

May 21, 2012

Comprehensive Plan Text Amendments

CPA 2011-01 East Monroe Economic Development Group Comprehensive Plan Amendment
Attachment 2

Text Amendments Highlighted in Gray

CPA2012-B North Kelsey Development Plan and Downtown Master Plan Comprehensive Plan
Amendment

Attachment 2

Text Amendments Highlighted in Yellow

CPA2012-01 FirstAir Field Comprehensive Plan Amendment

Attachment 7

Text Amendments Highlighted in Green

City of Monroe Comprehensive Plan

Land Use Element

(Amended 1997-1998, Ordinance 1167)

(Amended 2002, Ordinance 1267)

(Amended 2005, Ordinance 038/2005)

(Amended 2006, Ordinance 026/2006)

(Amended 2008, Ordinance 036/2008)

(Amended 2009, Ordinance 006/2009)

(Amended 2011, Ordinance 023/2011)

Land Use Element

Purpose and Relationship to the Growth Management Act

“How shall we grow?” is a recurring theme in communities throughout the United States. Growth can take many forms: more people, more homes, new job opportunities, higher standards of living, increased family wealth and so on. This Element is concerned primarily with the accommodation of the City of Monroe's spatial growth; that is, the increased use and the mix of uses of land for urban activities.

This Land Use Element has been developed in accordance with Section 36.70A.070 of the Growth Management Act to address land use issues in the City of Monroe and the adjacent Urban Growth Area that are expected to arise over the next 20 years. This Element that, in effect, is the City's policy plan for growth, describes how the goals in the other elements of this Comprehensive Plan will be implemented through land use policies and regulations. Therefore, it is a key element in implementing Monroe's Comprehensive Plan.

This Element has also been developed in accordance with the County-Wide Planning Policies, and has been integrated with all other planning elements to ensure internal consistency throughout the Comprehensive Plan. This section considers the appropriate intensity and density of future development and assesses the need for additional public services. A detailed inventory and analysis of the distribution, location, and projection of future land uses is also included.

Relationship to the State Environmental Policy Act (SEPA)

Comprehensive plans are subject to review under SEPA as “non-project” actions. A “non-project” action is one that is not directly associated with an immediate project or physical activity resulting in the modification to or impact on the physical environment. Comprehensive plans, zone changes, development regulation text amendments and other, similar, actions focus on public policy, not on development projects, and are not subject to the same type of environmental review applied to plat maps, planned unit developments, road projects, and the like. “Non-project” actions, therefore, typically involve an initial “program-level” (or “programmatic”) phase of environmental review as provided under the State Environmental Policy Act.

In 2005 the City of Monroe determined that the 10-year update to its comprehensive plan land use element would have a significant impact on the environment, and therefore issued a “Determination of Significance” requiring preparation of an Environmental Impact Statement (EIS). The EIS is “supplemental” because it adopts and supplements other environmental actions taken by the City regarding its Comprehensive Plan and growth policies and regulations. The Supplemental Environmental Impact Statement (SEIS) analyzed likely environmental impacts from the various growth alternatives and includes mitigation measures the City can adopt in implementing the comprehensive plan to minimize or mitigate any negative impacts that might arise.

The SEIS is a separate document, supplementing previous environmental review the City performed for earlier comprehensive planning efforts including the 1994 Comprehensive Plan, the Currie Road Sub-Area Plan, Milwaukee Hill Annexation Supplemental Environmental

Impact Statement, North Area Community Sub-Area Plan, Planned Action Supplemental Environmental Impact Statement for the North Kelsey Sub-Area Plan, and others.

In August 2005, the City issued the Draft Supplemental Environmental Impact Statement (DSEIS) for the 10-year Comprehensive Plan (Land Use Element) update. In accordance with SEPA, the SEIS examined several policy alternatives. The alternatives range from the “no action” alternative through three other alternatives, each looking at different land use policy choices and examining how each may impact various aspects of the environment. A thirty-day public comment period was provided for the draft document, and a public hearing was held in September 2005. Following the public hearing, a Final Supplemental Environmental Impact Statement was prepared, which includes the Preferred Alternative Two, as recommended by the Planning Commission as described below

In the Preferred **Alternative Two** (limited UGA expansion), the city has chosen a growth alternative that attempts to retain the “small town” character that Monroe has had for generations, even though growth pressures will drive some changes. Proximity to Seattle, Everett and the Eastside causes Monroe to continue its transition into a city of regional importance and sustained growth. The city recognizes that demographics, needs and priorities continually change as Monroe grows and that addressing quality-of-life concerns while retaining Monroe’s identity becomes increasingly difficult as growth exerts its pressure.

An effective transportation network becomes increasingly important to provide a functional, interactive community, enhancing pedestrian, bicycling, and transit options in the city. The need to provide automobile infrastructure is as important in the future as it is now. Future growth patterns must accommodate this need and provide an urban context that is largely automobile oriented in many parts of the city while still providing other transportation options.

Housing options should vary, providing multiple types, sizes and designs. The predominant housing type on the urban fringe, however, will remain single-family. Development types and densities now seen on the urban fringe (generally from 2 to 7 units per acre) will continue as Monroe expands. Residential streets, meandering roads, and loops should be expected of future residential single-family development (consistent with the adopted North Area Plan), with limited access to residential roads to maintain a country feel in new single-family neighborhoods. Affordable housing will continue to be a major goal for the city as varying income ranges of residents are accommodated.

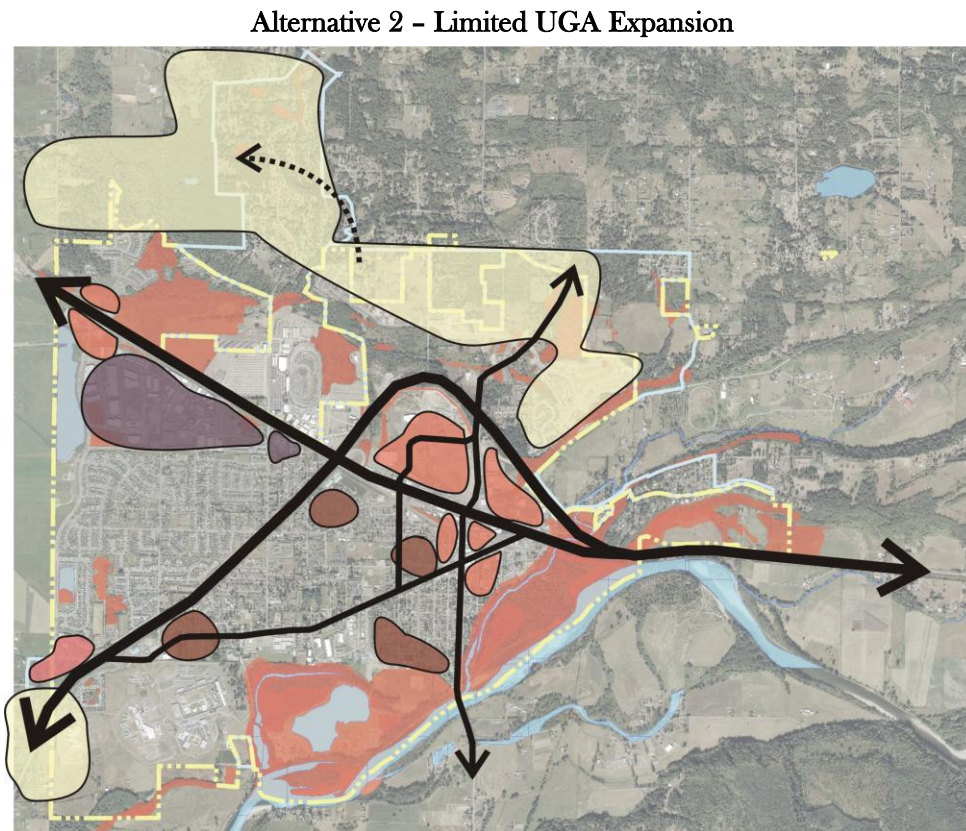
The Urban Growth Area should be expanded to the north and possibly the southwest, with subsequent annexations bringing those areas into the city limits. Annexations would occur only when 1) initiated by interested property owners, 2) the city finds the action beneficial, 3) the area is adjacent to the city and 4) extending services would not cause an undue burden on the city’s financial or infrastructure resources. Urban densities would be required for the extension of city services.

Commercial and industrial development should be constructed primarily in commercial and industrial zones and away from single-family neighborhoods. Small, neighborhood convenience commercial uses should be allowed to abut neighborhoods so that residents can access services

close to home. Job creation is likely to occur both inside and outside of Monroe, with some local growth of the industrial job base, commercial and retail, service sector, and government jobs. The Monroe Correctional Facility will continue to be a major employer in the city.

New schools will be sited appropriately to service surrounding neighborhoods and encourage children to walk to school. Parks, trails and recreation opportunities should be increased as the city expands, while natural habitat should be preserved and unique ecological features retained.

Figure LU-1: DSEIS Land Use Alternative 2



The City of Monroe in a Land Use Context

At first glance, since Monroe's incorporation in 1902, most of the community's change seems to have occurred within the last ten to fifteen years. During its first fifty years, Monroe's population remained under 1,600 persons. However, by 1960, the resident population climbed to just over 1,900, and by 1970, to over 2,500 persons. Twenty years later, the United States census counted just fewer than 4,300 Monroe residents. By the year 2000, the city had grown to 13,795 persons, including the institutional population at the Department of Correction. For a community in a historically rural setting, the magnitude of these changes seems sudden and extreme until Monroe is seen within the context of development patterns and movement within the Puget Sound region, Snohomish County, and the area immediately adjacent to Monroe.

The Rural and Urban Dichotomy

The City of Monroe has historically enjoyed a setting that was predominately located in the rural shadows of Metropolitan Seattle-Tacoma-Everett, but in the last 25 years Monroe has seen the expansion and improvement of state highway systems, growth of the metropolitan areas to the west and south, and continuous changes to rural land uses within Puget Sound.

The Bureau of the Census designates the City of Monroe as urban. Yet those living just outside the city limits become, by census definition, rural, even if they have no farm income. But all of the City of Monroe and its surrounding area is labeled as outside the urbanized area of the metropolitan area and, therefore, "rural." There is truth to both seemingly contradictory descriptions.

Until the 1950s, Monroe was characterized by a central commercial area along the intersection of its two principal roadways—Main and Lewis Streets and pre-1940s housing radiating from the commercial core. Public buildings for school, municipal functions, and worship were scattered in and near the commercial core.

A second wave of residential developments radiated from the pre-1940s period core outward along Main and Lewis Streets, east of the Washington State Reformatory and 179th Avenue S.E. Scattered pre-1960 housing could be found along the west end of Main Street, west of Kelsey Street, and eastward along Main Street along the old highway system in what is now the Old Owen Road and Woods Creek Road vicinity. Old maps and photos reveal uneven and scattered development one to two miles north of the current city limits along paved and unpaved roads that led directly back to Monroe and to the two main highways that extended eastward to Stevens Pass and westward to Everett and southward to Eastern King County. Areas of scattered developments that continued in the post-1960 era include what is now the Robinhood neighborhood and Milwaukee Hill.

The Monroe area was predominantly rural, and the town was a service community to the immediate agriculture, logging, and reformatory employee population. The highway system functioned as a rural service highway for the small community enclaves and low numbers of scattered residences along its network.

The City is located along the Skykomish River in the foothills of the Cascade Mountains, with outwash plains extending south and west— land excellent for limited types of agricultural uses. At the same time, Monroe hosts statewide significant institutions, county functions, and an expanding base of businesses that provides goods and services to fast growing residential communities in East Snohomish County and to increasing numbers of travelers who are en route to other places. All are signs of the relative health of the Puget Sound region. But as development fills in the urbanized sections of the metropolitan area, people tend to look outward for new housing or economic opportunities. And Monroe, with relatively large-scale services and systems already serving state and regionally significant public facilities unusual for a town of its size, may be in a position to handle new growth. Monroe may still seem to be a community in a rural setting, but it has emerged as a free-standing growth center, surrounded by mountains and rivers, and plains and highlands sprouting small cash crops, and the important symbolic presence of horses and cattle, continuing the theme Monroe has carried for the last 100 years.

