

Land Use Element

Introduction

A land use plan indicates the area into which various types of activities are expected to occur. Monmouth designates seven (7) categories of land uses to be described and located on the land use map.

1. Low Density Residential. Areas designated as low density residential shall not exceed a density of six (6) dwelling units per gross acre.
2. Medium Density Residential. Areas designated as medium density residential shall have a minimum density of six (6) dwelling units and a maximum density of twelve (12) dwelling units per gross acre.
3. High Density Residential. Areas designated as high density shall have a minimum density of twelve (12) dwelling units and a maximum density of twenty (20) units per gross acre.
4. Mixed Density Residential. New subdivisions in areas designated as mixed density may develop at a density of nine (9) units per gross acre, with a minimum of one third of the units shall be developed as multi-family or attached single-family dwellings.
5. Commercial. Commercial uses include all activities of a commercial nature. There is no distinction between what kinds of commercial activities are allowed; the specific zoning regulates uses.
6. Industrial. Industrial use covers the range of manufacturing, warehousing, and wholesaling activities.
7. Public Services. Public Service uses include all government and semi-public lands and uses.
8. Open Space - Agriculture. This designation includes lands designated for agricultural uses and natural resource areas.

The land use designations in the Comprehensive Plan are of a general nature and are intended to indicate the expected community growth pattern. Implementation of the plan occurs through more specific actions such as zoning, subdivision control, annexation review, Urban Growth Boundary administration and public facilities planning. Although the plan is designed to be somewhat flexible, it must be understood that it is a significant policy statement and a great deal of responsibility must be exercised in its use and updating.

In 2000, the city conducted a buildable lands inventory. **Table 1** shows the amount of developed acreage for residential, commercial and industrial land in the city.

Land Use Element - Table 1
Developed Land Uses within the Monmouth UGB
By Zone, 2000

Zoning Designation	Acres²	Percent of Total Area¹
Residential	403	90.8
Commercial	35	7.9
Industrial	6	1.4
Total	444	100%

Source: MWVCOG, 2000.

¹Does not include land zoned for public or agricultural uses

²Acreage data is from the Polk County Assessor and does not include public rights-of-way.

Buildable Lands Inventory

For each land type (residential, commercial, and industrial), the analysis is broken into two parts. First the findings describe the amount of net buildable land, by zoning district, within the existing city limits. The findings then describe the amount of buildable land located between the city limits and UGB. The County zones land in this area until annexed into the city. The city's Comprehensive Plan does designate, in general, the future use (residential, commercial, or industrial) for such properties.

The analysis of residential lands includes totals for land that is completely vacant, partially vacant, and redevelopable. The analysis of commercial and industrial land includes totals for land that is completely vacant and redevelopable.

The following parameters are used to determine whether land is partially vacant and/or redevelopable.

- Vacant land includes all parcels that are at least 5,000 square feet (0.11 acres) in size with improvement values of less than \$5,000. The minimum lot size for residential parcels in Monmouth is 5,000 square feet.
- Within the city limits, partially vacant land consists of residential parcels that are at least 0.50 acre in size with an improvement value of at least \$5,000. This analysis assumes that 0.25-acre is devoted to the existing house, with the remainder considered vacant. This amount is added to the amount of gross buildable land.
- For land between the city limits and the UGB, partially vacant land consists of residential parcels that are at least 1.0 acre in size with an improvement value of at least \$5,000. This analysis assumes that 0.50-acre is devoted to the existing house, with the remainder considered vacant. This amount is added to the amount of gross buildable land. The larger area attributed to the existing residence in this portion of the urban area is intended to account for the presence of larger homes and an adjacent septic system serving the residence.
- Redevelopable land includes parcels in all zones where some limited improvements have been made, but where potential for redevelopment for more intense uses is high. For the purpose of this analysis, redevelopable land is defined as parcels in all zones with improvement values of at least \$5,000, where the ratio of land value to improvement value is 1:1 or greater. For residential parcels, this land may instead be classified as partially vacant. The area of redevelopable parcels is added to the amount of gross buildable land.

