

# Buildable Lands Inventory

Monroe, Oregon

June 10, 2019

Prepared for the City of Monroe by Constellation Planning



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## Overview of the Methodology

The purpose of this BLI is to measure and determine the supply of land available to meet the long-term growth needs of the community. The inventory addresses **residential and employment land needs** within the City's urban growth boundary (UGB). For the purposes of this report, "UGB" will refer to lands within the growth boundary, including lands that fall outside the city limits.

The City of Monroe BLI includes all residential, commercial, industrial, and public land designated in the zoning map within Monroe's UGB. The BLI builds off of an inventory of all tax lots inside the UGB, as well as a tax lot-level database from Benton County. The tax lot database is current as of February 15, 2019. Maps and tables produced for the BLI come from a combination of GIS data sources from Benton County, Oregon Department of Geology and Mineral Industries (DOGAMI), Federal Emergency Management Administration, United States Geological Survey, Oregon Spatial Data Library, City-adopted maps, as well as visual verification, to verify accuracy.

The BLI was created through a series of sequential steps based on definitions and best practices identified by Oregon's Department of Land Conservation and Development (DLCD).

- **Step 1: Develop an existing land use inventory.** This analysis identifies existing uses of each tax lot inside the UGB, using a simplified classification system:
  - Residential
  - Commercial
  - Industrial
  - Utilities
  - Institutional
  - Parking
  - Unused

The inventory was completed through a combination of aerial imagery, assessor information, and "windshield" surveys.

- **Step 2: Identify and calculate constraints.** Based on state guidance for buildable lands inventories, constraints to development included in this BLI are:
  - Floodways
  - Slopes

These above constraints are compliant with DLCD standards for determining “suitable and available” land in OAR 660-008-005 (2). Additionally, tax lots or portions of tax lots that are constrained are considered unbuildable, as consistent with DLCD guidance on BLIs. All constraints were merged into a single constraint file, which was then used to identify the area of each tax lot that is constrained. The final buildable areas does not include areas identified as constrained. See the ‘Definitions’ section for more information on these constraints.

- **Step 3: Classify lands by development status.** Each eligible parcel is classified into one of the following categories, based on development status:
  - Vacant
  - Partially Vacant
  - Undevelopable
  - Fully Utilized

Some lots were omitted as part of the analysis; this, along with the above, terms are defined in the ‘Definitions’ section. See Appendix A for a complete documentation of the methodology used to classify land by development status.

- **Step 4: Verification.** City and DLCD staff reviewed the BLI for accuracy. Suggested amendments and comments were incorporated after staff review.

The BLI was completed using Geographic Information Systems (GIS) mapping software. The output is a database, presented in both tabular and map format, at both the parcel and acreage level. Some of the data has been aggregated by zoning designations, as appropriate, to identify patterns in development availability and suitability.

## Definitions

OAR 660-024 gives general guidance on how to calculate buildable lands, but leaves certain definitions up to the analysis. Via synthesis with assumptions provided in OAR 660-038, the following definitions were used to identify buildable land for inclusion in inventory analysis:

- **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 land space 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.

The following definitions were used to identify constrained, unbuildable lands, based on OAR 660-038-0070 definitions of residential buildable land constraints:

- **Floodways:** Federal Emergency Management Agency (FEMA) maps from the National Flood Hazard Layer product 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.

## Zoning

Figure 1 and Table 1 identify the amount and percentage of land within each zone in the Monroe UGB. For the purposes of this analysis, Benton County zoning designations were applied to parcels within the UGB but outside City limits and aggregated to the corresponding City zoning designation. Part of the zones incorporated from Benton County includes residential zones on the northeast corner and west end of the UGB. See Appendix A for more details.

# MONROE BLI 2019

## Zoning Map

FAIRWOOD

REILING

MONROE CEMETERY

MAX

SHADY OAK

COON

TERRACE

ORCHARD

COMMERCIAL

EIGHTH

SEVENTH

SIXTH

FIFTH

FOURTH

THIRD

OAK

MILL

ASH

RINE

DEPOT

KELLY

MAIN

BAORIC

DRAGON

1,500 Feet

As of Date: May 16, 2019

MonroeUGB

MonroeCityLimits

C

GRA

GRB

M

P

**Table 1: Land by zoning designation, Monroe UGB, 2019**

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

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

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

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



## Land Use Inventory

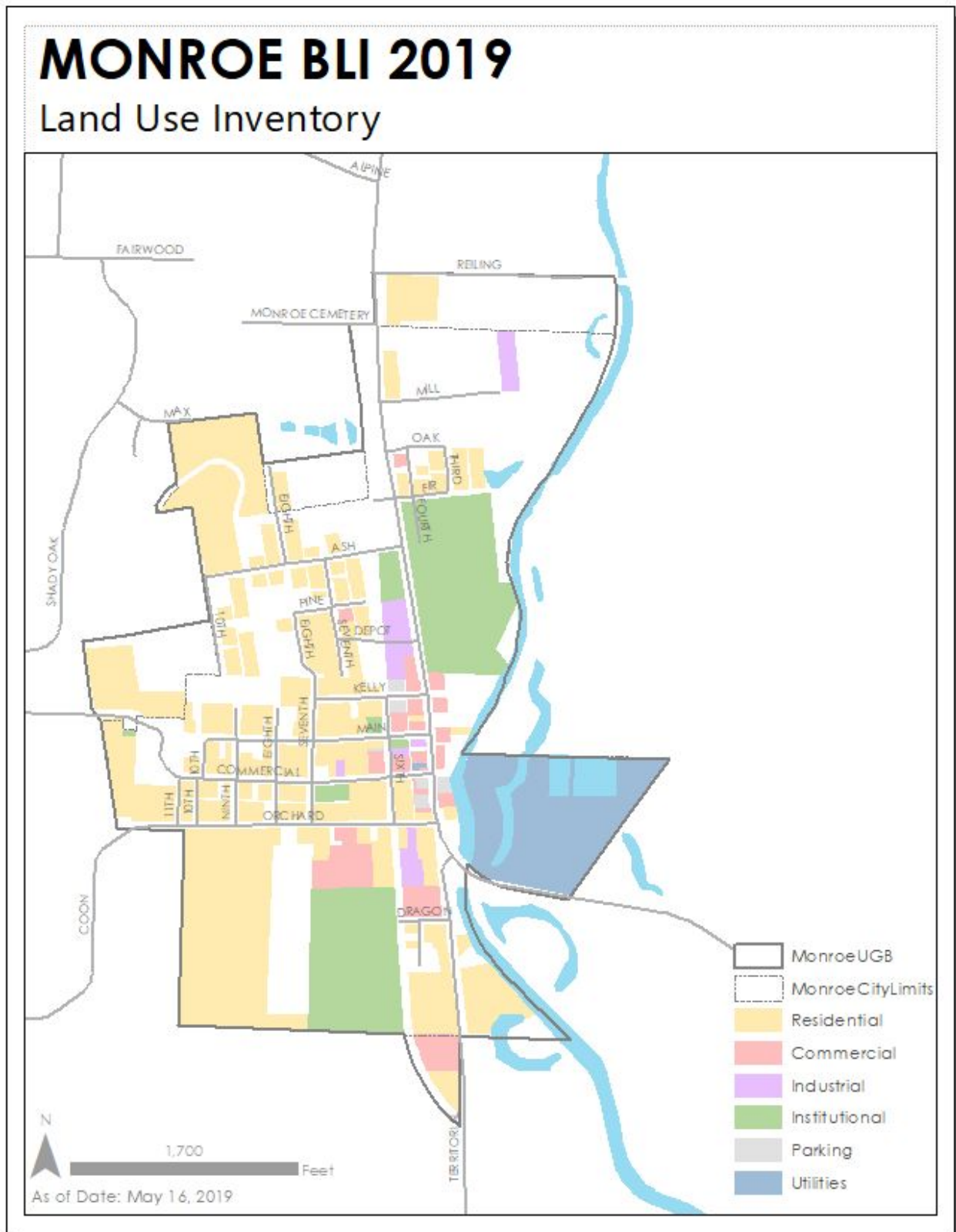
This land use inventory reflects the existing land uses of each tax lot within Monroe's UGB. This step builds a foundation for understanding the current uses, which may reflect conditional uses or any inconsistencies between land use and zoning designations.

Land use inventory designation types used for this report are:

- **Residential** includes all types of housing.
- **Commercial** includes all land used for goods- or service-oriented uses, including offices.
- **Industrial** includes all land used for storage, warehouse, distribution, manufacturing, assembly, and/or processing.
- **Utilities** includes all land uses for public utility provision, including the telephone service and public wastewater treatment pond.
- **Institutional** includes all land use for the administration of government and community services, including public schools.
- **Parking** includes all land dedicated entirely to surface parking, both paved and unpaved.
- **Unused** includes both undeveloped lots and empty buildings, essentially capturing all tax lots that do not fall into any of the use categories listed above.

Figure 2 and Table 2 show the results of the land use inventory.

Figure 2: Land use inventory, Monroe UGB, 2019



**Table 2: Land use by acreage, Monroe UGB, 2019**

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

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

## Residential Lands

While almost two-thirds of the lands within the Monroe's UGB are zoned Residential (181.1 acres), less than sixty percent of residentially-zoned lands are utilized for residential purposes (104.6 acres). This difference is due in part to the sizeable acreage of unused residentially-zoned land in the west and northeast portions of the city. There are several tax lots that are zoned for residential use, but are currently occupied by commercial and institutional land uses. In addition, there are several sizable residential parcels located within commercial zones, contributing to the discrepancy in acreage between land that is zoned residential and land that is being used for residential purposes. These parcels are primarily located along the mid-lower section of the city and represent future redevelopment potential.

## Commercial Lands

The land use inventory also shows that less land is being used for commercial purposes than is allocated through Commercial zoning designation (11.7 acres versus 19.9 acres). This is in part because the land use inventory accounts for parking uses separately from commercial uses. Currently 1.5 acres of land within the UGB is used for parking, and these lands are primarily located in Commercial zones along Highway 99-West and North 6th Street. There are also

multiple commercial parcels that are currently unused, which are primarily located along Highway 99-West.

## Industrial Lands

Only 5.7 acres of the 23.3 acres in Industrial zones are actually being used for this purpose. This difference results in large part from the decrease in industrial activity that Monroe has experienced since the closure of the brickyard in the north end of the city. Much of this formerly-industrial land is currently unused, suggesting that there is much more industrially-zoned Industrial than is actually needed.

## Utilities and Institutional Lands

Utilities and institutional uses take up a large portion of the overall land in Monroe (26.1 acres and 40.5 acres, respectively). Parcels being used for institutional purposes include the City Hall, Fire Department, water tank for water supply, the US Postal Office, public schools, and the Monroe Community Library. Parcels being used for utility purposes include the telephone company and several lots near Highway 99-West. As mentioned in the 'Definitions' section, utilities and institutional lands are omitted as part of the buildable lands inventory. Most of the acreage is dedicated to educational uses, which is generally consistent with other cities.

## Unused Lands

The land use inventory reveals that roughly thirty-four percent of land within the UGB is unused. Unused parcels are concentrated in the northeast corner and mid-west section of the UGB, as well as along the Long Tom River. A majority of unused lots fall within Manufacturing, Residential, and Commercial zones throughout the city.

## Land Availability

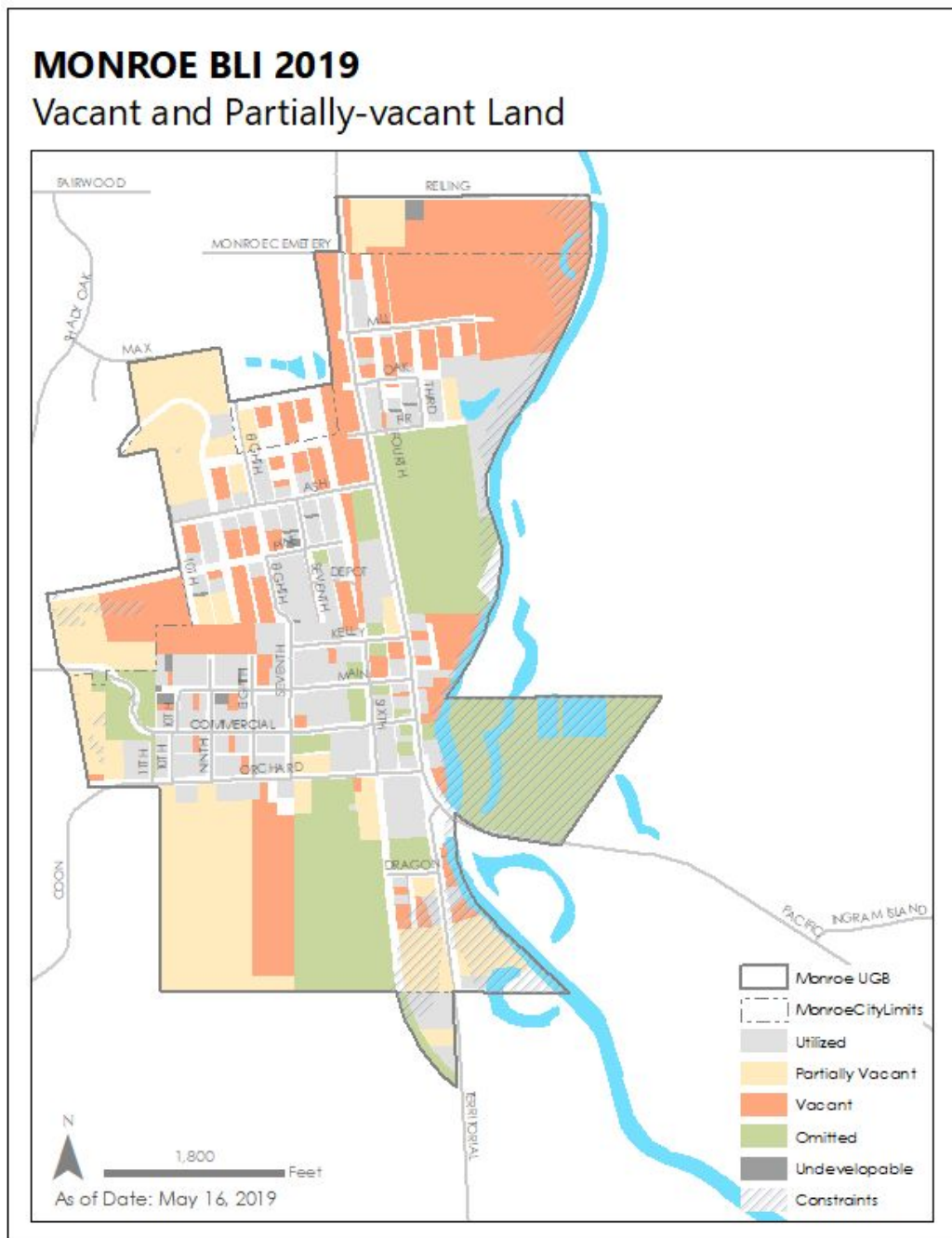
Under ORS 197.295(1), buildable lands are land parcels that have the potential and are suitable for residential uses. Buildable lands include both vacant parcels and developed parcels that have the potential to be redeveloped or developed further. A number of parcels were omitted based on OAR guidance. The remaining parcels are divided into the following four categories:

1. Vacant
2. Undevelopable
3. Partially Vacant
4. Utilized

Only lands that fall under the vacant and the partially vacant categories are counted towards the final buildable lands. Buildable lands are parcels that have the potential for further development. Residential buildable lands may be further utilized by partitioning or subdividing lots, constructing multifamily housing units with minimum parcel sizes, or modifying dwelling densities and other requirements within the zone.

Parcels committed to parking may be low barrier opportunities for development in the future, but they do not qualify as vacant lands for the purposes of the BLI. Converting current off-street parking uses to commercial uses should not require zoning changes. Conversion to residential uses may require modification of the current Monroe development code.

Figure 3: Lands by development status, Monroe UGB, 2019



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

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

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

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

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

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

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

Table 5 shows the development status of unconstrained, buildable lands by zoning designation.

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

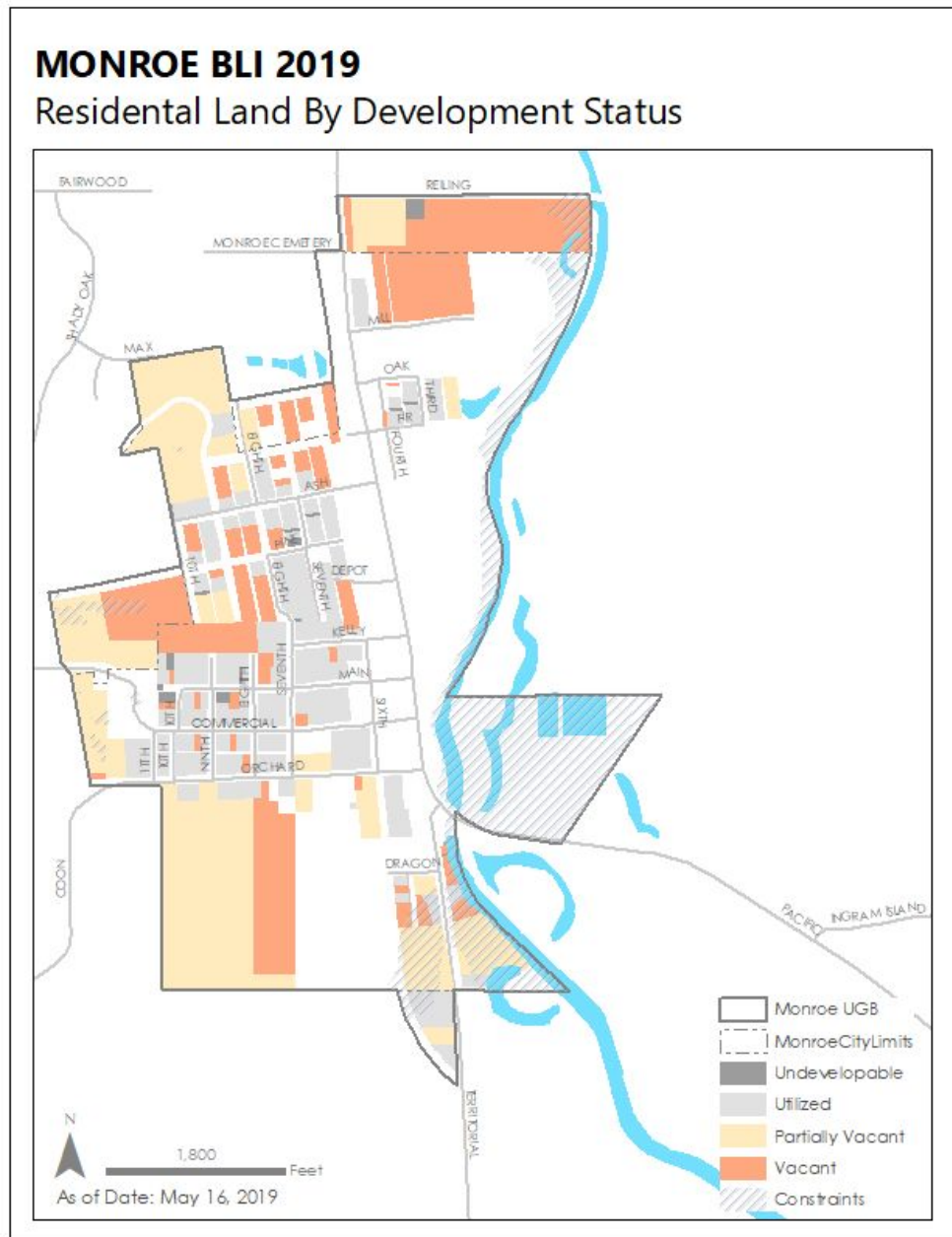
<b>Zoning Designation</b>	<b>Partially Vacant</b>	<b>Vacant</b>	<b>Total Buildable</b>	<b>Total Buildable as Percentage</b>
GRA	27.4	35.5	62.9	51.1%
GRB	20.0	17.7	37.7	30.6%
C	1.0	4.6	5.6	4.5%
M	0.0	17.0	17.0	13.8%
<b>Total</b>	<b>48.4</b>	<b>74.8</b>	<b>123.2</b>	<b>100%</b>

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

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

Figure 4 and Table 6 show residentially-zoned land by development status.

**Figure 4:** Residentially-zoned land by development status, Monroe UGB, 2019





**Table 6:** Residentially-zoned land by development status, Monroe UGB, 2019

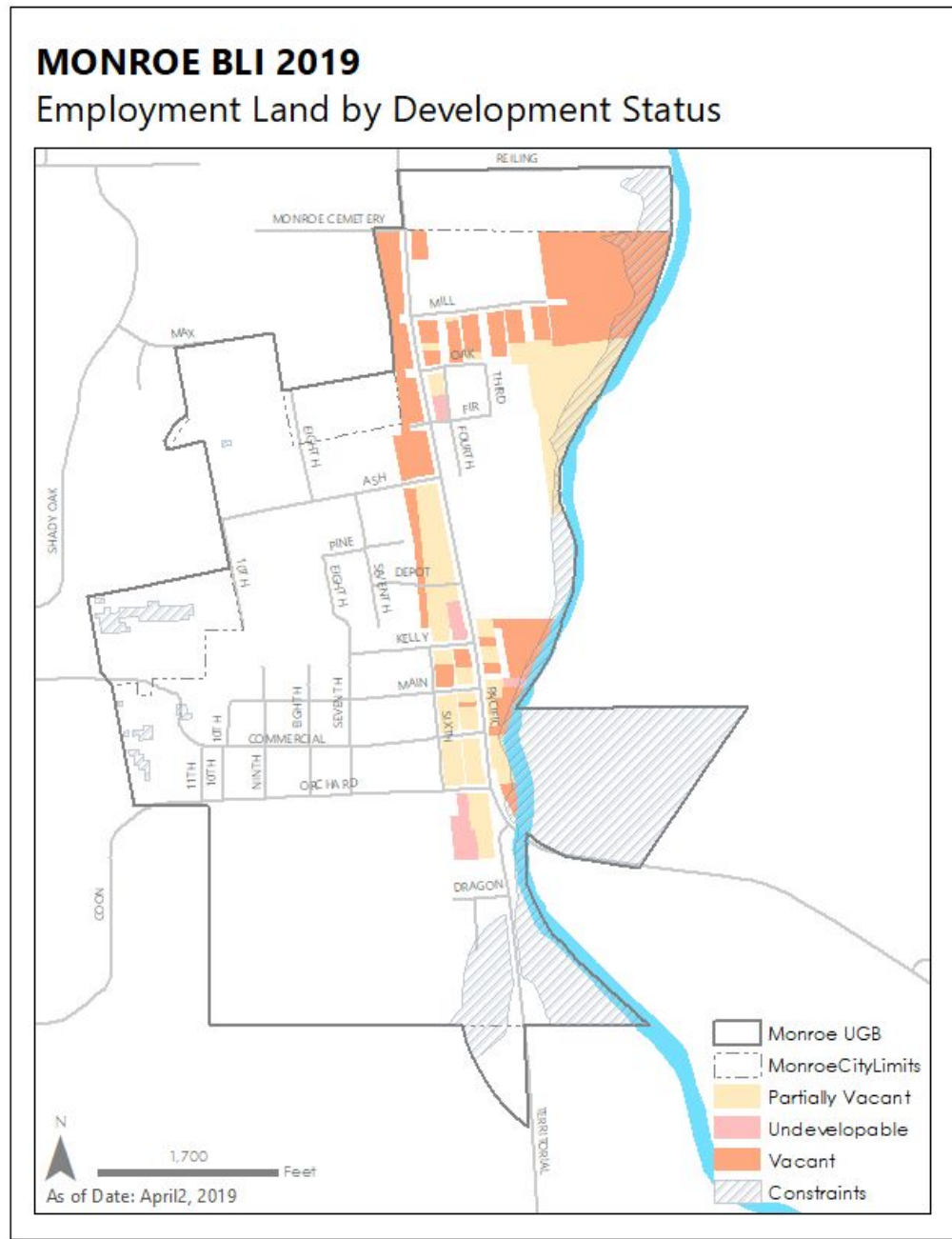
<b>Development Status</b>	<b>No. of Parcels</b>	<b>Gross Acreage</b>	<b>Net Buildable Acres</b>
Vacant	60	68.7	53.3
Partially Vacant	25	61.6	47.4
Undevelopable*	17	16.6	0.0
Utilized	198	42.1	0.0
Omitted	18	8.8	0.0
<b>Total</b>	<b>318</b>	<b>181.1</b>	<b>100.7</b>

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

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

Figure 5 and Table 7 show land zoned for commercial and manufacturing use by development status.

**Figure 5: Employment-zoned land by development status, Monroe UGB, 2019**



**Table 7: Employment-zoned land by development status, Monroe UGB, 2019**

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

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

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

## Summary

Monroe has 287.1 acres of land within its UGB, of which 224.3 fall within residential or employment zones. All acres can be accounted for by subtracting the acreages per zoning type for each category from the gross acreage, which reveals the overall buildable acres in Monroe (Table 8).

