



# Parks, Recreation, & Open Space Plan



**FINAL DRAFT PLAN  
JANUARY 2022**







# City of Monroe Parks, Recreation, & Open Space Plan

Final Draft | January 2022



Prepared by:  
**MIG, Inc.**  
[www.migcom.com](http://www.migcom.com)

In association with Community Attributes, Inc.

# Letter from Our Mayor

January 2022

In 2021, the Monroe City Council adopted a vision for who we aspire to be today and the type of community we aspire to be in 2050. This vision is known as “*Imagine Monroe*.” All of our plans, policies, budgets, and City operations will strive to realize this vision. *Imagine Monroe* reads:

*Imagine Monroe -*

*A lively center **surrounded by nature**. A place of **beauty and goodwill**.*

***Our parks, waterways, and environment are healthy and accessible for everyone to enjoy.***

*Our historic downtown and business districts are thriving and full of locally-owned businesses and locally-sourced products.*

*We can find everything we need with regional connections and with **a variety of choices** for work, housing, dining, shopping, **arts, and activities**.*

*Friendly and responsive, **we strengthen connections through gathering spaces, events, services, and community-centered infrastructure – creating a safe place for all.***

***In Monroe, everyone feels at home, and everyone feels they belong.***

Monroe’s parks and green spaces are clearly reflected in and named in *Imagine Monroe*, especially in the text emphasized in bold above. And it is *Imagine Monroe* that has guided the development of our 2022 Monroe Parks, Recreation, and Open Space (PROS) Plan. This PROS Plan, two years in the making, represents a comprehensive and collaborative blueprint to meet our growing recreation, and community-building needs of our residents of all ages, backgrounds, and lived experiences.

THANK YOU to all our residents, employers and employees, visitors, City Council, boards and commissions, community advocates and partners, and City staff who, through their participation and input with surveys, interviews, and community outreach events including the Monroe Farmer’s Market, Monroe PRIDE, and National Night Out Against Crime, helped us chart a path that leads us collectively to delivery of the highest quality parks, facilities, programs, and events for our diverse community.

Through this PROS Plan, and together, we will strive to realize *Imagine Monroe* through our parks, recreational facilities, and open spaces – creating a safe place for all, where everyone feels at home, and everyone feels they belong.

-Mayor Geoffrey Thomas



# Table of Contents

<b>Acknowledgements .....</b>	<b>iv</b>
<b>Executive Summary.....</b>	<b>vi</b>
<b>Chapter 1: Introduction .....</b>	<b>1</b>
Purpose of the Plan .....	2
Planning Process .....	3
Relationship to Other Plans .....	3
Plan Organization .....	4
<b>Chapter 2: Existing Park System.....</b>	<b>7</b>
Park Land.....	8
Recreation Facilities.....	11
Trail Corridors .....	12
Activities and Programs .....	13
Maintenance and Operations.....	14
Other Resources.....	15
<b>Chapter 3: Needs Assessment .....</b>	<b>17</b>
Demographics and Market Characteristics .....	18
Community Preferences and Priorities .....	24
Community Park and Recreation Needs.....	32
<b>Chapter 4: Vision and Goals .....</b>	<b>45</b>
Vision Framework .....	46
Goals and Objectives.....	48
<b>Chapter 5: Implementation.....</b>	<b>63</b>
Recommended 20-Year Enhancements .....	64
Capital Improvement and Operations Costs .....	66
Prioritization Criteria.....	69
Year Action Plan .....	70
Funding and Financing Strategies .....	72
<b>Appendices</b>	
Appendix A: Inventory and Facility Maps.....	A-1
Appendix B: Online Questionnaire Summary .....	B-1
Appendix C: Prioritization Workshop and National Night Out Event Summary .....	C-1
Appendix D: Site Improvement Needs.....	D-1
Appendix E: Park Development.....	E-1
Appendix F: Site Recommendations.....	F-1
Appendix G: Capital Project List and Costs .....	G-1
Appendix H: Funding Strategy .....	H-1

# List of Figures, Tables, and Maps

## FIGURES

- Figure 1-1: The Planning Process
- Figure 3-1: City of Monroe Share of Households by Household Income, 2018
- Figure 3-2: Social Media Posts
- Figure 3-3: Perception of Park Value
- Figure 3-4: New Activities
- Figure 3-5: System Satisfaction
- Figure 3-6: Trail Connections
- Figure 3-7: System Satisfaction
- Figure 3-8: How Exciting Would a Linked “Riverfront” Be?
- Figure 3-9: Should Parks Funding Change to Reflect your Value of Parks?
- Figure 3-10: Bond Measure Support
- Figure 3-11: Support for Property Tax Rate Increase
- Figure 3-12: New or Expanded Programming and Events
- Figure 3-13: New Features or Facilities Desired in Monroe’s Parks
- Figure 3-14: New Activities Desired in Monroe
- Figure 5-1: Recommendations by Goals
- Figure 5-2: 20-Year Sites Costs by Category

## TABLES

- Table 2-1: City Park Lands by Classification
- Table 2-2: City Recreation Facilities by Type
- Table 2-3: City Trails
- Table 2-4: Full-Time Park Operations and Maintenance Staffing History (FTE)
- Table 3-1: Monroe’s Primary Market Segments
- Table 3-2: Park LOS Standards and Needs
- Table 5-1: Number of Park Sites Proposed for Improvement by Park Type
- Table 5-2: 20-Year Capital Cost Summary by Site or Project
- Table 5-3: Parks and Recreation Capital Projects Action Plan
- Table 5-4: Estimated Annual Maintenance Costs Increases (for Action Plan Implementation)
- Table 5-5: Parks Capital and Maintenance Funding Needs Projection, 2022-2028

## MAPS

- Map 1-1: Existing Parks and Trails
- Map 3-1: Proposed Riverfront Park Development
- Map 3-2: Park Access
- Map 3-3: Trail Connectivity Opportunities
- Map 5-1: Site Recommendations

## Acknowledgements

Thank you for the active involvement, support, and input from our community leaders including residents, the Park Board, Planning Commission, City staff, community organizations, frequent parks system users, and others who contributed to this Parks, Recreation, & Open Space Plan.