Planning Progress in Monroe since the 1980 Comprehensive Plan

Much of the work contained in the 1980 Comprehensive Plan is still valid and has been the basis for reviewing and updating studies, reports and plans through the 1980s, 1990s and into the 21st century. Many of the goals and policies identified in that plan have equal or similar applicability for the next 20 years. Some specific areas under the Washington Growth Management Act, such as intergovernmental coordination requirements, countywide policy and multi-county policy frameworks for planning, and capital improvement strategy requirements are still in force. In 1988, Monroe began the process of revising its systems plans when it adopted its city comprehensive water system plan. Transportation planning requirements are substantially met in the city's six-year transportation improvement program submitted to the Washington Department of Transportation. The city uses the program for state financial assistance and to guide the city council in its decisions about local street improvements. Recognizing the need to address ongoing transportation issues, the city began a comprehensive study of the issues in 2005, with expected completion of a transportation plan in 2006. City Council appointed a citizen-based Transportation Commission to assist the consultant and staff with the plan.

In the late 1980s, Monroe reviewed and revised its comprehensive plan for planned urbanization in West Monroe, culminating in adoption of the Currie Road Sub-Area Plan in 1990. The amendment addressed issues of land use, housing, transportation, parks and recreation, and public facilities. In 1991, those issues created goals and policies that became the basis for review of West Monroe's large-scale tract of developable land known as the Fryelands.

As a result of The Fryelands 1992 Environmental Impact Statement (EIS) and the city's adherence to its 1990 comprehensive plan amendment, Monroe was able to plan for a number of affordable single family housing units. Additionally, as a result of these two major pieces of planning work, Monroe was also able to develop an active community park and trail system, acquire land for a public school, and set aside a site for a future satellite fire station. West Monroe was well on its way toward planned developments and the services needed to support those developments for the next twenty years.

As a result of increased annexation petition activity northward from the city, the City of Monroe drafted an EIS with an eye toward reviewing impacts and mitigation required from annexations.

The Milwaukee Hill EIS, which began in 1991, looked at impacts from annexation and reviewed alternative land use densities consistent with the Washington Growth Management Act and the general scenarios used by Puget Sound Regional Council's (PSRC) "Vision 2020" plan. Both the work completed in the Milwaukee Hill EIS and Snohomish County's evolving projections and updates for new growth in the Monroe Area gave the city an adequate reference base of projections and impacts for future development activity in the northern Monroe urban service area. In 1999, the city amended the comprehensive plan to include the North Area Community Plan.

The fast-growing new commercial corridor along United State Route 2 (US-2) in the 1980s provided local and area residents, as well as visitors, with more goods and services and a larger base of competition. New commercial square footage provided more local employment and entrepreneurial opportunities. The inventory of available land for economic development (created by Snohomish County and the Economic Development Council of Snohomish County) soon became obsolete as land was acquired and developed for commercial uses. The city increased the supply of land for economic activity through rezoning actions. Between 1970 and 1990, nearly 59 percent of the 50 rezones of city land were to allow commercial uses as the highest use.

Also in the 1980s, it became evident to the city that it would have to plan for the time when gravel extraction would cease on the then city-owned property within the commercial corridor north of US-2. The revenue from that source had long been a source of predictable income to the city; however, the city had not reviewed its options regarding use of the land once the gravel had been essentially mined out. In 1992, the City Council authorized a feasibility study to review those issues. The report detailed issues and opportunities, analysis for future actions, and a master plan, which the city used in its planning for land use, government, finance and transportation, including construction of a connector street (North Kelsey) between US-2 and Chain Lake Road.

The city took no further action on the North Kelsey area until 2001, when the city revisited planning for that area. The final draft of the North Kelsey Development Plan was issued in April 2003 and incorporated into the comprehensive plan as the North Kelsey Sub-Area Plan in that same year.

Planning Area and Urban Growth Areas

The Growth Management Act (GMA) establishes procedures for cities and counties to adopt comprehensive plans and Urban Growth Areas. The GMA requires counties planning under the Act to designate an urban growth area or areas "within which urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature." The Act provides, "Each city that is located in such a county shall be included within an urban growth area. An urban growth area may include territory that is located outside of a city only if such territory already is characterized by urban growth or is adjacent to territory already characterized by urban growth." The UGA should be large enough to accommodate the projected 20-year population target and associated commercial and industrial land demand projections.

The Snohomish County GMA Comprehensive Plan, General Policy Plan, further articulates how the city will establish the UGA. County policies reiterated the requirement that cities shall be included within UGAs, and such UGAs shall be large enough to accommodate the population and employment growth for a 20-year planning period.

The City of Monroe Urban Growth Area was selected to ensure that urban services would be available to all anticipated new development. Public sewer and water lines, drainage facilities, electricity and telecommunication lines, and roadways will be extended to serve existing and future development in the planning area over the next 20 years. In 1994, the original boundaries for this area were determined through a joint agreement between Snohomish County and Monroe and were based on land supply needs to meet expected future development demands, environmental constraints, the location of existing development beyond the city limits, and the availability of existing infrastructure and services. The city used Puget Sound Regional Council's Vision 2020 as a guiding document and relied on input from the Snohomish County Tomorrow Advisory Committee.

GMA also requires continuous review, including a mandatory review of the entire comprehensive plan and urban growth area at least once every ten years. The City of Monroe adopted its first GMA-compliant comprehensive plan in 1994. In conjunction with the 10-year review, counties are given new 20-year high, medium and low population projections from the Washington State Office of Financial Management (OFM). This information is used to determine if the existing UGAs are sufficient to accommodate the projected population for the next 20-year planning period.

Preferred Growth Plan – Alternative Two

As part of the GMA, cities are required to show that they have taken “reasonable measures” to accommodate population and employment growth within their boundaries before expanding the UGA to allow more growth. The City of Monroe is already implementing “reasonable measures” such as allowing accessory dwelling units, density bonuses for provision of affordable housing, increase in density through the Planned Residential Development (PRD) code, density transfer for critical areas, boundary line adjustments to reconfigure existing lots, small residential lot sizes and other measures and policies.

Given the land use considerations and goals outlined above, and the environmental impact study process discussed in an earlier section, the citizens of the City of Monroe chose to accommodate projected growth in the area by creating opportunities for higher density development within the existing city limits and by moderate expansion of the UGA to the northwest and southwest.

The Snohomish County Planning Commission's recommendation to County Council on the Ten-Year Update to the Snohomish County Comprehensive Plan was generally consistent with the city's choice of Alternative Two. The county's proposed plan recommends expanding the Monroe UGA to include 249 acres to the northwest of the existing UGA, and two acres near Chain Lake Road and 132nd Street SE. The county's plan did not include expansion of the city's UGA to the southwest, based on the county's determination that the area was not included in the city's short term plans for extending sewer infrastructure and the area was not needed to accommodate Monroe's 2025 growth targets. The city, however, believes the area should be

included as part of a long-term strategy that will eventually include the existing gravel pit to the west into the urban growth area to provide additional industrial land to meet projected demand.

The Comprehensive Plan Land Use Map, based on the preferred Alternative Two, is shown in Figure LU-2. The city is not recommending changes to any land use designations within the city at this time, but may recommend changes to the zoning code to encourage and allow higher density residential development within existing zoning designations.

Profile of Planning Area

The following profiles of areas in the city indicate existing conditions and possible future uses or concerns for each area. The areas with current development concerns are shown first, with the areas almost or fully developed towards the end of this section.

Downtown Old Monroe

Existing Conditions and Issues

Old Town represents much of the original settlement core of the city. It is an area of older homes on smaller lots surrounding the downtown central business district and bisected by Main and Lewis Streets—the original crossroads of the city. The residential areas are characterized by single-family housing units intermixed with duplexes and small multi-family housing complexes.

Scattered industrial uses are located around the railroad tracks along W. Main Street and adjacent to US-2 on the eastern edge of the city. Conversion of older homes to office and professional uses is occurring along W. Main Street and to a lesser extent along Lewis Avenue. The downtown commercial core retains a base of commercial and retail uses, although the US-2 commercial strip development now dominates as the city's business hub.

Future Vision and Issues

Old Town retains some of the highest density housing in the city and offers opportunities for both future new development and redevelopment. The entire area is serviced by sanitary sewer and potable water. Planned densities for future residential development will vary by neighborhood. The Plan also targets policies aimed at improving the downtown commercial core's parking, streetscape, and amenities to encourage a strong downtown image for the city.

To implement the vision for this area, the city adopted a Downtown Master Plan (Master Plan) in 2008. The Master Plan reflects the community's vision for this area and was developed through a series of public workshops and input from various interest groups including, but not limited to, the Downtown Revitalization and Enhancement Association of Monroe (DREAM), the Monroe Chamber of Commerce, business, and property owners. The planning area includes approximately 92 acres, broken into four distinct neighborhoods: Historic Main Street, Al Berlin Park, Downtown Neighborhood, and Rails and Roads.

The Historic Main Street neighborhood is the traditional commercial and retail center of Monroe; it runs the length of Main Street from Madison Street to the railroad tracks and Lewis Street between US-2 and Fremont Street. Lewis Street intersects Main Street and functions as a major arterial and truck route through downtown. The focus of this neighborhood is preservation of the historic character and infill development. Primary land uses will continue to be retail, restaurants

and entertainment functions, with new opportunities for professional office and up to 20 residential units per gross acre.

The Borlin Park Neighborhood is east of the historic commercial core and is bounded by Woods Creek, the railroad tracks, Fremont Street, and Charles Street. This area will see the greatest change and is a key element to invigorating the entire downtown area. The redevelopment goal is to create an “urban village” that contains a mix of commercial and residential uses; residential density will range from 11-20 units per gross acre. The natural amenities along the eastern edge will be incorporated into the overall development of the area by hosting well-designed parks and open space. There are also opportunities to provide additional urban and civic uses within convenient walking distance of Historic Main Street.

The Downtown Neighborhood includes well established and transitional residential blocks that frame the northwest and southwest edges of downtown Monroe. Some of the existing residential structures are being converted to commercial and office uses while maintaining the exterior facades. Future development and redevelopment of this area should maintain up to 11 residential dwelling units per acre and continue to provide a mix of uses.

The Rails and Roads Neighborhood includes the stretch of land between the Burlington Northern/Santa Fe (BNRSF) railroad tracks and US2, north of the Historic Main Street area. The neighborhood’s current light industrial uses mixed with other commercial activities are appropriate for this location. Residential use in this neighborhood is not allowed, due to the commercial nature of the area. As the area redevelops, the uses should complement the vision for the Historic Main Street area and the goals for the downtown as a whole. To meet increasing demand for public transportation, this area should also take advantage of the existing rail lines for passenger service.

A fundamental component of the Master Plan is to invite a vibrant mix of uses, which contribute to a dynamic economy and supports a high quality of life for Monroe residents. Land use regulations that encourage the appropriate combination of activities will be essential to achieve this goal. The Master Plan will serve as the city’s framework document for the development and redevelopment of this area as well as guide public and private investment through capital improvement projects. The Master Plan, along with this document, establishes the policies used to develop new regulations adopted in the Monroe Municipal Code. As part of the Master Plan, design guidelines were established for the Historic Main Neighborhood to preserve the historic character of the traditional commercial area along Main and Lewis Streets. In addition, design guidelines were also developed for the Borlin Park Neighborhood that emphasize the Urban Village concept and provide design continuity throughout the neighborhood.

North Area/Milwaukee Hill

Existing Conditions and Issues

The North Area Community Plan was adopted in 1999 and the Milwaukee Hill area annexed to the city in the same year. The plan calls for an overall density of 4 DUs per acre. Due to terrain, steep slopes, and wetland issues, the city encourages development under the city’s Planned Residential Development Code. This preserves sensitive (critical) areas under the open space requirements and encourages mixed housing types and price levels. Housing sites adjacent to

critical areas can use density transfer to allow clustering of housing on small lots in areas not affected by environmentally sensitive features.

The following developments were built since incorporation of the area: Trombley Hills, a 117 unit single-family residential subdivision (located between 191st Ave and 132nd Street); the Farm at Woods Creek, a 357 unit single-family and condo-duplex residential subdivision (located between Chain Lake Road and Woods Creek Road), I; Sinclair Heights, a 68 unit single-family residential subdivision (located between 191st Avenue and Chain Lake Road); and Toivo Ridge, a 31 unit single-family residential subdivision.

