



STAFF REPORT

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| DATE: | October 22, 2021 |
| NATURE OF APPLICATION: | Adoption of Development Code Amendments pertaining to the City's newly adopted Transportation System Plan (TSP) |
| APPLICANT: | City of Monroe |
| PROPERTY LOCATION: | City Wide |
| APPLICABLE CRITERIA: | Section (s) 2.700, 3.200(2), 3.520 |
| STAFF CONTACT: | Patrick Depa, Associate Planner |
| FILE NUMBER: | PC2021-08 |

NATURE OF THE PROCEEDING

To consider the adoption of recommended transportation elements in the development code as the result of the recently adopted Transportation Systems Plan (TSP). It is recognized that the city's zoning districts, its development code and the comprehensive plan may require amendments to the changing circumstances.

Text amendments or map amendments that affect a group or class of properties within the City requires a "Legislative Decision" by the City Council with recommendation by the Planning Commission in conformance with the Legislative Public Hearing procedures of Section 3.520. The City Council upon recommendation of the Planning Commission may approve, deny or approve with standards or conditions to attain compliance with this Code.

The modifications include text that is being added or ~~deleted~~ within the current Development Code. Because of the mixture of text being added, some of the text colors remained different. However, all new text will be underlined and all text being deleted will have a strike-through. The language will need to be incorporated into the Development Code via an amending ordinance. Amendments will be made to the Comprehensive Plan that support and implement the proposed Development Code recommendations. The amendments are displayed in an attachment labeled Exhibit A.

COMMENTS

No public comments have been received at the time the staff report was written. Public Works, Police and Fire did not submit any comments.

BACKGROUND

The City of Monroe adopted its Transportation Systems Plan (TSP) in 2019. OAR 660-012-0045 requires each local government to amend its land use regulations to implement the TSP and to adopt land use regulations consistent with state and federal requirements "to protect transportation facilities, corridors and sites for their identified functions." These

requirements are achieved through a variety of measures, including access control standards, robust pedestrian and bicycle circulation and connectivity provisions, standards to protect future road operations of roads, and expanded notice requirements and coordinated review procedures for land use applications. The proposed amendments to the City of Monroe’s Development Code document directly acknowledges the outcomes and recommendations of the 2019 draft Transportation System Plan (“TSP”) adoption.¹

Measures in OAR 660-012-0060 address plan and land use regulation amendments to ensure that proposed land uses are consistent with the identified function and capacity of existing and planned transportation facilities. It includes criteria for identifying significant effects of plan or land use regulation amendments on transportation facilities, actions to be taken when a significant effect would occur, identification of planned facilities, and coordination with transportation facility providers.

The City has seen more commercial and residential development within its boundaries recently than it had for nearly 20 years. The development consists of both new construction and the redevelopment of existing structures for re-occupancy.

New development consists of a Dollar General convenience store, the Long Timber Brewery and two phases of the Red Hills Estates subdivision. The old brick yard property up in the northeast part of the city has received on going interest in developing its twenty-seven (27) acre property as new single family homes.

Redevelopment consists of a new library from an old train depot, an artist studio from an old distillery and the recent purchase of the former Wilber-Ellis property for the purpose of a mixed-use project. All of this new development intersects with multiple jurisdictions such as the city, county and state road systems. The former Wilber Ellis property is in the heart of our recently adopted Riverside District Master Plan which is a prime area for redevelopment.

The City’s recently adopted 2020 Comprehensive Plan the Riverside District Master Plan has specific policies to change the current zoning along the frontage of 5th Street (99W) from industrial to commercial/mixed use. The remainder of the former Wilber Ellis property and a ¾ acre piece of low density zoned residential property is planned for higher density projects such as apartments or condominiums. All of the above mentioned development will end up connecting onto 99W directly or via Ash or Kelly Streets.

This current development pattern is expected to continue and having an updated TSP and development code to address how a new project will interact with existing transportation conditions is necessary for cohesive land use design.

¹ For background on the development of the Monroe TSP as part of the Benton County TSP update, see Monroe TSP Chapter 1: Plan Context.

DECISION CRITERIA/FINDING OF FACT

SECTION 2.700 AMENDMENTS

Decision Criteria. All requests for an amendment to the text, zoning map or comprehensive plan map of this Code may be permitted upon authorization by the City Council in accordance with following findings:

- (a) **The proposed amendment is consistent with the intent of the Comprehensive Plan.**

These amendments are appropriate to various sections of the comprehensive plan to address new goals and policies outlined in the TSP.