### Mayor

Geoffrey Thomas

### CITY OF MONROE STAFF TEAM

Deborah Knight, City Administrator  
Mike Farrell, Parks & Recreation Director  
Ben Swanson, Community Development Director  
Katie Darrow, Events & Tourism Coordinator  
Rich Huebner, Management Analyst  
Dale Olson, Parks Supervisor  
Becky Hasart, Finance Director

### City Council

Patsy Cudaback  
Ed Davis  
Heather Fulcher  
Jason Gamble  
Kevin Hanford  
Jeff Rasmussen  
Kirk Scarboro

## Boards and Commissions

### PARK BOARD

Tami Kinney  
Ron Petrick  
Daniel Enrico  
Keith Dahlenburg  
Jessie Robinson  
Kyle Fisher  
Devlin Piplick

### PLANNING COMMISSION

Michael Stanger  
Dionne Miller  
Kyle Fisher  
Bridgette Tuttle  
Elly Britt  
W. Jay Bull, Jr.  
Liz Nugent









# Executive Summary

Monroe's Parks, Recreation, & Open Space (PROS) Plan identifies community-driven recommendations to improve and enhance parks, recreation facilities, trails, events, and related services over the next 20 years. It will guide short- and long-term park enhancements that are key to our community's legacy, health, beauty, and vibrancy.



**PROS Vision: Great parks, natural areas, and trails foster safe and welcoming places for people of all ages and backgrounds to gather and recreate, while these spaces protect our waterways and create an active, beautiful, livable, and inclusive city.**



Imagine Monroe as a lively community surrounded by nature. Our accessible parks, waterways, and greenspace offer a serene backdrop for our healthy, vibrant neighborhoods. Walking and biking trails connect our historic downtown, business district, neighborhoods, and schools, expanding access to parks, gathering spaces, and other destinations. Friendly and responsive, the city is widely recognized for its outdoor recreation activities, special events, and community-centered infrastructure – creating safe and welcoming places for all.

***Parks, trails, and open space are critical to this vision for the future.***

The 2022 PROS Plan guides the City’s future investment in parks, facilities, trails, programs, and events—so that Monroe can be the community that residents want to see. Based on outreach and a technical assessment of community priorities and needs, the PROS Plan provides 20-year, strategic guidance for the entire park and recreation system. It also identifies specific park enhancement projects and a funding plan for the next 6-years. This plan addresses the requirements of the State of Washington Growth Management Act (GMA) and the State of Washington Recreation and Conservation Office (RCO).

## **Advancing Equitable Access to Parks and Recreation**

Spanning a spectrum of different ages, ethnicities, incomes levels, and interests, all Monroe residents need safe and accessible greenspace and recreation opportunities. To understand the diverse needs of the community, development of the PROS Plan included a robust outreach process. This effort resulted in more than 1,100 participants providing input into shaping the PROS Plan.





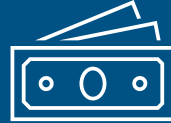


### Who We Are

Monroe has 17,373 residents, excluding MCC. Of this, nearly 20% are Hispanic or Latino, 69% White, and 11% other races and ethnicities. Monroe is expected to grow by 13% by 2035.



Monroe is known as a family-friendly city. Nearly one-third of residents are children and youth under the age of 20, and 38% are younger adults between the ages of 20-45.



A relatively high income gives 56% of Monroe households the ability to spend more on leisure and recreation than the average American. The remaining 44% do not have that luxury.



Monroe's parks and events attract many visitors from the Seattle-Tacoma area. Nearly 57% visit for the day, while 43% stay overnight contributing to Monroe's economic vibrancy.



### What We Currently Have

288 acres of park land at 17 sites, ranging from 0.1 acre to 104 acres in size.



23 local trails providing more than 14 miles of walking/biking opportunities



14 sports fields, 12 playgrounds, 7 sports courts, 7 picnic shelters, and specialized facilities such as a dog park and skate park



Boat launches, fishing access, and interpretive elements connect residents to Skykomish River and natural areas.



### What We Need

Continued quality park maintenance and the repair of aging and worn assets and parks



A greater variety of recreation facilities and programs



Park acquisition and development at key sites, such as North Hill, Cadman and the river greenbelt, downtown, and new neighborhoods



Enhanced trail connections, nature trails, and access to water trails

### What we Value

- Equity and Inclusion
- Safety
- Stewardship

- Community Livability
- Health
- Family-Friendly Activities

- Nature Access
- Trail Connectivity

- Vibrancy
- Commitment
- Collaboration

## Achieving our Community's Goals for Parks

The PROS Plan identifies new policies and an investment strategy to achieve the following goals over the next twenty years:

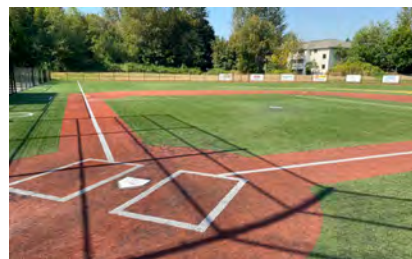
**Well-Stewarded Parks:** Manage, maintain, and revitalize parks, facilities, and natural resources to support safe, attractive, inclusive, and engaging recreation and green space.