Polk County Assessor data is used in the analysis. This data provides the information for each tax lot account within the UGB including: (1) property size; (2) land and improvement values; and (3) building type. Zoning information for each tax lot is compiled and mapped by MWVCOG based on the Monmouth Comprehensive Plan and Zoning Map.

The analysis also includes an assessment of land that is not buildable due to physical constraints such as steep slopes, riparian buffers, floodways, and wetlands. These areas have been subtracted from the amount of gross acreage that is considered buildable.

This analysis also assumes that 28 percent of the gross buildable land will be dedicated for use as public facilities (rights-of-way, parks, etc). This percentage has been subtracted from the gross amount of buildable land.

Based on these refinements, the total amount of buildable land shown in each category (residential, commercial, industrial) represents the net amount of buildable land.

Figure 1 shows vacant, partially vacant, and redevelopable land within the Monmouth urban area by zoning designation.

Residential Land

Table 2 shows the amount of buildable land for each residential zoning district within the Monmouth urban area (both city limits and UGB). Approximately 461.7 net buildable acres are available for residential development within the urban area. Of that amount, approximately 158.8 acres are available within the city limits and an additional 303.0 acres are available between the city limits and UGB. Within the city limits, approximately 22.6 acres are available in the medium and high-density residential zones for multi-family development. Within the urban area, approximately 21.3 acres designated for residential use can be considered redevelopable. Approximately 403 acres within the Monmouth UGB are currently developed for residential use.

**Land Use Element - Table 2
Buildable Residential Land
Monmouth, 2000**

Zone/Plan Designation	Vacant (acres)	Partially Vacant	Redevelopable	Total
Within the City Limits				
Low-Density Residential Zone (RS)	112.4	20.5	3.2	136.2
Medium-Density Residential Zone (RM)	6.5	4.7	5.2	16.3
High-Density Residential Zone (RH)	1.4	3.4	1.6	6.3
Net Buildable Acres Within the City Limits	120.3	28.6	9.9	158.8
Between the City Limits & UGB				
Residential (R)	228.3	63.2	11.4	303.0
Net Buildable Acres Between the City Limits & UGB	228.3	63.2	11.4	303.0
Net Buildable Acres Within the Urban Area	348.7	91.8	21.3	461.7

Source: Polk County Assessor data, MWVCOG, 2000.

Commercial Land

Table 3 shows that approximately 31.1 net buildable acres are available for commercial development within the Monmouth city limits. (No land designated for future commercial use is located between the city limits and urban growth boundary.) Approximately 10.6 acres designated for commercial use can be considered redevelopable. Approximately 35 acres within the Monmouth UGB are currently developed for commercial use.

**Land Use Element - Table 3
Buildable Commercial Land
Monmouth, 2000**

Zone/Plan Designation	Vacant (acres)	Redevelopable	Total
Within City Limits			
Commercial Office Zone (CO)	3.3	0.6	3.9
Commercial Retail Zone (CR)	12.2	6.2	18.4
Commercial Highway Zone (CH)	5.0	3.8	8.9
Net Buildable Acres Within the City Limits	20.5	10.6	31.1

Source: Polk County Assessor data, MWVCOG, 2000

Industrial Land

Table 4 shows the amount of buildable land for each industrial zoning district within the Monmouth urban area (both city limits and UGB). Approximately 132.2 net buildable acres are available for industrial development within the urban area. Of that amount, approximately 26.5 acres are available within the city limits and an additional 105.7 acres are available between the city limits and UGB. Within the urban area, approximately 104.8 acres designated for industrial use can be considered redevelopable. Approximately six (6) acres within the Monmouth UGB that are designated for industrial use are currently developed.

