

Housing Needs Analysis

Monroe, Oregon

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Prepared for the City of Monroe by Constellation Planning



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Organization of this Housing Needs Analysis

Chapter 1. Introduction outlines the purpose of this Housing Needs Analysis (HNA), explains relevant requirements for Monroe under the statewide housing goal, lists data used in this analysis, and summarizes key findings and recommendations.

Chapter 2. Residential Buildable Lands Inventory presents the methodology and results of Monroe's inventory of residential land.

Chapter 3. Historic and Recent Development Trends summarizes the state, regional, and local housing market trends affecting Monroe's housing market.

Chapter 4. Demographic and Other Factors Affecting Residential Development presents factors that affect housing need in Monroe, focusing on key demographic determinants of housing need: age, income, and household composition. This chapter also analyses housing affordability in Monroe relative to the larger region.

Chapter 5. Housing Need presents the forecast for housing growth in Monroe, describing housing need by density ranges and income levels. This includes input from the community on desired housing types.

Chapter 6. Conclusions and Recommendations estimates Monroe's residential land sufficiency needed to accommodate expected growth over the planning period, and then makes recommendations to address housing needs based on report findings and community feedback.

Chapter 1. Introduction

The City of Monroe is updating its Comprehensive Plan, which reflects policies adopted when the Comprehensive Plan was last amended in 1986. In order to assess current and future housing needs, a Housing Needs Analysis (HNA) was completed to assist the comprehensive plan update process. This HNA seeks to assess current housing stock, trends, available lands, and land use, while reconciling those components with demographic forecasts, barriers to housing development, and community housing perceptions and needs.

Housing, in any community, is a critical component relative to many aspects of planning and represents a significant opportunity for community wealth and investment. The HNA is not only required for all cities in Oregon, but it is also pivotal for appropriately planning to address current and future community housing issues. It is the intention of this HNA to be used as a tool grounded in credible information and community input that informs housing policy goals, objectives, and decisions.

The report presents the City of Monroe's HNA, providing Monroe with a factual basis to update the housing element of their ongoing comprehensive plan update, and to support current and future planning efforts related to housing and addressing unmet housing needs. The report includes information about the housing market in Monroe and Benton County and describes the factors that will affect future housing demand in Monroe, such as changing demographics. This analysis will help decision-makers understand whether Monroe has enough land to accommodate growth over the next 20 years.

Framework for this Analysis

Housing as a commodity represents a significant portion of the wealth of any municipality, especially those municipalities with very small populations and constrained growth potential. Real estate market shifts and dynamics profoundly affect tax base and therefore the subsequent provision of public utilities, services, infrastructure, and investment. Analyzing market and policy factors that contribute to a local housing economy is critical to defining growth potential, jurisdictional stability, and community stability.

Due to undulations in the housing market over the past two decades, the link between real estate value and community stability has become prevalent. Historical foreclosure and eviction rates coupled with a massive loss in household economic wealth during the Great Recession continue to affect certain populations disproportionately, namely young families (under 40), households whose head did not finish high school, and Hispanic and African American families whose household equity was dominantly tied to mortgage equity¹.

¹ Emmons, William R, Noeth, Bryan J. "The Nation's Wealth Recovery Since 2009 Conceals Vastly Different Balance-Sheet Realities among America's Families." (23 May 2013). Federal Reserve Bank of St. Louis. Accessed via stlouisfed.org/publications/in-the-balance

Furthermore, as American communities' age compositions shift, federal assistance for housing has increasingly been rerouted toward elderly and disabled populations over the past ten years due to increased need². Paired with the static provision of federal housing funding, this has contributed to a gap in housing assistance, with roughly a quarter of eligible low-income populations actually receiving assistance³. This reliance on private market provision necessitates analysis into current and projected housing market prices, household affordability indicators, and projected shifts in household demographics that may affect future affordability.

Finally, this Housing Needs Analysis explores policy interventions for correcting gaps in the housing market, particularly from the perspective of affordability and housing choice. These interventions are a necessary response to community instability, and determining their implementation requires a strong factual basis alongside broad community input. This document bridges that gap by providing policy recommendations and strategies for achieving them.

Legal Context: Oregon Statewide Planning Goal 10

Statewide Planning Goal 10 concerns housing and provides a framework for integrating housing policy into city plans and code. At a high level, Goal 10 requires the following:

- Complete an inventory of buildable residential lands.
- Encourage the numbers of housing units in price and rent ranges within the financial ability of local households.
- Account for and allow, by right, "needed housing types."

Needed housing types has a special meaning in Oregon housing nomenclature, and concerns the following housing varieties⁴:

- Single-family attached and detached housings
- Multiple family housing
- Government assisted housing
- Mobile home or manufactured dwelling parks
- Manufactured homes on single-family zoned residential lots

This Housing Needs Analysis is intended to help identify needs for all the types of housing outlined in Goal 10 requirements, as well as identify policies that increase the likelihood that

² Kingsley, Thomas G., "Trends in Housing Problems and Federal Housing Assistance." (October 2017). Metropolitan Housing and Communities Policy Center, Urban Land Institute. Accessed via americas.uli.org/research/housing

³ "Federal Housing Assistance for Low-Income Households". Congressional Budget Office (September 2015). Accessed via www.cbo.gov/publication/50782

⁴ ORS 197.303

needed housing types will be developed. This report and its recommendations are therefore crafted to comply with and advance Goal 10.

A consideration in the 2019 Oregon legislative session is House Bill 2001, which would legalize, by right, smaller forms of density within single-family residential zones. This bill only applies to cities above 10,000 population, and thus will not affect Monroe. However, it may provide a model for types of housing Monroe could choose to enable going forward.

This report contains numerous references to Oregon Revised Statutes (ORS) and Oregon Administrative Rules (OAR) throughout this report, which implement and provide the legal framework for Goal 10.

Data Used in this Report

Data throughout this analysis come from well-recognized, reliable data sources. The report draws primarily on data from two Census Bureau sources: 1) the American Community Survey (ACS) and 2) the Decennial Census. In general, this report uses data from the 2013-2017 ACS for Monroe.⁵ Where information is available and relevant, the report includes data from the 2000 and 2010 Decennial Census. The 5-year ACS data was chosen for currency, but the authors of this report acknowledge that it differs from Decennial Census data in a number of ways: 1) it is a continuous demographic survey rather than a count of the population, and consequently measures average characteristics over time; 2) it reflects only a sample of the population; and 3) sampling error is higher, which impacts the reliability of the data. Still, comparisons between these two data sources in this report reveal meaningful trends about demographics and housing in the selected geographies.

This report also includes population, income, and housing price data from the Oregon Office of Economic Analysis, the Oregon Bureau of Labor and Industries, and the United States Department of Housing and Urban Development (HUD). Additionally, this report sources information from Oregon's Department of Housing and Community Services (OHCS) affordable housing inventory, Oregon's Manufactured Dwelling Park inventory, and the population forecast for Monroe and Benton County prepared by Portland State University's Population Research Center, which houses Oregon's Population Forecast Program.

This report also draws from data collected from public feedback, solicited through community events, focus groups, interviews, and surveys with Monroe residents and the larger community.

Summary of Key Findings

Following is a summary of demographic and housing trends in Monroe:

⁵ Note that in this report, data sourced from the 2013-2017 ACS is referred to using the end year (2017) for simplicity and clarity.

- The population is growing steadily, but slowly. The Hispanic/Latino community is increasing as a share of the total population of Monroe.
- Monroe has sufficient land to support growth well past the 20-year HNA period.
- Housing and rental price do not reflect the financial abilities of local needs.
- There is a shortage of multifamily units and other smaller, more naturally-affordable units.

Summary of Recommendations

Recommendation #1: Allow for a diverse mix of housing types.

Housing choice, with a particular emphasis on accessory dwelling units, cottage clusters, and mixed use were identified by Monroe community members, and can all help address the affordability gap.

Recommendation #2: Improve rental market conditions.

Monroe has limited rental units and has had a lack of multifamily housing built over the past two decades. Enabling more rental types via development and zoning code updates and, potentially, development incentives can improve conditions for renters.

Recommendation #3: Create a housing strategy.

New development in Monroe is out of reach for many residents, and a lack of rental options is exacerbated by limited housing choice. With ample room for growth, Monroe can be deliberate about policies, objectives, and strategies to support and promote housing attainability and affordability with a localized housing action plan or strategy.

Recommendation #4: Coordinate with Benton County to track ongoing development.

As Monroe continues to grow, housing development will increase. Permit and development records can serve to keep the community informed on development projects, as well as inform land use decisions. Staying up-to-date with permitting can help the public stay involved as development occurs.

Recommendation #5: Align economic development goals with housing needs.

Housing is a unique commodity, but it does not operate in a vacuum. Economic development can be leveraged to promote housing and more integrated urban form, advancing multiple goals at once.

Chapter 2. Residential Buildable Lands Inventory

This chapter provides a summary of the residential buildable lands inventory (BLI) for the Monroe urban growth boundary (UGB). This residential BLI analysis complies with statewide planning Goal 10 policies that govern planning for residential uses.

The BLI is significant because it sets bounds on the available land for future development, in particular, to accommodate population growth. If there is not enough land to accommodate growth given market trends, housing types, and overall housing policy, the city in question may be eligible for an urban growth boundary expansion.

Definitions

The BLI utilizes the following definitions for classifying land:

- **Vacant land:** Residentially zoned tax lots over 3,000 square feet with no permanent structure and less than \$10,000 in improvement value were considered vacant, based on OAR 660-038-0060 (2). Commercially zoned tax lots are considered vacant if their improvement value is less than \$5,000 or less than 5% of the land value of the parcel.
- **Partially Vacant land:** Partially vacant tax lots are those partially occupied by a use of structure, but which have enough remaining land to be further developed. OAR 660-038-0060 (3) stipulates that tax lots that are a one-half acre or larger are considered partially vacant if occupied by a single residential building. If the lot is occupied by multifamily housing, a visual inspection based on recent map imagery must evaluate the available remaining land. If the remainder of vacant land is greater than one quarter-acre, the lot may be considered partially vacant. It is assumed that public facilities either are or can be made available to serve the site. Residential buildings on partially vacant land are assumed to be one quarter-acre in size when evaluating infill potential per OAR 660-038-0060 (3)(a). Commercial lots are considered partially vacant if their improvement value is between 5% and 40% of the land value of the parcel.
- **Undevelopable land:** Vacant parcels less than 3,000 square feet are considered undevelopable, even if contiguous, based on OAR 660-038-0060 (2). Partially vacant parcels which, once the quarter-acre building assumption is subtracted, have zero remaining acres of buildable land are also considered undevelopable.
- **Omitted land:** As a matter of course, institutional and utility lands, as well as public parks and churches, are not considered for the purposes of either residential or commercial land inventory per OAR 660-024-0267(5)(g)(A) and OAR 660-038-0060(3)(c)(A). These lands are categorized as omitted.
- **Mismatched land:** A number of parcels are mismatched between zoning designation and actual use (e.g., a single-family home in a commercially-zoned parcel). These parcels were considered “mismatched” and did not count toward the buildable land. However, these parcels may have high redevelopment potential and were categorized as utilized for the purposes of classifying every lot.

- **Fully Utilized land:** Fully utilized land contains no potential for additional development. Lands not classified as vacant or partially vacant are considered developed. Commercial lots are considered fully utilized when their improvement value is greater than 40% of the land value of the parcel. Parking uses are considered fully utilized.