**Table 8:** Summary of all lands by category, by zoning designation; Monroe UGB; 2019

Zoning Designation	Parcels	Designations (acres)						
		Gross	Utilized	Undevelopable	Constrained	Omitted	Mismatch	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
C	61	19.9	5.5	0	2.4	3.0	3.5	5.6
M	18	23.3	2.1	0	4.1	0.1	0.0	17.0
<b>Total</b>	<b>397</b>	<b>224.3</b>	<b>46.7</b>	<b>17.1</b>	<b>19.9</b>	<b>11.8</b>	<b>5.8</b>	<b>123.1</b>

Note: Public zone ("P") omitted for the purposes of this table

Monroe has significant available land, over 120 acres, that can absorb future population and job growth. There may be opportunity to rezone large portions of land, as only 2.1 acres of the 23.3 available for industrial uses is currently utilized. This could be rezoned to support a relatively low amount (2.6 acres) of commercial land. Both low- and medium-density residential zones have large amounts of land throughout the city, leaving Monroe with numerous options for focusing and future growth.

## Appendix A: Methodology for Land Classification

Development potential was generally determined using acreage sizes outlined in DLCD statutes. As of 2016, DLCD has provided a simplified buildable lands inventory methodology to support smaller jurisdictions, provided via OAR chapter 660, division 38. The standard BLI methodology is outlined in OAR chapter 660, division 24. This BLI synthesizes those two methodologies.

For the purposes of this inventory, wetlands and lands protected by Goals 5, 6, and 7 were not included in the aggregation of constrained, unbuildable lands. This decision is based on the following factors:

- Regulated wetlands are not identified in DLCD statute as precluding factor in identifying buildable lands. Development on wetlands is available, though it is more expensive. Additionally, most of the wetlands within Monroe's UGB are included in floodways, which were included in the calculation of constrained, unbuildable lands.
- Lands protected under Goals 5, 6, and 7 include, respectively: natural resources, scenic and open areas, and open spaces; air, water, and land resources; and areas subject to natural disasters and hazards. These lands are identified as significant assets for the state, and are thus protected from potentially harmful development, under both DLCD state planning goals and OAR 660-038-0070 (2) (e). The City of Monroe contains no Goal 5 resources within its UGB, so these lands are therefore omitted from constraints identified for the purpose of this BLI. The inclusion of floodways and slopes in the calculation of constrained lands captures Goal 6 and 7 resources that fall within Monroe's UGB.

### Assumptions

There were minor discrepancies between the tax lot acreages provided in the Benton County tax lots data layer and GIS-calculated tax lot acreages. Additionally, the County tax lot acreage data field was incomplete. To ensure consistency, all tax lot acreage amounts were calculated in GIS. Acreages in this analysis will therefore not exactly match County acreage data.

There are a number of adjacent, subdivided residential tax lots with the same owner. For the purposes of development calculations, all adjacent parcels with the same owner are merged into a single parcel. This decision reflects the findings of the land use inventory, which showed that these tax lots (usually yard spaces) were occupied and used by the owner of the adjacent residence. Adjacent "empty" lots with different owners were not aggregated.

Several lots zoned by Benton County exist outside of the Monroe City Limits but within the Monroe UGB. All of these lots are zoned Rural Residential, which allows for one single family home, manufactured or not, among several other small uses. For the purposes of the BLI, this was considered equivalent to the GRA zone. A significant portion of this land to the southeast of the city is within the floodplain and thus fully constrained. The northeastern portions are either unused or contain a single family home. Single family homes were factored out via the partial vacancy assumption of one quarter-acre (see "Vacancy Calculation" below), meaning that for the purposes of this BLI, most of the land was considered vacant. Any mismatch between lot sizes between the Rural Residential Benton County zone and the Monroe GRA zone is thus insignificant.

Parcels with land use that is inconsistent with zoning designations are assumed to be utilized parcels, and are therefore not included in developable lands (Figure 6). Broadly, these are "mismatched" uses. Omitted uses, such as churches, public land, utilities, and parking were not considered mismatched.

Figure 6: Zoning and land use mismatches, Monroe UGB, 2019



The inventory utilized the following GIS layers as part of the analysis:

**Table 9:** GIS layers with sources utilized for Monroe BLI

Information needed	Layer/Product Name	Source
UGB, Monroe	Oregon Growth Boundaries - 2018	Oregon Spatial Data Library
Zoning, Monroe	Monroe zoning	Benton County
Tax lots, Monroe	Taxlots	Benton County
Floodplains	Floodplains	FEMA NFHL
Wetlands	Wetlands	Oregon Spatial Data Library
Slope	Oregon 10m Digital Elevation Model	Oregon Spatial Data Library
Water Features	National Hydrography Dataset	U.S. Geological Survey
Roads	Benton County roads	Oregon Spatial Data Library

In addition, a GIS layer of current uses was required. This was created through visual analysis via Google Maps, followed by on-site inspection of each lot. A new layer derived from the Benton County tax lots layer was extended to include attributes for use, which were updated after the inspection. Also included in this survey was determination of the housing type on each residential lot, with categories for single-family detached (SFD), multifamily (MF), manufactured homes (MaH), and mobile homes (MoH). For the purposes of the BLI, manufactured homes were combined with single-family detached homes since there are different safe harbor rules for multifamily versus single-family homes when looking at partially vacant lots.

## Vacancy Calculation

OAR 660-024-0050 describes buildable lands inventory calculations for both residential and commercial land. OAR 660-038-0060 includes a simplified method to give jurisdictions a lower barrier path to UGB expansion, which was used to supplement some definitions in OAR 660-024-0050.

### Residential

Vacant lands are not explicitly defined by administrative rules. For this inventory, based on several other adopted buildable lands inventories, and supplemented using OAR 660-038-0060, vacant residential lands are those which are greater than 3,000 square feet with improvement values of less than \$10,000. This only applies to unused or empty residential lands (by use).



Unused or empty residential lots smaller than 3,000 square feet or with improvement value over \$10,000 would therefore be undevelopable vacant lots.

Partially vacant lands must be at least one half-acre in size. The buildable area is the remainder of subtracting one quarter-acre from the overall area, based on OAR 660-024-0050 (2)(a). This applied to residential and multiple use lots.

Any lot over one half-acre is fully developed, per OAR 660-024-0050 (2)(b). Mismatched uses that fall into the vacant or partially vacant category were also considered fully developed. Further study on the redevelopment potential of these lots is warranted. However, this was a relatively uncommon case and did not meaningfully affect the results.

## Employment

OAR 660-024-0050 and OAR 660-038-0120 offer diverging opinions on vacant employment lands: the former declares a safe harbor of lots greater than one half-acre being vacant as long as they do not include a permanent structure, while the latter bases its definition on the improvement value of the land, namely that the improvement value is less than either \$5,000 or 5% of the land value of the parcel.

By coincidence, both definitions yield approximately the same amount of vacant commercial land. However, the OAR 660-024-0050 definition produces unpredictable results, with some lots that have significant improvement value and even in some cases new buildings being declared vacant. Because of this, we utilized the OAR 660-038-0120 definition, focusing on the improvement value of the land. This produced much more consistent results that generally fell along unused parcels. In addition, we placed a 3,000 square foot minimum on commercially-zoned lots, consistent with the residential requirement, since commercial forms are less disruptive than industrial forms and generally compatible with residential buildings.

Industrial (manufacturing) parcels were considered vacant if they were greater than one half-acre, per OAR 660-024-0050 (3)(a), as well as having an improvement value of less than \$5,000 or five percent of the land value of the parcel, based on OAR 660-038-0120. This balanced both pure land availability as well as redevelopment potential where improvements were of low value.

Several parcels owned by Monroe Telephone Company and the Monroe School District are zoned commercial or manufacturing and have a land value of zero per county records. These were considered fully utilized by default.

## Hazard Calculation

Slope was calculated using the Slope feature of QGIS, an open-source GIS software. The Slope feature takes a digital elevation model (DEM) and calculates the slope based on differences between raster cells representing height above sea level. The DEM was furnished by DOGAMI via the Oregon Spatial Data Library.

Floodplain data is published by FEMA via their National Flood Hazard Layer product. For the purposes of this analysis, all A-level floodplains were considered fully constrained. This, combined with water features intersecting tax lots, created the flood hazard layer.

The slope layer and floodplain layer were unioned to create the overall hazard layer. Using the calculated area from the features in the GIS layer, the area was subtracted from each affected parcel to get the overall buildable area for the lot.

# Housing Needs Analysis

## Monroe, Oregon

June 10, 2019

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 equity<sup>1</sup>.

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 need<sup>2</sup>. 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 assistance<sup>3</sup>. 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 varieties<sup>4</sup>:

- Single-family attached and detached housings
- Multiple family housing
- Government assisted housing

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<sup>1</sup> 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](http://stlouisfed.org/publications/in-the-balance)

<sup>2</sup> 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](http://americas.uli.org/research/housing)

<sup>3</sup> "Federal Housing Assistance for Low-Income Households". Congressional Budget Office (September 2015). Accessed via [www.cbo.gov/publication/50782](http://www.cbo.gov/publication/50782)

<sup>4</sup> ORS 197.303

- 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 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.<sup>5</sup> 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.

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

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:

- 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
<b>Total</b>	<b>318</b>	<b>181.1</b>	<b>100.7</b>

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**

<b>Constraints</b>	<b>Vacant</b>	<b>Partially Vacant</b>	<b>Total</b>
GRA	2.4	8.4	10.9
GRB	2.4	0	2.4
<b>All residential</b>	<b>4.8</b>	<b>8.4</b>	<b>13.3</b>

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**

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

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

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.

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

## MONROE BLI 2019

### 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.

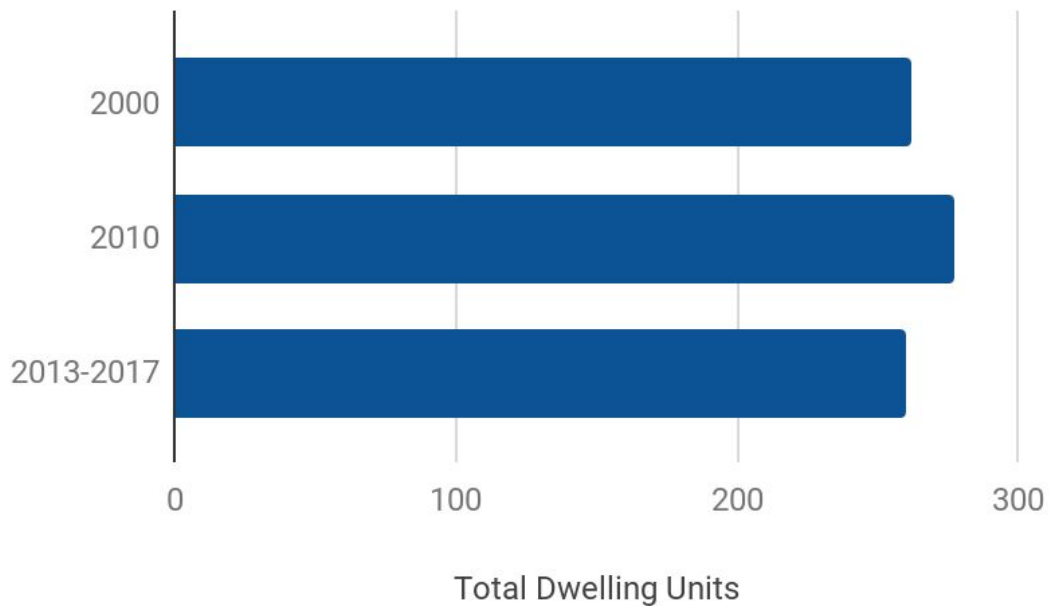
### Housing Mix

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.

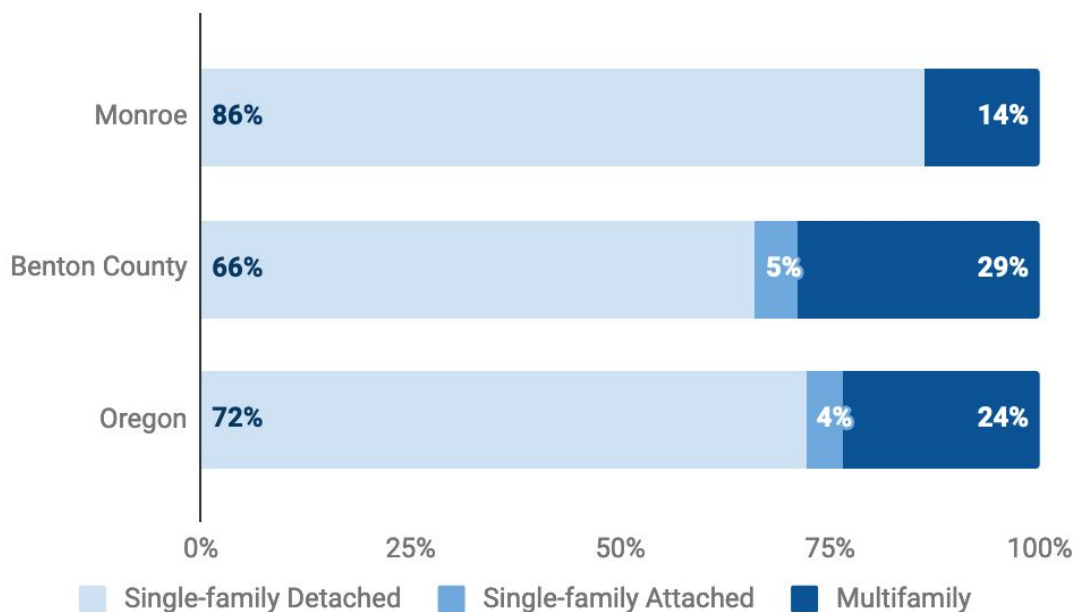
**Table 4: Total dwelling units, Benton County and sub-areas (2000 & 2010)**

	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).

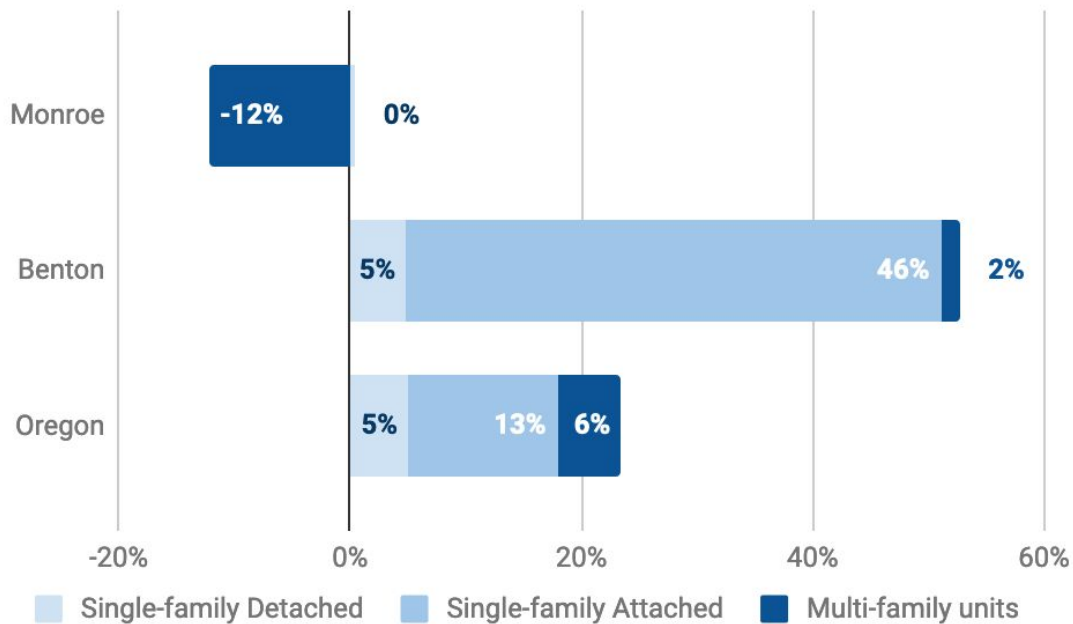
**Figure 3: Share of housing mix, Monroe, Benton County, Oregon (2017)**



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

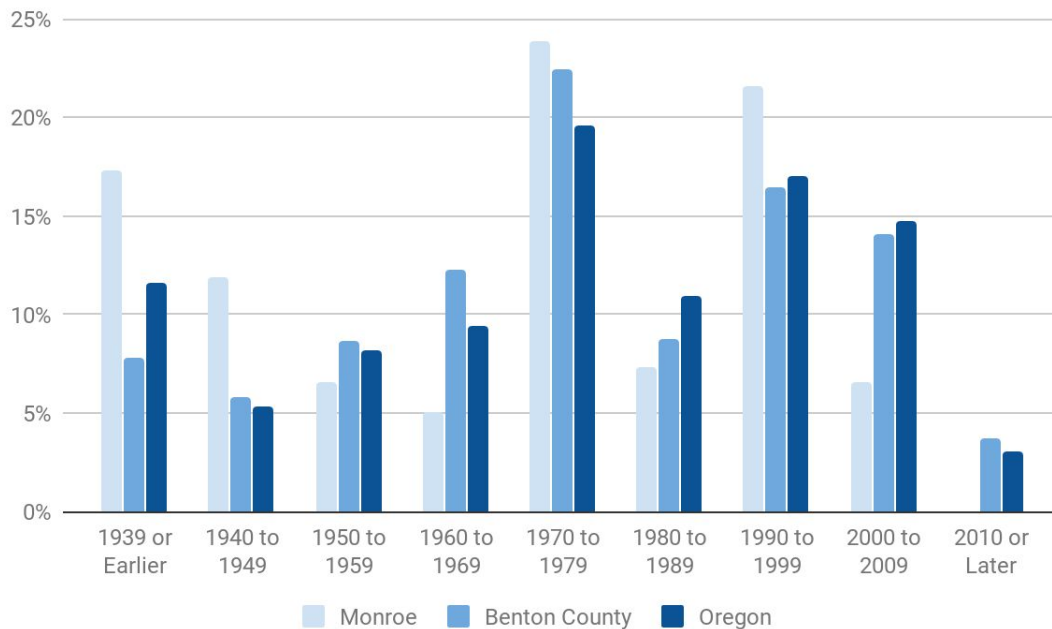
Permit data for Benton County is not readily available by unit type by year. However, conversation with Benton County permit officials revealed that there is a small number of new housing built in recent years, indicating that Monroe's housing stock is generally built prior to the turn of the century:

“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.

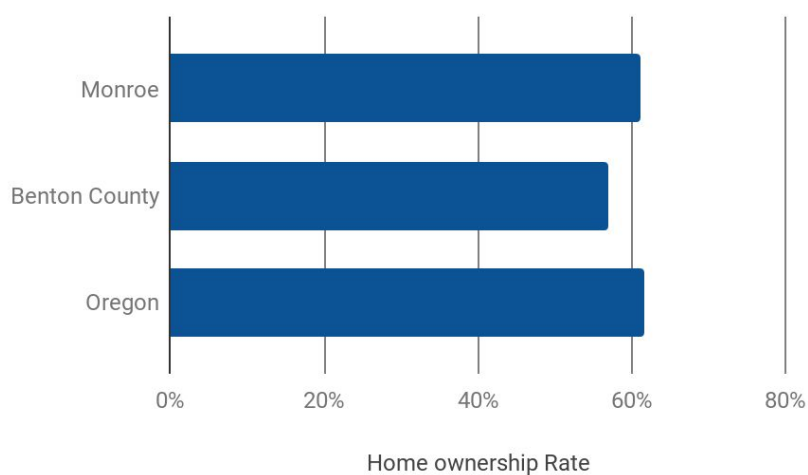
## Tenure

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.

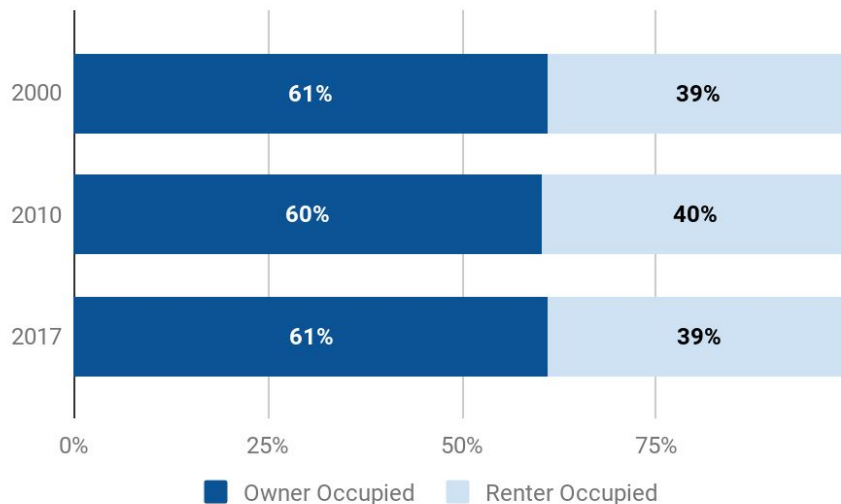
**Figure 6: Homeownership rates for occupied units, Monroe, Benton County, Oregon (2017)**



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.

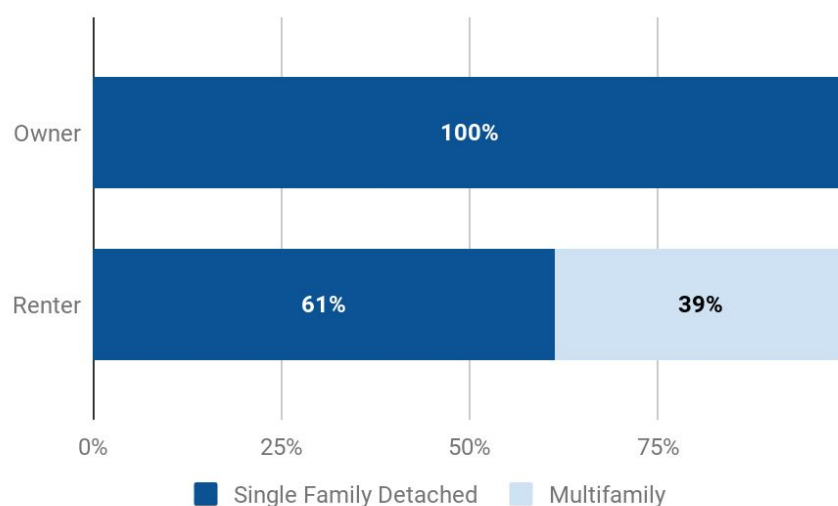
**Figure 7: Occupied units by tenure, Monroe (2000, 2010, & 2017)**



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.

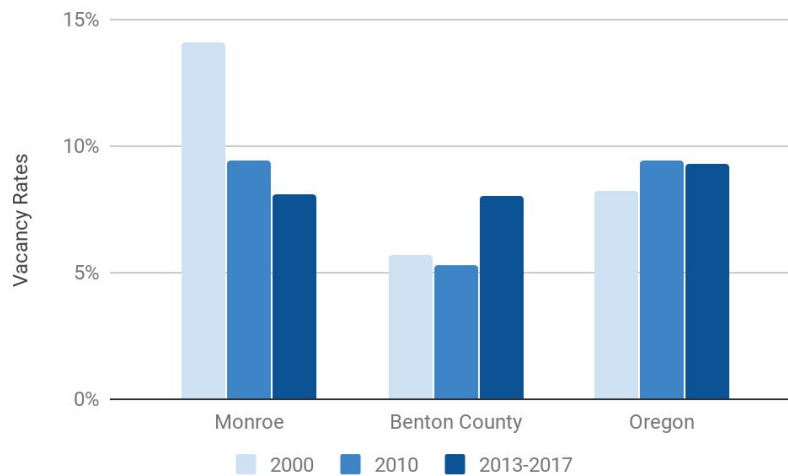
## Vacancy

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)<sup>7</sup>. 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.

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

**Figure 9: Vacancy rates, Monroe, Benton County, Oregon (2000, 2010 & 2017)**



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

Historic changes in occupancy rates—or the percentage of occupied units, as an inverse to vacancy rates—support these findings. Monroe experienced an almost 5% increase in occupancy rates from 2000 to 2010, which was much higher than the change of other cities in Benton County (Table 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 turnover<sup>8</sup>. Declining vacancy rates (and corresponding

<sup>8</sup> "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"<sup>9</sup>.

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 rent<sup>10</sup>. 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.

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<sup>9</sup> "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](https://www.jchs.harvard.edu/sites/default/files/harvard_jchs_state_of_the_nations_housing_2017_0.pdf)

<sup>10</sup> "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.