CITIZEN INVOLVEMENT – GOALS & POLICIES

ENGAGEMENT – Goal 2

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

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

LAND USE – GOALS & POLICIES

BALANCE OF LAND USES – Goal 1

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

POLICY LU 1.4 Regional Coordination. Land use needs and classifications will be considered with a regional view and changes to codes and policies will be prepared in a way that ensures continuity with adjoining cities and the region as a whole.

EFFICIENT USE OF LAND – Goal 2

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

POLICY LU 2.2 Mixed Use. Encourage the vertical and horizontal mixing of different land-use types in selected areas of the city where compatible uses can be designed to reduce the overall need for parking, create vibrant urban areas, create more business opportunities, and achieve better places to live.

DOWNTOWN MONROE – Goal 3

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

POLICY LU 3.1 Develop Historic Downtown. Encourage development in the Downtown area, which includes the Historic Downtown Area, along Highway 99 West, former site of the Wilhelm Flour Mill (1890s) and location of Steamboat “Gypsy” loading flour on the Long Tom River (1900), Monroe State Bank (1911), Wilhelm House (1905), and the Applegate Trail area (1846), as a quality place for shopping, living, working, cultural and recreational activities, and social interaction. Provide walkways for pedestrian and bicycle traffic, preserve views of the Long Tom River, in the Riverside District, and preserve the natural amenities of the area.

POLICY LU 3.4 Develop Commercial Space. Encourage the development of a strong and healthy Historic Downtown retail, office, cultural, and residential center in Monroe.

POLICY LU 3.5 Community Plans. Implement Monroe’s Vision Plan – Monroe Tomorrow and **Monroe Riverside District Master Plan** (currently in development – 2019) with regulations and programs that support compatible and complementary mixed uses, including housing, hospitality services, restaurants, civic and institutional, offices, some types of industrial and retail uses, all at a relatively concentrated density.

POLICY LU 3.6 Connectivity. Improve connectivity for vehicles, bicycles, and pedestrians within Monroe and the South Benton community through master plans such as the Connectivity Plan **and Riverside District master plan** to improve links between residential areas and the community beyond.

POLICY LU 3.7 **Riverside District**. Develop the Riverside District area through the implementation of the Riverside District Master Plan (currently in development – 2019) to achieve a balance between the natural and built environments, including wildlife habitat, multi-family residential development, office and retail, and family recreation.

POLICY LU 3.8 Mixed Use Redevelopment. Monitor the redevelopment within the Downtown area and investigate the need to require retail and service uses on the first floor and limit residential and office uses to the second floor and above.

PARKS AND RECREATION FACILITIES - GOALS AND POLICIES

CONNECTIVITY – Goal 2

Create a citywide network of safe, interconnected recreation opportunities.

POLICY PRF 2.1 Active Transportation Network. Create a network of interconnected trails and on street bicycle and pedestrian facilities to extend the active transportation network, expand recreation opportunities, and to increase connectivity between recreation opportunities.

POLICY PRF 2.2 Greenways, Trails, and Waterway Recreation. Pursue the expansion of greenways, trails, and waterway recreation through and around the City to serve both as recreation resources and viable transportation alternatives. As new development, redevelopment, or other opportunities occur, pursue the creation of public access easements.

ECONOMIC DEVELOPMENT – GOALS & POLICIES

BUSINESS GROWTH – Goal 2

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

POLICY ED 2.2 Downtown Core Investment. Encourage investment in the Downtown Commercial Core, such as walkable amenities: gas station, coffee shops, restaurants, and grocery stores.

POLICY ED 2.3 Support Riverside District Activities. Support project activities in the Riverside District such as Monroe’s Vino, Vintage, & Victory Wine Festival, the Holiday Light Parade, the 1135 Continuing Authorities Project with the U.S. Army Corps of Engineers and more to come.

HOUSING – GOALS & POLICIES

ECONOMICALLY SUSTAINABLE – Goal 1

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

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

LIVABILITY – Goal 5

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

POLICY HG 5.3 Walk and Bike to Daily Needs. Support development of new retail and personal services in conjunction with housing in locations that are compatible with the surrounding area, including commercial areas that allow for ease of pedestrian and bicycling access, and enhance the ability of people to easily meet their daily needs.

TRANSPORTATION – GOALS & POLICIES

SAFETY – Goal 1

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

POLICY TR 1.1 Safety for All Modes. Develop and maintain the transportation system to enable users of all modes, including pedestrians, cyclists, drivers, and those taking transit, to be equally safe and comfortable.