After classifying all lots by level of utilization, the total acreage is reduced according to lands constrained by hazards defined in OAR Chapter 660 Division 24. Many constraints are not present in Monroe, meaning only the following constraints were considered as part of the analysis:

- **Floodways:** Federal Emergency Management Agency (FEMA) maps were used to identify lands within floodplains. Portions of parcels within floodplains are considered fully constrained.
- **Slopes:** Digital Elevation Model (DEM) data provided by the State of Oregon were used to identify lands with slopes of 25% or greater. Portions of parcels with slopes greater than 25% are considered fully constrained for that portion, and buildable elsewhere.

For Monroe, the entirety of slope-constrained land is found to the west of the city limits, while a vast majority of the floodway-constrained land is located adjacent to the Long Tom River, which forms the east border of the city limits.

Findings

After accounting for constraints and undevelopable lands, Monroe has approximately 106 acres available for residential development (Table 1).

Table 1: Monroe residential land by development status

Development Status	No. of Parcels	Gross Acreage	Net Buildable Acres
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
Total	318	181.1	100.7

Note: Undevelopable land is counted in vacant/partially vacant gross acreage

Of all the vacant land, 16.6 acres are undevelopable due to lot size or improvement value. Lots designated for parking were not factored into vacant residential land. This leaves 181.1 gross acres of constrained residential land for development. Omitted, utilized, and undevelopable land does not count toward the unconstrained buildable land. Accounting for the constraints due to floodplain or slope explains another portion of the difference between net buildable lands and gross acreage (Table 2).

Table 2: Constrained acres by zoning designation

Constraints	Vacant	Partially Vacant	Total
GRA	2.4	8.4	10.9
GRB	2.4	0	2.4
All residential	4.8	8.4	13.3

Finally, mismatched uses also were not counted into the buildable lands. These properties may be redevelopable in the future. After accounting for mismatches, the overall unconstrained buildable lands can then be further broken down by zoning designation, offering insight into the total amount of potential capacity to support population growth.

Table 3 shows the total amount of land available in the General Residential A (GRA) and General Residential B (GRB) zones, which allow low- and medium-density, respectively.

Table 3: Monroe buildable residential acreage by zoning designation

Zoning Designation	Parcels	Designations (acres)						
		Gross	Utilized	Undevelopable	Constrained	Omitted	Mismatched	Buildable
GRA	261	131.5	32.1	16.6	10.9	7.0	2.2	62.8
GRB	57	49.7	7.0	0.5	2.4	1.8	0.2	37.7
Total	318	181.2	39.1	17.1	13.3	8.8	2.4	100.5

From left to right, the gross acreage per zone minus each category gives the overall buildable land of **100.5 acres**.⁶

Monroe has a significant portion of both vacant land that can be developed outright, as well as partially vacant parcels that can be developed further. Over 106 acres are available for development, predominantly in the northeast and west parts of the city. Many of these lots are large and would require division before they could be utilized to potential.

Redevelopment potential was not calculated as part of the BLI, but may also present some opportunities where uses do not match zoning designation.

Figure 1: Residential land by development status, Monroe (2019)

⁶ Slight discrepancies between buildable acres in Table 1 and Table 3 (100.7 versus 100.5) can be attributed to rounding error.

Residential Land By Development Status



Chapter 3. Historic and Recent Development Trends

Analysis of historical development trends in Monroe provides insight into the functioning of the local housing market. The mix of housing types and densities are key variables in forecasting future land need.

This report analyzes changes in Monroe's housing market from 2000 to 2017. This time period provides information about Monroe's housing market before and after the national housing market bubble and subsequent deflation.

This report presents information about residential development by housing structure type. Housing types are based on: 1) whether the structure is stand-alone or attached to another structure and 2) the number of dwelling units in each structure. The housing types used in this analysis are:

- **Single-family detached** includes single-family detached units, mobile, and manufactured homes. For the purposes of this analysis, mobile homes and other housing types (boats, RVs, vans, etc) are classified as Single-family detached housing.
- **Single-family attached** includes structures with a common wall where dwelling units occupy separate lots, such as row houses or townhouses.
- **Multifamily** includes all attached structures other than single-family attached units, such as duplexes, triplexes, quadplexes, and structures with five or more units.

This section 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.

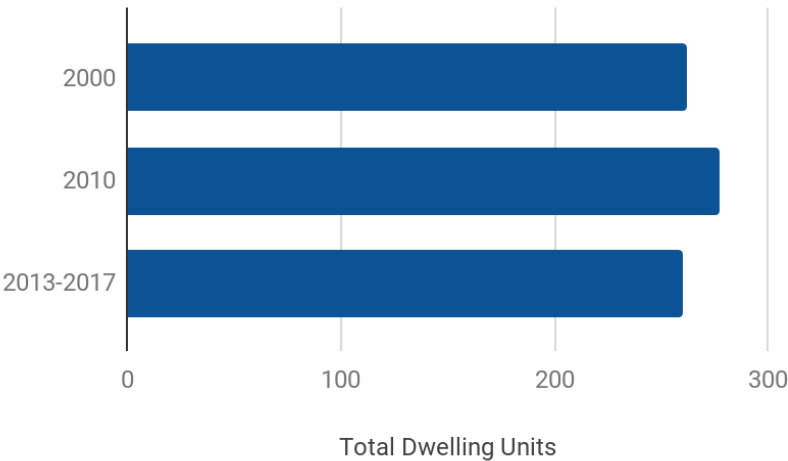
Housing Mix

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 multifamily 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 2).

Figure 2: Total dwelling units, Monroe (2000, 2010 & 2017)



Source: Census 2000, 2010 Special File 3, Table H030. ACS 2013-2017 Table B25024

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 (Table 4). Throughout the last decade, Monroe contained less than 1% of total dwelling units within the county.

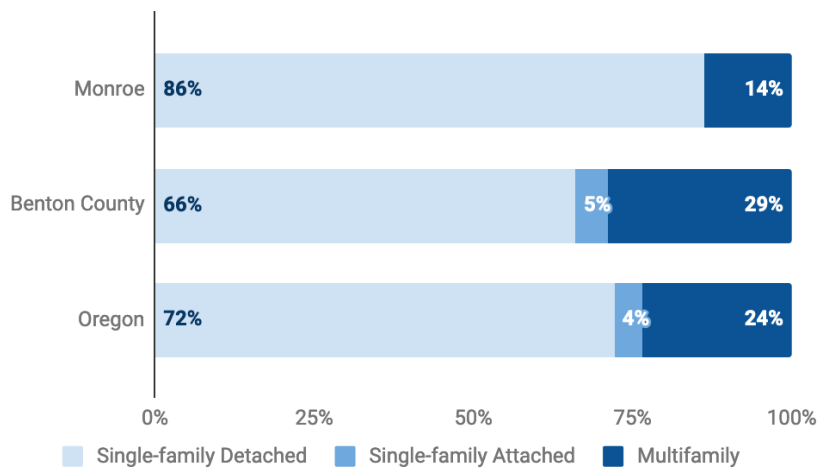
Table 4: Total dwelling units, Benton County and sub-areas (2000 & 2010)

	2000	2010	AAGR (2000-2010)	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 multifamily dwellings (14%) (Figure 3).

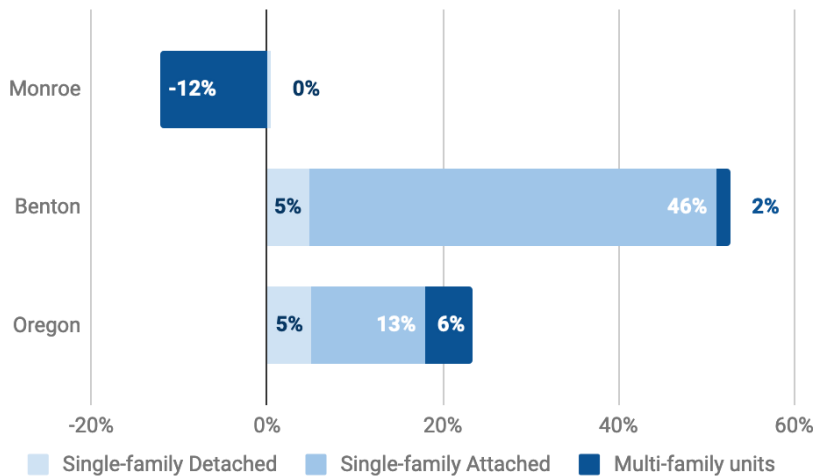
Figure 3: Share of housing mix, Monroe, Benton County, Oregon (2017)



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 multifamily units during this time period (Figure 4), meaning the actual number of units decreased. This increases strain on the rental market.

Figure 4: 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

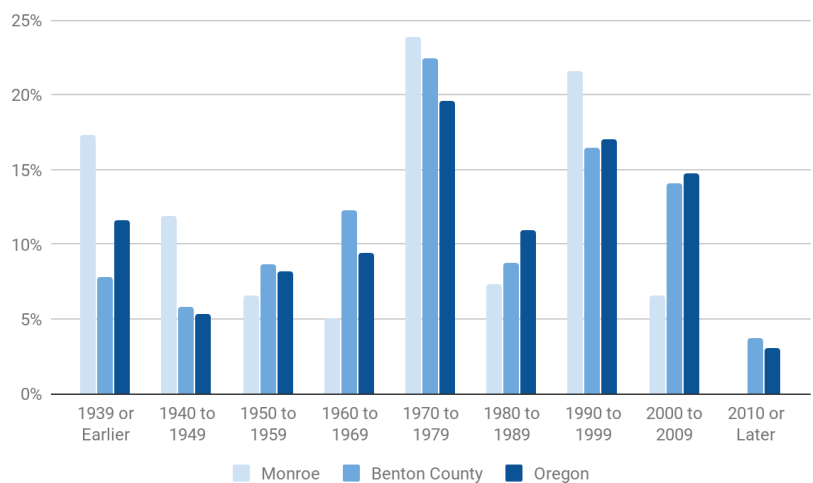
Permit data for Benton County is not readily available by unit type by year. However, conversation with Benton County permit officials revealed that there is a small number of new housing built in recent years, indicating that Monroe's housing stock is generally built prior to the turn of the century:

"Due to the small number of new homes built within the city limits over the last twenty years it would [...] be easier to comb through the City's planning files to acquire the information you seek. I do not believe there has been a multi-family dwelling built in Monroe in the last twenty years and the number of new single-family dwellings within the city limits is a very small number."

Ron Dettrich, Benton County Building Official

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 5).

Figure 5: 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.

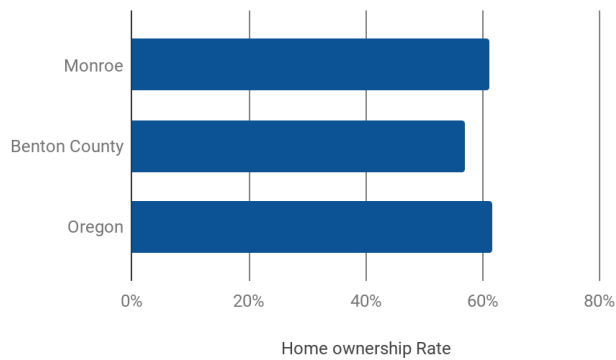
Tenure

Housing tenure describes whether a dwelling is rent-occupied or owner-occupied. The following trends characterize tenureship 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 multifamily housing.