Future Vision and Issues

The city continues to receive requests for annexation and development permits from landowners in this area. The increased demand for growth brings other issues to the forefront, such as the need for upgraded roads and alternate access to and from this area, as well as better east-west connectivity. Good pedestrian access will become more important, as will the need for recreational walking/biking pathways.

The city encourages planned residential development (PRD) that meets the requirements of the PRD Code. Discussions continue regarding proposals to decrease lot sizes in those developments to meet urban density demands, including provision of open space and protection of environmentally critical areas.

North Kelsey Area

Existing Conditions and Issues

~~The North Kelsey Area is generally considered to be the area west of SR 522, south of the US 2 By-Pass, north of US 2 and west of Chain Lake Road. The area is currently a mix of retail, service and industrial uses with approximate ~~XX~~47 acres available for development in 2012. This area is contiguous to the state highway system and adjacent to city arterials. It is planned for industrial, commercial and transitional uses, consistent with county and city comprehensive plans. The area is within the city, and targeted for intensified commercial development. The area ~~is~~ will be one of the major focal points of the city's expected new commercial growth within the next decade.~~

~~The North Kelsey Development Plan was developed in 2003 (and amended in 2007) to provide guidance for development. However, due to the recession that occurred in 2007, the effects of which are still being felt, the ~~pedestrian~~2003-oriented vision cannot be realized without a substantial financial commitment on the part of the City of Monroe. ~~has not been realized and~~ The development that has occurred or is proposed is ~~auto-centric~~ has been and will be ~~as~~ determined by ~~ma~~arket demand.~~

~~, although some growth is expected to continue in the old central business district and professional office zones along East and West Main Streets. The issues facing the City are access to the state highway system, impacts of local and large area traffic flow, diversion of pass-through traffic along the state highway corridor, and the need for upgraded urban services.~~

~~The City of Monroe is the major landowner in this area. The City developed a master plan for this area in 1992, called the City of Monroe Business Park Plan. In accordance with the plan, the~~

city extended Kelsey Street north and east to intersect with Chain Lake Road, near the US-2 bypass right-of-way, in 2000. The City also lowered Chain Lake Road between the US-2 bypass and US-2 in the spring of 1995. These traffic improvements were aimed at improving traffic circulation by maintaining a reasonable level of service at the US-2 intersections.

Only two developments currently occupy the city's land: Galaxy Theaters, which opened in September 2000, and Lakeside Industries. Lakeside Industries has a lease on the city-owned property north of North Kelsey Street. The lease will expire October 2009. When Lakeside's lease expires on that parcel, it plans to relocate behind Galaxy Theater, where the company will switch from mining to processing gravel.

In 2001, the city began the second phase of planning for the area when the City Council approved a contract with MAKERS Architecture and Urban Design. The Planning Commission, working with MAKERS, held monthly meetings to develop a plan entitled "North Kelsey Development Plan" that was adopted in 2003.

Future Vision and Issues

The North Kelsey Development Plan sets forth the vision, goals and design guidelines for the 55-acre portion of the 100-acre site that will be developed in the foreseeable future.

The plan was developed over a two-year period through a public process, taking input from citizens and parties of interest to establish appropriate land uses within the subject area. It allows for a full range of commercial businesses, as well as a mix of uses including professional offices, a community center, and limited residential development. It also includes location-specific land uses, suggested building layouts, corridor recommendations to connect the subject area to the downtown commercial district, and an east/west connector street. An outdoor mall is proposed and there are recommendations on ways to encourage pedestrian activities. The plan also includes a proposed access road along the southern boundary of the plan area that includes a wide multi-use trail connecting the subject site to the Fred Meyer Shopping Center and the Ben Franklin/Safeway shopping center.

Design guidelines were developed to establish an identity for the site; standards that will be used as the basis for establishing future citywide design standards for commercial areas. The design guidelines established a preferred layout, minimum landscaping, exterior façade, sign and parking guidelines.

As part of the plan, ECONorthwest analyzed the market to determine the types of commercial business missing from the City of Monroe market and future demand. Buxton conducted a retail site determination in 2005.

As part of the amendment to the Comprehensive Plan to adopt the North Kelsey Development Plan in 2002, both the Comprehensive Plan land use map and the zoning map designations were changed from General Industrial to General Commercial. The design guidelines were adopted in 2003, and, in 2004, the city adopted the North Kelsey Mixed Use Overlay.

The city issued a Planned Action Environmental Impact Statement (EIS) in 2004 addressing the

impacts of the Plan, specifically traffic and storm water issues resulting from build out of the site with commercial uses. The city has adequate water and sewer capacity and public safety services to service commercial development in the area.

In 2005, the city commissioned Heartland, LLC, to develop a property marketing package for the sale and development of the south half of the North Kelsey property, totaling 35 acres. The city sold 12 acres of the property in 2007 to Lowe's Inc., who developed a 150,000 square foot store on the site which opened in November, 2007. As of October, 2008 the City continued to negotiate with a buyer for sale of the remaining 22 acres of the south half property. On the north half, the city's lease of approximately 20 acres of land to Lakeside Industries, Inc. will expire in October, 2009. It is anticipated that marketing of that property for commercial purposes will begin in early 2009.

The North Kelsey Development Plan is being revised to reflect the ~~auto-centriemarket driven style of development that has occurred due to market demand for this style of development while retaining many of the design guidelines, including pedestrian access and amenities, contained included~~ in the original plan. This area should develop into a vibrant, economically sustainable area.

Eastern City Limits/US-2 and Rivmont Ridge *Existing Conditions and Issues*

This undeveloped ~~agricultural~~ area is located between the intersection of Rivmont Ridge and US-2 and extends along US-2 as the City's easternmost boundary. The ~~westerly 43 +/- acres was annexed in 1970 with the intention to develop the property commercially (annexation application) area was annexed some years ago, primarily as a means of "protecting" the City's scenic gateway from the east along US-2 and to prevent the proliferation of strip commercial uses along US-2. As was the custom at the time the zoning designation upon annexation was RS-9600. The remaining 25 acres was annexed in 1987 (with the stated purpose on the application to the Snohomish County Boundary Review Board of "square off city boundaries") with an assumed zoning classification of agriculture and SR15,000 (from BRB annexation application). During the Comprehensive Plan amendment process following the adoption of the Washington State Growth Management Act the land use designation and zoning was changed to Limited Open Space. The theoretical ~~and the residential density housing units were was transferred to other areas of the City in order to meet the Growth Management Act overall urban density for the City of Monroe Urban Growth Area. This area has continued in agricultural use and zoning (1DU/5 acres) since its incorporation into the City.~~ The area is significantly impacted by wetlands and, while not in the 100-year floodplain, is subject to local flooding due to restricted drainage to the Skykomish River. ~~While impacted by environmental issues, the property has valuable commercial frontage potential on US 2 and provides the City with an economic opportunity to provide a quality Gateway presence at the eastern entry into the City. The area also lacks the P~~public facilities and services to facilitate urban-level development, including ~~sanitary sewer and water are not currently provided to this area but are available to be extended to the area, water, and safe traffic access.~~~~

Future Vision and Issues

The 1998 Comprehensive Plan and the zoning map for the City of Monroe designated this area as Limited Open Space (LOS), with a residential density of one dwelling unit per five acres to ~~due environmental and traffic issues.~~ More than half of the area is classified as wetlands, subject to

seasonal flooding. Allowing development potential at an "urban" density consistent with the GMA (i.e., 4 DUs/acre) on the site would require construction of access roads (built to City standards) across the wetland areas to buildable portions of the site. ~~Mitigation for displaced wetlands could, in turn, eliminate much of the remaining buildable portions of the area. Traffic access to US-2 is also an issue. Maintaining a density commensurate with a rural environment would not necessarily make the traffic entering US-2 safer, but the volume and subsequent accident potential would be greatly reduced in comparison to developing the area at an urban level intensity. The planned roundabout to distribute traffic between the existing US-2 and the future US 2 By-Pass will be placed at the west end of this area. This provides an excellent opportunity to create the eastern gateway to the City of Monroe in this area and capture customers that would otherwise bypass Monroe. This area is within the Monroe Urban Growth Area and is currently within the City Limits of Monroe and as such is potentially developable to the extent practicable in light of the area's site characteristics and consistent with and allowed by applicable land use and environmental regulations should be developed to urban densities to the extent allowed by current environmental protection regulations.~~

Eastern Commercial Area/North of US-2

Existing Conditions and Issues

This is the area in the vicinity between Chain Lake, Woods Creek and Old Owen Roads between the proposed US-2 bypass and US-2. It is zoned General Commercial and almost completely built out, however traffic issues are a concern. Access to and from businesses along US-2 has become increasingly difficult. The city has a plan to develop an east-west connector road network to reduce congestion on US-2, but the road has not yet been completed. The Washington State Department of Transportation (WSDOT) recently restricted left turns from Woods Creek Road onto eastbound US-2 to help through-traffic flow along US-2, but that restriction negatively impacts local access vehicle movement.

Future Vision and Issues

By 2005, the city had acquired, or was in the process of acquiring, most of the land necessary to continue the construction of the east-west connector road network from Chain Lake Road to Woods Creek Road. Then, from Woods Creek Road to Old Owens Road, the current east-west connector road network plan shows Oak Street as the best alignment. However, Oak Street is privately owned, so the city still needs to acquire the land as a public right-of-way to complete the east-west connector road network.

The city also updated the Shoreline Master Plan (SMP) in 2007. The designation for properties in the area within the shoreline designation was changed to High Intensity and Shoreline Residential. The purpose of the High Intensity designation is to accommodate high-intensity commercial, transportation and industrial uses. The function of Shoreline Residential is to accommodate residential development for single-family or multifamily residential units. Both designations allow development within the shoreline while protecting the ecological functions.

Currie Road Sub Area

Existing Conditions and Issues

The city adopted the Currie Road Sub-Area Plan in 1990. During the rest of the 1990s, the area absorbed the majority of new residential and industrial growth within the city. Most of the

residential development was Urban Residential (UR9600), using the Planned Residential Development code. Commercial uses were developed at the intersections of 149th Street S.E. and 179th Avenue S.E., W. Main Street and Fryelands Boulevard, and at the southwest corner of the SR-522 and W. Main Street interchange. Multi-family housing and some service commercial uses were developed in the southeast quadrant of the same intersection. The Fryelands Light Industrial Park, located in the northern portion of the Currie Road Sub Area, began developing in 1997.

Future Vision and Issues

The Fryelands Light Industrial Park still has a limited number of parcels available for development, but, since most of the rest of the area is already developed, no significant changes are expected.

Robinhood Neighborhood Area

Existing Conditions and Issues

This area is a mostly developed unincorporated low-density residential community within the UGA but outside the city's water service area. Robinhood is contiguous to a city arterial and has an intersection connection to the state highway system. The major issue facing the City is the relationship and potential need for additional urban services, improvements or upgrades as a result of the completion of the development of the community. As a result of its development status, it is not an area expected to receive significant new growth.

Future Vision and Issues

Residential density will remain consistent with current patterns for the area. The city anticipates receiving a number of annexation requests from this area, requiring extensions of sanitary sewer, which would be financed by neighborhood limited improvement districts (LIDs). Streets, particularly 179th Street (extended), should be reconstructed from county rural road standards to city collector roadway standards to provide both safe pedestrian and vehicle movement from the area to the city.

Evergreen Fairgrounds Area

Existing Conditions and Issues

This is a county, regional, and state significant public facility under the jurisdiction of Snohomish County. The fairgrounds are within the UGA receiving a full complement of urban services, traversed by a city arterial that intersects the state highway system. The issues for the City are the facility's uses, their impact on existing urban services, the costs of developing additional services or systems and need for additional urban services. The area is not a candidate for new growth.

Future Vision and Issues

The master plan for the fairgrounds projects a greater diversification of uses at the facility including upgrading of the grounds and infrastructure and greater, more continuous year-round use of the fairgrounds. Improvements to SR-522 will be needed to continue and expand fairground operations. Pedestrian access will also need to be improved along US-2 to better service overflow parking and pedestrian access to the south and east of the fairgrounds within the city.

