

# 2020-2040

## COMPREHENSIVE PLAN



ADOPTED DECEMBER 1979  
AMENDMENTS IN 1980, 1986 AND AUGUST 2019  
EFFECTIVE JANUARY 1, 2020

# ACKNOWLEDGEMENT

This update of the Monroe Comprehensive Plan represents over two years of work by City Staff, two RARE participants, the Monroe Planning Commission, and broad participation from local and regional partners, as well as over 200 residents from the City of Monroe and the surrounding South Benton Community. The contributions of the following individuals and groups helped create a plan that will move Monroe forward over the next 20 years.

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The City of Monroe would like to give a special thank you to the Resource Assistance for Rural Environments (RARE) Program for their guidance and expertise in planning and working with rural communities throughout the State of Oregon. This Comprehensive Plan was part of the RARE Participant Work Plan for both RARE members in 2017-2018 and 2018-2019. Without their hard work and dedication, the City would not have been able to write the updated plan within two years.



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# INTRODUCTION - THIS IS OUR PLAN

Monroe's last 30 years have brought change and success. With further change on the horizon, we turned to the community for guidance and input which will shape how Monroe grows and develops in the future. The Comprehensive Plan or "The Plan" is an expression of the community's values and an extension of the community vision established in the Monroe Tomorrow Vision Document (2018). The Plan reflects what we learned from comments gathered during the Monroe Tomorrow visioning process, as well as the time we spent with residents, community partners, and many others. This document lays the groundwork for Monroe to grow and develop in a way that is consistent with the community's shared priorities. Collectively, The City created a plan that will be front and center in making day-to-day land use decisions, a plan that will be kept relevant and useful through adjustment and refinement. This is a plan that will guide Monroe's evolution over the next 20 years and beyond. This is our plan.

## OUR CITY

The City of Monroe, Oregon is geographically located in southeast Benton County and situated in the mid-Willamette Valley between Eugene (23 miles to the south) and Corvallis (17 miles to the north) along Highway 99 West (99W). The Long Tom River forms part of the City's eastern boundary while the west side of the City traces the beginning of the Coast Range foothills. This unique and strategic location offers very diverse opportunities including hiking and mountain biking, fishing, wine tasting at local wineries, or higher education and NCAA Division I sports at Oregon State University and University of Oregon.

In addition, Monroe is part of the South Benton Community, which includes the five unincorporated rural communities of Alpine, Bellfountain, Glenbrook, Ingram Island, and Irish Bend. Although the population of Monroe was 617 at the 2010 census, the total population of Monroe and the South Benton Community is nearly four thousand people strong.

At one time there were two north-south transportation routes: The Southern Pacific Railroad and Highway 99W. Today 99W is the primary north-south transportation route which serves the City. Territorial Highway (OR 200) is an additional route, formerly part of the Applegate Trail (1846-1860), which originates at the intersection of 99W in south Monroe and ends at the Lane-Douglas County line.

In general, Monroe's urban development has followed a north-south pattern, along the major transportation route of 99W. Commercial and residential development continues between the Long Tom River and the Coast Range foothills with new businesses along 99W and "The Riverside District", as well as dozens of new residential homes constructed to meet the needs of the growing Monroe and South Benton Community.

## OUR HISTORY

A brief summary of Monroe's history with a focus on the role and type of transportation, illustrates that the location and prosperity of the town owes much to its function, in the past and present, as a central shipping point for the Willamette Valley.

### EARLY EXPLORERS

The main traffic through the local area in the late 1700's and 1800's was along the "Old Trail" or "California Trail," which is the approximate location of Territorial Highway today. This was the main route that early fur trappers and explorers took from Ft. Vancouver, Washington to Sacramento, California. The

Applegate Trail, a southern alternative route to the western-most segment of the Oregon Trail, was established in 1846 by a group of explorers who were heading to California from a location near Dallas, Oregon. This trail followed the Long Tom River as far as Monroe, crossed over it and traveled to Eugene along what is today River Road.

### **SETTLEMENT AND SAWMILLS**

The first settlement of the Monroe area occurred in 1847 by Clayton Hinton and his son Roland who had adjoining claims just north of present-day Monroe. Five years later, in 1852, two pioneer brothers, Joseph and David White, built a sawmill on the Long Tom River. A small community called White's Mill built up around the mill and was located just north of where 99W now crosses the Long Tom River.

Settlement of the local area continued with the arrival of the Starr-Belknap-Hawley group of families. It is estimated about 250 members of the Starr family, during the late 1840s and early 1850s, came west by wagon train. With the influx of new settlers, the town of Starr's Point was formed in 1853 by Roland Hinton, just north of White's Mill. In 1857 the town of Starr's Point took over the sawmill at White's Mill, converted it into a flour mill, then both communities combined into one which continued to grow and prosper. It was not until February 1874 when the town was officially named by the U.S. Post Office after President James Monroe.

Sawmills would continue to operate in the area until the turn of the twentieth century. These local mills were located along the Long Tom River, where wooden dams were erected to form mill ponds. The earliest sawmills in Monroe, such as White's Mill, were turned into flour mills, utilizing waterpower from the river. As a result, in 1906, a variable pitch water wheel was installed in the Long Tom River to power the grain and flour machinery at Adam Wilhelm's (A. Wilhelm & Sons) Flour Mill. It also powered a dynamo electric generator that was later installed with the first concrete dam on the Long Tom to provide electricity to the mill and the Wilhelm's Mercantile Store at 5<sup>th</sup> and Commercial Street in Monroe until 1925.

### **FIRST POST OFFICE**

The first post office was established on April 22, 1852, at the home of Samuel Starr, in Starr's Point. This was just north of the present town, at the point where a ridge reaches down to the Long Tom River. Starr built his home in 1850 and, the following year, the same building housed the post office and a school.

### **STAGECOACH**

Monroe grew steadily in the 1860s and had the added advantage of its location on the stagecoach route, which traveled Territorial Road through the town. Today Highway 99W follows this route to Monroe until it branches off to the east and crosses over the Long Tom River. The original stagecoach route continues south from the junction of 99W and Territorial at Monroe to Cheshire, then Anlauf, Oregon and south to California.

### **RIVERBOATS**

In 1900, the 95-ton sternwheeler "Gypsy" operated three times up the Long Tom River from Corvallis to Monroe to load wheat and flour at the Wilhelm's Flour Mill. The real reason the "Gypsy" was brought up the river was to try to beat the railroad freight rates, which the steamer apparently accomplished. Today the Long Tom is contained within man-made banks to facilitate run-off from the Fern Ridge reservoir; however, it was a meandering, much wider river in 1900. During this time Congressman W. C. Hawley had to get a federal appropriation of \$3000 for improving the channel so the "Gypsy" could navigate up out of the Willamette River.

When the Gypsy's whistle sounded for the Monroe landing, people came from miles around, and the kids left school. The riverboat trip was possible only when the water was high and the third and last trip was in March 1900. As the riverboat was turning to leave on its last trip, the bow caught on rocks below the mill dam and the "Gypsy" narrowly escaped, ending her days at Monroe. She finally was pulled free and paddled off down the Long Tom never to return.

## **RAILROADS**

In 1908, Stephen Carver's Corvallis & Alsea River Railroad Company extended railroad tracks thirty miles south from Corvallis to Monroe, Alpine and Glenbrook. Originally, he intended the railroad to continue to Alsea and on to the Pacific Coast; however, the Panic of 1907 prevented Carver from securing adequate credit to complete the railroad in this way. In 1911, Alvadore Welch purchased the line from Carver and renamed it the Portland, Eugene & Eastern Railroad Company. Welch also procured the streetcar systems of Salem, Albany, West Linn and Eugene with the bold idea of using these lines as the nucleus for an electric railroad between Portland and San Francisco. This plan, however, never came to fruition, and in 1912, Welch sold the line to the Southern Pacific (SP) Railroad.

Southern Pacific's acquisition likely led to the construction of the Monroe train station in 1913. The station is a standard SP general issue design. Identical stations were constructed along the route. The station originally consisted of a passenger station, restrooms, a ticket agent's counter in the southern third of the building and a baggage room in the northern two-thirds of the building. Initially passenger service was offered daily between Corvallis and Eugene. By 1924, service on the line from Corvallis to Eugene had been reduced to one tri-weekly mixed (passenger and freight) train.

In 1932, following the demise of passenger service to Corvallis, SP abandoned all service between Cheshire and Eugene (both south of Monroe) and the rails were removed in 1936. Traffic continued to decline, and in 1958, SP abandoned the track south from Monroe to Cheshire, leaving only the line from Corvallis to Monroe and Alpine Junction to Dawson in service. Shortly after 1963, Southern Pacific tore down the dilapidated passenger third of the station leaving the baggage portion of the building intact. By 1980, the Monroe-Dawson local, running out of Corvallis, made three trips per week to the mill in Dawson, while Monroe had seen the last of its regular shippers. The remaining freight portion of the Monroe train station was used as a fertilizer warehouse by Wilbur-Ellis, an international marketer and distributor of agricultural and industrial products. According to a Benton County Context, the Monroe train station may be significant as the only remaining example of a railroad station in Benton County outside of Corvallis. On March 11, 2007, the train station was moved approximately a quarter mile north from Wilbur-Ellis, located at 555 Depot Street, to the site of the new library at 380 N. 5<sup>th</sup> Street (Highway 99W) and was restored as part of the new Monroe Community Library, which opened in May 2013.

## **FIRST BANK**

The first bank, the Monroe State Bank, opened for business February 10, 1911, and in rapid succession Howard's addition and Lookout Addition were platted adjoining the original town. Amidst much excitement and controversy, the little town was incorporated in 1914 as the City of Monroe.

## **MONROE COMMUNITY LIBRARY**

The Monroe Community Library was built in 2013 as a joint effort between the City of Monroe and Benton County to increase the size of the library for its service area as well as move and refurbish the Southern Pacific Railroad's Monroe train station. A few facts about our library:

- According to Oregon Library Association standards, in 2007, the former library was about one-third the recommended size for its service area.
- Beginning in 2007, through fundraising, grants and private donations about \$2.4 million was raised for the new library project.
- The previous library, located at 668 Commercial Street, was 1,250 square feet.
- The new library is a 7,500 square foot building, located at 380 N. 5th Street; 4,700 square feet is used for the library and the remaining 2,800 square feet as space for community meetings.
- The new library encompasses elements of both old and new including the 1913-built train station.
- Wilbur-Ellis donated the train station and the City donated vacant land to build the library.
- The architect of the new library, Lori Stephens, drew her inspiration for the library from the Goracke building, north of Monroe on Highway 99W.
- The City of Monroe owns the new library and Benton County provides the staff and books.
- Construction on the library began on June 19, 2012; the new library opened on May 14, 2013.

### **GROWTH AND PROSPERITY**

The City of Monroe is in the midst of a rejuvenation period and the Monroe Community Library led the way. Use of the original Southern Pacific Railroad train station – constructed in 1913 – gave a nod to the past, while the agriculturally-oriented design represents the community’s roots in farming.

In August 2018, Dollar General opened its 7,500 square foot retail general store at the northern corner of Highway 99 West (99W) and Kelly Street. This was the City’s first new retail commercial building in decades. In addition, just across the street, at the southern corner of 99W and Kelly Street is the 10,000 square foot Long Timber Brewery Company which opened in June 2019. Long Timber was the first commercial brewery in Monroe which is also a full-service restaurant and includes a full bar with seating, a room dedicated to wine tasting from Sweet Earth Vineyards, and a room to rent for special occasions.

Also, in 2019, the first phase of the new housing development, Red Hills Subdivision, was completed with a total of 55 lots. Lots are for sale to anyone wanting to live in our beautiful, growing community of Monroe.

## **MONROE BY THE NUMBERS**

### **POPULATION BACKGROUND**

In the first census of the newly incorporated City of Monroe, the U.S. Census Bureau recorded 191 people in 1920. Over the next 50 years, Monroe's population continued to grow with 443 residents in the 1970 census. With the recession of the 1970s and early 1980s there was a net loss of 31 people which is a 7% decrease in the City's population. This loss was reflected in the 1980 census. In the 1990 census, the population bounced back to 448 consisting of an 8.7% increase.

With the dawn of the 21st century, Monroe grew by almost 5% between 2000 and 2017, translating to a linear annual growth rate of less than 0.3%. For comparison Benton County has seen an 18% increase in population since the year 2000, translating to approximately 1.06% linear annual growth. The population of Monroe is expected to remain relatively constant, with approximately 675 residents by 2040. Tables 1 and 2 show past and forecast population growth for Monroe and Benton County as a whole. There are opportunities for new development or redevelopment to occur within the existing City limits, which does not appear to be accounted for in the growth forecast. Future development that significantly changes the expected population of the City will be accounted for through the development review process.



**Table 1: The City of Monroe Population Growth History and Forecast**

Year	2000	2010	2017	2020	2030	2040
<b>Monroe</b>	607	617	637	643	660	675
<b>Benton County Total</b>	78,153	85,579	92,287	95,818	106,498	113,169

Data from PSU Population Research Center. 2000-2010 Census Counts (incorporated areas) and population forecasts (Urban Growth Boundaries).

**Table 2: Monroe Historic and Forecasted Population Growth Rates (Annual Averages)**

Year	2000-2010	2010-2017	2017-2020	2020-2030	2030-2040
<b>Monroe</b>	0.16%	0.46%	0.31%	0.26%	0.23%
<b>Benton County Total</b>	0.95%	1.12%	1.28%	1.11%	0.63%

Data from PSU Population Research Center. 2000-2010 Census Counts (incorporated areas) and population forecasts (Urban Growth Boundaries)

## Table 3: Population Growth from 2010 to 2018 Comparison

Table 4. Populations for Oregon and Its Counties and Incorporated Cities and Towns:  
July 1, 2010 - July 1, 2018 estimates; and Census Counts 1990-2010

Prepared by Population Research Center, PSU, April 2019.

County and Cities	July 1 Population Estimates									April 1 Census Population		
	2018	2017	2016	2015	2014	2013	2012	2011	2010rev	2010	2000	1990
OREGON	4,195,300	4,141,100	4,076,350	4,013,845	3,962,710	3,919,020	3,883,735	3,857,625	3,837,300	3,831,074	3,421,436	2,842,321
BENTON	93,590	92,575	91,320	90,005	88,740	87,725	86,785	85,995	85,735	85,579	78,153	70,811
Adair Village	860	850	845	845	845	845	845	840	840	840	536	554
Albany (part)*	7,945	7,720	7,647	7,267	7,146	6,912	6,764	6,698	6,587	6,463	5,104	15
Corvallis	59,280	58,735	58,240	57,390	56,535	55,345	55,055	54,520	54,460	54,462	49,322	44,757
Monroe	625	620	620	620	620	620	615	615	615	617	607	448
Philomath	4,715	4,710	4,665	4,650	4,630	4,625	4,620	4,610	4,590	4,584	3,838	2,983
Unincorporated	20,165	19,940	19,303	19,233	18,964	19,378	18,886	18,712	18,643	18,613	18,746	22,054

\*City is located and has population in more than one county.

Note: Cities/towns that have conducted local enumerations following Census 2010 are: Adams and Bonanza in 2010; Rivergrove and Ukiah in 2011; and Lexington in 2013.

Please use caution when comparing the population estimates of the unincorporated county areas, and note that the population estimates for the unincorporated areas represent revised estimates rather than estimates resulting from measured direct change during the year. The population for an unincorporated area is a residual of the county total population and the sum of that county's city populations. The unincorporated area population is affected by those cities not submitting to PRC the completed annual form because the population of a city is held constant to the previous year if no recent form data are received. Additionally, cities sending incomplete data will affect the population residual in the unincorporated area. Annexations also affect unincorporated populations.

## POPULATION NUMBERS

- Total Population (July 1, 2018): 625
- Projected 2035 Population (PSU): 668
- Population in Families: 532
- Population Density: 1,307\*
- Median Age: 46.2
- Race & Ethnicity: 18% Hispanic/Latino, 82% Caucasian
- Historical Population
- Median Household Income: \$49,142
- Population Projection

## INCOME

- Median Household Income: \$49,142
- Average Household Income: \$76,350
- Per Capita Income: \$29,604

\***Note:** Population density is the total population per square mile.

## HOUSING

- Total Housing Units: 293
- Owner Occupied: 189
- Renter Occupied: 77
- Vacant Housing Units: 27
- Median Home Value: \$296,739

## HOUSEHOLDS

- Total Households: 266
- Average Household Size: 2.48
- Family Households: 186
- Average Family Size: 3

# OUR PLAN

## WHAT IS THE COMPREHENSIVE PLAN?

The Comprehensive Plan is the guiding document—or “blueprint”—for how our community will grow and develop over the next 20 years.

The Comprehensive Plan is a planning document that directs all activities related to land use and the future of natural and human-made systems and services in Monroe. The plan helps manage expected population and employment growth through a set of goals, policies, and implementation measures that align with the community’s vision. City leaders use the Comprehensive Plan to coordinate public investments and to make decisions about new development, existing neighborhoods, transportation, and a variety of other topics.

## WHY IS IT NEEDED?

The City of Monroe first adopted its Comprehensive Plan in 1979 followed by revision in 1986. Since then, there has been new commercial and residential growth in Monroe, including the completion of the Monroe Community Library (2013), Dollar General (2018), Long Timber Brewery (2019), and Red Hills Subdivision (2019). While the Comprehensive Plan has been amended to satisfy pressing needs as necessary in the past, this update positions the City to address the dramatic change Monroe has experienced in a comprehensive way. The recent (2018) Monroe Tomorrow visioning effort, and the public priorities it revealed, indicated that now is the perfect time to strategically update the City’s Comprehensive Plan. Updating the Plan provides a great opportunity to look at where we have come from, where we are now, and where we want to be in the next 20 years.

## HOW IS IT IMPLEMENTED?

The scope of the Comprehensive Plan is far-reaching and helps coordinate activities across City departments, as well as with regional and State agencies. The Plan establishes a POLICY framework that helps inform other critical planning documents used by the City to guide growth and development in Monroe. More than just a set of goals and policies, the Comprehensive Plan includes background research, analyses, and area-specific and system plans that provide more information related to particular topics or areas. These components informed the development of and assist in carrying out the POLICY directives of the Plan. Together, the components of the Comprehensive Plan allow Monroe to plan for near- and longer-term urban growth and critical public service investment, while preserving the amenities that make Monroe a great place to live.

The Plan also guides the establishment of procedures for all types of land use decisions (i.e., legislative, quasi-judicial, administrative, ministerial), including those for public noticing and public hearings, within the City Development Code. The City Council and recommending bodies, such as the Planning Commission, must provide substantiation as to how a legislative or, in many cases, a quasi-judicial decision supports the Comprehensive Plan by demonstrating consistency with varying applicable goals and policies. The decision-making bodies must consider and weigh these policies together in order to get to an outcome that best embodies the overarching intent of the Plan.

The Comprehensive Plan informs other City operations, including the budgeting process, work programs, and public service provision. Ultimately, the Comprehensive Plan sets the direction the City will take when planning for land use and informs all of its land use decisions and actions, including how land is developed and provided services. Collectively, these plans serve as a coordinated, overarching strategy for the City in shaping the community.

## **WHEN AND HOW IS IT USED?**

Our goal through this process was to create a Comprehensive Plan that best serves the community. In addition to its use by City Council; appointed commissions, committees, and boards; and City staff, Monroe's Comprehensive Plan is designed to be used by individuals and groups, including public agencies, organizations, residents, businesses, and developers.

### **PUBLIC AGENCIES**

The State of Oregon may refer to the Comprehensive Plan when determining the consistency of a supporting document or development project. Service coordination partners, such as Benton County or the Monroe School District, may also use the plan to determine whether a proposed requirement, project, or program is consistent with the Plan.

### **ORGANIZATIONS**

The Comprehensive Plan includes goals, policies, and actions to address a variety of community needs. Organizations may refer to the Comprehensive Plan to learn more about the City's planned actions and investments supporting their mission and may identify opportunities to collaborate for more effective efforts.

### **COMMUNITY MEMBERS**

Developers

Since the Comprehensive Plan guides where and how development may take place, developers may use the Comprehensive Plan to determine the land use designations for particular sites or areas. The Plan also contains background that could inform a development application or the development process.

### **BUSINESSES**

The Comprehensive Plan includes the policies guiding investments that the City will make to support businesses and indicates where and how these investments will be made. Businesses may also refer to the Comprehensive Plan Map to determine how POLICY or land use changes may shape the business environment in an area.

### **RESIDENTS**

The Comprehensive Plan describes the land use changes that may affect the form and character of neighborhoods, the strategies for attracting businesses that provide jobs and needed goods and services, and plans for infrastructure improvements that support existing residents and allow for future growth. All community members may use the Plan to:

- Support or advocate for specific programs in the City's work plan;
- Review and comment on proposed land use projects, infrastructure improvements, and public service provisions;
- Learn about planning topics and issues and trends in Monroe, as well as specific land use designations for their property and neighborhood; and
- Inform development of applications for grants or other funding.

## **MONROE TOMORROW**

As described in the previous "Our City" section, Monroe Tomorrow's Vision Document (2018) provides our City's shared vision for the future, covering everything from locational advantage and housing to business community and infrastructure to quality of life. Visioning is a voluntary, citizen driven process with no limit in scope that provides a guiding strategy for all City functions; whereas the Comprehensive Plan is required

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by law and driven by City staff and decision-makers with citizen participation to establish regulations limited to land use planning. Therefore, the Comprehensive Plan has an important purpose as the primary means for realizing the community's vision for the future.

Topics addressed by the vision are included in the Comprehensive Plan; however, there are some initiatives in Monroe Tomorrow that do not pertain to land use planning and are therefore outside of the scope of the Comprehensive Plan, including services or amenities such as cultural resources, arts, and community services. Similarly, the Comprehensive Plan addresses several regulatory topics related to efficient and resilient land use planning that are not addressed in the community's vision for the future, including historic resources; natural hazards; public facilities and services; and land use procedures.

While not every initiative may be relevant to the Comprehensive Plan, the focus areas identified in Monroe Tomorrow —Locational Advantage, Governance, Housing, Business Community, Riverside District, Ecosystems, Infrastructure, and Quality of Life—provide the basis for the core areas of the Comprehensive Plan. This approach ensures that the input collected from citizens through the visioning process has been integrated into a valuable tool that combines cutting-edge policies, informed by community priorities, with forward-thinking and concrete implementation actions in order to better reflect current community values in City operations. Together, the Comprehensive Plan and Monroe Tomorrow put the foundation in place for Monroe to grow and prosper in the future and position the City for continued success.

## **STATEWIDE PLANNING GOALS**

All Oregon cities and counties are required to have a comprehensive plan that is consistent with 19 Statewide Planning Goals established by the Legislature. These goals set broad statewide POLICY goals for land use planning, citizen involvement, housing supply, economic development, transportation systems, public facilities and services, natural resources management, recreation, and more. They also direct the content within comprehensive plans. Under State law, all community plans, zoning codes, permits, and public improvements must be consistent with the comprehensive plan. This structure ensures that cities implement the State's POLICY goals first through the comprehensive plan, and then by more detailed supporting and implementing documents, such as development codes and community plans, which are in turn consistent with the Comprehensive Plan.

Once the comprehensive plan has been developed and adopted, the Department of Land Conservation and Development (DLCD), which is the administrative branch of the State Land Conservation and Development Commission (LCDC), reviews the Plan for consistency with state law and the Statewide Planning Goals, as set forth in Senate Bill 100 in 1973. Once a Plan is determined to be consistent, DLCD "acknowledges" or approves the plan.

## **DEVELOPING AND MANAGING THE PLAN**

The Comprehensive Plan update occurred over a two-year period and was designed to leverage community engagement gathered during the Monroe Tomorrow's Vision effort, as well as contributions from the City staff and community representatives. The topics covered in the plan reflect State requirements and community feedback expressed in Monroe Tomorrow. Each of the 14 chapter topics in the Comprehensive Plan was developed by following an iterative, consistent process that involved City staff, community representatives, elected and appointed officials, and the general public. Following this process ensured that the background research and proposed goals and policies were thoroughly vetted and refined to consider the perspectives of everyone affected by the plan—staff, partners, developers, and residents across our community. The Comprehensive Plan is explicitly designed to be a living document—

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written with implementation, evaluation, and revision in mind. As community needs evolve, the Plan will be periodically reviewed and revised.

## **BACKGROUND RESEARCH & DEVELOPMENT**

Background research into each topic identified specific Federal, State, or regional regulatory requirements, the historical context for the topic in Monroe, and specific issues or opportunities that should be addressed. The research was vetted by Monroe’s City staff which included subject matter experts from the City, County, and State. This background research served as the basis for developing initial drafts of goals and policies, which were also vetted and reviewed by the Planning Commission.

## **HOW IS THE COMPREHENSIVE PLAN WRITTEN?**

There are no formal guidelines on how to write a Comprehensive Plan, however it is recommended the Plan include and comply with applicable Statewide Planning Goals (mentioned above), adopted by the Department of Land Conservation and Development Commission (LCDDC), and pertain to the City of Monroe. The Plan should also reflect the comments, suggestions, and vision of Monroe residents and express that vision in its land use policies, regulations, and map designations. Beyond the inclusion of applicable Statewide Planning Goals and Monroe’s Vision, there is no set template on how to write the Plan.

How the Monroe Planning Commission and the Community Development Coordinator, with help from the Oregon Department of Land Conservation and Development and the Portland State University Master of Regional and Urban Planning Consulting Team, prepared to write this plan was by reviewing existing plans in neighboring cities or cities with similar population size, such as Veneta, Harrisburg, and Wheeler. Also, in drafting the plan, the Monroe Planning Commission acknowledges this initially adopted Comprehensive Plan will still have some gaps due to the lack of capacity, funds available, knowledge, and experience needed for such a tremendous undertaking. Once the Plan is adopted by Monroe City Council, the City and Planning Commission will prioritize updating the Plan, on a timely basis, and ensure that all gaps are addressed, which will be discussed further in the “Updating the Plan Moving Forward” section.

## **PLANNING COMMISSION**

The Monroe Planning Commission, Community Development Coordinator, and City Administrator play key roles in reviewing background research and refining draft goals and policies. The Plan’s advisory group consists of City staff, the Planning Commission, Benton County, and representatives from the State of Oregon.

## **OUTREACH**

Monroe’s City staff developed a Public Involvement Plan or PIP with the Planning Commission. The PIP outlined a multifaceted public involvement effort including outreach at community events and engagement of community representatives, including elected and appointed officials. Outreach efforts were designed to engage those who are not usually involved in planning efforts, connect with diverse communities across the entire city, empower youth, and build community connections through existing networks and information channels.

## **ADOPTION PROCESS**

The majority of the work to develop the Comprehensive Plan update was completed in informal public processes before formal adoption began in July 2019. Adopting a new Comprehensive Plan is a legislative procedure which requires the Planning Commission to begin the process by approving an order initiating a public amendment to the existing Comprehensive Plan. Initiation is followed by one or more public hearings at Planning Commission, which then forwards a recommendation to City Council to adopt or reject the Plan. City Council then takes that recommendation into account when considering an ordinance to formally adopt the Comprehensive Plan. Planning Commission voted to initiate the Plan amendment on July 9, 2019, followed by a public hearing. Following the hearing, Planning Commission voted to recommend adoption of the Plan. The City Council hearing for approval on adopting the new Plan on July 22, 2019, and the adoption took place on August 26, 2019.

## **UPDATING THE PLAN MOVING FORWARD**

The Monroe Comprehensive Plan is intended to be a living document. The Plan was designed with the flexibility for revisions reflecting changing circumstances, with two key paths for maintaining the plan:

- Goals and policies for each topic, while clearly interrelated, are developed in a modular, self-contained manner to allow for easy amendment. Each POLICY was developed, wherever possible, to address a single POLICY subject, making policies easy to understand, apply, and refine where needed.
- Implementation measures for each of the new policies are developed and maintained outside of the Comprehensive Plan document. These implementation measures can be frequently reviewed, updated, and reprioritized to ensure that the City can be responsive to changing needs of the community, while also maintaining a solid connection to our collective vision. As implementation measures are maintained outside of the Comprehensive Plan document, updates can be made without the need to follow formal adoption processes.

## **USING THE COMPREHENSIVE PLAN**

Monroe's updated Comprehensive Plan is organized around 14 applicable statewide planning goals. Each goal includes one or more topics with a set of goals and policies that is consistent with community priorities identified in Monroe's Vision Plan - Monroe Tomorrow as well as Oregon's Statewide Planning Goals.

Monroe's Comprehensive Plan is required to meet the following Statewide Planning Goals:

- **Goal 1: Citizen Involvement**
- **Goal 2: Land Use Planning**
- **Goal 3: Agricultural Lands**
- **Goal 4: Forest Lands**
- **Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces**
- **Goal 6: Air, Water, and Land Resources Quality**
- **Goal 7: Areas Subject to Natural Hazards**
- **Goal 8: Recreational Needs**
- **Goal 9: Economic Development**
- **Goal 10: Housing**

- **Goal 11: Public Facilities**
- **Goal 12: Transportation**
- **Goal 13: Energy Conservation**
- **Goal 14: Urbanization**
- Goal 15: Willamette Greenway (does not apply to Monroe)
- Goal 16: Estuarine Resources (does not apply to Monroe)
- Goal 17: Coastal Shorelands (does not apply to Monroe)
- Goal 18: Beaches and Dunes (does not apply to Monroe)
- Goal 19: Ocean Resources (does not apply to Monroe)

## USER'S GUIDE

Each topic opens with a statement articulating the important role that the subject matter plays in the function of our community and is followed by a short summary providing context and information about the City's POLICY strategy going forward. The Goals & Policies document is organized in a way and includes features that maximize its ease and efficiency of use in land use planning practice. It aspires to present information in a way that is clear and accessible, avoiding the use of jargon where possible and providing definitions where specific terms are necessary, in order to provide a tool that is useful to the community as well as the City. The policies contained within the document will direct decisions shaping the form and function of the City.

- **Goal identifier.** Each goal is in numbered order and includes a title describing the goal's purpose.
- **Goal statement.** A goal is a broad statement of purpose that defines our community's ideal future. Goals are advisory.
- **POLICY identifier.** Each POLICY is preceded by a notation that includes an acronym that corresponds to the topic and a number based on the overall goal and POLICY order. An introductory title communicates the key POLICY theme.
- **POLICY statement.** A POLICY is a clear statement guiding a specific course of action for decision makers to achieve a desired goal. Policies are regulatory.
- **Defined term.** Terms that are defined in the glossary are signified by an underline (in the first occurring instance in a goal or POLICY)

## OVERVIEW OF THE IMPLEMENTATION PROGRAM

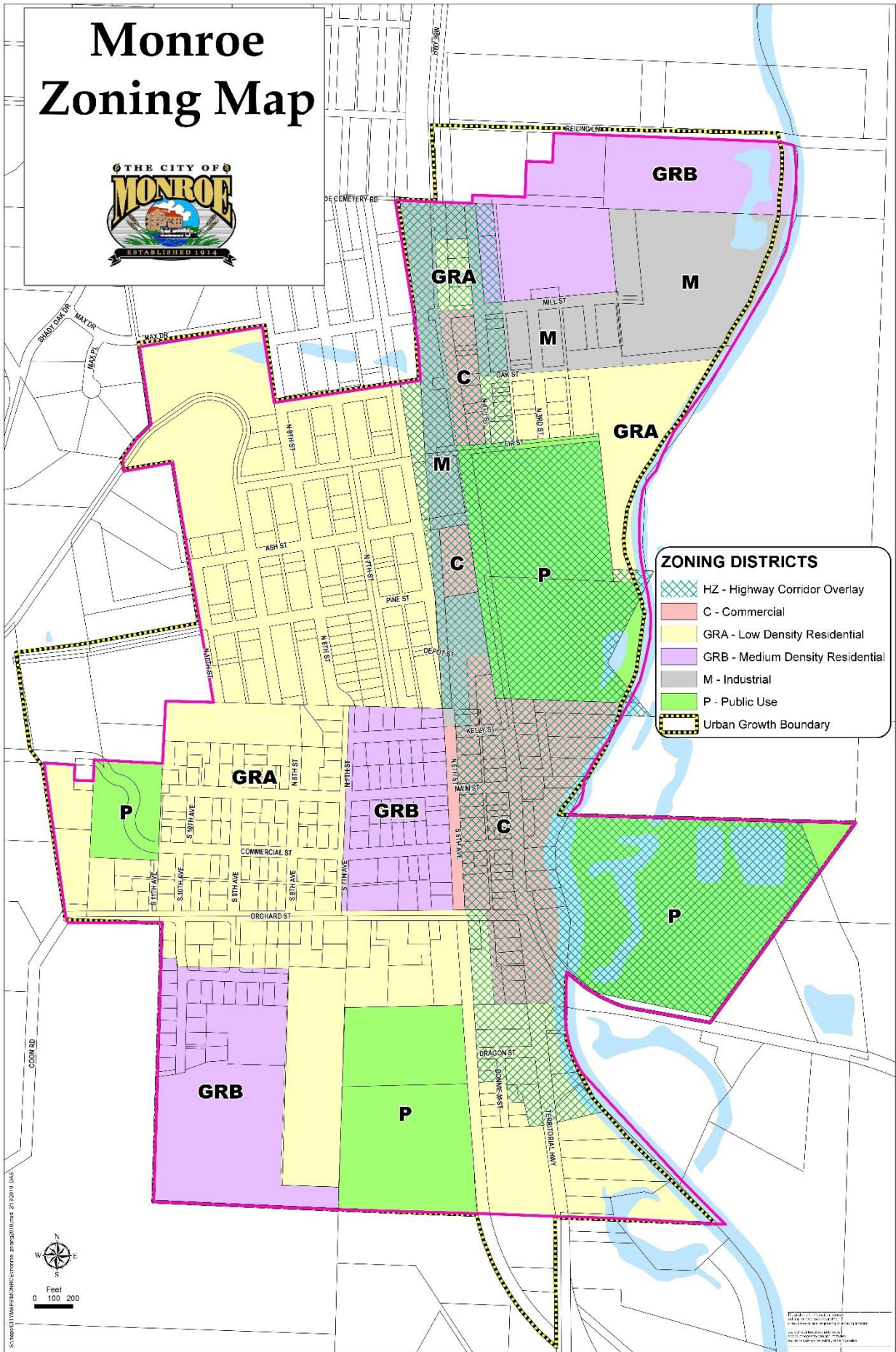
Implementation measures are the specific, concrete, and measurable actions that apply policies as part of on-the-ground City operations. Traditionally, comprehensive plans include long lists of implementation measures alongside the goals and policies without a strategy for putting those measures to work. Since any modifications to the Comprehensive Plan must go through an amendment procedure including public notices, public hearings, and State review, even simple revisions to address changes in existing conditions or shifting priorities must be completed through a cumbersome process. As part of Monroe's Comprehensive Plan update, implementation measures have been split out into a separate, living document in order to provide more flexibility in their use as a City work program. Progress will be tracked periodically to ensure that implementation is ongoing.

Implementation measures will be assigned to a planning commissioner and the City Administrator/Planner to identify any costs, and provide a timeline for action. This approach goes above and beyond the base level requirement to create a tool that will increase transparency and accountability in planning activities to help our community thrive in the long term.



Within the implementation program, State law requires local governments to provide implementation tools adequate to fulfill the purpose of the Comprehensive Plan. Implementation tools are another important component of the comprehensive planning process. The Comprehensive Plan informs the development of zoning codes, development and annexation agreements, urban renewal plans, service coordination agreements, master plans, and other City plans. These tools play a key role in applying the broad goals and policies of the Comprehensive Plan to specific land use and administration decision-making. As with all other components, implementation tools and measures must be consistent with the Comprehensive Plan.

# Monroe Zoning Map



**ZONING DISTRICTS**

- HZ - Highway Corridor Overlay
- C - Commercial
- GRA - Low Density Residential
- GRB - Medium Density Residential
- M - Industrial
- P - Public Use
- Urban Growth Boundary



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This map is a preliminary map and is not intended to be used for any other purpose. It is the responsibility of the user to verify the accuracy of the information shown on this map.

# **Our Vision**

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Our vibrant, rural town is a welcoming and inclusive community celebrating its agrarian heritage, natural environment, neighborly culture, and local economy.

# Our Aspirations

The Monroe Comprehensive Plan includes eight guiding aspirational statements to recognize that implementation of this Plan must be balanced, integrated and multi-disciplinary. The influence of our aspirations is seen throughout the Plan as they shape many of the individual policies and projects.

## MONROE IS A PLACE THAT IS KNOWN FOR...

### Locational Advantage



We aspire to be a community maximizing the benefits of our location: nestled in the heart of the Willamette Valley, surrounded by a growing artisanal agriculture industry, just east of prime recreational park lands, a short distance from two major universities and employment centers, fronting an accessible and beautiful river, and well connected by highways, trails, and bike paths to other great places.

### Governance



We aspire to have our local governments, community organizations, and businesses collaborating to ensure our institutions support all community members; our emergency services protect us all from harm; and our systems of governance cooperate on planning, strategy, and action.

### Housing



We aspire to provide a wide range of economically, socially, and environmentally sustainable housing for all who value our community's wonderful quality of life and make Monroe home.

### Riverside District



We aspire to have vibrancy and vitality within the Riverside District enhancing it as an asset and source of pride for the whole community, as well as a significant attraction for visitors. This district will take advantage of visual and physical access to the Long Tom River, traffic on highway, and proximity to larger cities.

## Business Community



We aspire to have a thriving business community with retail, agricultural, and service businesses catering to the needs and desires of our residents and attracting visitors. Monroe supports small businesses, home-based businesses, and creative entrepreneurs.

## Ecosystems



We aspire to foster a healthy environment that sustains our neighborhoods and wildlife. Our City recognizes the intrinsic value of nature and sustaining the ecosystem services of Monroe's air, water, and land.

## Infrastructure



We aspire to build, maintain, and upgrade our transportation, parks, water, sewer, stormwater, and public safety systems to ensure residents receive high quality, reliable essential services.

## Quality of Life



We aspire to have our quality of life nourished by our City's strong economic, organizational, cultural, and transportation connections throughout the southern Willamette Valley. Our combination of physical and cultural advantages exemplify why Monroe is a wonderful place to settle down, raise a family, or start a business.

## CHAPTER 1

# Citizen Involvement

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Monroe is a welcoming and inclusive community collaborating to ensure meaningful and informed participation in transparent land-use and transportation planning processes.