The homeownership rate for Monroe is 61%, which is very similar to that of Oregon (Figure 6). 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.

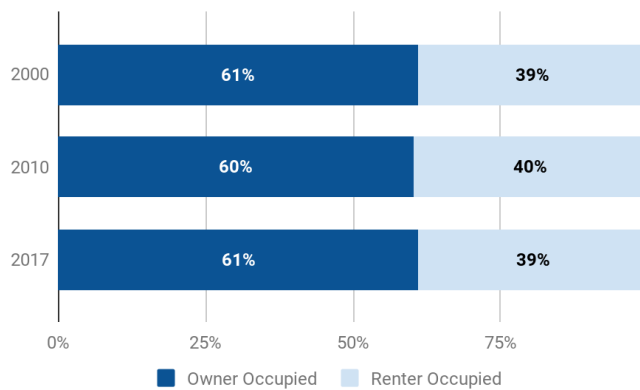
Figure 6: Homeownership rates for occupied units, Monroe, Benton County, Oregon (2017)



Source: ACS 2013-2017 Table B25003

Homeownership remained stable in Monroe from 2000 to 2017 (Figure 7). Homeownership fluctuated only slightly (from 61% to 60%) following the Great Recession, and has returned to 61% in the most recent ACS estimates.

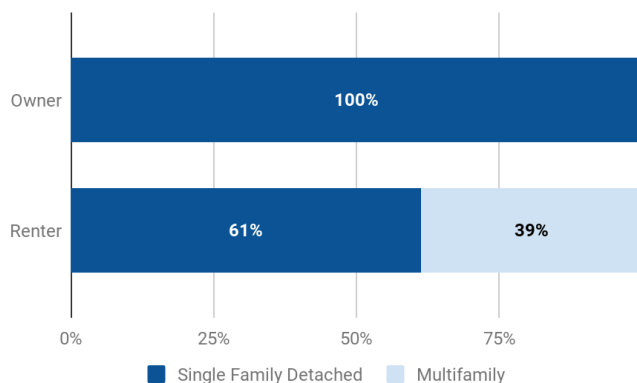
Figure 7: Occupied units by tenure, Monroe (2000, 2010, & 2017)



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

All of Monroe's homeowners live in single-family detached housing (Figure 8). By comparison, only 61% of renters live in single-family detached housing, while the remaining 39% live in multifamily housing.

Figure 8: 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 multifamily dwellings are low. Given that over a third of renters live in multifamily dwellings, this indicates that opportunities for rental housing in Monroe are limited. No single-family attached or multifamily dwellings have been built since at least 2000, indicating that Monroe has not been improving opportunities for rental housing in recent years.

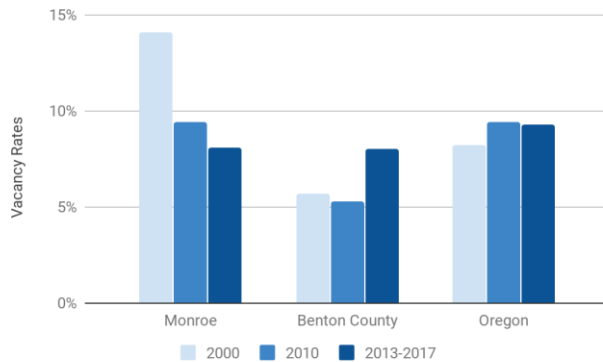
Vacancy

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)⁷. 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 9). 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 9: Vacancy rates, Monroe, Benton County, Oregon (2000, 2010 & 2017)

⁷ "Vacancy Rate Fact Sheet." (10 July 2017). United States Census Bureau. Accessed via <https://www.census.gov/topics/housing/guidance/vacancy-fact-sheet.html>



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 5).

Table 5: Occupancy rates, Monroe and comparison cities (2000 & 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, 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 turnover⁸. Declining vacancy rates (and corresponding

⁸ "Coordinated Population Forecast, 2017 Through 2067: Benton County." (30 June 2017). Population Research Center, Portland State University.

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.

Government-Assisted Housing

Government agencies and nonprofit organizations can provide a range of housing options including rental and buying assistance for low- and moderate-income households. Monroe does not contain any government-assisted housing developments.

Manufactured Homes

Manufactured homes can serve as an important source of affordable housing and homeownership for low- and moderate-income households. Cities in Oregon are required to plan for manufactured homes in both lots and parks, per ORS 197.475 to 197.492.

Monroe contained 28 mobile homes and 4 dwellings classified as “boat, RV, van, etc.” according to ACS 2017 5-year estimates. Per the Oregon Manufactured Dwelling Park Directory, Monroe does not contain any Manufactured Home Parks. However, manufactured homes are allowed by right in General Residential A (GRA) and General Residential B (GRB) zones in Monroe, consistent with Oregon law.

Chapter 4. Factors Affecting Residential Development

Demographic trends are important for understanding the dynamics of the Monroe housing market and regional trends that impact the local housing market. They provide context for growth in the region, including how Monroe has grown and how it will continue to grow.

This chapter documents demographic, socioeconomic, and other trends relevant to Monroe at the national, state, and regional levels. To provide context, this report compares Monroe's demographic trends to those of Benton County and Oregon, as well as those of nearby cities. Characteristics such as age, income, migration, and ethnicity are analyzed to provide insight into housing trends that relate to demand for different types of housing and tenureship.

The Effect of Demographic and Socioeconomic Factors on Housing Choice

Demographic and socioeconomic factors combine together to determine housing choice and demand. Age, size of household, and income are most strongly correlated with housing choice, with income being the biggest determining factor.

Housing was hit hard by the Great Recession in 2008, but national trends show that housing markets are beginning to return to normal numbers. There has been increased housing construction, but there continues to be a strain on availability and affordability. Affordability pressures remain near record levels and "addressing this means a renewed commitment to expand the range of housing options for a diverse society"⁹.

In Oregon, affordability remains a key issue. To be considered affordable, a household shouldn't pay more than 30% of their income on housing. Yet, today one in every two Oregon households pays more than 30% for rent¹⁰. This is being matched by a low opportunity employment market. Low wage work is a growing part of Oregon's economy which strains housing choices and options.

Demographics that affect housing need include: an aging population, changes in household size and composition, and increases in racial and/or socioeconomic diversity. Younger and older individuals tend to live in smaller households compared to middle-aged households with families who need more space.

⁹ "The State of the Nation's Housing [PDF]." (2017). Joint Center for Housing Studies of Harvard University. Accessed via https://www.jchs.harvard.edu/sites/default/files/harvard_jchs_state_of_the_nations_housing_2017_0.pdf

¹⁰ "City of Cottage Grove: Housing Needs Analysis." (August 2018). ECONorthwest.

Historical and Forecasted Population Growth

Monroe's forecasted population growth will drive future demand for housing in the city. Forecasted population trends are sourced from Portland State University's Oregon Population Forecast Program, which conducts coordinated population projections with 50-year forecasts for Oregon counties and cities on a 4-year cycle.

Monroe is experiencing two demographic trends that will have significant implications for housing demands:

- An aging population
- A growing Hispanic/Latino population

Additionally, current development projects such as the Red Hills subdivision with 55 new multifamily residential units and recent commercial developments may impact employment and population growth.

Forecasted Population Trends

Monroe's population is forecast to grow modestly, reaching just over 700 by 2067 (Table 6). Monroe experienced an average annual growth rate of 0.3% in the previous decade, and this growth rate is expected to continue through the middle of the century. While this average annual growth rate is relatively low compared to other cities in Benton County, the expectation of consistent growth is not shared across other cities in the county.

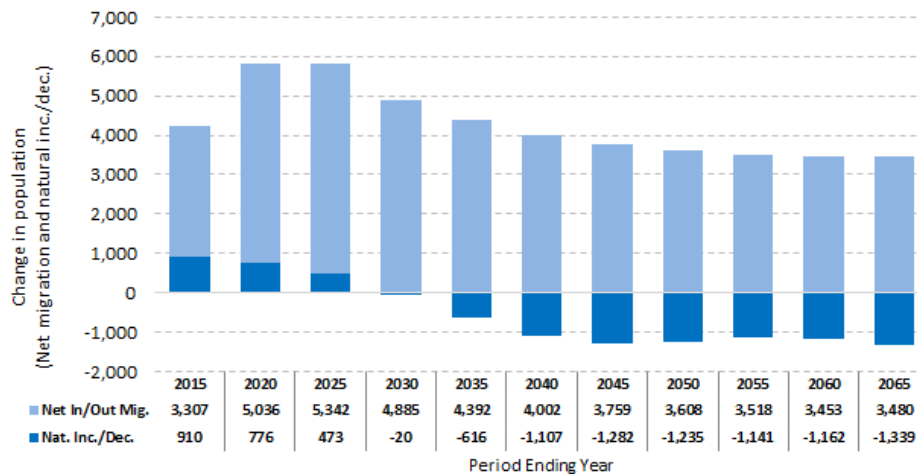
Table 6: Historical and forecast populations for Benton County and its sub-areas

	Historical				Forecast			
	2000	2010	AAGR (2000- 2010)	2017	2035	2067	AAGR (2017- 2035)	AAGR (2035- 2067)
Benton County	78,153	85,579	0.9%	92,286	110,274	125,571	1.0%	0.4%
Adair Village	554	874	4.7%	928	2,026	2,255	4.4%	0.3%
Albany	5,104	6,463	2.4%	7,586	10,254	14,305	1.7%	1.0%
Corvallis	52,107	57,020	0.9%	61,449	73,164	84,495	1.0%	0.5%
Monroe	611	631	0.3%	637	668	705	0.3%	0.2%
Philomath	4,609	5,003	0.8%	5,169	7,222	8,546	1.9%	0.5%
Outside UGBs	15,168	15,588	0.3%	16,517	16,940	15,265	0.1%	-0.3%

Source: Census 2000, 2010. Forecast and table prepared by Population Research Center.

Growth in Benton County is expected to be fueled primarily by net in-migration, largely because an aging population will eventually result in more deaths (Figure 10). The number of deaths is forecast to outweigh the number of births by 2030, resulting in an expected natural decrease—or more deaths than births—that is forecast to continue through 2065.

Figure 10: Components of population change, Benton County (2015-2065)



Source: Data sourced from Population Research Center (PRC), July 1 Annual Estimates 2000-2015. Chart prepared by Population Research Center.

Aging Population

An aging population not only influences the number of deaths, but it also yields a smaller proportion of women in their childbearing years. Consequently, this may result in a slow-down or decline in births¹¹.

Additionally, housing needs and preferences change as individuals grow older. Older adults generally exhibit the following housing preferences¹²:

- Remaining in their homes as long as possible.
- Downsizing to smaller and more low-maintenance units, both single-family and multifamily.

¹¹ "Coordinated Population Forecast, 2017 Through 2067: Benton County." (30 June 2017). Population Research Center, Portland State University.

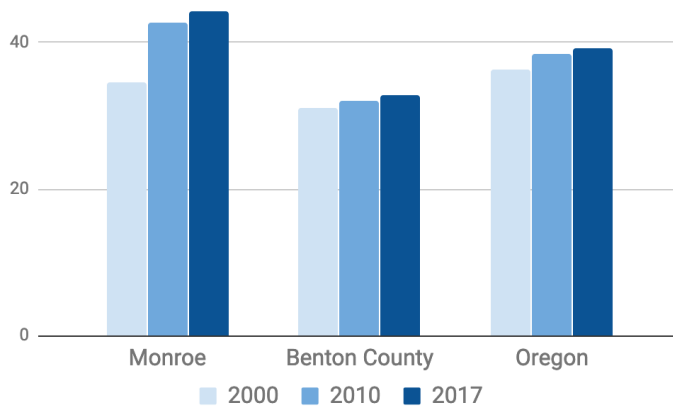
¹² "City of Cottage Grove: Housing Needs Analysis." (August 2018). ECONorthwest.