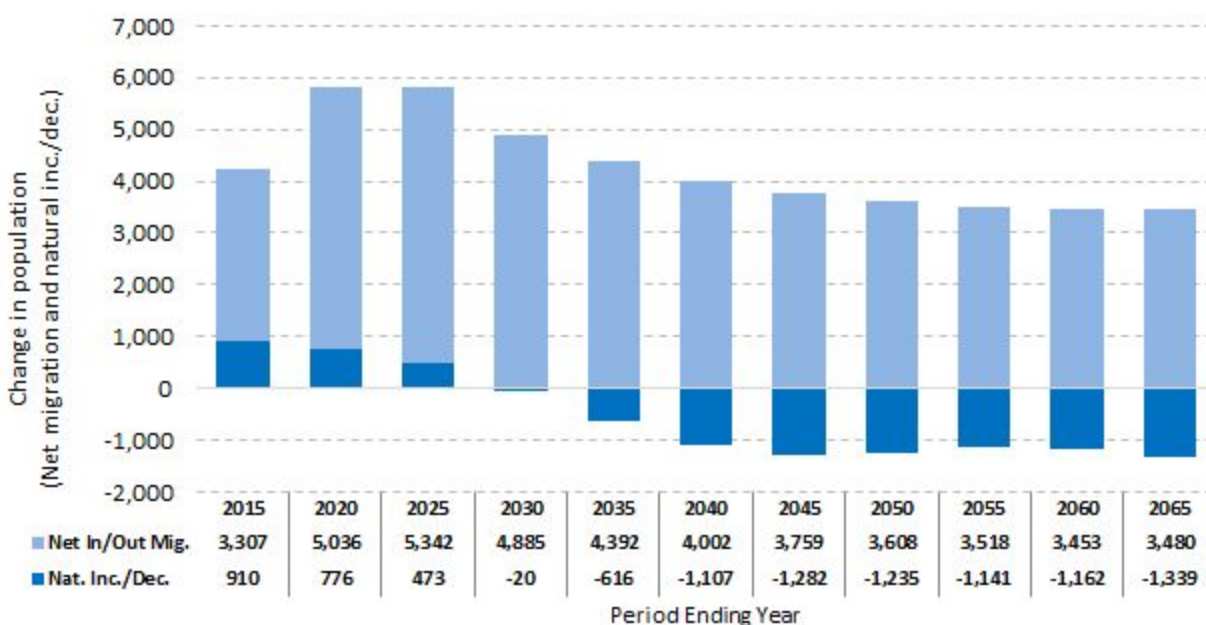
**Table 6:** Historical and forecast populations for Benton County and its sub-areas

	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 births<sup>11</sup>.

Additionally, housing needs and preferences change as individuals grow older. Older adults generally exhibit the following housing preferences<sup>12</sup>:

- Remaining in their homes as long as possible.
- Downsizing to smaller and more low-maintenance units, both single-family and multifamily.
- Moving into age-restricted developments or group housing, like assisted living facilities or nursing homes.

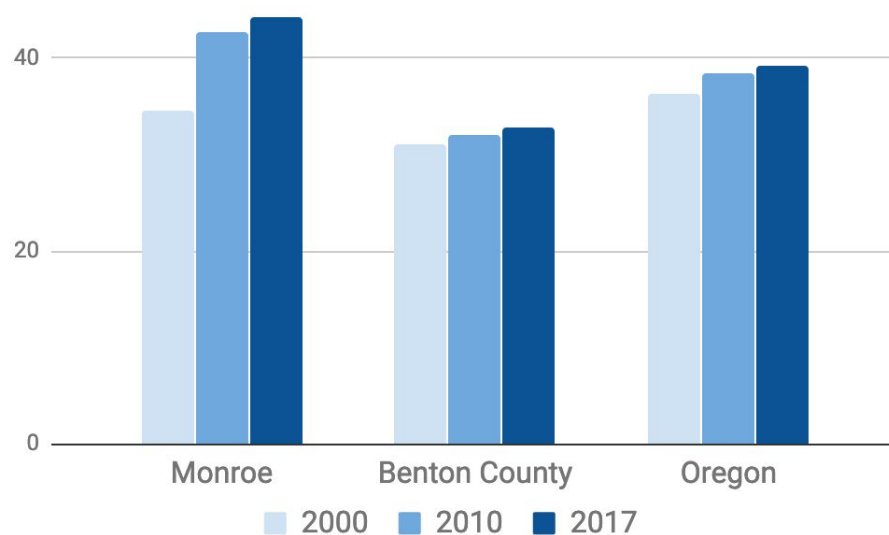
<sup>11</sup> "Coordinated Population Forecast, 2017 Through 2067: Benton County." (30 June 2017). Population Research Center, Portland State University.

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

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.

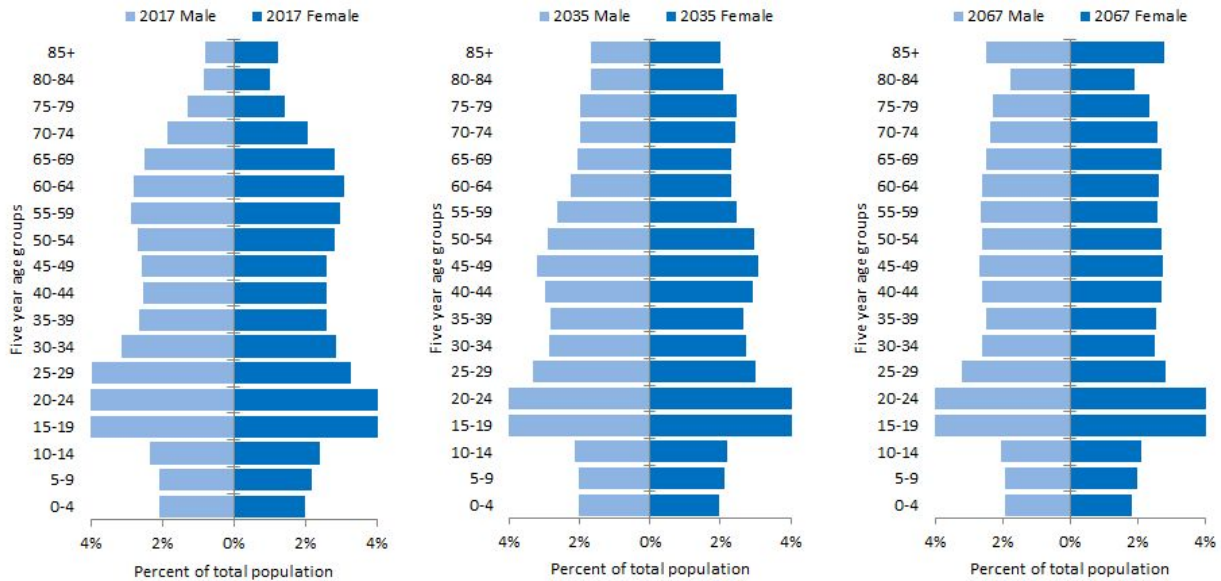
**Figure 11: Median age, Monroe, Benton County, Oregon (2000, 2010 & 2017)**



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%
<b>Total</b>	<b>18,000</b>	<b>100%</b>

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

### Growing Hispanic & Latino Population

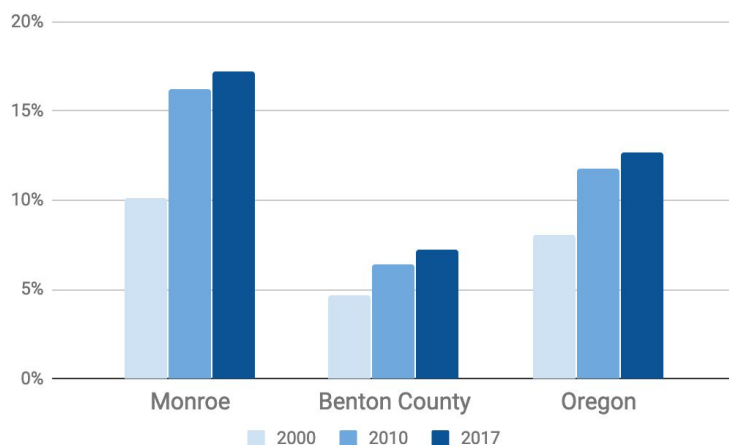
A major factor affecting the housing needs of Monroe is the growing Hispanic/Latino community within the UGB. This population is increasing as a share of the total population over time, while the Non-Hispanic, White population is decreasing. In addition, the Hispanic/Latino population is growing faster 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,<sup>13</sup> 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.<sup>14</sup> These barriers include educational attainment and lower wages than White families<sup>15</sup> stemming from discriminatory policies and marginalization evident across the state.<sup>16</sup>
- 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)**



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

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

<sup>14</sup> 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/>

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

<sup>16</sup> 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.

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

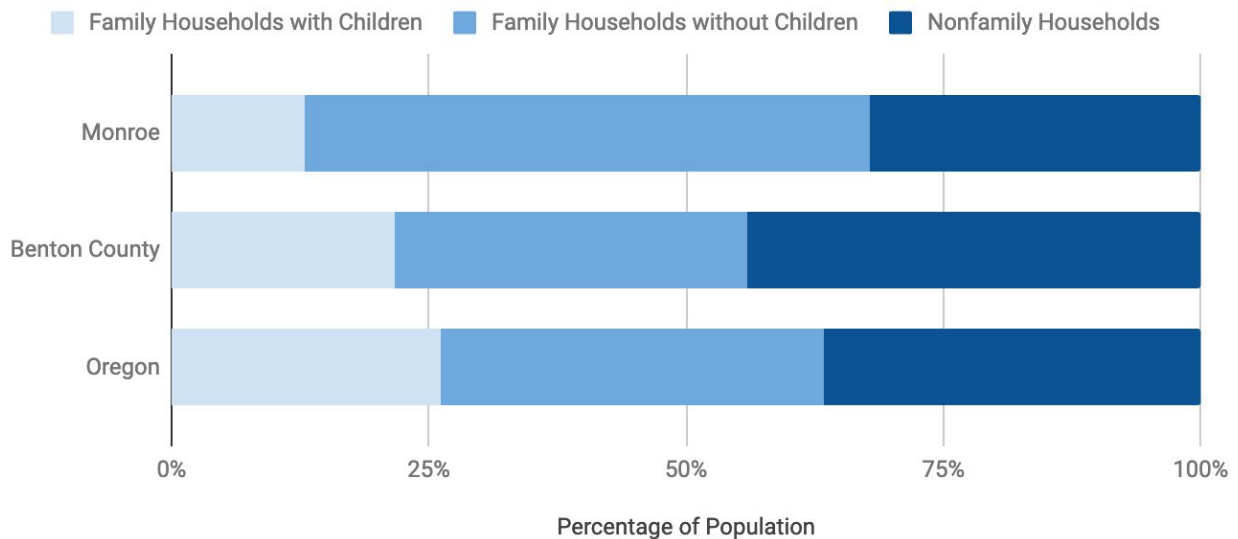
PPH in Monroe has been decreasing since the turn of the century, from 2.7 in 2000 to 2.5 in 2010, according to US Census Bureau Decennial Census data. In general, areas with an older or aging population will, more often than not, experience a decline in PPH over time<sup>17</sup>.

<sup>17</sup> "Coordinated Population Forecast, 2017 Through 2067: Benton County." (30 June 2017). Population Research Center, Portland State University.



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 person<sup>18</sup>.

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



Source: ACS 2013-2017 Summary Table DP02

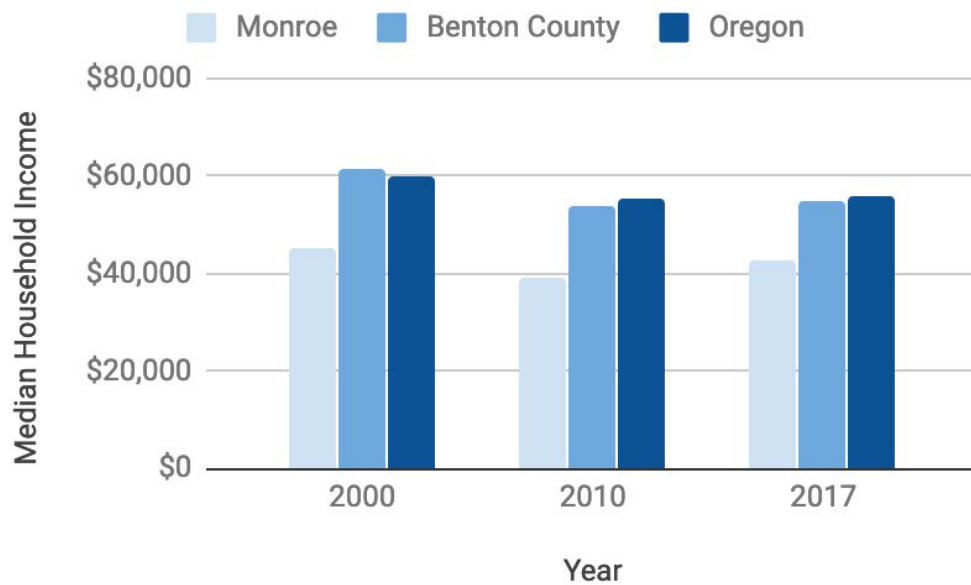
## Income of Residents

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.

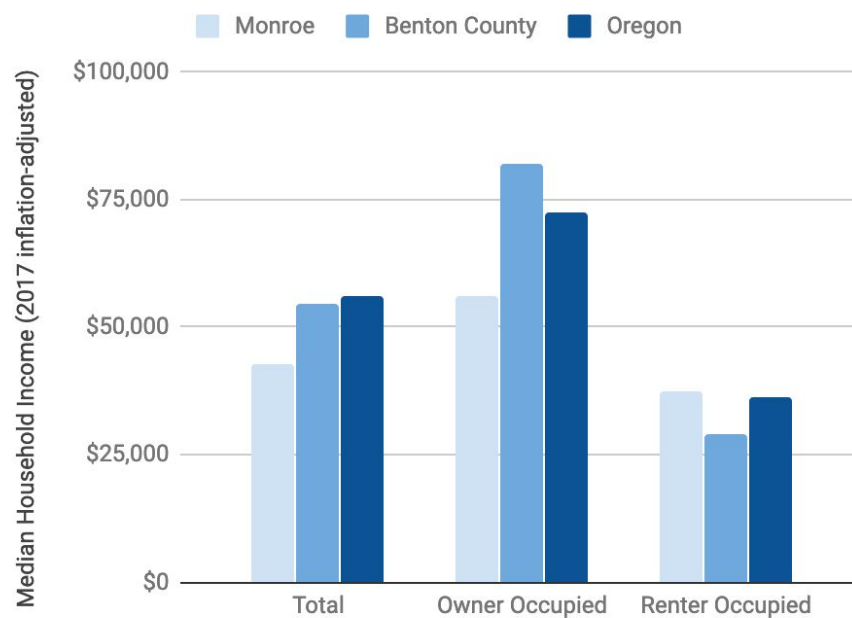
<sup>18</sup> ACS 2013-2017 Summary Table A10066 Household Type by Household Size.

**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

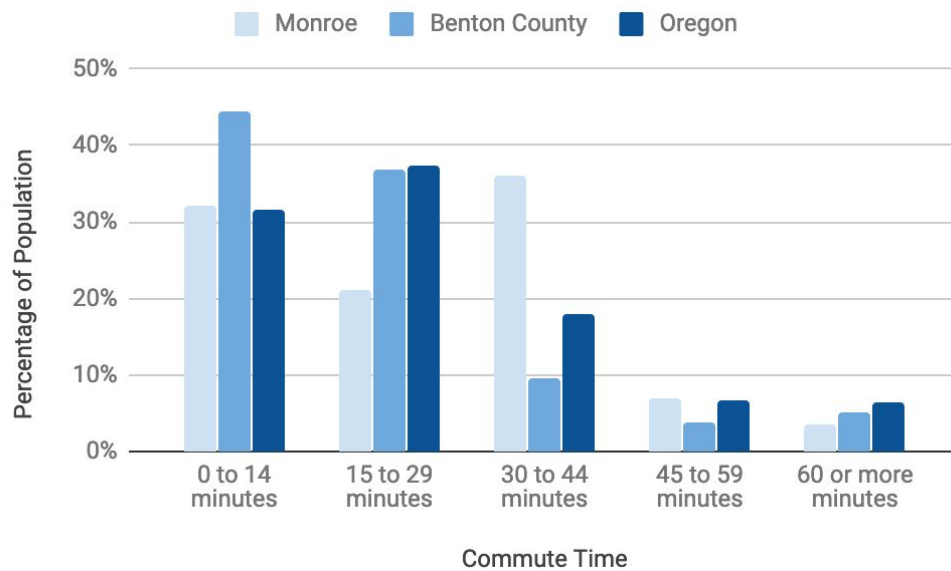
**Table 11: Commute destination of Monroe residents (2015)**

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.

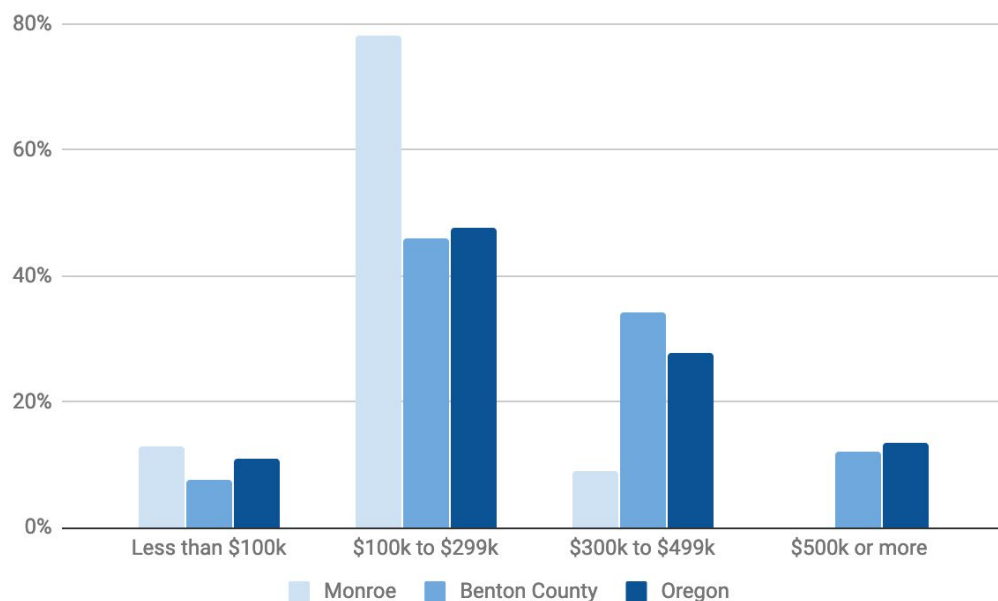
The following regional and local trends affect affordability in Monroe:

- 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 \$367,985<sup>19</sup>. While new construction is only a percentage of a residential portfolio, considering the limited housing stock currently in Monroe, it is important to correlate

<sup>19</sup> Willamette Valley Multiple Listing Service. (2019). Accessed via [www.wvmls.com](http://www.wvmls.com)

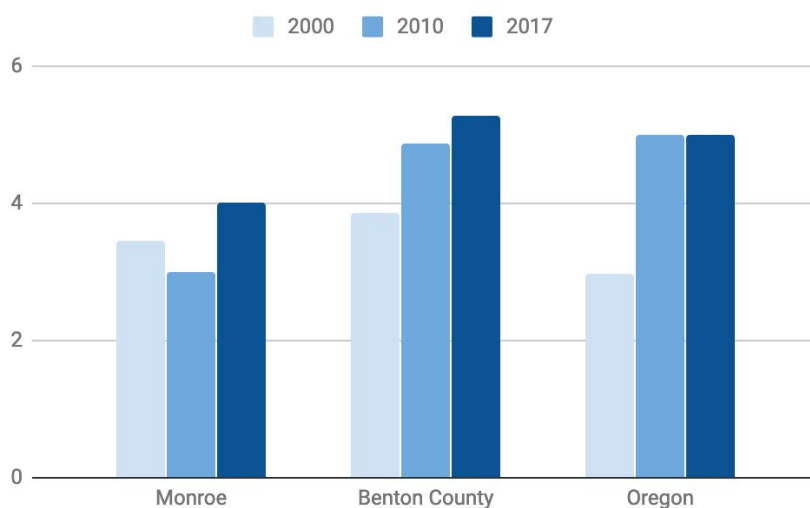
new build price with current incomes, as new build will likely be necessary to absorb any increased housing demand.

**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

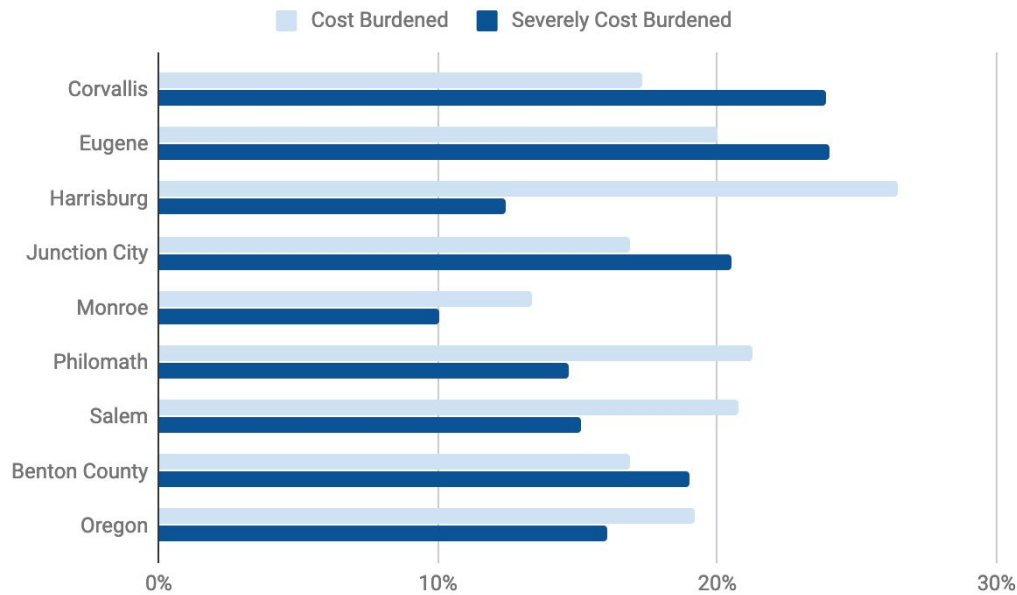
Drastically lower home values in Monroe may be indicative of an aging housing stock which can exert negative pressure on quality and therefore valuation. The median year built for housing in Monroe is 1974 (ACS 2013-2017 Table A10057), and Monroe housing stock contains a larger proportion of homes built 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)**

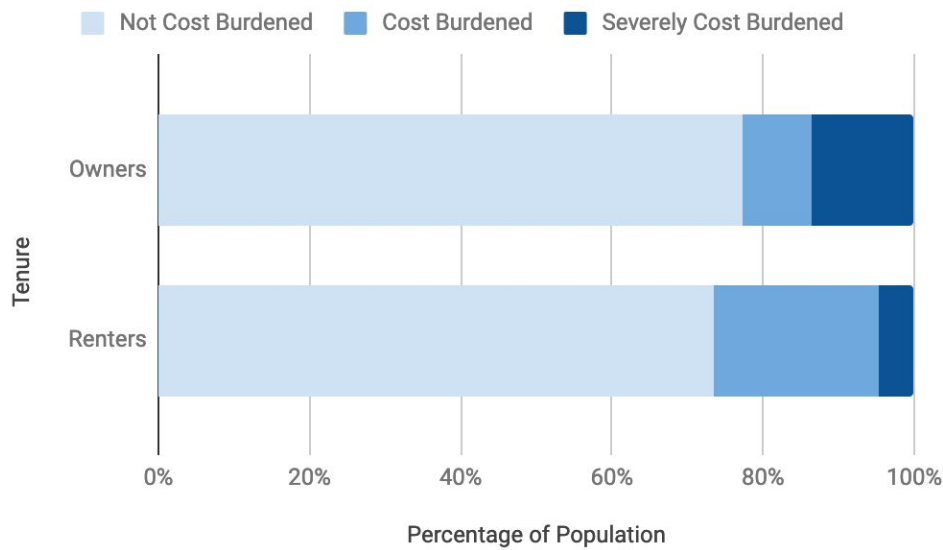


Source: ACS 2013-2017 Tables B25091 & B25070

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)**



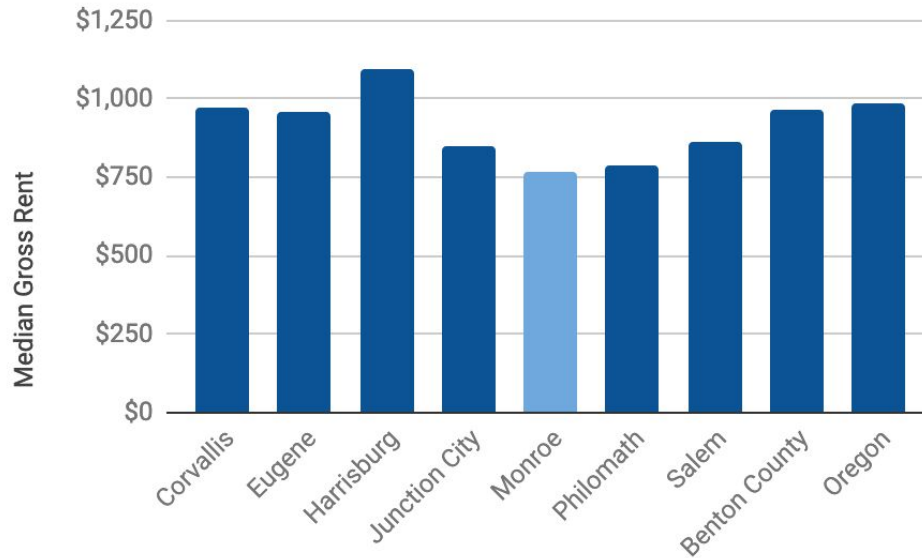
Source: ACS 2013-2017 Tables B25091 & B25070

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.