**Land Use Element - Table 4
Buildable Industrial Land
Monmouth, 2000**

Zone/Plan Designation	Vacant (acres)	Redevelopable	Total
Within City Limits			
Industrial Park Zone (IP)	26.5	0.00	26.5
Net Buildable Acres Within the City Limits	26.5	0.00	26.5
Between City Limits & UGB			
Industrial (I)	0.9	104.8	105.7
Net Buildable Acres Between the City Limits & UGB	0.9	104.8	105.7
Net Buildable Acres Within the Urban Area	27.4	104.8	132.2

Source: Polk County Assessor data, MWVCOG, 2000

Land Needs Analysis

The buildable lands inventory is used in conjunction with the 2020 population projection to determine if adequate land is available for future residential, commercial, and industrial development.

Future Residential Land Needs

Average Net Density

To determine the amount of land needed for future residential development, it is necessary to calculate the average net density for the various types of housing developments including single-family, multi-family, and manufactured homes within manufactured home parks.

ORS 197.296 requires that jurisdictions review the density of development that has occurred during the period since the last periodic review of comprehensive plans. The last periodic review of the Monmouth Comprehensive Plan was conducted in 1987.

The average net densities used to conduct the analysis of future residential land needs are:

- Single-family residential – 6.1 units/acre
- Multi-family residential – 11.6 units/acre
- Manufactured home parks – 5.5 units/acre.

The origin of these densities is described below.

Single-Family Development

Since 1987, ten (10) subdivisions have been approved and at least partially developed. **Table 5** shows recent subdivision development. A total of 285 dwelling units have been developed on 46.8 acres. The resulting average net density of the development is 6.1 units per acre.

**Land Use Element – Table 5
Single-Family Residential Development
Monmouth, 1987-2000**

Subdivision Name	Zone District	Single-Family Units	Multi-Family Units	Total Units	Net Acres Developed	Net Density (units/acre)
Oak Grove	RS	9	0	9	1.6	5.8
Fir Oaks Phase II & III	RS	13	0	13	2.4	5.5
Fir Oaks Phase IV	RS	4	0	4	0.7	6.2
Fir Oaks Phase V	RS	10	0	10	2.0	5.1
Fir Oaks Phase VI	RS	12	0	12	2.3	5.2
Henry Estates	RS	35	0	35	6.5	5.4
Park Place Phase I	RS	18	0	18	2.7	6.7
Park Place Phase II	RS	96	0	96	14.1	6.8
Ballard Estates Phase I & II	RS	54	0	54	10.3	5.2
Griffin Estates	R/RS	41	0	41	5.4	7.6
Total		292	0	292	47.8	6.1

Source: MWVCOG, 2000

Multi-Family Development

Multi-family developments have occurred on existing platted lots. **Table 6** shows the location, size and density of multi-family developments constructed since 1990. A total of 213 units have been developed on 18.4 acres. The average net density of these developments is 11.6 units per acre.

Land Use Element – Table 6
Multi-Family Residential Development
Monmouth, 1990-2000

Map & Tax Lot	Zone District	Multi-Family Units	Net Acres Developed	Net Density (units/acre)
8-4-30BD 3702	RM	8	0.4	20.0
8-4-30CB 1600, 1607	RM	11	0.6	17.7
8-4-19CC 5600	RM	18	1.7	10.3
8-5-24DD 100	RM	60	5.0	12.0
8-5-25DA 1900, 1901, 1902	RM	6	0.5	12.0
8-4-30BD 3705	RM	15	1.3	12.0
8-4-30BC 101	RM	35	2.9	12.1
8-5-25AB-700	RM	6	1.0	6.3
8-5-25AD 6500	RM	4	0.3	13.3
8-4-30BC-8503, 8500	RM	6	0.5	12.0
8-5-25AC 1300, 1307	RM	12	0.9	13.0
8-5-30BC 8800	RM	7	0.4	15.9
8-4-30BD 3702	RM	4	0.4	10.0
8-5-25AB 601	RM	20	1.0	20.4
8-4-30BC 2100	RM	3	0.2	15.0
8-4-30BC 8500, 8503	RM	6	0.5	12.5
8-4-30CB-108	RM	10	0.8	12.1
Total		213	18.4	11.6

Source: City of Monmouth Building Permit data, MWVCOG, 2000

Manufactured Housing Parks

Monmouth contains several manufactured home parks established before 1987. A total of 158 manufactured homes are located on approximately 28.5 acres within these parks resulting in an average net density of 5.5 units per acre.