- Moving into age-restricted developments or group housing, like assisted living facilities or nursing homes.

As Monroe residents age, a combination of these types of housing will, therefore, be necessary to accommodate this growing sector of the population.

Monroe's median age has grown from 35 in 2000 to 44 in 2017, compared to 33 for the county and 39 for the region in 2013-2017 (Figure 11). Benton County's comparatively low median age is likely due to the presence of Oregon State University in Corvallis, which attracts a large number of university-aged students. Still, Monroe's median age has over time exceeded that of Oregon as a whole, indicating that Monroe's population is aging relatively quickly.

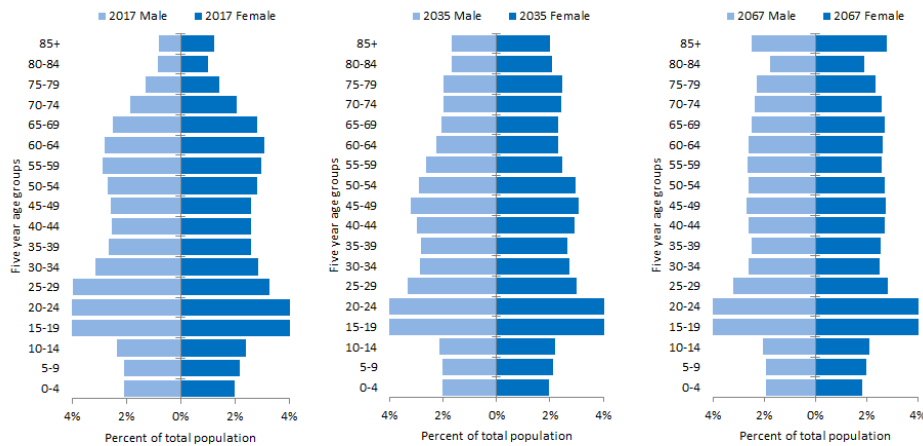
Figure 11: Median age, Monroe, Benton County, Oregon (2000, 2010 & 2017)



Source: Census 2000, 2010 Table P13; ACS 2013-2017 Table B01002

Further underscoring this trend, the 2017 age-sex distribution of Benton County reflects a bifurcation of the population for both sexes (Figure 12). The comparatively large share of residents ages 15 to 29 likely reflects the Oregon State University student population. Towards the top of the population pyramids, however, the large share of older residents is forecast to change over time. The county is expected to experience a more uniform population size across age groups for both sexes, though older adults cohorts will still make up a substantial share of the total county population.

Figure 12: Population pyramids, Benton County (2017, 2035, 2067)



Source: Forecast and charts prepared by Population Research Center.

Through 2035, the older adult cohorts are expected to grow as a share of Benton County's total population at a comparatively faster rate than younger cohorts (Table 7). This shift in the age composition of Benton County's residents will be reflected in Monroe's future population, which will have implications on both current and future housing needs.

Table 7: Fastest-growing age groups, Benton County (2017-2035)

	Growth (Absolute)	Growth (%)
Under 20 Years	2,169	12.1%
20-39 Years	2,606	14.5%
40-59 Years	5,534	30.7%
60+ Years	7,691	42.7%
Total	18,000	100%

Source: Forecast prepared by Population Research Center. Calculations by author.

Growing Hispanic & Latino Population

A major factor affecting the housing needs of Monroe is the growing Hispanic/Latino community within the UGB. This population is increasing as a share of the total population over time, while

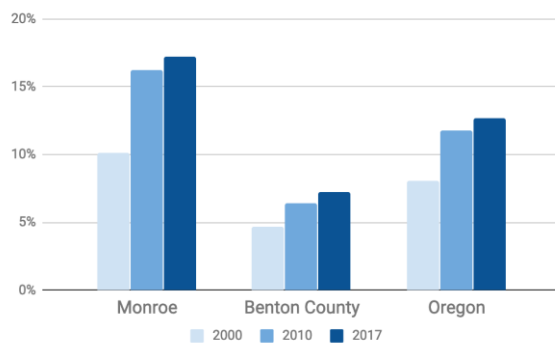
the Non-Hispanic, White population is decreasing. In addition, the Hispanic/Latino population is growing faster in Monroe than in Benton County and Oregon overall.

In light of this shift locally, and based on community feedback and emerging standards for culturally adequate housing,¹³ the following considerations for this population must be noted:

- In Oregon, Hispanic/Latino households are more likely to be housing and food insecure, as the result of barriers they face both culturally and socioeconomically.¹⁴ These barriers include educational attainment and lower wages than White families¹⁵ stemming from discriminatory policies and marginalization evident across the state.¹⁶
- These barriers create challenges for Monroe residents that identify as Hispanic/Latino to integrate into the Monroe community, thereby creating cultural and ethnic enclaves both physically and socially, as identified by community residents.
- A desire for more affordable housing options in combination with other community support services to ensure stability was identified as a priority concern for this population.

The percent share of the Hispanic/Latino population in Monroe has risen from 10% in 2000 to 17% in 2017 (Figure 13). This share is much higher than that of both Benton County and Oregon, which is 2013-2017 is 7% and 13%, respectively.

Figure 13: Share of Hispanic/Latino population, Monroe, Benton County, Oregon (2000, 2010 & 2017)



¹³ The Right to Adequate Housing Toolkit. (n.d.). Retrieved from <https://www.ohchr.org/EN/Issues/Housing/toolkit/Pages/RighttoAdequateHousingToolkit.aspx>

¹⁴ Food insecurity rate continues to decline in Oregon, but not to pre-recession levels. (2018, September 10). Retrieved from <https://www.oregonfoodbank.org/food-insecurity-rate-continues-to-decline-in-oregon-but-not-to-pre-recession-levels/>

¹⁵ Latinos in Oregon Report. (2016.). Retrieved from <https://www.oregoncf.org/news-resources/press-releases/current/latinos-in-oregon-report-august-2016>

¹⁶ The Latino Community in Multnomah County: An Unsettling Profile. Curry-Stevens, A. Cross-Hammer, A. & Coalition of Communities of Color (2012). Portland, OR: Portland State University.

Source: 2000, 2010 Census Table P008, ACS 2013-2017 Table B03002

The relative population change for the Hispanic/Latino population from 2000 to 2010 of 50.0% underscores this trend (Table 8). Comparatively, the relative change for the Non Hispanic or Latino population is was only 7.5% during that same time period.

Table 8: Hispanic/Latino and race, Benton County (2000 & 2010)

Hispanic or Latino and Race	2000		2010		Absolute Change	Relative Change
Total population	78,153	100.0%	85,579	100.0%	7,426	9.5%
Hispanic or Latino	3,645	4.7%	5,467	6.4%	1,822	50.0%
Not Hispanic or Latino	74,508	95.3%	80,112	93.6%	5,604	7.5%
White alone	67,816	86.8%	71,552	83.6%	3,736	5.5%
Black or African American alone	637	0.8%	715	0.8%	78	12.2%
American Indian/Alaska Native alone	556	0.7%	493	0.6%	-63	-11.3%
Asian alone	3,493	4.5%	4,404	5.1%	911	26.1%
Native Hawaiian/Pacific Islander alone	175	0.2%	199	0.2%	24	13.7%
Some Other Race alone	173	0.2%	156	0.2%	-17	-9.8%
Two or More Races	1,658	2.1%	2,593	3.0%	935	56.4%

Source: Census 2000, 2010 Table P8

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 9).

Table 9: Average household size (2017)

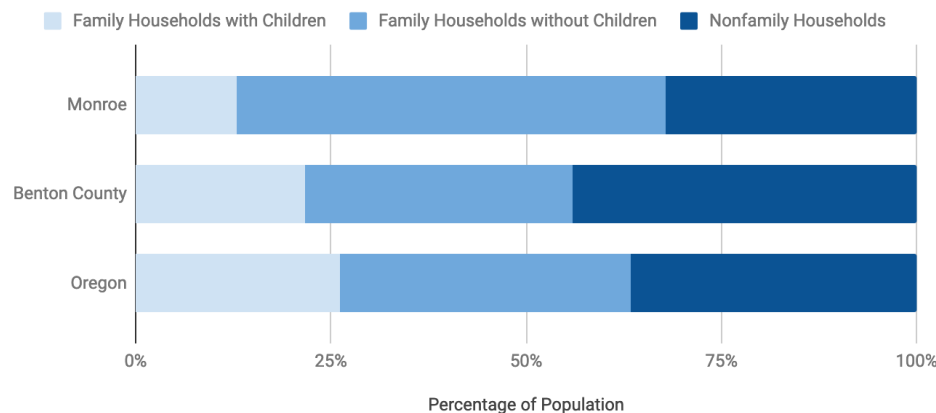
Oregon	Benton County	Monroe
2.50	2.38	2.34

Source: ACS 2013-2017 Table B25010

PPH in Monroe 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 time¹⁷.

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 14). 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 person¹⁸.

Figure 14: Household composition, Monroe, Benton County, Oregon (2017)



Source: ACS 2013-2017 Summary Table DP02

Income of Residents

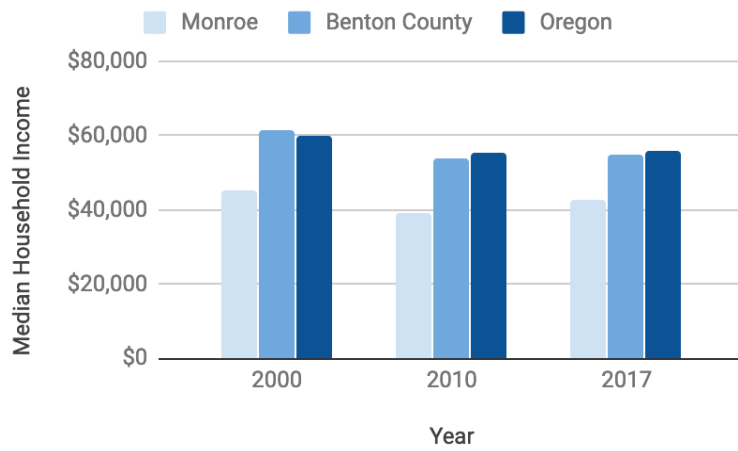
Household income is a key determinant in housing choice and the ability of households to afford housing. Income for residents of Monroe is lower than both the Benton County and state average.

At \$42,750, Monroe median household income is approximately 76% of that of Oregon (\$56,119) and 78% of that of Benton County (\$54,682) as of 2017 (Figure 15). This raises serious affordability concerns if housing is not proportionately less expensive in Monroe.

¹⁷ “Coordinated Population Forecast, 2017 Through 2067: Benton County.” (30 June 2017). Population Research Center, Portland State University.