First Air Field

Existing Conditions and Issues

First Air Field is a privately owned, general aviation facility open to the public, that was constructed in 1975, and annexed into the City of Monroe in 1987. First Air Field is located north of State Route 2, west of 179th Avenue and the Evergreen State Fairgrounds, south of the Robinhood Lane subdivision, and east of the Foothills subdivision. The facilities at First Air Field includes five hangers with 12 bays each, a manufactured building housing a pilot's lounge, a 4,800 square foot maintenance building, a 2,087-foot long by 34-foot wide landing strip, and three taxiways. In 2005, during the summer months, approximately 100 airplanes were based at the field, and 75 during the winter. The year-round base fleet was made up of 68 single-engine and 2 multi-engine planes.

Services provided at First Air Field include over night tie down facilities, in addition to the resident tenants; flight lessons, scenic flight tours, and mechanics. First Air Field is also used by MEDEVAC for emergency airlifts.

Future Vision and Issues

First Air Field remains a vital part of the Monroe transportation system and continues to provide economic benefits to the community, directly and indirectly, by providing aviation facilities and services for visitors and residents alike. The facilities at First Air Field could be improved and expanded to include a two-story 8,000 square foot flight school facility with living quarters, an aviation supplies and accessories store, open air hangers for large planes, a key card fueling facility, and an additional shop building along the south side of the runway, and possibly a restaurant with an associated temporary lodging facility in the form of a bed and breakfast. Because First Air Field is a privately owned facility, these improvements would be at the expense of the airport owner.

Washington State Reformatory Area

Existing Conditions and Issues

The Monroe Correctional Complex is comprised of four separate units with custody levels ranging from close to minimum, housing a total population of 2,500 male inmates, and over 1,100 staff as of 2005. The city annexed the entire reformatory area in 1996 and provides water and sewer service to the facility, a statewide significant public facility.

Future Vision and Issues

The Department of Corrections is expected to continue adding to its facilities, dependent on state funds. Otherwise, no significant changes are expected for this area.

Tester Road Area

Existing Conditions and Issues

This area was annexed to the city with the Reformatory in 1996. In addition to the existing single-family development, this area includes mixed service commercial and multi-family housing uses. Due to access and circulation issues in the area, commercial development should be limited to uses that do not generate significant customer traffic. Since annexation, the following projects were developed: 1) Monroe High School, which opened in September 1999

and was designed to accommodate between 1,400 and 2,000 students at full capacity; and 2) a 61- unit multi-family planned residential development (Arbor Heights PRD). The City provides the full range of urban services to this area, including sewer and water service.

Future Vision and Issues

No significant changes are expected for this area.

161st Avenue S.E. Area

Existing Conditions and Issues

This unincorporated area is characterized by a mix of residential and commercial developments along with a large amount of vacant land. It is adjacent to access points for open pit mining operations and bounded by public streets and SR-522, yet outside the urban service area and the city's water service area. The issues facing the city are 1) the potential need or anticipated demand for extension of water and sewer, 2) the potential demand for state highway system interchange maintenance and upgrading, and 3) development pressures on the area as a result of its proximity to urban services in the path of urban growth.

Future Vision and Issues

In the short term, this area is expected to remain in relatively lower density residential use in the unincorporated county, but could be considered for long term commercial and/or industrial development in the western section as part of a joint planning agreement with the county. Commercial development is planned along W. Main Street from the SR-522 interchange west to 161st Avenue S.E. This development should include professional office, and highway and neighborhood service commercial development to serve traffic on W. Main Street and SR-522 as well as the Currie Road residential development.

In 2008, the City of Monroe and Snohomish County entered into a joint planning process to further evaluate this area. It is anticipated this planning process will result in possible changes to the Snohomish County Comprehensive Plan in 2010, resulting in a change to the land use designations and/or a possible expansion of the Monroe urban growth area which would be followed in the future by annexation.

Woods Creek Road/Old Owens Road Area

Existing Conditions and Issues

This unincorporated area, which lies between ridges to the north and south, is characterized by a mix of lower density detached and attached single-family housing and multi-family housing. It is in a valley of outwash plain, within the Rural/Urban Transition Area (RUTA) and water service area, and contiguous to a City arterial that intersects the state highway system. Issues for the City include impacts of lot sizing policies on the road network, and the need or demand for upgraded or new urban services. Although the area can expect some new residential growth, it is constrained by environmentally sensitive terrain and not adjacent to significantly large parcels of open flat land. Much of the new residential growth immediately contiguous to the City is expected to continue to occur unevenly and under current lot sizing policies under the jurisdiction of Snohomish County.

Future Vision and Issues

Woods Creek is a sensitive area, to remain outside the UGA, and should be characterized by open space land and larger lot (1 DU/10 acres) development.

Traffic generated along Old Owen Road and Florence Acres Road needs to be mitigated through an interlocal agreement with the County, as all of the unincorporated traffic enters and exits through the city's street system.

West Main Street Corridor

Existing Conditions and Issues

This area lies along the West Main Street Corridor from Madison Street to the east and SR-522 to the west. It also includes some of the adjacent side streets. A mix of detached and attached single-family housing, multifamily housing, commercial development, and office uses primarily characterize the West Main Street corridor. The current mix of land uses along this corridor makes it an ideal area to increase residential density and locate mixed-use developments and neighborhood level commercial and professional office uses. As a gateway into the city, design standards are encouraged for new development and major remodels to provide design continuity along the corridor.

Future Vision and Issues

The city envisions transforming the West Main corridor into a vibrant gateway neighborhood that provides a flexible mix of land uses and services into the future. The vision includes a two-zone model where uses become more intensive from the eastern area comprised of older neighborhoods to the western area that includes larger lots and several moderately sized vacant parcels. Increased density and proximity to the Downtown Planning Area should complement the goals of the Downtown Master Plan and create a synergy of development between the two areas.

As is true of most of the city, traffic issues remain a concern along this corridor. Unique to this corridor is the heavy truck traffic from the Cadman mine that enters the corridor at 177th (Reformatory Road). The Comprehensive Transportation Plan has identified several traffic improvements along the corridor to maintain the current level of service. Additional traffic improvements may become necessary in the future particularly west of 177th to accommodate truck, residential, and commuter traffic.

Inventory and Analysis

The Inventory and Analysis section includes:

- An overview of population and housing trends
- A survey of existing land uses within the city and urban growth area
- Analysis of population trends and projections
- Analysis of land use needs for the next 20 years

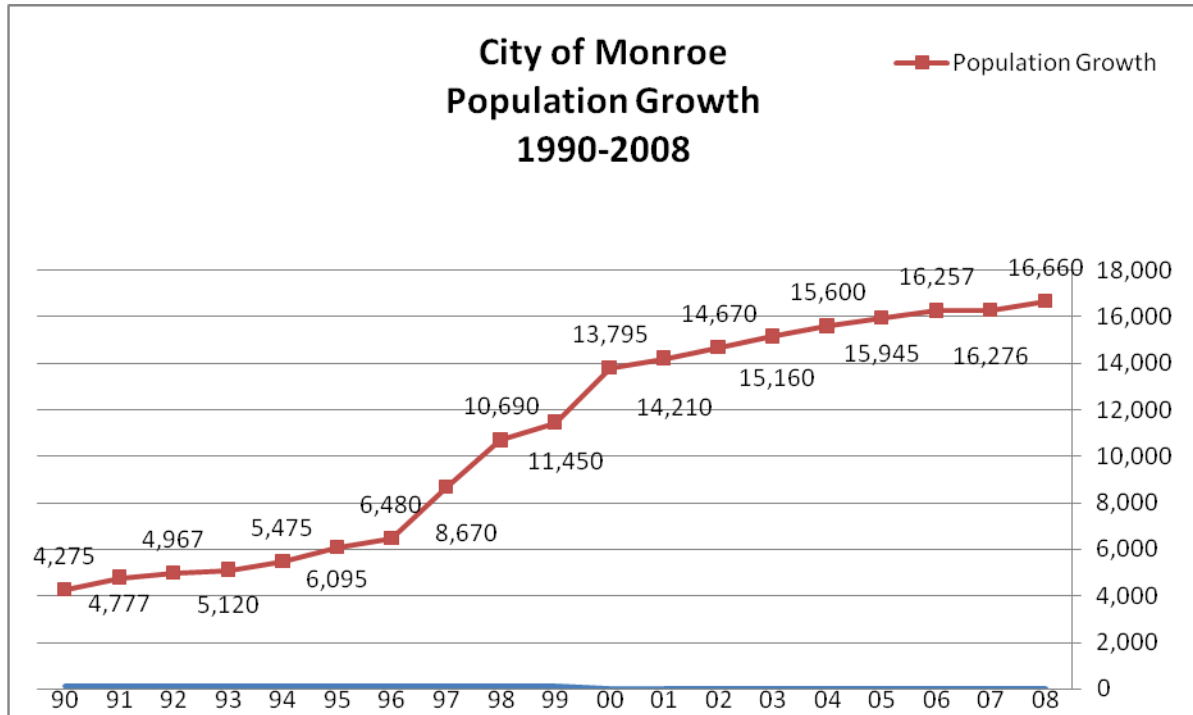
Population and Housing Growth (1990-2005)

As shown in Figure LU-3, the City of Monroe grew from a population of 4,275 in 1990 to 13,795 in 2000, an increase of 223 percent within a decade, or approximately 9.6 percent a year. The single largest increase in population occurred in 1996 when the Twin Rivers Correctional Facility

was annexed into the city along with its 1,700 resident inmates. If the correctional facility inmates are factored out of the growth equation, the city grew at an average rate of 6 percent a year over the ten years.

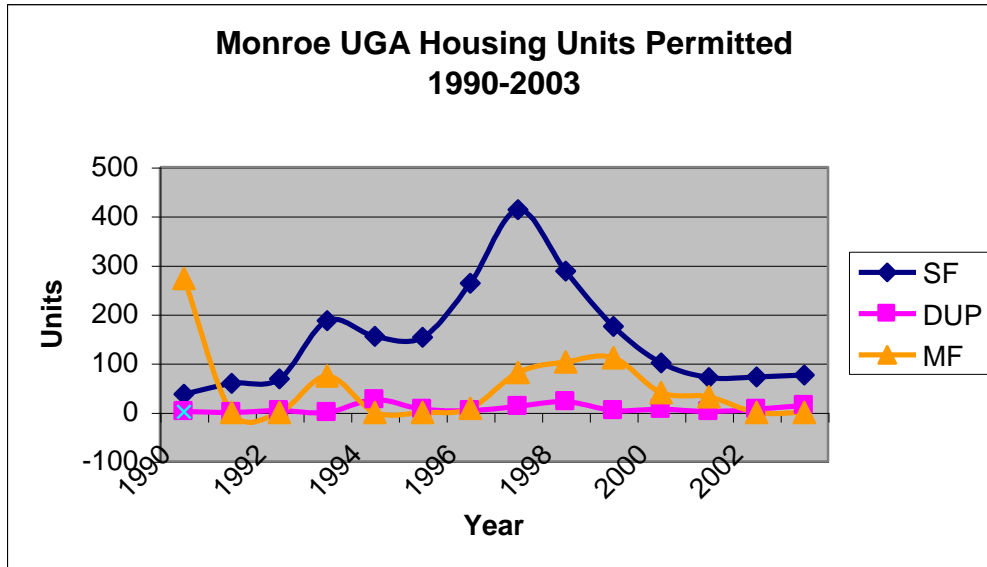
The 2005 population of Monroe, estimated by OFM at 15,920, shows that the city is still growing, but at a slower growth rate of an average of approximately 2.9 percent a year in the five years since 2000.

Figure LU-3: Population Growth



The city's incorporated population has grown significantly in the last several years primarily in two ways: 1) by annexation, and 2) by an increasing rate of new residential construction activity. The city annexed approximately 1,246 acres of property between March 1, 1993 and July 22, 2008. The second part of the growth equation relates to the amount of housing permitted in the UGA, particularly for single-family homes, between 1992 and 2000 (see Figure LU-4).

Figure LU-4: Housing Units Permitted



Out of a total 2,984 housing units permitted in the UGA between 1990 and 2003, most—2,829—were for residential units in the city.