**Vibrant Riverfront:** Enhance parks, recreation amenities, and trails along the Skykomish River to create a welcoming riverfront system that supports local use and recreation tourism.

**Outdoor Recreation Hub:** Provide unique and inclusive amenities that attract residents and visitors to Monroe's outdoor opportunities, activities, and events.

**Park Access:** Develop parks and remove barriers to ensure residents have equitable access to open spaces and recreation opportunities within walking or biking distance from home.

**Connectivity:** Provide an interconnected network of multi-use trails, walkways, and bikeways connecting city and regional destinations.

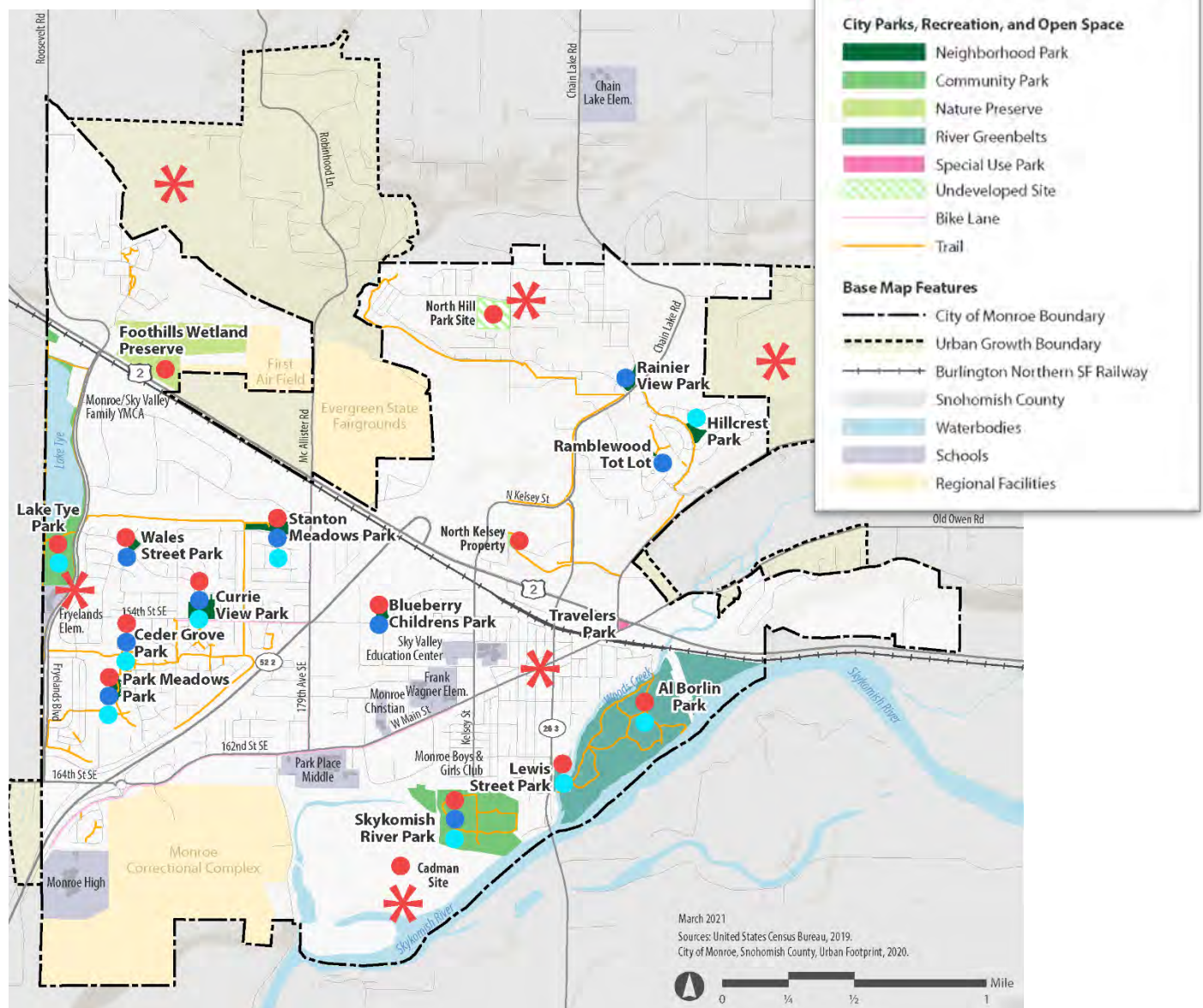


## 20-Year Park System

In the long term, the City will move towards a park system with the following enhancements:

- Three new neighborhood parks that provide close-to-home recreation options in residential areas;
- An interconnected river greenbelt with a riverwalk trail and improved Al Borlin and Cadman parks;
- Major renovations to Lake Tye Park to provide new types of recreation options and more events;
- New gathering spaces downtown and at the North Kelsey site;
- Replaced aging amenities at nine sites;
- Enhancements at eight existing parks; and
- An interconnected local and regional trail system.

### Site Recommendations





## Investing in our Future

To achieve the community's priorities for parks, recreation, and open space, Monroe should focus on the key projects identified in the short-term Action Plan. These projects will require a mix of capital, operations, and maintenance funds.