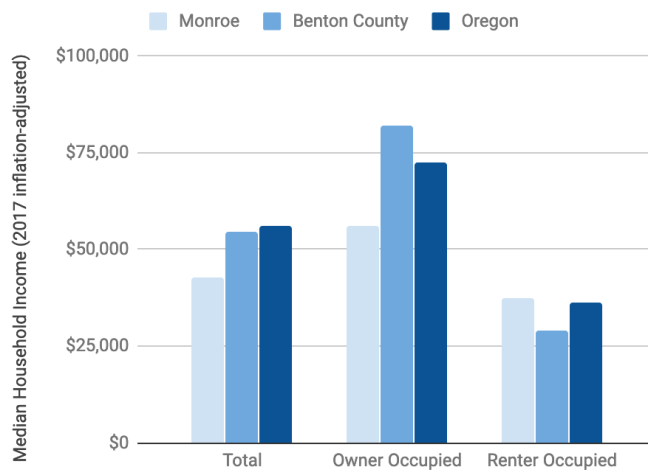
¹⁸ ACS 2013-2017 Summary Table A10066 Household Type by Household Size.

Figure 15: Median household income, Monroe, Benton County, Oregon (2017)



Source: Census 2000 Table HCT12, Census 2010 Table A14006, ACS 2013-2017 Table B25119

Figure 16: Median household income by tenure, Monroe, Benton County, Oregon (2017)



Source: ACS 2013-2017 Table B25119

Therefore, the needs for affordable housing will be more salient and pertinent for Monroe. Recognizing this gap in comparable income levels, a wide range of affordable housing interventions should be considered when planning to accommodate the housing needs of the Monroe community.

Commuting Patterns

Monroe is a regional center for the South Benton area. As it is the only city in the region with commercial storefronts, public schools, and a post office, it is a destination for those that live outside the city limits as well. Commuting trends can provide insight into why people come to and leave Monroe on a day-to-day basis.

Figure 17: Commuting patterns into, out of, and within Monroe (2015)



Source: Census OnTheMap (LEHD-derived), 2015

Census OnTheMap data (Figure 17) is challenging to interpret due to the age of the data and, in the Monroe case, the small sample size. However, the general trend demonstrates that very few commuters are circulating within Monroe. This may imply that Monroe currently acts as more of a “bedroom community” for surrounding cities, particularly Eugene and Corvallis (Table 11).

Table 10: Commute origin of Monroe workers (2015)

City	Count	Share
Corvallis city, OR	33	15.8%
Eugene city, OR	16	7.7%
Albany city, OR	13	6.2%
Junction City city, OR	12	5.7%
Monroe city, OR	5	2.4%
Alpine CDP, OR	4	1.9%
Harrisburg city, OR	4	1.9%
Lebanon city, OR	3	1.4%
Portland city, OR	3	1.4%
Springfield city, OR	3	1.4%
All Other Locations	113	54.1%

Source: Census OnTheMap (LEHD-derived), 2015

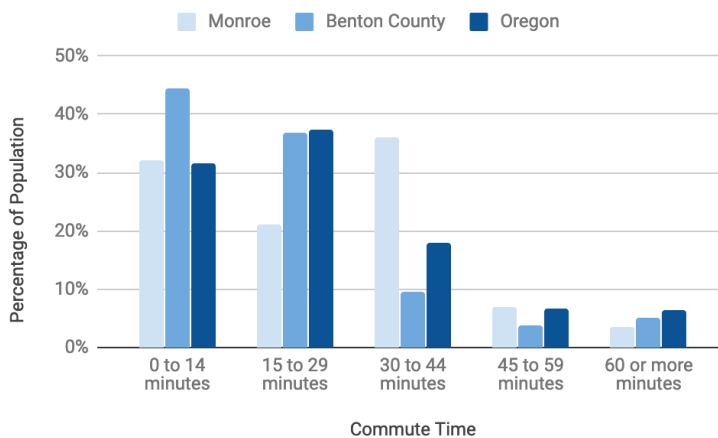
Table 11: Commute destination of Monroe residents (2015)

City	Count	Share
Corvallis city, OR	42	18.8%
Eugene city, OR	29	12.9%
Portland city, OR	9	4.0%
Springfield city, OR	9	4.0%
Albany city, OR	7	3.1%
Salem city, OR	7	3.1%
Junction City city, OR	6	2.7%
Philomath city, OR	6	2.7%
Monroe city, OR	5	2.2%
Alpine CDP, OR	2	0.9%
All Other Locations	102	45.5%

Source: Census OnTheMap (LEHD-derived), 2015

Many of the towns identified by commute patterns, such as Corvallis and Eugene, fall within the three predominant commute time buckets of 0-14, 15-29, and 30-44 minutes (Figure 18). This further suggests Monroe currently acts more as a “bedroom community” for nearby larger cities.

Figure 18: Commute time, Monroe, Benton County, Oregon (2017)



Source: ACS 2013-2017 Table B08303

Analysis of Monroe's commute shed—or area where workers commute to and from for employment—reveals a dependency on neighboring cities as not only places of employment, but also as sources of workers for businesses in Monroe. Recognizing Monroe's role in the larger region, trends in nearby housing markets affect Monroe's housing market. Affordability of rental and homeownership options in neighboring cities impacts where people choose to live, and this inextricably shapes the role that Monroe plays in the larger regional economy.

Trends in Rental and Homeownership Affordability

This section assesses sale prices, rents, and housing affordability in Monroe, Junction City, Harrisburg, Corvallis, Eugene, Philomath, Salem, Benton County, and Oregon since 2000. These cities have significantly different contexts, but are regionally tied and offer insight into the range of housing conditions throughout Benton County and in adjacent counties.

- Both median and gross rents in Monroe are lower than comparable cities, Benton County, and the state.
- Median home value is significantly lower than county and state level median home values.
- The Monroe rental portfolio exhibits that renters experience lower proportions of cost burden on average than comparable cities, but higher levels of cost burden than local homeowners.
- Recent new development in Monroe is not affordable for current resident income.
- Renters and homeowners both occupy an aging and limited housing stock.

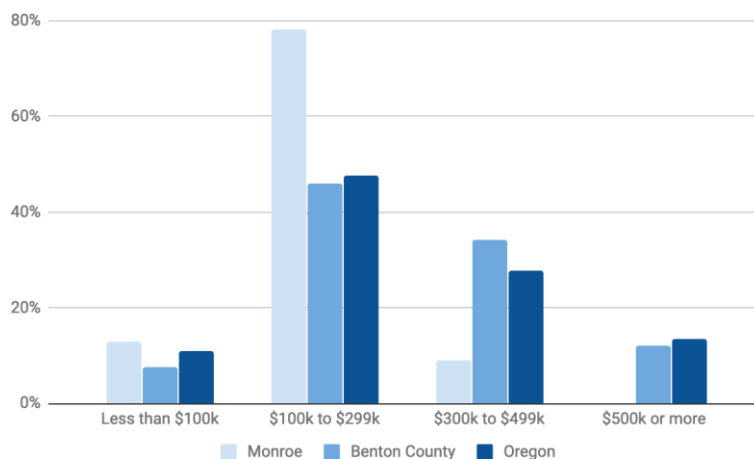
The following regional and local trends affect affordability in Monroe:

- Regional housing market dynamics experiencing consistent housing price growth over time.
- Population and employment growth in adjacent larger cities including Corvallis and Eugene.
- A lack of new supply to absorb growth places external pressure on the Monroe housing and rental market, particularly as a potential bedroom community for nearby towns.

Homeownership Market Affordability

Home values in Monroe are proportionately low compared to income (Figures 19 & 20), with the median home value in Monroe only being 57% of the median Oregon home value (Table 12). 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 19: 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 \$367,985¹⁹. While new construction is only a percentage of a residential portfolio, considering the limited housing stock currently in Monroe, it is important to correlate new build price with current incomes, as new build will likely be necessary to absorb any increased housing demand.

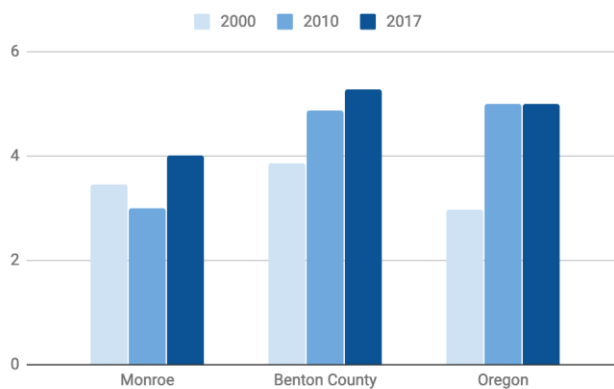
¹⁹ Willamette Valley Multiple Listing Service. (2019). Accessed via www.wvmls.com

Table 12: 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 20: Ratio of median housing value to MHI (2017)



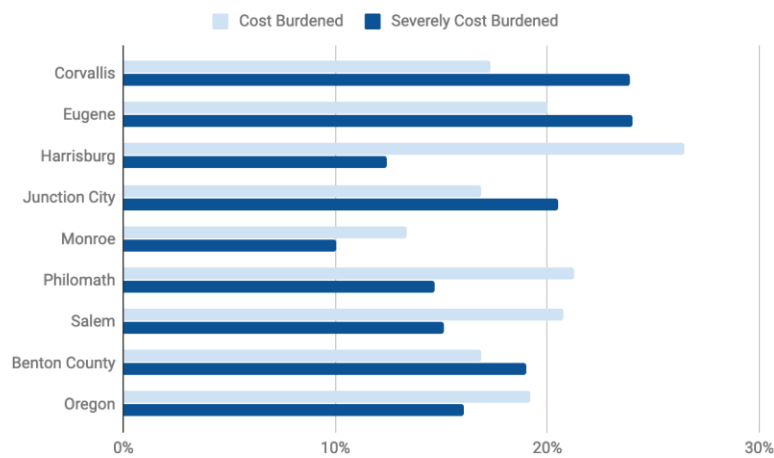
Source: Census 2000 & 2010 Tables HCT012, H085, ACS 2013-2017 Tables B19013, B25077

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 (Chapter 3, Figure 5). 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 (Figure 21).

While this points to current relatively low-cost burdens being experienced by residents, and therefore increased housing stability, it also displays how dissimilar housing cost burden ratios may be to regional trends, furthering the case that Monroe has a unique and therefore potentially sensitive housing market.

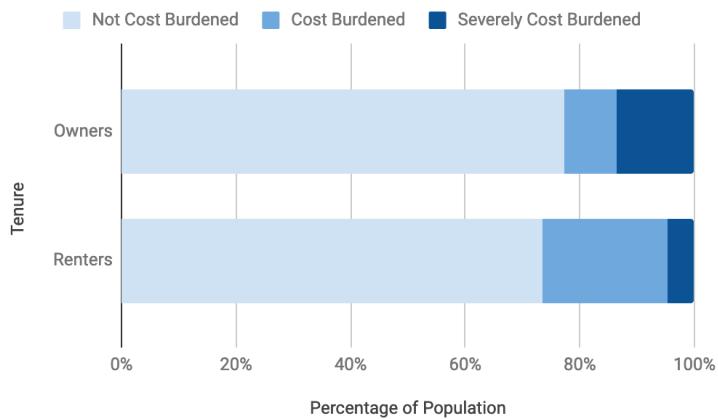
Figure 21: Cost burden, owners and renters combined, Monroe and comparison cities (2017)



Source: ACS 2013-2017 Tables B25091 & B25070

When accounting for household tenure type, renters are slightly more cost-burdened than owners, but homeowners occupy a larger proportion of the severely cost burdened category (Figure 22). As discussed above, these cost-burdens are not indicative of regional and state trends, which points to households currently being able to reside in cost attainable housing but in a market that may be more distressed by change.