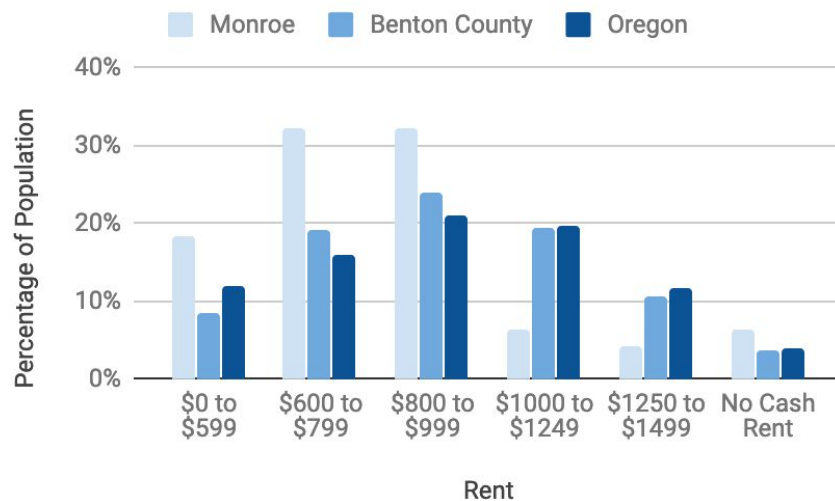
**Figure 23: Median gross rent, Monroe and comparison cities (2017)**



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)**



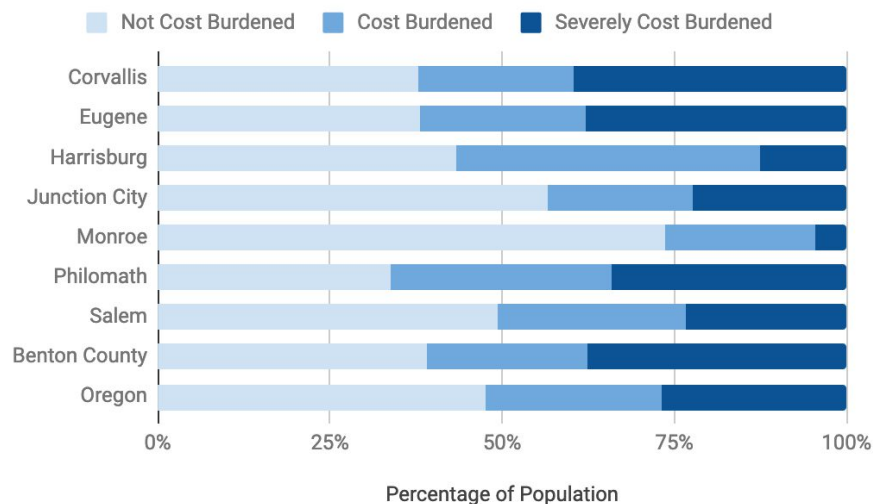
Source: ACS 2013-2017 Table B25063

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 care<sup>20</sup>.

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

<sup>20</sup> 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](http://www.jchs.harvard.edu/research-areas/working-papers/estimating-gap-affordable-and-available-rental-units-families)

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 household income (MHI) for Monroe \$42,750 necessitates a housing costs cap at \$1,068.75 per month when applying the HUD burden indicator that 30% or less of income for housing costs. This cost cap is much larger than the median gross rent (MGR) for the city at \$765.

**Table 13:** HUD fair market rent (FMR) (2018) and average rent (2017) by number of bedrooms, Monroe

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

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

Assessing rental affordability finds that while current rents and cost burdens are lower than regional trends, considerations should be made for the aging housing stock, limited supply, and potential insular nature of the Monroe housing market overall. 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 developer<sup>21</sup>:

“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.

<sup>21</sup> 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 harbor<sup>22</sup> 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.

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<sup>22</sup> 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.

This has an additional effect of eliminating a potential income stream for homeowners and limiting 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)**

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

**Table 15: Land need analysis, Monroe (2039)**

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

<sup>23</sup> 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 views<sup>24</sup>. 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.

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<sup>24</sup> See Constellation Planning’s “Engagement Summary” for more information about community engagement events conducted in Monroe between March and June 2019.

- Participants described how “original,” more established families have businesses, which allows them to earn more and therefore afford existing housing options unavailable to everyone.

## 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.

## 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)<sup>25</sup>**

	1	2	3	4	5	6	7	8
50% MFI	\$29,450	\$33,650	\$37,850	\$42,050	\$45,450	\$48,800	\$52,150	\$55,550

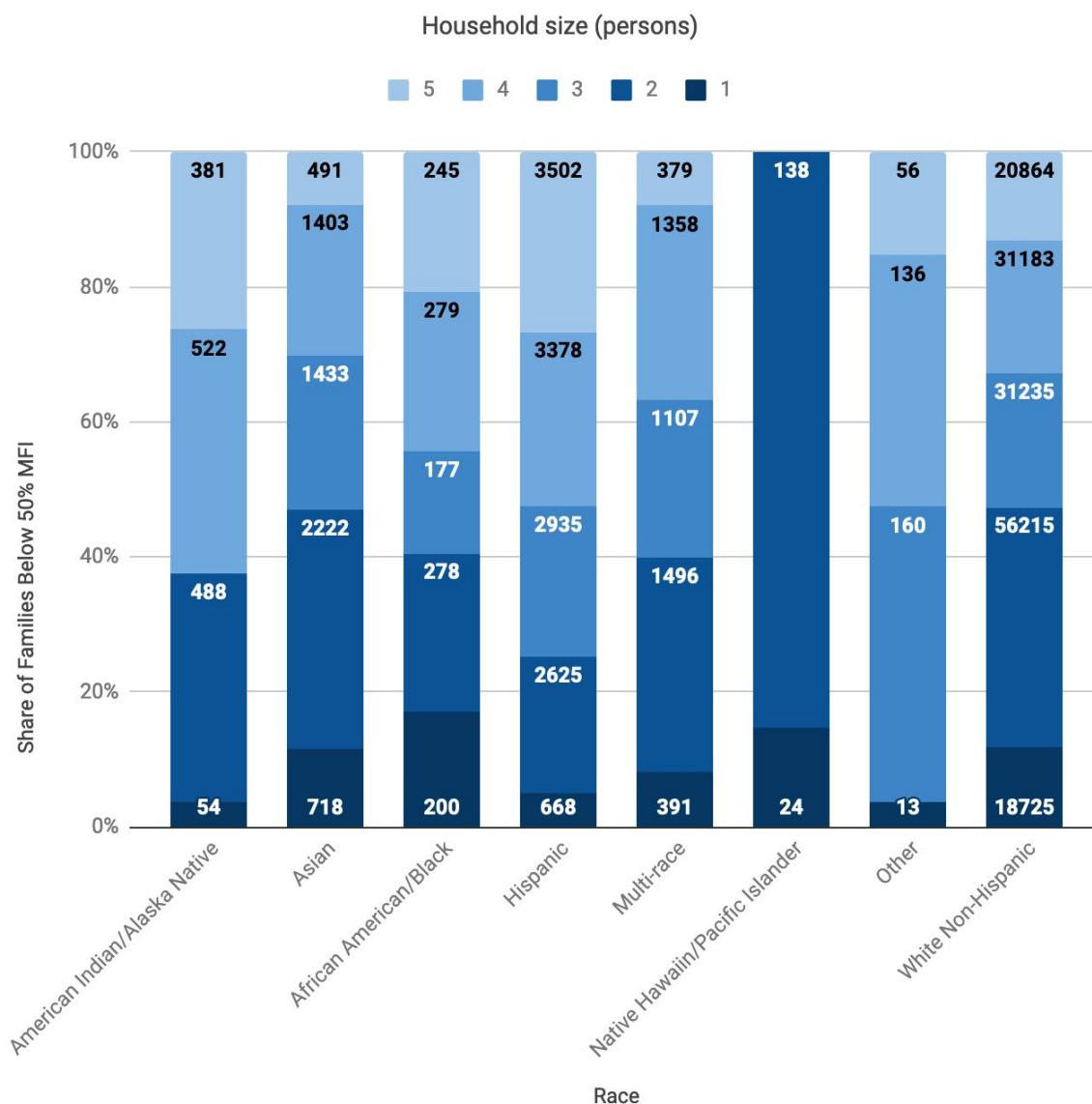
To analyze the potential for housing assistance, ACS 2017 5-year estimate household income data was adjusted for 2018 inflation and queried to assess which household populations by race in the bi-county Benton-Linn region would qualify to enter a federal housing assistance application process. Proportions 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.

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<sup>25</sup> 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>

**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 needs<sup>26</sup>. 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

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<sup>26</sup> 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](https://www.epa.gov/sites/production/files/documents/federal_resources_rural.pdf)

therefore be more economically viable to implement<sup>27</sup>. 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.

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<sup>27</sup> Herriges, 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>

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.

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 space<sup>28</sup>. 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.

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<sup>28</sup> 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](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

<b>Population Absorption Analysis</b>	<b>Low</b>	<b>Medium</b>	<b>Combined</b>
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
<b>Absorbable Population Growth</b>			<b>1253</b>

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 cities<sup>29</sup> 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.

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<sup>29</sup> “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.

# Economic Assessment

## Monroe, Oregon

June 10, 2019

Prepared for the City of Monroe by Constellation Planning



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# Executive Summary

This Economic Assessment presents the opportunities the City of Monroe has in achieving its “Monroe Tomorrow” community vision. Adopted in June 2018, the vision states: “Our city is a vibrant rural community welcoming opportunities for individuals, families, and local businesses to celebrate our agrarian heritage, neighborly culture, and natural environment.” It is the intention of this assessment to frame strategies and implementation steps concerning the economic development potential in Monroe within the context of regional economic and workforce trends.

The strategies outlined in this document also reflect a diversity of voices gathered through robust public engagement, offering ideas of how to reach the city’s adopted vision as well as alternative considerations. In collaboration with city staff, the planning commission, and community partners, Constellation Planning analyzed regional trends, available land, and demographics, in order to identify strategies for economic development that align with community perspectives on growth for the City of Monroe.

This document also presents the City of Monroe with a factual basis for strategic investment of resources moving forward, including a Buildable Lands Inventory (BLI), and integrates the opinion of local residents and visitors in order to guide decision-making. It lays the foundation to build a stronger narrative for the City of Monroe to use to tell its story effectively and authentically, celebrating its unique identity and local culture grounded in the current conditions of place.

# Monroe Context

## Overview of Comparative Advantages

The City of Monroe's comparative advantages have been identified to support in building strategies in this document. These are based on Constellation Planning's analysis of existing conditions in Monroe, through gathered community insight, and reflect some of the key findings from the Housing Needs Analysis (HNA) which was conducted concurrently to this assessment.

Various community engagement methods were employed to understand the perspectives of residents, visitors, city staff, planning commission, as well as regional and community partners on comparative advantages, which further highlighted the identity that the City of Monroe seeks to promote.<sup>1</sup> Constellation Planning also utilized existing planning documents, such as the Monroe Area Community Revitalization Summary (MACRO), which is described in detail in this document, as foundational to crafting community conversations and analysis.

## Comparative Advantages Unique to Monroe

Nestled in the mid-Willamette between Corvallis and Eugene along Historic Highway 99-West and the Long Tom River, the City of Monroe offers access to a multitude of attractions, services, and resources, offering opportunities for unique economic development strategies while maintaining its core identity. Celebrated community attributes include:

- Well-maintained public school system and community service infrastructure such as the Monroe Community Library;
- Recent infrastructure investments such as the Transportation Growth Management Grant with the Oregon Department of Transportation for a riverside district master plan and U.S. Army Corps of Engineer ecosystem restoration project;
- 106 acres of buildable land available for development;
- Proximity to the two major employment cities of Eugene and Corvallis, also known for their higher education services including the University of Oregon and Oregon State University;
- Access to nature including riverfront property, mountain biking trails, the nearby William L. Finley National Wildlife Refuge, and Alsea Falls Recreation Site;
- Active agricultural production including christmas tree farms, vineyards, and livestock;
- Regional historical significance celebrated locally (i.e. Monroe and Benton County Historical Museums);
- The launch of an annual festival, Vino Victory and Vintage, celebrating local producers and attracting visitors to the town;
- A growing Latino community, with emerging community networks in formation;

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<sup>1</sup> "Experience Monroe." (n.d.). The City of Monroe. Retrieved from <https://ci.monroe.or.us/experience-monroe/>

- Community networks to support small business development that are in formation, such as the Business Association of Monroe;
- Growing capacity and planning leadership as demonstrated by the comprehensive plan update underway;
- A seasonal farmers market recently created in partnership with local urban farmers.

## Framework for Economic Development Planning in Oregon & Small Cities

Rural areas with populations less than 10,000 face unique challenges due to limited resources, a lack of and/or aging infrastructure, narrow economic portfolios, and the increasing competition of expanding urban areas. These communities are also experiencing declining or static population growth, aging populations, and shifting demographic profiles that impact the character and potential for economic development. As these communities seek to re-establish and re-invest in their economic profiles, there is a need to understand their existing economic landscape, and to identify tactical approaches toward an aligned and credible community driven and informed economic development strategy.

## Overview of its Disadvantages or Challenges

In addition to its unique advantages, several challenges that Monroe faces to sustained economic vitality, and which have the potential to hinder the attainment of collective community economic development goals, were identified in the engagement process including:

- Incoherent or conflicting community identities;
- Missing services requiring residents to travel for essential care (i.e. emergency health services) and particular amenities (i.e. groceries, gasoline, and retail);
- Lack of ongoing planning capacity.

Through the Buildable Lands Inventory (BLI) and Housing Needs Analysis (HNA) conducted by Constellation Planning, several key considerations for Monroe emerged, including:

- Large amounts of vacant land despite the relatively small size of the city;
- Shortage of housing options for workers and local residents;
- Scarcity of sustainable employment opportunities within the city's urban growth boundary, requiring longer commutes to nearby towns.

# Conditions Impacting Economic Development in Monroe

## Demographics

Monroe's forecasted population growth will impact workforce characteristics, and consequently economic development opportunities. Population attributes both reflect and are a cause of economic growth or decline, so an understanding of labor demographics can inform credible economic development strategies and appropriately define unique opportunities.

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. Based on this forecast, Monroe is experiencing two demographic trends that will have implications for workforce needs:

- An aging population
- A growing Hispanic/Latino population

## Forecasted Population Trends

Monroe's population is forecasted to grow modestly, reaching just over 700 by 2067 (Table 1). 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.

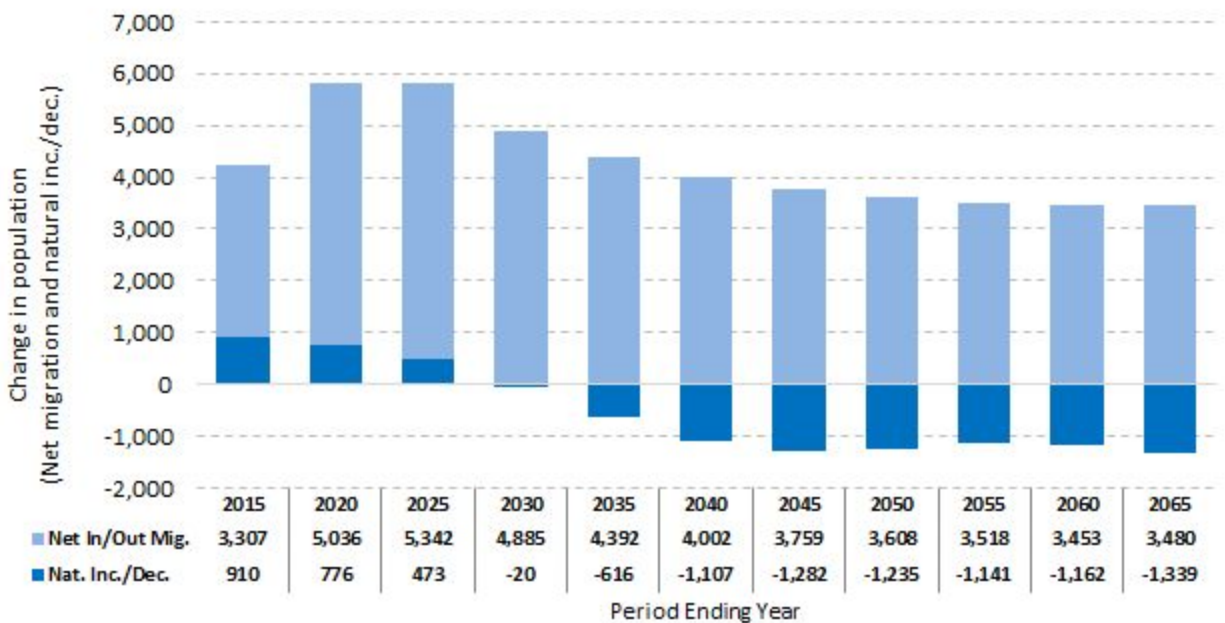
**Table 1:** Historical and forecast populations for Benton County and its sub-areas

	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 1). 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 1: 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.

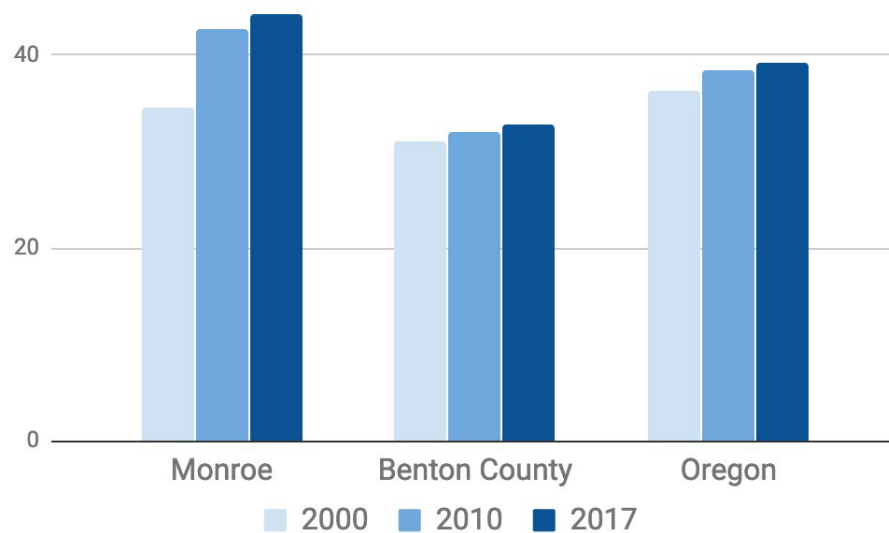
## Aging Population

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 births<sup>2</sup>. This labor demographic dynamic can strain those in the labor force, because the cost of maintaining a growing older adult population can fall on a workforce population that may be shrinking.

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 2). 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.

<sup>2</sup> "Coordinated Population Forecast, 2017 Through 2067: Benton County." (30 June 2017). Population Research Center, Portland State University.

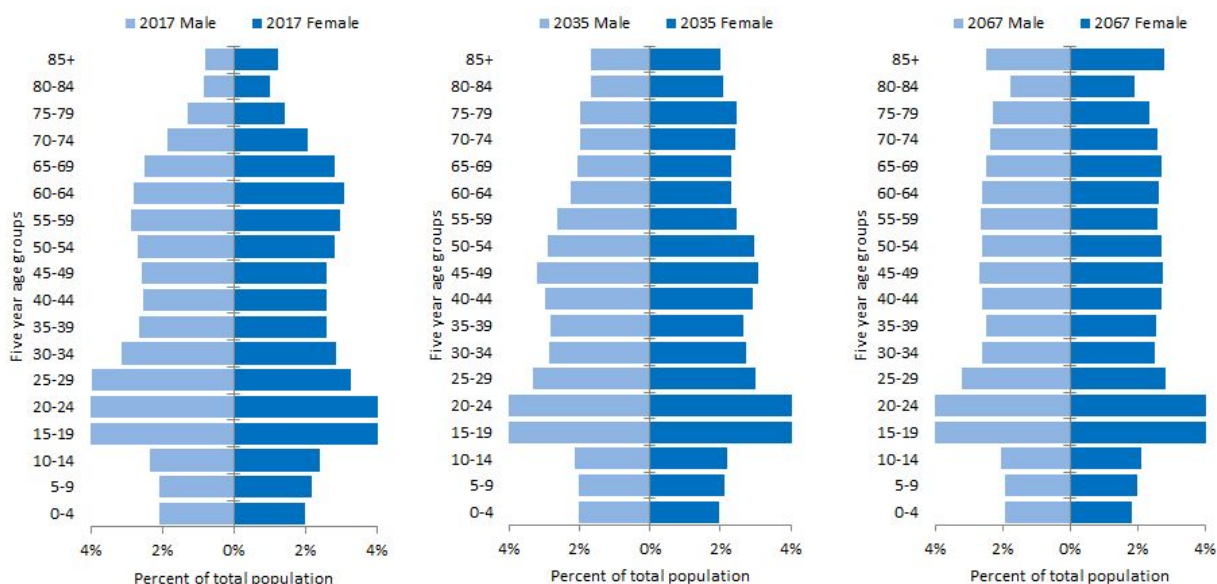
**Figure 2: Median age, Monroe, Benton County, Oregon (2000, 2010 & 2017)**



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 3). 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 3: 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 2). This shift in the age composition of Benton County's residents will be reflected in Monroe's future population, which will have implications for economic development.

**Table 2: 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%
<b>Total</b>	<b>18,000</b>	<b>100%</b>

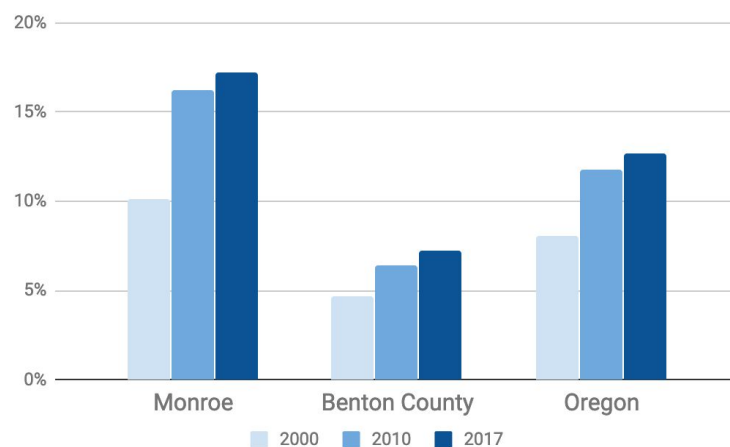
Source: Forecast prepared by Population Research Center. Calculations by author.

### Growing Hispanic & Latino Population

A major factor affecting the workforce characteristics and economic development opportunities in 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. This growing demographic should be considered and included in economic development strategies in Monroe.

The percent share of the Hispanic/Latino population in Monroe has risen from 10% in 2000 to 17% in 2017 (Figure 4). This share is much higher than that of both Benton County and Oregon, which is 2013-2017 is 7% and 13%, respectively.

**Figure 4:** Hispanic/Latino population, Monroe, Benton County, Oregon (2000, 2010 & 2017)



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 3). Comparatively, the relative change for the Non Hispanic or Latino population is was only 7.5% during that same time period.

**Table 3:** Hispanic/Latino and race, Benton County (2000 & 2010)

Hispanic or Latino and Race	2000		2010		Absolute Change	Relative Change
Total population	78,153	100%	85,579	100%	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



## Monroe Area Community Revitalization Summary (MACRO)

In the winter of 2016, a group of students from Oregon State University conducted a Monroe Area Community Revitalization Summary (MACRO). This summary included an analysis of the demographics, locational advantages, planning history, and case studies relevant to Monroe; presenting goals and strategies that have both been met and are in the process of being realized. Notably, great strides have been taken to align with the MACRO recommendations, yet many remain relevant considerations for the community.