### Capital Funding:

- Grants
- Impact fees
- Voter-approved bond
- REET



### Maintenance and Operations Funding:

- General Fund \$
- Program fees
- Interest and other revenues

## Capital Projects Action Plan

Project	Capital Total
Public Art/Banners	\$40,000
Riverfront Master Plan	\$4,050,000
Cadman Phase I & II	\$17,825,000
Centennial Trailhead	\$3,960,000
Lake Tye Phase II	\$1,000,000
North Hill Park Design & Development	\$4,445,000
Northeast Monroe New Park Acquisition	\$3,000,000
Park Playground Equipment	\$4,245,000
North Kelsey - Public Plaza Festival Lot (EDAB)	\$1,775,000
Parks Info Stations (3)	\$18,000
Park Safety Security Cameras	\$30,000
River Interpretive Signs	\$200,000
Trail System Master Plan Connectivity (EDAB)	\$1,775,000
Trail Planning & Repair	\$90,000
<b>Total</b>	<b>\$42,453,000</b>

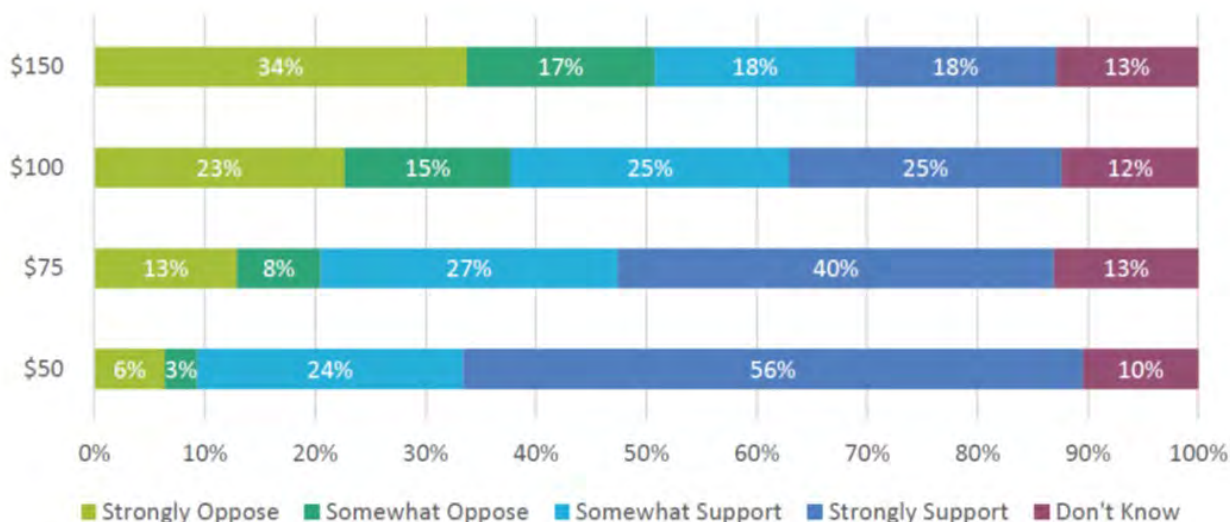
The PROS Plan engagement findings have already identified broad support for new park funding measures—especially those that help implement the priority projects in the Action Plan. The challenges faced over the last two years (including COVID, climate change, and changing economic circumstances) have helped us realize the importance of investing in City parks to support health, social gatherings, community resiliency, and economic vibrancy. The PROS Plan provides a successful blueprint and guidance for our community to rally behind the projects that will enhance our quality of life.

### Post COVID, should parks funding change?

**26%** Increase greatly

**50%** Increase somewhat

(Source: Bilingual Questionnaire)



**SUPPORT FOR BOND MEASURE:** At least half of residents or more that responded to the Bilingual Questionnaire reported a willingness to support or strongly support a tax measure to increase investment in parks and recreation.

## Next Steps









# CHAPTER 1

## Introduction

Parks, recreation opportunities, trails, and open space are vital to Monroe's identity and community livability. Monroe's parks and open spaces provide safe places for residents and visitors of all ages and backgrounds to socialize, play, exercise, socialize, and relax. Large parks with natural features or sports facilities such as, respectively, Al Borlin Park, Lake Tye Park and Skykomish River Park have become focal points for Monroe's community. As such, creating a Parks, Recreation & Open Space Plan will steward and support the parks and recreation system so that it continues to enhance the community's quality of life and access to nearby nature. This chapter introduces the Master Plan by defining its purpose, describing the planning process, providing an overview of document content and identifying alignment with other existing plans.

# Purpose of the Plan

The City of Monroe has updated its Parks, Recreation, & Open Space Plan (PROS Plan) to inventory existing physical and programmatic assets, identify community needs and priorities, and explore funding options. The plan also provides recommendations concerning the stewardship, improvements, and enhancements of parks, recreation facilities, trails, programs, events, and related services. This PROS Plan provides a 20-year, strategic directions for the park system, including needed park enhancement projects for the next 6-years. By outlining realistic funding options and grant eligibility, this plan provides implementable recommendations that align with PROS planning goals and overarching city goals and strategic directions.

# Planning Process

The PROS Plan process (Figure 1-1) guided City staff and community leaders throughout the project. Monroe’s community developed their vision and priorities through ongoing public engagement and technical assessments. This included a review of the City’s park inventory and resources, plus a more detailed assessment of needs for new and renovated parks, recreation facilities, and trails. This input and analysis provided a foundation for the development of long-term strategies and a short-term action plan that supports vibrant parks and recreation experiences for residents and visitors. The process culminated with this final adopted PROS Plan.