Future Residential Land Needs

The housing needs analysis (see Housing Element - Table 4) identified 2,025 new residential units that will be needed to accommodate the projected 2020 population of 15,117 persons. The needs analysis identified a minimum of 716 multifamily units that will be needed to accommodate future rental housing needs (see the discussion accompanying Table 10).

The current mix of housing in Monmouth includes 56.8 percent single-family residential development, 36.8 percent multifamily development, and 6.4 percent manufactured homes within manufactured home parks. **Table 7** shows the number of new units that will be needed in each housing type if the current mix continues to 2020. The average net density for future development is 7.7 units per acre. If the current housing mix continues, 745 multifamily units will be constructed, meeting the projected need for this type of housing.

**Land Use Element – Table 7
Projected Housing Mix and Residential Land Needs
Monmouth, 2020**

Housing Type	Existing Units	Additional Units Needed 2020	Percent of New Units	Net Density (units/acre)	Acres Needed 2020
Single Family	1,394	1,150	56.8	6.1	188.5
Multifamily	904	745	36.8	11.6	64.4
Manufactured Homes in Parks	158	130	6.4	5.5	23.5
Total	2,456	2,025	100.0	7.7	276.4

Source: MWVCOG, 2000

Looking back at Table 2, adequate vacant, partially vacant, or redevelopable land is available to accommodate future housing needs within the existing urban growth boundary. The buildable lands analysis found that approximately 493 acres are available for residential development within the urban area. An estimated 276 acres will be needed to accommodate future residential growth.

About 64 acres of land designated for multifamily development will be needed by 2020. Table 1 shows that about 52 acres of land zoned RM or RH is currently available for development. Duplexes are also allowed in the RS Zone and some of the need for multifamily land can be met through development of duplexes in this zone.

Monmouth will need more than 23 acres to accommodate future development of manufactured home parks. This use is allowed in the RM and RH zones as a conditional use. Some residential land will need to be redesignated for medium and/or high-density development to meet this future need. Alternately, the city may wish to amend the Zoning Ordinance to allow development of manufactured home parks in the RS Zone.

Overall, the estimated need for land for multifamily development and manufactured home parks exceeds the current available supply. The buildable land inventory and housing needs analysis results show that some land within the UGB currently designated as Residential on the Comprehensive Plan Map should be specifically identified for future medium and/or high-density residential development.

During winter and spring 2000-01, the city held open houses to show the results of the buildable lands inventory and housing needs analysis. The city presented three different development alternatives to citizens of Monmouth. Based on information gathered at the workshops, the Planning Commission and City Council selected a preferred alternative to plan for growth in Monmouth. The preferred alternative involved rezoning some areas within the city limits and redesignating some land designations between the city limits and UGB.

Within the city limits, the preferred alternative rezoned RS-zoned land to RM, RH and Mixed Density Residential (MX) zones. Also, two vacant parcels in the CH zone were rezoned to RH. In addition, the preferred alternative made changes to land zoned for Public Services (PS). In the northeastern corner of the city, a portion of a parcel zoned PS was rezoned to MX and two parcels in the north-central part of the city were rezoned from RS to PS.

Between the UGB and the city limits, the preferred alternative redesignates land from Residential (R) to RM, MX and Light Industrial (IL) Zones. Also, a portion of land zoned Industrial (I) was redesignated IL. Until these parcels of land are annexed into the city, the redesignations will not take effect and the current Polk County zoning designation regulates development of the land.

Table 8 shows the redesignated and rezoned properties. Land rezoned or redesignated to PS or IL from a residential designation represents a loss of net residential buildable acres. These numbers are shown in parenthesis in the Net Buildable Acres column.