Figure 22: Housing cost burden by tenure (2017)



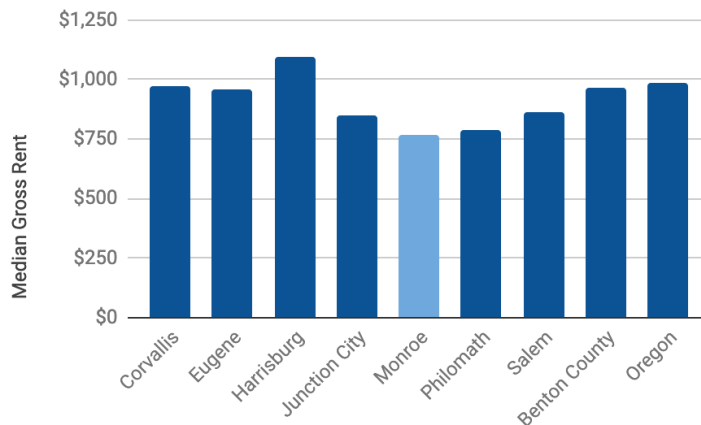
Source: ACS 2013-2017 Tables B25091 & B25070

Regardless of the relative level of cost burden compared to other cities, it is important to understand qualitative indicators of affordability for renters and owners alike, and this was reflected in community feedback discussed in Chapter 5. Some combination of development code updates and improvement in market conditions may be required to incentivize filling this gap in affordability, or promoting stability in a potentially vulnerable housing market, and this will be discussed in Chapter 6.

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 23). 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.

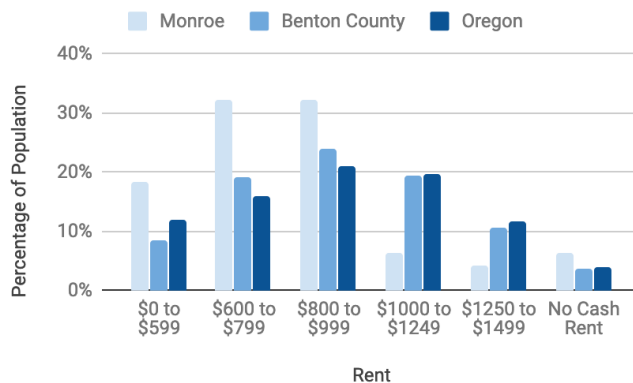
Figure 23: Median gross rent, Monroe and comparison cities (2017)



Source: ACS 2013-2017 Tables B25064

Whereas 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 (Chapter 3, Figure 5). This suggests low MGR could also be reflective of low quality, and lower rental property values overall. Quality of housing can be difficult to conceptualize and assess, and this report seeks to correlate the potential for this phenomenon in Chapter 5: Community Perceptions.

Figure 24: Gross rent, Monroe, Benton County, Oregon (2017)



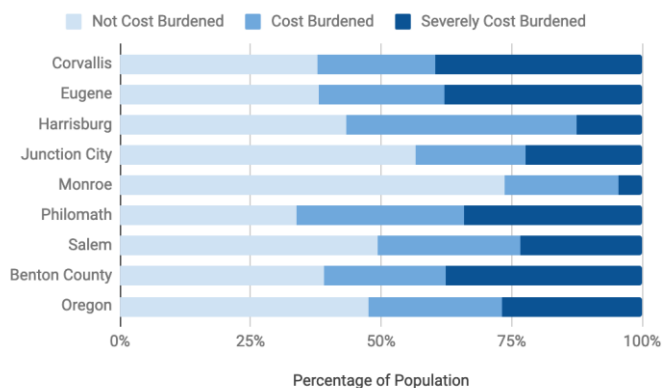
Source: ACS 2013-2017 Table B25063

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 24). 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.

While renters in Monroe are less cost-burdened than renters in comparison cities and the state as a whole (Figure 25), over one-fifth of renters spend over 30% of their income on rent and multifamily development has been stagnant. Cost-burden is an important indicator for attainability, and the ratio of household income to costs is critical to understanding housing stability. Recognizing households make trade-offs, cost burden is an effective measurement of not only ability to secure housing, but also ability to secure other household necessities like food, fuel, child-care, insurances, and health care²⁰.

In particular, the extent to which renters are severely cost burdened, although a small proportion in Monroe when compared to other cities, is important to understanding future housing needs. Households that exhibit severe cost-burden are likely those at the bottom of household income categories, and housing markets do not adequately provide for appropriate and attainable housing for those income levels.

Figure 25: 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 HUD's Fair Market Rent standards for the region (Table 13). The rental market appears relatively attainable when compared to median incomes. Current median

²⁰ Airgood-Obrycki, Whitney, Jennifer Molinsky. "Estimating the Gap in Affordable and Available Rental Units For Families." (2019 April). Joint Center for Housing Studies of Harvard University. Accessed via www.jchs.harvard.edu/research-areas/working-papers/estimating-gap-affordable-and-available-rental-units-families

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

Bedrooms	FMR (2018)	Rent (2017)
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. Therefore this rental housing market may easily be susceptible to shocks caused by increased demand or rental prices.

Assessing Development

Development, particularly in the housing market, has been stagnant at best and has regressed in the case of multifamily units. The Red Hills Subdivision has been permitted and platted with lots now available for sale as build-on-purchase. While this is a significant development, there is uncertainty about its affordability, based on interviews with the developer²¹:

“The lots, from 6,500 square feet to 10,000 square feet, range in price from \$78,000 to \$90,000...a buyer purchasing a lot and building a 1,800-square-foot home on it will spend \$300,000 or more.”

Ross Bochsler, Red Hills Subdivision developer

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.

²¹ Hill, Christian. “Monroe on cusp of building boom.” (31 May 2019). The Register-Guard. Accessed via <https://www.registerguard.com/news/20190531/monroe-on-cusp-of-building-boom>

Summary

The housing picture in Monroe is complex, with historical trends suggesting relative affordability across both homeownership and rental markets. However, this fails to capture a lack of new supply, particularly of multifamily housing, and new housing development as being generally out of reach for the average Monroe family.

The small number of legal development types in Monroe undoubtedly places significant pressure on developers to fill the housing gap, with individual homeowners unable to increase supply through internal conversions and accessory dwelling units. Even if developers were actively building in Monroe, housing types are limited. In aggregate, this places large affordability pressure on low- to medium-income families and limits first-time homebuyers from purchasing in Monroe.

The next chapter will explore this gap in housing type and affordability more, with a particular eye towards population projections and community feedback on housing.

Chapter 5. Housing Need in Monroe

This section outlines the potential needed mix and density for the development of new housing over the 20 year period in Monroe, based on four sets of analyses:

- Information about Monroe's housing market, relative to nearby cities, Benton County, and Oregon.
- The official population forecast for growth in Monroe over the twenty-year planning period.
- The demographic composition and socioeconomic trends of Monroe's existing population and expected long-term changes of Benton County.
- Expressed needs and perceptions of the Monroe community related to desired housing types and barriers to living in Monroe.

Forecasting Housing Growth

This section provides an estimate of new housing units needed in Monroe between 2019 and 2039. This forecast for housing growth is based on a number of key assumptions, which are determined using available data and safe harbor²² provisions.

Population projections are provided by the Population Research Center hosted within Portland State University. Cities are required to use these projections at twenty years from the time the HNA was written to determine future demand, in this case, 2019.

The Monroe population will change from 641 in 2019 to 674 in 2039, an increase of 33 people. The persons-per-household as of the last Decennial Census in Monroe is 2.34. Dividing this out by the amount of projected population yields a need for 14 new dwelling units. Monroe does not include any group quarters, which cities are required to omit from their measure of dwelling unit consumption. After considering seasonal vacancy rates as of the 2013-2017 ACS in addition to a safe harbor assumption of five percent, Monroe requires 15 new dwelling units in the next twenty years if trends do not change.

Monroe currently allows ADUs in the GRB zone, and state law requiring legalization of ADUs only applies to cities with over 2,500 population. However, Monroe currently has an owner-occupancy requirement for ADUs that limits their ability to support increased population. This has an additional effect of eliminating a potential income stream for homeowners and limiting

²² OAR 660-024 defines a safe harbor as: "an optional course of action that a local government may use to satisfy a requirement of Goal 14. Use of a safe harbor prescribed in this division will satisfy the requirement for which it is prescribed. A safe harbor is not the only way, or necessarily the preferred way, to comply with a requirement and it is not intended to interpret the requirement for any purpose other than applying a safe harbor within this division." Safe harbors are assumptions that a city can use in an HNA that the State has deemed satisfactory to fulfill requirements of Goal 14.

the rental market. In addition, mixed use redevelopment has been sparse, and cities of less than 2,500 people are allowed to assume a mixed-use redevelopment rate from 1-10%. Based on the 15 new dwelling units required, a mixed-use redevelopment rate of at least 4% is required to affect the number of dwelling units requiring new land. This HNA assumes a redevelopment rate below this threshold based on historic trends and current zoning code, meaning the total number of new dwelling units requiring land remains 15 (Table 14).

Table 14: Dwelling unit need analysis, Monroe (2039)

Dwelling Unit Analysis	2019	2039
Population	641	674
Group Quarters (2017)		0
Population Change		33
Persons Per Household (2010)		2.34
Dwelling Units Required		14
Vacancy Rate (2010) Multiplier		1.054
Redevelopment Divisor		1.01
ADU Divisor		1.01
Gross New Housing Units		15

Table 15: Land need analysis, Monroe (2039)

Land Need Analysis	Low	Medium	High
Current Mix (2019)	55.0%	45.0%	0.0%
Expected Density Change ²³	-15%	10%	5%
Future Housing Mix (2039)	40.0%	55.0%	5.0%
Units Needed Per Density	6	8	1
Units per Acre	5	10	20
Acres needed	1.2	0.8	0.05
Public Infrastructure Multiplier	1.25		
Land Need by Density Type	1.50	1.00	0.06
Total Land Need (acres)			2.56
Land Supply	62.9	37.7	0
Remaining Land	61.40	36.70	-0.06

²³ DLCD provides a safe harbor density change assumption for cities outside of the Portland Metro area in OAR 660-024-0040(8)(i).

Land is at a deficit because Monroe does not currently have zoning that allows high density development types. Given the small deficit of land, Monroe can shift the sole needed dwelling unit into medium or low density types without issue. However, as the State looks to encourage denser development in larger cities, this may be a good opportunity for Monroe to enable new housing types identified by the community which slightly increase density. Feedback from community engagement efforts highlighted some types of housing that may be more appropriate for the Monroe context, discussed below.

With the Red Hills Subdivision development starting in 2019, Monroe is primed for sufficient development to absorb its entire projected population growth. However, population projections for Benton County will be rerun in 2021 and may change expectations around how the city should expect to grow. In addition, the Red Hills Subdivision is build-on-purchase, which limits buyer accessibility as additional restrictions can be placed on land or construction loans versus home mortgage loans potentially requiring higher credit standards.

This calls for the introduction of more flexible housing typology in Monroe housing code, to support housing types such as cottage clusters, accessory dwelling units, redevelopment, narrow houses, and other medium density types. Alternative and varied rental and homeowner opportunities may more appropriately provide compatible housing commensurate with local incomes and historical home values.