Figure 1-1: The Planning Process



## Relationship to Other Plans

The PROS Plan is consistent with and incorporates findings from the following documents. The dates of plan adoption are included in parentheses:

- **Imagine Monroe (2021):** The City adopted an aspirational vision that will guide the development of Monroe's plans, policies, budgets, and operations. The aspirational vision provides the framework for all of Monroe's plans and policies.
- **Comprehensive Plan (2015):** The City's current Comprehensive Plan provides policies to guide Monroe's future growth and development through the year 2035. This 2022 PROS Plan is consistent with those growth assumptions and will be adopted as an appendix to the plan. When the Comprehensive Plan is updated 2022-2024, the population-based park standards and recommendations for new parks in the PROS Plan will be updated simultaneously to reflect newer growth forecasts.
- **Monroe Transportation Plan (2015):** This plan guides the community, City staff, and City officials to provide a safe, balanced, multimodal transportation network. This PROS Plan assessed and incorporated trail recommendations from the Transportation Plan.
- **Lake Tye Park and Cadman Site Master Plans (2018):** These park master plans provide concept designs and cost estimates for two large undeveloped park sites in Monroe. Park programming recommendations were incorporated into this PROS Plan.
- **Skykomish and Snohomish Rivers Wayfinding Signage Design Intent (2019):** This project provided a county-wide sign package with guidelines for use associated with recreation and tourism projects along and adjacent to the Skykomish and Snohomish Rivers. This PROS Plan incorporated these sign guidelines for parks along the Skykomish River.
- **Skykomish-Snohomish Rivers Recreation Concept Plan (2018):** This document provides a framework for coordinating recreation management and informs related activities on the Skykomish and Snohomish Rivers across jurisdictions. The PROS Plan was guided by the Concept Plan's recommendations for recreational experiences along the rivers.



Imagine Monroe is an aspirational visioning project that was adopted in December 2021.



## Plan Organization

The Parks, Recreation, & Open Space Plan provides direction for the City's enhancement, preservation, and maintenance of parks, trails, open space, and recreation facilities over the next 20 years. In addition to this chapter (**Chapter 1: Introduction**), the remainder of this document is organized as follows:

**Chapter 2: Existing Park System** provides an overview of the existing parks and recreation assets, as well as the resources needed to maintain and operate those assets.

**Chapter 3: Needs Assessment** summarizes findings for parks, facilities, programs, and operational resources to define the level of service desired by the community and assess whether there are gaps between existing resources and future needs.

**Chapter 4: Vision and Goals** conveys the park system vision framework, goals, and objectives established by the community.

**Chapter 5: Implementation** presents 20-year recommendations and a 6-year action plan for priority short-term projects, summarizes capital and operations costs, and provides prioritization criteria and funding strategies.





**Appendix A: Park and Facility Inventory** summarizes and classifies existing park and facility data.

**Appendix B: Online Questionnaire Summary** provides the results from the online community questionnaire.

**Appendix C: Prioritization Workshop /National Night Out Event Summary** provides notes and key takeaways from the Prioritization Workshop and pop-up event held at Lake Tye Park to gather community input on priority projects.

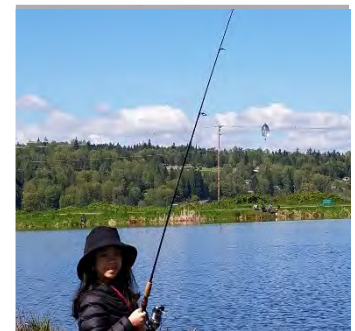
**Appendix D: Site Renovation Needs** compiles site condition assessment findings and a list of potential site improvement opportunities.

**Appendix E: Park Development** describes in added detail recommendations for four key projects, including Lake Tye Park renovations, the development and enhancement of the City's riverfront parks and riverwalk trail, and the development of the North Hill park and North Kelsey park.

**Appendix F: Site Recommendations Matrix** provides site-specific recommendations for Monroe's existing and proposed parks and trails to guide projects over the next 20 years.

**Appendix G: Capital Project List and Costs** introduces planning-level cost estimates for the 20-year Capital Improvement Plan and defines the assumptions used to estimate the costs.

**Appendix H: Funding Strategy** identifies potential capital and operations revenues and funding gaps in implementing the City's preferred Action Plan.









# CHAPTER 2

## Existing Park System

Monroe's residents and visitors enjoy a varied system of parks and open spaces from pocket parks like Blueberry Children's Park to large community parks such as Lake Tye Park. These green spaces provide a variety of athletic and outdoor recreation facilities, including active and passive recreation opportunities. In addition, the city and its partners offer a variety of recreation programs, events, volunteer opportunities, and services. This chapter inventories the city's existing park and recreation facilities, identifies its different types of open space, describes its programs and services, and discusses its current maintenance and operations practices.

## Park Land

The City of Monroe owns approximately 288 acres of park land at 17 sites, and more than 14 miles of trails. Fifteen of these parks (282 acres) are developed, providing places to play, gather, and experience nature. Two sites (six acres) are undeveloped, holding acreage in reserve for future park use (not including the Cadman site which is a planned park and not currently owned by the City). Map 2-1 in the following pages shows the location of existing parks and trails and Table 1, below, provides a summary of the inventory. At the end of the document, Appendix A provides the entire inventory by classification.

### PARK CLASSIFICATIONS

Monroe's parks can be classified in six categories that describe the function of these sites.

#### Community Parks

Community Parks are large parks, approximately 50-75 acres in size, that serve city residents and visitors. These parks support active and passive recreation activities, sports programs, large group gatherings and community events. Sites typically provide a variety of facilities and features such as destination playgrounds, group picnic areas, sports fields and courts, event space, and unique natural areas that attract most park users from within 5 miles and some visitors from throughout the region. These sites include support amenities such as off-street parking, restrooms, and shade to encourage longer use.



Lake Tye Park - a community park that offers a variety of amenities and facilities for group use.

#### Neighborhood Parks

Neighborhood Parks are smaller parks intended to serve nearby residents within walking or cycling distance of the park. These sites are smaller than five acres in size and typically provide easily accessible playgrounds, picnic areas, sports courts, and open grass areas for leisure and play.



Rainier View Park – a neighborhood park with ample space for picnicking and play.