# CITIZEN INVOLVEMENT

Proactive and effective citizen involvement is a cornerstone of planning practice, and focused public engagement is crucial to achieve success in land use and transportation planning initiatives that often impact the entire community. Monroe residents expect the City to maintain transparency, provide access to information, and offer meaningful public participation in the planning process.

## CONTEXT

Statewide Planning Goal 1 requires the City to design and maintain an active citizen involvement program that provides for widespread involvement, effective two-way communications with the public, the opportunity for the public to be involved throughout the planning process, access to technical information in an understandable form, and a mechanism for the public to provide feedback to policymakers.

The Monroe Planning Department coordinates a number of public involvement activities ranging from proactively notifying residents of pending development applications, holding community meetings and workshops to discuss more complex or longer-range planning projects, and facilitating access to information on planning and development in the City both online and in-person. Some projects have included various citizen involvement methods such as surveys, design charrettes (an intensive planning session where citizens, designers and others collaborate on a vision for development), outreach at public events, newsletters, or public tours. The Department also researches and publishes information about historical growth patterns, population trends, and other development statistics.

Public oversight is provided by the Monroe Planning Commission. The Monroe Planning Commission makes quasi-judicial decisions (many of which involve public hearings), makes recommendations on legislative actions, and provides additional advice to the City Council on land use issues and priorities. The City will emphasize the use of technology to extend public involvement and engagement, while also preserving opportunities for in-person dialog at community events and meetings. Finally, the Planning Department will continually monitor and assess its citizen involvement efforts to ensure continual improvement and ongoing effective public service.

## CITIZEN INVOLVEMENT IN MONROE

Monroe's designated Committee for Citizen Involvement (CCI) is the City Council. Typically, for smaller cities like Monroe, it is common for a governing body to assume responsibility for developing and implementing a citizen involvement program in lieu of forming a new committee involving representatives from multiple organizations and geographic areas. In such cases, the City must submit a letter to the Land Conservation and Development Commission (LCDC) stating the rationale. The City has done so and the request was formally approved by LCDC in 1979.

The City of Monroe's first Citizen Involvement Program (CIP) was created and acknowledged in 1978 during the adoption of the Comprehensive Plan. This CIP is outlined below:

- Designation of the Monroe City Council as the Committee for Citizen Involvement.
- Provide for open public meetings at key points during the planning program to give citizens the opportunity to participate in data collection and analysis, plan preparation, and plan implementation.
- The major aspect of citizen involvement in Monroe is the opportunity for continuing personal contact which citizens now have with City Council and Planning Commission members.

- Notices of meetings of the Planning Commission and City Council will be posted at the City Hall, the Bank and the Post Office.
- The creation of ad hoc or permanent citizens committees was determined to be inappropriate in Monroe, largely because of the very limited number of people available to participate in a City of 625 persons.
- Meeting minutes of the Planning Commission and City Council are readily available for public use at City Hall or on the City Website.
- Town hall type meetings and public hearings are the most appropriate means for more formal communication between citizens and the Planning Commission or City Council.
- Since 1978, Monroe's CIP has been incorporated into City land-use development codes and City policies.

In accordance with the City of Monroe's CIP, planning staff utilize a multi-faceted public outreach approach to engage the community during all stages of planning efforts. Currently, a major aspect of citizen involvement in Monroe is the opportunity for continual personal contact with City Councilors, Planning Commissioners, and City staff. To ensure this opportunity exists, all Planning Commission, City Council, and Committee meetings are well publicized, regularly scheduled, thoroughly documented, and provide opportunities for the public to review and comment on plans and ordinances. Meeting agendas are posted at post office, bank, City Hall and on the City's website. Meeting minutes and schedules, planning documents, and public notices are readily available on the City's website or at City Hall for review. Monthly newsletters advertising meeting schedules, opportunities for volunteer positions, and significant planning projects are mailed to every City utility customer, available on the City's website, and at City Hall. Public hearings and informal community workshops are publicized and held to discuss complex long-range planning projects.

## **GOING FORWARD**

A great deal has changed in Monroe since the adoption of the 1978 Comprehensive Plan and along with it Monroe's Citizen Involvement Program. Going forward, Monroe's public involvement approach will be designed to inform and stimulate public engagement in the land-use planning process throughout the entire Monroe community by utilizing inclusionary, collaborative, accessible, and accountable involvement methods. As Monroe develops and grows, it will inherently become more diverse in regards to age, income, language, abilities, ethnicity, etc.

There are two pressing examples of this phenomenon that will need to be addressed in Monroe's new Citizen Involvement Program - Monroe's Hispanic population and the 'Monroe Community'. The City's Hispanic population is the clearest example of this shift already underway. Over the past two decades, the Hispanic community has represented the fastest growing population cohort in the City. Monroe's updated approach to public involvement will reflect this new development to ensure all citizens are provided meaningful opportunities to become involved in land-use planning processes and decisions.

Additionally, through the public workshops and surveys completed during the 2019 Comprehensive Plan update it became apparent the City's citizen involvement strategies must also address a unique challenge: the spatial relationship the City shares with its surrounding communities. In addition to serving the Monroe residents, the citizen involvement program will be respectful of the dynamic between the City of Monroe residents and the greater 'Monroe Community' – residents of unincorporated Benton County (i.e. Alpine, Bellfountain, Glenbrook, and Ingram Island). While not officially residents of the City, many citizens of the 'Monroe Community' maintain strong cultural and economic ties with the City of Monroe. Understanding and acknowledging this relationship throughout all planning practices is critical to ensure appropriate communitywide collaboration.



With these local trends and conditions, it is paramount that the City’s Citizen Involvement Program reflect this reality by emphasizing the necessity to achieve these four goals:

1. Inclusion
2. Engagement
3. Accessibility
4. Accountability

## CITIZEN INVOLVEMENT – GOALS & POLICIES

The following citizen involvement goals and policies challenge City staff and elected officials to assess current practices and develop new tools and methods to serve as Monroe’s citizen involvement program.

### INCLUSION – Goal 1

*The City of Monroe works to create an atmosphere of respect and cultivates community diversity and wisdom through inclusive, meaningful, and innovative community participation.*

**POLICY CI 1.1**                    **A designated Committee for Citizen Involvement.** A Committee for Citizen Involvement (CCI) will evaluate and provide feedback to City staff on citizen involvement processes. City Council should continue to serve as the CCI. The creation of permanent citizens committees was determined to be inappropriate in Monroe, largely due to the limited number of people available in the city to participate.

**POLICY CI 1.2**                    **Review Bodies.** Maintain review bodies, such as the Planning Commission and Monroe Vision & Revitalization Committee, to provide an opportunity for community involvement and provide leadership and expertise for specialized topic areas.

**POLICY CI 1.3**                    **Engage Community Organizations.** Engage existing community organizations, such as civic groups, non-profits, community centers, health centers, and school districts to extend participation and engagement.

**POLICY CI 1.4**                    **Accommodate for Diverse Participation.** Utilize community involvement best practices that accommodate for the diverse needs of citizens such as physical ability limitations, language barriers, and time constraints when appropriate and financially reasonable.

### ENGAGEMENT – Goal 2

*The City of Monroe implements and maintains a comprehensive citizen involvement program to promote outreach and engagement in land use and transportation-related projects, decisions, and initiatives.*

**POLICY CI 2.1**                    **Citizen Awareness.** Post notices of meetings of the City Council, Planning Commission, and Committees at City Hall, community centers (i.e. Monroe Community Library and Legion Hall), local businesses, and on the City website.

- POLICY CI 2.2**            **Social Media.** Develop and adopt a social media POLICY that utilizes social media platforms to enhance citizen involvement methods and techniques.
- POLICY CI 2.3**            **Ongoing Dialogue.** Ensure and encourage ongoing dialogue between the public and the City regarding land-use planning and decision-making.
- POLICY CI 2.4**            **Emerging Technologies.** Utilize emerging technologies, methods, and techniques to enhance and extend public involvement.
- POLICY CI 2.5**            **Best Practices Engagement Methods.** Utilize community engagement methods, tools, and technologies that are recognized as best practices.

### **ACCESSIBILITY – Goal 3**

*Ensure citizens are provided clear, user-friendly, and appropriate information and opportunities to participate in City land-use and transportation-related planning initiatives, processes, and decision-making.*

- POLICY CI 3.1**            **Informed Citizenry.** Make minutes of the City Council, Planning Commission, and Committee readily available for public use at City Hall and on the City website. All plans, studies, records of decisions, maps, and related ordinances will be made available for public use at City Hall and on the City website.
- POLICY CI 3.2**            **Formal and Informal Forums.** Provide both formal and informal settings for communication between citizens and the Planning Commission or City Council. Workshop/town hall-type meetings should be held to facilitate informal communications, and public hearings should be held to facilitate formal communications.
- POLICY CI 3.3**            **Accessible Information.** Provide information to the public in accessible and easy to understand formats, including multiple languages where appropriate.
- POLICY CI 3.4**            **Develop Consistent Procedures.** Develop and utilize a consistent set of procedures for notifying and soliciting input from the public as appropriate to the scale and type of the proposed action.

### **ACCOUNTABILITY – Goal 4**

*Ensure accountability and clarity in City of Monroe land-use and transportation-related planning processes and decisions.*

- POLICY CI 4.1**            **Rights and Responsibilities.** Establish clear rights and responsibilities of applicants, decision-makers, staff, and other participants of planning projects, initiatives, and decision-making processes.
- POLICY CI 4.2**            **Adequate Funding.** Provide adequate personnel and financial support for the Citizen Involvement Program through the City Budget and the Land Conservation and Development Department’s (LCDC) maintenance grants, as funds are available.

**POLICY CI 4.3**

**Program Evaluation.** The Planning Commission will evaluate the effectiveness of the Citizen Involvement Program on an annual basis to help guide recommendations for program and policy improvements. The Committee for Citizen Involvement (CCI) will advise City staff regarding this evaluation.

**POLICY CI 4.4**

**Implementation.** Once adopted, the policies stated above will be recognized as Monroe's Citizen Involvement Program.

## CHAPTER 2

# Land Use Planning

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Monroe provides a land use planning process and policy framework as a basis for all decisions related to the use of land and meets the needs of its residents and businesses.

## LAND USE

The Comprehensive Plan is the City of Monroe's most significant expression of the community's values, image, and goals for the future. Because we live in a complex and ever-changing world, the Comprehensive Plan must not become outdated and inflexible. The Plan's usefulness over time is dependent upon its ability to keep pace with changing circumstances and needs. The goals and policies within the Comprehensive Plan are based upon known community needs and data and on assumptions and predictions that utilize known information. As time passes, some projections and predictions within the Plan may prove accurate, but others will certainly show need for revision.

## CONTEXT

Land Conservation and Development Commission (LCDC) Statewide Planning Goal 2, Land Use Planning, establishes a land-use planning process and POLICY framework with which local Comprehensive Plans must comply. This section of the Comprehensive Plan contains the City's land-use planning goals and policies, consistent with state and regional requirements. Monroe's Comprehensive Plan Map shows the established land use designation which is located in Chapter 15.

The Comprehensive Plan Map is used to guide land uses and development in the city. The map shows geographic areas that have been designated for general land uses in accordance with the Comprehensive Plan. The map also shows the general development pattern of the city and indicates which areas are best suited for residences, commercial, office, and industrial uses, and which areas should be left undeveloped.

*The following excerpt from the 1986 Comprehensive Plan describes the land-use element at the time. While Monroe continues to grow and change, the foundational elements of the Comprehensive Plan will likely stay the same.*

### COMPREHENSIVE PLAN (1986)

*Although Monroe has existed as an incorporated City since 1914, greater than 50 percent of the City is undeveloped. Generally, this undeveloped land is in agriculture. 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.*

#### **Housing & Development**

*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 7<sup>th</sup> 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.*

*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.*

*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.*

*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.*

### **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.*

### **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 land sliding 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 landslides.*

## **CLASSIFICATIONS**

Low Density Residential: To provide areas suitable and desirable for single-family homes, and associated public services uses (schools, and 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.

**BUILDABLE LANDS INVENTORY**

The purpose of this Buildable Lands Inventory is to measure and determine the supply of land available to meet the long-term growth needs of the community. The inventory addresses **residential and commercial (employment) land needs** within the City’s urban growth boundary (UGB).

**Table 1: Land by Zoning Designation, Monroe UGB, 2019**

Zoning Designation	Total Acres	As Percentage
<b>Residential</b>	181.1	63.1%
GRA	131.5	45.8%
GRB	49.7	17.3%
<b>Employment (Commercial)</b>	43.2	15.0%
C	19.9	6.9%
M	23.3	8.1%
P	62.7	21.9%
<b>Total</b>	<b>287.1</b>	<b>100%</b>

The largest portion of the land base with the UGB (63.1%) is zoned for residential uses. Almost three-quarters of residentially-zoned land is designated for single-family residential use (GRA), with the remainder zoned for medium-density single family use (GRB).

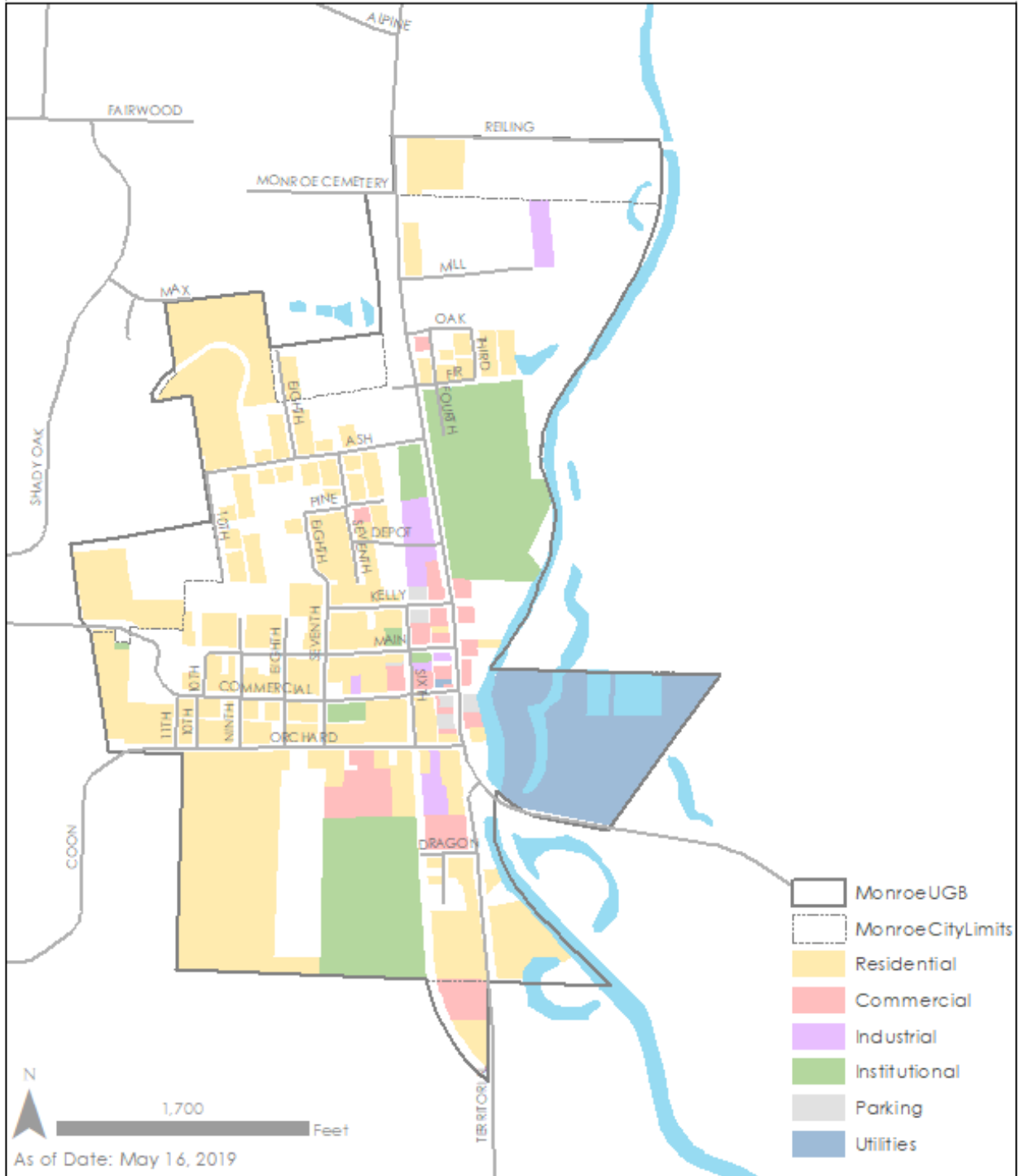
Over one-fifth of all land (21.9%) is zoned for public use, which includes governmentally-owned lands. This zone consists primarily of treatment facilities located in the southeast corner of the City, as well as the two public schools located within the UGB.

The remaining land (15.0%) is zoned for employment uses, which is split fairly evenly between commercial and industrial uses. Most of the commercially-zoned land is located along Highway 99 West (99W), the City's current downtown corridor. Some manufacturing land also runs along the 99W corridor, but the largest parcels are dedicated to a former brickyard on the City's north end.



# MONROE BLI 2019

## Land Use Inventory



**\*\*City Park (labeled blue) is actually zoned as public land**

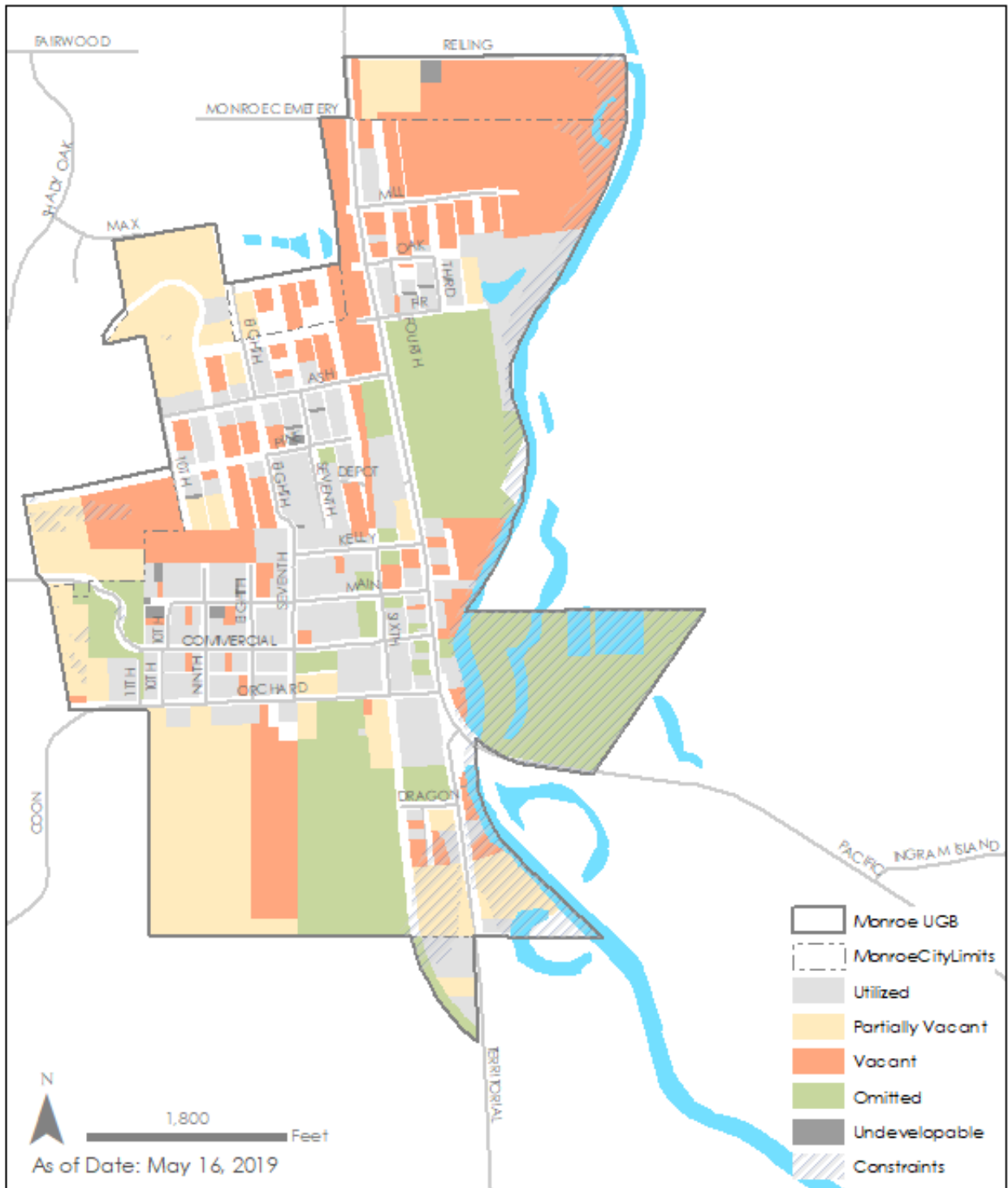
**Table 2: Land Use by Acreage, Monroe UGB, 2019**

Land Use Designation	Total Acres	Percent of Total
Residential	104.6	36%
Commercial	11.7	4%
Industrial	5.7	2%
Utilities	26.1	9%
Institutional	40.5	14%
Unused	97.0	34%
Parking	1.5	1%
<b>Total</b>	<b>287.1</b>	<b>100%</b>

The results of the land use inventory show some differences when compared to land by zoning designation. Land use designation is significant for evaluating development status, but also offers insight into how lands are being utilized compared to what would be expected via zoning. This provides context for whether buildable land comes mostly in the form of vacant lots, redevelopment potential of mismatched uses, or further development of existing buildings. Each of these may call for different land use policies. What follows is an overview of each use within the Monroe UGB.

# MONROE BLI 2019

## Vacant and Partially-vacant Land



Developed parcels within the Monroe UGB are concentrated mostly in the center of the city, while large acreages of vacant and partially vacant lands are generally located on the outer-boundaries of the City. Large acres of partially vacant parcels are especially present along the western edges of the City, while the largest vacant parcels are predominantly concentrated in the northeast.

**Table 3:** Lands by development status, Monroe UGB, 2019

Development Status	# of Parcels	Gross Acreage	Net Buildable Acres
Vacant	84	96.8	74.8
Partially Vacant	27	62.6	48.4
Undevelopable	17	16.6	0.0
Utilized	237	53.1	0.0
<b>Total</b>	<b>365</b>	<b>224.3</b>	<b>123.2</b>

**Table 3** shows that there are 123.2 acres of buildable land in Monroe’s UGB. Roughly forty percent of this land is partially vacant and has development potential, while the remainder is vacant and presents Greenfield development potential.

Constraints per zone account for a significant portion of the difference between gross and net buildable acres (**Table 4**).

**Table 4:** Constrained acres by zoning designation, Monroe UGB, 2019

Constraints	Vacant	Partially Vacant	Total
GRA	2.4	8.4	10.9
GRB	2.4	0	2.4
C	2.4	0.0	2.4
M	4.1	0	4.1
<b>Total</b>	<b>7.3</b>	<b>8.4</b>	<b>15.7</b>

**Table 5:** Unconstrained, buildable land by zoning designation, Monroe UGB, 2019

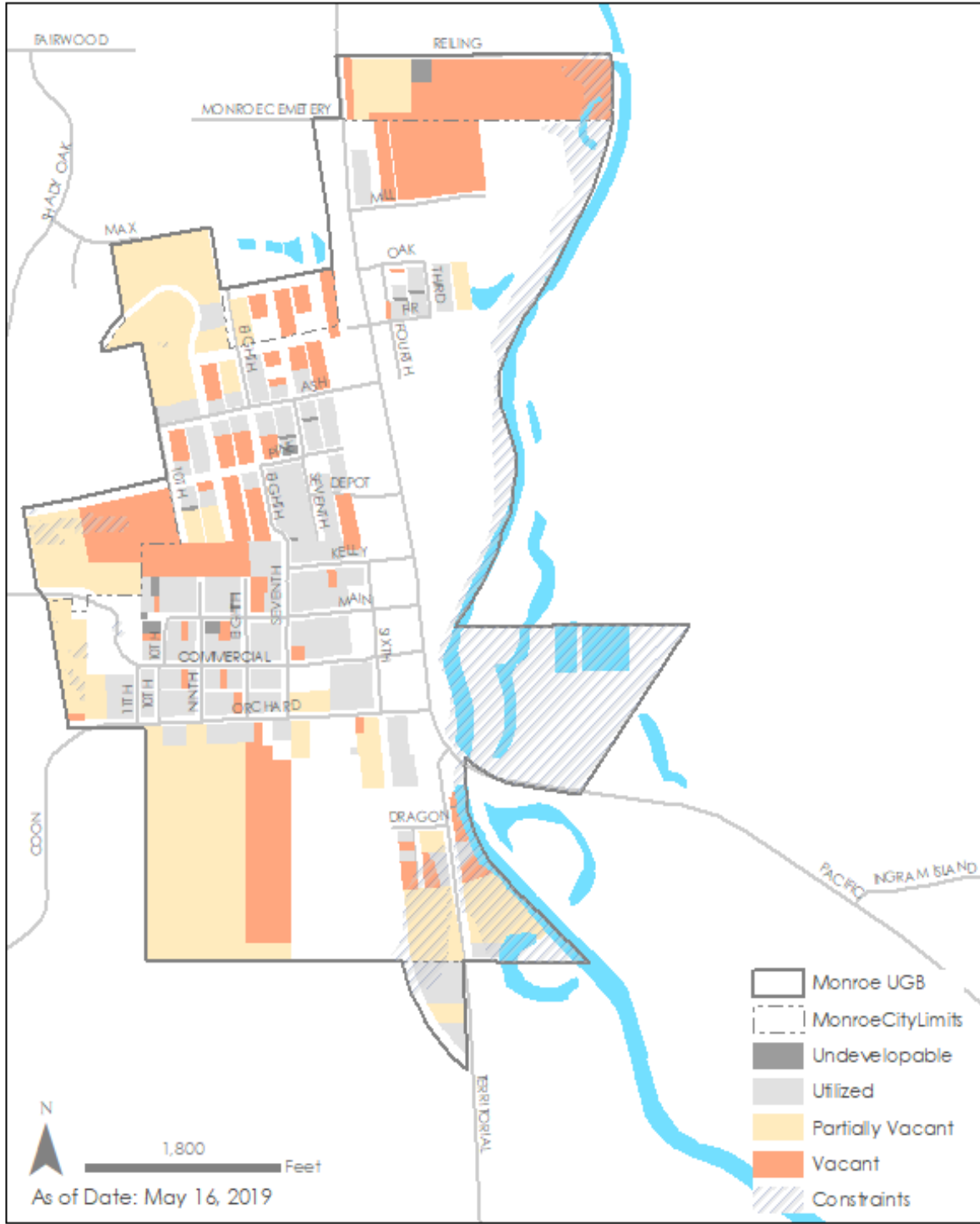
Zoning Designation	Partially Vacant	Vacant	Total Buildable	Total Buildable as Percentage
GRA	27.4	35.5	62.9	51.1%
GRB	20.0	17.7	37.7	30.6%
C	1.0	4.6	5.6	4.5%
M	0.0	17.0	17.0	13.8%
<b>Total</b>	<b>48.4</b>	<b>74.8</b>	<b>123.2</b>	<b>100%</b>

**Table 5** shows that a large majority of the total unconstrained, buildable acres in the UGB is located in Residential zones (approximately 100 acres). The acreage of buildable lands in residentially-zoned land is split fairly evenly between partially vacant lots, which present further development potential, and vacant lots, which present Greenfield development opportunities. The majority of vacant and partially vacant acreage falls in GRA zones.

There is notably less unconstrained, buildable acreage in commercial (employment) lands—Commercial (C) and Manufacturing (M) zones—totaling under twenty-three acres. Within commercial lands, the majority of buildable acreage is located in M zones and is vacant, at seventeen acres. This distribution is in large part due to the decrease in industrial activity that Monroe has experienced since the closure of the brickyard in the north end of the city. Most buildable acreage in C zones, on the other hand, is partially vacant (4.6 acres).

# MONROE BLI 2019

## Residential Land By Development Status



**Table 6: Residentially-Zoned Land by Development Status, Monroe UGB, 2019**

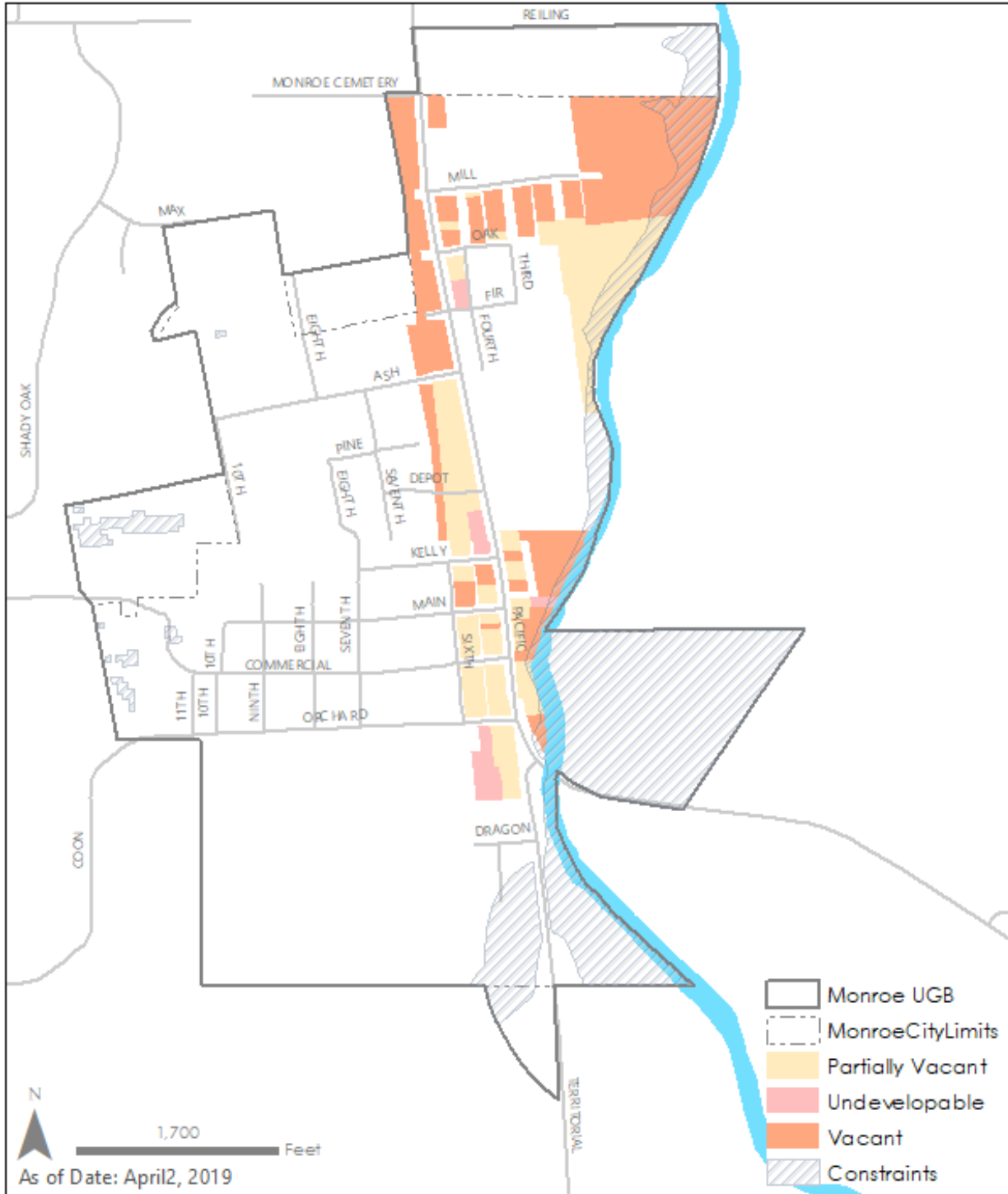
<b>Development Status</b>	<b>No. of Parcels</b>	<b>Gross Acreage</b>	<b>Net Buildable Acres</b>
Vacant	60	68.7	53.3
Partially Vacant	25	61.6	47.4
Undevelopable*	17	16.6	0.0
Utilized	198	42.1	0.0
Omitted	18	8.8	0.0
<b>Total</b>	<b>318</b>	<b>181.1</b>	<b>100.7</b>

\* Note: Undevelopable lands are omitted from gross acreage, as they are counted in vacant and partially vacant lands

The results show that there are over 100 buildable acres within the existing UGB for residential development. This acreage is evenly split between vacant and partially vacant lands. These findings indicate that with regards to residential lands, the City is underdeveloped in relation to the Monroe UGB and has ample land base for further residential development. Some of these parcels may constrain the type of residential development that is possible, due to the difference between lot sizes in the Monroe development code—which for single family residential range from 8,000 to 14,000 square feet—and the minimum vacancy size dictated in state administrative rules of 3,000 square feet. It is possible that more housing types may be required to support development on smaller lots.

# MONROE BLI 2019

## Employment Land by Development Status





**Table 7:** Employment or Commercial-Zoned Land by Development Status, Monroe UGB, 2019

<b>Development Status</b>	<b># of Parcels</b>	<b>Gross Acreage</b>	<b>Net Buildable Acres</b>
Vacant	24	28.1	21.5
Partially Vacant	2	1.0	1.0
Utilized	39	11.0	0.0
Omitted	11	3.0	0.0
<b>Total</b>	<b>76</b>	<b>43.2</b>	<b>22.5</b>

The results show that there are approximately 23 acres of net buildable commercial (employment) lands, predominantly vacant, that are available within the Monroe UGB. Available parcels are located mostly along Highway 99 West (99W), the Northeast corner along Mill Street, as well as several parcels along the Long Tom River. These clusters of vacant commercial lands serve as opportunities for future commercial and industrial development in and around the City’s downtown area. As efforts to reorient the city along the Long Tom River progress, many of the affected parcels will be ripe for development.

A portion of lands zoned for Manufacturing include county-owned railroad right-of-way on the west side of 99W. This land has been historically allocated for railbeds, and thus may be a market deterrent for development.

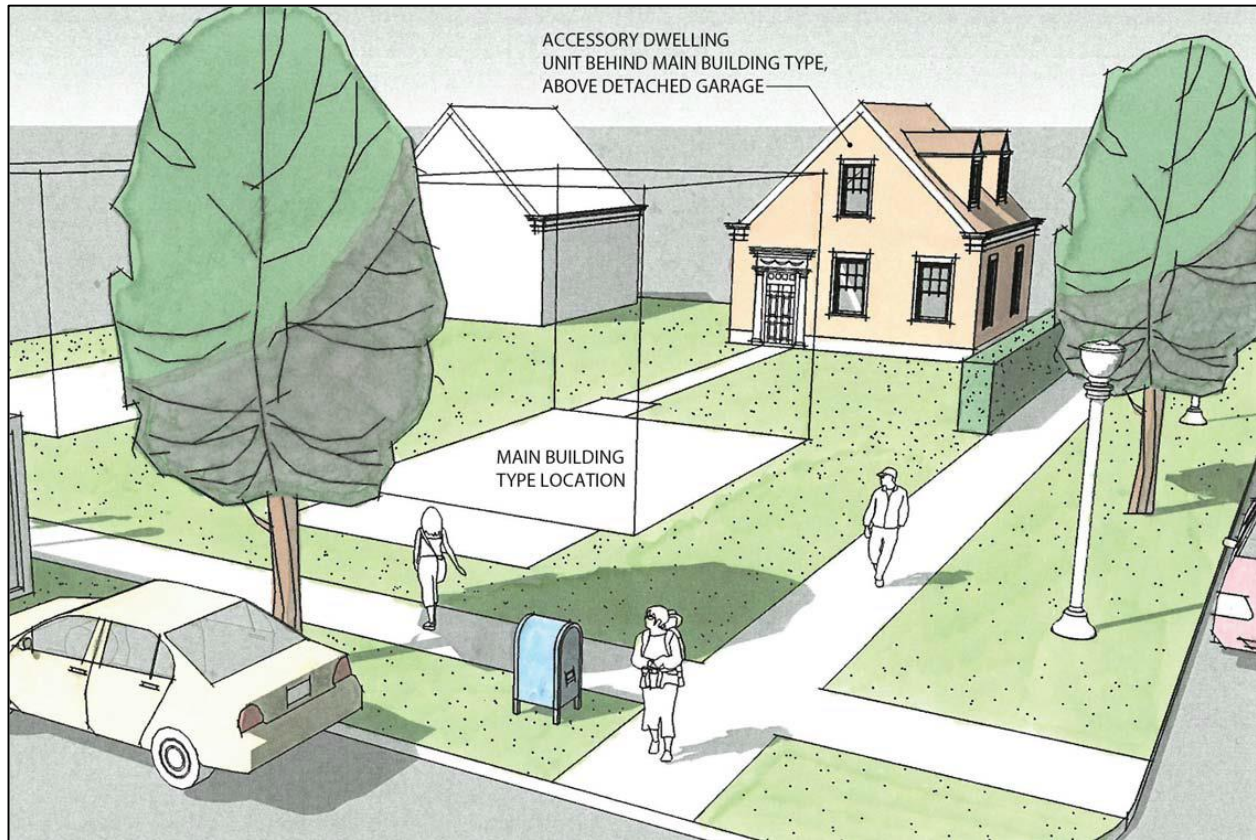
## CONCEPTUAL IDEAS OF HOUSING AND RETAIL IN MONROE



### LINER

The liner building type is merely a mixed-use or retail building type (see example of those above) that has been limited in depth to between 20 and 36 feet from frontage lines and used to conceal parking behind. Grade level encouraged uses include uses that serve to create activity along the street such as retail, restaurant, and some entertainment-based uses. If multi-story, upper floor uses permitted include residential, office or service industry.

This building type is ideally configured for mid-block conditions, secondary streets in downtown, and adjacent to (located toward the edges of) the retail segments of downtown shopping streets. If extending to corner locations, then storefronts should extend into the secondary frontage for minimum 25 feet or the depth of the building, whichever is greater.



## **ACCESSORY DWELLING UNIT**

Accessory dwelling units consist of one or more apartment units located as a stand-alone structure or above a detached garage. Like other detached garages, these buildings are typically setback 6 feet from an alley, easement or adjacent property lines. Entry is at grade with an interior stairway servicing the upper level if required.