Existing Land Uses within the City and UGA

The following table shows the current Comprehensive Plan land use designations in Monroe, by area based on GIS data.

**Table LU-1
City of Monroe Land Use Inventory 2008**

Category	Approximate Acres	Percent of Total
Single-family Residential	1267	33
Multi-family Residential	160	4
Commercial	312	8
Professional Office	81	2
Industrial	333	9
Limited Open Space	375	10
Parks and Open Space	419	11
Public Facilities-City/School	155	4
Special Regional Use	696	18
Total	3798	100%

Source: Snohomish County Assessor Data, 2008
City of Monroe, 2008

Approximately 33 percent of the land within the city is devoted to residential use. The housing stock is predominantly single-family. A concentrated area of multi-family housing is located along Blueberry Lane, including the 224-unit Morning Run complex. A smaller number of duplex and multi-family units are scattered throughout the city. The average density of residential

development in Monroe is currently less than four dwelling units per acre. Most of the homes built within the original city plat are built on small lots. Recent subdivisions (1990 to present) contain lots between 4,800 and 15,000 square feet in size. The majority of recent subdivision activity occurred in the Milwaukee Hill area.

There are approximately 393 acres of commercial land within the city limits, including the Professional Office zone, accounting for 10 percent of the total land. Most of the city's commercial development is located along US-2, comprised of strip highway-oriented commercial uses. The second major concentration of commercial activity is located in the traditional downtown core area along SR-203 (Lewis Street) and Main Street.

Previous growth in the city's industrial sector nearly doubled the amount of industrial land within the city to the approximate 333 acres of land currently designated for industrial use. Since 1980, half of this land was rezoned from other uses to accommodate growing demand and to take advantage of redevelopment opportunities on the city-owned land that is leased for gravel extraction and processing operations along US-2.

Parks and public open space use 419 acres, while public facilities, schools, City Hall and other public facilities use approximately 155 acres of land within the city. Major park facilities include Al Borlin Park and Skykomish River Park along the floodplain and Lake Tye Park along the city's western edge. Schools, neighborhood parks, and open space greenways are scattered throughout the city.

Minor agricultural uses and activities still occur along US-2 east of the business core, outside of the urban growth area.

Critical Areas

Both Monroe and Snohomish County have delineated critical areas and natural resource lands. In 2003, the City of Monroe adopted critical areas regulations (Monroe Municipal Code Chapter 20.05) for use in regulating activities adjacent to or within critical aquifer recharge areas, fish and wildlife habitat conservation areas, frequently flooded areas, geologically hazardous areas, and wetlands. The regulations attempt to balance development rights and protection of these key natural areas. In 2005, the city adopted its own critical areas map using data from the 2004 wetlands and streams inventory completed by the Watershed Company as well as information from the Snohomish County Natural Hazards Mitigation Plan. This map is updated periodically to show newly delineated or redefined critical areas information following specific development review.

Shoreline protection is implemented consistent with the 2007 City of Monroe Shoreline Management Master Program (SMP). The area consists of approximately two and one-half miles adjacent to the Skykomish River. A second one-mile section of land adjacent to Woods Creek north of US-2 has also been designated. Shoreline designation covers the ordinary high-water mark plus 200 feet. The first Shorelines Element was added to the Comprehensive Plan in the 1997. The element was a requirement of amendments made to the GMA in 1996 by the state legislature. The Shorelines element comprises the goals and policies of the Shoreline Master Program. The use regulations contained in the SMP are now contained in the city's development

regulations and adopted by reference.

The Monroe Shoreline Master Plan was updated in 2007, in part to comply with the GMA requirement to incorporate the “best available science” when regulating critical areas. In addition to state requirements, the Chinook salmon were listed as an endangered species under the Federal Endangered Species Act in 1998. The Watershed Company was hired to complete a shoreline inventory using the best available science between July 2001 and June 2002, and to assist the city in reviewing the existing critical area and shoreline regulations.

In 2007, a final draft of the SMP was reviewed by the Department of Ecology, followed by formal adoption by the City of Monroe in December 2007 as the Shoreline Element of the Monroe Comprehensive Plan. Adoption by the Department of Ecology occurred in August 2008.

The City of Monroe also participates in the U.S. Federal Emergency Management Community Rating System Program as a part of the National Flood Insurance Program designed to reduce flood losses, aid accurate insurance ratings, and promote the awareness of flood insurance. By 1993, the City of Monroe enjoyed the best flood insurance rating of any city in the state of Washington, achieving a Class 6 rating in FEMA’s Community Rating System, which provides for a 20 percent reduction in premiums for all new and renewed flood insurance policies for structures located in the flood plain and a 10 percent reduction in premiums for structures outside the regulated floodplains.

The quality of the city's potable water system supply remains excellent and meets the standards set by the National Safe Drinking Water Act. Tests have indicated that no harmful bacteria or chemical contaminants are in the water supply. The city also regularly tests water discharged from the city sewage treatment plant. Tests indicate the city meets the standards established by the United States Environmental Protection Agency and Washington State Department of Ecology.

There are no air-quality monitoring stations in the Monroe area. The closest station is located in Marysville. Area air quality issues were discussed at length in the Addendum to the Milwaukee Hill Final Environmental Impact Statement.

Land Capacity Analysis

This section describes the residential, commercial, and industrial land capacity in the City of Monroe and its UGA. The land capacity analysis is one of the components required for determining Urban Growth Area (UGA) boundaries for the city as required by the Growth Management Act (GMA).

The GMA requires that UGA boundaries be established to accommodate the urban growth projected to occur in Monroe for the next 20 years. Both Snohomish County and the cities must demonstrate that a sufficient supply of land exists within the UGA to at least accommodate forecasted population and employment growth.

The focus of the city and county joint planning strategy is to encourage development to occur within the existing urban service area while reviewing land supply and demand in and near the

urban service area. This review assists the city and the county in determining how much additional land may need to be added to the urban service area over the next 20 years. The available land supply takes into account protecting critical areas.

Vacant and Redevelopable Residential Land

Amendments to the Growth Management Act (GMA) in 1997 created a review and evaluation requirement for urban counties and their cities, referred to as the Buildable Lands Program. Under the program, the City of Monroe, in conjunction with Snohomish County, monitors the intensity and density of development to determine if it is meeting urban densities sufficient to meet state and county growth projections.

The following tables and data for Monroe and its UGA indicate the available residential land supply and build out potential within the incorporated area based on existing zoning districts.

**Table LU-2
Monroe Incorporated Area Available Residential Land Supply (2008)**

Zoning District	Available Net Acres for Residential Development*	Approved/ Un-built Platted Dwelling Units**	Average Land Use Density Designation	Potential New Dwelling Units	Potential Added Population
MR6000	10.94	8	9.5 DU/Acre	47	133
UR6000	44.51	81	6 DU/Acre	145	499
UR9600	95.72	41	4 DU/Acre	495	1116
R4	103.61	158	3.5 DU/Acre	519	1479
SR15000	2.33	2	3.5 DU/Acre	4	13
LOS	51.43	0	1 DU/5Acre	8	17
Totals	308.53	290		1218	3257

Source: Snohomish County Assessor Data Spring 2008

* Estimate of vacant and redevelopable land supply after deducting 20% for roads and infrastructure needs and then removing known critical areas or required open space after determining density. This estimate includes properties annexed into the city of Monroe since 2002.

** Estimate includes pending units approved through Spring 2007.

Table LU-2 indicates that the city has approximately 308 acres remaining of vacant and redevelopable residential land, which may accommodate approximately 1171 single-family and 47 multi-family dwelling units under existing zoning. Table LU-3 shows that in the unincorporated urban growth area there are approximately 92 acres of vacant and redevelopable residential land available to absorb 1425 additional housing units. New units will be primarily single-family.

Table LU-3
Monroe Unincorporated UGA Available Residential Land Supply 2008

UGA Unincorporated Planning Area*	Available Net Acres for Residential Development**	Average Land Use Density Designation	Potential New Dwelling Units	Potential Added Population
UR9600 - Southwest UGA (Tester Road), Northwest UGA (Roosevelt Ridge), & East UGA (Rivmont Heights)	5.78	4 DU/ Acre	863	1977
R4 - North UGA (Milwaukee Hill)	41.36	3.5 DU/ Acre	550	1215
SR15000 - Northwest UGA (Robinhood)	39.83	3.5 DU/ Acre	12	24
Totals	92.03		1425	3216

Source: Snohomish County Assessor Data 2008

* Estimate based on assumed city zoning for the area at the time of annexation.

** Estimate of vacant and redevelopable land supply after deducting 20% for roads and infrastructure needs and then removing known critical areas or required open space after determining density.

Analysis of Land Use Needs for the Next 20 Years

Snohomish County Tomorrow prepared population allocation forecasts for the county and cities within the county based on the Growth Management Act's 20-year planning horizon, as shown in the following table for the city and the UGA.

Table LU-4
Snohomish County Tomorrow
2025 Population Forecast - City of Monroe

Area	2005 Estimated Population	Projected 2025 Population	Net Increase 2002-2025
Monroe City	15,920	20,540	4,620
Unincorporated UGA	1,570	6,050	4,480
Total UGA	17,490	26,590	9,100

Source: Snohomish County Tomorrow, Buildable Lands Report, 2003
2000 U.S. Census
Washington Office of Financial Management, 2005 Population of Cities

In 2003, Snohomish County Tomorrow completed its first Buildable Lands Report (BLR) for all the municipalities in the county to guide future UGA expansion decisions as required by GMA; this report was updated in 2007. The BLR is required by the GMA to review and evaluate if and how Snohomish County and its cities are achieving urban densities within urban growth areas by comparing the growth targets and assumptions with actual growth and development that has occurred. The BLR is also used to determine the amount of land necessary to accommodate

future population and employment projections over the next twenty years.

The 2007 BLR concluded that the City of Monroe has adequate land capacity to accommodate the 2025 employment target, and a deficiency in the residential land capacity, as illustrated in Table LU-5.

The City of Monroe adopted a 2025 population projection of 26,590 for Monroe and its UGA. Based on the 2007 BLR, the increases made to the Monroe UGA are still not large enough to accommodate the city’s 2025 population target. As illustrated in Table LU-5, the 2007 BLR found an estimated residential land deficiency of approximately 2,519 residents. After considering adopted reasonable measures, recent projections – from a joint planning study with the county – indicate that this deficiency will decrease to 1098, when applying city zoning and considering PRD bonuses to developable parcels in the unincorporated UGA.

The average number of persons per household was 2.76 in 2000. The 2008 projection is based on a combined average of 2.67 persons per household (this is an average of single-family and multi-family). This average is expected to continue through the 2025 planning period.

**Table LU-5
2025 Population Targets and Capacities**

Area	2006 Estimated Population	2025 Population Target	2025 Population Capacity	Capacity Surplus or Deficiency
Monroe city limits	16,170	20,540	19,680	(860)
Unincorporated Monroe UGA	1,581	6,050	4,391	(1,659)
Total	17,751	26,590	24,071	(2,519)

Source: Snohomish County Tomorrow, Buildable Lands Report, 2007

The land supply data shown in Tables LU-1, LU-2, U-3, and LU-5 was taken from 2008 GIS data. Through a grant from the Department of Community Trade and Economic Development, the city of Monroe and Snohomish County analyzed potential reasonable measures to address the projected residential deficit identified in the 2007 BLR. As suggested, with current reasonable measures in effect and with the implementation of additional selective reasonable measures, the updated residential capacity analysis predicts a reduction in the residential shortfall. However, the final analysis indicates that the existing Monroe UGA does not have the land capacity to accommodate the additional projected population over the next 20 years, based on the existing UGA boundaries.

As discussed in an earlier section, the city looked at three alternatives to accommodate its projected population growth: 1) make no change to the existing urban growth area and rezone significant areas of the city to allow for higher density housing; 2) allow limited expansion of the urban growth area to the north, northwest and southwest of existing city boundaries and rezone

some areas of the city to allow for higher density housing; or 3) make no changes to existing zoning within the city and allow a larger expansion of the urban growth area to include a bigger portion of the area northwest of existing city boundaries.