#### Special Use Parks

Special Use Parks are parks intended to support a single function or specialized use. These vary in size and character and may include small urban plazas or green spaces serving residents, visitors, and tourists.

#### Nature Preserves

Nature Preserves are natural park sites intended primarily to preserve open spaces, natural resources, and critical areas. These sites may conserve unique or sensitive natural environments, provide wildlife habitat, and enhance ecological functions. Secondly, these sites may support passive uses such as, gathering, hiking, walking, boating, fishing, etc.



### River Greenbelts

River Greenbelts are park sites along the Skykomish River that support passive recreation and natural resource protection. Sites range in size and feature passive recreation and nature interpretation.

### Undeveloped Park Sites

Undeveloped Park Sites are unimproved City-owned properties intended for future park use. Sites may not allow current park access.



The Skykomish River adjacent to River Greenbelts such as Al Borlin Park, offers opportunities for fishing, floating, and whitewater rafting.

**Table 2-1: City Park Lands by Classification**

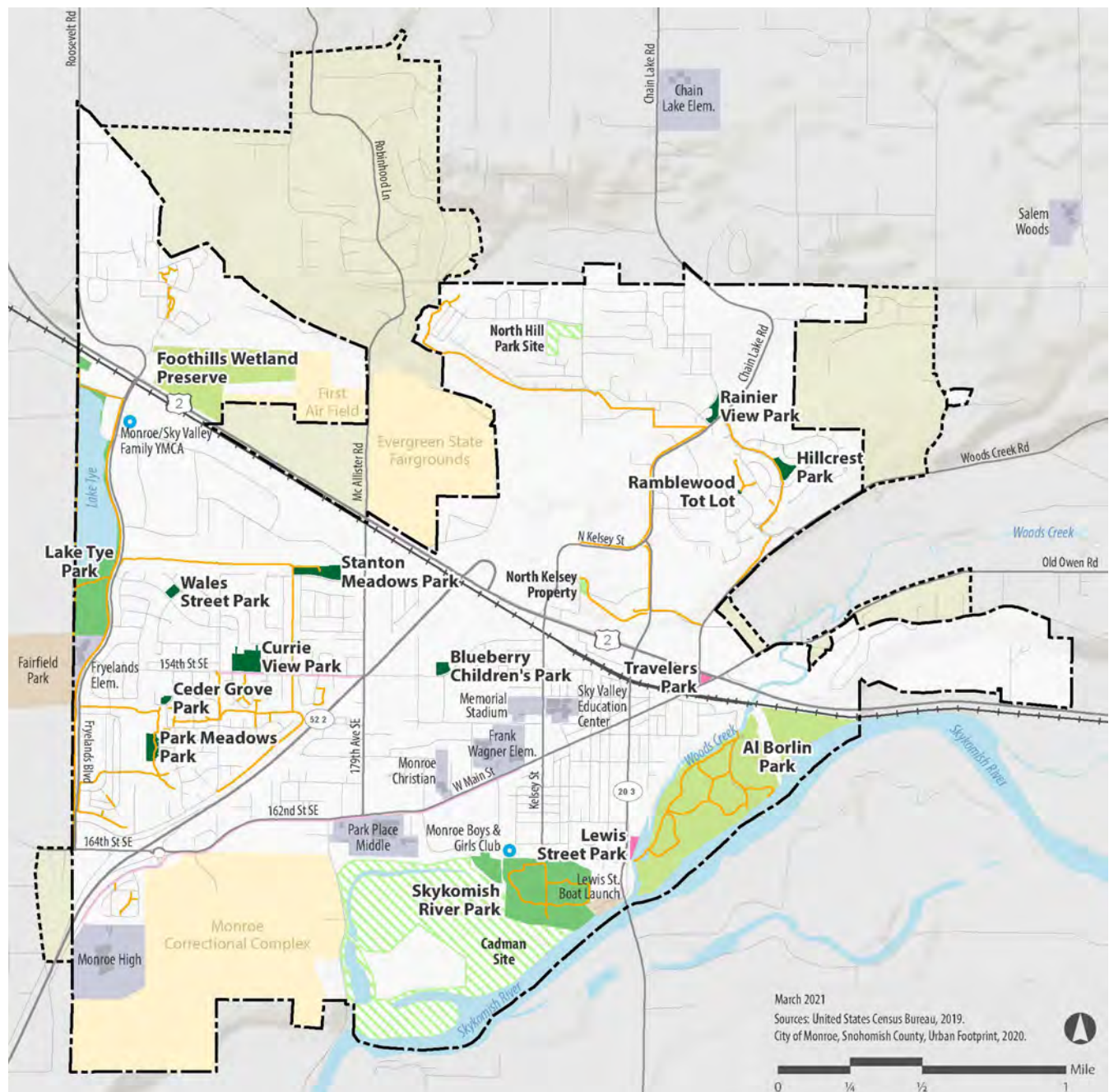
Classification	# of Sites	Total Acreage	Examples
Community Parks	2	114.3	Lake Tye Park & Skykomish River Park
Neighborhood Parks	9	15.0	Currie View Park, Rainier View Park, Wales Street Park
Special Use Sites	1	0.6	Travelers Park
Nature Preserves	1	46.7	Foothills Wetland Preserve
River Greenbelts	2	105.1	Al Borlin Park, Lewis Street Park
Undeveloped Park Sites	3	6.0	North Hill Site, North Kelsey Site
<b>TOTALS</b>	<b>17</b>	<b>287.7</b>	

Note: The complete park and facility inventory is located in Appendix A.