## MIXED-USE

The mixed-use building type is a multi-story building type with storefronts along all primary frontage lines and extending, from the primary frontage, (minimum 20-feet into secondary frontages) that has been assigned setbacks at frontage lines of zero feet. Storefronts should have minimum 60% glass at the ground-floor level, doors should be recessed minimum 3.5 feet from primary frontages lines, and minimum 5-foot deep canvas or metal awnings should be provided above all storefront windows. Upper level windows should be no more than 50% glass. All exterior building glass should be clear.

This building type should also have a vertical zoning requirement. Ground floor encouraged uses are restricted to retail and restaurant uses, while the upper floors are restricted to office, light industrial and residential uses. These buildings should also be large enough to extend along the majority of all frontage lines thus, due to their zero-feet maximum setback, providing an immediate physical presence along frontages.

This building type is ideal for downtown and the retail segments of downtown shopping streets.



## RETAIL

The retail building type is a single-story limited-use building with storefronts along all primary frontage lines and extending, from the primary frontage, minimum 25 feet into secondary frontages. Storefronts should have minimum 50% glass, doors should be recessed minimum 3.5 feet from frontage lines, and minimum 5-foot deep canvas or metal awnings should be provided above all storefront windows. This building has frontage setbacks of zero feet. Encouraged uses are limited to uses that serve to create continuity of activity along the street, such as retail, restaurant, and some entertainment-based uses. These buildings should also be large enough to extend along the majority of all frontage lines thus, due to their zero-feet maximum setback, providing an immediate physical presence along frontages.

This building type is ideally configured for downtown and in the retail segments of downtown shopping streets.

## GOING FORWARD

The City will regularly review the Comprehensive Plan and implementation measures to ensure that the Plan remains a living document that continues to respond to shifting needs and priorities. It will be front and center as the City evaluates development, it will be continually evaluated for success, and it will be continually refined as time goes on. The City's decisions to move forward will be guided by the recommendations made by the Portland State Masters of Urban and Regional Planning Masters Students (Constellation Planners) guiding document located in the appendix.

## LAND USE – GOALS & POLICIES

### BALANCE OF LAND USES – *Goal 1*

*Strive for an attractive, functional, economically vital community with a balance of different types of land uses in Monroe.*

- |                      |  |
|----------------------|--|
| <b>POLICY LU 1.1</b> | <b>Land Use Decisions.</b> Ensure that ample land is available to support the needs of each land use classification and that development is consistent with the City's Development Code.   |
| <b>POLICY LU 1.2</b> | <b>Compatible Development.</b> Encourage development that minimizes conflict with surrounding uses and promotes neighborhood compatibility.  |
| <b>POLICY LU 1.3</b> | <b>Plan Implementation.</b> Ensure the requirements of the Monroe Land Use Development Code (MLUDC) are consistent with the Comprehensive Plan and that the Plan is implemented through thoughtful zoning and development ordinances, interpretation, and programming. |
| <b>POLICY LU 1.4</b> | <b>Regional Coordination.</b> Land use needs and classifications will be considered with a regional view and changes to codes and policies will be prepared in a way that ensures continuity with adjoining cities and the region as a whole.                          |

## **EFFICIENT USE OF LAND – Goal 2**

*Ensure that property planned for residential, commercial, mixed, and industrial uses is used efficiently and that land is developed following principles of sustainable development.*

- POLICY LU 2.1**            **New Development Incentives.** Create incentives for new development to use land more efficiently. Work with developers on Monroe’s Planned Unit Development Code 17-400 to provide a means for planning most large development sites, encourage innovative planning, encourage housing options, encourage mixed-use development, promote an economic arrangement of land use, preserve to the greatest extent the existing landscape, encourage energy efficiency, implement public facility master plans, and provide flexibility in development standards, consistent with the above purposes.
- POLICY LU 2.2**            **Mixed Use.** Encourage the vertical and horizontal mixing of different land-use types in selected areas of the city where compatible uses can be designed to reduce the overall need for parking, create vibrant urban areas, create more business opportunities, and achieve better places to live.
- POLICY LU 2.3**            **Redevelopment Programs.** Use redevelopment programs such as urban renewal to help redevelop underutilized commercial and industrial land.
- POLICY LU 2.4**            **Application Requirements.** Land development proposals will be consistent with the Monroe Zoning Ordinance, City Development Code, and all adopted standards and enforcement codes of the City of Monroe. The burden of proof with regard to consistency with the applicable standards and codes lies with the prospective developer.
- POLICY LU 2.5**            **Technical Framework.** Provide a technical foundation that documents and evaluates existing conditions related to social, economic, energy, and environmental needs in order to inform and refine POLICY recommendations and act as a foundation for future updates.

## **DOWNTOWN MONROE – Goal 3**

*Ensure that property planned for residential, commercial, mixed, and industrial uses is used efficiently and that land is developed following principles of sustainable development.*

- POLICY LU 3.1**            **Develop Historic Downtown.** Encourage development in the Downtown area, which includes the Historic Downtown Area, along Highway 99 West, former site of the Wilhelm Flour Mill (1890s) and location of Steamboat “Gypsy” loading flour on the Long Tom River (1900), Monroe State Bank (1911), Wilhelm House (1905), and the Applegate Trail area (1846), as a quality place for shopping, living, working, cultural and recreational activities, and social interaction. Provide walkways for pedestrian and bicycle traffic, preserve views of the Long Tom River, in the Riverside District, and preserve the natural amenities of the area.
- POLICY LU 3.2**            **Multi-Modal Transportation.** Support multi-modal transportation options throughout the local area including Benton, Linn, and Lane Counties by having the City and local partners seek grant funding to make the City more bike and pedestrian friendly.

- POLICY LU 3.3**      **Public Infrastructure Needs.** Prioritize public infrastructure investments and work to develop public/private partnerships to leverage maximum benefits from public investment and to help ensure that Monroe develops to its maximum capacity and realizes its full potential.
- POLICY LU 3.4**      **Develop Commercial Space.** Encourage the development of a strong and healthy Historic Downtown retail, office, cultural, and residential center in Monroe.
- POLICY LU 3.5**      **Community Plans.** Implement Monroe’s Vision Plan – Monroe Tomorrow and Monroe Riverside District Master Plan (currently in development – 2019) with regulations and programs that support compatible and complementary mixed uses, including housing, hospitality services, restaurants, civic and institutional, offices, some types of industrial and retail uses, all at a relatively concentrated density.
- POLICY LU 3.6**      **Connectivity.** Improve connectivity for vehicles, bicycles, and pedestrians within Monroe and the South Benton community through master plans such as the Connectivity Plan and Riverside District master plan to improve links between residential areas and the community beyond.
- POLICY LU 3.7**      **Riverside District.** Develop the Riverside District area through the implementation of the Riverside District Master Plan (currently in development – 2019) to achieve a balance between the natural and built environments, including wildlife habitat, multi-family residential development, office and retail, and family recreation.
- POLICY LU 3.8**      **Mixed Use Redevelopment.** Monitor the redevelopment within the Downtown area and investigate the need to require retail and service uses on the first floor and limit residential and office uses to the second floor and above.

## **CORRIDORS – Goal 4**

*Focus transit-oriented, higher intensity, mixed-use development along selected transit corridors.*

- POLICY LU 4.1**      **Transit Corridors.** Ensure planning for transit corridors includes facilities and access management, aesthetics (including signage and building facade improvements), redevelopment opportunities including residential and commercial development in the Monroe, Junction City, and Harrisburg area as well as transit connections to the regional centers such as Corvallis, Albany, and Eugene.
- POLICY LU 4.2**      **Concentrated Housing.** Ensure that high density housing is developed along transit corridors to have access to alternative methods of transportation.
- POLICY LU 4.3**      **Commercial Design Standards.** Work with developers to verify that they follow the building design standards stated in Ordinance 17-300 which outlines the applicability, architectural and design compatibility, building materials and colors, signage, change of use and pliable applications for new development within the Riverside District.



## RESIDENTIAL NEIGHBORHOOD LIVABILITY – Goal 5

*Provide a sense of place and identity for residents and visitors by protecting and maintaining neighborhoods as the basic unit of community life in Monroe.*

- POLICY LU 5.1**            **Housing Options.** Provide opportunities for a wide range of housing types, sizes, and densities.
- POLICY LU 5.2**            **Accessory Dwelling Units (ADUs).** Allow Accessory Dwelling Units under specified conditions in single-family residential designations.
- POLICY LU 5.3**            **Protect Neighborhoods.** Develop local neighborhood plans to strengthen and protect residential neighborhoods and historic areas from infill development.
- POLICY LU 5.4**            **Establish a Sense of Place and Pride.** Strive to establish facilities and land uses in neighborhoods that help give vibrancy, a sense of place and pride, and a feeling of uniqueness; such as activity centers and points of interest.
- POLICY LU 5.5**            **Encourage Compatible Land Uses.** Where environmental constraints reduce the amount of buildable land, and/or where adjacent land differs in uses or density, implement the Comprehensive Plan and zoning designations that encourage compatible transitional uses.
- POLICY LU 5.6**            **Serve the Needs of the Community.** Ensure a process is developed to prevent barriers in the development of neighborhood schools, senior and childcare facilities, parks, and other uses that serve the needs of the immediate area and the residents of Monroe.

## RETAIL AND COMMERCIAL DEVELOPMENT – Goal 6

*Encourage the provision of appropriately scaled services to retail and commercial development.*

- POLICY LU 6.1**            **Redevelopment.** Encourage the redevelopment of commercial areas in ways that encourage expansion of existing businesses and infill development, and at the same time reduce conflicting traffic movement, improve the aesthetic character of these commercial areas, and encourage trips by transit, bicycling and walking.
- POLICY LU 6.2**            **Develop Retail.** Allow and encourage the development of small retail centers in commercially zoned areas that provide goods and services for local residents and workers as well as adjacent rural and agricultural lands.
- POLICY LU 6.3**            **Review Design Standards.** Periodically review Monroe’s Highway Corridor Overlay to ensure compatibility with existing commercial development.
- POLICY LU 6.4**            **Enhance Livability.** Encourage commercial and industrial development that enhances livability of residential neighborhoods through the design of attractive LEEDTM-certified buildings and environmentally responsible landscaping that uses native vegetation wherever possible, and by ensuring that development is screened and buffered from adjoining residential neighborhoods and access is provided by a variety of transportation modes.

# INDUSTRIAL LAND DEVELOPMENT – Goal 7

*Ensure an adequate supply of land for major industrial employers.*

**POLICY LU 7.1**            **Urban Growth Boundary (UGB).** Work with Benton County to ensure that there is enough land available within the UGB to meet the need for industrial and/or commercial development. If there is not enough, identify areas outside the boundary that may be appropriate to annex. The selection of these areas will be based on market factors, protection of environmentally sensitive areas, compatibility with adjoining and nearby uses, public facilities and infrastructure, proximity to Highway 99 West and transit, site requirements of specific types of industries, and the desires of the property owners.

**POLICY LU 7.2**            **Use Industrial Land for Industrial Purposes.** Ensure that land zoned or planned for industrial use is used for industrial purposes, and that exceptions are allowed only where some other use supports industrial development. New non-industrial uses should especially be restricted in already developed, active industrial sites.

**POLICY LU 7.3**            **Home and Workplace Proximity.** Ensure that land-use patterns create opportunities for citizens to live closer to their workplace.

**POLICY LU 7.4**            **Adequate Public Facilities.** Establish priorities to ensure that adequate public facilities are available to support the desired industrial development.

# MONROE COMPREHENSIVE PLAN MAP – Goal 8

*Maintain the Monroe Comprehensive Plan Land-Use Map as the official long-range planning guide for land-use development of the city by type, density and location.*

**POLICY LU 8.1**            **Land Supply.** Maintain a sufficient land supply within the city limits and the Urban Growth Boundary (UGB) to meet local, regional, and state requirements for accommodating growth.

**POLICY LU 8.2**            **Land-Use Classifications.** Use the following 11 land-use classifications on the Monroe Comprehensive Plan Land-Use Map to determine the zoning classifications that may be applied to parcels:

- General Residential, Large Lot or G-R (A)
- General Residential, Small Lot or G-R (B)
- Commercial (C)
- Industrial (M)
- Mixed Use – Residential (MU-R)
- Mixed Use – Commercial (MU-C)
- Public Use (P)
- Floodplain (FP)
- Open Space (OS)
- Highway Corridor Overlay (HCO)
- Planned Unit Development (PUD)

**POLICY LU 8.3**

**Land Use Boundaries.** Establish boundaries for Historic Downtown Monroe; Transit corridors along 5<sup>th</sup> Street (Highway 99 West), 6<sup>th</sup> Street, Orchard Street, and Territorial Highway; Industrial areas; and for residential neighborhoods.

**POLICY LU 8.4**

**Plan Map and Land Use Designations.** Refer to Chapter 15, which is entitled “Comprehensive Plan Map and Land Use Designations,” for more information on the following topics:

- Planning and Procedural Coordination
- A Well-Structured, Working Plan
- Plan Implementation
- Plan Administration
- Community Plans - Supplemental Information
- Comprehensive Plan Land Use Designations
- Comprehensive Plan Map
- Monroe Transportation System Map
- Other Maps & Reference Materials

## CHAPTER 3

# Agricultural Land

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Monroe supports local agriculture and agritourism in the South Willamette Valley and aims to be a partner in preserving and maintaining agricultural lands.

# AGRICULTURAL LAND

Monroe does not include agricultural zoned lands within the Urban Growth Boundary (UGB) but has, both in history and vision, supported the community’s need to aid in the local economy and farmers in the greater Monroe community. Supporting local and sustainable agriculture in our region is strongly endorsed and will continue to be a priority into the foreseeable future.

## CONTEXT

Today, the local economy is centered on the farming of Christmas trees which are harvested for the worldwide market, grass seed production, logging, wine vineyards, local small businesses, innovative entrepreneurs, and talented artisans.

## GOING FORWARD

The city’s goal is to support the local agriculture and agritourism industries while also preserving and maintaining agricultural lands through partnerships at the local, county, state and federal level.

# AGRICULTURAL LAND – GOALS & POLICIES

While Oregon Statewide Planning Goal 3 Agricultural Lands does not apply within the Urban Growth Boundary (UGB) and Monroe does not have agricultural zoned lands within its boundaries, the City supports and encourages City and countywide efforts to preserve and maintain agricultural lands.

## SUSTAINABILITY – Goal 1

*The City of Monroe continues to cultivate its partnerships with the local agricultural community as well as supporting its sustainability and education efforts.*

- POLICY AL 1.1**            **Support Community and County Goals.** Sustain agriculture in all its forms as a viable and thriving industry in Benton County.
  
- POLICY AL 1.2**            **Diverse Partnerships.** Work with diverse partners to sustain agricultural lands such as The City’s partnership with the local wineries within Benton County.
  
- POLICY AL 1.3**            **Community Gardens and Food Production.** Increase local and countywide private community gardens and food production opportunities.
  
- POLICY AL 1.4**            **Local Sustainable Food.** Decrease food insecurity in the city and county through the increase of local sustainable food production.
  
- POLICY AL 1.5**            **Support Community Food Banks.** Increase the amount of locally produced food donations and consumption as well as increase support of efforts to utilize natural food sources and decrease food waste.
  
- POLICY AL 1.6**            **Support Farm to School Food Programs.** Support distribution systems to supply fresh locally produced foods to students and staff in Monroe schools. In addition,

promote sustainable farming through support of educational programs to teach gardening, farming, and other skills to local youth.

**POLICY AL 1.7**

**Work with Other Government Agencies and Organizations.** Sustain, preserve, and support local agriculture in all its forms including family farms, dairy, meat, poultry, and other food producing enterprises.

## CHAPTER 4

# Forest Lands

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Monroe strives to be a good steward of the surrounding forest lands and create meaningful partnerships to ensure safe environmental practices.

## FOREST LANDS

Monroe does not include forest lands within the Urban Growth Boundary (UGB); however, there is a major portion of open space that is heavily forested right outside of the UGB along Highway 99 West, which provides an excellent buffer zone, both visually and acoustically, from traffic and residential areas. The City of Monroe strives to be a good steward of the current surrounding forest lands and recognizes that current practices including the use of herbicides (including aerial application) and harvesting near watersheds directly impact its health and economic vitality. The City also recognizes that practices of the timber industry, which impact fish and wildlife, can also directly affect its health and economic vitality.

### CONTEXT

Today, the local economy is centered on the farming of Christmas trees which are harvested for the worldwide market, grass seed production, logging, wine vineyards, local small businesses, innovative entrepreneurs, and talented artisans.

### GOING FORWARD

The city's goal is to support the local timber industry while also preserving and maintaining forest lands through partnerships at the local, county, state and federal level.

## FOREST LANDS – GOALS & POLICIES

To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species. Along with conservation and maintenance, there is consistent and sound management of soil, air, water, fish and wildlife resources, and to provide for recreational opportunities and agriculture.

While Oregon Statewide Planning Goal 4 Forest Lands does not apply within the Urban Growth Boundary (UGB) and Monroe does not have forest lands zoned within its boundaries, the City supports and encourages City and countywide efforts to create partnerships and ensure safe environmental practices:

### PARTNERSHIPS – *Goal 1*

*The City of Monroe continues to cultivate its partnerships with the local timber industry including private land owners and public entities such as the State Department of Forestry.*

**POLICY FL 1.1 Partner with Local Government.** While Oregon Statewide Planning Goal 4 Forest Lands does not apply within acknowledged UGBs, the City will encourage the State Department of Forestry to enforce the Forest Practices Act, which includes practices pertaining to cutting, road building, and the use of herbicides in the community's watershed areas.

**POLICY FL 1.2 Partner with Local Watershed.** The City will endeavor to maintain a percentage of forested land within the privately owned land, bordering the City's UGB, through partnerships with the local watershed.



## CHAPTER 5

# **Natural Resources, Historic Areas & Open Spaces**

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Monroe seeks to balance the use and protection of its natural and environmental resources, historic areas, and open spaces.

## **NATURAL RESOURCES, OPEN SPACES & HISTORIC AREAS**

Protecting the natural beauty of Monroe is the number one priority identified in the Monroe Vision Plan – Monroe Tomorrow. Community input has consistently supported putting the natural landscape, environment, small town atmosphere, and livability at the top of the priorities for Monroe. As a result, the City seeks to increase ecologically friendly tourism and low impact recreational activities. Protection of the historic elements, preserving open space, improving parks and trails, and conservation of natural habitats is a cultural norm and valued in the community. Any land use policies or decisions need to reflect that value.

### **CONTEXT**

The Land Conservation and Development Commission (LCDC) Statewide Goal 5 requires local governments to protect open space, scenic and historic areas and natural resources as part of the statewide planning process. Based on a survey and evaluation of the location, quantity and quality of Goal 5 resources, Monroe must determine which historic resources are significant such as mineral and aggregate resources, fish and wildlife areas and habitats, water areas, wetlands and watersheds, and historic areas, sites, structures and objects.

## **NATURAL RESOURCES AND OPEN SPACES**

Protecting natural resources ensures long-term community livability, preserves Monroe’s legacy, and promotes long-term ecosystem health. The City is committed to proactively protecting these natural assets that protect open space corridors for wildlife, connect people with open space, and offer outdoor recreation opportunities for the community.

### **CONTEXT**

Natural resources can describe a wide range of natural assets in a city, from open spaces to wildlife habitat to floodplains. In the Monroe Comprehensive Plan, the Natural Resources section focuses on the quality and function of riparian corridors, wetlands, and wildlife habitat. Monroe is home to natural resources including wetlands, riparian corridors, and the Long Tom River that provides wildlife habitat.

### **LONG TOM RIVER**

The Long Tom River contains the only significant fish habitat within the City of Monroe. Because the Monroe drop structure is the lowest structure in the Long Tom River system, it is the first passage blockage encountered by aquatic species migrating from the Willamette River. At least 22 species of native fish and 13 species of non-native fish are found within the Long Tom Watershed. Their distribution is influenced by significant human alterations to the habitat accessibility including Fern Ridge Dam and the three downstream drop structures, from north (downstream) to south including Monroe, Stroda, and Ferguson/Cox Butte.

Historical habitat conditions along the Lower Long Tom River were a mosaic of emergent wetland, forested wetland, wet prairie and closed canopy riparian forests. Emergent and forested wetland provided habitat for red-legged frogs, western pond turtles and beavers. Cavity nesting birds found within the riparian forests include tree and violet-green swallows, western bluebirds and purple martins.

The Lower Long Tom River currently provides habitat to several game species. Roosevelt elk can be found from the upper reaches of Bear and Ferguson Creek to the main channel of the Long Tom River south of Franklin Road. Black-tailed deer can be seen throughout the Lower Long Tom River basin. Some waterfowl species have been observed during the breeding season within the Lower Long Tom River such as wood duck and mallards. Fur bearing mammals (e.g. beaver, muskrat, mink, etc.) are also found in the region.

Our community has set a vision for sustainability that includes proactive protection of natural assets, and an acknowledgment of the link between our community's prosperity and the health of our environment. Guided by Statewide Planning Goal 5, the City has also adopted development code provisions that shape new development in a way that protects the function of these resources. Working collaboratively with our regional agency partners, the City strives to provide clarity to the development community while ensuring that our high-quality natural resources remain a key part of what makes Monroe an unparalleled place to work and live.

## **WATERSHED**

The City of Monroe is located in the Lower Long Tom River 6th field Hydrologic Unit Code (HUC) watershed. The watershed is 50.90 square miles in size and has an average slope of 11.53%. The watershed drains to the Willamette River to the northeast.

## **WETLANDS INVENTORY**

### **LANDSCAPE SETTING, TOPOGRAPHY AND LAND USE**

Monroe is located at an approximate elevation of 288 feet above sea level in the mid-Willamette Valley. The city is located between river mile 5 and 7 of the Long Tom River; a dam or weir is present just north of the highway bridge over the river. The City Park which includes three sewage treatment lagoons within the study area is the only portion of the study area located on the east side of the river. The city is relatively flat with steep hills in the west. Soils in wetlands in the study area typically formed in silty and clayey mixed alluvium derived from igneous and sedimentary materials on stream terraces. Monroe contains residential development and city and commercial buildings; undeveloped lands within the south study area boundary are mostly grass or abandoned pastures, with a small portion in tree farms.

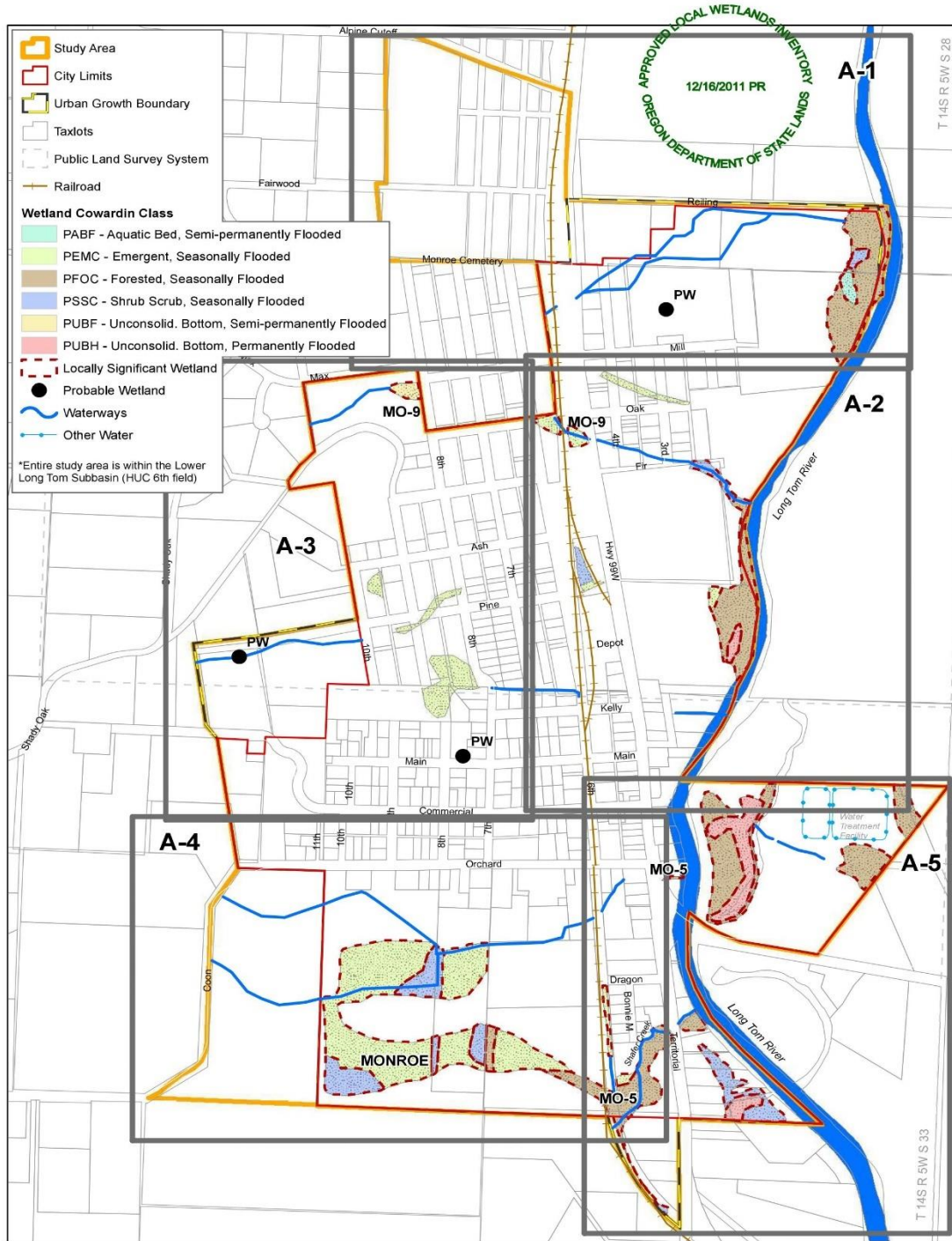
### **WETLAND ACREAGE AND DISTRIBUTION**

The City of Monroe study area encompasses 343 acres within the UGB and 53 acres of future growth area for a total study area of 396 acres. The number of wetlands identified within the study area was 12, totaling 39.01 acres (not including rivers and streams, deep-water habitats, or artificially created ponds such as log ponds, detention ponds, or treatment lagoons). Forested and emergent wetlands were equally distributed within the City of Monroe study area, with 39% each. The next most common wetland type was scrub shrub, with 13% of the total; and aquatic bed/unconsolidated bottom (open water) wetlands accounted for 9%.

### **WETLAND CLASSIFICATION**

Each wetland was classified according to the classification of wetlands as defined by plants, soils, and the frequency of flooding known as the "Cowardin System". The following tables summarize the wetland classifications for the Local Wetlands Inventory (LWI) study area. **Table 5.1** is a breakdown of wetland class

by acres and percent of total wetlands. **Table 5.2** includes the total acres for each wetland broken into Cowardin class.



### Sheet 1 -- City of Monroe Local Wetlands Inventory -- Index Map

Information shown on this map is for planning purposes, represents the conditions that exist at the map date, and is subject to change. The location and extent of wetlands and other waters is approximate. There may be unmapped wetlands and other waters present that are subject to regulation. A current Oregon Department of State Lands-approved wetland delineation is required for state removal-fill permits. You are advised to contact the Department of State Lands and the U.S. Army Corps of Engineers with any regulatory questions.

WETLAND DATA PROVIDED BY:  
**SWCA**  
 ENVIRONMENTAL CONSULTANTS  
 SQUAD ESCROW, CROSBY-BELLEVILLE

MAP PROVIDED BY:  
**LCOG**  
 LOCAL COUNCIL OF GOVERNMENTS

Date of map preparation: 12/6/2011

**Table 5.1 Types of Wetlands Within the City of Monroe LWI Study Area**

Wetland Classification	Area (acres)	Percent of Wetlands
Palustrine Emergent Wetland (PEM)	15.28	39%
Palustrine Scrub-shrub Wetland (PSS)	5.24	13%
Palustrine Forested Wetland (PFO)	15.09	39%
Palustrine Aquatic Bed/Unconsolidated Bottom Wetland (PAB/PUB)	3.40	9%
<b>Total</b>	<b>39.01</b>	<b>100%</b>

**Table 5.2 USFWS Cowardin Classification of City of Monroe Wetlands**

Wetland Code	PEM	PSS	PFO	PAB/PUB	Total Acreage
MO-1	-	-	2.82	2.00	4.82
MO-2	-	-	1.16	-	1.16
MO-3	-	1.39	-	0.48	1.87
MO-4	0.09	0.27	-	-	0.36
MO-5	11.89	3.00	3.26	-	18.15
MO-6	1.57	-	-	-	1.57
MO-7	0.22	-	-	-	0.22
MO-8	0.44	-	-	-	0.44
MO-9	0.70	0.38	2.89	0.59	4.56
MO-10	-	-	0.75	-	0.75
MO-11	-	0.20	4.21	0.32	4.73
MO-12	0.38	-	-	-	0.38
<b>Total</b>	<b>15.28</b>	<b>5.24</b>	<b>15.09</b>	<b>3.40</b>	<b>39.01</b>

**Table 5.3 Locally Significant Wetland Determination**

Wetland Code	Locally Significant Wetland?	Reason
MO-1	Yes	Provides Intact Hydrologic Control
MO-2	Yes	Provides Intact Hydrologic Control
MO-3	Yes	Provides Intact Hydrologic Control
MO-4	No	Too small, does not provide water quality improvement for the Long Tom River
MO-5	Yes	Provides Intact Hydrologic Control
MO-6	No	Does not meet criteria
MO-7	No	Does not meet criteria
MO-8	No	Too small, does not provide water quality improvement for the Long Tom River
MO-9	Yes	Provides Diverse Wildlife Habitat, Intact Fish Habitat, Intact Water Quality, and Intact Hydrologic Control
MO-10	Yes	Provides Intact Hydrologic Control
MO-11	Yes	Provides Diverse Wildlife Habitat, Intact Fish Habitat, and Intact Hydrologic Control
MO-12	No	Does not meet criteria

**RIPARIAN REACH DESIGNATION**

The Long Tom River has two reaches in the study area, Reach 1 (NN#1) above the weir and Reach 2 below the weir. Shafer Creek also has two reaches, divided by the Territorial Highway. No Name (NN) Stream #1, has seven reaches, with Reach 2 located outside of the study area boundary. NN#2, in the center of the City has four reaches. NN#3, has five reaches, and its south fork has two reaches. NN#4, has three reaches within the study area. Three ditches in the study area each have one reach. Twelve wetland units were documented in this study totaling 39.01 acres. Wetlands were assessed using Oregon Freshwater Wetland Assessment Methodology (OFWAM), and seven wetlands were determined to be Locally Significant. No wetlands of special interest for protection were found.

**GOING FORWARD**

In the years ahead, Monroe will continue to emphasize strong protections for fish and wildlife habitat, and watersheds in an efficient regulatory framework that is sensible and balanced while also encouraging innovation. The City will also look to collaborative approaches with public and private partners to expand community awareness and stewardship of natural resources. Finally, the City will continue to manage its natural resources inventories to proactively identify how to best protect natural resources in the face of additional growth.

# NATURAL RESOURCES AND OPEN SPACES – GOALS & POLICIES

## ENVIRONMENTAL QUALITY – *Goal 1*

*Protect and enhance the function, quality, and diversity of the City’s natural resources and ecosystems.*

- POLICY NR 1.1**            **Natural Resource Protection.** Support efforts to protect natural resources and areas critical to ecosystem and watershed function, including wetlands, floodplains, upland habitat, tree groves, and riparian areas, through plans and investments that contribute to the economic health and livability of Monroe for residents, workers, and visitors.
  
- POLICY NR 1.2**            **Biodiversity.** Strive to achieve and maintain self-sustaining populations of native species, including native plants and trees, native resident and migratory fish and wildlife species, indicator species, at-risk species, and beneficial insects through plans and investments.
  
- POLICY NR 1.3**            **Design with Nature.** Support site development and design practices that incorporate and promote natural ecosystem elements, including native trees and vegetation, minimize effects on natural resources, and avoid the degradation or loss of wetland, watershed, and ecosystem services.
  
- POLICY NR 1.4**            **Natural Resource Inventory.** Maintain an up-to-date inventory by identifying the location and evaluating the relative quantity and quality of natural resources, and ensuring that environmental data received during land use reviews are incorporated in the citywide inventory in a timely manner.
  
- POLICY NR 1.5**            **Evaluate Impacts of Growth.** Evaluate and address the potential adverse impacts of proposed development or urbanization on significant natural resource areas and ecosystems.
  
- POLICY NR 1.6**            **Soils.** Minimize unnecessary soil loss, erosion, contamination, and other impacts to soil quality, function, and infiltration capacity resulting from development.
  
- POLICY NR 1.7**            **Vegetation in Natural Resource Areas.** Emphasize the use of native trees and vegetation consistent with the area’s ecosystem, especially in significant natural resource areas.
  
- POLICY NR 1.8**            **Invasive Species.** Prevent, and where possible, impede or remediate, the spread and impacts of invasive plants, animals, and insects.

## WATERSHEDS – *Goal 2*

*Support healthy watersheds and resilient floodplains.*

- POLICY NR 2.1**            **Floodplain Management.** Manage floodplains to protect and restore associated natural resources and functions, and to minimize the adverse impacts of flood events.



- POLICY NR 2.2**      **Wetland and Floodplain Function.** Improve and maintain the functions of natural and managed drainageways, wetlands, and floodplains to protect health, safety, and property; provide water conveyance and storage; improve water quality; and maintain and enhance fish and wildlife habitat.
- POLICY NR 2.3**      **Development in Floodplains and Riparian Areas.** Review and place appropriate conditions on development activities in floodplains and riparian areas to avoid negative impacts to natural resources.
- POLICY NR 2.4**      **Water Quality.** Support plans and investments to address water quality issues including temperature, metals, toxics, bacteria, and sediment pollution in rivers, streams, floodplains, groundwater, and wetlands.
- POLICY NR 2.5**      **Prevent Surface Water Pollution.** Reduce the potential for surface water pollution (such as from leakage of hazardous materials) through implementation and long-term maintenance of appropriate site design and stormwater control measures.
- POLICY NR 2.6**      **Waste Management.** Pursue strategies for managing waste disposal, including enforcement for illegal dumping of trash, in order to protect watersheds and water source quality.

## **REGULATORY FRAMEWORK – Goal 3**

*Establish a sensible, balanced regulatory framework that protects natural resources while supporting development.*

- POLICY NR 3.1**      **Environmental Plans and Regulations.** Maintain up-to-date environmental protection plans and regulations that specify the significant natural resources to be protected and the types of protections to be applied, based on best available data and an evaluation of cumulative environmental, social, and economic impacts and tradeoffs.
- POLICY NR 3.2**      **Protect the Environment while Supporting Economic Development.** Facilitate concurrent strategies to balance the protection and improvement of both ecosystem health and economic development.
- POLICY NR 3.3**      **Mitigation Effectiveness.** Develop mitigation approaches to compensate for adverse development impacts on significant natural resources, including both on-site and in-kind compensatory mitigation, with an emphasis on achieving connected, appropriate, and high-quality mitigation.
- POLICY NR 3.4**      **Flexible Development Options.** Provide flexibility in the division of land, the siting and design of buildings, and design standards as appropriate to reduce the impact of development on environmentally-sensitive areas and to retain healthy native and beneficial vegetation and trees.
- POLICY NR 3.5**      **Low Impact Development and Best Practices.** Promote the use of low impact development practices, habitat-friendly development, and green infrastructure, where appropriate.

- POLICY NR 3.6**      **Adaptive Management.** Collect and monitor data to evaluate trends in watershed and environmental health to improve the effectiveness of future City plans and investments.
- POLICY NR 3.7**      **Efficient Regulations and Processes.** Create permit application processes that emphasize efficiency, standardize data collection and mapping requirements, minimize the use of jargon, and include documentation or educational materials to aid applicants.

## **COMMUNITY STEWARDSHIP – Goal 4**

*Promote natural resources as shared and critical community assets.*

- POLICY NR 4.1**      **Access to Nature.** Protect the natural functions and values of streams, wetlands, riparian areas, tree groves, and fish and wildlife habitat while also providing opportunities for physical and visual access to nature citywide.
- POLICY NR 4.2**      **Equity.** Prevent or reduce inequities in access to and benefits from natural resources and open spaces, through plans and investments.
- POLICY NR 4.3**      **Community Stewardship.** Support and facilitate voluntary efforts between property owners, community organizations, and public agencies to restore, re-create, and provide ongoing management of habitat on their private property, including removing invasive species and planting native species.
- POLICY NR 4.4**      **Partnerships.** Coordinate plans and investments with other agencies, jurisdictions, and community groups to optimize the benefits, distribution, and cost-effectiveness of ecosystem restoration and enhancement efforts.
- POLICY NR 4.5**      **Educational Opportunities.** Support opportunities to use natural resources as informative and educational resources to spread awareness of them and build community stewardship.

## **HISTORIC AREAS**

Historic and cultural resources provide important context for what Monroe was in the past and what it will become in the future. In addition to preserving local history and character, investment in historic and cultural resources enriches our sense of community identity and enhances Monroe’s livability.

## **CONTEXT**

From the early fur trappers and explorers traveling through the vicinity of Monroe in the late 1700s along the "Old Trail" or "Applegate Trail," which is now Territorial Highway, to the first settlers on the Applegate Trail in 1846 and the first sawmill constructed on the Long Tom River in 1852 at White's Mill, Monroe has a rich history spanning two hundred years.

A brief summary of Monroe’s history with a focus on the role and type of transportation, illustrates that the location and prosperity of the town owes much to its function, in the past and present, as a central shipping point for the Willamette Valley.

It began with settlers caravanning in wagons using the Applegate Trail as a southern alternative route to the western-most segment of the Oregon Trail. As settlement of White's Mill and Starr's Point continued in the mid-1800s, advancements in transportation and the location of Monroe as a hub for shipping continued to grow with the stagecoach route, which traveled along Territorial Road through the area.

Next was the arrival of riverboats loading wheat and flour at Wilhelm's Flour Mill in 1900. The flour mill was located on the Long Tom River across from Monroe State Bank. Although the riverboats made infrequent trips to Monroe and were only in the area for a short time, this is still an important piece of Monroe history that is reflected today in the City of Monroe's logo.

With the passing of the steamboats, the railroads rushed on the scene and began building from Corvallis to Monroe. By 1912 Southern Pacific Railroad acquired all the railroad lines between Corvallis and Eugene. The railroad would last longer in Monroe supporting both passenger and freight service. Although passenger rail service to Corvallis was discontinued in 1932, freight service continued into the 21st century when the rail line was abandoned and completely removed in 2014.