SYSTEM DESIGN – Goal 4

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

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

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

URBANIZATION – GOALS & POLICIES

GROWTH – Goal 1

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

POLICY UR 1.2 Facilitate Infill. Facilitate the infill development of vacant or underutilized land consistent with City Comprehensive Plan land use designations.

POLICY UR 1.3 Compact, Mixed-Use Development in Centers and Along Highway 99W Corridor. Focus higher density, pedestrian-oriented, and transit-supportive mixed-use development near Transit Stations, the Riverside District, schools and neighborhood centers, and along the Highway 99W corridor.

POLICY UR 1.5 Targeted Revitalization. Prioritize investment in and revitalization of areas where private investment patterns are not accomplishing this objective.

- (b) There is a public need for the proposed amendment to comply with changing conditions or new laws.**

These amendments directly follow and are updated based on the Transportation Planning Rule (“TPR,” OAR 660, Division 12).

- (c) The amendment will not unduly adversely impact adjacent areas or the land use plan of the City.**

These amendments will have a positive impact on addressing transportation and land use decisions more accurately.

- (d) The amendment will not have an undue adverse environmental impact.**

The proposed amendments adhere to all environmental policies or goals and development will be done in a manner to assure no adverse impacts will occur. None of the proposed amendments change any environmental policies or goals.

- (e) The amendment will not have an undue adverse impact on public facilities.**

The proposed amendments will have no undue adverse impact on public facilities. All of the proposed amendments will provide a better and more positive guide and analysis of the city’s transportation grid and not adversely impact future needs. All of the proposed amendments outlining future improvements will be in sync with the city’s water, sewer and storm master plans.

- (f) The amendment will not have an undue adverse impact on transportation.**

All the recommendations that led to these amendments address data and areas of development that are specific to transportation goals outlined to accommodate future growth. The amendments were developed to reflect the goals and policies adopted in the City’s Transportation System Plan (TSP).

- (g) The amendment will not have an undue adverse impact on the economy of the area.**

All of the proposed amendments will have a positive impact on the City’s economy by addressing current transportation needs and improvements

allowing the City to make better informed land use decisions on its residential and commercially zoned lands.

The proposed amendments will not have an undue adverse effect on the City as it encourages commercial and residential growth, tourism, recreation and sustainability. The Comprehensive Plan's overall goal for the City is to encourage economic development within the City that is compatible with maintaining the area's livability. All of the suggested amendments will impact the city's economy in a positive manner by addressing current transportation deficiencies and design on how to correct them when development opportunities arrive. This will allow the city to make better informed land use decisions on its commercial and residential zoned lands.

(h) The amendment is consistent with the intent of the applicable Statewide Planning Goals.

The amendments are addressing new data obtained through a joint transportation study between the City of Monroe and Benton County. These amendments follow statewide planning **Goal 12: Transportation** when addressing the future needs of the community's transportation system. These amendments address inventory and alternative courses on how to implement design standards. The proposed plan will support a variety of transportation modes so residents are not limited in the ways they can access the jobs, goods, or services available in different parts of their community.

The TSP addresses the current and future needs of the community's roads. The TSP concurs with the state that there will be the increase need for housing options that provides choices and alternatives to accommodate the new growth including increased densities. The proposed amendments to the development code support **Goal 10 – Housing** of the Statewide Planning Goals and address these needs. The recently adopted Comprehensive plan and the Riverside District Master Plan have polices that support the long term goal of infill and potentially multifamily or mixed use developments in the residentially designated areas. All development, especially along 5th Street (99W), will now be reviewed through the prism of the TSP principles and policies.

Comprehensive plans and policies shall contribute to a stable and healthy economy in all regions of a City. Such plans shall be based on inventories of areas suitable for increased economic growth and activity after taking into consideration the conditions of the current economic base. The TSP evaluated the existing conditions and provides a blueprint of design and

efficiency to increase the City of Monroe's economic base which supports **Goal 9 – Economic Development.**

CONCLUSION

The Development Code is intended to be a responsive document that regulates land use proposals and guides the growth of the City of Monroe while also responding to necessary change through amendment and refinement. The amendments brought before you will set a good foundation for all future growth in the City while addressing the needs of the City's existing infrastructure.

The transportation principles begin with a primary goal to ensure that all implementing ordinances established through the Development Code are in full compliance with all State policies and rules. We believe that all of the proposed amendments are in full compliance with all state policies and rules.

RECOMMENDED MOTION

"I move that the City Council adopt the findings as presented in the staff report for the proposed code amendments as presented in File No. PC2021-08 and that the amendments be approved and the City Manager is directed to present to the City Council with an adopting ordinance."