The city determined that alternative two, which would increase the UGA boundaries by approximately 285 acres, would create the least negative impacts on the overall environment and maintain the character and quality of life in Monroe, while still accommodating the area’s potential growth. As the UGA expands, the city should ensure that future development of the unincorporated areas at urban densities preserves the character of these neighborhoods to the maximum extent possible and provides for an orderly transition to urban development.

In 2006, Snohomish County adopted a new urban growth area for Monroe, which added 249 acres, of the city’s proposed 285 acres, to the city’s northwest UGA. In 2007, the city designated the remaining 36 acres as well as the remaining area in the southwest Rural/Urban Transitional Area (RUTA), west of SR522, as the Southwest Study Area. As mentioned above, in 2008, a joint planning project was initiated with Snohomish County to further evaluate the city’s residential and commercial land capacities including a review of available reasonable measures and the Southwest Study Area.

Commercial/Industrial Land Supply

The City currently has approximately 365 acres zoned for general commercial land uses (including downtown), approximately 78 acres in the professional office zone, and 273 acres of land zoned industrial. Note the total area estimates for zoning districts vary from estimates for comprehensive land use designation estimates because the boundaries of two systems do not completely overlap. Table LU-6 shows the vacant commercial and industrial land available for development as of 2008 based on zoning districts.

**Table LU-6
City of Monroe Vacant Commercial and Industrial Land 2005***

Zoning Classification	Available Gross Acres
Downtown Commercial	.94
General Commercial	48.59
	9.47
Service Commercial	
Professional Office	3.18
General Industrial	8.0
Light Industrial	17.74
Total	87.92

Source: City of Monroe 2008
Snohomish County Assessor Data 2008

As shown in Table LU-6, there are nearly 62 gross acres of vacant commercially-designated land, including Professional Office, available for development in the city. The majority of the available commercial acreage is located adjacent to US-2 in the Fryelands area and in the North Kelsey area.

Approximately 26 vacant acres of industrial land of land are available for industrial/light industrial development. The majority of this land is located in the Fryelands Industrial Park and the City-owned gravel mine (Monroe Business/Industrial Park). Smaller parcels of industrial land are also located adjacent to downtown and West Main Street.

Employment

Estimates of employment in the Monroe UGA were developed by Snohomish County for 2000, as well as forecasts of projected job creation to the year 2025. These forecasts represent aggregate employment figures, however, and do not differentiate within the total labor force. Employment forecasts are presented below.

The Snohomish County figures project in aggregate terms, project a net increase of 2,757 jobs within the Monroe UGA by 2025.

**Table LU-7
City of Monroe Employment Forecasts 2006-2025**

Area	2006 Employment	2025 Employment	2000-2025 Change
Monroe UGA	9,633	12,390	2,757
Monroe City	9,214	11,800	2,586
Unincorporated	419	590	171

Source: Snohomish County 2007 Buildable Lands Report

The Puget Sound Regional Council prepared detailed labor force estimates for the Monroe FAZ (Forecast Analysis Zone) for the years 2000, 2010, 2020 and 2030, broken down by occupational type, as shown in the following table. FAZ boundaries are composed of Census tracts, which are not required to follow city or neighborhood boundaries. FAZ estimates project regional trends with the local jurisdiction being a portion of the estimate. The forecast in Table LU-8 shows potential growth of 4,050 jobs by 2030 across the defined employment sectors. Table LU-8 also indicates a decreasing share of public sector, retail, and manufacturing employment and growing wholesale/transportation/communication/utilities and service sector employment by 2030 for the Monroe area FAZ.

**Table LU- 8
City of Monroe FAZ Estimated Labor Force 2000-2030**

Occupation	2000	2000 % of total	2010	2020	2030	2030 % of total	% of Total Change 2000-2030
Manufacturing	1,041	14%	1,202	1,319	1,381	12%	-2%
Wholesale/Transportation/ Communications/Utilities	757	10%	9,68	1,202	1,417	12%	+2%
Retail	1,852	25%	2,010	2,274	2,503	22%	-3%
Services	1,597	21%	2,047	2,748	3,434	30 %	+9%
Government/Education	2,301	30%	2,564	2,724	2,863	25 %	-5%

Totals	7,548	100%	8,791	10,267	11,598	100%	
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Source: Puget Sound Regional Council, 2006

Commercial/Industrial Land Demand

Expected increase in demand for additional retail space over the next twenty years is driven by two factors: 1) growth in the overall population within Monroe’s retail market area, and 2) growth in household incomes.

Demand for retail space in the Monroe area was recently analyzed as a part of the North Kelsey Development Plan. According to a study completed by ECONorthwest in 2002, new retail space demand was projected to occur at a rate of approximately 30,000 square feet annually between 2000 and 2010. By 2020, the study forecasted development of an additional 650,000 square feet of space, for a total of 950,000 square feet of retail space demand by 2020. Using a 35 percent net-to-gross conversion factor, the demand would result in approximately 62.3 gross acres of land needed for new retail activities.

Projections of future demand for industrial space can be based on the projected increase in industrial employment. According to the Puget Sound Regional Council and Snohomish County, Monroe can expect to generate an additional 1000 industrial jobs by 2030. This assessment combines the net increase in employment for both manufacturing and warehousing (wholesale trade, transportation, communications and utilities).

The land supply analysis indicates that approximately 62 acres of commercial-zoned land and 26 acres of industrial-zoned lands are available within the city. According to these estimates, there appears to be an adequate supply of land to accommodate projected retail and service industry space requirements over the next 25 years. However, given that the acreage currently zoned and available for industrial uses is limited, there may be a need for additional industrial land in the future. As an important component of the city’s economy, the city identified ways to accommodate its projected industrial employment, including:

- Possible expansion of the UGA to the rock quarry that is west of existing city limits and south of Old Snohomish-Monroe Road
- Evaluation of the compatibility of industrial land uses in the areas adjacent to the airport (study proposed for 2006)
- Evaluation of suitability for industrial use of other large parcels of land (for example, Cascade View Drive area)
- Change of zoning regulations to allow increased height for industrial buildings

Development of Goals and Policies

Land Use

Goals

LUG1 - To pursue well managed, orderly expansion of the City and actively influence the character of the City by managing land use change and by developing City regulations, facilities and services in a manner that directs and controls land use patterns and intensities.

Policies

LUP-1.1 - Future land use designations, illustrated on the Comprehensive Plan Land Use Map and/or adopted in this plan, shall establish the future distribution, extent, and location of generalized land uses within the Urban Growth Area (UGA). The designations are defined as follows:

1. *Limited-Open Space, One Dwelling Unit Per Five Acres.* This designation shall provide for residential uses at a maximum density of one dwelling unit per five acres. This designation, with the support of the land owner, is appropriate for land that is most appropriate where the land owner supports or has requested the designation and for land that:

a. Lacks the availability full range of public services and facilities necessary to support urban development; or

b. Is so severely impacted by critical areas, including frequently flooded areas, steep slopes, or wetlands, that its development potential is significantly diminished not practical; and

c. In addition to meeting the criteria either a or b above, may also provide:

i. Buffers between development or urban separators between transitional land uses on the urban growth boundaries of the city, and/or

ii. Provides for enhanced recreational facilities and linkages to existing trails or open space systems.

~~b. or~~

~~e. In addition to meeting the criteria above, may also provide:~~

~~a. Buffers between development or urban separators between transitional land uses on the urban growth boundaries of the city, and/or~~

~~b. Provides for enhanced recreational facilities and linkages to existing trails or open space systems.~~

2. *Limited Open Space – Airport.* This designation protects FirstAir Field as an essential public facility with capacity for viable airport operations providing aviation uses, operations and services and, to a lesser extent, non-aviation uses. The intent of this designation is to specify the airport as the principal use within the LOSA designation and to protect the airport from incompatible uses and development to sustain its long-term viability as an operating airport.

3. *Residential, Two to Five Dwelling Units Per Acre (R 2-5).* This designation shall provide for the range of potential residential densities anticipated within the northern portions of the City's unincorporated Urban Growth Area. This designation is intended to cover the gamut of potential densities for this area until such time as more specific future land use designations may be adopted. It is intended to indicate that a range of densities may be appropriate for this area—to allow for a mix of housing types, to conserve environmentally sensitive areas, and to recognize both existing low density development

lacking the full range of public facilities and services and future urban land use patterns with the public facilities and services necessary to support urban development. Land designated R 2-5 shall be subject to periodic review to determine whether extension of public facilities and services and designation of more site-specific land uses is appropriate to accommodate projected growth.

4. *Residential, Three to Five Dwelling Units Per Acre (R 3-5)*. This designation shall provide for primarily single-family residential development at a range of densities between three and five dwelling units per acre and compatible uses such as schools and churches where the full range of public facilities and services to support urban development exists. Aggregation of dwelling units in multiple family configurations may be appropriate if compatibility with nearby existing single-family development can be achieved.

Generally, this designation is appropriate for most land in the planning area suitable for residential use with the exception of land located convenient to principal arterials and/or business and commercial activity centers, where higher densities are warranted.

This designation may be implemented by more than one zoning classification. Determination of the appropriate zoning classification shall take into account the density of nearby existing development and the capacities of existing and projected public facilities.

5. *Residential, Five to Seven Dwelling Units Per Acre (R 5-7)*. This designation shall provide for primarily single family residential development at a range of densities between five and seven dwelling units per acre and compatible uses such as schools, churches and day care centers where the full range of public facilities and services to support urban development exists. Aggregation of dwelling units in multiple family configurations may be appropriate if compatibility with nearby existing single-family development can be achieved.

Generally, this designation is appropriate for land located convenient to principal arterials and/or business and commercial activity centers, e.g. downtown, where a transition between higher densities and lower densities is warranted, or where natural limitations in the transportation system or other public facilities preclude higher densities.

This designation may be implemented by more than one zoning classification. Determination of the appropriate zoning classification shall take into account the density of nearby existing development and the capacities of existing and projected public facilities.

6. *Residential, Eight to Eleven Dwelling Units Per Acre (R 8-11)*. This designation shall provide for multiple-family residential development at a range of densities between 8 and 11 dwelling units per acre plus compatible uses such as schools, churches and day care centers where the full range of public facilities and services to support urban development exists. Single-family attached housing is also compatible with this designation.

Generally, this designation is appropriate for land that is located convenient to principal arterials and to business and commercial activity centers.

This designation may be implemented by more than one zoning classification. Determination of the appropriate zoning classification shall take into account the density of nearby existing development and the capacities of existing and projected public facilities.

7. *Residential, Eleven to Twenty Dwelling Units Per Acre (R 11-20)*. This designation shall provide for multiple family residential developments at a range of densities between 11 and 20 dwelling units per acre where the full range of public facilities and services to support urban development exist.

Generally this designation is appropriate for land that is located convenient to principal arterials and to business and commercial activity centers. This designation is intended for seniors, elderly housing development, and other special housing groups

Determination of the appropriate zoning classifications shall take into account the density of nearby existing development and the capacities of existing and projected public facilities.

8. *Service Commercial (SC)*. This designation comprises most retail, dining, entertainment and similar businesses that are conducted primarily indoors. Service Commercial uses generally provide services or entertainment, as opposed to products, to consumers for household use or for business services. Such uses may include, but are not limited to, eating and drinking places, hotels and motels, finance, real estate and insurance, and personal services.

9. *General Commercial (GC)*. This designation comprises more intensive retail and service uses than described under Service Commercial above. General Commercial uses typically require outdoor display and/or storage of merchandise, greater parking requirements, and tend to generate noise as a part of their operations. Such uses include but are not limited to shopping centers, grocery stores, auto, boat and recreational vehicle sales lots, tire and muffler shops, equipment rental, and **mini-warehouses and vehicle storage**.

10. *Downtown Commercial (DC)*. This designation shall comprise retail and service businesses that cater primarily to pedestrian traffic, including retail shops, personal services, entertainment or restaurants and bars, mixed with residential uses. Downtown commercial users typically do not include (or cater to) automobile-dependent uses. Mixed-uses can occur within a single building or as multiple structures on the same property. In general, residential uses will be above or behind the primary commercial uses.

11. *Industrial (I)*. This designation comprises both light and general industrial uses. Light industrial includes non-polluting manufacturing and processing, wholesaling,

warehousing and distribution and other similar activities, which tend to require large buildings and to generate more large-truck traffic than other types of land uses.