The stagecoaches, riverboats, and locomotives are long gone; however, Monroe remains on the same route that was once so critical for explorers and pioneers. Freight and lumber trucks traverse Highway 99W daily as the route is a key transportation link to Eugene and Corvallis and all points north.

Statewide Planning Goal 5 requires local governments to adopt programs that will preserve for future generations the historic resources that provide these glimpses into our past. Going above and beyond State law, Monroe will establish a Cultural Resources Inventory and accompanying regulation in the City Development Code for alterations and improvements to historic sites. The largest concentrations of historic residential, commercial, and institutional resources, dating back to the early 1900s, are located within the city's downtown commercial core. Together, our community has launched a concerted effort to balance preservation and development, ensuring that historic resources remain as reminders of our roots, with the added benefit of enhancing property value and contributing to the economy.

## **GOING FORWARD**

As part of a holistic approach to development, the City will emphasize preservation and awareness of historic resources. Promoting public awareness and appreciation of the community's history will be critical to building stewardship for historic resource management. The City will focus on innovative strategies for enhancing the use of historic resources, including identifying opportunities for incorporating community meeting rooms and exploring the potential for adaptive reuse, and expanding the historic preservation program through coordinated partnerships and targeted use of social media. Finally, the Planning Department will take action to update the Cultural Resources Inventory and ensure that the City Development Code balances the financial concerns of property owners with the community's value of historic integrity.

# HISTORIC AREAS – GOALS & POLICIES

## PRESERVATION – Goal 1

*Preserve, protect, and utilize historic and cultural sites that have architectural integrity; create a sense of place; contribute to neighborhood character; and/or reflect local community history.*

- POLICY HA 1.1**            **Maintain Historic Neighborhood Character.** Apply design and development standards to new development in present historic neighborhoods such as downtown to maintain their unique character, and develop new standards as necessary to maintain historic neighborhoods of the future.
- POLICY HA 1.2**            **Provide Educational Resources to Property Owners.** Coordinate with the State Historic Preservation Office, Benton County Museum, South Benton Community Museum and other historic and heritage advocacy groups to provide educational resources to property owners on regulations and best practices for maintenance, restoration, rehabilitation, and reuse of historic sites.
- POLICY HA 1.3**            **Cultural Resource Inventory.** Maintain and update the Cultural Resource Inventory as sites become historic.
- POLICY HA 1.4**            **Maintenance and Preservation.** Establish tools for owners of designated historic resources to maintain and preserve the quality and character of the resources, including necessary upkeep and repair.
- POLICY HA 1.5**            **Historic Districts.** Use and expand historic districts as a way to preserve groupings of historic resources, enhance the distinctive characteristics of their surroundings, and facilitate state and federal funding of preservation programs.
- POLICY HA 1.6**            **Balance Property Rights and Preservation.** Apply balanced regulations that recognize both property rights and community interests in preservation.
- POLICY HA 1.7**            **Adaptation and Reuse.** Promote adaptation and reuse of historic buildings to encourage preservation. Retain existing structures to conserve natural resources, reduce waste, and promote sustainability.

## AWARENESS – Goal 2

*Increase awareness and appreciation of Monroe’s historic and cultural resources and heritage.*

- POLICY HA 2.1**            **Raise Public Awareness.** Build support for preservation by raising public awareness.
- POLICY HA 2.2**            **Publicize Good Stewardship.** Recognize and publicize examples of good stewardship of historic sites.
- POLICY HA 2.3**            **Public Ownership of Historic Sites.** Support and celebrate public ownership of historic sites that represent our common civic heritage.

## CHAPTER 6

# **Air, Water, Noise & Land Resources Quality**

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Monroe recognizes the value of clean air, water and a healthy ecosystem, in regards to providing a sustaining quality of life for its current and future residents.

# AIR, WATER, NOISE AND LAND RESOURCES QUALITY

The City of Monroe has struggled with keeping up with maintenance and compliance procedures when it comes to environmental quality. In the last two years, it has been a major focus for the City Administrator and Resource Assistance for Rural Environments (RARE) Community Development Coordinator to collect the proper paperwork and update compliance procedures. That being said, this section will need to be reviewed annually in order to ensure the City has updated information and data collected.

The City of Monroe understands the importance of good air, water and land resources quality as it pertains to many of the other goals listed in the Oregon Statewide Planning document:

- Monroe's unique location, situated in the foothills of the coastal range, provides an abundance of high-quality air.
- Good water quality is important not only for drinking purposes, but for many other non-consumptive uses. These uses include recreation, fish and wildlife, irrigation, and industrial uses. Maintenance of good water quality requires limiting the amount and type of pollutants that enter a body of water.
- DLCOD Goal #6 defines noise as a waste and/or process discharge and requires that it "shall not threaten to violate, or violate applicable state or federal environmental quality statutes, rules, and standards." Excessive noise can be a health hazard. It can interrupt sleep, cause fatigue, headaches, muscle tension, hearing loss and other ailments, and disrupt communication.
- The Department of Land Conservation and Development and the City of Monroe work together to ensure quality land protection, in regards to natural resources, through its permitting actions by working with local and federal entities on decisions that comply with the plan and zoning regulations.

## CONTEXT

### AIR QUALITY

The City of Monroe, then and now, meets air quality standards, and it is apparent that the roads within the Urban Growth Boundary (UGB) do not currently violate the 8-hour carbon monoxide standard and are not likely to violate it within the next planning period.

Air pollutants come from several sources in the Monroe area. These include nearby industry, automobiles, and slash burning. Generally, movement of the air will carry these pollutants away; however, the Willamette Valley is often subject to periods of poor ventilation or stagnation, causing these pollutants to dissipate more slowly.

The Oregon Environmental Quality Commission (EQC) has legal authority to adopt administrative rules concerning environmental air quality. The Department of Environmental Quality (DEQ), administrative body of the EQC, solicits comments on proposed regulations of the EQC. Notice of all applicable proposed rule-making actions is sent to the City of Monroe for comment.

In 1972, Oregon adopted a Clean Air Implementation Plan which set standards for each pollutant that are either equal to or more stringent than required Federal standards. This plan is revised from time to time to respond to changing conditions or new information. The Oregon Department of Environmental Quality (DEQ) is responsible for implementation of this Plan (DEQ, 1978). Current air pollution information is accessible at the DEQ website at [www.deq.state.or.us](http://www.deq.state.or.us).

The Department of Environmental Quality's pollution prevention programs have resulted in 99% of Oregonians living in areas that meet the National Air Quality Standards. This is a dramatic change from 1980 when only 30% of Oregonians lived in areas that met the National Standards. The air pollutants of greatest concern in Oregon fall into three categories:

1. Ground level ozone, commonly known as smog;
2. Carbon monoxide (mostly from motor vehicles); and
3. Fine particulate matter (mostly from wood smoke and dust).

The Environmental Protection Agency (EPA) recently issued new standards for particulate matter and ozone. Information about the new standards or other EPA regulations can be accessed at the EPA web site at [www.epa.gov](http://www.epa.gov).

## **WATER QUALITY**

In 1986, the water quality of the two water sources within the City of Monroe was affected by several factors. Shaffer Creek flows through the southwest portion of town, draining predominantly outside of the city. It is shown on the U.S. Geological Survey Maps as an intermittent stream. Currently, there is only one source of water through a temporary permit to withdraw water from the Long Tom River and the river flows northward through Monroe. Water quality is determined by the U.S. Army Corps of Engineers, as they control stream flow. The factors that affect these water sources are removal/inserting of riparian vegetation and stormwater run-off. These factors are discussed more at length through the Total Maximum Daily Load 5-Year Implementation Plan and the 1135 Continuing Authorities Program through the Army Corps of Engineers.

## **FEDERAL REGULATIONS**

The Water Pollution Control Act Amendments, enacted in 1972, is the most significant Federal legislation with respect to local comprehensive plans. Its purpose is to regulate municipal and industrial polluters. The act affects water quality management on three levels. The first level is on a river basin scale (Section 303); the second level is on a smaller regional scale (Section 208); the third level is on the municipal scale and provides funding to improve or build sewer systems (Section 201).

## **STATE PROGRAMS AND REGULATIONS**

The DEQ has primary responsibility for water quality management and pollution control regulation in Oregon. Because proper management of water quality is related to land use, several DEQ programs can affect or are affected by local comprehensive plans. Those programs that require local plan conformance or that may in the future:

1. The DEQ requires the approval of on-site sewage disposal systems (primarily septic systems) and issuance of a permit prior to building permit issuance. In Benton County, permits are issued by the Benton County Environmental Health Department. (Statement from local agency certifying plan/goal conformance is now required)
2. State and Federal regulations require waste water discharge permits for new or modified sewage and industrial waste sources. DEQ issues these permits.
3. Before initiation of construction, DEQ approval is required for sewage and industrial waste treatment facilities (new plants and expansions)
4. Statement from local agency certifying plan/goal conformance is now required.
5. Prior to initiation of construction, DEQ approval is required on plans for extension and new sewer systems. (See approval guidelines above)

6. DEQ certification is required on sewage works construction grant applications to EPA. (Plan conformance statement required)
7. The State, through the DEQ, offers grants and loans for sewage works construction. (Conformance statement required)

Other DEQ programs affecting land use include:

1. The DEQ prioritizes sewage works needs for Federal funding assistance.
2. The DEQ enforces standards and administers plans for sewage and industrial waste disposal and protection of water quality. Citizens and local agencies are given the opportunity to comment on all proposed plan elements and rules. The following are important existing rules:
  - a. Statewide Water Quality Management Plan, OAR 340, Division 41;
  - b. Subsurface sewage disposal rules, OAR 340, Division 71, 74, and 75;
  - c. Other DEQ rules and procedures contained in OAR 340.

### **WATER QUALITY IN THE MONROE PLANNING AREA**

Residential wastewater flows in the City of Monroe are estimated to be about 72 gallons per day per capita. Existing industrial and commercial businesses do not contribute industrial wastes, only employee domestic wastes.

The wastewater collection system in the City of Monroe began construction in 1914 when the town was incorporated. A large portion of the original concrete sewer system consisted of combined storm sanitary sewers. In the 1980's sections of the concrete sewer main (including the entire combined wastewater and storm sewer) were replaced with polyvinyl chloride (PVC). Also new PVC sewers were constructed to serve the northwest portion of Monroe.

The original wastewater treatment plan was completed in 1967 and consisted of two treatment ponds, the primary pond (1 acre) and the secondary (2 acres), and a contact chamber. In 2009 the wastewater treatment plant was expanded with the addition of a third treatment pond, a new influent structure, and expanded chlorine contact chamber. The City of Monroe's wastewater treatment plant currently services all of the developed area within the City limits, as well as a small population outside the city limits but within the urban growth boundary (UGB). The service area is divided into three basins, which are labeled in various City plans A through C.

The current treatment facilities serve a population of approximately 690 people. Wastewater is pumped to the plant from the lift station where the influent is sampled at timed intervals. Pressured influent flow is measured with a magnetic flow meter at the influent structure and then flows to the primary facultative pond, the secondary facultative pond and the polishing pond. Effluent from the polishing pond flows to the chlorination contact chamber where the effluent is disinfected and sampled at timed intervals. Finally effluent from the chlorine contact chamber is dechlorinated using calcium thiosulfate, then flows to the outfall and is discharged into the Long Tom River. The City's current wastewater treatment plant is designed for an average dry weather flow of 0.09 million gallons per day (mgd) and an average wet weather flow of 0.18 mgd.

### **NOISE**

There are two noise sources within the City. The major source is from vehicular traffic travelling within the City. The majority of traffic travels on Oregon Highway 99W. The historical second source of noise (stated in the 1986 Comprehensive Plan Amendment) are the trains utilizing the rail line. However, all remaining rail lines were abandoned and removed by the Summer of 2014.



Although there are some federal laws concerning noise, the primary responsibility for noise control rests with state and local governments. The Oregon Noise Control Act (ORS 467), adopted in 1971 and amended in 1977, authorized the Environmental Quality Commission to adopt statewide standards of noise control. These standards are administered and enforced by the DEQ. The standards adopted by the EQC are contained in OAR 340-35-005 through 340-35-100 and deal primarily with motor vehicles, commercial and industrial sources.

The primary method of implementing noise control policies that are included in a comprehensive plan is through a zoning ordinance. Through zoning, noise sources can be separated from noise sensitive areas. This can be done by placement of the zones themselves and through setback requirements. Overlay zones can also be used to establish special provisions for sensitive areas affected by high level noise.

## **LAND**

When discussing land resources, several aspects of land resource quality must be dealt with. One aspect concerns problems associated with development of the land. In Monroe, these problems are related to poor soil drainage and will be discussed in the "Goal 11" section. A third aspect concerns the preservation of valuable resource capabilities of the land. This is discussed in this section and in "Goal 5" section of the plan.

## **DRAINAGE PROBLEMS**

The combination of flat terrain and poorly drained soils creates several development problems in the Monroe Planning Area. The problem of ponding, which is associated with poor drainage and can present development restriction, is discussed in the Natural Hazards or "Goal 7" section. This section will discuss soil septic suitability and dwelling suitability.

## **SOIL SEPTIC SUITABILITY**

Soil septic suitability is rated on its limitations to absorb effluent. Soils in the Monroe Planning Area generally have poor suitability ratings (Personal communication with Jan Heron at Linn County Environmental Health Dept. March 1999, as mentioned in the 1986 Comprehensive Plan) due to their tendency to percolate slowly and/or flood. Because of these limitations, development within the City where there are no sewer lines must remain at low densities. Currently, the Environmental Health Specialists within the Benton County Environmental Health Division is responsible for issuing septic system permits. The City of Monroe requires all new development within the City to connect to the City Sewer System.

## **DWELLING SUITABILITY**

Soils in the Monroe Planning Area also present generally severe limitations for building houses. These limitations include wetness, high shrink-swell potential, tendency to flood, and low strength. Because of these limitations, special precautions must be taken when building, to protect both that which is being built and adjacent properties. The City requires necessary drainage improvements to be made when property is developed.

# AIR, WATER, NOISE AND LAND RESOURCES – GOALS & POLICIES

## AIR QUALITY - Goal 1

*The City of Monroe will comply with all federal, state and local air quality and environmental protection regulations.*

**POLICY AQ 1.1**            **Clean Air Act.** The City of Monroe will comply with all federal Clean Air Act requirements, EPA regulations, State Department of Environmental Quality, Air Quality Maintenance Plans, and all other applicable air quality regulations.

**POLICY AQ 1.2**            **Coordination with State Department.** The City will coordinate actions with the State Department of Environmental Quality for the following activities:

1. Site Specific Actions:
  - a. Notice of Construction
  - b. Air Contaminant Discharge Permit (ACDP)
  - c. Indirect Source Construction Permit (ISCP)
2. Site and Non-Specific Programs:
  - a. Non-Attainment and Air Quality Maintenance Planning (AQMA)
  - b. Rule-Making Practices and Procedures: DEQ presently notifies the City of Monroe of all applicable rule-making actions of the DEQ. For Site Specific actions, the City will review applications presented by DEQ and judge whether or not the proposed action is in compliance with the Monroe Comprehensive Plan and local ordinances. If in compliance, a statement of compatibility will be forwarded to DEQ.

**POLICY AQ 1.3**            **County Collaboration.** Coordinate actions with the Lane Regional Air Pollution Authority (LRAPA) to consider the impacts of new industrial developments and land-use actions on the Eugene-Springfield Non-Attainment Air Quality Maintenance Area (Benton County currently does not have this program).

## WATER QUALITY – Goal 2

*The City of Monroe will comply with all federal, state and local water quality and environmental protection regulations.*

**POLICY WQ 1.1**            **Waste Discharge.** Comply with all Federal EPA Waste Discharge requirements, the State Water Quality Management Plan, Benton County Comprehensive Plan, Benton County Sustainability POLICY and all other applicable local, state, and federal water quality regulations.

**POLICY WQ 1.2**            **Water Master Plan.** Hire a consulting firm to write the City of Monroe’s Water Master Plan and Water Management and Conservation Plan by March 2019.

## **NOISE CONTROL – Goal 3**

*The City of Monroe will comply with all federal, state and local noise control regulations.*

**POLICY NC 1.1**            **Regulation.** The City and all other applicants for development will comply with the DEQ Noise Control Regulations, the Oregon Noise Control Act, and all other applicable federal, state, and local noise control regulations.

**POLICY NC 1.2**            **State Collaboration.** Take an active role in proposing, reviewing, and recommending noise control standards to the State DEQ when the City believes additional safeguards are necessary to protect and preserve the quality of life in the community and reduce hazards from noise pollution.

## CHAPTER 7

# Natural Hazards

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Monroe's citizens value a safe community where natural resources are protected and there is minimal danger from both natural and man-made hazards.

# NATURAL HAZARDS

A thorough understanding of natural hazards and their potential impacts can help a community prepare for the unexpected. Through conscientious planning and coordination, the City of Monroe can help reduce the vulnerability of people, property, and critical services to natural hazard events.

## CONTEXT

Statewide Planning Goal 7 aims to protect life and property from natural disasters and hazards. Due to its location and geography, eight different types of natural hazards— earthquakes, floods, landslides, regional volcanic activity, wildfires, droughts, windstorms, and winter storms—have the potential to impact Monroe. Natural disaster events vary in the threat that they pose to people, facilities, and infrastructure. This risk increases when land is developed, as the natural environment is changed when natural resources are removed, pavement is added, and people are brought closer to places where natural hazards may occur.

Of the potential hazards identified, Monroe is most vulnerable to earthquakes. Nearly half of all structures in Monroe were built in or before 1980, using construction techniques that are now known to be inadequate in a seismic event. Most of these pre-1980 structures are residential buildings, with major implications for the protection of life and the provision of shelter both during and following a disaster. Retrofitting these older structures to current safety standards can drastically reduce their vulnerability to damage or destruction in an earthquake.

Monroe is planning to prevent injuries and loss from natural hazards as a partner in Benton County’s Emergency Plan and has outlined an all-hazard disaster response and recovery strategy in the Benton County Multi-Jurisdictional Natural Hazards Mitigation Plan. As part of this effort, a number of critical public facilities, including the City and regional infrastructure such as transportation routes, bridges, water systems, and utilities, have been found to be vulnerable to natural disasters. Increasing the resilience of these facilities will require a coordinated approach among jurisdictions, and capital investment directed towards retrofitting existing facilities and developing infrastructure redundancies.

## GOING FORWARD

Through a coordinated resiliency strategy, the City will focus on five goals related to natural hazards: Minimizing Risk, Increasing Preparedness, Improving Coordination, Building Resilience, and Mitigating Hazards. The City will enhance ordinances and standards as part of this effort— especially those relating to the siting of essential facilities and other development—minimizing the potential risk of natural hazards to people and property. Monroe will also coordinate emergency preparedness, resilience building, and hazard mitigation efforts with local and regional partners in both the public and private sectors.

# NATURAL HAZARDS – GOALS & POLICIES

## MINIMIZE RISK – *Goal 1*

*Minimize impacts of natural hazards on people and property.*

### **POLICY NH 1.1**

**Limit Hazard Impact.** Enhance ordinances and design standards that limit the impact of flooding and other natural hazards on people and property.

- POLICY NH 1.2**      **Transition Hazard Areas to Little or No Development.** Facilitate the shifting of existing uses of developed land in natural hazard areas to open space, recreation, or other low-density uses over time.
- POLICY NH 1.3**      **Create Mitigation Plan.** Develop and maintain a mitigation plan for natural hazards.
- POLICY NH 1.4**      **Avoid Development in Unsafe Areas.** Avoid development in natural hazard areas where the risk to people and property cannot be mitigated.
- POLICY NH 1.5**      **Site Essential Facilities Outside of Hazard Areas.** Prohibit the siting of essential facilities in identified natural hazard areas where the risk to public safety cannot be mitigated, unless an essential facility is needed to provide essential emergency response services in a timely manner.
- POLICY NH 1.6**      **Site Hazardous Materials Storage Outside of Hazard Areas.** Prohibit the siting of hazardous materials storage facilities and special occupancy structures in identified natural hazard areas where the risk to public safety cannot be mitigated.
- POLICY NH 1.7**      **Support Natural Resource Preservation.** Support the preservation and maintenance of natural resources to mitigate the impact of natural hazards; for example, maintaining, preserving, and properly installing trees as necessary to ensure a safe depth and spread of their root systems in order to minimize damage caused by the trees as they grow and during wind storms.
- POLICY NH 1.8**      **Protect Cultural Resources from Hazards.** Support measures to protect historic and cultural resources from damage caused by natural hazards.
- POLICY NH 1.9**      **Plan for Rapid Recovery.** Support programs, plans, and investments intended to expedite the restoration of critical services, permitting alternative access routes to essential facilities, or allowing temporary use of public rights-of-way for emergency supply or debris storage and equipment staging.

## **PREPARDNESS – Goal 2**

*Provide information and services to support hazard preparation and recovery for people of all ages, abilities, cultures, and incomes.*

- POLICY NH 2.1**      **Educate the Public on Hazards.** Ensure availability of information to build awareness about natural hazards and mitigation measures to members of the public in a variety of formats, media, and languages, focusing especially on actionable items such as earthquake retrofitting and stocking emergency supplies.
- POLICY NH 2.2**      **Develop Hazard Warning and Information System.** Promote multiple sources for outreach in a variety of formats, media, and languages for sharing of information, alerts, and instruction during a hazard event.
- POLICY NH 2.3**      **Support Structural Enhancements.** Promote development policies and practices that protect the safety of people in Monroe, including retrofitting structures and fortifying vital communication and transportation systems.

- POLICY NH 2.4**      **Allow for Temporary Sheltering in Public Facilities.** Enable the emergency and immediate use of appropriate public facilities and quasi-public facilities for temporary congregation and sheltering locations during and following a disaster event.
- POLICY NH 2.5**      **Allow Construction of Temporary Housing.** Facilitate the expedient provision of temporary or private housing immediately following a disaster event.
- POLICY NH 2.6**      **Maintain List of Accessible Facilities.** Create and maintain a list of accessible facilities for use by the public in the event of a natural hazard event.

## **COORDINATION – Goal 3**

*Improve coordination with public and private partners.*

- POLICY NH 3.1**      **Create Hazard Response Strategy with Public and Private Partners.** Build and maintain a citywide hazard response strategy based on existing plans and close coordination with public and private sector partners.
- POLICY NH 3.2**      **Ensure Clear Communication between Departments.** Coordinate language pertaining to hazard planning and response between City departments to support clear communication in documents, strategies, and methods.
- POLICY NH 3.3**      **Pursue Creative Funding Solutions for Hazard Mitigation.** Optimize funding for natural hazard mitigation, response, recovery, and outreach by pursuing creative and flexible funding strategies.
- POLICY NH 3.4**      **Identify Opportunities to Restore Critical Services.** Coordinate with private sector service providers and other jurisdictions to identify opportunities to provide continuity of critical services and expedite their restoration.
- POLICY NH 3.5**      **Plan for Disaster Sanitation Needs.** Coordinate with local and regional jurisdictions to develop solutions for debris management and disaster sanitation needs following natural hazard events.
- POLICY NH 3.6**      **Provide Temporary Use Permits for Debris Storage.** Facilitate temporary use permits for short-term storage of debris during hazard clean up and recovery.

## **CAPACITY – Goal 4**

*Build capacity for greater urban resilience.*

- POLICY NH 4.1**      **Support Building Retrofits.** Promote replacement, retrofitting, and redesign of at-risk buildings.
- POLICY NH 4.2**      **Support Resilience of Public Structures.** Promote and support a sustained program of capital investment to improve resilience in public structures, especially essential facilities and schools.

- POLICY NH 4.3**      **Provide Infrastructure Redundancies.** Provide redundancies to critical infrastructure to reduce service down times and expedite recovery.
- POLICY NH 4.4**      **Fortify Lifeline Transportation Routes.** Support actions and investments to improve availability of lifeline transportation routes, including aviation (i.e. helicopter) services, following a natural hazard.
- POLICY NH 4.5**      **Develop Continuity of Operations Plan (COOP).** Develop and maintain a citywide COOP to support rapid recovery of the City and its services.
- POLICY NH 4.6**      **Address Cascading Hazards.** Expand the City’s capacity to address cascading hazards.

## **HAZARD MITIGATION – Goal 5**

*Manage and maintain spatial, demographic, and economic data to support hazard mitigation planning.*

- POLICY NH 5.1**      **Update Data Used for Analysis.** Promote frequent updates to the spatial, demographic, and economic data used by the City to support hazard planning and response.
- POLICY NH 5.2**      **Regularly Update Mapping.** Ensure continuous and timely revisions to natural hazard mapping on a community wide basis in conjunction with federal, state, and local efforts.
- POLICY NH 5.3**      **Support Use of Best Available Technology.** Leverage existing technology and support investment for additional hardware and software in favor of comprehensive natural hazard planning and response.



## CHAPTER 8

# Parks and Recreational Facilities

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Monroe offers a variety of parks, greenways, trails, open spaces, and recreation opportunities that contribute to a high quality of life for community members.

# **PARKS AND RECREATIONAL FACILITIES**

The City of Monroe offers a variety of parks, greenways, trails, open spaces, and recreation opportunities that contribute to a high quality of life for community members. The City aims to continue meeting the recreation needs of a growing and changing population through careful planning. The City of Monroe adopted a Parks Master Plan (PMP) in 2011 and in July 2019, the Council voted to update the PMP.

## **CONTEXT**

### **PARK CLASSIFICATIONS**

#### **MINI-PARK**

These small parks focus on limited or isolated recreational needs. Mini-parks generally serve less than a quarter mile radius of residential areas. National Recreation and Park Association (NRPA) standards call for 0.25 to 0.5 acres of mini-parks per 1000 people. The outdoor play area at the Legion Hall is the City's only mini-park.

#### **NEIGHBORHOOD PARK**

Neighborhood parks are the foundation of the parks and recreation system, as they provide accessible recreation and social opportunities to nearby residents. They generally contain facilities like basketball courts and softball diamonds, informal areas like open fields and playground equipment. They often contain open areas for picnicking and undeveloped natural areas. When developed to meet neighborhood recreation needs, school sites may serve as neighborhood parks. NRPA calls for one to two acres of these parks per 1000 people. The proposed 1.5-acre park associated with the Red Hill Subdivision, south of Orchard Street, will be such a neighborhood park.

#### **COMMUNITY PARK**

These parks focus on serving community wide recreation needs and have facilities for organized sports, large group picnicking, and other events. Community parks often have large undeveloped natural areas served by trail systems. NRPA standards call for 5 to 10 acres of community parks per 1000 people. Community parks are the facilities that promote community identity, while also providing local park services to nearby residents. Community parks are desired because of their high capacity for use and multiple programs. This will be important as infill and higher density development continues in Monroe. City Park on the east side of the Long Tom would qualify as a community park.

#### **URBAN SPACE**

These parks are usually made up of land set aside for preserving drainage corridors, wetlands, or significant natural resource areas. They are open to the public. The old water reservoir sites on the hill at the west end of Main Street could be considered such an urban green space. This designation might also be given to the Bellchamber's property on the south side of the Highway 99 West, across from the City Park on the east side of the Long Tom River.

#### **LINEAR PARK**

Linear parks offer opportunities for trail-oriented outdoor recreation along built or natural corridors, connect residences to major community destinations, and provide active and passive recreation facilities to meet neighborhood needs. This is especially important in areas not adequately served by traditional neighborhood parks. Linear Parks are becoming increasingly important for pedestrians, non-motorized

travel and exercise. A trail system that connects the parks and school facilities throughout town might also be qualified as a linear park.

**GREENWAYS**

Greenways are often linear in nature and provide some active and passive recreation facilities to meet neighborhood needs. The difference is that most greenways include trail systems, whereas linear parks serve as open green space or have some sort of recreational equipment (picnic tables, benches, etc.). In Monroe, much of the proposed greenways are along Long Tom and tributary streams and watersheds. Acquisition and protection of these natural areas will be more important as the community grows.

**RECREATION FACILITIES**

Recreation facilities are commonly described as, “the wide variety of indoor and outdoor sports and leisure facilities publicly-owned and operated to promote the health and well-being of the community”. The City of Monroe maintains two indoor recreation facilities, the Legion Hall and Monroe Community Library plus several parks.

**BASEBALL FIELDS**

Baseball fields must have a backstop, dugouts and a grass infield. Outfield and baseline dimensions vary according to intended age group and league. An outfield fence, although desirable, is not required. Fields must be level without holes. One baseball field exists in the City of Monroe under the School District’s jurisdiction.

**SOFTBALL FIELDS**

Softball fields must have a backstop, skinned infield and dugouts or player benches. Outfield and baseline dimensions vary with intended use. An outfield fence is not required, but fields must be level without holes or mounds. A total of four softball fields are located in the City of Monroe, which includes two at the Grade School, one at the High School, and one in City Park.

**SOCCER FIELDS**

Soccer fields can vary in dimension according to the intended age group. However, in order to support regulation play, a soccer field must be at least 50 yards x 80 yards for youth and 60-75 yards x 110-120 yards for adults. Portable goals are generally used. Fields must be level without holes or mounds. A total of two areas can be used (multi-use) as soccer fields in the City of Monroe; one each at the Grade School and High School.

**FOOTBALL FIELDS**

Football fields are developed, level playing fields with sufficient space for a regulation field and goal posts. One football field exists in Monroe at the High School.

**BASKETBALL COURTS**

Outdoor basketball courts may be half court or full court configurations and are generally used for informal pickup games. Basketball courts are usually constructed in pairs at larger parks and schools. Courts must include regulation hoops and lines. The playing area should be covered with asphalt or some other hard surface. No major cracks or irregularities should exist. There is one court at the High School and two courts at the Grade School that are in need of repair such as resurfacing and addressing major cracks in foundation.

## **OTHER FACILITIES**

### **DOG PARKS**

Dog parks can be either free-standing facilities or dedicated portions of larger parks. In either case, these areas are designed as off-leash areas for dogs and dog owners. Dog parks should include shade structures, garbage cans, pet waste disposal station and drinking fountains. There is one dog park located adjacent to the City Park on the east side of the park entrance.

### **PICNIC AREAS**

Picnic areas are groupings of one or more picnic tables within a park setting. Picnic areas may be situated under shade structures or in permanent pavilions, in which case, they are referred to as group picnic areas. Group picnic areas should be able to accommodate groups of 25 or more. Often, barbecue pits or grills are provided. Drinking water and restrooms should be located within easy walking distance. The City has three picnic areas, though they would not be considered group areas. One is at the Legion Hall, Reservoir Heights Park and at the City Park across the river.

### **BOAT RAMPS AND DOCKS**

Waterfront sites are highly valued for fishing, hiking and swimming. Access to the Long Tom River can include overlooks and trail access, as well as opportunities to launch boats for fishing and floating. Boat use on the water varies from fishing boats to small craft, such as kayaks. Small boat launches can be as simple as a clear path to walk canoes and kayaks down to the water.

### **RESTROOMS**

Restrooms can be unisex/single-occupant facilities, multiple single occupant facilities within one structure, or gender-separated facilities of varying capacities. In addition to being self-contained or part of a larger community facility, restrooms can be temporary or portable. Restrooms are highly valued facilities, particularly at park sites that are distant from home and for activities that last multiple hours. There is a public restroom facility planned to be built in 2019, which is located at the City Park.

### **OFF-STREET PARKING**

Off-street parking is formally developed parking that is included within a park site. Existing surface treatments include paving and gravel/dirt. The standard for parking lots in Monroe is a paved surface.

### **TRAILS**

Trails and connectors provide public access routes for commuting and trail oriented recreational activities including sidewalks, bikeways, multiuse trails and paths. Trails and connectivity have increased in importance and will continue to be a need in the future as was clearly reflected in the community survey. Currently the City lacks a regulatory trail system. There is a mulch walking trail located in the City Park, however it is not built to ADA standards.

### **LOCATION TO OTHER RECREATION**

The City of Monroe has a unique location that offers very diverse opportunities including hiking and mountain biking at Alsea Falls, fishing on the Alsea River, or wine tasting at local wineries. Monroe's beautiful natural surroundings offer an attractive site for business and tourist development. The City is only ten miles from the world-renowned Finley National Wildlife Refuge that has twelve miles of hiking trails with interpretive signage along the way to learn more about the local wildlife.

## GOING FORWARD

From the City’s visioning process and the Needs Analysis created from the 2011 Parks Master plan, it is evident that the community would like a walking trail from the Library to the Grade School, more park space and additional recreational facilities.

### MULTI-MODAL PATHWAY THROUGH THE CITY

In August of 2018, the City and the South Benton County Recreation Alliance collaborated on applying for the Oregon Department of Transportation’s (ODOT) Safe Routes to School Grant which is an effort to improve, educate, or encourage children walking (by foot or mobility device) or biking to school by providing money for Cities to focus on making sure safe walking and biking routes exist through investments in crossings, sidewalks and bike lanes, flashing beacons, and similar safety equipment.

The project addresses the lack of safe, active transportation options for students by creating a dedicated walking/bicycling artery that connects city and adjacent residential areas with schools, the local library, health services and recreational resources. The route capitalizes on recent investments in sidewalks and crosswalks aimed at improving walkability in the city. Following extensive public outreach, the project is integrated into city and county transportation plans. The route, coupled with investments by the city, school district and community, creates a safe and healthy alternative for Monroe students to connect with schools, services and the community.

We were not awarded the grant in 2018; however, it is the City’s and South Benton County Recreation Alliance’s mission to find other sources of funding to be able to provide this multi-modal pathway.

### RIVERSIDE DISTRICT MASTER PLAN

In September 2018, the City was awarded a grant through ODOT to hire a consulting team to write a Riverside District Master Plan. This plan is to shift the focus of the City’s downtown district off of Highway 99W and orientate it towards the river. We plan to outline a walking path on both sides of the river with a potential pedestrian bridge connecting each side. This plan will address how the City is going to move forward in addressing the City Park and other recreation opportunities along the Long Tom River.

### COMMUNITY OUTREACH – SOCCER FIELD

Through the City’s community engagement outreach, it has been brought to the City’s attention that the Hispanic community would like to see a soccer field as a recreational area and gathering space that is accessible year-round to kids of all ages.

## OPPORTUNITIES – Goal 1

*Plan, develop, and enhance recreation opportunities to meet the needs of community members of all ages, abilities, cultures, and incomes.*

**POLICY PRF 1.1**            **Utilizing Natural Assets.** The City should continue to develop the existing City Park site east of the Long Tom River.

**POLICY PRF 1.2**            **New Development.** Ensure that new construction such as subdivisions and planned unit developments allow for a suitable amount of open space and/or recreation facilities within City Limits.

- POLICY PRF 1.3**      **Educational Institution Coordination.** Coordinate with school districts and other educational institutions in the acquisition, development, and maintenance of combined park and school sites wherever desired, feasible, and mutually-agreeable to both parties.
- POLICY PRF 1.4**      **Coordination with Other Agencies.** As the City develops recreational facilities and programs, these developments will be coordinated with other recreational agencies (state, county, and school districts) to avoid duplication of effort.
- POLICY PRF 1.5**      **Update Recreation Plans.** Continue to revise and update recreation plans in response to changing conditions and emerging trends to ensure that the needs of a growing community and diverse population are met.

## **CONNECTIVITY – Goal 2**

*Create a citywide network of safe, interconnected recreation opportunities.*

- POLICY PRF 2.1**      **Active Transportation Network.** Create a network of interconnected trails and on-street bicycle and pedestrian facilities to extend the active transportation network, expand recreation opportunities, and to increase connectivity between recreation opportunities.
- POLICY PRF 2.2**      **Greenways, Trails, and Waterway Recreation.** Pursue the expansion of greenways, trails, and waterway recreation through and around the City to serve both as recreation resources and viable transportation alternatives. As new development, redevelopment, or other opportunities occur, pursue the creation of public access easements.
- POLICY PRF 2.3**      **Public Safety and Emergency Access.** Incorporate public safety and emergency access measures in the planning, design, and management of greenways, open space, and trails.
- POLICY PRF 2.4**      **School Facilities.** School grounds and playfields should be readily available to the public during non-school hours.
- POLICY PRF 2.5**      **Maintenance.** Public access to the viewing area from Reservoir Heights Park on the west side of the City and to the view of the Long Tom River Dam from the City Park will be maintained and ADA accessible. Encourage the improvement of existing park and recreation facilities in Monroe through equipment replacement, maintenance, landscaping, access improvements (such as parking), visibility and safety measures, and expansion.

## **ECOLOGY – Goal 3**

*Strive for recreation opportunities that preserve and promote ecological health.*

- POLICY PRF 3.1**      **Ecological Preservation and Restoration.** Incorporate the preservation and restoration of wetland, riparian, and upland wildlife habitats to safeguard sensitive environmental areas and wildlife corridors when designing and developing recreation opportunities.

**POLICY PRF 3.2**            **Eco-Conscious Management.** Integrate the development, operation, and maintenance of indoor and outdoor recreation opportunities to reduce energy, water, and chemical use, and support a wide variety of species.

## **FUNDING – Goal 4**

*Facilitate funding for land acquisition, recreation development, operations, and maintenance.*

**POLICY PRF 4.1**            **Construct Recreation to City Standards.** Require that recreation opportunities are constructed to current City standards.

**POLICY PRF 4.2**            **Development Contributions.** Pursue proportional contributions from new development and redevelopment for the expansion of public recreation opportunities.

**POLICY PRF 4.3**            **Funding Methodologies.** Adopt additional funding methodologies, as needed for new development and redevelopment to adequately fund the expansion of recreation opportunities.

**POLICY PRF 4.4**            **Creative Funding Strategies.** Pursue creative and flexible funding strategies for the operations and maintenance of existing and new recreation resources.

## CHAPTER 9

# Economic Development

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Monroe seeks to establish a thriving business community with retail, agricultural, and service businesses catering to the needs and desires of our residents and attracting visitors. Monroe supports small businesses, home-based businesses, and creative entrepreneurs.



# ECONOMIC DEVELOPMENT

The Statewide Planning Goal 9 states: “To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens”.

## CONTEXT

According to the Cascades West Economic Development District: “Historically, the ocean, agricultural lands, and forest lands provided a variety of harvesting, processing, and secondary processing opportunities for the region. Despite boom-bust cycles, the extraction and processing of the region’s natural resources generally provided a solid economic base through the 1970s.

During the 1980s, many of the region’s natural resource-based businesses faced significant structural changes and began contracting due to the economic environment. While the entire region was impacted by this shift, many of the region’s rural communities suffered severe hardships, as their relatively narrow natural resource-based economies were unable to replace industries and jobs lost.