### Park Land Summary

- City parks range in size from 0.1 acres (Ramblewood Tot Lot) to 104.1 acres (Al Borlin Park).
- The City's park land is dominated by a few large community parks, river greenbelts, and nature preserves (over 90% of developed park acreage), mainly along the Skykomish River.
- The larger developed park sites provide the greatest variety of amenities and attract the most use from locals and visitors alike.
- Smaller neighborhood parks are the most plentiful in quantity (60% of developed park sites, but only 5% of the developed park acreage).
- Neighborhood Parks are primarily built by the initial housing developer and are well-distributed throughout Monroe to serve their adjacent neighborhoods (ranging from 0.1 to 4.3 acres in size).

Map 1-1: Existing Parks and Trails



## Legend

### City Parks, Recreation, and Open Space

- Neighborhood Park
- Community Park
- Nature Preserve
- Special Use Park
- Undeveloped Site
- Bike Lane
- Trail

### Other Parks/Recreation Facilities

- Recreation Facility
- Other Recreation Site

### Base Map Features

- City of Monroe Boundary
- Urban Growth Boundary
- Burlington Northern SF Railway
- Snohomish County
- Waterbodies
- Schools
- Regional Facilities



## Recreation Facilities

Monroe's park facilities support sports/athletics, outdoor recreation, specialized uses, and connections to nature. City parks also include amenities such as benches, tables, and restrooms that make parks comfortable and functional for all users. Monroe's residents also have access to nearby facilities and amenities provided at state or county parks, schools, and other public providers or non-profits.

Table 2-2 summarizes facilities and amenities in City parks. City parks are rich with sports facilities, including basketball courts, baseball/softball fields, and soccer pitches. These, and many other facility types, are primarily located within community parks.

On the other hand, play structures are chiefly positioned within neighborhood parks, giving nearby neighbors walkable access to children's recreation. However, many of these play structures need updating, and neighborhood parks lack facilities for adults and young adults.

**Table 2-2: City Recreation Facilities by Type**

Facility Type	#
<b>Outdoor Recreation</b>	
Dog Park	1
Grass Play Area	9
Picnic Shelter	7
Play Structure	12
Skate Park	1
<b>Athletic/Sports</b>	
Baseball / Softball Field	7*
Basketball Court	5
Fitness Equipment	7
Soccer Field	5**
Tennis Court	2
<b>Natural Features / Trails</b>	
Adjacent Water Feature	At 3 sites
Natural Area / Open Space	At 5 sites
Interpretive Elements	12***
Trails (Soft-Surface)	At 2 site
Trails (Hard-Surface)	At 3 sites

Facility Type	#
<b>Amenities</b>	
Barbecue	13
Benches****	62
Drinking Fountain	11
Flagpole	4
Parking (Off-Street)	At 9 sites
Picnic Tables***	44
Restroom (Permanent)	4
Shade Structure	7
<b>Specialized</b>	
Boat Launch	1
Concession Stand	2
Fishing Access	At 2 sites

\* Two fields located within Lake Tye Park have a joint-use agreement with Fryelands Elementary.

\*\* Two fields at Lake Tye Park are also striped for lacrosse.

\*\*\* This includes interpretive signage, historical markers, and dedication plaques.

\*\*\*\* These numbers only include tables that are permanently installed.

The complete park inventory is located in Appendix A.

## Trail Corridors

The City of Monroe provides 23 local trails that total over 14 miles in length. Most trails are part of the City's non-motorized transportation network, but all are maintained by the Parks and Recreation Department. These hard-surfaced, multi-purposed trails support both recreation and active (non-motorized) transportation. Several are interconnected creating two separate city networks, which are divided by Highway 2 and the railroad:

- **West Network:** Neighborhoods west of Highway 522 to Lake Tye Park
- **North Network:** Commercial areas north of Highway 2 to the North Hill neighborhoods

In addition to these trail corridors, several large parks include additional soft- and/or hard-surfaced walking trails. While Skykomish River Park and Al Borlin Park provide trails in parks along the river, the city core (areas south of Hwy. 2 and east of 522) is mostly void of trails. This leaves Monroe's historic district, the majority of schools and a large number of small businesses disconnected from the City's active transportation infrastructure network.



Al Borlin Park Trail provides a nature experience for various types of trail users.

**Table 2-3: City Trails**

Trail Name	Trail Type	Length in Miles
171 <sup>st</sup> Ave Trail	Asphalt Path	0.17
175 <sup>th</sup> Ave Trail	Asphalt Path	0.33
Al Borlin Park Pedestrian	Bark/Gravel Path	1.53
Al Borlin Park Vehicle/Pedestrian Access	Asphalt Path	0.30
Arbor Heights	Asphalt Path	0.14
Chain Lake Road	Asphalt Path	0.78
County Crescent	Asphalt Path	0.19
Farm at Woods Creek Concrete Blvd	Asphalt Path	0.56
Farm at Woods Creek Trail	Unspecified	0.27
Foothills Blvd Trail	Asphalt Path	0.27
Fryelands Blvd Trail	Asphalt Path	1.68
Lords Lake Trail	Asphalt Path	0.68

Trail Name	Trail Type	Length in Miles
Mountain View Trail	Asphalt Path	1.36
N. Kelsey	Asphalt Path	0.22
North Lords Lake	Asphalt Path	0.13
Park Meadows Trail	Asphalt and Bark/Gravel Path	0.69
Park Place Meadows	Asphalt Path	0.17
Sinclair Heights	Asphalt Path	0.53
Sky River Park Trail	Asphalt Path	0.90
Stanton Meadows Trail	Asphalt Path	0.75
Tjerne Place	Asphalt Path	0.53
Trombley Hill Trail	Asphalt Path	0.84
West Lake Tye	Asphalt Path	1.16
<b>Grand Total</b>		<b>14.2</b>



## Activities and Programs

Programs and services include organized, scheduled recreation, and leisure activities, such as events, camps, classes, sports league play. The City facilitates events and activities in parks and support other agencies and entities to help meet this need for Monroe's residents.