MACRO worked to reconcile community perspectives with potential for growth in the Monroe region, while analyzing regional level trends. The recommendations centered on<sup>3</sup>:

1. Capacity Building
2. Communications
3. Business Development
4. Community Development and Infrastructure
5. Quality of Life
6. Community Aesthetics and Identity

## Potential Barriers

Strides have been made toward reaching the recommendations included in MACRO, yet barriers persist that limit economic development in Monroe. These include:

### Capacity Constraints

There is limited city staffing available to provide business support services, recruitment, or retainment. This also includes capacity to build and retain partnerships with economic development support networks including Travel Oregon or the Regional Accelerator & Innovation Network (RAIN). Community engagement efforts in addition to partnerships with these networks, can help bolster the Monroe identify and encourage visitation by residents of the surrounding areas. However, without sufficient capacity, community engagement efforts that are inclusive of the widespread community are limited.

Finally, capacity constraints pose a barrier to providing culturally relevant resources such as Spanish translation services for Latino entrepreneurs, limiting their ability for participation in business development efforts and opportunities.

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<sup>3</sup> "MACRO: Monroe Area Community Revitalization Opportunities." (Winter 2016). Prepared for the City of Monroe by GEO 452/552, Oregon State University.

### Limited Size, Geography, and Population

The basic fact of Monroe being a small size geographically (with a corresponding small population) places constraints on the potential for economic growth. This cycle is perpetuated as many youths leave Monroe seeking economic opportunity elsewhere, recognizing these constraints and limitations. In fact, this has become a part of the narrative for Monroe - the size being both celebrated and something to be proud of as well as a barrier.

Like other small, rural communities in Oregon, housing and amenities are spread apart. Monroe currently is the closest city that offers core services for the residents of the surrounding unincorporated areas. This limits the frequency of interaction between residents outside of community gathering points such as schools, the library, or retail services which could increase collaboration.

### Limited Diversity of Workforce Pathways

Lacking access to an array of employment opportunities, many local residents only live in Monroe, not work there. This implies that the youth will continue to move away, in search of alternative futures.

In addition, the nearby large urban centers of Corvallis and Eugene present competition for a talented workforce to invest in Monroe, which further limits the attractiveness for businesses to establish there.

Nearby, more established small centers such as Junction City offer amenities that overshadow the need for these to grow organically within city limits as local residents depend on offered services elsewhere.

## Understanding Regional Growth Factors

Monroe is a city in the greater Benton/Linn County region where a growing shift from timber and resource-based products have given way to a market increasingly dependent on healthcare, educational services, retail trade, and manufacturing<sup>4</sup>. Because economies are inherently regional, it is important to analyze trends taking place at the bi-county level to pinpoint forces impacting Monroe's growth potential.

### Specialization and Diversification

Measures of specialization and diversification reveal important information about a given area, including whether a region is dependent on one industry, diversified, and competitive or weak in particular areas. Because a region's economy changes over time, temporal comparisons of these measures can reveal trends that may impact future economic growth and development.

The coefficient of specialization, as one of such measures, reflects the share of regional employment that would have to be redistributed to match the national profile. Table 4 presents the coefficient of specialization in Benton and Linn Counties.

**Table 4:** Coefficient of specialization, Benton/Linn County

Year	Coefficient
2006	0.251
2017	0.232

Source: Quarterly Workforce Indicators, US Census

For the Benton/Linn region, the coefficients of specialization suggest roughly a quarter of the regional economy is "specialized" by one industrial category. This can be interpreted to mean that economic activity in the region, while not heavily concentrated, displays some concentrated specialization. At the individual County and industry level, Benton County's highest industrial employment category is Educational Services at 25% (ACS 2017 5 YR) and Linn County's is Health Care & Social Assistance at 16% (ACS 2017 5 YR). We can interpret this to understand that the Benton/Linn economy would be fairly susceptible to changes in these two regions.

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<sup>4</sup> "Comprehensive Economic Development Strategy 2015-2020, Volume 1: Basic Plan." (September 2015). Cascades West Economic Development District.

**Table 5: Hirschman-Herfindahl Index (HHI)**

Year	HHI
2006	0.044
2017	0.046

Source: Quarterly Workforce Indicators, US Census

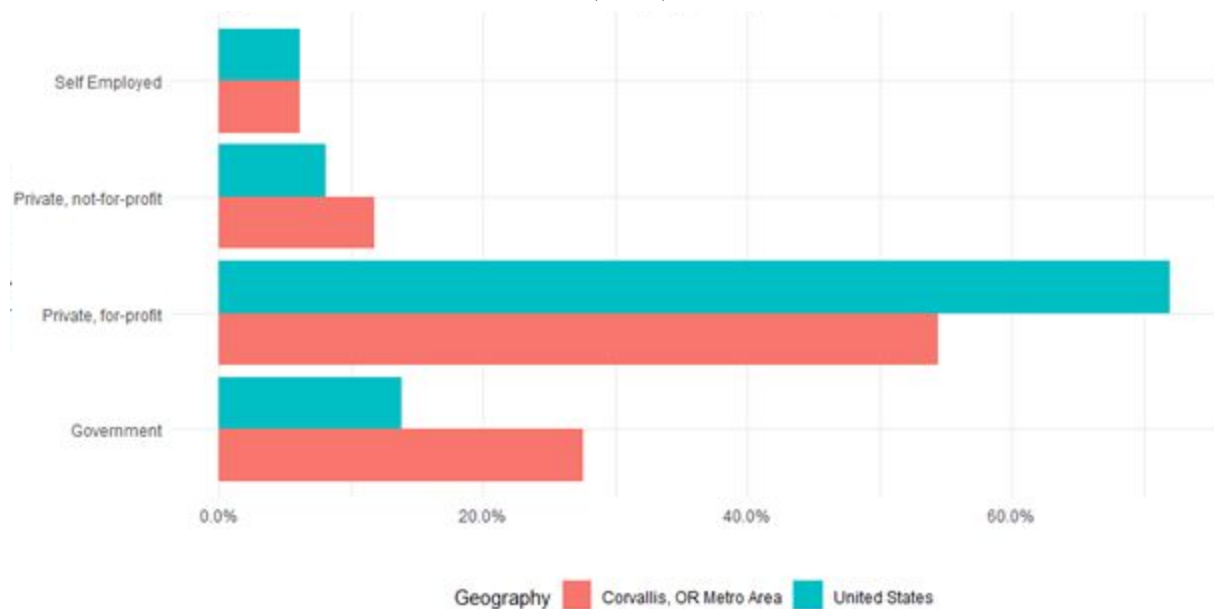
The HHI suggests that industry is diverse and considerably un-monopolized in the Benton/Linn region (Table 5). This low ratio of concentration of market actors in the region points to a regional economy that likely experiences natural market competition with many firms competing for many shares of the regional economy. When regional markets are competitive, this can also suggest lower barriers to entry in the regional economy – a potential indicator of a market amenable to small, locally owned firms and businesses.

## Occupational Trends

### Class of Worker

Though private, for-profit workers make up the largest share of the employed population of Benton County, the share is relatively small compared to that of the US as a whole (Figure 5). The County employs a relatively larger share of state government employees than the nation as a whole, likely due to the presence of Oregon State University—a state public research institution—in Corvallis.

**Figure 5: Class of worker for civilian employed population, Benton County and United States (2017)**



Source: 2017 ACS 5-year Estimates

## Occupational Employment and Wages

Trends in occupational employment and wages can provide insight into the occupational composition of a given geography, as well as how employment and wages in the given geography. Education, Training, and Library occupations, and Healthcare Practitioners and Technical occupations, are major employment sources in the region likely due, again to the presence of a large public university and healthcare provider (Table 6).

**Table 6:** Occupational employment and wages, Benton County & United States (2018)

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

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

While wages among these occupations are fairly comparable to the United States, those employed in Healthcare Practitioner and Technical occupations make much higher hourly and annual average wages in Benton County compared to the nation. Annual wage premiums, shown in Table 6, reveal that in addition to Healthcare Practitioner and Technical occupations, occupations in Education, Production, and Personal Care and Service have higher annual average wages compared to national averages.

This may suggest these industries are attractive employers, and growth in these industries could influence locational decisions and in-migration to the region. These industries may also

provide more stable employment pathways in the region, and should be considered for workforce strategy.

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

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

Benton County exhibits a location quotient for Education, Training, and Library occupations. Location quotients are also fairly concentrated in Food Preparation and Serving Related occupations, Healthcare Practitioners and Technical occupations; and Building and Grounds Cleaning and Maintenance occupations. Of the top occupations listed in Table 6, Benton County is least concentrated in Business and Financial occupations and Production occupations.

### Legacy Industries: Logging and Agriculture

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

**Table 7: Occupational employment and wages for farming and logging operations, Benton County & United States (2018)**

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

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

Though farming and logging are not top occupations for the region, wage premiums and location quotients for these occupations rank especially high in the region, which may suggest a small exclusive employment market for these industries (Table 7).

## Leading and Declining Industries

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

Economic growth for the Benton/Linn region is primarily influenced by national growth effect—or the change that would have occurred if the region grew at the same rate as the national economy (Table 8). Both the industry mix effect—or the share of growth due to concentration in particular industries that are growing faster or slower than the economy as a whole—and regional shift effect—or the share of growth attributable to unique, local competitive advantages—across all industries are negative for the region, indicating that these two components of economic change have experienced a recent decline.

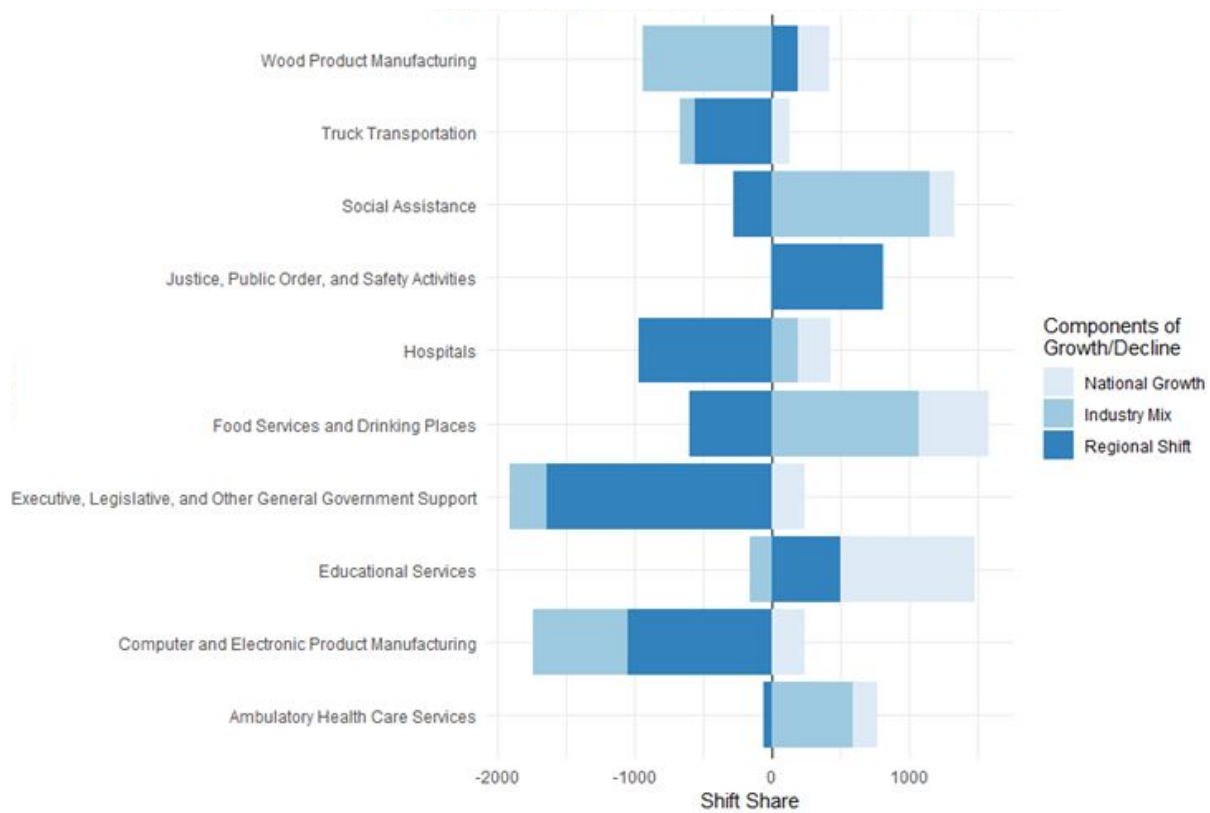
**Table 8:** Sums of shift-share components, Benton & Linn Counties (2007-2016)

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

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

Figure 6 shows shift-share analysis findings for the five industries with the greatest growth and the five industries with the greatest job losses in Benton and Linn Counties between 2007 and 2016. Table 9 shows the breakdown of shift-share components.

**Figure 6: Shift-share for fastest growing and declining industries, Benton & Linn Counties (2007-2016)**



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



**Table 9: Components of shift-share for fastest growing and declining industries, Benton & Linn Counties (2007-2016)**

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

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

All of the industries in Figure 6 for Benton/Linn experienced positive change as a result of the overall growth of the national economy, generally reflecting the fact that the nation's economy has grown between 2007 and 2016.

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

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

Overall, positive change in these five fastest growing industries—and especially the two industries that showed growth due to local factors—may continue into the future. As such they might be advantageous industries to focus future development resources, due to both their regional competitive advantage and growth potential.

Negative change experienced by four of the five industries with the greatest job losses—1) Wood Product Manufacturing, 2) Truck Transportation, 3) Computer and Electronic Product Manufacturing, and 4) Executive, Legislative, and Other General Governmental Support—is due at least in part to industry mix effect. This trend likely indicates that these industries are declining outside of larger national trends, and as a result, these industries are creating decline in the region. All of the decline in Wood Product Manufacturing, in particular, can be attributed to the industry mix effect, which is not surprising considering the hardship faced by the timber industry in recent years. This trend should be watched in future years; the demand for wood processing services is likely impacted by the demand for timber harvests, which influenced by a number of other unpredictable industries such as housing construction.

The four industries that experienced the greatest job losses—industries 2, 3, 4 mentioned above, plus Hospitals—saw a decrease in regional shift effect. This job loss indicates that the region may face some localized disadvantages that are causing job loss in these nationally-growing industries. These trends are worth further investigation, so that local factors contributing to growth can potentially be mitigating to slow further job loss.

Ultimately the findings of this shift-share analysis, and especially the decomposition of these ten quickly-changing industries in Benton and Linn Counties, can serve as the foundation for further targeted analysis of economic growth prospects that drive population, income, and economic change over time.

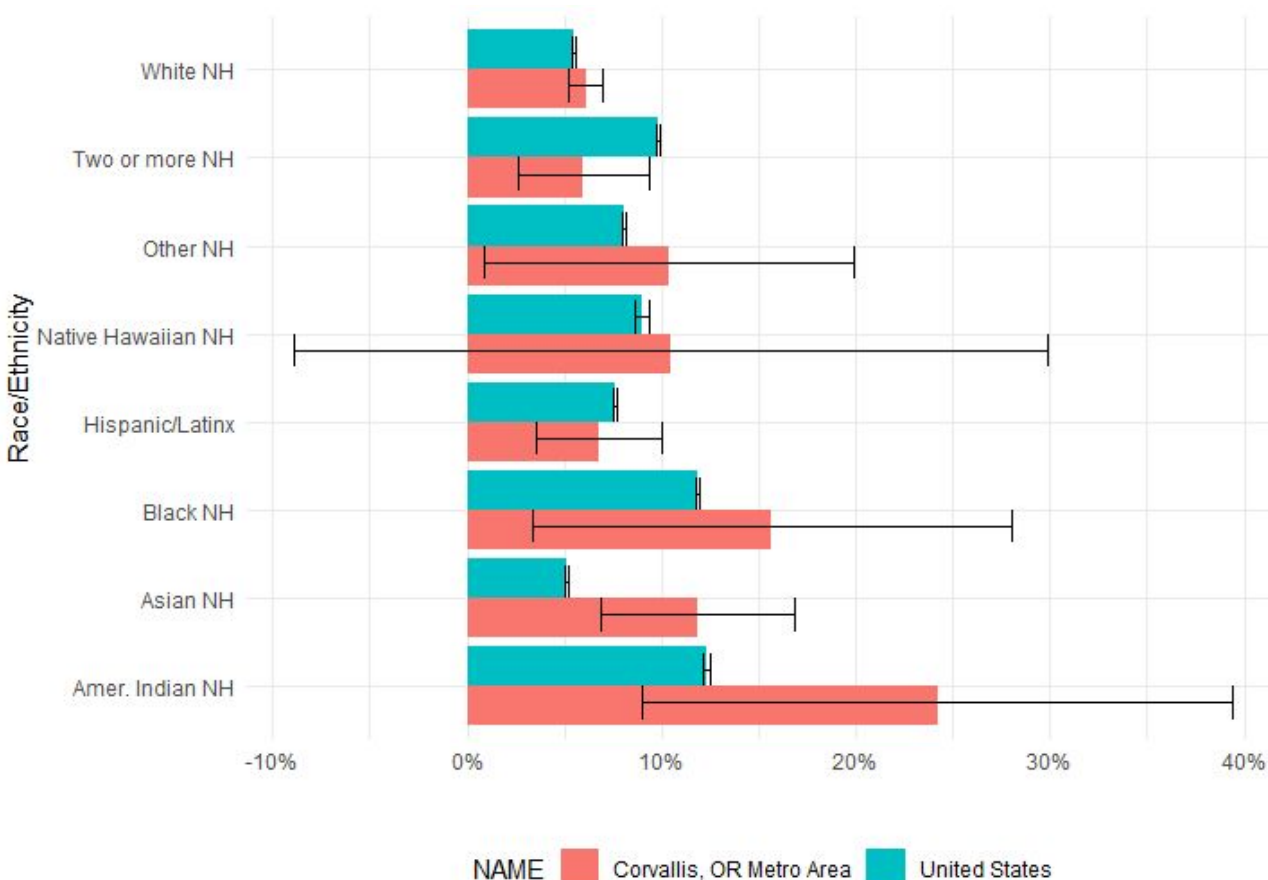
## Regional Community Stability Indicators

Understanding community stability indicators is foundational to assessing economic development opportunity. Community stability also correlates to the concept of resiliency, or the ability for a community to recover from economic shocks or stressors. While the previous section of this assessment attempted to reconcile industry and employer stability, the following section seeks to reconcile social stability by analyzing trends in unemployment, poverty indicators, and access to housing.

### Unemployment Rates

Unemployment in the Benton/Linn region reveals disparate trends in labor market participation, especially when rates are broken out across different groups (Figure 7). The cumulative unemployment rate for Benton County in 2013-2017 was 6.7%.

**Figure 7:** Unemployment by race/ethnicity, Benton County and United States (2013-2017)



Source: 2017 ACS 5-year Estimates

Unemployment is notably low among the White, Non-Hispanic populations in the county, while Black, Non-Hispanic and American Indian, Non-Hispanic populations show the highest rates of

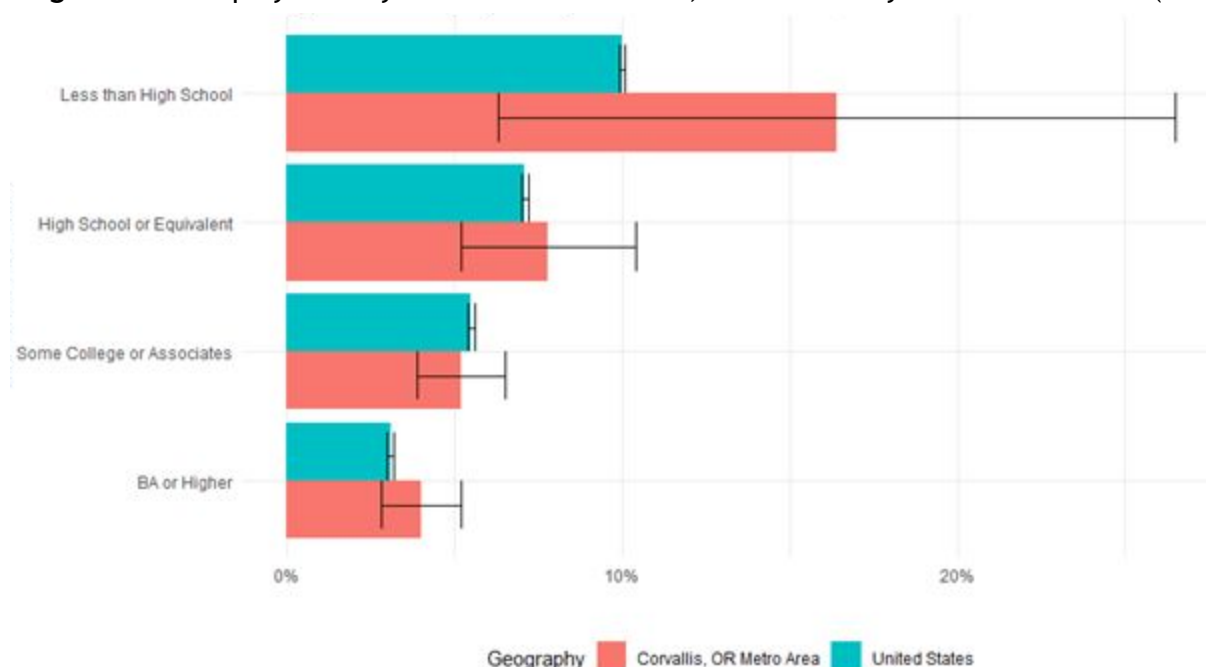
unemployment. Interestingly, the region does deviate from national trends among the Asian, Non-Hispanic population, showing especially high rates relative to the US.

Understanding how different populations experience access and tenure of employment is important for understanding which populations may not proportionally enjoy increases in employment or economic development for a region, and workforce policy interventions should be reflective of this.

## Educational Attainment

Unemployment in Benton County is lowest among those that are the most educated, and highest among those that are the least educated (Figure 8). The County shows especially high unemployment rates for those with less than a high school degree, suggesting that education, like all places, is paramount to employment opportunity. The region's particularly high unemployment rate for those not obtaining a high school degree is important for considerations when crafting economic development strategies with education institutions and partners.

**Figure 8:** Unemployment by education attainment, Benton County and United States (2017)



Source: 2017 ACS 5-year Estimates

## Social Security Income Dependence

Due to the shifting age composition of the Benton/Linn region toward an older demographic, the unique community stability indicators relevant to older persons can assess capacity for resiliency, and the strength of self-sufficiency for this vulnerable population. Income stability is a major component to self-sufficiency, and for the Benton/Linn region, 27% of persons age 65

and older are completely dependent on social security for income (Table 10). Considering the average 2019 social security benefit is \$1,461<sup>5</sup>, this could indicate potential vulnerabilities for a significant portion of the 65+ population. Especially as individuals age, and health care, and other needs could become more expensive, it is helpful to understand that over a quarter of the bi-county region's population over 65 are entirely dependent on a considerably low and static source of income.

**Table 10:** Share of population over 65 completely dependent on Social Security for income

	Estimate	Total	Share	Std. Error
Entirely Dependent	9,296	34,235	27.2%	0.011
Not Entirely Dependent	2,4939	34,235	72.8%	0.016

Source: 2017 ACS 5-year estimate PUMS

## Housing Stability

Housing stability can be a reflective indicator of community stability as access to housing and family-appropriate housing significantly impacts workforce stability, commute patterns, and household self-sufficiency. Cost burdens experienced by community members can provide context for assessing the ability of households to access basic resources, and furthermore, their ability to invest or divert financial resources toward economic mobility indicators such as education, transportation, and child care (Table 11).