General industrial comprises more intensive manufacturing and processing operations than those in light industrial zones. However, all heavy industrial uses (as well as light industrial uses) must meet the performance standards in the zoning ordinance to prevent undue adverse impacts from noise, smoke, dust, glare and other bulk controls.

12. *Professional Office (PO)*. This designation shall include personal and professional service businesses that commonly locate in office buildings, such as banks, medical and dental clinics, accounting, law, real estate, insurance, travel agencies and similar businesses.

~~13~~13. *Parks/Open Space (P/O)*. This designation shall include public neighborhood, community and regional parks, recreational facilities, and undisturbed natural open space preserved through acquisition by the city or other public entity, transfer of development rights, dedication or other mechanism. Potential sites for parks, recreation facilities and dedicated open space shall be denoted on the plan map to indicate that that use is appropriate, but the exact location may not yet be determined.

~~13~~14. *Public Facilities School (PFS)*. This designation shall include potential and existing sites for educational facilities operated by the school district.

~~14~~15. *Public Facilities City (PFC)*. This designation shall include potential and existing sites for city-owned or operated facilities.

~~15~~16. *Special Regional Use (SRU)*. This designation shall include county, state, or federally owned and operated facilities located within the city's urban growth area. These include the Washington State Reformatory, Public Library, and the Evergreen State Fairgrounds, all of which are regionally used.

~~16~~17. *Mixed-Use (MU)*. Mixed-use areas should be concentrated in areas of the city characterized by mixed uses; where there is the ability to develop land efficiently through the consolidation and infill of under-utilized parcels; and where infrastructure, transit and other public services/facilities are available or where the city or proponent can provide public services. Mixed-use areas encourage office, retail, and light-industrial uses; compatible high technology manufacturing; institutional and educational facilities; parks and other public gathering places; entertainment and cultural uses; and attached residential units up to 20 dwelling units per acre integrated throughout the district, within the same property, or inside a single building.

Design controls will increase compatibility among the mixed-uses on both the site and structures. Standards to integrate development may include but not be limited to coordinated building design, signage, landscaping, and access configuration.

The city will implement this designation by more than one zoning classification. Determination of the appropriate zoning classification shall take into account the density of nearby existing development and the capacities of existing and projected public facilities.

LUP-1.2 - Ensure that new development does not outpace the City's ability to provide and maintain adequate public facilities and services by allowing new development to occur only when and where adequate facilities exist or will be provided.

LUP-1.3 - The City will coordinate concurrency review. Developers shall provide information relating to impacts that the proposed development will have on public facilities and services including schools, sanitary sewer, water, transportation and parks, as established in the capital facilities element. The city shall evaluate the impact analysis and determine whether the development will be served by adequate public facilities.

LUP-1.4 - Establish and maintain a procedure in the City's development review process to assess the growth impacts of major development proposals.

LUP-1.5 - Coordinate with the County to conserve rural amenities and to limit development outside of the designated urban growth area in a manner that minimizes adverse impacts on the city and its residents.

LUP-1.6 - Examine various approaches to development (such as clustering and/or lot size policies) that might permit the overall density policy to be more readily adapted to specific areas within a Joint Comprehensive Planning Area.

LUP-1.7 - The City will consider requests for annexation only from owners of property within the current Urban Growth Area.

LUP-1.8 - Encourage development of connector roads, particularly running east/west, to improve access between residential developments, between residential and commercial developments, and between commercial developments.

LUP-1.9 - Create policies and regulations that promote the development of alternative modes of transportation such as walking and biking paths, transit or other multi-modal types.

Goal

LUG-2 - Develop and promote Downtown as a regional destination and the heart of the community with a strengthened economy, a diverse range of businesses, service, housing, entertainment and public amenities.

Policies

LUP-2.1 - Ensure that new development and redevelopment in the Downtown Area meets the goals, objectives and design guidelines specified in the Downtown Sub-Area Plan.

LUP-2.2 - Recognize and reinforce the four downtown sub-areas: Historic Main Street, Al Borlin

Park Neighborhood, Downtown Neighborhood and the Rails and Roads Neighborhood.

LUP-2.3 - Create a focal point as a community gathering place and program a wide variety of public festivals and events throughout the year.

LUP-2.4 - Develop downtown to be pedestrian, bike and transit oriented with safe pedestrian connections throughout downtown.

LUP-2.5 - Enhance all neighborhoods with enhanced gateways and streetscapes, landscaping, adequate parking for local and visitor traffic, signage and pedestrian amenities.

LUP-2.6 - Develop a historic preservation program that identifies historic resources and creates policies and regulations to preserve and protect resources with historic building code provisions and incentive programs.

Goal

LUG-32 - Develop the North Kelsey Area into a vibrant, mixed use development that will provide a visible and accessible commercial and civic town center.

Policies

LUP-23.1 - Ensure that new development meets the goals, objectives and design guidelines specified in the North Kelsey Sub-Area Plan as adopted or amended and codified in the Monroe Municipal Code and Downtown Sub-Area Plan.

LUP-3.2 - Increase the City's economic vitality with a variety of commercial uses.

LUP-3.3 - Provide for uses and services that meet the needs of Monroe's diverse population by encouraging a variety of commercial uses that serve both local and regional needs.

LUP-3.4 - Create a strong identity for the development with unique and appropriate architectural design that combines traditional and modern elements, emphasizes landscaping and greenery, and involves local artists where possible.

LUP-3.5 - Encourage pedestrian accessible development with pedestrian connections between uses; streetscape amenities for pedestrians; separation of pedestrians and vehicles along arterials where possible; parking lot screening; safe bicycle access throughout the development; and encourage large-scale uses to provide multiple entries and minimize blank walls.

Goal

LUG-34 - Accommodate the city's expected growth in a way that enhances its character, quality of life and economic vitality.

Policies

LUP-34.1 - Expand the UGA to allow extension of services as needed to provide additional land for residential and employment opportunities.

| LUP-34.2 - Review zoning regulations and existing development to see where higher density additional residential development should be allowed and encouraged.

| LUP-34.3 - Consider creating design guidelines for residential, commercial, industrial and mixed-use areas.

| LUP-34.4 - Consider creating a tree retention policy.

Agricultural Preservation

Goal

| LUG-45 - Cooperate with the County to preserve prime and unique agricultural lands of significant acreage in valleys or peripheral parcels within outside the planning urban growth area that are cannot currently be served by public sewers.

Policies

| LUP-45.1 - Discourage the incorporation of agricultural lands into the city limits unless the intent is to redesignate the lands to a higher, urban land use.

| LUP-45.2 - Criteria used to define good agricultural land should also define urban development lands. The city and county should establish additional criteria to separate agricultural lands from urban development lands.

| LUP-45.3 - Encourage appropriate land uses as a transition between urban and agricultural uses.

| LUP-45.4 - Support agricultural land preservation, particularly in the county's designated river way agricultural lands located generally west of the city limits, east of the city limits along the US-2 highway corridor, and generally south of the city and the Skykomish and Snohomish Rivers.

Residential Development

Goal

| LUG-56 - Promote the small-town atmosphere of the City by providing that new residential development must be compatible with the present housing stock, yet provide for a broad range of housing types and densities.

Policies

| LUP-56.1 - Designate residential areas that offer a variety of housing densities, types, sizes, costs, and locations to meet future demand.

| LUP-56.2 - Encourage future residential development to be especially compatible with the densities and housing patterns now exhibited in the planning area.

| LUP-56.3 - Determine housing densities by the natural landscape and its features, existing land

use patterns, the availability of public facilities, and the impacts upon public roadways.

| ~~LUP-56.3.1~~ - Locate multi-family dwelling complexes and mobile home parks where access to roadways can be provided without creating undue congestion or disruption of established single-family residential neighborhoods.

| ~~LUP-56.4~~ - Give preference to planned residential development (PRD) solutions for residential subdivision development.

| ~~LUP-56.4.1~~ – Continue to monitor the effects of the Planned Residential Development (PRD) section of the Zoning Ordinance to:

1. Provide for more protection of environmentally sensitive areas;
2. Include design guidelines; and
3. Require greater flexibility in design and provide “density bonuses” for imaginative design, preservation of environmentally sensitive areas, and a broad range of housing alternatives.

| ~~LUP-56.5~~ - Require all PRDs, multi-family developments, and mobile home parks to submit detailed binding site plans prior to approval of a plat or issuance of building permit.

| ~~LUP-56.6~~ - Incorporate performance standards into multi-family and mobile home park sections of the Zoning Ordinance that would be designed to:

1. Require detailed landscaping, parking and building plans to insure proper screening/buffering between land uses;
2. Provide for landscaped or natural open space, greenbelt, or pedestrian trails; and,
3. Ensure protection of environmentally sensitive areas and ensure that stormwater runoff from new upland development is controlled to protect lowland areas from potential stormwater problems. This standard is currently addressed in the City's Sensitive Area Guidelines.

| ~~LUP-65.7~~ - Allow individual factory-built housing, which meets the certification standards of the State Labor and Industries Code, to be located outright in single-family residential areas.

| ~~LUP-56.8~~ - Permit manufactured home developments in single-family residential areas only through use of the Planned Residential Development Ordinance.

| ~~LUP-56.9~~ - Adopt strict performance criteria, density provisions, and location regulations so that scattered multi-family residential uses and/or congregate care/senior-living facilities shall be allowed as conditional uses in areas designated for primarily single-family residential use (3-5 and 5-7 dwellings per acre) as long as the criteria are met.

| ~~LUP-5.10~~ – ~~Explore adoption of a mixed-use ordinance and a mixed-use overlay designation on the Comprehensive Plan Land Use Map.~~

| ~~LUP-56.11-10~~ – ~~Continue to Encourage the development of affordable housing policies.~~

Annexations

Goal

| *LUG-67* - Allow annexations to occur when the City determines that it is beneficial to provide urban services to an area contiguous to the City to promote growth at prescribed urban densities, it is in the best interest of the City, and it is feasible to extend such services and facilities without burdening its financial resources.

Policies

| *LUP-67.1* - Require that an area to be annexed be contiguous to the City and within the Urban Growth Area (UGA).

| *LUP-67.2* - Require that the area to be annexed be developed at a sufficient density to warrant the extension of services.

| *LUP-67.3* - Determine that qualitative advantages both to the City and to the area to be annexed outweigh any disadvantages associated with the annexation.

| *LUP-67.4* - Require that urban services be provided to a newly annexed area within a reasonable time period.

| *LUP-67.5* - City sewer services may, by decision of the City Council, be extended into unincorporated portions of the Urban Growth Area, but not without that area first seeking annexation into the city. Properties outside of the incorporated city limits, but within the UGA, that have been subject to a previous annexation proposal, may be served by the extension of city sewer services; provided that the property owner(s) sign a covenant agreeing not to protest eventual annexation by the city.

| *LUP-67.6* - Seek to expand the area of annexation proposed when such an expansion is based on natural features, would serve to make the city boundaries more regular or where the area to be served provides for a logical extension of city services and is within the UGA.

| *LUP-67.7* - Work with property owners and affected citizens in annexation proposals to preserve the existing neighborhood character and identity consistent with the goals and policies of the Comprehensive Plan.

| *LUP-67.8* - Document and assess the following factors before annexation of an area occurs:

1. Extent, quality, and/or quantity of urban services and facilities already existing in areas to be annexed.
2. Extent, quality, and/or quantity of urban services and facilities to be supplied after annexation.
3. Costs of furnishing needed services.
4. Amount of potential revenue from annexation areas (e.g. property tax and other sources).

5. Financial balance (excess of costs or excess of revenue).

| *LUP-67.9* - Follow procedures for annexation in accordance with state regulations and the review process of the Snohomish County Boundary Review Board.

Non-Conforming Uses

Goal

| *LUG-7.8* - Encourage development both within and outside the corporate limits of Monroe to be consistent with the goals and policies of the Comprehensive Plan.