Health care, educational services, retail trade and manufacturing are the top four employers respectively by sector in the region. Approximately 80% of employees live and work within the region. Roughly 60% of the jobs in the region are located in Lane County with Linn (17%), Benton (15%), and Lincoln (7%) accounting for the remaining [counties]”.

Historically, Monroe was a booming industrial town, as mentioned several times throughout the Comprehensive Plan. As of today, the City Monroe and the surrounding South Benton Community is made up of family-owned businesses in the Riverside District and many small, at-home businesses, and entrepreneurs.

The Riverside District is centered on Oregon Highway 99W (“OR 99W”) and Territorial Highway, extending from those roadways east to the Urban Growth Boundary (“UGB”) and approximately one block west inside the City’s UGB. The area includes the banks of the Long Tom River within the City’s UGB as well as all areas east of the Long Tom River, including the City Park. It also includes a parcel owned by the City outside of the City’s UGB that is located south of OR 99W on the east bank of the Long Tom River.

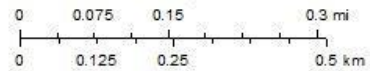
The upcoming Monroe Riverside District Master Plan project seeks to leverage the Project Study Area’s assets to create a vibrant civic and commercial center. This project also allows for more land use efficiencies, strategic and targeted job creation, multi-modal transportation choices, connectivity to the city center/parks/river, enhanced environmental conditions, and establish Monroe as a destination for visitors and a wonderful place to live.

# Riverside District Study Area - Areas of Interest



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Benton County, Oregon  
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Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

Benton County, Oregon  
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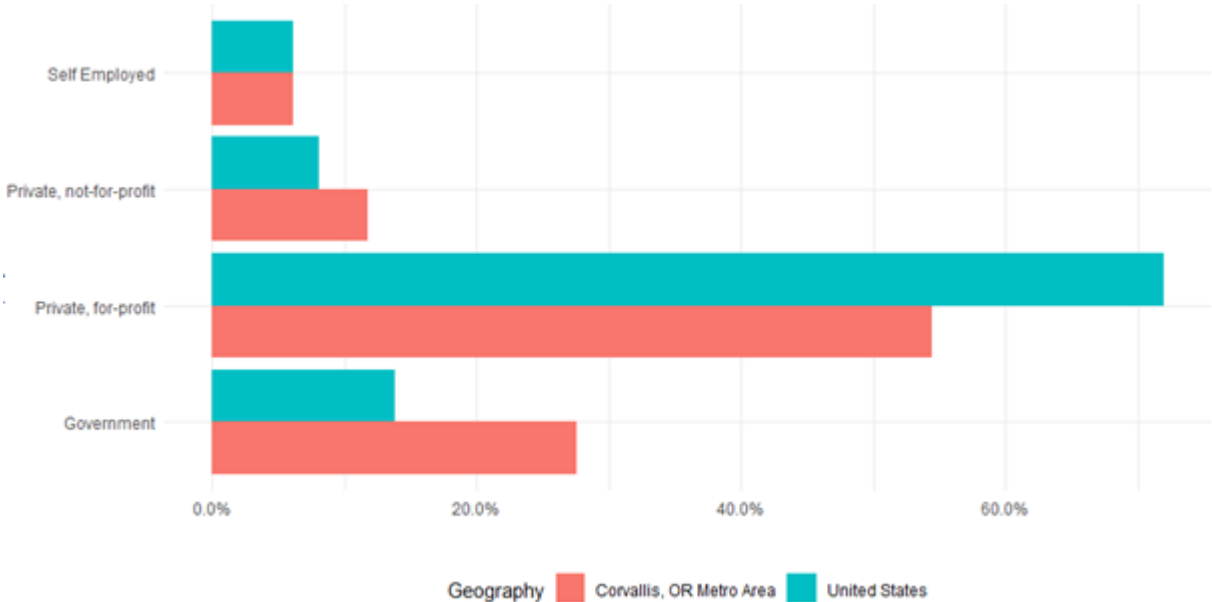
# ECONOMIC ASSESSMENT

## OCCUPATIONAL TRENDS

### CLASS OF WORKER

Though private, for-profit workers make up the largest share of the employed population of Benton County, the share is relatively small compared to that of the US as a whole (Figure 1). The County employs a relatively larger share of state government employees than the nation as a whole, likely due to the presence of Oregon State University—a state public research institution—in Corvallis.

**Figure 1:** Class of Worker for Civilian Employed Population, Benton County and United States (2017)



Source: 2017 American Community Survey (ACS) 5-year Estimates

### OCCUPATIONAL EMPLOYMENT AND WAGES

Trends in occupational employment and wages can provide insight into the occupational composition of a given geography, as well as how employment and wages in the given geography. Education, Training, Library Services, Healthcare Practitioners and Technical occupations are major employment sources in the region likely due to the presence of a large public university and healthcare provider (Table 1).

**Table 1: Occupational Employment and Wages, Benton County & United States (2018)**

Occupation	Benton County			MSA/US Comparison	
	Employment	Hourly Avg. Wage	Annual Avg. Wage	Location Quotient	Annual Wage Premium
<b>All Occupations</b>	<b>36,800</b>	<b>\$25.53</b>	<b>\$53,110</b>	<b>0.99</b>	<b>1.02</b>
Education, Training, and Library	5,050	\$28.86	\$60,020	2.24	1.06
Office and Administrative Support	4,590	\$18.42	\$38,320	0.82	0.98
Food Preparation and Serving Related	4,060	\$12.54	\$26,090	1.18	1.02
Sales and Related	3,090	\$15.73	\$32,710	0.83	0.78
Healthcare Practitioners and Technical	2,550	\$48.97	\$101,860	1.15	1.24
Management	1,950	\$51.03	\$106,140	1.0	0.87
Business and Financial	1,530	\$29.79	\$61,950	0.77	0.81
Production	1,430	\$20.09	\$41,790	0.61	1.07
Personal Care and Service	1,360	\$14.12	\$29,380	0.97	1.05
Building and Grounds Cleaning and Maintenance	1,330	\$14.53	\$30,220	1.17	1.01

Source: Occupational Employment Statistics Survey, BLS, May 2018.

While wages among these occupations are fairly comparable to the United States, those employed in Healthcare Practitioner and Technical occupations make much higher hourly and annual average wages in Benton County compared to the nation. Annual wage premiums, shown in **Table 1**, reveal that in addition to Healthcare Practitioner and Technical occupations, occupations in Education, Production, and Personal Care and Service have higher annual average wages compared to national averages.

This may suggest these industries are attractive employers, and growth in these industries could influence locational decisions and in-migration to the region. These industries may also provide more stable employment pathways in the region, and should be considered for workforce strategy.

Wages in the region for Sales and Related occupations, Management occupations, and Business and Financial occupations are lower in the county versus the nation, indicating that jobs in these occupations are likely lower-skilled than those that may be available in other geographies. This trend could also be indicative of a lower demand for workers in this category.

Location quotients are used as measurements of relative concentration and can serve as an indicator of competitive advantage. Sectors with location quotients greater than 1.00 are ones in which the local geography is specialized, meaning that relative concentration of employment in that sector is greater than in the national economy.

Benton County exhibits a location quotient for Education, Training, and Library occupations. Location quotients are also fairly concentrated in Food Preparation and Serving Related occupations, Healthcare Practitioners and Technical occupations; and Building and Grounds Cleaning and Maintenance occupations. Of the top occupations listed in **Table 1**, Benton County is least concentrated in Business and Financial occupations and Production occupations.

**LEGACY INDUSTRIES: LOGGING AND AGRICULTURE**

It is somewhat surprising the logging and agricultural occupations are not in the top occupations for the county, especially considering the area’s historic reputation of crop and timber production. These findings show in **Table 2** that the area is primarily a knowledge-based, rather than natural resource-based, economy.

**Table 2: Occupational Employment and Wages for Farming and Logging Operations, Benton County & United States (2018)**

Occupation	Benton County			MSA/US Comparison	
	Employment	Hourly Avg. Wage	Annual Avg. Wage	Location Quotient	Wage Premium (Annual)
<b>All Occupations</b>	<b>36,800</b>	<b>\$25.53</b>	<b>\$53,110</b>	<b>0.99</b>	<b>1.02</b>
Farming, Fishing, and Forestry	260	\$21.03	\$43,730	2.11	1.45
Logging Workers, All Other	70	\$20.77	\$43,200	74.43	1.06
Logging Equipment Operators	70	\$23.95	\$49,820	10.62	1.19
First-Line Supervisors of Farming, Fishing, and Forestry Workers	40	\$28.89	\$60,090	7.16	1.18

Source: Occupational Employment Statistics Survey, BLS, May 2018.

Though farming and logging are not top occupations for the region, wage premiums and location quotients for these occupations rank especially high in the region, which may suggest a small exclusive employment market for these industries (**Table 2**).

**LEADING AND DECLINING INDUSTRIES**

Analyzing the factors responsible for growing and declining industries in the bi-county region provides insight into what is primarily responsible for overall regional growth and decline. Shift-share analysis is a technique that provides insight into the components of economic change in a region, by separating economic change into the national growth effect, the industry mix effect, and the regional shift effect.

Economic growth for the Benton/Linn region is primarily influenced by national growth effect—or the change that would have occurred if the region grew at the same rate as the national economy (**Table 3**). Both the industry mix effect—or the share of growth due to concentration in particular industries that are growing faster or slower than the economy as a whole—and regional shift effect—or the share of growth attributable to unique, local competitive advantages—across all industries are negative for the region, indicating that these two components of economic change have experienced a recent decline.

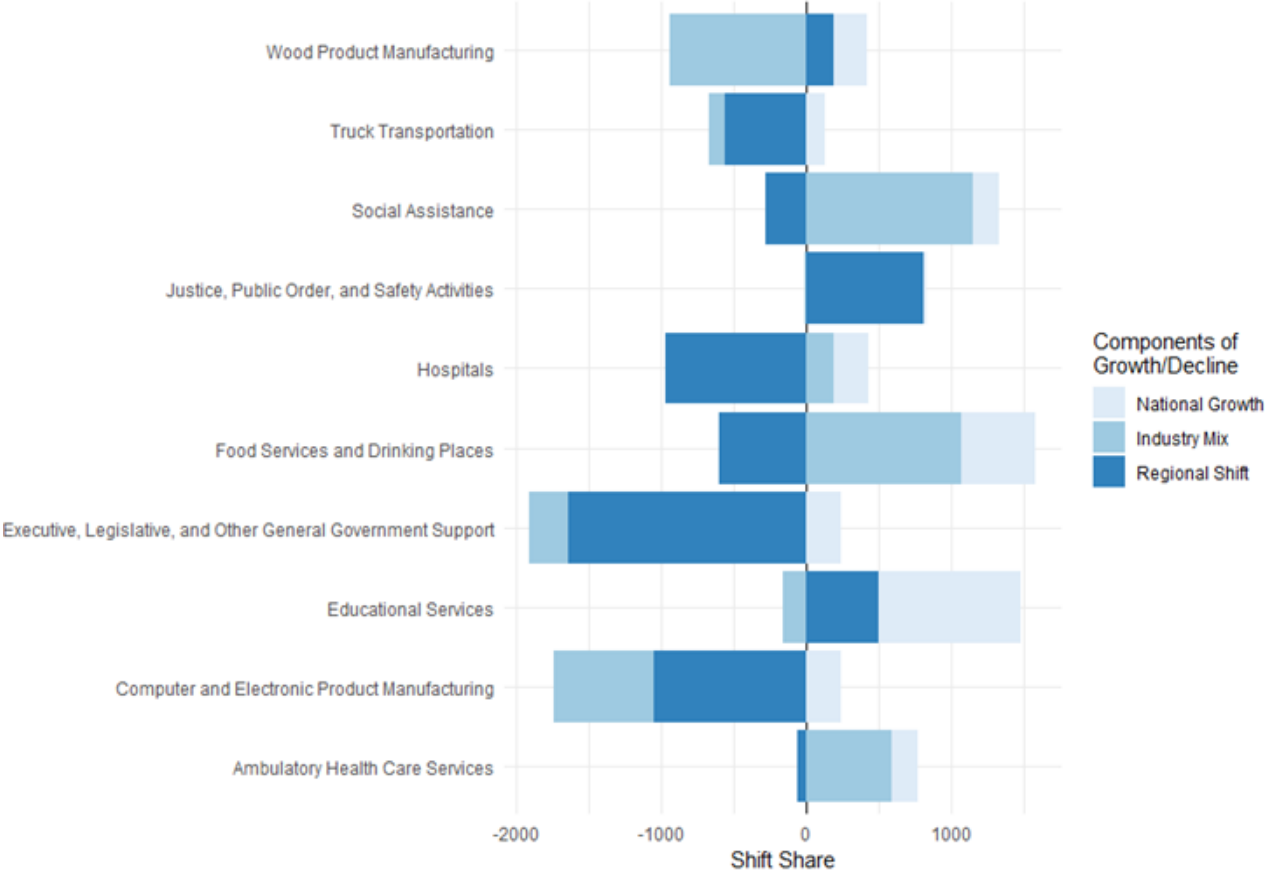
**Table 3: Sums of Shift-Share Components, Benton & Linn Counties (2007-2016)**

Metric	Sum
National Growth	6,866.12
Industry Mix	-1,153.11
Regional Shift	-4,823.58

Source: QWI Data, Bureau of Labor Statistics; Shift-Share Calculated by Author.

**Figure 2** shows shift-share analysis findings for the five industries with the greatest growth and the five industries with the greatest job losses in Benton and Linn Counties between 2007 and 2016. **Table 4** shows the breakdown of shift-share components.

**Figure 2: Shift-Share for Fastest Growing and Declining Industries, Benton & Linn Counties (2007-2016)**



Source: QWI Data, Bureau of Labor Statistics. Shift-share calculated by author.

**Table 4: Components of Shift-Share for Fastest Growing and Declining Industries, Benton & Linn Counties (2007-2016)**

Industry	Shift-Share	National Growth	Industry Mix	Regional Shift	Rank in Growth/Decline
Educational Services	1324	979.23	-156.87	501.65	1
Social Assistance	1048.75	181.43	1151.32	-284	2
Food Services and Drinking Places	986.25	510.42	1071.55	-595.72	3
Justice, Public Order, and Safety Activities	820.25	22.64	-12.75	810.36	4
Ambulatory Health Care Services	717.25	186.9	587.48	-57.13	5
Wood Product Manufacturing	-524.25	224.39	-941.11	192.47	85
Hospitals	-536.5	240.69	192.41	-969.6	86
Truck Transportation	-539.25	129.91	-106.47	-562.69	87
Computer and Electronic Product Manufacturing	-1500.25	239.31	-687.92	-1051.64	88
Executive, Legislative, and Other General Government Support	-1664.5	241.83	-265.47	-1640.86	89

Source: QWI Data, Bureau of Labor Statistics. Shift-share calculated by author.

All of the industries listed in **Figure 2** for Benton/Linn counties experienced positive change as a result of the overall growth of the national economy, generally reflecting the fact that the nation’s economy has grown between 2007 and 2016.

Of the five fastest growing industries, three experienced positive change as a result of the industry mix effect: 1. Social Assistance, 2. Food Services and Drinking Places, and 3. Ambulatory Health Care Services. This indicates that there is growth in those industries outside of the larger national growth rate, and because there is a level of concentration of these three industries in the region, these three industries are creating economic growth in the Benton/Linn County area.



The two remaining fastest-growing industries, Educational Services and Justice, Public Order and Safety Activities, experienced a negative change in industry mix but a positive change in regional shift, meaning that growth in these industries can be attributed specifically to unique local characteristics.

## GOING FORWARD

Looking to the future, Monroe seeks to strengthen its economy through various outlets such as providing more resources for its small, family owned businesses, enticing more business growth in the Riverside District, enhance the City's current assets with the Riverside District Master Plan, and much more.

## ECONOMICS – GOALS & POLICIES

### LAND USE – *Goal 1*

*Provide adequate land to expand the economic aspirations of the community.*

- POLICY ED 1.1**            **Buildable Land.** Provide appropriately designated vacant buildable land in adequate quantities to meet the forecasted needs of Monroe based on the Economic Opportunities Analysis provided by the Constellation Planning (i.e. Portland State Student Consulting Group) and the Angelo Planning Group in conjunction with the Riverside District Master Plan.
- POLICY ED 1.2**            **Designate Land for Projected Growth.** Designate land uses in a manner that accommodates projected population and employment growth.
- POLICY ED 1.3**            **Investment to Meet Future Demand.** Plan and make public investments to meet the future demands of commercial, mixed use, and residential growth in Monroe.
- POLICY ED 1.4**            **Targeted Revitalization.** Prioritize investment in and revitalization of areas where private investment patterns are not accomplishing this objective.
- POLICY ED 1.5**            **Routinely Verify Supply of Developable Land.** Routinely verify whether the City's supply of developable land is sufficient to meet short- and long-term employment and housing needs.

### BUSINESS GROWTH – *Goal 2*

*Connect to the existing businesses and future potential to enhance the Riverside District.*

- POLICY ED 2.1**            **Encourage Entrepreneurs and Small Businesses.** Encourage start up and growth of small to medium-sized businesses through regional partnerships with Regional Accelerator and Innovative Network (RAIN), Linn/Benton economic partnerships and collaboration with the Gang of 8 (Monroe, Harrisburg, Brownsville, Adair Village, Philomath, Sweet Home, Halsey, and Lebanon). Seek to provide co-working spaces for community members that work from home.
- POLICY ED 2.2**            **Downtown Core Investment.** Encourage investment in the Downtown Commercial Core, such as walkable amenities: gas station, coffee shops, restaurants, and grocery stores.

- POLICY ED 2.3**      **Support Riverside District Activities.** Support project activities in the Riverside District such as Monroe’s Vino, Vintage, & Victory Wine Festival, the Holiday Light Parade, the 1135 Continuing Authorities Project with the U.S. Army Corps of Engineers and more to come.
- POLICY ED 2.4**      **Drive Beautification Efforts.** Plan appealing, people-friendly streetscapes that make shopping downtown an enjoyable experience and accommodate public gathering for both residents and visitors.
- POLICY ED 2.5**      **Promote Local Tourism.** Encourage tourism activities through the promotion of recreational and historic sites such as the South Benton Community Museum, Findley Wildlife Refuge, Alsea Falls Recreation Site, multi-modal trails, and tourist-related businesses.

## **CONSISTENCY – Goal 3**

*Ensure local planning consistency with the region, county, and state.*

- POLICY ED 3.1**      **Local and Regional Plans Consistency.** Ensure consistency with the region, Benton County, and the State of Oregon urban growth management and functional plans.
- POLICY ED 3.2**      **Adopt Comprehensive Plan Designations.** Ensure that all lands within Monroe city limits receive City Comprehensive Plan land use designations.
- POLICY ED 3.3**      **Development Consistent with Zoning, Plans, and Agreements.** Support new development, infill development, and redevelopment in a manner that maintains compatibility with surrounding areas and is consistent with adopted zoning, relevant City community-level plans, partner agency plans, and formal intergovernmental agreements.
- POLICY ED 3.4**      **Consistent Community-Level Planning Procedures.** Maintain consistent procedures for City community-level planning in new development, infill development, and redevelopment areas.
- POLICY ED 3.5**      **Partner to Ensure City Governance and Service Delivery.** Partner with Benton County, other public agencies, and applicable special districts to ensure that local planning reflects City responsibility for ultimate governance of and service delivery to identified unincorporated urbanized and unurbanized areas.
- POLICY ED 3.6**      **Update Urban Service and Planning Agreements.** Establish and periodically update urban service, urban planning, and other formal intergovernmental agreements as needed to support urbanization, annexation, and urban service provision.

## **INCLUSIVITY – Goal 4**

*Plan, develop, and enhance the urban built environment to meet the needs of community members of all ages, abilities, cultures, and incomes.*

- POLICY ED 4.1**      **Compatibility with the Community’s Needs and Resources.** Ensure development of land that is consistent and compatible with the community’s needs and resources.
- POLICY ED 4.2**      **Mix of Uses and Innovative Design.** Advance a mix of uses and innovative architectural and site designs that integrate access to daily needs into neighborhoods and yield an active public realm that enriches the lives and health of the whole community.
- POLICY ED 4.3**      **Range of Housing Choices.** Provide a range of housing choices that meet the needs and preferences of current and future community members of all ages, abilities, cultures, and incomes.

## **FACILITIES AND SERVICES – Goal 5**

*Provide for the orderly and efficient extension of public facilities, utilities, and services.*

- POLICY ED 5.1**      **Urban Service Extension while Maintaining Existing Services.** Integrate the type, design, timing, and location of public facilities, utilities, and services in a manner that accommodates expected population and employment growth while maintaining the City’s ability to continue providing existing public facilities, utilities, and services citywide.
- POLICY ED 5.2**      **Urban Service Extension Prior to Urban Development.** Require the provision of public facilities, utilities, and services prior to or concurrent with urban development.
- POLICY ED 5.3**      **Development Contributes to Funding Urban Service Extension.** Adopt additional funding methodologies, as needed, to ensure that new development and redevelopment adequately contribute to funding the necessary extension of public facilities, utilities, and services.
- POLICY ED 5.4**      **Annexation Based on Proximity to Services.** Ensure that properties to be annexed can be reasonably served by public facilities, utilities, and services.

## **PARTNERSHIPS – Goal 6**

*Build and enhance current partnerships to support economic growth.*

- POLICY ED 6.1**      **Public and Private Sector Cooperation.** Encourage cooperation between public and private sectors to support economic growth.
- POLICY ED 6.2**      **Enhance Agricultural Ties.** Strengthen relationships with historic ties to agriculture by supporting and promoting local farmers through outlets such as the Monroe Farmers Market.
- POLICY ED 6.3**      **Interagency Collaboration on Environmental Impacts.** Collaborate with regional partners on the regulations that address regional infrastructure and environmental impacts, such as transportation, water, wetlands, and floodplain development standards.

## CHAPTER 10

# Housing

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Monroe aspires to provide a wide range of economically, socially, environmentally sustainable housing for all who value our community's wonderful quality of life and make Monroe home.

# HOUSING

This section is intended to show compliance with Land Conservation and Development Commission (LCDC) Statewide Planning Goal 10, Housing. The goal requires cities to plan for needed housing types such as multi-family and manufactured housing, to inventory buildable residential land, to project future needs for the land, and to zone enough buildable land to meet those needs. The goal prohibits cities from discriminating against needed housing types.

Specifically, the Statewide Planning Goal states: “Buildable lands for residential use shall be inventoried and plans shall encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which commensurate with the financial capabilities of Oregon households and allows for flexibility of housing location, type and density”.

Housing will continue to be a top priority as the City of Monroe plans for future growth and development. The City’s vision is to provide a range of housing options in order to meet the various needs and preferences of existing and future residents, and plan for a complete, balanced community.

## CONTEXT

The City of Monroe is working towards meeting housing needs as required by LCDC Goal 10. Monroe encourages the development of a diversity of housing types at various price and rent levels, in a variety of locations at varying densities.

The City supports the Housing and Urban Development (HUD) Block grant program for the provision of housing rehabilitation funds for Monroe and South Benton County.

The City’s present and future needs for low-income housing should be evaluated and 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.

The Linn-Benton Housing Authority (LBHA) shall be supported in its programs to provide rental assistance. The City will continue to upgrade the sewage collection, 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 for improvements new development will be restricted as necessary.

## COMPREHENSIVE PLAN (1986)

*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 than 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.*

*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:

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

The housing trends within the planning area should be monitored, in order to evaluate the community’s housing needs and modify POLICY when necessary.

The enforcement of state and federal codes that provide safety and health standards for newly constructed housing units shall be continued in Monroe.

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.

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).

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).

Mobile home parks must meet the requirements of Chapter 446, Oregon Revised Statutes and the Monroe City Zoning Ordinance.

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.

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).

All multi-family structures shall meet standards established in the Monroe Zoning Ordinance.

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.

*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.*

*The City acknowledges 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.*

## **HOUSING NEEDS ANALYSIS**

The Housing Needs Analysis provides an overview of the mix of housing types in Monroe and compares Monroe to Benton County and Oregon. These trends demonstrate the housing developed in Monroe, historically, using data from the 2000 and 2010 Decennial Census and 2013-2017 American Community Survey 5-Year Estimates. There are margins of error in the ACS series, as it is a sampled survey, which may skew the results slightly. Using the 5-year estimates reduces this error, while also remaining fairly accurate due to the small levels of change in Monroe.

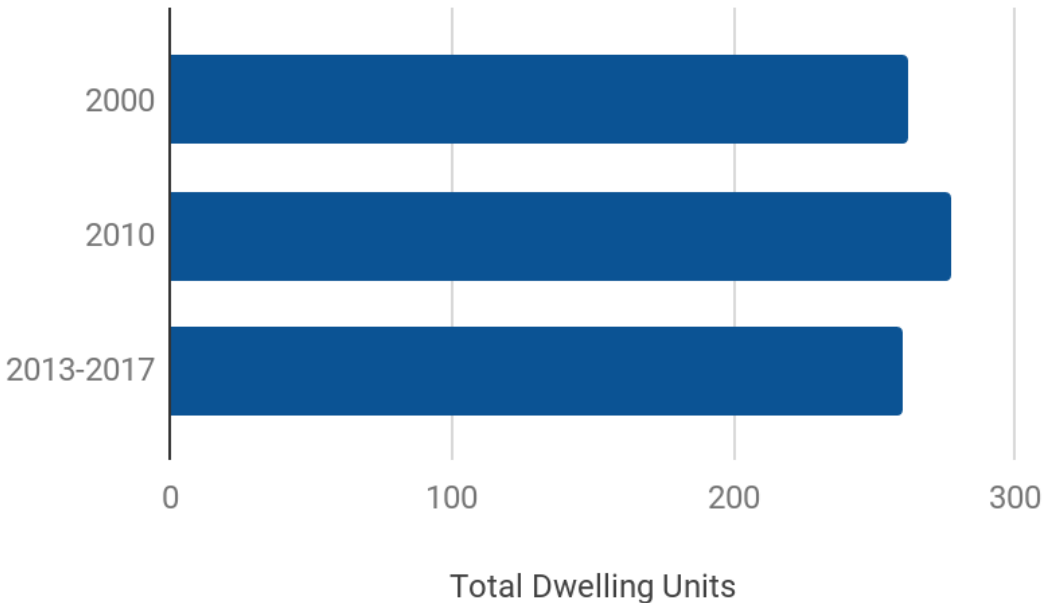
### **HOUSING MIX**

The following trends characterize Monroe's housing mix:

- Monroe's annual average growth rate (AAGR) in dwelling units has lagged behind that of other cities in Benton County and the county as a whole.
- Compared to Benton County and Oregon as a whole, Monroe has higher proportions of single-family homes.
- While the number of housing units has remained relatively stagnant, Monroe has seen a significant loss of multi-family units.

The total number of dwelling units in Monroe has remained relatively stable since 2000. The city saw a slight increase in total housing units from 2000 to 2010 (262 units to 277 units), before decreasing back down to 260 units by the latest ACS count (**Figure 1**).

**Figure 1: Total Dwelling Units, Monroe (2000, 2010 and 2017)**



Source: Census 2000, 2010 Special File 3, Table H030. American Community Survey (ACS) 2013-2017

This housing unit growth experienced by Monroe in the last decade is relatively slow compared to Benton County as a whole and other cities within the county. The number of dwelling units in Monroe grew from 2000 to 2010 at an Average Annual Growth Rate (AARG) of 0.7%, compared to 1.3% for the county as a whole. Throughout the last decade, Monroe contained less than 1% of total dwelling units within the county.

**Table 1: Total Dwelling Units, Benton County and sub-areas (2000 and 2010)**

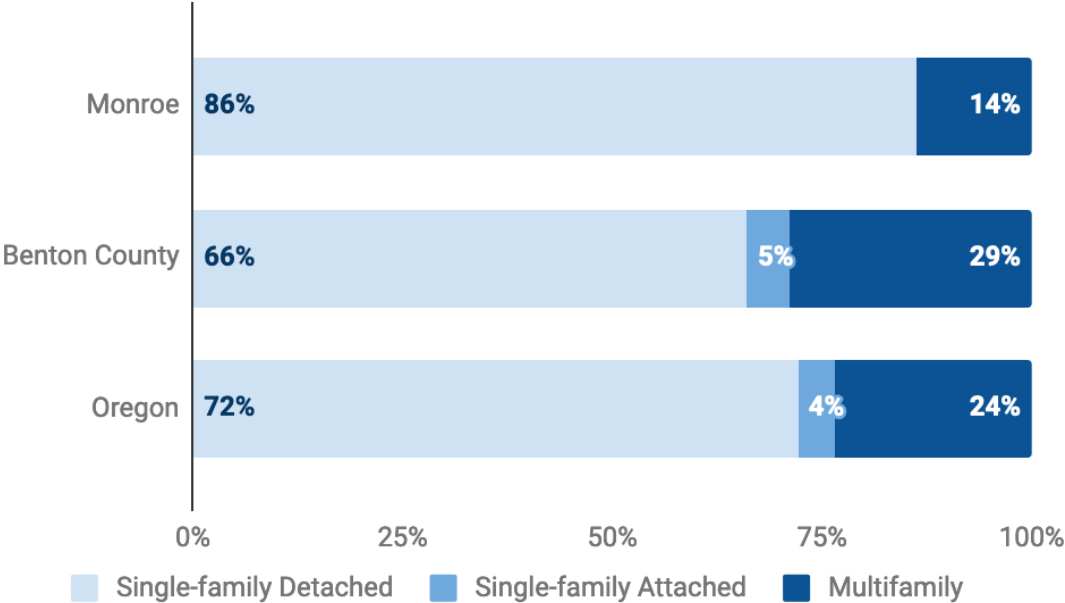
	2000	2010	AAGR (2000-10)	Share of County 2000	Share of County 2010
Benton County	31,980	36,245	1.3%	100.0%	100.0%
Adair Village	188	312	5.2%	0.6%	0.9%
Albany (Benton)	1,881	2,553	3.1%	5.9%	7.0%
Corvallis	22,111	24,536	1.0%	69.1%	67.7%
Monroe	264	283	0.7%	0.8%	0.8%
Philomath	1,708	1,999	1.6%	5.3%	5.5%
Outside UGBs	5,828	6,562	1.2%	18.2%	18.1%

Source: Census 2000, 2010. Prepared by Population Research Center.



Monroe has a high proportion of single-family detached housing, relative to both Benton County and Oregon. Monroe has no single-family attached housing according to the most recent ACS data, and a comparatively small share of multi-family dwellings (14%) (Figure 2).

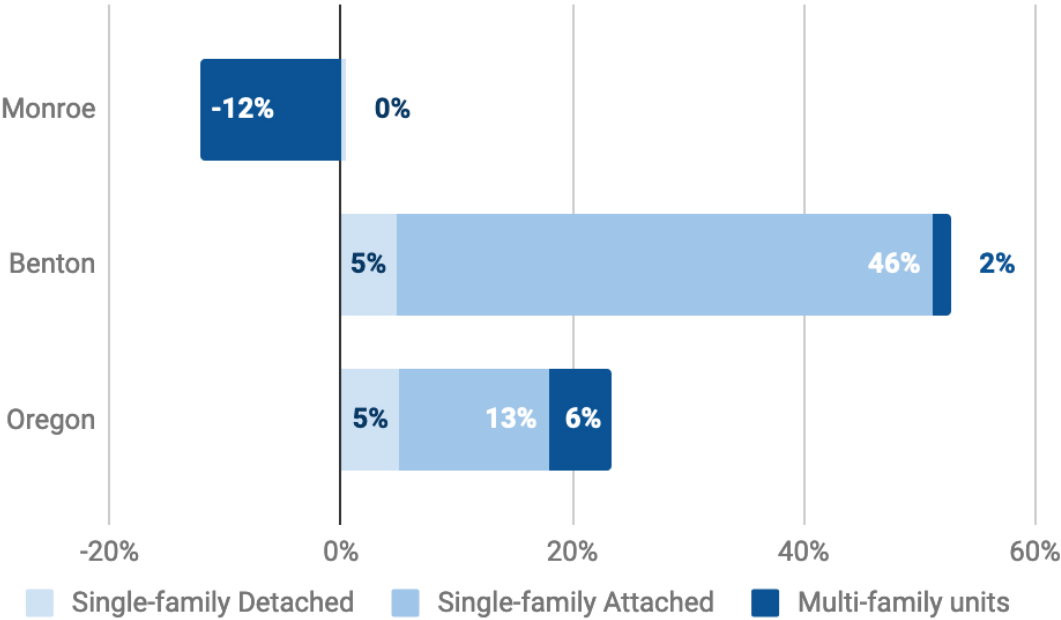
**Figure 2: Share of Housing Mix, Monroe, Benton County, Oregon (2017)**



Source: ACS 2013-2017 Table B25024

From 2010 to 2017, Monroe has experienced very minimal development of single-family dwellings, both attached and detached. The city saw a 12.3% reduction in multi-family units during this time period (Figure 3), meaning the actual number of units decreased. This increases strain on the rental market.

**Figure 3: Change in Housing Mix, Monroe, Benton County, Oregon (2010-2017)**

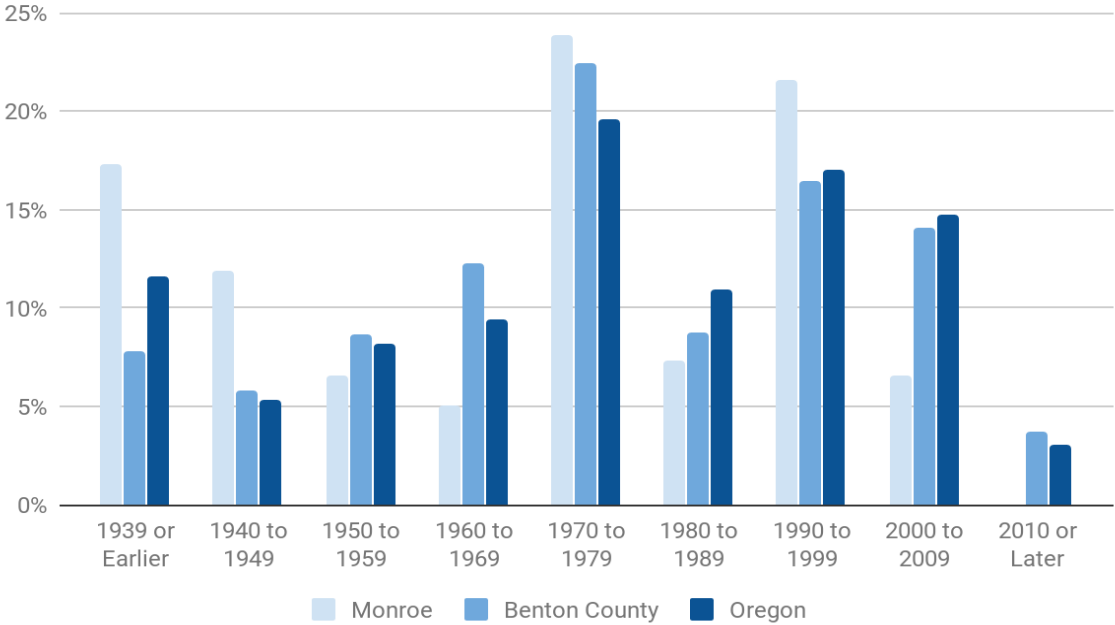


Source: Census 2010 Special File 3 Table H030, ACS 2013-2017 Table B25024

**AGE OF HOUSING STOCK**

Permit data for Benton County is not readily available by unit type by year. These findings are supported by ACS data, which confirms that there has been limited new development in Monroe following a flux of development in the 1990s. The proportions of housing built prior to 1950, in the 1970s, and 1990s is higher in Monroe than in Benton County as a whole or Oregon (Figure 4).

**Figure 4: Age of Housing Stock by Year Built, Monroe, Benton County, Oregon (2017)**



Source: ACS 2013-2017 Table B25034

This trend is likely to shift as construction begins on the recently-platted Red Hills Subdivision in 2019, which will add 55 new single-family detached homes to Monroe.

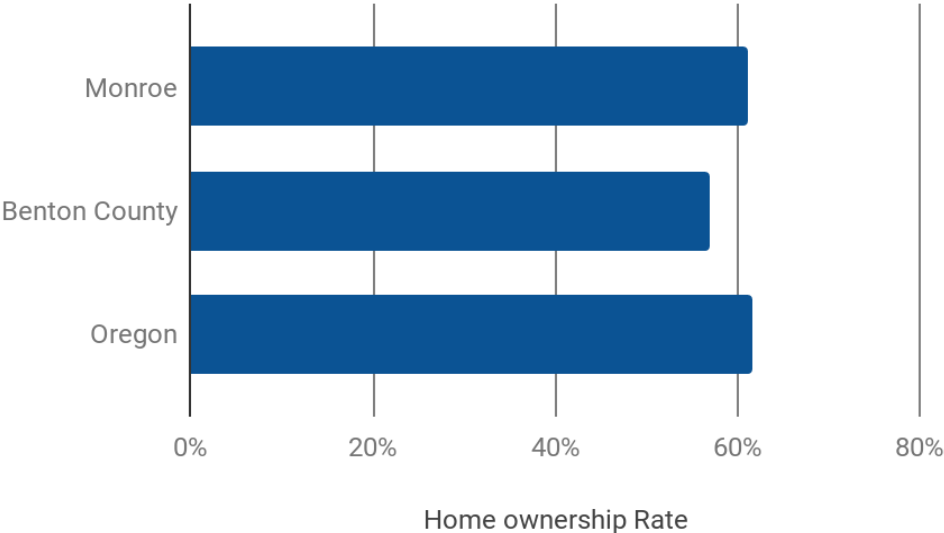
**TENURE**

Housing tenure describes whether a dwelling is rent-occupied or owner-occupied. The following trends characterize tenure ship in Monroe:

- Homeownership is high in Monroe compared to Benton County as a whole.
- Homeownership remained stable in Monroe from 2000 to 2017.
- All of Monroe’s homeowners live in single-family detached housing, while over a third of renters live in multi-family housing.

The homeownership rate for Monroe is 61%, which is very similar to that of Oregon (**Figure 5**). These rates are relatively high compared to that of Benton County as a whole, which has a homeownership rate of 57%. This difference is likely due to the high population of students living in and near Corvallis to attend Oregon State University.