**Table 11:** Cost burdened households by race/ethnicity, Benton/Linn County

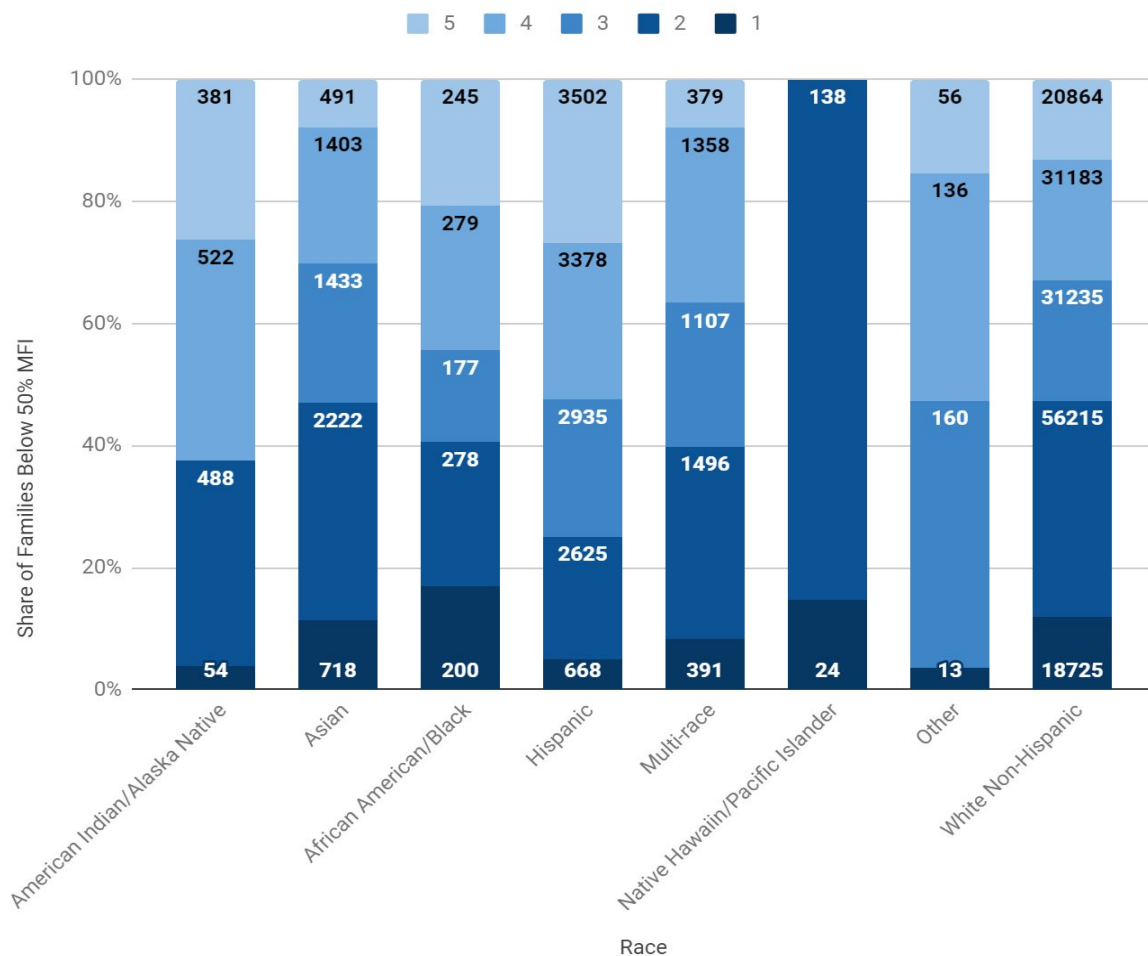
Race/Ethnicity	Estimate	Total	Share	Std. Error
White / Non-Hispanic	24,511	69,452	35.3%	0.0086
Black/African American	289	518	55.8%	0.126
Native American/Alaska Native	376	638	58.9%	0.0977
Asian	827	2,057	40.2%	0.0487
Native Hawaiian/Pacific Islander	84	126	66.7%	0.235
Other	3	36	8.3%	0.0606
Multi-race	699	1,501	46.6%	0.0622
Hispanic	1,930	3,997	48.3%	0.045

Source: 2017 ACS 5-year estimates

<sup>5</sup> "Fact Sheet- Social Security". Social Security Administration. Accessed via [www.ssa.gov](http://www.ssa.gov)

Assessing potential qualification for government assisted housing can be a useful tool for understanding resiliency factors. Proportions of households in the Benton/Linn region at 50% Median Family Income and below vary across race, illustrating gaps in needs experienced by different populations (Figure 9). This suggests that unequal outcomes related to increases in persons in the household across populations exist, and that familial growth is experienced differently across populations. This is an important consideration for understanding potential interventions for families participating in the local workforce.

**Figure 9:** Absolute share of families below 50% median family income by race, Benton-Linn County PUMA (2017)



Source: 2017 ACS 5-year estimates, 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. Note that data is unavailable for some race/family size combinations.

# Factors Affecting Locational Decisions for Monroe

Where employers and households choose to locate are affected by a variety of factors, often overlapping. These include proximity, transportation, comparable markets, and workforce characteristics which all contribute to economic viability for businesses to locate and thrive in a place.

## Workforce and Business Development

While there are limited employment opportunities within Monroe's UGB, workforce development opportunities in and nearby Monroe do exist, including professional development and mentorship available for community members to support career growth and entrepreneurship. Through engagement efforts, community members identified multiple reasons why more people may choose to locate in Monroe, providing insight into potential opportunities to increase both the availability of local future employees and employers.

Opportunities to increase this likelihood include capitalizing on partnerships with nearby universities. The following universities offer satellite workforce training programs:

- Oregon State University Extension Services provides technical assistance for rural communities, including business training programs.
- Monroe School District, specifically the high school, offers students opportunities to explore different career pathways through the Work Skills program.
- Linn-Benton Community College, Small Business Development Center offers mentorship and courses on small business development. The center also hosts a series of traveling day-long workshops, one of which happens in Monroe annually.
- The nearby location of University of Oregon and Oregon State University also presents a unique opportunity for Monroe to not only connect to resources but additionally attract and retain a talented workforce.

While currently the City of Monroe does not have the capacity to offer services that provide direct access to capital, there are regional government, non-profit, and private partners that offer resources for entrepreneurs to scale and grow regionally. These include:

- Oregon Entrepreneurs Network (OEN)
- The Oregon Regional Accelerator and Innovation Network (RAIN)

Tapping into these larger regional networks and programs can serve as a leverage point for Monroe to achieve its economic vision.

## Transportation

Monroe is located directly on Highway 99-West and currently has a moderately built out street grid, meaning it is easily accessible by car. Some streets are dirt or gravel and may require paving within the comprehensive planning period. Car access remains necessary to maintain as a vast majority of Monroe residents work outside of Monroe, and most Monroe workers live outside of Monroe (Figure 10, Table 12).

**Figure 10:** Ingress/egress commute flows, Monroe (2015)



Source: Census OnTheMap (LEHD-derived) (2015)

**Table 12:** 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)

Transportation is a key concern as Monroe continues to grow. Monroe is not served by any transit agency, has minimal bicycle infrastructure, and lacks sidewalks on a large number of streets. Transportation projects tend to require significant capital which poses a challenge for future improvement projects. However, there are roundabout ways that Monroe can take to build out missing infrastructure through system development charges (SDCs) or development



requirements. There are also grant opportunities through the Oregon Department of Transportation, and other state agencies which may help finance such projects.

## Community Perspectives on Growth & Resiliency

Assessing indicators of industrial, employer, and community stability should be supplemented with an understanding of shared local perspectives on growth and community resilience, including the indicators shared by community members. In order to gather community perceptions on economic development potential, various engagement methods were utilized including activities with youth, point-intercept interactions at a local festival, facilitated discussions at a variety of ongoing community events, a focused community workshop, and one-on-one interviews with various stakeholders.

### Monroe Grade School: 8th Grade Classroom Activities

In order to incorporate youth perspectives into ongoing planning efforts, which includes economic considerations, the Constellation Planning team led a group discussion with two 8th grade classrooms at the Monroe Grade School, reaching a total of 30 students. Using maps of the BLI and the City of Monroe as a jumping off point, these conversations included brainstorming opportunities for new development and programming in Monroe. Students shared what they enjoy about living and attending school in Monroe, what amenities and services they feel Monroe is lacking, and ways that Monroe can improve overall.

### Takeaways

- Many of the students held positive perspectives on Monroe's small, walkable size.
- There were conflicting levels of interest in expansion, with some students discussing wanting to grow by highlighting the need to "be more enjoyable", and that there is "not a lot to look at here" citing that more people are needed as it was a "ghost town" while others shared they liked it "nice and quiet."
- They expressed pride in the schools, noting the importance of the sports teams in the community.
- A participant shared that "communities all around Monroe consider themselves Monroe."
- Students emphasized the fact that many services and amenities were missing including hospitals, restaurants, gas stations, and groceries, which means that they have to travel to Junction City, for example.
- In regards to additional services or investment, entertainment and recreational amenities were the most popular responses for the students. When asked what they would like to see included in Monroe in the future including investment in parks, sports fields, movies, concerts, and shopping.
- Students also commented on opportunities for improvement that included attracting businesses, improving safety, transportation, and public spaces. One student stated, "try to appeal to businesses to move or start here for more job options."

Reflecting youth perspectives in the economic strategies employed by Monroe moving forward can strengthen potential policies related to workforce pathways. A clear desire to invest in the community was evident and presents an opportunity for Monroe to enhance its livability for current and future residents.

### **Vino, Vintage, Victory! (V3) Festival**

The V3 Festival was the first of its kind in Monroe, attracting over 1,000 visitors over the course of the day. The festival consisted of wineries in the area and artisan vendors, as well as food trucks, a band, and tables for local organizations to promote themselves and their current projects. The event brought visitors from the surrounding region to Monroe and offered a reason to stop in the town, bringing attention to Monroe and its offerings. Constellation Planning tabled at the event interacting with both residents from Monroe as well as visitors from the surrounding areas.

In an effort to gather community perspectives on economic growth, a visioning activity was created presenting three 'future economic scenarios' that were crafted in order to understand steps to reach goals as well as unanticipated feedback. The scenarios included:

- 1) The agricultural town: capitalizing on agricultural proximity as an amenity and opportunity for development; access to local wineries, artisans, crafts-makers capitalized for arts, culture, and tourism.
- 2) Industrial innovation: capitalizing on innovation and technology and reinvesting in industry; emphasizing rural small business incubator programs, redevelopment of vacant industrial sites, and forming collaborations with nearby universities.
- 3) Destination recreation: capitalizing on access to the river, mountain bike trails, countywide trail systems, nature reserves; the recognizes access to nature and parks as a driver for economic activity, both for residents and tourists.

### **Takeaways**

Festival attendees were asked to vote on which scenario they thought resonated most with Monroe. Attendees identified their place of residence by voting with three different color dot-stickers (Monroe, South Benton, and other). Over a hundred votes were collected, and results suggested that both residents and non-residents wanted to see Monroe go down the path of capitalizing on agriculture. Destination recreation came in second. Attendees also noted that a blend of agricultural and recreation would be desired. Common themes included:

- Monroe is a gateway to adventure and recreation.
- Potential to tie into wineries in the area.
- Keep the town small, rural, and maintain its country feel. "Keep the old town aesthetic" (V3 direct quote)

- As Monroe has always been an agricultural town, find ways to promote owner-operator businesses, and invest in what currently exists.

There was general disinterest in becoming a town focused on industrial reinvestment. Comments regarding this scenario noted that the proximity to Eugene and Corvallis would hinder these efforts since technological innovation is already occurring and increasing there. It was also noted that Monroe doesn't have the infrastructure to support this scenario.

## Community Roundtable

Building off of the goals from the "Monroe Tomorrow" visioning process, a community workshop was held with a devoted discussion session focused on strategizing opportunities for Monroe's economic development. In the session, participants were asked a range of questions from desired business typology to ways the entrepreneurial energy in Monroe can be captured.

### Takeaways

Some of the pinpointed opportunities for economic growth in Monroe that were shared generated several overarching themes.

A desire for smaller, locally sourced businesses:

- Community members participating readily emphasized that art, maker, craft and artisan culture is strong in Monroe.
- The desire to support and assist growth for these local businesses was expressed as a preferred method for economic growth.

A desire to support the small entrepreneur and capitalize on existing business networks:

- There was an expressed vision of the future of economic growth in Monroe being the culmination of many small businesses and home-based businesses.
- Community members saw the need for "hubs" or designated spaces that could incubate and strengthen the existing business network by allowing a space for connection and cooperation.

A desire to support and grow agricultural assets:

- Agriculture was a common theme for community members who expressed that agriculture is inextricably linked to the identity, economy, and legacy of Monroe.
- Ideas were shared about supporting small farmers and strengthening the city's resilience through food and other ecologically oriented systems.

A recognized need for improvement and investment:

- Recognizing Monroe’s geographical proximity to other larger cities, ideas were expressed about how to attract a workforce who work remotely, or would be capable of working remotely, including:
  - Real estate or communal space being identified in the community for flexible workspace with telecommuting possibilities.
  - Potentially utilizing rural grant opportunities for better Internet, broadband.

### Facilitated Discussions at Amigos de Monroe Group

A monthly meeting organized by Health Navigators from the Benton County Health Clinic in Monroe, the Amigos de Monroe is a group of Latinos residing both within the UGB as well as the surrounding areas. The group offers resources and support for the Latino community.

While the main topics covered in facilitated discussions at Amigos de Monroe group events were not focused on economic opportunity, as housing was identified as the primary concern for participants, it is important to note the feedback of the Latino community in this assessment. Participants have shared that they face the most barriers to both engagement with the city as well as the option to anchor in Monroe.

### Takeaways

- Touching on access to economic opportunity, participants discussed how many residents are earning less and therefore can’t afford to buy a house, which would allow for people to stay in the community in the long term, expressed as a desire by some.
- Discussing opportunities for future investment locally, people shared some example ideas that included increased programming for children such as indoor playgrounds, art in the park, and sports activities.
- Recreation and transportation infrastructure was also mentioned as critical, including a party kiosk at the park that could be rented, trails, playgrounds, and parking.
- Missing amenities were emphasized, especially food services, gas stations, and health care services (specifically emergency).

With a growing Latino population, it is critical to identify the communities needs, generating inclusive avenues for people to stay and grow, which will translate into an investment back in the community, benefiting all.

### Interview Findings

Interviews conducted with local organizations focused on economic development both in the greater region and specifically in Monroe. Interviewees included representatives of Rural Development Initiatives, Corvallis Economic District, the Small Business Development Center at Linn-Benton Community College, and the Business Association of Monroe (BAM). Future research should continue to reach out to business owners in Monroe. These individuals brought perspectives on the economic assessment process as well as provided insight on opportunities, challenges and needs for Monroe in terms of economic development.

## Opportunities

- The proximity of the wine industry to Monroe makes it an economic asset. The number of wineries in the region provides an opportunity for Monroe to capitalize on. Wineries attract an affluent demographic, and the region has become acknowledged nationally and internationally for its high-quality vineyards. This industry already has a strong following and is well-marketed.
- There is a growing percentage of individuals working remotely in Oregon. Investing in resources to allow the individuals to live and work in Monroe would be an economic advantage.
- The new brewery in town, Long Timber Brewing, will be an attraction that helps encourage passers-through to stop and spend time and dollars in Monroe.
- Close proximity to Eugene and Corvallis allows for a multitude of opportunities to access business development resources and allows residents easy access to amenities.
- The Long Tom River has been noted to be an advantage - particularly if Monroe can create public access to it.
- Surrounding area has ample mountain biking trails and hiking trails connecting through Monroe.

## Challenges

- There are many independently owned businesses in Monroe, but many are operated out of the home. This makes it difficult to identify and create a business directory for Monroe.
- Regionally, the economy is moving away from traditional agriculture which has been Monroe's primary industry in its narrow economic portfolio.
- Monroe currently lacks amenities to attract new residents such as coffee shops, a gas station, and health care.

## Needs

- Businesses in Monroe are difficult to locate because there is no business directory and there is little signage. Monroe should invest efforts into creating a business directory, and providing signage or other infrastructure to help visitors locate them.
- Investing in a co-working space can help attract remote workers and offer an option for current residents who work from home an outside office.

## Reconciling Community Perspectives and Trends

There is a spectrum of economic opportunities that Monroe is capable of capitalizing on. Community feedback highlighted three major local trends specifically, including:

## Growing agriculturally centered market

The portfolio of Oregon agriculture-based products is expansive, and the Willamette Valley remains a foundational component of the state's unique agricultural assets. As of 2017, Benton County reported 964 farming operations, distinguishing the county as the 7th largest agricultural producing county<sup>6</sup>. Harnessing growth in this market is a preferred opportunity for economic development reflected throughout the community engagement process because it will carry on the legacy of Monroe's agricultural heritage.

## Trends in outdoor recreation and tourism

The tourism industry in Oregon is a viable and strong economic driver, experiencing significant growth in the past two decades. In 2018, visitor spending in Oregon's cities comprised a \$6.5 billion market, and generated \$246 million in tax revenues<sup>7</sup>.

“Tourism in Oregon is an \$12.3 billion industry. Our industry directly generates more than 115,400 jobs in Oregon – with secondary impacts that create another 60,000 jobs.” Travel Oregon<sup>8</sup>

Monroe has the ability to take advantage of Oregon's tourism industry, particularly through agritourism and provision of hospitality services for people visiting the Willamette Valley. An economic visioning exercise at Monroe's inaugural V3 Festival revealed a strong preference for an agritourism-based trajectory, with a secondary interest in a recreation town. Leveraging these preferences puts Monroe in prime position to experience economic growth via an already successful and prevalent tourism industry in Oregon.

## Trends in the artisanal wine and maker market

The wine industry in Oregon, and in particular the Willamette valley represents a substantial economic driver for the region. Wine production, sales, and service contribute to over 9,000 jobs, and wine-related tourism continues to show steady growth for the Oregon economy. Impacts from this multifaceted economic good produced over \$155 million in taxes and licensing fees to state and local governments in Oregon in 2016, and the industry is expected to continue to grow as Oregon Pinot Noirs in particular gain international recognition<sup>9</sup>.

Monroe is located within 11 miles of 9 different winery operations<sup>10</sup>, and commercial development—including a new brewery with a wine tasting component and a seasonal wine

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<sup>6</sup> “2017 Benton County Agricultural Scorecard.” Accessed via [agcensus.usda.gov](http://agcensus.usda.gov)

<sup>7</sup> “Creating Meaningful Jobs: Driving Economic Growth.” (April 2019) Travel Oregon. Accessed via <http://industry.traveloregon.com/content/uploads/2019/04/44853-TO-Meaningful-Jobs.pdf>

<sup>8</sup> Travel Oregon. Accessed via <http://industry.traveloregon.com/>

<sup>9</sup> “The Economic Impact of the Wine and Wine Grape Industries on the Oregon Economy.” (2017). Full Glass Research, Oregon Wine Board. Accessed via [industry.oregonwine.org](http://industry.oregonwine.org)

<sup>10</sup> The Willamette Valley Visitors Association Map Explorer Accessed via [www.oregonwinecountry.org](http://www.oregonwinecountry.org)

retailer—are prominent components of Monroe’s local business community. The wine economy was a growth opportunity that community members expressed interest in at various engagement events. Sentiments shared included how the wine industry is a compatible industry for the city’s historical agriculturally based economy, as well as how capable the industry is for producing tourism and visitors.

## Understanding the Supply of Land

As part of a Buildable Lands Inventory (BLI), cities are required to consider available land for employment uses. Monroe has two employment zones: Commercial (“C”), which broadly covers retail uses, and Manufacturing (“M”), which broadly covers industrial uses.

### Available Employment Lands

Monroe has 22.5 buildable acres for employment lands based on current zoning (Table 13), which can be broken down further by zoning type (Table 14).

**Table 13:** Overall buildable employment lands, Monroe UGB (2019)

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

Of the 62.7 acres of publicly-zoned land in Monroe, 36.6 are owned by the Benton County School District. The vast majority of the rest are owned by utility companies and the City of Monroe, but are presently committed to city parks.

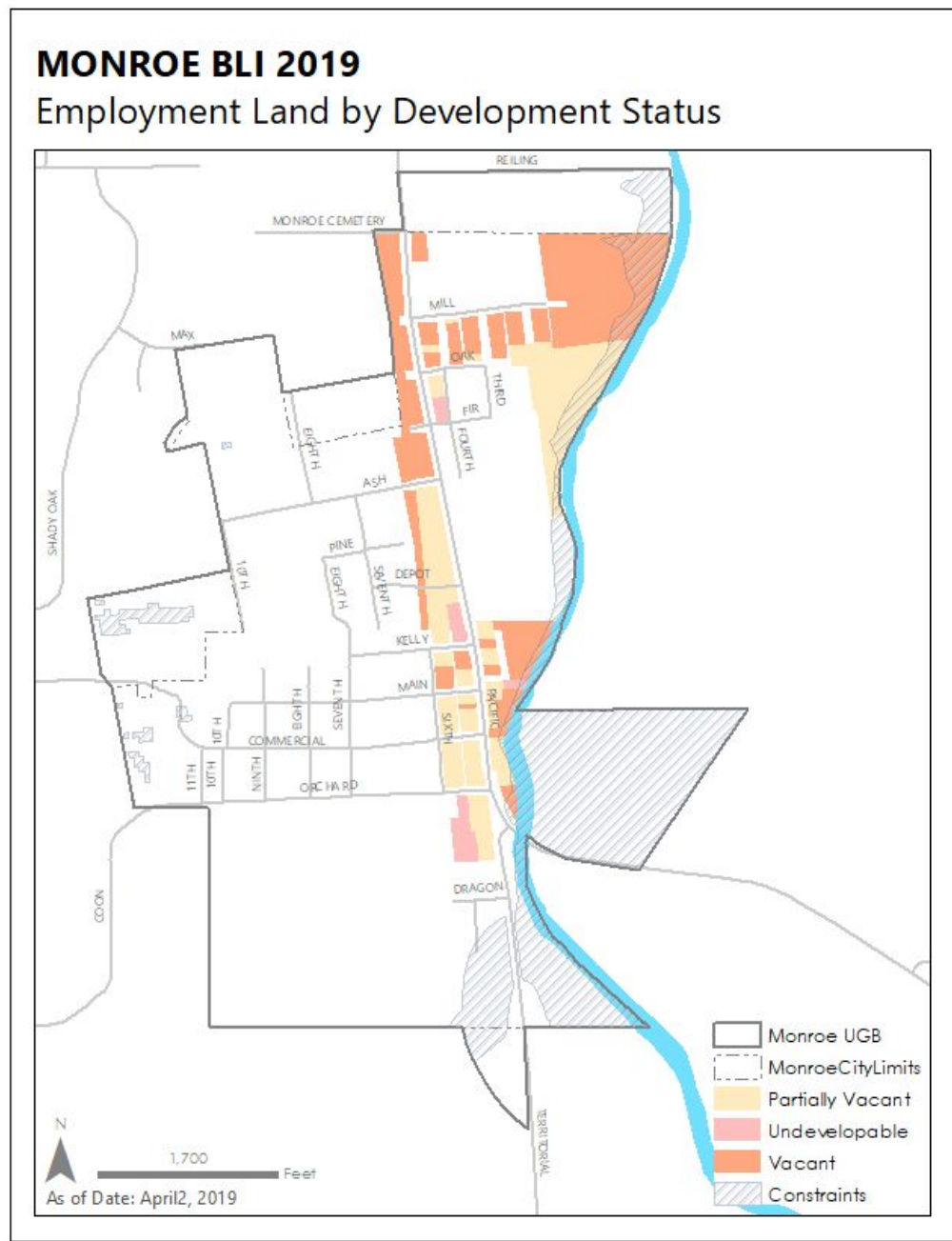
**Table 14:** Buildable employment lands by zoning type, Monroe UGB (2019)

Zoning Designation	Parcels	Designations (acres)						
		Gross	Utilized	Undevelopable	Constrained	Omitted	Mismatched	Buildable
C	61	19.9	5.5	0	2.4	3.0	3.5	5.6
M	18	23.3	2.1	0	4.1	0.1	0.0	17.0

Almost the entirety of buildable employment land is along Highway 99-West, the Long Tom River, and near the old brickyard property (Figure 11). Generally, industrially-zoned land is in the northern part of the city, where larger lots are available.



Figure 11: Employment land by development status, Monroe (2019)



## Reconciling Supply and Demand

Even as Monroe runs low on employment land, it has a large excess of residential land that can be rezoned for commercial uses. In addition, the introduction of more mixed-use development may enable new commercial opportunities.

Of 395 total parcels, there are 265 property owners (67 percent). The City of Monroe does not own a significant portion of vacant or partially vacant land. Ownership along most corridors is varied, and generally no property owners possess an overwhelmingly large number of parcels. The lone exception is in the northeast section of the city, where two property owners possess a vast majority of land (around 30 acres).

The main commercial street of Monroe is Highway 99-West, and it is categorized by a variety of uses despite being zoned largely commercial. This includes a number of surface parking lots combined with plentiful on-street parking, as well as numerous vacant lots near the Long Tom River. In general, parcels near the river are not significantly constrained.

Given the large number of individual property owners, the City may need to rely on policy over negotiating with individuals for future development, particularly along Highway 99-West. The brickyard property is a notable exception to this, having over 30 acres of vacant land. This section of land may benefit from a subdivision or master planning process to be more deliberate about how it develops over the coming years.

There are also a significant number of vacant industrially-zoned parcels, particularly in the north portion of the city, which may be more effectively utilized for commercial uses, given the excess of industrial land and uncertain public feedback on an industrially-focused future.