Table 16: Projected need for financially attainable housing by MFI, Monroe (2017)

	<30%	30%-50%	50%-80%	80%-120%	>120%
Income bracket	< \$25,230	\$25,230- \$42,050	\$42,050- \$67,280	\$67,280- \$100,920	> \$100,920
Current Households	52	62	62	31	32
% of Current Households	22%	26%	26%	13%	13%
New Households	3	4	4	2	2

Source: ACS 2013-2017 Table B19001

Projecting future housing is aided by extrapolating current needs by income to assess relative future affordability. Table 16 estimates future need utilizing current proportions of households that occupy varied scales of the Median Family Income (MFI) for Benton County (\$84,100, 2018). Based on existing proportions, the largest share of future needed housing will be housing attainable at the 30-80% MFI level.

Future households at 50% MFI and below are not likely to be able to obtain home-ownership opportunities apart from manufactured housing, and adequate rental and/or government assisted housing is most likely needed to address this income bracket's need (7 households). Remaining future households (8) above 50% will need single-family attached or single-family detached at lower values at the low end of this income spectrum, while higher value home opportunities will be attainable for the higher end (80%- >120% MFI) of this income spectrum.

Community Perceptions

While current projected needs for high-density units are low, changing demographics and age composition could influence the demand for higher and medium density units capable of expanding housing options in Monroe. It is important to understand community perceptions about affordability, housing quality, and housing preferences when reconciling projected future needs.

Throughout the duration of developing this report, various engagement methods were utilized to gather information about residents' housing needs and views²⁴. Many community members who live in or nearby, work, or pass through Monroe expressed interest in continuing to live or potentially move within the Monroe UGB, however people described prohibitive costs to both buy or rent combined with lower earnings, and identified limited affordable options as a key barrier to do so.

Below are summaries of community perceptions regarding needed housing in Monroe gathered from engagement events facilitated by Constellation Planning.

Amigos de Monroe, Benton County Health Services

The Amigos de Monroe group organized by Benton County Health Services meets once a month to offer support to local Latino families, providing resources requested by the group primarily focused on health, housing, transportation, and jobs. Housing has been identified as a key priority of the group, and Constellation Planning facilitated one of the monthly sessions in order to understand the barriers participants face in finding housing options. These sessions produced the following takeaways:

- Monroe is both an expensive place to buy and rent a home, and people continue to earn less in Monroe than in surrounding areas.
- Housing demand is very tight, and "people are fighting for apartments," although they seek to locate more permanently in the city.
- People commented on the undesirable conditions of the current apartments, noting issues such as mold and unresponsive property managers.
- It was discussed that the new subdivision is too expensive and there are no affordable developments happening that would meet their needs.
- The fact that there are not many places for mobile homes "needs to change."
- It was noted that people living in Monroe who are older don't have a place to live.
- Participants described how "original," more established families have businesses, which allows them to earn more and therefore afford existing housing options unavailable to everyone.

²⁴ See Constellation Planning's "Engagement Summary" for more information about community engagement events conducted in Monroe between March and June 2019.

Community Roundtable

The Community Roundtable organized by Constellation Planning included a 20-minute session focused on housing in Monroe, and used Goal 10 and the “Monroe Tomorrow” vision statement to encourage discussion around barriers, needs, and potential opportunities for solutions.

- ADUs and cottage clusters are considered a viable option. Participants liked the idea of “small but usable” and think that the cottage type housing would fit the existing agrarian/rural aesthetic of Monroe. People also resonate with the “sustainable” aspect of the housing vision statement. ADUs, cottage clusters, and plexes allow for families with kids to have yards and open space, which is important to the community.
- One participant shared that they do not like the idea of what was termed “stack ‘em and pack ‘em” of big developments happening in places like Philomath. Participants generally agreed that Monroe needed to add housing, but don’t go “more than 4-plex” in order to retain the existing development pattern of Monroe.
- Participants like one-level housing and think adding more would be good for seniors.
- The need for affordable housing was commented on, noting that the new subdivision development is not affordable to current residents.

Youth

Leading group discussions with two 8th grade classrooms at the Monroe Grade School, Constellation Planning identified youth perspectives on opportunities for new development and needs in Monroe. Students commented on a spectrum of qualitative subjects including the walkability of the city and a desire for more entertainment and recreation opportunities. A handful of students specifically mentioned housing or increased housing provision as one of their “favorite ideas for the future of Monroe” in a survey distributed at the end of class.

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Housing Survey Results

Constellation Planning developed a housing survey to understand unique housing choices and needs in the Monroe region. It was distributed at community events such as the Vino Victory and Vintage festival, at Amigos de Monroe meetings, and other community events.

- Cost was identified as the most important issue with respect to housing.
- People indicated that they are interested in seeing ‘tiny homes’, apartments, and single-family homes.
- Plexes (duplex, triplex, quadplex) were the least popular options for expanded housing choices.
- Privacy and proximity to neighbors are also key factors in where people choose to live.
- Design was a less significant factor in housing choice.
- Proximity to jobs, groceries, and recreation were the top three amenity choices.

Interview Findings

Through one-on-one interviews with community and regional partners, residents, and people working in Monroe, Constellation Planning was able to identify key themes affecting housing in Monroe. When housing came up in interviews, overarching themes included:

- Access to transportation and jobs within the city.
- Attitude towards change.
- Unmet development and land use potential.
- Opportunities to expand partnership and communications regarding housing availability and need.

Community engagement findings were utilized to craft the recommendations described at the end of this analysis in order to reflect qualitative and subjective perceptions of housing need in the Monroe community.

Need for Government Assisted and Manufactured Housing

The United States Housing and Urban Development Department (HUD) measures housing assistance need as a proportion of an area's median family income (MFI). For the city of Monroe, MFI for ACS 2017 5-year estimates was \$51,071, slightly higher than the median household income (MHI) of \$42,750. While HUD ultimately defers to local Housing Authorities for determinants of need, Fair Market Rents (FMRs) and county level MFIs are standard metrics exercised for these determinants.

This section presents an estimate of the need for housing assistance and housing types, by applying current Benton County MFI levels to market segments consistent with HUD income level categories. Where applicable, data is aggregated to the Public Use Microdata Area (PUMA) geography, which for Monroe encompasses the entirety of Benton and Linn Counties.

Government Assisted Housing

To determine public housing assistance qualification, the Benton-Linn Housing Authority utilizes the 2018 HUD Income Limits at the 50% MFI level. Households are pre-screened for eligibility if income and corresponding household size fall at or below 50% MFI at the Benton County level (Table 17).

Table 17: Actual rent income limits by household size (persons), Benton County (2018)²⁵

	1	2	3	4	5	6	7	8
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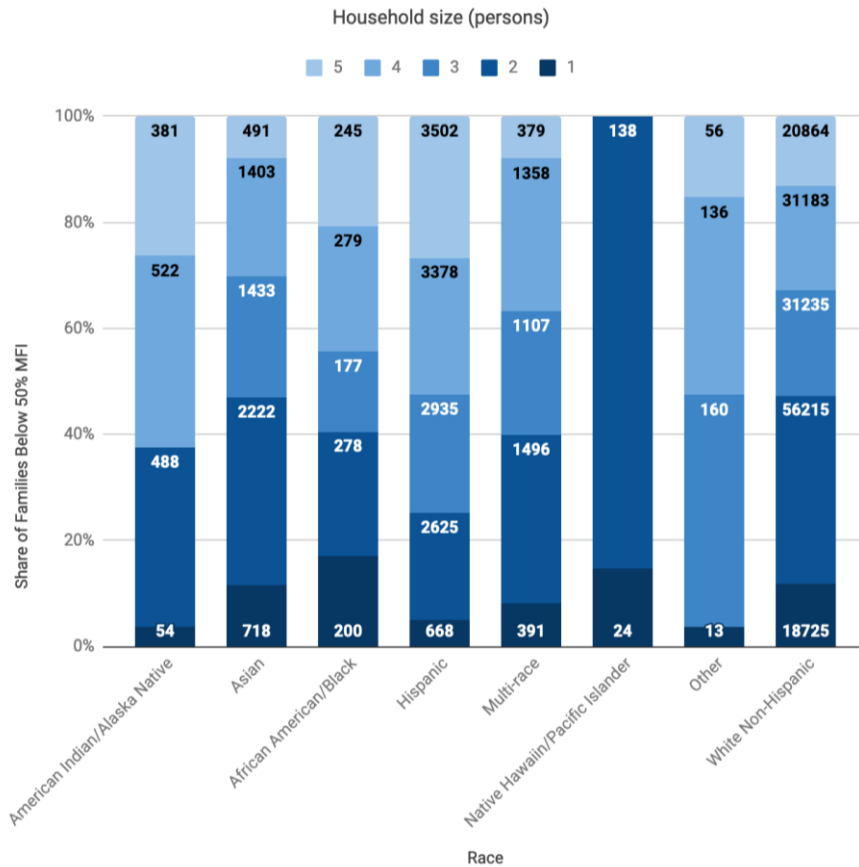
²⁵ Benton County 2018 Rent Income Limits, Oregon Housing and Community Services. Accessed via <https://www.oregon.gov/ohcs/.../2018/Benton-County-2018-Rent-Income-Limits>

50% MFI	\$29,450	\$33,650	\$37,850	\$42,050	\$45,450	\$48,800	\$52,150	\$55,550
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To analyze the potential for housing assistance, ACS 2017 5-year estimate household income data was adjusted for 2018 inflation and queried to assess which household populations by race in the bi-county Benton-Linn region would qualify to enter a federal housing assistance application process. Proportions of households at 50% MFI and below vary across race, illustrating gaps in needs experienced by different populations.

Unlike White/Non-Hispanic households in the bi-county region, Black/African American and Hispanic households are more likely to have an income that is half or lower than the county median when persons in the household increase (Figure 26). This suggests that increases to persons in the household do not correlate equally across populations, and additional considerations like accumulated familial wealth, costs attributed to child and dependent needs, and barriers to obtaining adequate household size per family may be experienced differently racially and culturally.

Figure 26: Absolute share of families below 50% median family income by family size and race, Benton-Linn County PUMA (2017)



Source: ACS 2013-2017, OHCS 2018 HUD Rent Income Limits

Reader assistance: This graph shows the absolute number of families per family size per race below 50% MFI. For example, 1,433 3-person Asian families are below the 50% MFI line, about 20% of all Asian families below 50% MFI. Similarly, 3,502 5-person Hispanic families are below the 50% MFI line, which is approximately 25% of all Hispanic families below 50% MFI. Note that data is unavailable for some race/family size combinations.

Noting the manner by which diverse populations stratify across median family income levels in an area also helps when considering policy and market intervention strategies for alleviating affordability tensions. This recognition should influence policy and program decisions on target audience approach, network and partner collaboration, and the development of metrics and indicators to assess accurate affordability for the community-at-large.

ORS 197.303 requires cities to plan for government-assisted housing, manufactured housing on lots, and manufactured housing in parks. Currently, Monroe does not have any government assisted housing, and programming doesn't exist to introduce this housing type to the city. Considering the median income levels, average rental and home prices, as well as community input on affordability in the city, further evaluation on government assisted housing opportunities may prove an effective intervention for addressing affordable housing needs in the Monroe.

Current language in the development code (2009) and Monroe Comprehensive Plan (1986) utilizes the following framework for enabling government assisted housing:

In a P Zone, any use or structure is permitted subject to the Site Plan Review procedures of Section 2.400 provided that it is governmentally owned and complies with all applicable provisions of City Codes governing the type of use or structure proposed.