Policies

| *LUP-7.8.1* - Discourage nonconforming uses except where the nonconforming uses can be made compatible with other area land uses through a conditional use permit process.

| *LUP-7.8.2* - Policy LUP-7.1 will govern treatment of nonconforming uses in the zoning code. Uses that are generally considered to be compatible are:

- Single-family and multi-family
- Multi-family and commercial
- Commercial and single-family
- Single-family, multi-family and light industry

Uses that are generally considered to be incompatible are:

- Heavy industrial, and single-family, multi-family
- High volume, auto oriented commercial and residential uses

Commercial Development

Goal

| *LUG-8.9* - Provide for increased commercial development in the Monroe area that will enhance the character of major traffic corridors, downtown Monroe, and provide opportunities for neighborhood convenience shopping facilities within primarily residential areas.

Policies

| *LUP-8.9.1* - Encourage new commercial development to be located near major traffic corridors that provide adequate traffic flow capacities, parking areas and easy pedestrian access among shops and buildings.

| *LUP-8.9.2* - Promote neighborhood convenience commercial centers to serve the convenience needs of the surrounding residential neighborhoods.

| *LUP-8.9.3* - Adopt performance criteria and location regulations for neighborhood convenience commercial centers within existing residential areas as part of the Zoning Ordinance.

| *LUP-89.4* - Encourage and enhance the current mixture of businesses and residences on Main Street and throughout the downtown core as it is attractive and contributes to the character of Monroe.

| *LUP-89.5* - Require adequate buffering whenever new commercial or industrial uses abut residential neighborhoods.

| *LUP-89.6* – Limit land uses in the northern part of the Blueberry Manor site to compatible low-traffic volume generating commercial uses developed in a way to minimize impacts.

| ~~*LUP 8.67* – Ensure that new development and redevelopment in the Downtown Area meets the goals, objectives and design guidelines specified in the Downtown Sub Area Plan as adopted and amended and codified in the Monroe Municipal Code.~~

Goal

| *LUP-910* - Encourage commercial development designs that allow economically feasible development while at the same time providing attractive focal points in the community.

Policies

| *LUP-910.1* - Require all new commercial developments to submit detailed site plans prepared by professional site planners prior to issuance of a building permit.

| *LUP-910.2* - Require all commercial developments to be carefully located and designed to minimize the adverse impacts of traffic volumes, noise, stormwater runoff, drainage patterns and other related problems on surrounding land uses.

| *LUP-910.3* – Using the Downtown Master Plan and Design Guidelines, work with the downtown property owners to solve the area's parking problems, downtown amenities, and other improvements.

Goal

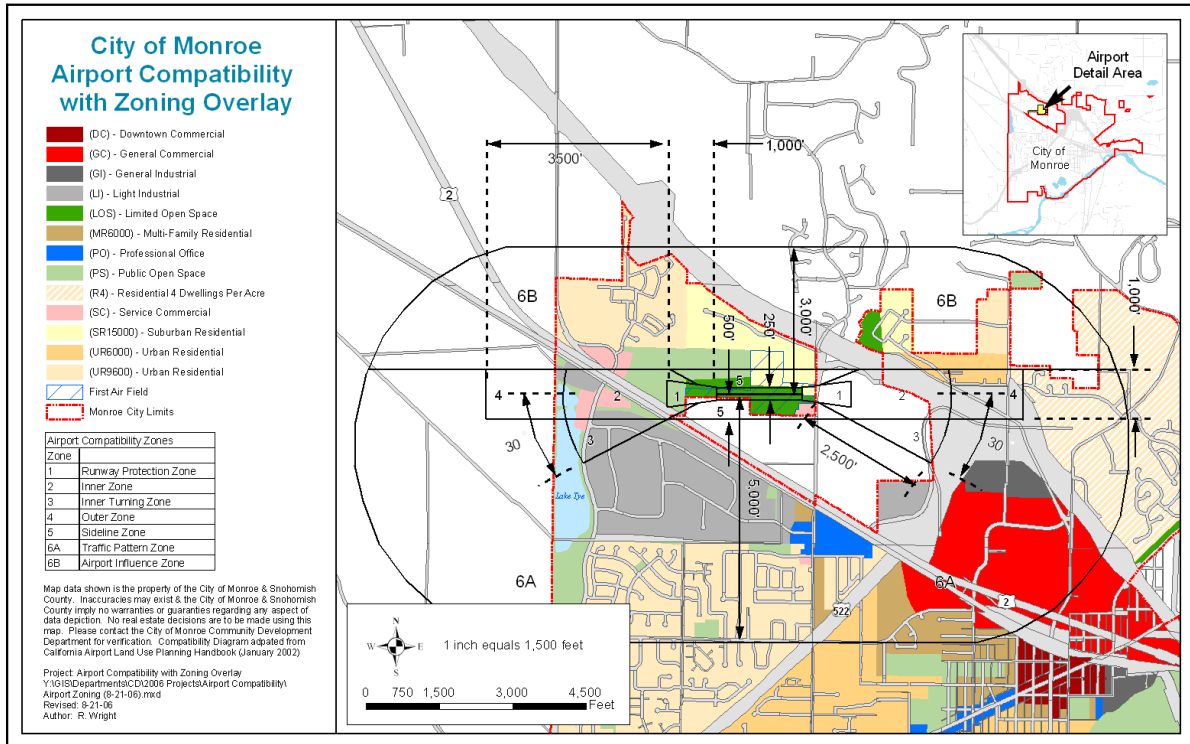
| *Goal LU-1011* – Protect First Air Field, a public-use general aviation airport, from nearby incompatible uses and developments to sustain its long-term viability.

Policies

| *Policy LU-1011.1* – Recognize First Air Field as an essential public facility and a significant economic resource.

| *Policy LU – 10.2* – Coordinate the protection of FirstAir Field with Snohomish County by developing consistent development regulations that utilize ~~WSDOT Aviation Airport and Land Use Compatibility guidelines and other~~ best management practices for encouraging compatible land uses adjacent to FirstAir Field.

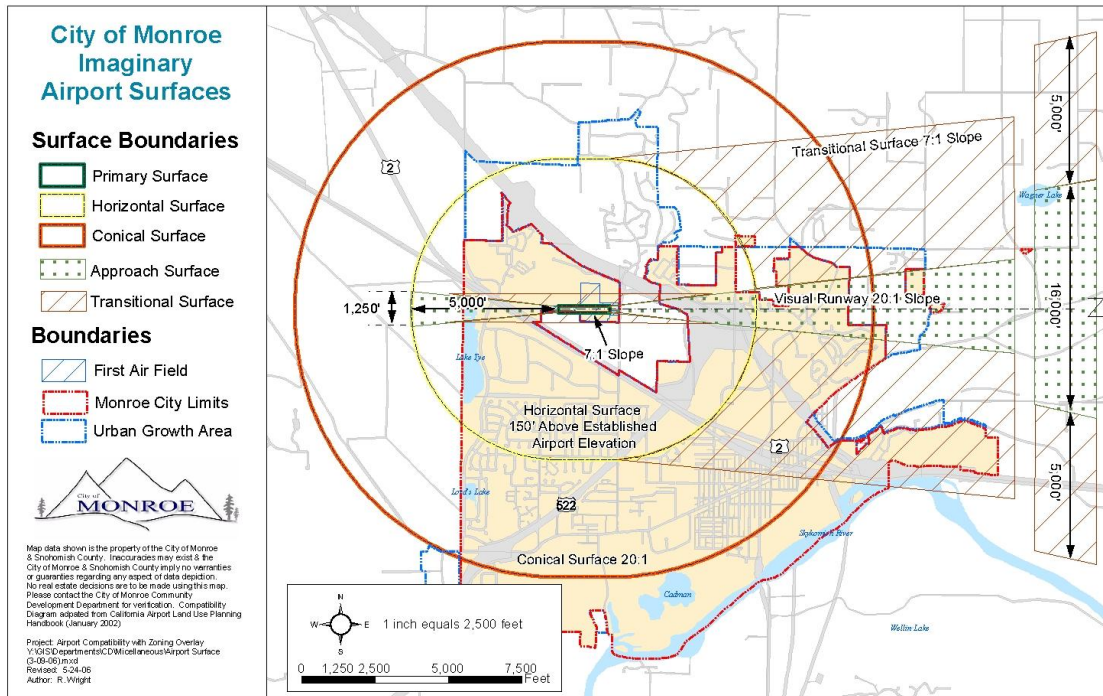
Policy LU-~~4011~~.3 – Enact land use regulations that establish an airport overlay zone to restrict incompatible land uses that would create hazards and/or interfere with airport activities. The land use regulations will at a minimum address height limitation, visual hazards, and transmissions that would interfere with aviation communications.



Policy LU-~~4011~~.4 – Prohibit the siting of uses that attract birds, create visual hazards, discharge any particulate matter in the air that could alter atmospheric conditions, emit transmissions that would interfere with aviation communications and/or instrument land systems, or otherwise obstruct of conflict with aircraft patterns within airport influence areas.

Policy LU-~~4011~~.5– Encourage open space/clear areas and utilize zoning criteria within key areas adjacent to the airport to facilitate protection of the airport as an essential public facility. Application criteria may include the clustering of development, locating structures away from the extended centerline or the runway, and discouraging public assembly.

Policy LU-~~4011~~.6 - Prohibit structures and trees from penetrating airspace surfaces as defined by Title 14 of the Code of Federal Regulations Part 77, except as necessary and incidental to airport operations.



Policy LU-~~1011~~.7 – Support and accommodate necessary and continued expansions of the airport facility to maintain minimum standards established by the Federal Aviation Administration.

Policy LU-~~1011~~.8 – Support activities that make First Air Field an economically viable airport.

Policy LU-~~1011~~.9 – Encourage economic development opportunities and infrastructure investment that support First Air Field.

Policy LU-~~1011~~.10 – Support intermodal connections to airport facilities where practical to insure sufficient transportation connections.

Policy LU-~~1011~~.11 – The city shall provide airport staff an opportunity to review development proposals to prevent interference with the operations of the airport runway or communication system.

Industrial Development

Goal

LUG-~~11~~.12 - Promote industrial growth, which will provide a healthy employment base for local citizens, complement existing industrial uses and provide for projected needs.

Policies

LUP-~~11~~.1 - Provide opportunities for various types and intensities of industrial development to

locate in areas of the City that are suitable for such development, based on characteristics such as existing land use, natural features, transportation and utility services and associated environmental impacts.

| ~~LUP-1212.1.1~~ – Designate the gravel resource area north of US-2 for industrial gravel extraction operations and phase reclamation of the area for other uses.

| ~~LUP-1212.1.2~~ – Maintain use of the area currently zoned for industry along the Burlington Northern Railroad tracks and develop policies for creating a definitive boundary for southern expansion of industry on that area (e.g., require a buffer of dense trees between this area and agricultural and residential areas to the south) in accordance with the Fryelands Industrial/Commercial Park.

| ~~LUP-1212.1.3~~ – Encourage industrial development to locate on soils suitable for such development without substantially altering the drainage patterns and flows of the area.

| ~~LUP-1212.2~~ - Buffer industrial developments from surrounding uses such as residential, public open space and light commercial uses.

| ~~LUP-1212.3~~ - Review zoning regulations regarding permitted uses in industrial zones to ensure uses allowed fit the definition of industrial.

| ~~LUP-1212.4~~ - Slowly expand the southwest UGA to the west, south of Old Snohomish-Monroe Road, to provide additional land to accommodate projected industrial demand.

Cultural and Historic Resources

Goal

| ~~LUG-1213~~ - Protect and promote the city's historic, cultural, and archaeological resources.

Policies

| ~~LUP-1213.2~~ – Develop a historic preservation program for the City of Monroe consistent with the timeline and guiding principles adopted in the Monroe Downtown Master Plan. This program should be developed in cooperation with the Monroe Historical Society, DREAM, and affected property owners.

| ~~LUP-1213.2~~ - Use the Cultural Resource Inventories created and maintained by the Historical Society, Snohomish County, and the State of Washington, including the State and National Register Listings, as the primary source of information regarding cultural resources.

| ~~LUP-1213.3~~ - Encourage the identification and documentation of cultural resources in all land use plans and other documents, as may be appropriate, that the city produces or over which it exercises approval.

| ~~LUP-1213.4~~ - Promote the preservation of identified archaeological, historic, and cultural resources.

| ~~LUP-12~~13.5 - Seek to mitigate negative impacts to cultural resources when possible.