**Land Use Element - Table 8
Residential Land Re-designations to Meet Projected Need
Monmouth, 2020**

Map & Tax Lot Number	Current Plan Designation	Current Zoning	New Plan Designation	New (Proposed) Zoning	Gross Acres (Removed)	Net Buildable Acres (Removed)
Within City Limits						
841900 1100	Single Family Residential	RS	Public Services	PS	(6.4)	(0.3)
841900 1200	Single Family Residential	RS	Public Services	PS	(13.7)	(11.8)
843000 1100	Single Family Residential	RS	Mixed Density Residential	MX	31.5	22.7
843000 1200	Single Family Residential	RS	Mixed Density Residential	MX	56.9	41.0
842000 600	Public Services	PS	Mixed Density Residential	MX	18.5	13.3
8430CB 109	Commercial Highway	CH	High Density Residential	RH	2.1	1.5
843000 600	Single Family Residential	RS	High Density Residential	RH	7.1	4.9
843000 700	Single Family Residential	RS	High Density Residential	RH	3.1	2.2
Between city limits & UGB						
852400 600	Residential	SR	Medium Density Residential	RM	33.0	14.7
841900 1103	Residential	SR	Mixed Density Residential	MX	15.0	2.5
8524A0 1200	Residential	SR	Mixed Density Residential	MX	2.0	1.2
8524A0 1201	Residential	SR	Mixed Density Residential	MX	1.1	0.8
841900 1100	Residential	SR	Light Industrial	IL	(40.5)	(29.2)
Total					176.3	109.1

Source: MWVCOG, 2001.

¹ Areas between the city limits and the urban growth boundary are under the zoning jurisdiction of Polk County until annexed into the city. The proposed zoning designation shown in parentheses would only become effective upon annexation.

Table 9 shows the buildable residential land within the urban area after redesignation or rezoning of properties. The Mixed Density Residential Zone requires new subdivisions to develop at a density of nine (9) units per acre, with at least one third of the units developed as multifamily dwellings or attached single family dwellings, such as rowhouses. The increased acreage designated for RM, RH and MX zones will help the city meet the projected demand for land for multifamily dwellings and manufactured home parks.

**Land Use Element - Table 9
Buildable Residential Land after Re-designations
Monmouth, 2001**

Zone/Plan Designation	Vacant (acres)	Partially Vacant	Redevelopable	Total
Within the City Limits				
Low-Density Residential Zone (RS)	23.5	13.4	3.2	40.1
Medium-Density Residential Zone (RM)	10.8	4.7	5.1	20.6
High-Density Residential Zone (RH)	3.9	10.5	1.6	15.9
Mixed-Density Residential Zone (MX)	77.0	0.0	0.0	77.0
Net Buildable Acres Within the City Limits				
	114.2	28.6	9.9	152.7
Between the City Limits & UGB				
Residential (R)	195.9	48.5	10.2	254.6
Medium-Density Residential Zone (RM)	0.0	14.7	0.0	14.7
Mixed-Density Residential Zone (MX)	3.3	0.0	1.2	4.5
Net Buildable Acres Between the City Limits & UGB				
	199.2	63.2	11.4	273.8
Net Buildable Acres Within the Urban Area				
	313.4	91.8	21.3	426.5

Source: Polk County Assessor data, MWVCOG, 2001.

Future Commercial and Industrial Land Needs

The Economics Element of the Comprehensive Plan includes a 2020 forecast of local employment (see the Economics Element - Table 9). One purpose for forecasting local employment is to determine whether there is sufficient land currently designated in the Comprehensive Plan to accommodate projected commercial and industrial development.

Table 10 shows the forecasted 2020 employment growth by land use type. Different sectors of the economy will have different land needs. Employment growth was allocated to three land use types as follows:

- Commercial: Retail Trade; Finance, Insurance, Real Estate; Services.
- Industrial: Agriculture, Forestry, Fishing; Construction; Manufacturing; Transportation, Communications, and Utilities; Wholesale Trade.
- Public: Government.