Monroe Development Code (2009)

The city's present and future needs for low-income housing should be evaluated and that the city should actively encourage the development of new low-income housing, by supporting state and federal agencies and private lending institutions which aid in the development of lower cost housing.

Monroe Comprehensive Plan (1986)

The Linn-Benton Housing Authority shall be supported in its programs to provide rental assistance.

Monroe Comprehensive Plan (1986)

This fulfills Monroe's legal requirements, but has not so far led to actual government assisted housing on the ground. There are numerous federal assistance and funding sources that are designed specifically for rural communities. Multiple programs from a variety of federal agencies can be leveraged and coordinated to help address affordability concerns and home safety improvement needs²⁶. Some examples of federal opportunities that can benefit small, rural communities like Monroe include:

- HUD Housing Choice Vouchers: Because these vouchers act as subsidies that follow a tenant or household (rather than the housing unit itself), they expand choice about where to live and what types of units they live in. This also means they tend to have less overhead administrative costs than project-based programs like public housing, and can

²⁶ For more information, see "Federal Resources for Sustainable Rural Communities," created by the Partnership for Sustainable Communities, in collaboration with the United States Department of Agriculture in 2012. This report is accessible via:
https://www.epa.gov/sites/production/files/documents/federal_resources_rural.pdf

therefore be more economically viable to implement²⁷. Housing choice vouchers are managed and administered locally by the Linn-Benton Housing Authority, and because incomes in Monroe tend to be lower than that of Benton County as a whole, some Monroe residents are likely eligible for this type of government assistance.

- United States Department of Agriculture (USDA) Homeownership Opportunities: USDA provides numerous opportunities for improving housing options in rural communities, including loan, grant, and loan guarantee programs that fund and finance home repairs and safety improvements. These funding sources can be especially beneficial for Monroe, considering the older age of housing stock and high rates of homeownership.

As of 2013, Oregon does not allow discrimination of source of income derived from Section 8 housing vouchers (ORS 659A.421(1)(d)(A)). Ensuring landlords are familiar and comply with this law is important to ensuring a fair housing market.

Manufactured Housing

Manufactured housing provides a viable affordable housing option for many household types, and can be a particularly accessible housing type for seniors and aging households with a desire to downsize but still own housing. These homes can also be accessible for first-time buyers able to secure the lower-than-market avenue to home ownership that a manufactured house provides.

It is useful to define the difference between mobile and manufacturing housing types. Monroe defines manufactured homes as the following in its 2009 Development Code:

A structure transportable in one or more sections, each built on a permanent chassis, and which is designed to be used for permanent occupancy as a dwelling and is not designated as a "recreational vehicle" or prefabricated structure as defined by the State or Oregon.

ORS 446.003 defines recreational vehicles as:

A vehicle with or without motive power, that is designed for human occupancy and to be used temporarily for recreational, seasonal or emergency purposes and as further defined, by rule, by the director [of the DLCD].

Monroe allows manufactured homes by right in all residential zones, complying with state law on needed housing.

Oregon's recreational vehicle definition is broad and captures many different housing types, including motorized RVs, trailer homes, and tiny homes, which are towable but typically limited to very small square footages and with more variety in design.

²⁷ Herges, Daniel. "What Housing Vouchers Can and Can't Do." (26 April 2018). Strong Towns. Accessed via <https://www.strongtowns.org/journal/2018/4/26/what-housing-vouchers-can-and-cant-do>

Difficulty defining tiny homes in statute has limited their deployment across Oregon, but they typically represent low-barrier, aesthetically-compatible opportunities for ownership or rental housing, either on a temporary or semi-permanent basis. Exploring the viability of these homes may be an opportunity for Monroe to increase housing supply without depending strictly on the private market.

In 2016, there was an attempt, called Brickmill Meadows, at developing a tiny home village at the site of the old Monroe brickyard, which would have enabled close to 200 homes with communal amenities such as laundry and open space²⁸. This effort was unsuccessful for unclear reasons, but legal barriers may have prevented such a development. Certainly, the current Monroe development code does not enable these efforts by default.

²⁸ Hall, Bennett. "Tiny house project proposed for Monroe." (June 20, 2016). Gazette Times. Accessed via https://www.gazettetimes.com/news/local/tiny-house-project-proposed-for-monroe/article_db3c94cf-f3f4-5c2d-90de-b57f41592fa4.html

Chapter 6. Conclusions and Recommendations

Monroe has sufficient land to absorb its projected population growth of 33 people by 2039. At current persons-per-household, Monroe will require 15 dwelling units. When spread across future density calculations required by the Department of Land Conservation and Development (DLCD), this results in 6 low-, 8 medium-, and 1 high-density unit spread over 2.56 acres (Table 18). Monroe does not currently have high-density zoning types, and thus will likely need minor policy changes in the existing zoning code to support this growth. However, with 98 remaining acres of land, there is no doubt that Monroe is well equipped to direct its growth into the future.

Table 18: Summary of residential land sufficiency based on projected population growth

Population Change (2039)	33
Dwelling Units Required	15
Land Required (acres)	2.56
Remaining Buildable Land (acres)	98.0

Because Monroe has far more available land than required by its population growth, this precludes a UGB expansion for the foreseeable future. It also gives Monroe tremendous flexibility in defining how it grows.

Table 19: Maximum capacity to absorb population growth, Monroe

Population Analysis	Absorption	Low	Medium	Combined
Gross Land Supply		62.9	37.7	
Land Supply Minus Infrastructure		50.3	30.2	
Supportable Dwelling Units		251.6	301.6	553.2
Adjusted Dwelling Units				535.4
Absorbable Population Growth				1253

After accounting for vacancy rates and redevelopment potential, Monroe can absorb 1,253 new residents at projected densities before requiring a UGB expansion. This is a unique and powerful opportunity for Monroe to shape its housing future deliberately, incorporating community perceptions and building off statewide opportunities. Available land is spread across multiple areas of the city, and adjacent efforts for economic revitalization and riverfront development grant flexibility in terms of directing growth to specific areas.

Conclusions

After accounting for land availability and residential need, Monroe is in prime position to dictate the terms of its future development. Community input provided specific and actionable feedback

that should help guide these decisions. After accounting for these factors, the following key findings emerged:

Land availability

Vacant residential land is dispersed throughout Monroe in different settings. On a lot-by-lot basis, there are numerous parcels through the middle portion of the city that are vacant or partially vacant and can be developed into housing. In general, these lots are between single-family detached homes.

In addition, larger swaths of land are available to the northeast of the city, which could possibly be packaged or negotiated into a larger, focused development. The old brickyard property is capable of supporting dozens of new homes at different density ranges.

Changing demographics

The population of Monroe is aging, and the county is forecasted to experience a natural decrease in the future. The Hispanic/Latino population is growing as a share of Monroe's population, and this growth is having, and will continue to have, implications for housing demand.

Community perceptions of housing needs

Conversations with the community revealed that that affordability and housing costs are a top concern, particularly with the new subdivision. There is also a resounding concern that rental options are limited in Monroe, and the quality of some existing rental units is poor.

The Monroe community generally expressed interest in smaller, lightly-dense housing types that fit with the single-family character of Monroe's neighborhoods, such as accessory dwelling units, cottage clusters, and tiny homes. These housing types were identified as beneficial for providing housing for older adults and promoting the idea of "sustainability" in the "Monroe Tomorrow" vision statement.

Housing demand

Based on forecasted population growth and the current mix of residential land use, Monroe is planning for 15 new units, at an almost even split of low and medium densities.

Policy Recommendations and Strategies

Based on these findings, this analysis makes the following five recommendations for the City of Monroe. Each recommendation is coupled with suggested strategies to realize these recommendations.

The current comprehensive plan update is an ideal opportunity for exploring and integrating the following recommendations, at least at a broad enough level to enable future development code amendments.

DLCD produces model development code for small cities²⁹ that contains a variety of specific language and broader strategies for enabling many of the recommendations listed in this section. Consider utilizing this and other DLCD resources as a guideline for more inclusive housing policy.

Recommendation #1: Allow for a diverse mix of housing types.

Housing choice, with a particular emphasis on accessory dwelling units, cottage clusters, and mixed use were identified by Monroe community members, and can all help address the affordability gap.

- Develop a clear and objective legal framework to allow ADUs in all residential zones.
 - Eliminate the owner-occupancy requirement on ADUs.
 - Exempt ADUs from additional off-street parking requirements.
- Promote mobile homes as a housing option by providing a legal framework in the development code and creating policy in order to allow for temporary and affordable workforce housing.
- Consider allowing by right other naturally affordable, “light” density housing types—such as cottage clusters, narrow homes, corner duplexes, and internal division of larger homes—in GRA and GRB zones.

Recommendation #2: Improve rental market conditions.

Monroe has limited rental units and has had a lack of multifamily housing built over the past two decades. Enabling more rental types via development and zoning code updates and, potentially, development incentives can improve conditions for renters.

- Promote Monroe’s rental market by allowing more small apartments, particularly along Highway 99 West, as the city’s primary commercial corridor.
- Seek out or develop policies and programs help rehabilitate older housing stock and enhance the quality of housing.

Recommendation #3: Create a housing strategy.

New development in Monroe is out of reach for many residents, and a lack of rental options is exacerbated by limited housing choice. With ample room for growth, Monroe can be deliberate about policies, objectives, and strategies to support and promote housing attainability and affordability with a localized housing action plan or strategy.

²⁹ “Model Development Code for Small Cities.” Transportation and Growth Management Program, Joint Program of Department of Land Conservation and Development and Oregon Department of Transportation. Accessed via <https://www.oregon.gov/lcd/TGM/Pages/Model-Code.aspx>

- Partner with regional organizations for subsidized affordable development opportunities, like Willamette Neighborhood Housing Services and Junction City/Harrisburg/Monroe Habitat for Humanity.
- Connect with Linn-Benton County Housing Authority about programs and opportunities to promote housing choice vouchers. Provide the community with information about vouchers and eligibility requirements to help those that are eligible take advantage of this federal funding source.
 - Utilize current social service networks like the Benton County Health Clinic, the Relief Nursery at Old Mill Center, Strengthening Rural Families, and the Monroe School District to connect with households that may be eligible for housing assistance or face housing attainment issues.
- Consider pursuing USDA-provided homeownership opportunities to help residents improve the safety and quality of the older homes in Monroe.
- Create flexible fee schedules for developers to attract and promote the continued development of housing, with special attention to affordable and low market housing developers.

Recommendation #4: Coordinate with Benton County to track ongoing development.

As Monroe continues to grow, housing development will increase. Permit and development records can serve to keep the community informed on development projects, as well as inform land use decisions. Staying up-to-date with permitting can help the public stay involved as development occurs.

- Share permit information with Benton County throughout the development process.
- Keep permitting records organized and up-to-date.
- Ensure permit and development information is readily available for public consumption.
- Attempt to obtain reliable real estate data to better capture housing market trends and opportunities for growth and development.

Recommendation #5: Align economic development goals to housing needs.

Housing is a unique commodity, but it does not operate in a vacuum. Economic development can be leveraged to promote housing and more integrated urban form, advancing multiple goals at once.

- Foster developer connections to promote housing construction recognizing housing as a significant factor in building community wealth and the City's tax base.
- Promote mixed-use development in commercial corridors such as along Highway 99 West.
- Leverage the Riverside District Planning Project to update the development code and further integrate economic and housing goals.