# Economic Development Strategies and Opportunities for Implementation

The recommended goals and strategies are based on the priorities and interests identified through robust community engagement. The implementation opportunities corresponding with each of these strategies build off the MACRO study as well as existing programming and partnerships. They incorporate best practices that have been investigated by Constellation Planning as viable opportunities for Monroe.

## Goals

- **Capacity** building for sustained planning leadership;
- **Opportunities** for economic and community development, in order to anchor the community identity with businesses that reflect its vision;
- **Strengthening** community identity by outlining what makes Monroe unique.

## Strategies

### Strategy #1: Support and promote workforce and education based opportunities

Many Monroviaans express interest in investing in their local community or starting a business, but face barriers to do so. This requires the development of targeted partnership opportunities with regional workforce training providers to address a spectrum of needs for potential or emerging entrepreneurs.

#### Implementation Opportunities

- Expand partnerships with local universities, community colleges, and incubator/accelerator programs, generating stronger pathways for local residents to access educational resources and capital.
  - These partnerships can be fostered within local school networks, such as Monroe High School work skills training program.
  - They can also be in combination with fundamental educational programming such as GED or English classes, recognizing non-traditional pathways to entrepreneurship for local residents.
- Use these partnerships to leverage access to the capital ecosystem.
- Support workforce needs like affordable housing by providing ample land for mixed-use, manufactured, accessory dwelling, and multi-family housing.

## **Strategy #2: Support individual businesses by investing in emerging networks**

A strong entrepreneurial spirit exists in Monroe. Physical proximity fosters collaboration and innovation. It has been identified that a physical community hub could be an opportunity to anchor leadership.

### **Implementation Opportunities**

- Utilize existing real estate to incubate and accelerate small businesses through ongoing programming. This can include an investment in a community hub which can serve as a focal point for resource sharing and collaboration, offering programming such as Design Competitions, Startup Week, and Pitch Festivals. Support the existing and emerging businesses by generating awareness via communications and marketing - both locally creating new avenues as with BAM as well as strengthening linkages to larger regional entities.
- Foster economic development leadership. Mentorship programs can provide increased access to networks both locally and regionally, tapping into surrounding employment centers. Existing businesses in Monroe can mentor emerging ones, which also builds leadership.

## **Strategy #3: Investigate zoning overlay and special zones that encourage microenterprise economic development opportunities**

Land use decisions are the localized and specific place-based tools used to harness regional economic trends and potential. Utilize zoning and development code opportunities to strategically focus economic development opportunities for investments.

### **Implementation Opportunities**

- Update the current zoning code to include a targeted area for growth.
- Research Enterprise Zones models, which provide tax abatements for businesses to grow and place funds to be reinvested into workforce development programming.

## **Strategy #4: Develop a cohesive city-wide marketing strategy to attract investment, promote tourism, and build collective impact opportunities**

Unifying the above strategies will allow for a more coherent community identity and a corresponding story that can not only achieve the vision, but also provide motivation for local residents to coalesce their energy around shared economic development goals. By packaging the vision of various stakeholders into a stronger narrative, Monroe can solicit the type of investment the community has identified it wants, as well as growing, attracting, and retaining local talent. This has the opportunity to support the growth of the missing amenities that many stakeholders identified.

### Implementation Opportunities

- Work with local groups and businesses to develop a marketing pitch deck that capitalizes on Monroe's locational advantages which will increase the potential to attract business, as well as promote recreational and tourism economic activities.
- Marketing strategies should be targeted toward attracting complementary businesses identified in the vision such as those focused on local production, artisan and craft makers, and agri-related business.

### Strategy #5: Prepare for and seek to acquire economic development resources

Development projects require capital, and there are numerous funding and capacity building opportunities for Monroe to tap into.

### Implementation Opportunities

- Investigate federal, state, and philanthropic funding available to Monroe.
  - Federal grants are offered by USDA-Rural Development (USDA-RD) including: Business Development Grants, and Economic Development Loans and Grants. USDA-RD also offers programs to support infrastructure projects such as those improving broadband in rural areas through the Community Connect program.
  - State grants for business development are offered by Business Oregon through their Community Development Block Grant program. The Council of Governments' also provides support through the Economic Development Business Lending program. State grants also support community development projects including Safe Routes to School grants offered by Oregon Department of Transportation.
  - Foundational grants offered by The Ford Family Foundation and Oregon Community Foundation support community development projects. These types of grants can support projects that include building development and land acquisition.
- Support volunteer and donation fueled resources. There are potential and interest in efforts to invest in the town's future. There are multiple volunteer committees existing in Monroe focused on community development including:
  - Beautification Committee
  - Vision & Revitalization Committee
  - Farmers Market Committee
  - Business Association of Monroe

# Engagement Summary

Monroe, Oregon

June 10, 2019

Prepared for the City of Monroe by Constellation Planning



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# Executive Summary

Constellation Planning created and implemented a robust engagement strategy over a four-month period. The strategy consisted of targeted one-on-one interviews; tabling at the inaugural city festival; a housing survey; participation in the monthly Amigos de Monroe group for Latino residents; leading two eighth grade classroom discussions and activities at the Monroe Grade School; facilitating two Planning Commission work sessions; and a community roundtable on economics, housing, and communications.

Three questions acted as the foundation for the strategy:

1. What are the existing opportunities and barriers to engaging with the City of Monroe?
2. What opportunities and barriers are there for [economic investment OR housing development] in the City of Monroe?
3. What types of projects do community members want to see happen in order to reach the vision, "Monroe Tomorrow"? And of these, how would they like to be involved?

Each question had a purpose:

1. Measuring current planning capacity and opportunities for broader and more inclusive engagement in city-wide efforts.
2. Collecting qualitative data for the Economic Assessment and Housing Needs Analysis to inform recommendations, and serving as guidance for policy writing for the ongoing comprehensive plan update.
3. Gathering qualitative data in respect to visioning; measuring community capacity for future long range planning efforts that can inform implementation strategies.

The engagement strategy was an integral component of the project, and spanned the project's duration, from the first week until the last. Community input was used to shape both the content and structure of the Field Guide to ensure that the final product was user-friendly and that it met the needs of Monroe. Community perspectives were also used to craft policy recommendations and strategies that were incorporated into the Housing Needs Analysis and Economic Assessment documents, as well as during a goal crafting session with the Planning Commission.

The primary goal of the strategy was to reach communities previously left out of city engagement processes and identify opportunities for future engagement. Constellation Planning succeeded in doing so by creating a pathway for including the Latino community by building a relationship with Amigos de Monroe organizers and members. In addition, the team was able to connect with some youth through partnerships with the Monroe Grade School. However, due largely to time constraints was unable to deeply connect with other



underrepresented groups including seniors/aging individuals and youth of different ages. The key to success with the Latino community was to go to Amigos de Monroe and participate in their events, working closely with the facilitators. At the May Planning Commission Work Session, the Community Development Director informed the commission that a representative of Amigos de Monroe had reached out to her, and wanted to discuss how to move forward collaborating in the future.

Constellation Planning attempted to build off previous engagement efforts to create new pathways for city/community communications, however, widespread participation remained a challenge. A takeaway of this process was that although attendance at events, and responses to surveys, was limited, there was still enormous value in the participation that occurred. This included understanding both the knowledge and perspectives of those who did participate, identifying potential leads for priority topics to focus on, as well as strategies for networking and engaging with those who did not. The few participants who attended the Community Roundtable event represented a diversity of organizations that had been reached out to, and who the Constellation Planning team had successfully connected with, throughout the implementation of this engagement strategy. The event provided the space for these disparate groups to communicate their interests and concerns, offering an opportunity for them to begin to form their own connections.

Common themes heard throughout the engagement process included the need to invest in affordable housing; the importance of translating materials and communication into Spanish; the usefulness of having a physical presence at community events and a central hub somewhere in the downtown area; and the an emphasis on planning for a future of Monroe that showcases history and agricultural heritage, and that allows growth without losing the small town charm that current community members cherish.

#### **Audience reached**

27	Targeted interviews
30	Eighth grade students
7	Planning Commissioners
103	Scenario activity participants
26	Housing survey responses
28	Amigos de Monroe participants
6	Community roundtable participants

## **227 People engaged**

## Timeline

Date	Event
<b>March</b>	
4	Planning Commission Work Session: Mind-mapping
27	Facilitated discussion at Amigos de Monroe
<b>April</b>	
10	Monroe Grade School: 8th Grade classroom visit and activity (x2)
24	Facilitated discussion and activity at Amigos de Monroe
27	Tabling at Vino, Vintage, and Victory! (V3) Festival
27	Distribution of Housing Survey begins
<b>May</b>	
4	Community Roundtable
10	Closed Housing Survey
21	Planning Commission Work Session: Framing discussion and goal/policy writing activity
<b>June</b>	
11	Planning Commission & City Council joint work session: Field Guide presentation and DLCD Comprehensive Planning Presentation

# Targeted Interviews

## Local

### **Long Tom Watershed Council**

Special Projects Lead, March 20, 2019

### **City of Monroe**

Mayor, March 21, 2019

Community Development Director, Client

City Manager, February 1, 2019

### **Monroe Fire Department**

Chief, March 10, 2019

### **Monroe Grade School**

Principal, March 15, 2019

Teacher, April 8, 2019

### **Monroe High School**

Principal, May 10, 2019

### **Monroe Sharing Garden**

Directors, April 24, 2019

### **Corvallis-Benton Public Library**

Deputy Director for Public Services,

March 27, 2019

### **Business Association of Monroe (BAM)**

Founding member, May 14, 2019

## Regional

### **Benton County Parks & Natural Areas**

Natural Areas Director, April 9, 2019

### **Benton County Health Clinic**

Health Navigator, March 11, 2019

### **Small Business Development Center, Linn**

### **Benton Community College**

Director, April 5, 2019

### **South Benton Recreation Alliance**

Member, March 12, 2019

### **Alliance for Recreation and**

### **Natural Areas**

President, March 12, 2019

### **Oregon Cascade West**

### **Council of Governments**

Transportation Planner, March 29, 2019

### **Benton County**

Community Development Director,

April 5, 2019

Former Planner, Benton County

February 5, 2019

### **Benton-Corvallis Economic District**

Officer, March 19, 2019

## State

### **Oregon By Design**

Consultant, March 13, 2019

### **Rural Development Initiatives**

Program Director, March 11, 2019

### **ECNorthwest**

Consultant, March 12, 2019

### **Department of Land Conservation and Development**

Multi-Jurisdiction Planner, April 5, 2019

Southern Willamette Valley Regional

Representative, February 14, 2019

Communications Specialist,

March 26, 2019

## Other

### **BHC Consultants**

Senior Planner, February 13, 2019

# Events Summaries

## Planning Commission Work Session: Mind Mapping

**March 4, 2019**

Participants: 7 Planning Commissioners, City of Monroe Community Development Director, and DLCD regional representative.

### Purpose

- To better understand the current process of chapter and policy writing for the comprehensive plan update.
- To gauge the Planning Commission's understanding of the legal requirements for the comprehensive plan update.
- To identify gaps in the writing process, and collaboratively generate ideas for Constellation Planning to build on.

### Description

Constellation Planning facilitated a 1.5 hour long work session during a scheduled Planning Commission work session. Members of the Constellation Planning team asked the Planning Commission questions about the steps involved in their current process for updating the comprehensive plan. Together the team and commissioners identified gaps in the process and brainstormed both immediate solutions as well as opportunities for Constellation Planning to build on over the course of the project.

### Key takeaways

- The engagement process used for the creation of "Monroe Tomorrow" (Monroe's vision statement) consisted of a survey distributed with the phone bill and a handful of community events, yielding limited participation from the wider community.
- The process for writing the comprehensive plan: Community Development Director leads chapter writing, and commission provides vision statements for, and feedback on, chapter drafts. The group collectively crafts goals and policies during monthly work sessions.
- There was a misunderstanding regarding the legal requirements for a comprehensive plan update. This was specifically regarding the need to reference existing comprehensive plan policies and provide reasons for why they are changing, and incorporating an adequate factual basis.
- Through a facilitated discussion, Constellation Planning asked commissioners to identify gaps in, and reflect on, their current process. Responses included: engaging with the Latino/a populations and using social media for outreach. Constellation Planning incorporated this feedback into their engagement strategy and the Field Guide.

# Planning Commission Work Session: Framing Discussion and Goal/Policy Crafting

**May 21, 2019**

Participants: 7 Planning Commission members, City of Monroe Community Development Director.

## Purpose

- To explore how messaging, and the way questions and problems are framed, impact community perceptions and willingness to engage.
- To incorporate the team's findings of community perceptions into Planning Commission's work, focusing on how to make policies actionable.

## Description

This work session began with an overview of the importance of framing to create questions that provoke solution oriented answers, and that capture a wide range of community perspectives. Constellation Planning then introduced best practices for writing actionable goals and policies. Planning Commission used these tools to write 4 goals for the housing chapter and 4 goals for the economics chapter.

## Key takeaways

- Having printed copies of feedback from community engagement events helped commissioners prioritize key themes for chapter goals.
- The importance of keeping goals broad as well as explicit was highlighted in the session. In particular, how to use clear words that emphasize how goals should be implemented when writing actionable goals.

# Facilitated Discussions at Amigos de Monroe Group

**March 27, 2019 and May 24, 2019**

Participants: 4 Benton County Health Services Navigators, 2 representatives from Strengthening Rural Families, ~13 children, and ~9 adults.

## Purpose

- To identify current barriers to housing/economic opportunities, and engagement with the City and other community partners.
- To gain an understanding of community dynamics.
- To share resources and generate awareness about planning in general.

## Description

Amigos de Monroe is a community event for Spanish speakers held monthly at the United Methodist Church in Monroe, organized by Benton County Health Services Navigators who have a presence at the Monroe Health Clinic. Constellation Planning attended and facilitated discussions and activities during the March and April gatherings.

## Key takeaways (March)

- After providing an overview of the comprehensive plan update and other planning projects in the City of Monroe, the participants identified housing as the most important issue to them currently.
- Participants expressed a strong interest in engaging with and being a leader in planning efforts, discussing the barriers they face to do so. Currently, language is one of the largest barriers to engagement with city as outreach has been primarily conducted in English.
- An “Amigos de Monroe” Facebook page was started as a result of the discussion about communications strategies.

## Key takeaways (April)

- During a facilitated discussion about “why we plan” the participants shared the various reasons that they enjoy living Monroe. Multiple people emphasized the rural qualities of the area, including access to nature and a quiet environment.
- Participants pointed to affordability as a barrier to living in Monroe. They shared that the houses are too expensive to buy which is why most families rent (which is also expensive). There is a desire for more the availability of apartments of higher quality.
- Similar to feedback from the March meeting, people expressed interest in attending an integrated event with both Spanish and English speakers. When discussing opportunities for Monroe to expand on locally, ideas included increased programming for youth (e.g. Boys & Girls club, indoor playground), more transportation options (e.g. bus to Corvallis and Junction City), amenities (e.g. gas station and coffee shop), and community gathering locations (e.g. a farmers market).

## Monroe Grade School: 8th Grade Classroom Activity

**April 10, 2019**

Participants: 30 8th grade students and 1 teacher.

## Purpose

- To engage youth in a discussion on “What is Planning?” and “Who Do We Plan For?”

- To explain long range planning efforts in the City of Monroe including the comprehensive plan update.
- To gather youth perspectives concerning long range planning needs and identify ways for them to get involved.

## Description

Members of the Constellation Planning team led a group discussion with two 8th grade classrooms at the Monroe Grade School about planning. There was also a group activity focused on mapping current places and destinations within the city, brainstorming opportunities for new development and programming in Monroe. A survey was distributed at the end of the session to gauge interest in planning related activities and to provide a space for anonymous feedback.

## Key takeaways

- Through a guided conversation, many ideas were shared including what the students enjoy about Monroe, what amenities and services they feel Monroe is lacking, and ways that Monroe can improve overall. Many of the students held positive perspectives on Monroe's small, walkable size and expressed pride in the schools. Entertainment and recreational amenities were the most popular responses for the students when asked what they would like to see included in Monroe in the future including parks, sports fields, movies, concerts, and shopping.

They also commented on opportunities for improvement that included attracting businesses, improving safety, transportation, and public spaces. Students were also asked what they were proud of in Monroe. Comments included:

“Try to appeal to businesses to move or start here for more job options.”

“A little more clean and safe.”

“More housing which could lead to more people.”

“I think that it can be an even better town. I like how small it is and I don't want it to grow more. But I do want a skate park.”

“I like that you can walk from one side of town to the other”

“Our schools because the high school has a good team”

“Walking across town takes 10-15 minutes”



- Students were asked to take an exit survey that asked if they enjoyed learning about planning, what other ideas they had for Monroe's future, and if they would be interested in learning more about how youth can be involved in planning efforts in the community. All students indicated that they learned more about city planning from the class activity, and indicated that they enjoyed talking about the city and what the city could look like in the future.

## Vino, Vintage, & Victory! Festival (V3)

**April 27, 2019**

Participants: 103 people participated in scenario activity; overall festival received ~1, 000 visitors.

### Purpose

- To get widespread feedback from the public on Constellation Planning's project.
- To promote comprehensive plan update.
- To understand community perspectives related to Monroe's economic future.

### Description

Constellation Planning tabled at the V3 Festival interacting with both residents from Monroe as well as visitors from the surrounding areas. The team received 103 responses to the visioning activity, and the festival itself saw over 1,000 visitors. The table consisted of four activities:

1. A housing survey was distributed, receiving 11 responses on-site.
2. A mapping activity where individuals placed dot stickers (color-coded based on their place of residence) on a map of the City of Monroe to indicate places where they spend time.
3. A visioning activity where individuals voted with stickers and added comments to three examples of potential 'future economic scenarios' for the City of Monroe. The themes included: a destination recreation city (capitalizing on the existing surrounding area mountain biking trail infrastructure); a renovated industrial city focused on innovation (emphasizing partnerships with industries and academic institutions, infrastructure and programming for startups, and opportunities to provide space and services for remote workers); and an agricultural and artisanal town (building on surrounding vineyard, farm, and craft industry).
4. A kids table where colored markers were available for kids to draw pictures and write comments about Monroe.

## Key takeaways

- Participants wrote comments that expressed a strong interest in creating access to the river, investing in trails, and other opportunities for outdoor recreation.
  - “Love the idea of river access”
  - “Please completely redesign our park by the river. Fill in those swampy areas and create one large land area from the baseball field to the river”
  - “Frisbee golf tournament every month”
  - “Gateway to adventure - Alsea Falls, Mary’s Peak, Coast Range”
- The visioning activity received 103 votes of which, 76 were for the “agricultural/artisanal” town and only 9 votes for the “industrial” town. Additional comments emphasized investing in what exists locally rather than creating something new.
  - “Keep small town feel”
  - “Has always been an ag town - promote owner operators - capitalize on what we have”
  - “Bus tours, farm tours with wineries [where] kids can get on tractors”
- There was also interest in seeing Monroe become a town with an economy based both on agriculture and recreation.
- At the kids’ station in the booth, kids drew trees, houses, and people, and left comments highlighting their desire for a skatepark.
- The festival reached a wide audience including individuals from Corvallis, Eugene, Junction City, Monroe, and the unincorporated areas adjacent to Monroe.

## Community Roundtable

**May 4, 2019**

Participants: 8 community members including the City of Monroe Community Development Director and 1 Planning Commissioner. The participants also represented different organizations including the Lilliaputia Farm, The Relief Nursery at Old Mill Center, Strengthening Rural Families, and Amigos de Monroe.

## Purpose

- To exercise community participation in long-range planning.
- To identify community perspectives on needs in the City of Monroe as well as opportunities for the economic and housing chapters being developed in the comprehensive plan update.
- To support partnership building and understand the potential for expanding community involvement in planning.

## Description

A two-hour workshop was hosted at the Monroe Community Library. The workshop was separated into three main topics of discussion that included economics, housing, and communications lasting 20 minutes each.

## Key takeaways

### Housing

- In the housing discussion, housing affordability was noted as the primary barrier to living in Monroe. Participants pointed out that the new subdivision was adding housing, but that these new houses are not affordable.
- ADU's and small cottages were identified as housing options that participants would like to see included in new housing developments. These types of homes would appeal to the rural character of Monroe and add housing to the city. Mixed-use was also of interest, but tall "stack 'em and pack 'em" condos were not of interest.
- Open space is important to community members. Participants were open to new types of housing being introduced into Monroe as long as parks and open, natural, spaces are available for families to spend time.
- Participants recognize the need to develop more housing, but noted that they wanted to keep the small, rural character of the town.

### Economic

- In the economic discussion session, participants emphasized the strong sense of social capital that exists in Monroe. They expressed interest in capitalizing on these grassroots efforts to invest in community development.
- Participants were asked to inventory the availability of, and quality of, Monroe's basic amenities. Transportation, access to groceries, and healthcare all were highlighted as basic amenities not currently accessible to residents living in Monroe. Residents are traveling to nearby cities such as Junction City and Corvallis for these.
  - Participants expressed interest in disaster preparedness plans for earthquakes, flooding, and fire. The emergency services currently provided are not considered adequate.
- Monroe lacks opportunity for youth. There needs to be more afterschool programming and open space/playgrounds. Participants suggested a community center type of establishment such as a Boys & Girls club.
- Participants also suggested skilled-based training for youth programming. This would allow youth to learn skills not taught in school, but are required for working in family businesses (e.g. agriculture).
- Participants want to revitalize the downtown area to be a more walkable, social, space. There are many notable neglected areas in Monroe, especially within the downtown, but the group all see these areas as having a high potential for reinvestment.

- The group was asked what economic success looks like. Answers included:
  - “Success looks like having a lot of choices.”
  - Having corporate chains such as Dollar General move in felt like a step backward because they suggest a town’s economic base is not enough; they have no other options.
- There was lots of interest expressed in the new Farmers Market; both for social and economic vitality.

## Communications

- Participants noted that having a physical appearance at community events is one of the best methods for community engagement. Farmers markets and the V3 festival were both suggested as good places for the city to set up a booth and interact with community members.
- Translation was emphasized as necessary for communications and outreach efforts. Materials need to be translated into Spanish in order to reach the widespread community.
- Social media is a popular form of communication for Monroe. Specifically, the Facebook group “Let’s talk about our town Monroe” is used as a platform for advertising events, distributing city news, and as a message board.

## Housing Survey Results

A housing survey was distributed at the V3 festival, Amigos de Monroe event, and made available online. A total of 26 surveys were completed over a two week period by 9 residents of Monroe, 9 residents of South Benton County (five unincorporated areas surrounding Monroe), and 8 residents from outside of Monroe/South Benton County (all respondents self-identified area of residency).

Survey results varied in response rates, with 23 of the 26 surveys fully completed. Descriptive statistics were run to highlight patterns, but data should not be considered statistically significant.

## Key takeaways

- The top barrier for living in Monroe was that the Monroe doesn’t have enough community services or things outside residents needs (38% of outside resident responses). Residents of South Benton County (44%) indicated that they simply did not want to live in Monroe.
- Nobody considered feelings of safety a barrier to moving to Monroe.
- 65% of respondents indicated that Monroe currently lacks housing for both seniors/aging individuals (65+) and low-income households.
- 54% of respondents thought Monroe currently has housing for families with young children.

- Single-family detached homes were the preferred housing type by all respondents, followed by apartments. Duplex, triplex, and quad-plexes were the least desired housing type.
- Cost and proximity to neighbors were the top two considerations when finding a home. Architectural design/how the home looks was the least considered.
- Proximity to neighbors was of particular concern for South Benton County and outside of South Benton County/Monroe respondents.
- Access to outdoor recreation, groceries, and jobs were the top three priorities for respondents when thinking about what they look for in a place to live. Entertainment was of least the least considered to all respondents.
- The majority of survey respondents were between the ages of 36-64, followed by 18-35 year olds. Most respondents lived in a 2-person household. Household size ranged from 2-9 people. The largest family resides in South Benton County.
- Respondents had the option of writing in their race/ethnicity. Responses included "white", "latino/a", "hispanic", "caucasian", and "mixed". They were also given the opportunity to indicate what language they spoke at home; answers received were a mix of English and Spanish.

# Housing Choices Survey

The following questions are voluntary and help us understand unique housing choices and needs in the Monroe region. Thank you for participating!