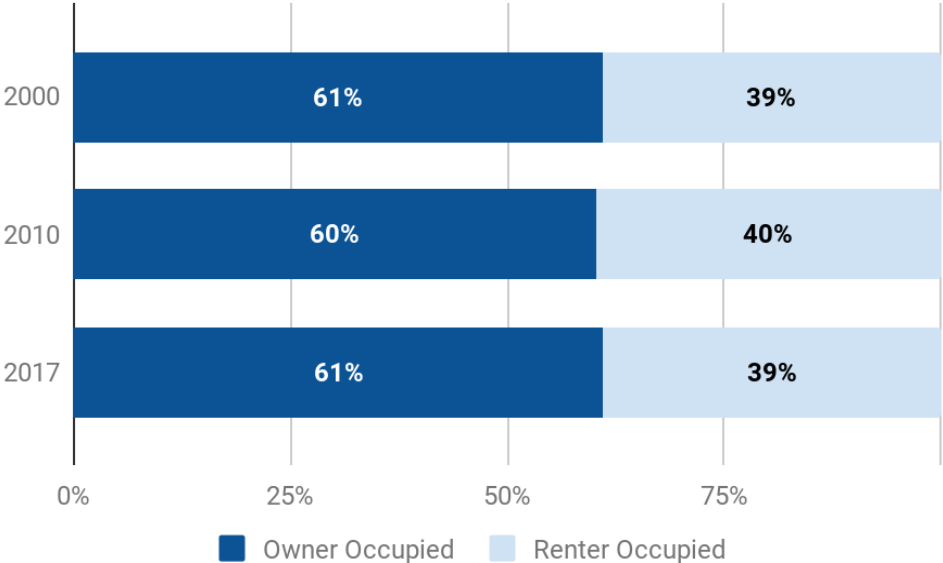
**Figure 5: Homeownership Rates for Occupied Units, Monroe, Benton County, Oregon (2017)**



Source: ACS 2013-2017 Table B25003

Homeownership remained stable in Monroe from 2000 to 2017 (**Figure 6**). Homeownership fluctuated only slightly (from 61% to 60%) following the Great Recession, and has returned to 61% in the most recent ACS estimates.

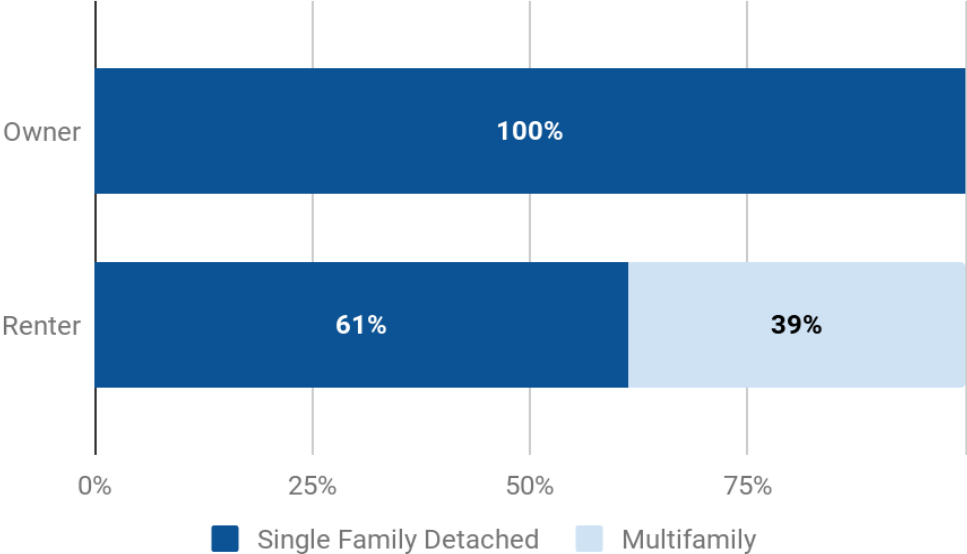
**Figure 6: Occupied Units by Tenure, Monroe (2000, 2010, and 2017)**



Source: Census 2000 and 2010 Special File 1 Table H4, ACS 2013-2017 Table B25003

All of Monroe’s homeowners live in single-family detached housing (**Figure 7**). By comparison, only 61% of renters live in single-family detached housing, while the remaining 39% live in multi-family housing.

**Figure 7: Housing Units by Type and Tenure, Monroe (2017)**



Source: ACS 2013-2017 Table B25032

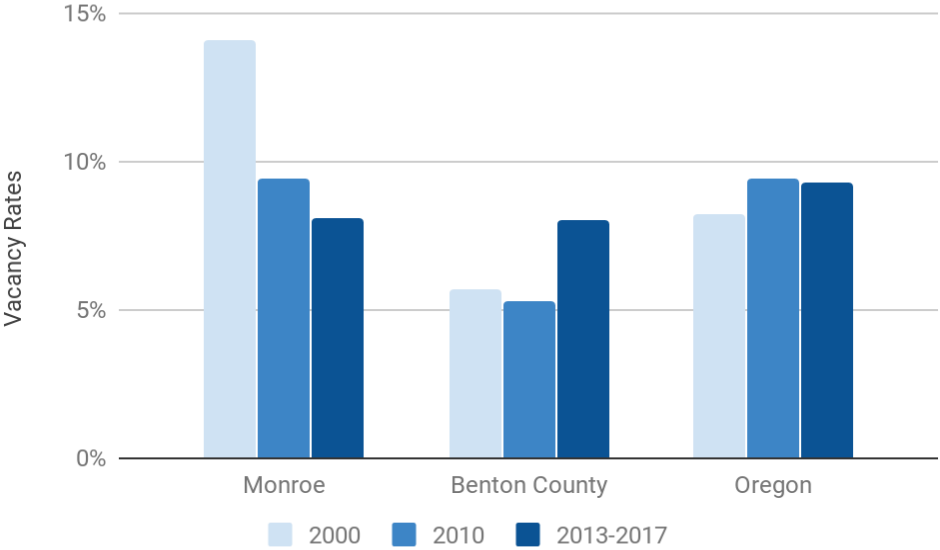
These trends in Tenure have important implications for the forecast of new housing in Monroe. Supply of single-family attached and multi-family dwellings are low. Given that over a third of renters live in multi-family dwellings, this indicates that opportunities for rental housing in Monroe are limited. No single-family attached or multi-family dwellings have been built since at least 2000, indicating that Monroe has not been improving opportunities for rental housing in recent years.

**VACANCY**

The Census Bureau defines vacancy as unoccupied housing units, determined by the terms under which the unit may be occupied (for rent, for sale, or for seasonal use only). Vacancy status is a basic indicator of the housing market, and it provides information on the stability and quality of housing.

Vacancy rates were high in Monroe in 2000, reaching almost 15% (**Figure 8**). They have steadily decreased over time, reaching 8% by 2017. This decrease is contrary to both county and state trends over time, which have experienced an increase in vacancy rates during the same time period.

**Figure 8: Vacancy Rates, Monroe, Benton County, Oregon (2000, 2010 and 2017)**



Source: Census 2000, 2010 Special File 1 Tables H3, H4, H5; ACS 2013-2017 Table B25002

Historic changes in occupancy rates—or the percentage of occupied units, as an inverse to vacancy rates—support these findings. Monroe experienced an almost 5% increase in occupancy rates from 2000 to 2010, which was much higher than the change of other cities in Benton County (Table 2).

**Table 2: Occupancy Rates, Monroe and comparison cities (2000 and 2010)**

OCCUPANCY RATE			
	2000	2010	Change
Benton County	94.3%	94.7%	0.4%
Adair Village	94.7%	94.6%	-0.1%
Albany (Benton)	96.9%	95.6%	-1.3%
Corvallis	93.9%	95.1%	1.2%
Monroe	86.0%	90.8%	4.8%
Philomath	94.0%	94.5%	0.5%
Outside UGBs	95.4%	93.1%	-2.3%

Source: Census 2000 and 2010. Prepared by Population Research Center.

While both vacancy and occupancy rates tend to fluctuate more in smaller geographies like Monroe than in larger ones with more units, these trends can reveal useful insight into both demands for housing and housing turnover. Declining vacancy rates (and corresponding increasing occupancy rates) in Monroe likely indicate that demand is high and there are limited options for those looking to rent or buy dwellings in Monroe.

**HOUSEHOLD SIZE AND COMPOSITION**

Average household size, or the average number of persons per occupied housing unit, shows a downward trend in Monroe. Persons Per Household (PPH) measures the average number of people in each home, which provides insight needs for housing size.

PPH in Monroe was 2.34 in the 2013-2017 ACS reporting, marginally lower than that of both Benton County and Oregon (**Table 3**).

**Table 3: Average Household Size (2017)**

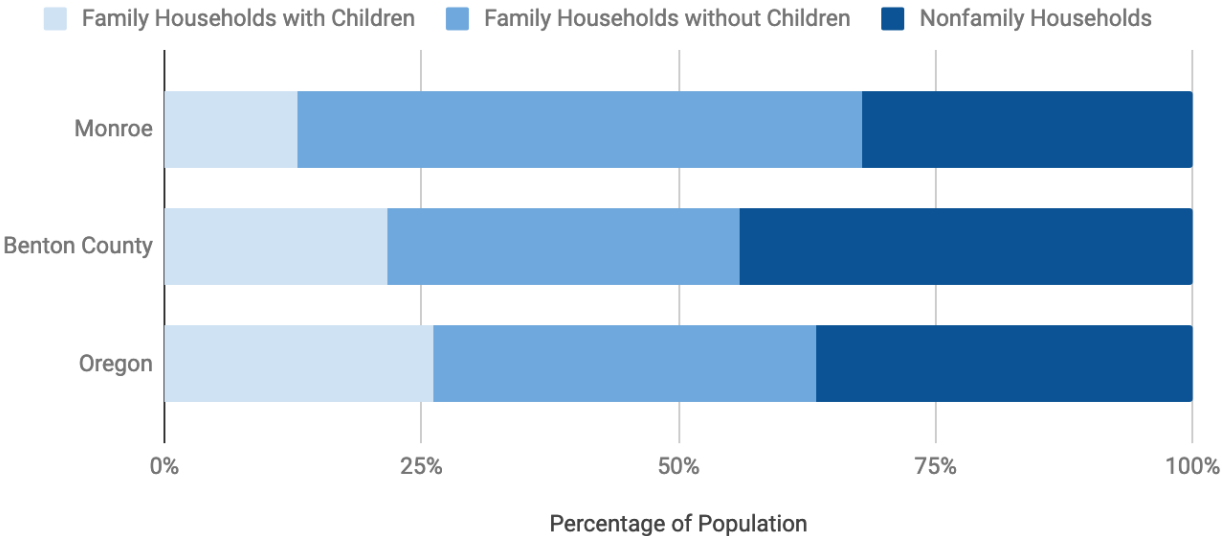
OREGON	BENTON COUNTY	MONROE
2.50	2.38	2.34

Source: ACS 2013-2017 Table B25010

Monroe’s Person Per Household (PPH) has been decreasing since the turn of the century, from 2.7 in 2000 to 2.5 in 2010, according to US Census Bureau Decennial Census data. In general, areas with an older or aging population will, more often than not, experience a decline in PPH over time.

Monroe has a larger proportion of family households without children than both Benton County and Oregon, and it has a higher proportion of family households overall (**Figure 9**). The lower proportion of non-family households may also be explained by the aging population, where households tend to be one- or two-person households. In Monroe, 68.6% percent of households are 1-2 person.

**Figure 9: Household Composition, Monroe, Benton County, Oregon (2017)**

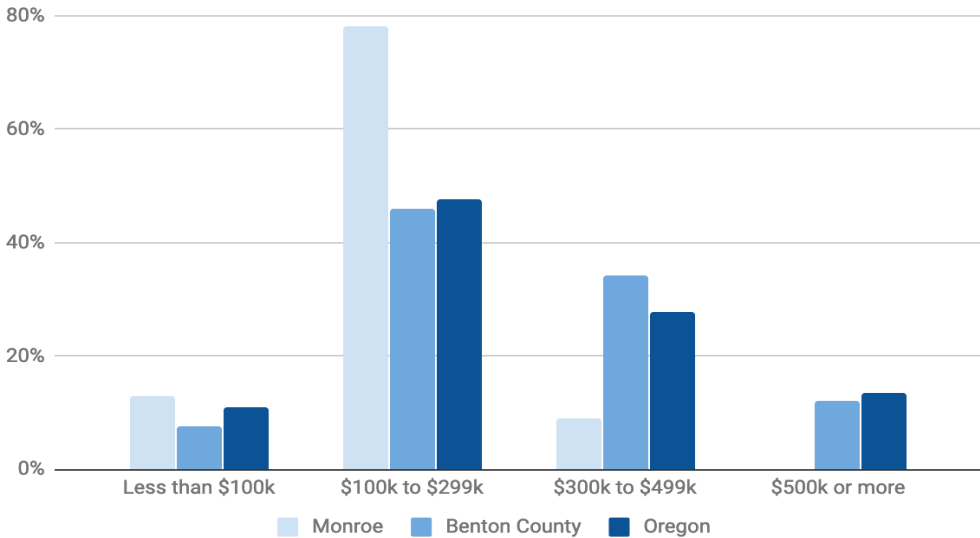


Source: ACS 2013-2017 Summary Table DP02

**HOMEOWNERSHIP MARKET AFFORDABILITY**

Home values in Monroe are proportionately low compared to income (Figures 10 and 11), with the Median Home Value in Monroe only being 57% of the Median Oregon Home Value (Table 4). While this suggests that Monroe incomes are sufficient to purchase, the limited housing stock and the relatively larger expense of new builds may not be attainable for current or projected future residents.

**Figure 10: Home Value, Monroe, Benton County, Oregon (2017), Owner Occupied**



Source: ACS 2013-2017 Table A10035



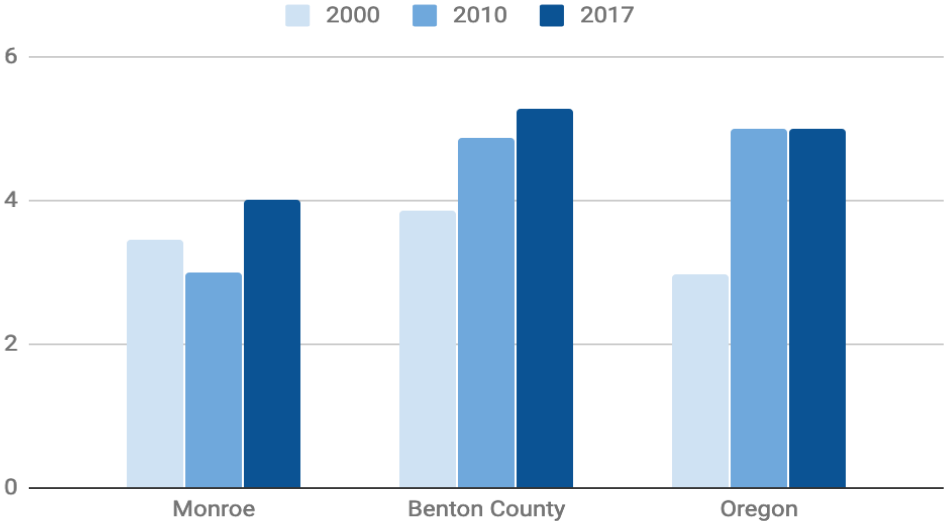
Home value trends in the region also paint a vastly different picture for housing attainability, as average prices for newly constructed residential homes in Benton County have risen 48.2% from 2014 to 2018 to \$367,985.

**Table 4: Median Home Value, Monroe, Benton County, Oregon (2017)**

MONROE	BENTON COUNTY	OREGON
\$151,700	\$288,700	\$265,700

Source: ACS 2013-2017 Table A10036

**Figure 11: Ratio of Median Home Value to Median Household Income (MHI) (2017)**

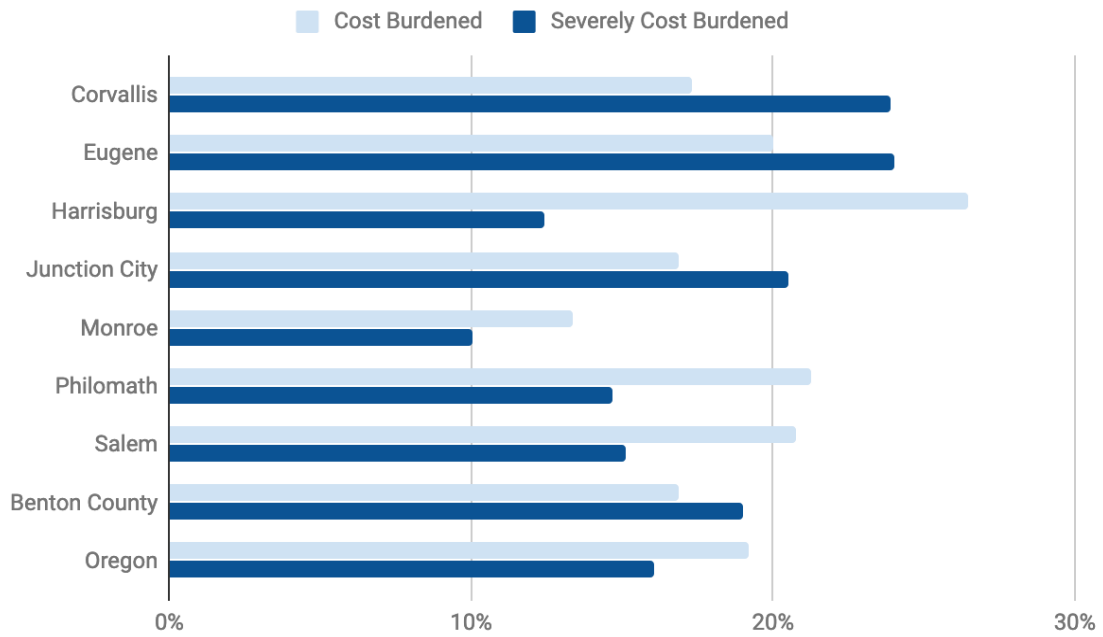


Source: Census 2000 & 2010 Tables HCT012, H085, ACS 2013-2017 Tables B19013, B25077

Drastically lower home values in Monroe may be indicative of an aging housing stock which can exert negative pressure on quality and therefore valuation. The median year built for housing in Monroe is 1974 (ACS 2013-2017 Table A10057), and Monroe housing stock contains a larger proportion of homes built prior to 1950 than both the county and state. Recognizing the lower home values, and relatively high age of housing stock, coupled with low median incomes illustrates that the market for home-ownership may be historically characterized by slow growth, lower than comparable regional home prices, and a relatively restricted housing typology.

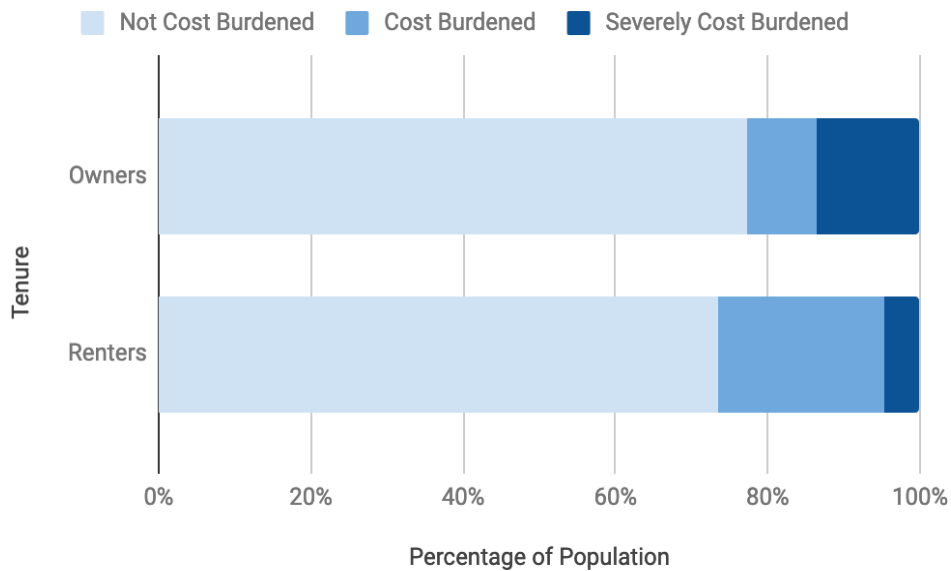
These housing trends suggest a small, but vulnerable homeownership market, where significant increases in demand could drastically affect affordability and housing stability. Another element reflective of current housing market stability is cost burden ratio, which displays similar trends to home values, with owner and renter cost burden combined occupying lower proportions than what is exhibited in similar cities (Figures 12 and 13).

**Figure 12: Cost Burden, owners and renters combined, Monroe and comparison cities (2017)**



Source: ACS 2013-2017 Tables B25091 & B25070

**Figure 13: Housing Cost Burden by Tenure (2017)**

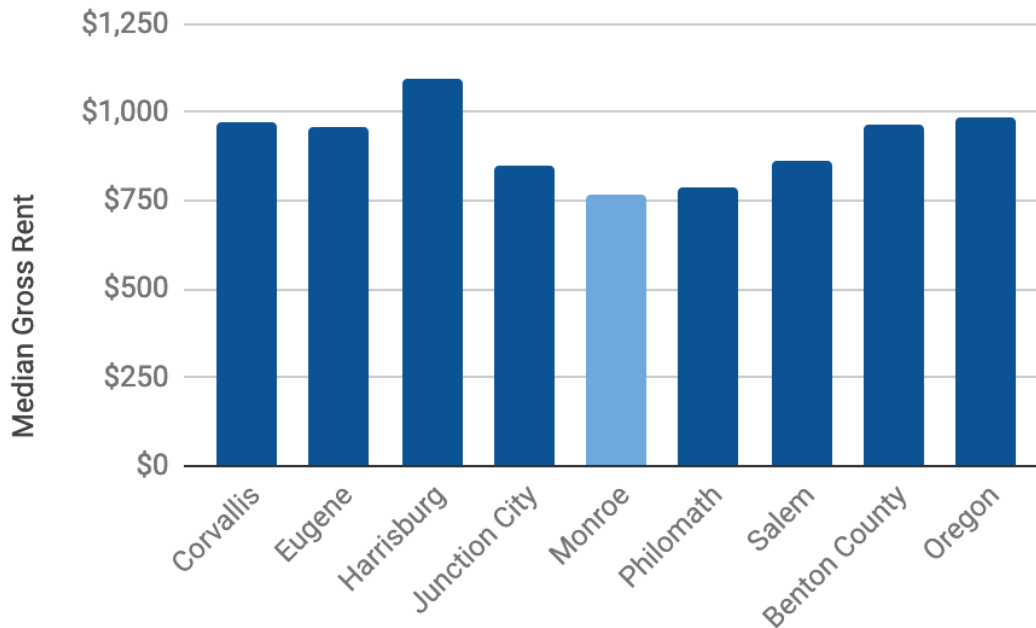


Source: ACS 2013-2017 Tables B25091 & B25070

## RENTAL MARKET AFFORDABILITY

Median and Absolute Gross Rent in Monroe is lower than in comparison cities, Benton County and the state with Median Gross Rent (MGR) for the city at \$765 (**Figure 14**). As of the 2017 ACS 5-year estimates, 93 households were reported as rental households. While MGR is lower, this is also likely reflective of lower incomes and limited rental households overall, and rental cost does not entirely indicative of rental affordability.

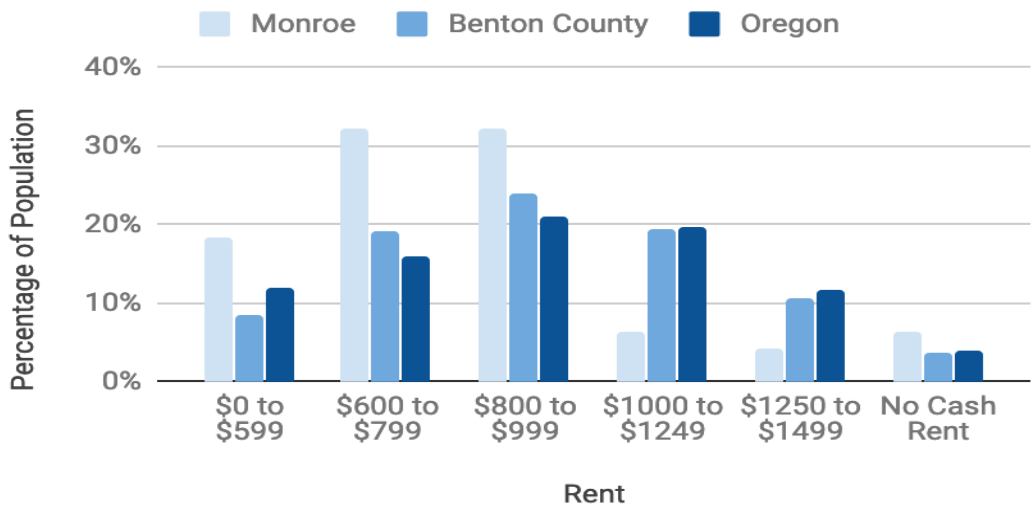
**Figure 14: Median Gross Rent, Monroe and Comparison Cities (2017)**



Source: ACS 2013-2017 Tables B25064

Whereas Median Gross Rent (MGR) is lower than comparable cities, the age of the rental portfolio in Monroe is likely much older by comparison as well, with current housing stock in the city including much higher proportions of homes built between 1939 and 1949, and a much lower proportion of homes built after 1999. This suggests low MGR could also be reflective of low quality, and lower rental property values overall.

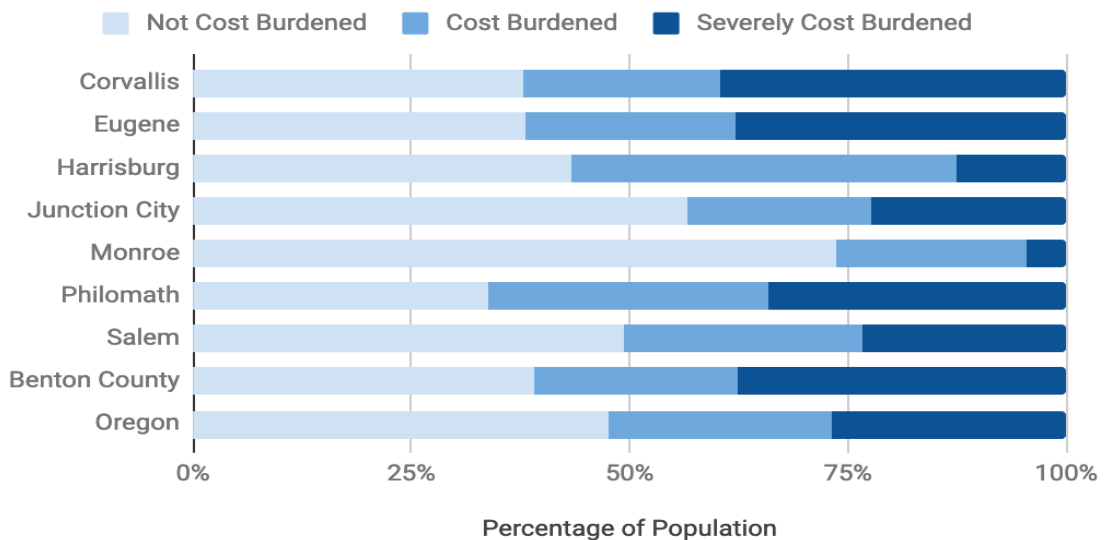
**Figure 15: Gross Rent, Monroe, Benton County, Oregon (2017)**



Source: ACS 2013-2017 Table B25063

Proportions of renters in Monroe across the gross rental cost scale also point to a rental market dominated by lower than regional and state averages costs (**Figure 15**). Roughly 50% of reported gross rents are below \$799, nearly double the county and state proportions in this category at 27% and 28% respectively. Comparison suggests that the rental market in Monroe contrasts regional and state trends, re-affirming unique dynamics (**Figure 16**).

**Figure 16: Renter Cost Burden, Monroe and Comparison Cities (2017)**



Source: ACS 2013-2017 Table B25070

Currently for Monroe, gross rents and cost burdens for renters are relatively low, with average rental costs falling well below Housing Urban Development or HUD’s Fair Market Rent standards for the region (**Table 13**). The rental market appears relatively attainable when compared to median incomes. Current Median Household Income (MHI) for Monroe \$42,750 necessitates a housing costs cap at \$1,068.75 per month when applying the HUD burden indicator that 30% or less of income for housing costs. This cost cap is much larger than the Median Gross Rent (MGR) for the City at \$765.

**Table 13: HUD Fair Market Rent (FMR) (2018) and Average Rent (2017) by Number of Bedrooms, Monroe**

<b>Bedrooms</b>	<b>FMR (2018)</b>	<b>Rent (2017)</b>
Efficiency	\$680	N/A
1 Bedroom	\$801	\$660
2 Bedrooms	\$976	\$783
3 Bedrooms	\$1,420	\$856
4 Bedrooms	\$1,719	N/A

Source: HUD FY 2018 FMR Benton County, ACS 2013-2017 Table A18010

Assessing rental affordability finds that while current rents and cost burdens are lower than regional trends, considerations should be made for the aging housing stock, limited supply, and potential insular nature of the Monroe housing market overall.

**ASSESSING DEVELOPMENT**

Development, particularly in the housing market, has been stagnant at best and has regressed in the case of multi-family units. The Red Hills Subdivision has been permitted and platted with lots now available for sale as build-on-purchase.

At an assumed \$300,000 home price, a 3.92% interest 30-year mortgage results in monthly costs for a family of \$1,418, or \$17,016 over one year. Divided by the median income of Monroe of \$42,750, this results in approximately 40% of income being spent on housing. This shows the relative unaffordability of the new subdivision, particularly as build-on-purchase lots, meaning families must also pay rent to stay elsewhere while their house is built. This is unattainable for many families and reveals a gap for first-time and low-income homeownership.

**GOING FORWARD**

Today, the City’s vision is to provide a range of housing options in order to meet the various needs and preferences of existing and future residents, and plan for a complete, balanced community. Compliance with Goal 10 is demonstrated through a housing inventory and analysis. The housing inventory and analysis completed for this updated Comprehensive Plan is included below, followed by six housing goals: Economically Sustainable, Socially Sustainable, Environmentally Sustainable, Density, Livability, and Innovation.

# HOUSING – GOALS & POLICIES

## ECONOMICALLY SUSTAINABLE – Goal 1

*Provide and maintain a balanced supply of affordable housing at prices and rents that meet the needs of current and future households. Also, ensure that the City has an adequate housing supply with enough land to support the community's growth.*

- POLICY HG 1.1**      **Adequate Land Supply.** Ensure that the City has enough land to accommodate Monroe's projected share of regional household growth, through regular monitoring and adjustments of available land.
- POLICY HG 1.2**      **Balanced Housing Supply.** Encourage opportunities to develop an efficient, compatible, and balanced mix of housing types and unit sizes at a range of housing prices, rents, and amenities dispersed throughout the City.
- POLICY HG 1.3**      **Multi-Dwelling Ownership.** Support homeownership opportunities in multi-dwelling housing by encouraging the building of apartments and condominiums.
- POLICY HG 1.4**      **Affordable Housing Compatibility.** Encourage the development of a variety of housing to meet the needs of a diverse community.
- POLICY HG 1.5**      **Affordable Housing Partnerships.** Continue to partner with nonprofit housing developers, such as Habitat for Humanity, and other agencies to create the opportunity to provide moderate- and low-income housing and rehabilitation activities in Monroe.
- POLICY HG 1.6**      **Fair Housing.** Employ strategies that support the Fair Housing Act.

## SOCIALLY SUSTAINABLE – Goal 2

*Provide opportunities for the development of a variety of housing that meet the needs and preferences of current and future households.*

- POLICY HG 2.1**      **Variety of Housing Choice.** Employ development standards that allow the opportunity for development of housing types such as single-family residences, single-story single-family housing, multi-family, mixed-use, accessory dwellings units, duplexes, apartments, attached and detached single family residences, condominiums, townhouses, government-assisted affordable housing, and manufactured housing.
- POLICY HG 2.2**      **Housing for All Incomes.** Provide opportunities to develop housing that is appealing to people at all income levels.
- POLICY HG 2.3**      **Ageing Population and Disabled Population.** Support a diverse supply of affordable, accessible housing to meet the needs of older adults and people with disabilities, especially in centers and other places which are in close proximity to services and transit.

- POLICY HG 2.4**            **Community Services.** Strengthen relationships with the Monroe School District and the amenities it provides while also continuing to seek out opportunities to provide more spaces for community members to gather.
- POLICY HG 2.5**            **Allow Manufactured Housing.** Allow the development of manufactured housing in well planned and developed manufactured home parks or in areas that permit single-family dwellings.
- POLICY HG 2.6**            **Consistency with City Plans.** Locate housing types to be consistent with the Comprehensive Plan Map and Zoning Map.

## **ENVIRONMENTALLY SUSTAINABLE – Goal 3**

*Encourage sustainable practices in planning and developing housing.*

- POLICY HG 3.1**            **Energy Efficiency.** Promote energy-efficient design and construction, and construction methods, such as the installation of renewable energy, and water reuse to improve housing quality and reduce housing operating costs.
- POLICY HG 3.2**            **Green Infrastructure.** Promote the use of vegetated stormwater facilities, pervious pavement and similar “green streets” elements compatible with publicly-maintained infrastructure.
- POLICY HG 3.3**            **Environmental Impact Reduction.** Foster flexibility in the division of land, the siting of buildings, and use of construction methods and technologies to reduce environmental impacts and promote renewable energy.
- POLICY HG 3.4**            **Impact Mitigation through Density Modification.** Allow density reductions or transfers within residential development projects that seek to minimize impacts to environmentally-sensitive areas such as floodplains, severe soil limitations, or other natural or man-made hazards.
- POLICY HG 3.5**            **Greenspace.** Coordinate with developers, builders, and contractors to ensure that any new development allocates area for greenspace.
- POLICY HG 3.6**            **Urban Renewal Programs.** Encourage renovation of deteriorating housing stock through urban renewal programs and enforcing nuisance and hazard ordinances.
- POLICY HG 3.7**            **Energy Conservation Programs.** Encourage programs that provide assistance or incentives for energy conservation adjustments on existing housing.

## **DENSITY – Goal 4**

*Establish minimum and maximum densities for all areas designated for residential or mixed-use on the Comprehensive Plan Map.*

- POLICY HG 4.1**            **Land Use Efficiency.** Ensure that land provided for housing within the City is efficiently-developed, locationally-appropriate, and at densities that can accommodate forecasted growth.
- POLICY HG 4.2**            **Densities.** Establish minimum and maximum densities for all areas designated for residential or mixed-use on the Comprehensive Plan Map, resulting in the building

of at least 80 percent of the maximum number of dwelling units per net residential acre permitted by the applicable residential zone.

**POLICY HG 4.3**      **Density Variation.** Allow residential development at densities higher than those designated by the Comprehensive Plan when approved by the City under the Planned Unit Development (PUD) Process.

**POLICY HG 4.4**      **High Density Residential Development.** High-density residential development, not to exceed 18 units per net acre (not including right-of-ways), will be dispersed throughout the city including around the central commercial area or in areas with good access to collector or arterial streets.

**POLICY HG 4.5**      **Medium Density Residential Development.** Medium-density residential development, with a range of two to twelve units per net acre (not including right-of-ways), will be dispersed throughout the city including around the central commercial area or in areas with good access to collector or arterial streets.

**POLICY HG 4.6**      **Low Density Residential Development.** Low-density residential development, not to exceed six units per net acre (not including right-of-ways).

**POLICY HG 4.7**      **Residential Density Targets.** Target ratios by Plan Designation are:

- Low-Density Residential: 25%
- Medium-Density Residential: 50%
- High-Density Residential: 25%

**POLICY HG 4.8**      **Residential Design Techniques.** Consider alternative residential design techniques and amend the zoning ordinance to provide for those techniques that the City of Monroe views as beneficial to the community. Design techniques that could be beneficial to the community are those that would provide:

- Methods to reduce the cost of housing;
- Greater housing choice;
- Efficient land use;
- Efficient energy use.

**POLICY HG 4.9**      **Residential Services.** Residential development will coincide with the provision of adequate streets, water and sanitary sewage and storm drainage facilities. These facilities will be:

- Capable of adequately serving all intervening properties as well as the proposed development;
- Designed to meet City standards.

## **LIVABILITY – Goal 5**

*Provide for the planning, development, and preservation of a variety of housing types and lot sizes.*

**POLICY HG 5.1**      **Well-Designed Neighborhoods.** Promote well-designed neighborhoods so that existing and new neighborhoods in Monroe are attractive, safe, and healthy places to live; respect surrounding context; and enhance community character.



- POLICY HG 5.2**      **Livability Amenities.** Integrate amenities such as enhanced open space, community gardens, community gathering spaces, and multi-use paths for connectivity in single-family, multi-family, and mixed-use development.
- POLICY HG 5.3**      **Walk and Bike to Daily Needs.** Support development of new retail and personal services in conjunction with housing in locations that are compatible with the surrounding area, including commercial areas that allow for ease of pedestrian and bicycling access, and enhance the ability of people to easily meet their daily needs.
- POLICY HG 5.4**      **Reasonably Increased Densities.** Leverage development and redevelopment potential to reasonably increase densities with respect to existing or planned neighborhoods and infrastructure.
- POLICY HG 5.5**      **Density to Support Transit.** Foster the development of housing at densities that support transit and in areas near existing or planned transit.
- POLICY HG 5.6**      **Compatible Development Patterns.** Establish development patterns that combine residential with other compatible uses in mixed-use areas as appropriate, such as downtown, Riverside District, etc.
- POLICY HG 5.7**      **Standards for Streets.** Provide land use regulations and standards that address various street classifications, including special development setbacks for specific streets where warranted.
- POLICY HG 5.8**      **Reduce Negative Impacts.** Mitigate the impact of close proximity traffic, noise, odor, lack of privacy, and negative visual aesthetics, through compatible site and building design.
- POLICY HG 5.9**      **Existing Housing Stock Maintenance.** Ensure active enforcement of the City of Monroe’s Municipal Code regulations to ensure maintenance of housing stock in good condition and to protect neighborhood character and livability.
- POLICY HG 5.10**      **Donated Land Accounting.** Account for land donated and accepted by the City for needed public facilities in the determination of allowed residential densities as appropriate.
- POLICY HG 5.11**      **Supportive Public Facilities and Services.** Ensure the appropriate type, location, and phasing of public facilities and services, including schools, sufficient to support housing development in areas presently developed or undergoing development or redevelopment.
- POLICY HG 5.12**      **Residential and Public Use Compatibility.** Ensure compatibility of non-residential public uses such as schools, trails, or cell towers, and quasi-public uses, such as a bed and breakfast inn, home occupations, or day care, when they are located in residential areas, through special planning and design review when necessary.