**Land Use Element - Table 10
Total Employment Growth by Land Use Type
Monmouth**

Sector	1999	2020	New Employment 1999-2020	
			Total	Percent
Commercial	714	1,118	404	64%
Industrial	325	424	99	16%
Public	1,085	1,214	129	20%
Total	2,124	2,756	632	100%

Source: MWVCOG, 2001.

Several assumptions were made to convert the employment growth shown in **Table 10** to vacant acres needed for commercial and industrial uses. These assumptions include:

- **Percent of total employment growth that requires no non-residential built space or land.** Some new employment will not require any non-residential land or building be used. Some workers or business owners may work from their home. The 1990 Census showed that about two (2) percent of all workers in Monmouth worked at home. With the recent development of advanced telecommuting technology, this figure can be expected to increase. This analysis assumes that four (4) percent of new employment through 2020 will consist of employees who work at home.
- **Percent of employment growth on existing developed land.** Some new employment will occur through expansion of existing businesses on non-residential land. Such an expansion involves adding additional employees without increasing physical space. A similar economic opportunities analysis for Albany assumed that 10 percent of future employment growth will occur on land that is already developed. That same figure is used in this analysis.
- **Employees/acre.** In order to determine future commercial and industrial land needs, employment growth must be converted into employees per acre. Employees per acre ratios used in a similar study in Salem were 22 employees/acre for commercial and office development and 11 employees/acre for industrial development. The Albany study used 25 employees/acre for commercial development, 35 employees/acre for offices, and 12 employees/acre for industrial development. This analysis uses 25 employees/acre for commercial development (including offices) and 12 employees/acre for industrial development.
- **Employment on vacant or redevelopable land.** The recently completed buildable lands inventory for Monmouth identified both vacant and redevelopable commercial and industrial land. Redevelopable land is defined as parcels with improvement values of at least \$5,000 (based on Polk County Assessor records), where the ratio of land value to improvement value is 1:1 or greater. This analysis does not distinguish between vacant or redevelopable land in determining where new employment will occur. The analysis assumes that 86 percent of employment growth occurs on land that is either vacant or redevelopable. (The remaining 14 percent consists of employees working at home or new employment on existing developed land.)

Table 11 shows the amount of vacant or redevelopable land needed to accommodate new commercial and industrial employment growth through 2020. Approximately 21.0 acres will be needed to accommodate projected employment growth through 2020.

**Land Use Element - Table 11
Commercial and Industrial Land Needs
Monmouth, 1999-2020**

Sector	Total Employment Growth	Employees/Acre	Requiring no non-residential built space or land	On Existing Developed Land	On Vacant Land	Vacant/Redevelopable Acres Needed
Commercial	404	25	16	40	348	13.9
Industrial	99	12	4	10	85	7.1
Total	503		20	50	433	21.0

Source: MWVCOG, 2001

Table 12 shows a summary of the amount of vacant and redevelopable commercial and industrial land available within the Monmouth urban area. Inventories of vacant and redevelopable commercial and industrial properties are included as appendices B and C. Public facilities are available for all of the vacant or redevelopable commercial and industrial properties. Site constraints, such as steep slopes, wetland, or floodways, have been identified in the inventory and have been subtracted from the gross amount of buildable acreage. As shown in Table 8, approximately 40.5 acres of land between the city limits and the UGB was redesignated from Residential to Light Industrial. The 40.5 acres are included in the total Vacant/Redevelopable Industrial acres listed in Table 12.

Land Use Element - Table 12
Comparison of Supply and Demand for Commercial and Industrial Land
Monmouth, 2000

Land Use Type	Vacant/Redevelopable Acres
Supply	
Commercial	31.1
Industrial	172.7
Total Supply	194.4
Demand	
Commercial	13.9
Industrial	7.1
Total Demand	21.0
Surplus (Deficit)	
Commercial	17.2
Industrial	187.3
Total	142.3

Source: MWVCOG, 2001.