1. Where do you live?
  - a. City of Monroe (within the city limits)
  - b. South Benton County (Alpine, Bellfountain, Glenbrook, Ingram Island, Irish Bend, unincorporated South Benton County)
  - c. Outside of South Benton County
2. If you answered B or C to Question 1, what are the barriers, if any, that keep you from living in Monroe? (circle all that apply)
  - a. N/A, I live in Monroe.
  - b. Mortgage and/or rent payments are cost prohibitive.
  - c. I work far away from Monroe.
  - d. There are not enough community services or things I need in Monroe.
  - e. There are no schools available for my children.
  - f. I don't feel safe living in Monroe.
  - g. I don't want to live in Monroe.
  - h. Other: \_\_\_\_\_
3. In your opinion, does Monroe currently have housing options for:
  - a. Seniors or aging individuals (65+)?    Y    N
  - b. Families with children?                    Y    N
  - c. Young adults (18-35)?                    Y    N
  - d. Low-income households?    Y    N
  - e. People with disabilities?    Y        N
4. What housing options would you like to see developed in Monroe? (circle all that apply)
  - a. Single Family Detached Homes
  - b. Apartments
  - c. Townhomes
  - d. Duplexes, Triplexes, Quadplexes
  - e. Manufactured Housing
  - f. Small cottages or accessory dwelling units\*\*
  - g. Mixed use dwellings with commercial on ground floor
  - h. Other: \_\_\_\_\_

\*\*Accessory dwelling units are small housing units up to 1200 square feet. An ADU is a permanent house that one can build additional to their primary housing in a residential zone. ADU's can be a part of or separate from the main housing unit.

5. What considerations impact the type of housing you choose? (circle all that apply)
- a. Cost
  - b. Size, bedrooms, and space
  - c. Type of house
  - d. Architectural design / how the home looks
  - e. Proximity to neighbors
  - f. Other \_\_\_\_\_
6. What amenities (things you need) are important to you when considering where to live? (circle all that apply)
- a. Retail
  - b. Groceries
  - c. Schools
  - d. Outdoor Recreation (Parks, Nature)
  - e. Entertainment (Movies, Concerts, etc.)
  - f. Jobs
  - g. Transportation options
  - h. Other: \_\_\_\_\_

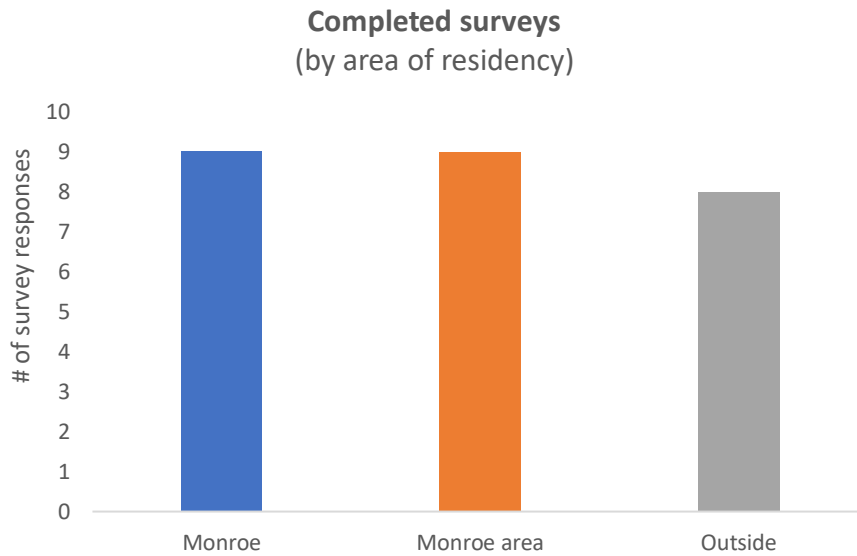
#### Demographic Questions

1. What is your age?
- a. 17 or younger
  - b. 18-35
  - c. 36-64
  - d. 65+
  - e. Prefer not to answer
2. How do you identify yourself by race or ethnicity? (optional) \_\_\_\_\_
3. How many people live in your household? \_\_\_\_\_
4. Do you identify with having or living with a disability? Y N
5. What language(s) do you primarily speak at home? \_\_\_\_\_
6. Which of the following best describes your housing situation?
- a. Homeowner
  - b. Renter
  - c. Other: \_\_\_\_\_

# Housing Survey Results

## Q1. Results

Where do you live?	Completed Surveys (% of total)
Monroe	9 (35%)
Monroe Area	9 (35%)
Outside	8 (30.8%)
<i>Total</i>	<i>26</i>

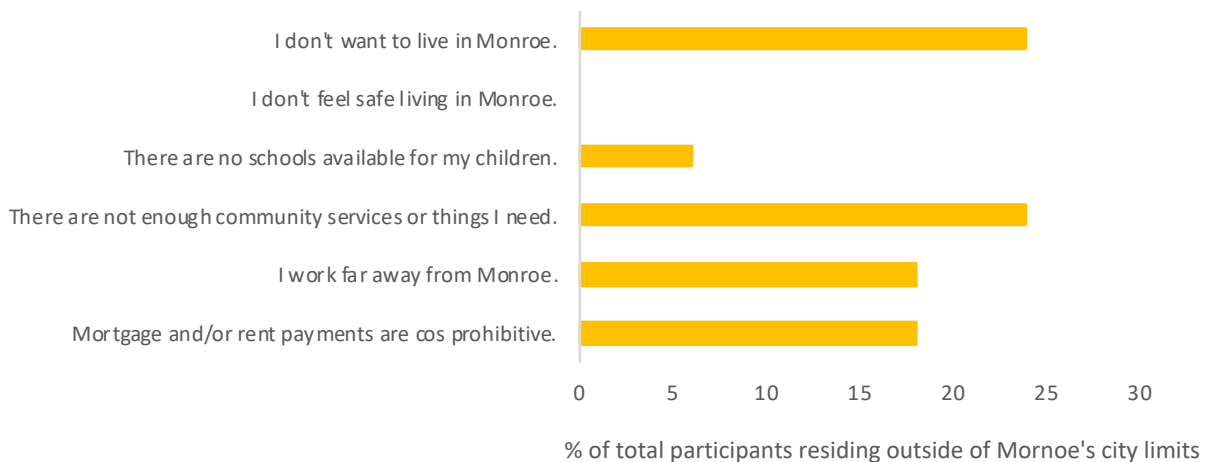




## Q2. Results

What are the barriers the keep you from living in Monroe?	South Benton County (% of responses)	Outside of South Benton/Monroe (% of responses)	Total (% of total)
Mortgage and/or rent payments are cos prohibitive.	2 (22%)	1 (11%)	3 (18%)
I work far away from Monroe.	2 (22%)	1 (11%)	3(18%%
There are not enough community services or things I need in Monroe.	1 (11%)	3 (33%)	4 (24%)
There are no schools available for my children.	1 (11%)		1 (6%)
I don't feel safe living in Monroe.			
I don't want to live in Monroe.	4 (44%)		4 (24%)

### Q2. Barriers that prevent participants from living in Monroe



#### Other Responses:

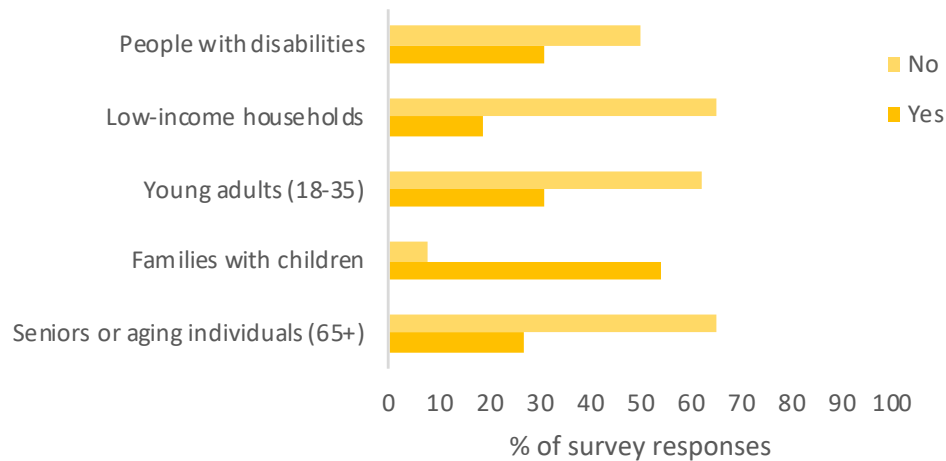
“Live in rural for peace and quiet”, “Like where I live”, “We have property”, “I live someplace else, not moving”, “No hay donde vivir economico” [there is nowhere affordable to live], “no affordable housing”, “Live ½ mile s. of city limits”

### Q3. Results

	Monroe		South Benton County		Outside South Benton/Monroe		Total	
Does Monroe currently have housing for...	Yes	No	Yes	No	Yes	No	Yes	No
Seniors or aging individuals (65+)	2 (22%)	6 (67%)	1 (11%)	7 (78%)	4 (50%)	4 (50%)	7 (27%)	17 (65%)
Families with children	7 (78%)		1 (11%)		5 (62%)	2 (25%)	13 (54%)	2 (8%)
Young adults (18-35)	3 (33%)	5 (56%)	2 (22%)	7 (78%)	3 (38%)	4 (50%)	8 (31%)	16 (62%)
Low-income households	1 (11%)	6 (67%)	1 (11%)	8 (89%)	3 (38%)	3 (38%)	5 (19%)	17 (65%)
People with disabilities	5 (56%)	3 (33%)		7 (78%)	3 (38%)	3 (38%)	8 (31%)	13 (50%)
	Count (% of responses)						Count (% of total)	

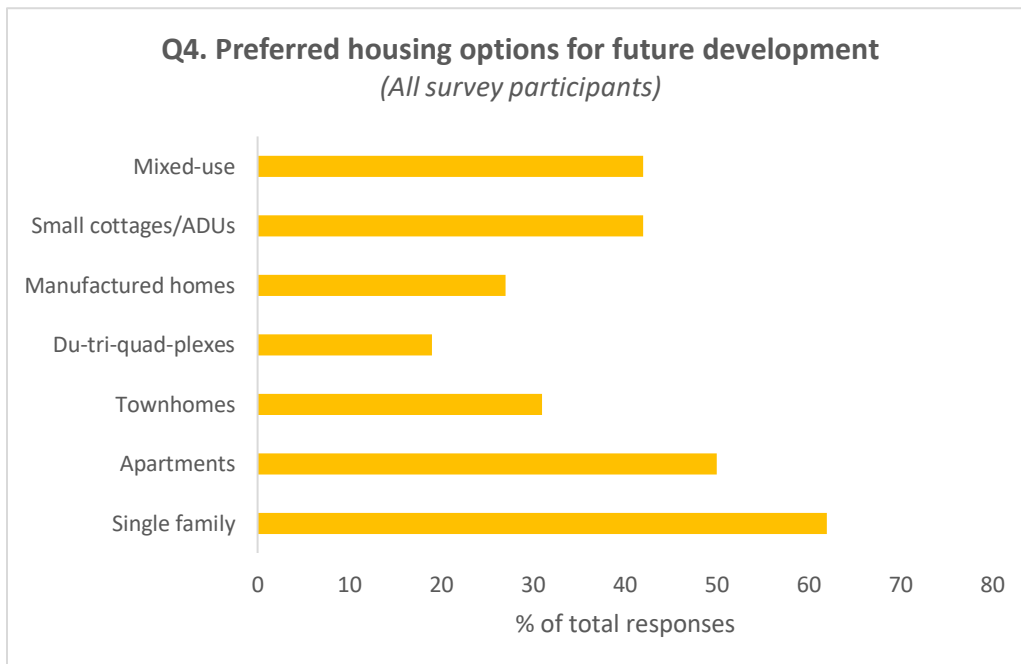
### Q3. Does Monroe currently housing for...

(All survey responses)



## Q4. Results

Housing options you'd like to see developed in Monroe...	Monroe	South Benton County	Outside South Benton County/Monroe	Total
Single family	5 (56%)	7 (78%)	4 (50%)	16 (62%)
Apartments	5 (56%)	5 (56%)	3 (38%)	13 (50%)
Townhomes	1 (11%)	5 (56%)	2 (25%)	8 (31%)
Du-tri-quad-plexes	1 (11%)	3 (33%)	1 (13%)	5 (19%)
Manufactured homes	1 (11%)	4 (44%)	2 (25%)	7 (27%)
Small cottages/ADUs	5 (56%)	4 (44%)	2 (25%)	11 (42%)
Mixed-use	2 (22%)	5 (56%)	4 (50%)	11 (42%)
	Count (% of responses)			Count (% of total)



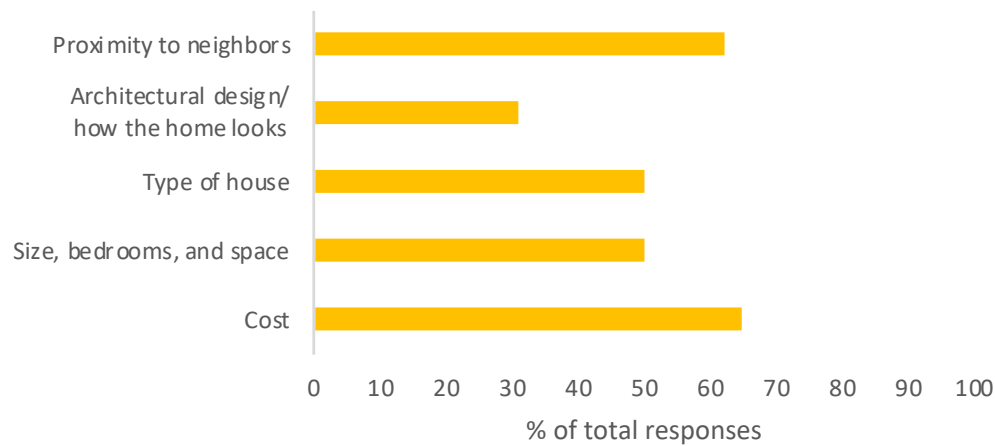
### Other responses:

“Tiny homes”, “Tiny homes (on wheels?)”, “urgencias”

## Q5. Results

Considerations impacting housing choices	Monroe	South Benton County	Outside South Benton/Monroe	Total
Cost	5 (56%)	6 (67%)	6 (75%)	17 (65%)
Size, bedrooms, and space	5 (56%)	4 (44%)	4 (50%)	13 (50%)
Type of house	2 (22%)	6 (67%)	5 (63%)	13 (50%)
Architectural design/ how the home looks	2 (22%)	2 (22%)	4 (50%)	8 (31%)
Proximity to neighbors	4 (44%)	7 (78%)	5 (63%)	16 (62%)
	Count (% of responses)			Count (% of total)

### Q5. Considerations when finding a home

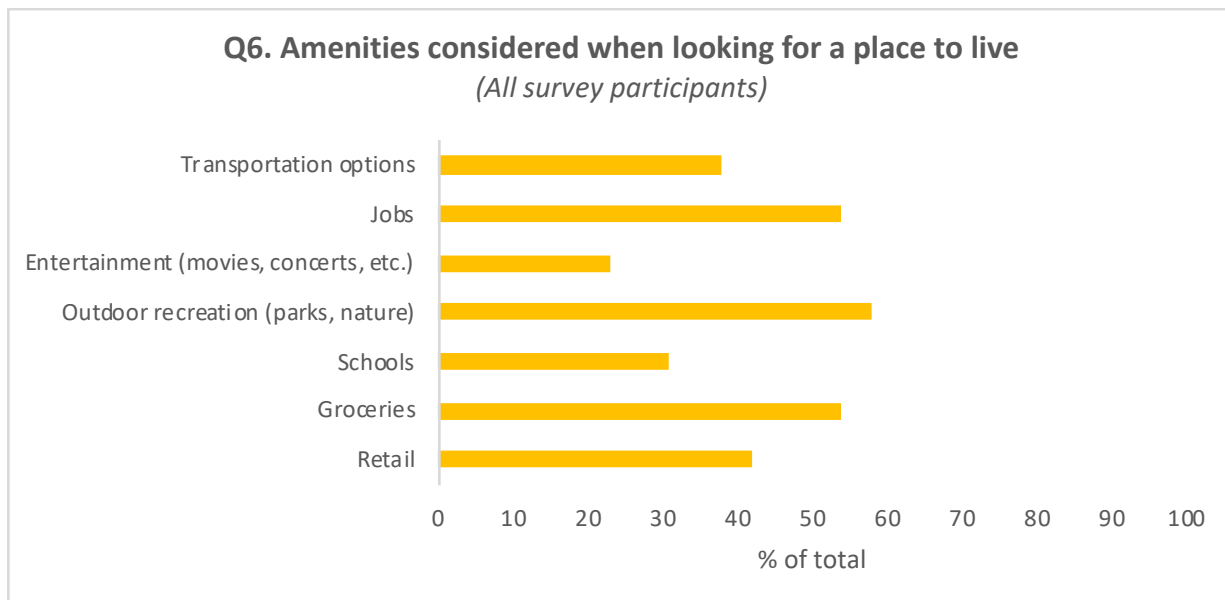


### Other responses

“buscamos espacio entre casas, para jugar, tener visitas sin que se enojen los vecinos”, “the school is close”

## Q6. Results

Amenities considered when looking for a place to live	Monroe	South Benton County	Outside South Benton/Monroe	Total
Retail	2 (22%)	5 (56%)	4 (50%)	11 (42%)
Groceries	3 (33%)	6 (67%)	5 (63%)	14 (54%)
Schools	3 (33%)	3 (33%)	2 (25%)	8 (31%)
Outdoor recreation (parks, nature)	5 (56%)	7 (78%)	3 (38%)	15 (58%)
Entertainment (movies, concerts, etc.)	2 (22%)	2 (22%)	2 (25%)	6 (23%)
Jobs	4 (44%)	6 (67%)	4 (50%)	14 (54%)
Transportation options	2 (22%)	6 (67%)	2 (25%)	10 (38%)
	Count (% of responses)			Count (% of total)



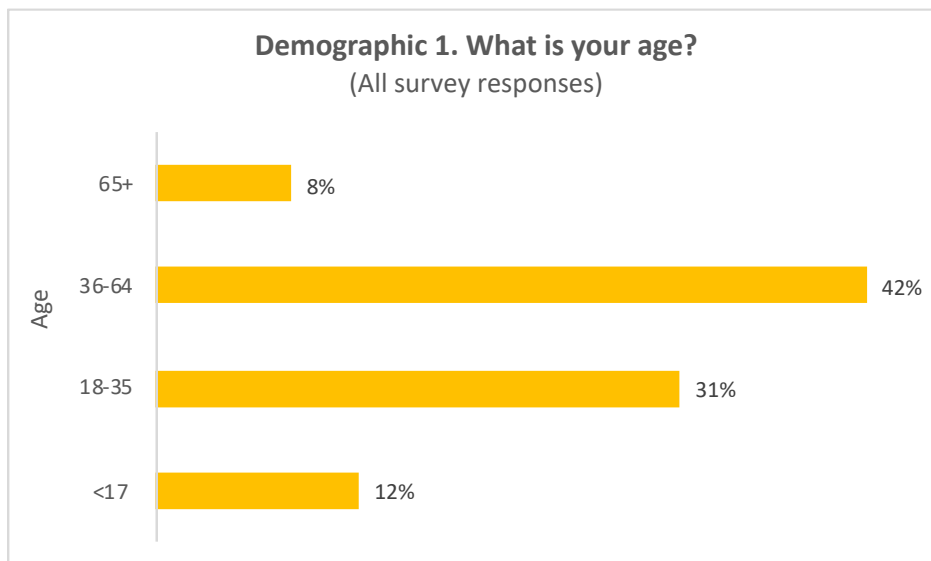
### Other responses

“Walkability”, “Privacy/space”, “Climate”, “Childcare/gas station/bus transportation”, “Health services/emergency hospitals/gas stations”, “clinica”

## Demographics

### Dem-Q1. Results

Age	Monroe	South Benton County	Outside South Benton/Monroe	Total
<17	3 (33%)			3 (12%)
18-35	4 (44%)	2 (22%)	2 (25%)	8 (31%)
36-64	1 (11%)	6 (67%)	4 (50%)	11 (42%)
65+		1 (11%)	1 (13%)	2 (8%)
Count (% of responses)				Count (% of total)



## Dem-Q2. Results

This question was optional and provided space for written answers. The following answers were received (all answers are included as the respondent wrote them):

### Monroe

- Mixed
- White
- Hispanic
- Hispano

### Monroe area

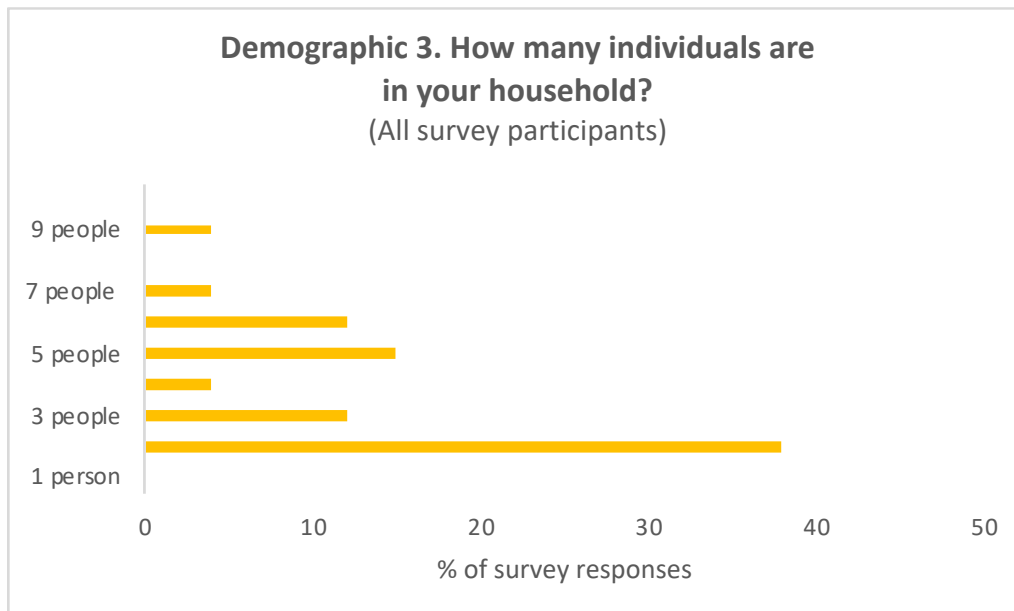
- White
- Caucasian
- Latino
- w/h

### Outside area

- White
- Latino/a

## Dem-Q3. Results

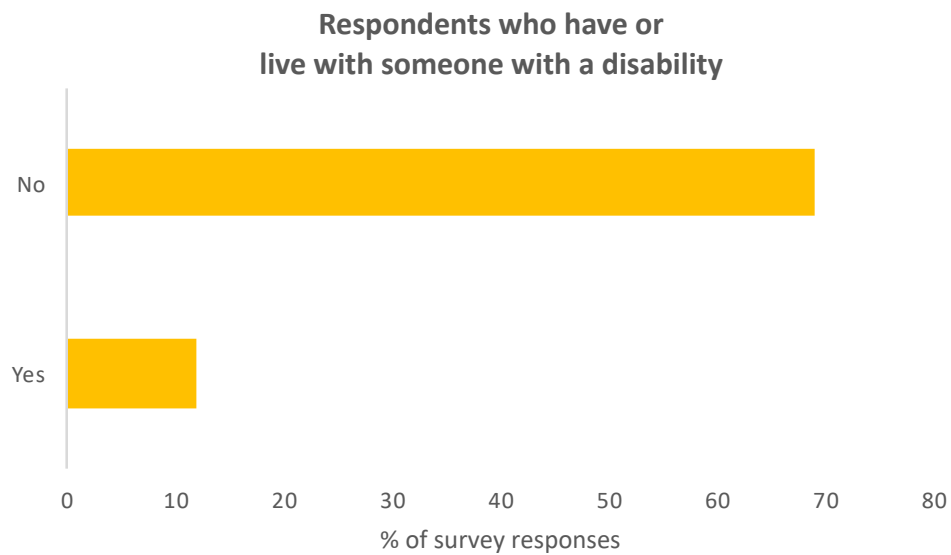
Household size	Monroe	South Benton County	Outside South Benton/Monroe	Total
1 person				
2 people	2 (22%)	3 (33%)	5 (63%)	10 (38%)
3 people	1 (11%)		2 (25%)	3 (12%)
4 people		1 (11%)		1 (4%)
5 people	1 (11%)	3 (33%)		4 (15%)
6 people	3 (33%)			3 (12%)
7 people				1 (4%)
8 people				
9 people		1 (11%)		1 (4%)
10 people				
Count (% of responses)				Count (% of total)





**Dem-Q4.**

Do you live with someone with a disability?	Monroe	South Benton County	Outside South Benton/Monroe	Total
Yes		2 (22%)	1 (13%)	3 (12%)
No	7 (78%)	5 (56%)	6 (75%)	18 (69%)
	<i>Count (% of responses)</i>			<i>Count (% of total)</i>

**Dem-Q5.**

Participants were asked to write in the language(s) they primarily speak at home. Answers included: English, Español, and English/Español

## Dem-Q6.

	Monroe	South Benton County	Outside South Benton/Monroe	Total
Renter	3 (33%)	6 (67%)	4 (50%)	13 (50%)
Homeowner	2 (22%)	3 (33%)	4 (50%)	9 (35%)
	<i>Count (% of responses)</i>			<i>Count (% of total)</i>