- POLICY HG 5.13**      **Residential and Public Facilities Compatibility.** Ensure compatibility between residential areas and public facilities, including emergency services.
  
- POLICY HG 5.14**      **Historic Context.** Promote housing and site design that supports the conservation, enhancement, and continued vitality of areas with special historic, architectural, or cultural value.
  
- POLICY HG 5.15**      **Open Space Provisions.** Foster the provision of land for open space and recreation for new and existing residents when developing housing.
  
- POLICY HG 5.16**      **Crime Prevention.** Employ design principles that enhance security and foster Crime Prevention through Environmental Design.

## **INNOVATION – Goal 6**

*Encourage innovative architectural and site design in planning and developing housing.*

- POLICY HG 6.1**      **Innovative Housing Types.** Support innovative design techniques that allow the opportunity for varied housing types such as, but not limited to, cottages, accessory dwelling units, single story units, and extended family and multi-generational housing.
  
- POLICY HG 6.2**      **Innovative Site Design.** Foster flexibility in the division of land and the siting of buildings and other improvements to allow for innovation.
  
- POLICY HG 6.3**      **Sustainable Technologies.** Promote the use of sustainable and efficient technologies and materials in housing construction that increase the quality and useful life of new and existing housing.
  
- POLICY HG 6.4**      **Allow Variation Based on Public Benefit.** Ensure the quality and design of developments seeking adjustments or variation to established development standards are reflected through the provision of additional amenities or public benefit elements, such as sustainable building design, provision of additional usable open space, or higher quality architectural design.

## CHAPTER 11

# Public Facilities and Services

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The City of Monroe recognizes the importance of promoting and sustaining public infrastructure and human services that address adequate food, shelter, transportation, education, health care, public safety, and other essential services.

## **PUBLIC FACILITIES AND SERVICES**

Public facilities and services form the support structure for the development of the City. Statewide Planning Goal 11 directs communities to develop Public Facilities Plans that inform and direct water, sewer, and transportation facilities projects over a longer-term horizon than is normally used in Capital Improvement Programs, which typically span five years or less.

### **CONTEXT**

The City of Monroe provides direct services to citizens, including community development, library, parks and recreation, and some utilities such as sanitary sewer, stormwater and drinking water. The Public Facilities Plan provides a tool for aligning community goals with future investments. Monroe desires to maintain and grow its public services for the future. Balance between the maintenance and operation of existing services and the extension of new public services will be critical to reliable, resilient, cost-effective, and equitable service provision.

In 1986, when the last draft of the Comprehensive Plan was written, the City offices were housed in combination with the Library, City Hall, Police Substation and Fire Hall building. Since then, the Monroe Community Library has been moved to the north end of town, across from the High School, and the Police Substation has been vacant and used as additional offices and storage for City Hall.

There are currently two City Shops. One across the street from City Hall, which is in need of repair. It is currently being used to store large machinery and the Monroe Vision and Revitalization Committee's event equipment. The second City Shop is located behind City Hall. This shop holds the Public Work staff office, breakroom, and garage to store one of two City trucks along with various other equipment.

The City of Monroe has two public community meeting spaces. The American Legion Hall serves as a large meeting hall for the City and holds many weekly events for the community. The new community library, built five years ago, has two conference rooms. The Library hosts its own weekly programming as well as rents out the conference rooms for various events.

The United States Post Office, Monroe Telephone Company and Pacific Power & Light (PPL) serve the needs of the greater Monroe community.

As of 2019, the City of Monroe contracts its law enforcement through Junction City Police Department and Fire and Medical services are provided by the Monroe Rural Fire Protection District. Medical needs are being met through the Monroe Health Center, Emergency Medical Team, or 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; declining to 170 children enrolled by November 4, 1985. 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. As of 2019, there are 465 students enrolled in K-12 in the Monroe School District. In 2017, the Monroe 1J School District launched a Bond Project for the next 50 years to provide funding for new building updates and modifications such as the expansion of the elementary school.

Senior citizens activities are carried out in various facilities throughout the City. The South Benton Senior Nutrition Program provides meals for Monroe Senior Citizens every Tuesday and Thursday at Legion Hall.

As discussed in Chapter 6, the City of Monroe receives its water supply from the Long Tom River. The City currently has a million-gallon water storage reservoir.

# GOING FORWARD

Going forward, Monroe will focus on achieving five main goals related to providing public facilities, utilities, and services: Service Provision, Urbanization, Equity, Operations, and Expenditures. A successful public facility and service system is characterized by the timely, orderly, and efficient delivery of services at levels appropriate for planned land uses. The City will identify opportunities for creative problem solving and cost effectiveness through coordinated planning efforts, while continually engaging in efforts to improve the quality, productivity, and sustainability of infrastructure in Monroe.

## PUBLIC FACILITIES AND SERVICES – GOALS & POLICIES

### SERVICE PROVISION – Goal 1

*Provide public facilities, utilities, and services in a timely, orderly, and efficient manner.*

- POLICY PFS 1.1**      **Full-Service City.** Maintain and enhance the City’s role in the provision of a complete array of public services to the community, particularly for police and emergency medical services.
  
- POLICY PFS 1.2**      **Service Provider Coordination.** Collaborate with service providers on extensions of public facilities, utilities, and services and prioritization of capital expenditures.
  
- POLICY PFS 1.3**      **Intergovernmental Agreements.** Clearly define roles and responsibilities through the use of interagency coordination agreements with service providers.
  
- POLICY PFS 1.4**      **City Department Coordination.** Coordinate planning and provision of public facilities, utilities, and services among City departments, as appropriate.
  
- POLICY PFS 1.6**      **Public Facility Plan.** Develop and maintain a Public Facility Plan as a 20-year strategy to ensure delivery of public facilities, utilities, and services to the planning area at urban levels of service.
  
- POLICY PFS 1.7**      **School Facility Plans.** Coordinate with the Monroe School District in developing and updating their facility plans designed to meet enrollment increases and population growth, including land supply analysis for future school siting.
  
- POLICY PFS 1.8**      **Regulatory Consistency.** Collaborate with state and regional partners on the regulations that address regional environmental and infrastructure impacts, such as transportation, stormwater mitigation, and floodplain development standards.
  
- POLICY PFS 1.9**      **State and Federal Regulations.** Work toward fiscally-sustainable compliance with state and federal mandates through intergovernmental coordination and problem-solving.
  
- POLICY PFS 1.10**      **Data and Information Exchange.** Develop processes to ensure a timely and accurate exchange of data with service providers to facilitate utilization of best available information.

**URBANIZATION – Goal 2**

*Utilize the availability of public facilities, utilities, and services as a tool for guiding urbanization within Monroe.*

**POLICY PFS 2.1**            **Future Levels of Service.** Improve the capacity of public facilities, utilities, or services where feasible and cost effective, in order to provide future delivery of services to urbanizable areas upon annexation.

**POLICY PFS 2.2**            **Concurrency.** Require the provision of public facilities, utilities, and services prior to or concurrent with development, in accordance with state statute.

**POLICY PFS 2.3**            **Feasible and Cost-Effective Service.** Ensure that properties to be annexed can be reasonably served by public facilities, utilities, and services and that any public costs associated with annexation are minimized.

**POLICY PFS 2.4**            **City Facilities.** Monroe’s City Hall building needs to be expanded to accommodate larger Council Chambers and additional office space for City Hall staff to serve the growing community. Also, due to expected growth in population over the next 20 years, the City Public Works team needs an updated City Shop.

**POLICY PFS 2.5**            **Coordination with Property Owners.** Endeavor to work with property owners to continuously maintain public facilities and services.

**EQUITY – Goal 3**

*Equitably support existing and planned land uses with needed public facilities, utilities, and services.*

**POLICY PFS 3.1**            **Balanced Service Extension.** Balance the extension of public facilities, utilities, and services in a manner that accommodates expected population and employment growth while maintaining the City’s ability to continue providing existing services citywide.

**POLICY PFS 3.2**            **Adequate Service Provision.** Establish, improve, and maintain public facilities, utilities, and services at levels appropriate to support land use patterns, densities, and anticipated residential and employment growth, as physically feasible and as sufficient funds are available.

**POLICY PFS 3.3**            **Appropriate Service Levels.** Maintain facilities and systems, including public buildings, technology, fleet, rights of way, and internal service infrastructure, to enable service provision at appropriate levels.

**POLICY PFS 3.4**            **Co-Location of Community Amenities.** Collaborate with private and public entities such as schools, businesses, and recreation providers to facilitate the shared use of multi-purpose venues to help meet the education, recreation, and civic use needs of the community, particularly in neighborhoods with limited access to parks, meeting venues, and public spaces.

- POLICY PFS 3.5**      **Community and Business Group Partnerships.** Partner with community and business groups to improve the appearance, maintenance, and functionality of public spaces, rights-of-way, and community venues.
  
- POLICY PFS 3.6**      **School Access Planning.** Collaborate with education providers to facilitate safe routes to existing schools and to consider safety and access when determining attendance boundaries, new school locations, and school designs.
  
- POLICY PFS 3.7**      **Waste Management.** Ensure development review, rights-of-way regulations, and public facility investments to allow the City to manage solid waste effectively and in a manner that is consistent with regional and State waste reduction and recovery goals.
  
- POLICY PFS 3.8**      **Equitable Access to Services.** Ensure access to services in all areas of the City, reduce disparities in capacity and affordability, and provide reliable service for the community.

**OPERATIONS – Goal 4**

*Provide and manage the public facilities, utilities, and services necessary for a safe, healthy, and livable environment.*

- POLICY PFS 4.1**      **Efficiency of Facilities.** Endeavor to reduce the energy and resource use, waste, and carbon emissions from public facilities.
  
- POLICY PFS 4.2**      **Risk Management.** Work with service providers to ensure the facilities, utilities, and services for the community are maintained and improved to minimize or eliminate risks to the economy, public health, safety, and the environment.
  
- POLICY PFS 4.3**      **Infrastructure Resiliency.** Create durable and resilient infrastructure through monitoring, planning, investment, maintenance, adaptive technology, asset management, and continuity planning.
  
- POLICY PFS 4.4**      **Technology and Communication.** Work with service providers to ensure the community’s technology and communication facilities are adequately maintained and enhanced to support public safety, facilitate access to information, accommodate new technology, and maintain City operations.
  
- POLICY PFS 4.6**      **Temporary Use of Right-of-Way.** Support temporary commercial or community use of rights-of-way, such as for public gatherings, events, outdoor dining, and other unique uses, with appropriate permits when required, as long as they provide a community benefit, maintain safety, and minimize conflict with the ultimate use and purpose of rights-of-way.

**EXPENDITURES – Goal 5**

*Provide public facilities, utilities, and services in a cost-effective manner.*

- POLICY PFS 5.1**      **Capital Improvement Program.** Maintain a long-term capital improvement program to include a comprehensive list of projects from service providers’

adopted master plans, and identify costs and funding sources for achieving desired types and levels of public facilities, utilities, and services.

**POLICY PFS 5.2**      **Funding Sources.** Adopt additional funding methodologies, as needed, to ensure that new development and redevelopment fund the adequate and equitable extension and long-term maintenance of public facilities, utilities, and services.

**POLICY PFS 5.3**      **Asset Management.** Improve and maintain public facility systems using asset management principles to optimize preventative maintenance, reduce unplanned reactive maintenance, achieve scheduled service delivery, and protect the quality, reliability, and adequacy of City services.

**POLICY PFS 5.4**      **Investment Coordination.** Encourage capital improvements that complement and leverage other major capital improvements.

**POLICY PFS 5.5**      **Funding Priorities.** Prioritize funding for facilities, utilities, and services considered critical to the livability and safety of the community, including but not limited to those that protect life and safety, as well as contractual obligations such as debt service.



## CHAPTER 12

# Transportation

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Monroe has a transportation system that efficiently moves people to where they live, work, play, as well as moves goods and services to market. The City has safe, walkable, and bike-able neighborhoods that are linked to surrounding areas, parks, schools, community destinations, and public transit services.

# TRANSPORTATION

Planning for a transportation system that is able to move people and goods safely, efficiently, cost effectively and reliably, can be a challenging endeavor. Much of this work is accomplished through a Transportation System Plan (TSP), which provides direction, identifies needs, and addresses transportation-related issues associated with development consistent with the requirements of Statewide Planning Goal 12.

## CONTEXT

Monroe faces a number of challenges related to planning and implementing transportation improvements. The City is connected to the larger region by a network of roads, trails, and other facilities that must be planned for, designed, funded, constructed, and maintained. Monroe and the South Benton community need to be connected to the regional transportation network. Doing so often requires transforming rural roads and upgrading existing roads, functioning as major multimodal streets in new housing or commercial areas. Even with continued growth, most people who live in the city or surrounding South Benton Community will likely continue to work elsewhere, increasing demand on regional connections. At the same time, the City must also ensure that the transportation network accommodates a variety of transportation needs and is implemented and operated in a way that supports livability today and into the future. For example, as our City's population continues to age, the City's transportation system must also evolve to meet needs for those ages 65 and over. Evolving commute patterns and an increasing need for ride share or public transit options indicate the need to more proactively plan comprehensive networks for all modes. Transportation plans also need to consider equity issues, both in terms of mitigating disproportionate impacts and promoting access to transportation options for all segments of the community.

## MONROE TRANSPORTATION SYSTEM PLAN (1978)

*The first City of Monroe Transportation System Plan (TSP) was created and adopted in 1978 followed by the adoption of the Comprehensive Plan in 1979. The original 1978 TSP is referenced below:*

### **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 Railroad has removed the railroad tracks from their property between Orchard Street and the Grade School in 1958. This right-of-way, if converted to a bike path, would provide a safer alternative than 5<sup>th</sup> Street for school children bicycling to the school. Both Highway 99W and 5<sup>th</sup> Street are designed by Oregon Department of Transportation as bike ways.*

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

**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 maybe 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.

<b>Type of Street</b>	<b>Minimum Right-of-Way Width</b>	<b>Minimum Right-of-Way Width</b>	<b>Traffic Volume (Vehicles per Day)</b>	<b>Driving Speed (Miles per Hour)</b>
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
<i>(Territorial Highway – determined by the State Highway Department in consultation with Monroe.)</i>				
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 (5<sup>th</sup> 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 10<sup>th</sup> 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. 7<sup>th</sup> 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. *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:*
    - i. *On the west side of Highway 99W, with particular attention given to the intersections of Kelly, Commercial, Main, and Orchard Streets.*
    - ii. *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:*
    - i. *Surfacing (asphalt or oil mat) of all City streets.*
    - ii. *The installation of curbs and gutters where appropriate.*
    - iii. *Extension of 7<sup>th</sup> 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*

- 1. *Bicycles – A portion of the railroad right-of-way from Orchard Street south to the grade 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.*
- 2. *Both Highway 99W and 5<sup>th</sup> 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.*
- 3. *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.*
- 4. *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.*
- 5. *The City will assure that handicap parking provisions are met.*

## **MONROE TRANSPORTATION SYSTEM PLAN (2040)**

The 2039 Monroe Transportation System Plan (2040 TSP) was initiated in conjunction with Benton County's Transportation Plan and completed in 2019. The completion of the 2039 TSP satisfies the requirements for Goal 12 and is timely. In 2018, the community developed a vision for the future, called Monroe Tomorrow, and a key component of this vision is developing an efficient and balanced multi-modal transportation system. The 2039 TSP supports that vision, addresses community needs, communicates the City's aspirations, and conforms to state and regional policies.

The Oregon Revised Statutes require that the transportation plan be based on the current Comprehensive Plan land uses and that it provides for a transportation system that accommodates the expected growth in population and employment that will result from implementation of the land use plan. Development of the 2039 TSP was guided by Oregon Revised Statute 197.712 and the Department of Land Conservation and Development (DLCD) Transportation Planning Rule contained in Oregon Administrative Rule 660-012.

The TPR requires that alternative travel modes be given consideration along with the automobile, and that reasonable effort be applied to the development and enhancement of alternative modes in providing the future transportation system. In addition, the TPR requires that local jurisdictions adopt land use and subdivision ordinance amendments to protect transportation facilities and to provide bicycle and pedestrian facilities between residential, commercial, and employment/institutional areas. It is further required that local communities coordinate their respective plans with the applicable county, regional, and state transportation plans.

Additionally, transportation planning in Monroe is shaped by opportunities and constraints as much as by transportation needs. Growth within the City and the surrounding South Benton Community increases travel demand and associated congestion, while the built environment also makes major roadway expansions costly to construct. At the same time that these costs rise, competition is high for scarce transportation funding resources. There is also a greater awareness of the negative impacts that come from creating an environment geared toward reliance on personal automobile travel. There is growing concern about greenhouse gas emissions as well as dependency on foreign oil and rising fuel costs. Reliance on automobile travel instead of active transportation, such as walking and cycling, is also one culprit in the rise of obesity, including among children. While there are myriad strategies to combat these issues, a critical role for transportation is the provision of a balanced, multi-modal transportation system.

These challenges—the built environment, high costs, limited funding, environmental impacts, and personal health issues—were significant in shaping the 2039 TSP. At the same time, they helped direct the plan toward opportunities to integrate Monroe's transportation system with regional and state investment plans; to promote land use patterns that support those investments; to minimize impacts to the local community; and, to provide Monroe residents with options for personal, recreational, and commute travel.

## **GOING FORWARD**

Our Comprehensive Plan and TSP work together to set the POLICY framework guiding the growth and operation of the City's transportation system, as well as a refined set of specific projects identified for implementation to improve particular elements of the overall system. Combined with a strong emphasis on data collection, technology integration, and innovation, these policies and investments ensure that the City can be proactive in identifying and addressing transportation needs. Monroe is taking a holistic approach to building a multi-modal system, from re-examining street designs to account for different neighborhood contexts when promoting safety, to continuing to emphasize access to walking, biking, and transit options to reduce overall dependence on the automobile for daily needs.

# TRANSPORTATION – GOALS & POLICIES

## SAFETY – Goal 1

*Develop and maintain a transportation system that seeks to eliminate fatalities and serious injuries.*

- POLICY TR 1.1 Safety for All Modes.** Develop and maintain the transportation system to enable users of all modes, including pedestrians, cyclists, drivers, and those taking transit, to be equally safe and comfortable.
- POLICY TR 1.2 Pedestrian Network Safety.** Improve pedestrian safety throughout the City, particularly near schools, transit stops and stations, public facilities, and street crossings.
- POLICY TR 1.3 Safety Monitoring and Mitigation.** Monitor the City transportation system to identify, prioritize, and mitigate safety issues, and improve high-crash locations for all modes.
- POLICY TR 1.4 Education, Awareness, and Enforcement.** Partner across agencies and departments to improve transportation system safety education, build awareness, and ensure enforcement across the community.

## MULTI-MODAL – Goal 2

*Provide a complete, connected, and efficient multi-modal transportation system.*

- POLICY TR 2.1 Multi-Modal Corridors and Facilities.** Design transportation corridors and facilities that support and promote the use of multiple modes of travel to move people, goods, and services. Establish and enhance citywide networks for pedestrian, bicycle, automobile, transit, and freight traffic that are integrated and interconnected into a comprehensive, easily-navigable multi-modal system.
- POLICY TR 2.2 Connecting Destinations.** Provide multimodal transportation options within, between, and in close proximity to City Center, Regional Center, Transit Stations, Neighborhoods, the Highway 99W Corridor, and current and future major destinations.
- POLICY TR 2.3 Low-Stress Alternatives.** Develop pedestrian and bicycle-friendly alternatives to arterials and collectors for multi-modal travel to improve connectivity and serve local needs.
- POLICY TR 2.4 Transit Expansion.** Collaborate with local and regional transit providers to improve and expand transit service as needed, particularly the availability of frequent transit service including evening and weekend service, in all areas of the City.
- POLICY TR 2.5 High-Capacity Transit.** Coordinate with local and regional partners to expand high-capacity transit service where consistent with the City's needs and interests, to enhance mobility options, increase overall transit use, and better connect local and regional employment, commercial, and residential areas.
- POLICY TR 2.6 Bicycle and Pedestrian Facilities and Access.** Improve and expand bicycle and pedestrian facilities that accommodate users of various abilities. Ensure safe and convenient access to existing and planned bike and pedestrian facilities, including bicycle parking, from nearby schools, transit, parks, public facilities, employment, and retail areas.

**POLICY TR 2.7 Trails Connectivity.** Connect local off-street trails with regional trail systems and local pedestrian and bicycle networks as part of an integrated transportation system.

### **TRIP REDUCTION – Goal 3**

*Reduce the number of motor vehicle trips and per capita vehicle miles traveled by providing viable travel options.*

**POLICY TR 3.1 Reduce Vehicular Miles Traveled.** Foster the reduction of single-occupancy vehicular miles traveled to improve efficiency of the existing system.

**POLICY TR 3.2 Mode Options.** Plan an efficient transportation system that encourages users to choose modes and transportation alternatives that reduce single-occupancy car use.

**POLICY TR 3.3 Transportation Demand Management.** Support the use of Transportation Demand Management measures and incentives including carpools, vanpools, shuttle services, telecommuting, current and emerging technologies, parking strategies, and staggered work hours as a means of reducing transportation demand.

### **SYSTEM DESIGN – Goal 4**

*Plan and implement a City transportation system that accommodates current and future needs.*

**POLICY TR 4.1 Coordinate Land Use and Transportation.** Align land use and transportation planning efforts to create an efficient and effective multi-modal transportation system that supports densities, land uses, and development types envisioned in the Comprehensive Plan, community plans, and/or other adopted land use plans.

**POLICY TR 4.2 Functional Classifications.** Organize the street network around a street classification hierarchy that describes how different types of streets address mobility and access to, through, and between different land uses.

**POLICY TR 4.3 Standardized Cross-Section Designs.** Develop and maintain standardized cross-section design standards for public streets that reflect intended land uses and design characteristics and envision future needs.

**POLICY TR 4.4 Special Street Classification Design Standards.** Establish specialized design standards when necessary to address unique context of individual streets and/or surrounding land uses. Allow deviation from standardized and special street classification design standards where proposed designs support adjacent uses, address unique constraints, and provide for acceptable performance.

**POLICY TR 4.5 Right-of-Way Protection.** Identify and protect right-of-way for potential public use necessary to accommodate future needs and demands.

**POLICY TR 4.6 Parking Supply.** Establish and maintain context sensitive standards to ensure appropriate parking capacity for all modes, while also considering parking management for the efficient use of resources. Create area specific parking management plans where



appropriate, and ensure parking standards address neighborhood livability and needed capacity to support development.

**POLICY TR 4.7 Emergency Services Access.** Require appropriate access to properties for emergency services vehicles throughout the City. Coordinate with law enforcement and emergency response agencies in the planning and design of transportation facilities and emergency response operations.

**POLICY TR 4.8 Regional Consistency.** Apply regional street design guidelines on streets identified in the Benton County Transportation System Plan within the context of local needs.

## **PERFORMANCE – Goal 5**

*Manage the City transportation system to maximize capacity while ensuring efficiency and safety.*

**POLICY TR 5.1 System Performance Standards.** Meet system performance standards consistent with local and regional goals.

**POLICY TR 5.2 Emerging Performance Measurements.** Explore the feasibility and applicability of emerging methods of measuring and evaluating transportation system performance and safety.

**POLICY TR 5.3 Address Congestion.** Invest in the transportation system to manage congestion consistent with local performance and safety goals.

**POLICY TR 5.4 Additional Capacity.** Support additional capacity on arterials and highways, where appropriate, to relieve congestion and improve mobility.

**POLICY TR 5.5 Development Impacts.** Identify strategies and measures to proactively address projected impacts of new development, infill development, and redevelopment on local and regional transportation systems, including placing appropriate conditions of approval on land use decisions. And also, partner with ODOT every 5 years to conduct a traffic study to determine the impact on transportation.

**POLICY TR 5.6 Systemwide Technologies.** Collaborate with regional and state partners to develop, operate and maintain Intelligent Transportation Systems including coordination of traffic signals, transit prioritization, and the integration of other emerging technologies to improve the efficiency and safety of the transportation system.

**POLICY TR 5.7 Preserve Investments in Transportation Facilities.** Inspect, maintain, and manage transportation system assets to provide a system that is safe, reliable, and efficient over the long term.

## **ECONOMY – Goal 6**

*Utilize the transportation system to support and sustain local and regional economic development.*

**POLICY TR 6.1 Regional Role.** Collaborate with regional partners to ensure that the City and regional transportation networks can support regional growth while maintaining livability and economic viability.

**POLICY TR 6.2 Goods and Services Movement.** Design the transportation system to facilitate the efficient movement of goods, services, workers, and equipment.

**POLICY TR 6.3 Freight Industry Collaboration.** Work with local and regional freight users and agency partners to understand their unique needs, and develop mutually-beneficial strategies and initiatives to improve freight mobility.

**POLICY TR 6.4 Standards Compliance.** Ensure compliance with federal, state, and local safety and design standards in the operation, construction, and maintenance of the transportation system to move freight and goods.

## **LIVABILITY – Goal 7**

*Integrate the transportation system with neighborhoods and places to increase livability and improve quality of life.*

**POLICY TR 7.1 Impact Mitigation.** Design and manage the transportation system to mitigate significant potential livability and environmental impacts.

**POLICY TR 7.2 Attractive Pedestrian Environment.** Develop attractive pedestrian environments by coordinating sidewalks, landscape design, street trees, utility placement, safety features, lighting, transit stop amenities, and other streetscape amenities that support pedestrian use in compliance with applicable City standards.

**POLICY TR 7.3 Minimize Unsafe Behaviors.** Incorporate design features to decrease speeding and other unsafe behaviors on local and neighborhood routes.

**POLICY TR 7.4 Health and Wellness Impacts.** Promote positive health outcomes for individuals, families, and neighborhoods through investments in measures such as active transportation and physical activity, while reducing pollution and environmental impacts.

**POLICY TR 7.5 Natural and Green Infrastructure.** Increase integration of natural and green infrastructure into the transportation system, including street trees, pervious pavement, the use of vegetated storm water management, and alternative design techniques, where appropriate.

## **FUNDING – Goal 8**

*Provide adequate funding for transportation system maintenance and enhancement.*

**POLICY TR 8.1 Transportation Financing Plan.** Develop and maintain an overall Transportation Financing Plan that addresses planned long-term investments, prioritizes investments to meet community goals, and identifies stable funding sources and mechanisms.

**POLICY TR 8.2 Capital Improvement Program.** Develop and maintain a prioritized capital improvement program for transportation projects.

**POLICY TR 8.3 Leverage Public and Private Investments.** Identify opportunities to make public transportation investments that complement and leverage other public and private capital investments.

**POLICY TR 8.4 Diverse Revenue Sources.** Provide a cost-effective transportation system with a variety of revenue sources. Support exploration of creative, non-traditional transportation funding sources that align with City needs and priorities.

**POLICY TR 8.5 Maintenance Funding.** Include applicable transportation maintenance expenditures in short and long-term financing and capital improvement planning, and consider long-term maintenance costs as part of any proposed capital improvement project.

**POLICY TR 8.6 Collaboration.** Identify opportunities for partnerships and collaboration between departments and agencies to share resources and ease mutual financial and/or resource burdens where appropriate.

## CHAPTER 13

# Energy Conservation

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The City of Monroe values a healthy ecosystem and participates in energy conservation and the use of alternative sources of energy in its long-term planning for development.

# ENERGY CONSERVATION

Oregon’s Statewide Planning Goal for Chapter 13 is to conserve energy. Any land use development will be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles. Examples of renewable energy include: solar, wind, bioenergy, geothermal, hydropower, marine, renewable fuels, and hydrogen.

## CONTEXT

The City’s 1986 Comprehensive Plan did not acknowledge energy conservation in its goals and vision for the City. As we move the City of Monroe into the future, we aim to be more environmentally and ecologically friendly in terms of renewable energy sources and recycling. Resolving the challenges that climate change poses to our local economy, community, and quality of life will require significant changes to our overall approach to energy.

Climate Action Now Act is a nationwide goal to achieve an economy-wide target of reducing greenhouse gas emissions by 26 to 28 percent below the 2005 level by 2025.

With the nation looking intensely at the impact of climate change, we as a City need to look to the future to address the challenges that arise and how the City of Monroe can prioritize energy conservation and use alternative energy sources.

## GOING FORWARD

To be able to further the goal of energy conservation in the City of Monroe, the City will look into grants that will help us educate and implement projects on conservation.

# ENERGY CONSERVATION – GOALS & POLICIES

## OUTREACH – Goal 1

*Educate the community on resources available to conserve and recycle.*

**POLICY EC 1.1**                    **Educate.** Educate the residents and businesses of the City of Monroe on renewable energy and on existing energy efficiency and conservation programs.

**POLICY EC 1.2**                    **Partnership with Homeowners.** Develop educational materials for homeowners to learn about potential energy saving options that comply with the State of Oregon’s codes.

**POLICY EC 1.3**                    **Partnership with Local Groups.** Work with community groups to implement an incandescent to LED lightbulb replacement program for residents and businesses.

## PLANNING – Goal 2

*Enhance the City’s planning practices.*

**POLICY EC 2.1**                    **Implementation Strategies.** Prioritize methods of analysis and implementation that will achieve maximum efficiency in energy utilization when working on projects related to land use.

**POLICY EC 2.2**                    **Land Use and Recycling.** The City’s land use planning will aim to recycle and re-use vacant land and those uses which are not energy efficient.

**POLICY EC 2.3**                    **Planning.** Plans directed toward energy conservation within the planning area will review any major determinant such as the existing and potential capacity of the renewable energy sources. Renewable energy sources include water, sunshine, wind, geothermal heat and municipal, forest and farm waste.

**IMPLEMENTATION – Goal 3**

*Update the City’s Monroe Land Use Plan (MLUP) to reflect our goals of conservation and recycling.*

**POLICY EC 3.1**                    **Land Use and Utilization.** Land use plans should be based on utilization of the following which can have a material impact on energy efficiency:

- a. Lot size, dimension, and siting controls;
- b. Building height, bulk and surface area;
- c. Density of uses, particularly those which relate to housing densities;
- d. Availability of light, wind and air;
- e. Compatibility of and competition between competing land use activities;
- f. Systems and incentives for the collection, reuse and recycling of metallic and nonmetallic waste.

**POLICY EC 3.2**                    **Incentives.** Develop an incentive program that encourages residential and commercial developers/builders to meet the standards and guidelines of the state or national green building programs, such as Leadership in Energy and Environmental Design (LEED), that exceed minimum structural code provisions for commercial energy efficiency mandated by the State of Oregon Building Codes Division.

## CHAPTER 14

# Urbanization

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Monroe strives to efficiently use land within the urban growth boundary and accommodate future growth of our community while maintaining its rural charm.

# URBANIZATION

Statewide Planning Goal 14 facilitates the orderly transition, utilization, and service of urban land. The Urban Growth Boundary (UGB) establishes a perimeter limiting urban expansion into open space areas, identifying urbanizable land available to accommodate projected 20-year housing and employment growth. Urban reserve areas identify land outside the UGB that may be added in the future to accommodate 50-year growth. The City of Monroe is responsible for managing the UGB. Using a forecast of population and employment growth for the region, the City evaluates whether the UGB needs to be adjusted in response to changing trends and forecasts.

In order to expand the UGB, it must be demonstrated to Oregon Land Conservation and Development Commission (LCDC) that the expansion meets the following criteria:

- a. There is a demonstrated need for the development;
  - b. There are no suitable sites within the existing UGB on which the development can occur;
  - c. Urban services can be provided; and
  - d. The proposed amendment is consistent with the Statewide Land Use Goals and Guidelines.
- Annexation is a growth management tool used by most Oregon cities to manage growth within UGBs.

## CONTEXT

The City of Monroe strives to have an Urban Growth Boundary that has a sufficient amount of urbanizable land to accommodate Monroe's increase in housing and economic development while preserving its rural charm. The City of Monroe also works to promote land use and development patterns that improve quality of life, maintain the community's identity, protect significant natural and historic resources, and meet the needs of existing and future residents for housing, employment, and parks and open spaces.

## COMPREHENSIVE PLAN (1986)

### A. *The Urban Growth Boundary.*

*The urban growth boundary for the city of Monroe 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 10" 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.*

## **GOING FORWARD**

During the 2017-2019 timeframe, the Greater Monroe Community participated in a visioning process, which was called Monroe Tomorrow. As a result of this process, we envision the City of Monroe shifting from a pass-through town to a vibrant community that attracts visitors and provides residents with places to gather. We also seek to establish more businesses in the Riverside District and amenities similar to those of our neighboring cities of Corvallis and Eugene, while maintaining our rural charm, scenic beauty, and slow population growth which will stimulate economic development. In regards to expanding Monroe's Urban Growth Boundary (UGB), we plan to first annex three parcels of land that Benton County owns, within the UGB, before discussing further expansion of the City Limits (see current and future zoning maps).

# URBANIZATION – GOALS & POLICIES

## GROWTH – Goal 1

*Accommodate long-range population and employment growth within the City of Monroe’s Urban Growth Boundary (UGB).*

- POLICY UR 1.1**      **Designate Land for Projected Growth.** Designate land uses in a manner that accommodates projected population and employment growth.
- POLICY UR 1.2**      **Facilitate Infill.** Facilitate the infill development of vacant or underutilized land consistent with City Comprehensive Plan land use designations.
- POLICY UR 1.3**      **Compact, Mixed-Use Development in Centers and Along Highway 99W Corridor.** Focus higher density, pedestrian-oriented, and transit-supportive mixed-use development near Transit Stations, the Riverside District, schools and neighborhood centers, and along the Highway 99W corridor.
- POLICY UR 1.4**      **Balance Higher Densities with Other Impacts.** Promote higher densities when proposed development is sufficiently-designed to mitigate potential negative aesthetic, environmental, and social impacts and demonstrates high levels of compliance with City development standards and design guidelines.
- POLICY UR 1.5**      **Targeted Revitalization.** Prioritize investment in and revitalization of areas where private investment patterns are not accomplishing this objective.
- POLICY UR 1.6**      **Range of Commercial Lot Sizes.** Manage commercial (employment) land to provide a range of lot sizes that accommodate a variety of employment types.
- POLICY UR 1.7**      **Routinely Verify Supply of Developable Land.** Routinely verify whether the City’s supply of developable land is sufficient to meet short- and long-term employment and housing needs.
- POLICY UR 1.8**      **Request Additional Lands for Projected Growth.** Request additional lands for urbanization when the City of Monroe will not accommodate the 20-year projected demand for employment and/or housing.
- POLICY UR 1.9**      **Maintain Character.** Maintain the City’s unique character by designing new and infill development that is compatible with Monroe’s existing neighborhoods and sewage disposal requirements.
- POLICY UR 1.10**      **Efficiency.** Promote the efficient use of land within the urban growth boundary and sequential development that expands in an orderly way outward from the existing city center.
- POLICY UR 1.11**      **Economic.** Encourage redevelopment in residential and commercial areas to encourage investment in the community and compatibility with the City’s existing historic character.

## **CONSISTENCY – Goal 2**

*Ensure local planning consistency with the region and the state.*

- POLICY UR 2.1**            **Local and Regional Plans Consistency.** Ensure consistency with the Benton County and other regional partners.
- POLICY UR 2.2**            **Adopt Comprehensive Plan Designations.** Ensure that all lands within Monroe City limits receive City Comprehensive Plan land use designations.
- POLICY UR 2.3**            **Development Consistent with Zoning, Plans, and Agreements.** Support new development, infill development, and redevelopment in a manner that maintains compatibility with surrounding areas and is consistent with adopted zoning, relevant City community-level plans, partner agency plans adopted by reference and incorporated into the Comprehensive Plan, and formal intergovernmental agreements.
- POLICY UR 2.4**            **Urbanized Unincorporated Annexation.** Adopt City land use designations that are most comparable to existing Benton County designations for newly-annexed urbanized areas until the City has completed community-level planning, consistent with intergovernmental agreements.
- POLICY UR 2.5**            **Unurbanized Unincorporated Annexations.** Require City community-level planning and the subsequent adoption of City Comprehensive Plan use designations prior to the annexation of unincorporated, unurbanized areas.
- POLICY UR 2.6**            **Consistent Community-Level Planning Procedures.** Maintain consistent procedures for City community-level planning in new development, infill development, and redevelopment areas.
- POLICY UR 2.7**            **Partner to Ensure City Governance and Service Delivery.** Partner with Benton County, other public agencies, and special districts to ensure that local planning reflects City responsibility for ultimate governance of and service delivery to identified unincorporated urbanized and unurbanized areas.
- POLICY UR 2.8**            **Update Urban Service and Planning Agreements.** Establish and periodically update urban service, urban planning, and other formal intergovernmental agreements as needed to support urbanization, annexation, and urban service provision.

## **INCLUSIVITY – Goal 3**

*Plan, develop, and enhance the urban built environment to meet the needs of community members of all ages, abilities, cultures, and incomes.*

- POLICY UR 3.1**            **Compatibility with the Community’s Needs and Resources.** Ensure development of land that is consistent and compatible with the community’s needs and resources.

- POLICY UR 3.2**      **Mix of Uses and Innovative Design.** Advance a mix of uses and innovative architectural and site designs that integrate access to daily needs into neighborhoods and yield an active public realm that enriches the lives and health of the whole community.
- POLICY UR 3.3**      **Range of Housing Choices.** Provide a range of housing choices that meet the needs and preferences of current and future community members of all ages, abilities, cultures, and incomes.
- POLICY UR 3.4**      **Strategies and Tools to Address Gentrification.** Create strategies to assess the risk associated with gentrification and use tools to mitigate the effects of new development and change on vulnerable households.
- POLICY UR 3.5**      **Range of Employment Types.** Foster a range of employment types intended to benefit Monroe and the region.
- POLICY UR 3.6**      **Perform ESEE Analysis.** Consider the economic, environmental, social, and energy (ESEE) consequences of urban growth when determining the appropriate location and intensity of urban growth.
- POLICY UR 3.7**      **Energy Implications of Urbanization and Higher Density Redevelopment.** Support climate change mitigation and climate change adaptation measures including pursuing resource efficiency, renewable energy, and reduction of nonrenewable energy use when areas are urbanized or are being redeveloped at higher densities.

## **FACILITIES & SERVICES – Goal 4**

*Provide for the orderly and efficient extension of public facilities, utilities, and services.*

- POLICY UR 4.1**      **Urban Service Extension while Maintaining Existing Services.** Integrate the type, design, timing, and location of public facilities, utilities, and services in a manner that accommodates expected population and employment growth while maintaining the City’s ability to continue providing existing public facilities, utilities, and services citywide.
- POLICY UR 4.2**      **Urban Service Extension Prior to Urban Development.** Require the provision of public facilities, utilities, and services prior to or concurrent with urban development.
- POLICY UR 4.3**      **Development Contributes to Funding Urban Service Extension.** Adopt additional funding methodologies, as needed, to ensure that new development and redevelopment adequately contribute to funding the necessary extension of public facilities, utilities, and services.
- POLICY UR 4.4**      **Annexation.** Annexation based on proximity to services. Ensure that properties to be annexed can be reasonably served by public facilities, utilities, and services.
- POLICY UR 4.5**      **Equitable and Standardized Annexation Practices.** Maintain equitable and standardized annexation practices.

**POLICY UR 4.6**            **Interagency Coordination on Service Delivery.** Coordinate the extension of public facilities, utilities, and services and prioritization of capital expenditures with Benton County, other public agencies, and special districts responsible for providing public facilities, utilities, and services within Monroe City limits.

**POLICY UR 4.7**            **Interagency Collaboration on Regional Infrastructure and Environmental Impacts.** Collaborate with regional partners on the regulations that address regional infrastructure and environmental impacts, such as transportation, water, and floodplain development standards.

### **EDGE COMPATIBILITY – Goal 5**

*Enhance compatibility between urban uses and agricultural and forest uses on adjacent land outside the Urban Growth Boundary.*

**POLICY UR 5.1**            **Compatibility Between Urban Uses and Agricultural or Forest Practices.** Promote compatibility between urban uses and adjacent agricultural or forest practices outside the Urban Growth Boundary.

**POLICY UR 5.2**            **Lower-Intensity Uses Beside Rural Reserves.** Focus lower-intensity urban development adjacent to rural reserves, designed to create an effective transition between urban uses and agricultural and forest uses.

**POLICY UR 5.3**            **Urban Uses Beside Urban Reserves.** Design development adjacent to urban reserves to maintain a cohesive urban environment as these areas develop in the future.

**POLICY UR 5.4**            **Public Facility Design Near Agricultural and Forest Practices.** Consider the design of public facilities, utilities, and services to accommodate nearby agricultural and forest practices

**POLICY UR 5.5**            **City Greenway System Buffer.** Pursue a City greenway system that enhances buffering between urban uses and nearby agricultural and forest uses outside the Urban Growth Boundary.

## CHAPTER 15

# Comprehensive Plan Map and Land Use Designations

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Monroe's Comprehensive Plan is useful, accessible, relevant, and structured in a way that best serves our community. Also, the Plan and associated implementation tools build on the future and align with County, State, and Federal law.

# LAND USE PLANNING AND PROCEDURES

The Comprehensive Plan is linked to essential land use planning procedures that impact our urban form, meaning that the process for updating and managing the plan is critically important. Transparent and streamlined procedures provide a process for managing growth and planning for land use that ensures consistency from the grand-scale vision to the broad goals and policies, the refined components, the concrete implementation tools, and finally in development review and decision-making.

## CONTEXT

As described in the section called, Our Plan, the Comprehensive Plan includes a set of components including background analyses and inventories, goals and policies, implementing plans for specific geographical areas and infrastructure systems, and a land use map. Together, these components establish a POLICY framework, rooted in a factual basis, that helps inform other critical planning documents and implementing tools that serve as a kind of coordinated, overarching strategy for how the City works and provides services, as well as the types of services that it provides. Administration of the Comprehensive Plan includes maintaining the collaborative components of The Plan itself including but not limited to the MLUDC; the relationships between the Comprehensive Plan and its implementation tools; and the connections between the Comprehensive Plan, Monroe's Vision Plan – Monroe Tomorrow, and County and State law. Land use procedures provide the mechanism for applying the aspirations identified in The Plan and Monroe's Vision Plan to the administrative process of reviewing a development application, guiding the internal management of the Comprehensive Plan and the operations of the Planning Department. As conditions and needs may change over the life of the Comprehensive Plan, the City must have a process in place for amending and changing the Comprehensive Plan and its supporting documents and implementation tools. Through the following goals and policies, Monroe has established a framework for updating and managing this suite of documents so that they remain flexible enough to respond to changing needs and conditions, while being specific enough to guide day-to-day land use decisions.

## GOING FORWARD

The City's approach to land use will focus on providing consistency in planning and procedures; maintaining a well-structured, working Comprehensive Plan; implementing the Plan; and administrating the plan. The City will regularly review the Comprehensive Plan and implementation measures to ensure that The Plan remains a living document that continues to respond to shifting needs and priorities. It will be front and center as the City evaluates development; it will be continually evaluated for success; and it will be continually refined as time goes on.

The City of Monroe's Land Use Planning and Procedures will strive to achieve these four goals:

1. Planning and Procedural Coordination
2. A Well-Structured, Working Plan
3. Plan Implementation
4. Plan Administration

## PLANNING AND PROCEDURAL COORDINATION – Goal 1

*Ensure that Monroe’s Comprehensive Plan, implementation tools, and administration procedures build on the community’s vision for the future and align with county, state, and federal plans and regulations.*

- POLICY LUPP 1.1**      **Communitywide Vision.** Maintain a Comprehensive Plan comprised of coordinated and interrelated components developed with guidance from the communitywide vision so that consistent implementing tools further the aspirations of The Plan and, subsequently, the vision in day-to-day land use decisions and actions.
  
- POLICY LUPP 1.2**      **County, State, and Federal Consistency.** Maintain a Comprehensive Plan and associated implementation tools consistent with the County Transportation Plan; the Oregon Statewide Planning Goals; and all other applicable state and federal regulations.
  
- POLICY LUPP 1.3**      **Compatible Procedures.** Ensure that land use and plan administration procedures are compatible with the goals and policies in the Comprehensive Plan, which consider relevant agreements with and plans by other local jurisdictions, and comply with county, state, and federal plans and regulations.
  
- POLICY LUPP 1.4**      **Land Use and Administration Legislation.** Advocate for City POLICY priorities within the state and county legislation and regulation by actively participating in shaping laws pertaining to land use and urban development and administration of the Comprehensive Plan.

## A WELL-STRUCTURED, WORKING PLAN – Goal 2

*Strive for a Comprehensive Plan grounded in fact, comprised of coordinated components, and designed to be clear and accessible, and that is reviewed regularly to respond to changing conditions, shifting community needs and priorities, and newly-enacted laws.*

- POLICY LUPP 2.1**      **Technical Framework.** Provide a technical foundation that documents and evaluates existing conditions related to social, economic, energy, and environmental needs in order to inform and refine POLICY recommendations and act as a foundation for future updates.
  
- POLICY LUPP 2.2**      **Approachable Design.** Present information in the Comprehensive Plan in a way that is clear, accessible, available, and engaging to a broad audience, using technology as appropriate.
  
- POLICY LUPP 2.3**      **Effective Communication.** Ensure that the Comprehensive Plan empowers community members to act as informed participants in the land use planning process by describing how The Plan and implementation tools work together.
  
- POLICY LUPP 2.4**      **Goals and Policies.** Provide a framework of goals and policies to guide land use, development, and public facility, utility, and service decisions.



**POLICY LUPP 2.5**      **Comprehensive Plan Map.** Adopt a map illustrating the boundaries of applied land use designations consistent with the list of land use designations provided in the Comprehensive Plan.

**POLICY LUPP 2.6**      **Functional and Implementing Maps.** Adopt additional maps as needed within the Comprehensive Plan to show the boundaries of municipal incorporation, the Urban Service Boundary, and maps from implementing plans (e.g., street plan maps, community plan maps).

**POLICY LUPP 2.7**      **Analyses and Inventories.** Refine POLICY recommendations using analyses and inventories related to economic development, housing, and natural resources and adopt these analyses and inventories as part of the Comprehensive Plan, including:

- a. Economic Opportunities Analysis,
- b. Housing Needs Assessment,
- c. Buildable Lands Inventory, and
- d. Natural Resources Inventory.

**POLICY LUPP 2.8**      **System Plans.** Adopt and maintain system plans as part of the Comprehensive Plan, including identifying street classifications and the public facility projects needed to serve designated land uses and expected new housing and jobs over a 20-year period, including:

- a. Public Facilities or Parks Plan;
- b. Transportation System Plan;
- c. Storm Water Master Plan;
- d. Waste Water Master Plan; and
- e. Riverside District Plan.

**POLICY LUPP 2.9**      **Community Plans.** Develop and maintain community plans that:

- a. Include background on historical context and existing conditions, vision statements, and/ or design preferences that provide context and guidance for policy directives;
- b. Provide geographically-specific maps and/ or identify public facility projects;
- c. Establish specific goals and policies more appropriate at smaller geographic scales (e.g., corridor, neighborhood) within the framework of the Comprehensive Plan that regulate land use decisions; and
- d. Clearly identify where any of the above components conflict with the Comprehensive Plan and resolve any inconsistencies.

**POLICY LUPP 2.10**      **Community Plan Consistency.** Ensure that the goals and policies in community plans as listed in **Table LUPP 1** are consistent with the Comprehensive Plan as follows:

- a. Comprehensive Plan goals and policies are minimum requirements;

- b. Community plan goals and policies are additive to the Comprehensive plan and do not relieve development from compliance with the Comprehensive Plan; and
- c. Comprehensive Plan goals and policies supersede those in a community plan where the regulation within the Comprehensive Plan is more restrictive.

**POLICY LUPP 2.11**      **Regular Review.** Regularly review and modify the Comprehensive Plan, as necessary, to reflect updated land use processes and regulations, integrate best practices and the best available data, and improve service provision to the community.

## **PLAN IMPLEMENTATION – Goal 3**

*Utilize a variety of implementation tools addressing plan management to area- and site-specific measures that are consistent with and work cooperatively to execute the goals and policies in the Comprehensive Plan.*

**POLICY LUPP 3.1**      **Implementation Plan.** Develop, maintain, and regularly update an implementation plan that includes measures carrying out the Comprehensive Plan in a flexible format that supports monitoring, progress tracking, and periodic updates.

**POLICY LUPP 3.2**      **City Development Code.** Maintain and codify criteria and procedures to amend a City Development Code establishing a set of regulations applying to various zones, districts, uses, and development types that implement the Comprehensive Plan.

**POLICY LUPP 3.3**      **Land Use Matrix.** Establish a clear relationship between the Comprehensive Plan Map land use designations and implementing zones, as provided in **Table LUPP 2**, to guide amendments to the City Development Code and Zoning Map over the life of the Plan.

**POLICY LUPP 3.4**      **Zoning Map.** Maintain a Zoning Map illustrating the boundaries of zones and overlay zones that are applied in a way that implements the land use designations and best advances the goals and policies in the Comprehensive Plan.

**POLICY LUPP 3.5**      **Amending the Zoning Map.** Maintain and codify procedures for amending the Zoning Map consistent with the Comprehensive Plan and according to the relationship established in the land use matrix.

**POLICY LUPP 3.6**      **Development and Annexation Agreements.** Utilize development and annexation agreements where appropriate to establish annexation conditions and requirements and to ensure that the scope and timing of subsequent development of the property will occur in a manner that facilitates the timely and equitable construction of necessary infrastructure improvements.

**POLICY LUPP 3.7**      **Urban Renewal Plans.** Ensure that urban renewal plans include boundaries, goals, and objectives for infill development, rehabilitation, and redevelopment consistent with the Comprehensive Plan.

**POLICY LUPP 3.8 Collaborative Implementation.** Ensure that implementation measures are consistent with other City department and local agency master plans and other infrastructure planning efforts.

## **PLAN ADMINISTRATION – Goal 4**

*Establish accessible, efficient, and effective procedures for managing the Comprehensive Plan and its implementation tools.*

**POLICY LUPP 4.1 Review Procedures.** Codify a set of review procedures and approval criteria for ministerial, administrative, quasi-judicial, and legislative land use decisions that comply with state and federal law and ensure these actions implement the Comprehensive Plan in a way that:

- a. Makes the review process clear and understandable for applicants;
- b. Enables the public to effectively participate in the local decision-making process; and
- c. Facilitates timely review of land use applications by the City.

**POLICY LUPP 4.2 Review Authorities.** Designate the Monroe Planning Commission with the authority to review quasi-judicial and legislative land use actions consistent with the City Code and Ordinances.

**POLICY LUPP 4.3 Notification Procedures.** Codify consistent public hearing and noticing procedures for quasi-judicial and legislative land use decisions that comply with state law.

**POLICY LUPP 4.4 Public Involvement.** Coordinate with the City Administrator to develop and approve a Public Communications and Engagement Plan for all legislative Comprehensive Plan amendments that considers public notice and involvement processes as appropriate to the scale and type of the proposed action, such as:

- a. Noticing requirements above and beyond those established for legislative amendments;
- b. A wide-ranging approach using diverse methods of communication to actively solicit public participation;
- c. Advanced contextual and technical information on matters under consideration;
- d. A program for educating local residents on land use and land use decision processes;
- e. Added strategies promoting effective two-way communication between the public and elected or appointed officials;
- f. Identifying opportunities for public engagement in all phases of the planning process;
- g. A feedback mechanism for compiling and summarizing public comments and recommendations; and
- h. Follow-up reporting on the public feedback received.

**POLICY LUPP 4.5 Amending the Comprehensive Plan.** Establish and codify criteria in the City Development Code for authorizing legislative and quasi-judicial amendments to

the Comprehensive Plan to ensure that the proposed changes forward the overall intent of the Comprehensive Plan and its components taken together as a whole rather than solely the existing POLICY language or designation.

**POLICY LUPP 4.6** **Public Record.** Maintain a written public record of quasi-judicial and legislative land use decisions and the rationale relied upon by review authorities to reach the recommendation.

**POLICY LUPP 4.7** **Plan Documents.** Maintain current copies of the Comprehensive Plan, the City Development Code, and all adopted community and system plans on file at City Hall, the City website, and communicate to the public and affected government agencies that these documents are available for public review and distribution.

**POLICY LUPP 4.8** **Incorporating Community Plans.** Incorporate goals and policies from community plans as a single, separate section in the Comprehensive Plan according to the legislative Comprehensive Plan amendment procedures codified in the City Development Code on an as needed basis to address changing community needs. Include additional information from the community plan background document by reference in the Comprehensive Plan as needed for the purpose of illustrating the POLICY concepts, but without the force and effect of the adopted goals and policies.

**POLICY LUPP 4.9** **Incorporating System Plans.** Adopt updates to system plans, as required by state law or necessary to address changing community needs, and incorporate these plans by reference in the Comprehensive Plan according to the legislative Comprehensive Plan amendment procedures codified in the Development Code.

**Table LUPP 1: Community Plans - Supplemental Information**

Plan Name	Goals & Policies	Reference	Amendments	Adoption Date
Monroe’s Vision – Monroe Tomorrow	Introduction, Chapters 1-15	2018-03	None	March 2018
Connectivity Plan	Chapter 5: Open Spaces, Chapter 8: Parks and Recreation, Chapter 11: Public Facilities, and Chapter 12: Transportation	2017-03	None	March 2017
Transportation System Plan	Chapter 12	2019-06	None	June 2019
Total Maximum Daily Load 5-Year Implementation Plan	Chapter 6: Air, Water, Noise and Land Resource Quality	2019-02	TMDL 2013-2017	February 2019
Pathways to Planning – Constellation Planning (PSU)	Chapter 2: Land Use, Chapters 9: Economic Development, and Chapter 10: Housing			N/A

**Table LUPP 2: Comprehensive Plan Land Use Designations**

<b>Residential</b>	
<b>Comprehensive Plan Designation</b>	<b>Implementing Zone</b>
General Residential, Large Lot	G-R (A)
General Residential, Small Lot	G-R (B)
<b>Commercial</b>	
<b>Comprehensive Plan Designation</b>	<b>Implementing Zone</b>
Commercial	C
<b>Industrial</b>	
<b>Comprehensive Plan Designation</b>	<b>Implementing Zone</b>
Industrial	M
<b>Mixed-Use</b>	
<b>Comprehensive Plan Designation</b>	<b>Implementing Zone</b>
Mixed-Use	MU-R Mixed Use – Residential MU-C Mixed Use – Commercial
<b>Public-Use</b>	
<b>Comprehensive Plan Designation</b>	<b>Implementing Zone</b>
Public Use	P
<b>Environmental</b>	
<b>Comprehensive Plan Designation</b>	<b>Implementing Zone</b>
Floodplain	FP
Open Space	OS
<b>Overlay Zones</b>	
<b>Comprehensive Plan Designation</b>	<b>Implementing Zone</b>
Highway Corridor Overlay	HCO
<b>Other</b>	
<b>Comprehensive Plan Designation</b>	<b>Implementing Zone</b>
Planned Unit Development	PUD

# COMPREHENSIVE PLAN LAND USE DESIGNATIONS

## RESIDENTIAL DESIGNATIONS

**General Residential, Large Lot or G-R (A).** Provides for a large to moderate lot, detached single family, attached single family, duplexes, townhomes, or other lower density multi-family units. These large lots are a minimum of 8,001 sq. ft. with a maximum size of 14,000 sq. ft.

**General Residential, Small Lot or G-R (B).** Provides for a small-lot, single family detached residential development. These small lots are a minimum of 6,000 sq. ft. with a maximum size of 8,000 sq. ft.

## COMMERCIAL DESIGNATIONS

**Commercial (C).** Provides for retail, service, and office commercial developments in small-scale neighborhood nodes to serve daily community needs or at larger scales along highways and transit routes, or in downtown and other employment areas, for more convenient access to goods and services by various transportation modes.

## INDUSTRIAL DESIGNATIONS

**Industrial (M).** Provides for all types of research and development, manufacturing, warehouse, and wholesale industrial, which may take a traditional form concentrated along highways and freight and transit routes or as industrial park or commercial business parks with high-amenity multi-modal access.

## MIXED-USE DESIGNATIONS

**Mixed-Use – Residential (MU-R).** Provides for a range of medium- to high-density housing types (e.g., townhomes, apartments, and condominiums) with an urban character, constructed at or near the street frontage and sidewalk, while also accommodating complementary office and retail, and schools, assembly facilities, and parks.

**Mixed-Use – Commercial (MU-C).** Provides for a vibrant mix of retail, restaurants, civic, cultural, entertainment, and recreational uses, complemented by secondary office and residential uses, creating focused activity served by high-capacity transit and active street frontages that provide visual and physical connections to other activity centers.

## PUBLIC-USE DESIGNATIONS

**Public Use (P).** Provides for public facilities such as schools, fire stations, police stations, public buildings (e.g., libraries, public offices), public utilities (e.g., wastewater treatment center) and similar types of public uses and facilities.

## ENVIRONMENTAL DESIGNATIONS

**Floodplain (FP).** Identifies the boundaries of the 100-year base flood maps by the National Flood Insurance Program for agricultural, wetland, or recreational use, or some underground utility or accessory structures in order to protect the public from damage to life and property from flooding.

**Open Space (OS).** Provides usable open space for active or passive recreation (e.g., parks, golf courses, playgrounds) and unusable open space for natural resource preservation as an important aspect of livability, public health, and wellbeing for residents, employees, and customers.

## OVERLAY ZONES

**Highway Corridor Overlay (HCO).** Provides architectural, design, and color thematic standards along the Highway 99W corridor located between the Long Tom River and 6<sup>th</sup> Street, from east to west, and stretching north to south along the city limits.

## OTHER

**Planned Unit Development (PUD).** Provides a building development and also a regulatory process. As a building development, it is a designated grouping of both varied and compatible land uses, such as housing, recreation, commercial centers, and industrial parks, all within one contained development or subdivision.

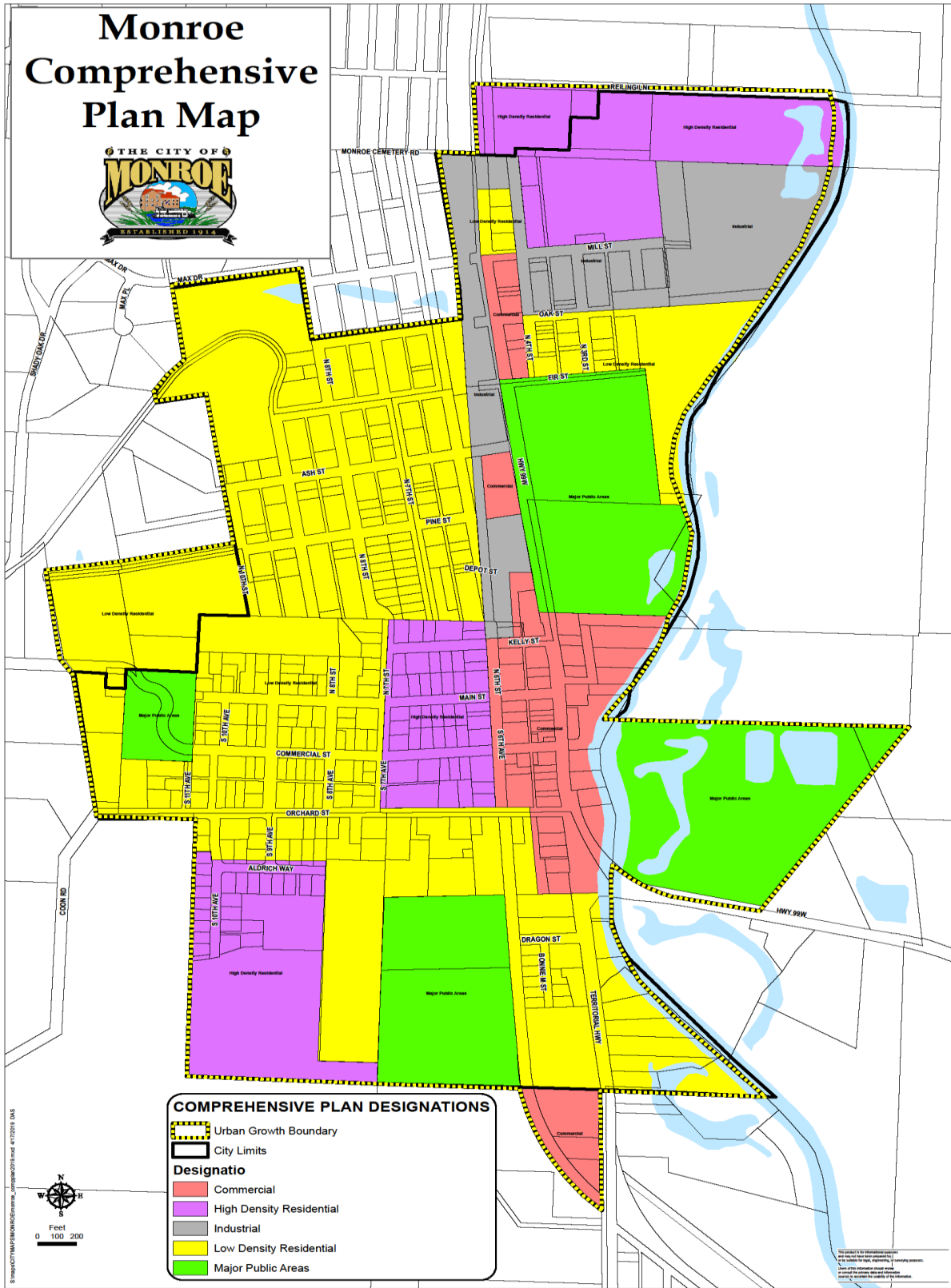
## COMPREHENSIVE PLAN MAP

The Comprehensive Plan Map is a key element of the Plan and a controlling instrument that illustrates the location and types of uses within Monroe to direct the future of growth. It spatially designates residential, commercial, mixed-use development, and open space in a way that best implements the goals and policies

included in the Comprehensive Plan. The Comprehensive Plan Map includes land use designations establishing the intended urban pattern and the general use and intensity of development, as well as land use boundaries illustrating the Urban Growth Boundary (UGB), City limits, and community plan areas. The Comprehensive Plan also incorporates a set of other maps related to the Comprehensive Plan Map, including the County Transportation Plan Maps.

While the Comprehensive Plan provides policy guidance for the general and long-term location, type, density, and timing of new growth and development, the zoning outlined in Monroe's City Land Use Development Code enacts detailed regulations and use standards for the specific, immediate use and development of land. Zones, which must be consistent with the Comprehensive Plan, translate the broad land use designations into detailed land use classifications that are applied to parcels with more precision (as demonstrated in the Goals & Policies). A clear relationship between land use designations and zoning is important in order to ensure that the goals and policies of the Plan are consistently carried out as the City Development Code and corresponding Zoning Map are amended over the life of the Plan.

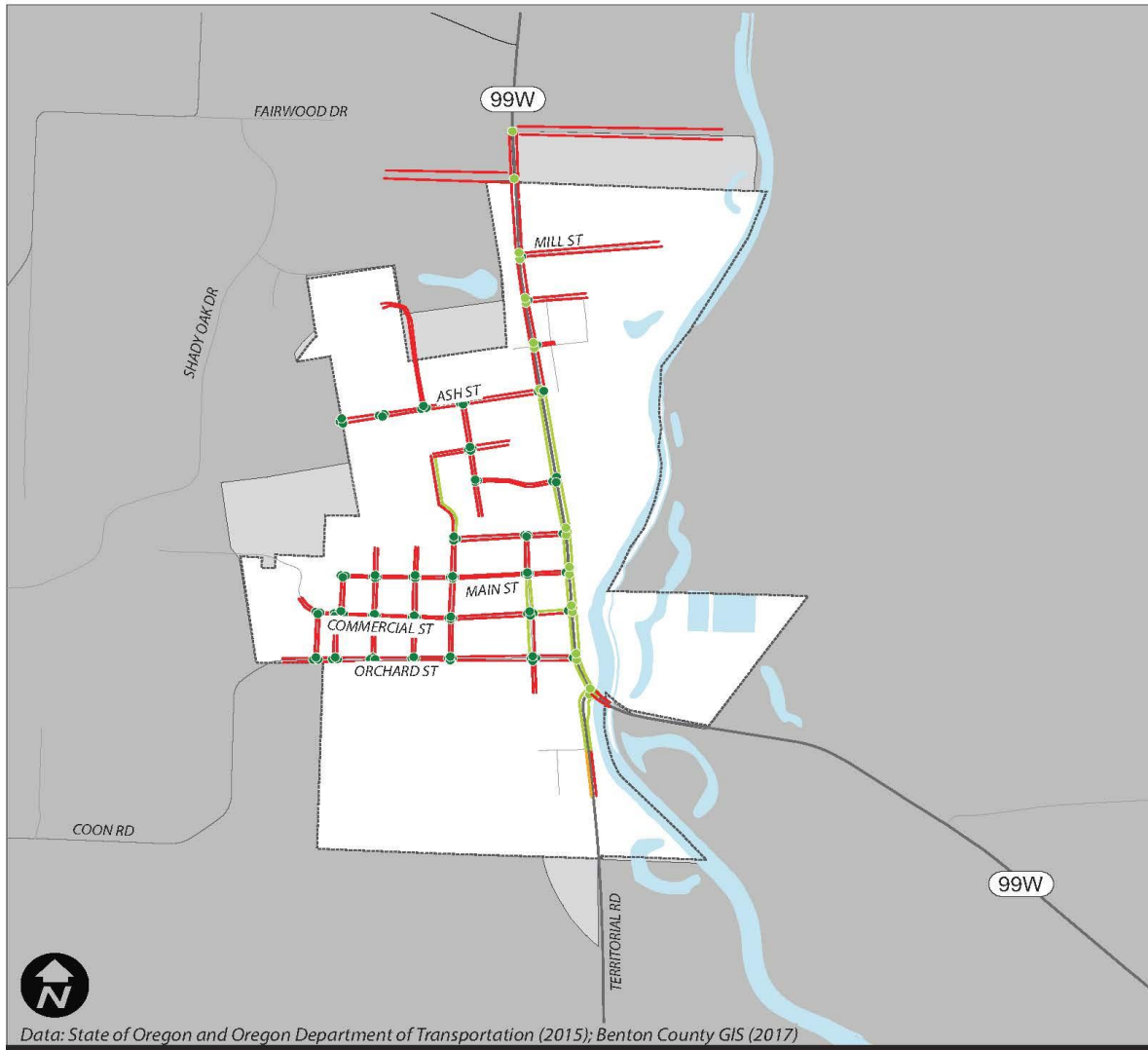
# COMPREHENSIVE MAP





# TRANSPORTATION SYSTEM MAPS

## MONROE PEDESTRIAN LEVEL OF TRAFFIC STRESS (LTS), 2017



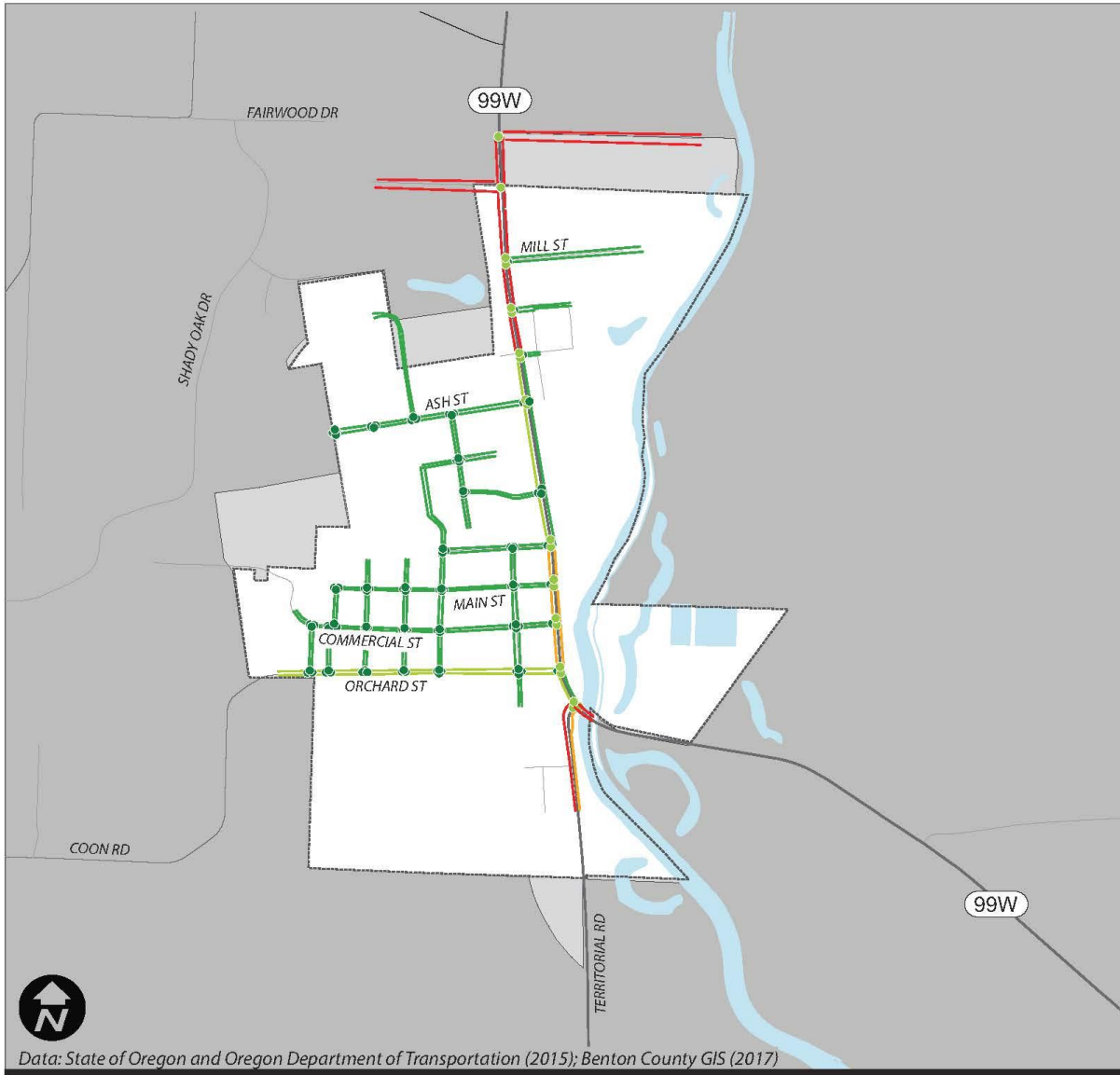
Data: State of Oregon and Oregon Department of Transportation (2015); Benton County GIS (2017)

**Legend**

- - LTS 1 - Lowest Stress
- - LTS 2 - Low Stress
- - LTS 3 - Mild Stress
- - LTS 4 - High Stress
- Principal Arterial
- Collector
- Local Roadway
- River
- Park
- Airport
- Urban Growth Boundary
- City Limits



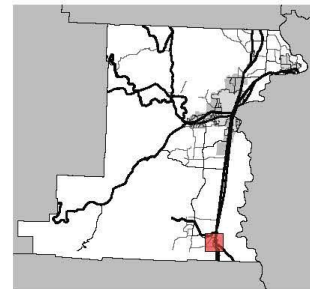
# MONROE BICYCLE LEVEL OF TRAFFIC STRESS (LTS), 2017



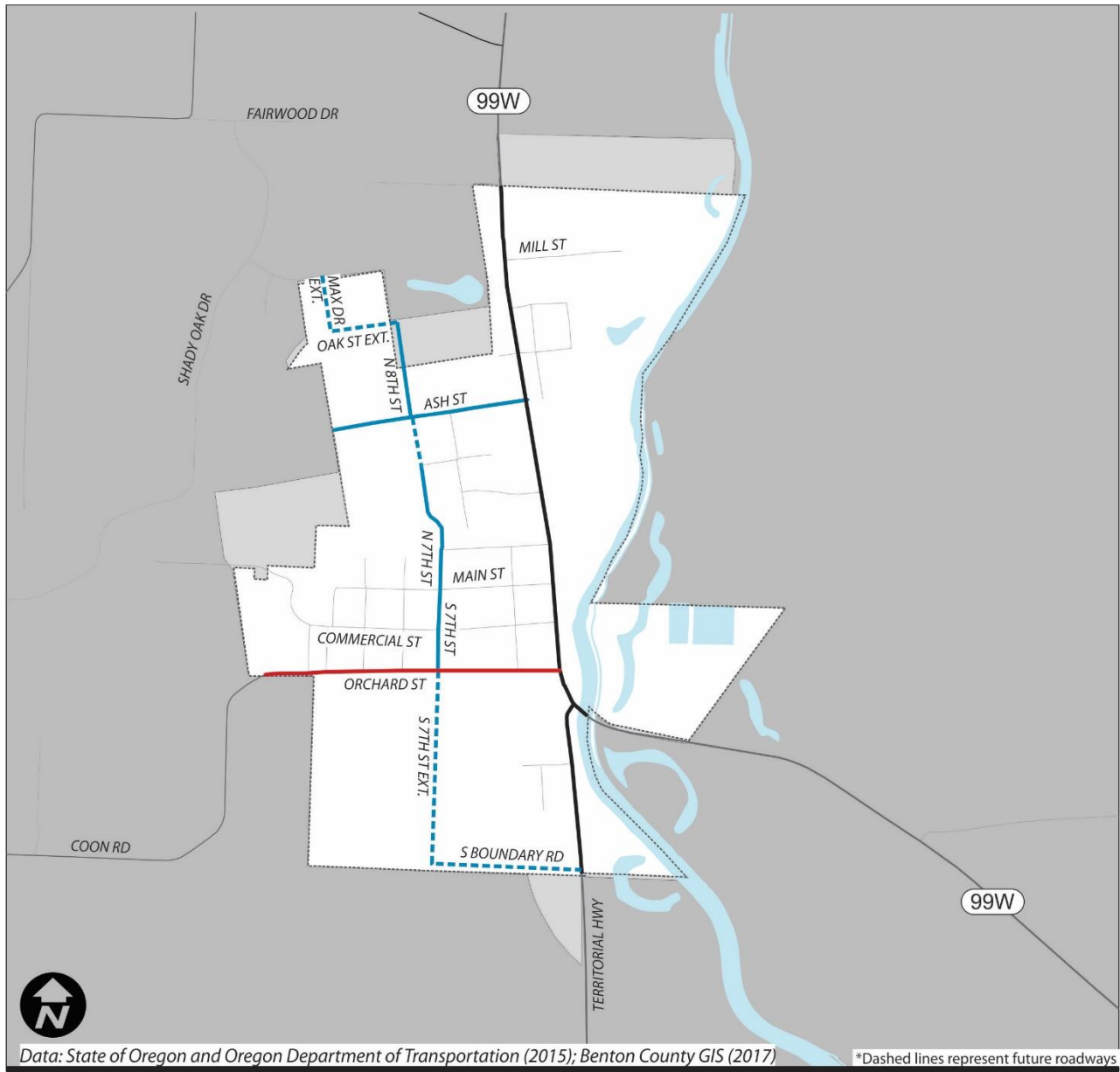
## Legend

- |  |                         |  |                      |  |                         |
|--|-------------------------|--|----------------------|--|-------------------------|
|  | - LTS 1 - Lowest Stress |  | - Principal Arterial |  | - River                 |
|  | - LTS 2 - Low Stress    |  | - Collector          |  | - Park                  |
|  | - LTS 3 - Mild Stress   |  | - Local Roadway      |  | - Airport               |
|  | - LTS 4 - High Stress   |  |                      |  | - Urban Growth Boundary |
|  |                         |  |                      |  | - City Limits           |

## MONROE TRANSPORTATION SYSTEM PLAN



# FUNCTIONAL CLASSIFICATION



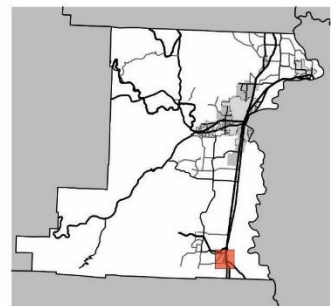
Data: State of Oregon and Oregon Department of Transportation (2015); Benton County GIS (2017)

\*Dashed lines represent future roadways

## Legend

- - Principal Arterial
- - Minor Arterial
- - Major Collector
- - Minor Collector
- - Local
- - River
- - Park
- - Urban Growth Boundary
- - - - - City Limits

## MONROE TRANSPORTATION SYSTEM PLAN



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# 2020-2040

## COMPREHENSIVE PLAN



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Facebook: @MonroeOregonUSA

**ADOPTED DECEMBER 1979  
AMENDMENTS IN 1980, 1986 AND AUGUST 2019  
EFFECTIVE JANUARY 1, 2020**