The City Parks and Recreation Department directly offers recreation programs and activities in three primary program areas:

- Community Events
- Volunteerism and Stewardship
- Outdoor Recreation

The City also hosts some adult sports and arts and culture programs. Outdoor recreation activities (nature-based adventure events, competitions, classes, and activities held outdoors) and large events (with the option off a mobile stage) attract a number of regional visitors and are very popular due to the presence of Lake Tye, the proximity of the Evergreen Fairgrounds (Speedway and Equestrian Facility), and the City's location *en route* to the mountain recreation areas to the east.

In Monroe, partners lead the following types of programs and services. In some cases, the City may support these by providing facilities, funding, or marketing or promotions.

- Aquatics (e.g., swimming, boating, fishing)
- Youth and Adult Sports
- Fairs and Festivals
- Special Interest
- Specialized/Therapeutic Recreation
- Health and Fitness
- Senior Programs
- Arts and Culture
- Environmental Education/Nature Interpretation
- Youth Camps
- Classes, and
- School Age Childcare

Groups that provide recreation, art, and tourism programs in Monroe include:

- Other public agencies,
- Community-based organizations and non-profits, and
- Local recreation and tourism businesses



Volunteers are a vital part of the care and well-being of the parks, recreation, and open space system.



Choose Monroe – the slogan of the tourism activity in Monroe is distributed via brochure, publication, and website to get all the latest information on events and activities being held in Monroe.

## Maintenance and Operations

Maintenance in Monroe's parks is the responsibility of the Parks and Recreation Department's Operations and Maintenance team. Staffed by six maintenance employees and four seasonal maintenance workers, the city employs 11 full-time maintenance positions in 2020, including supervision and administrative support positions. Table 2-4 shows the staffing changes by position since the 2008 recession. While the department's responsibilities have increased, reflected in new planning and events coordination positions, total staffing has not reached pre-recession levels. Notably, the total number of full-time operations staff is down three positions from 2008, while maintenance demands have increased as aging systems break down and need replacement. This staffing shortage is partially backfilled with additional seasonal positions (two to three in 2008 and five in 2020).

**Table 2-4: Full-Time Park Operations and Maintenance Staffing History (FTE)**

	2008	2020
Director	1	1
Senior Park Planner	0	1
Admin Support	1	1
Events & Tourism Coordinator	0	1
Supervisor	1	1
Park Operations Lead	0	1
Full-Time Maintenance Workers	9	5
<b>Total</b>	<b>12</b>	<b>11</b>

Source: 2008 and 2020 Organization Charts, City of Monroe.

Note: In 2020, some positions are vacant.

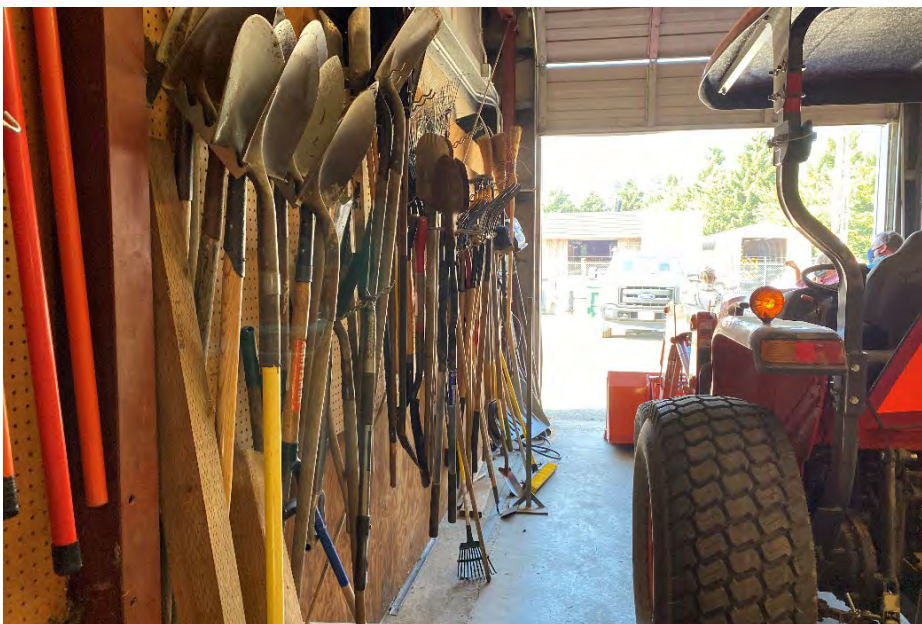
### Managed Acres per Maintenance FTE

In 2008, 17.3 acres per FTE

In 2020, 26.2 acres per FTE

*\*1 FTE equals one full-time staff person*

This team maintains the parks and recreation facilities as well as right of way landscaping, medians, and amenities at City Hall on a twelve-month schedule. Their efforts are focused on equipment, furniture, and restroom maintenance in the slow winter months and then beautification and upkeep efforts ranging from planting and pruning flowers to renewing the safety surfacing (wood chip) at play areas through the spring and summer. In the fall, maintenance staff play an important role preparing for seasonal celebrations, including tree lights and decorations, end of season maintenance and cleanup, flood repairs, and prepping and maintaining fields for fall sports (football, baseball, soccer, and lacrosse).



Full-time maintenance workers fulfill a variety of roles for the Parks and Recreation Department.



## Other Resources

Monroe is not the only provider of parks and recreation opportunities in and around the city. Snohomish County and the State agency provide parks and recreation access with some outdoor opportunities and amenities. Monroe has interlocal agreements with Monroe School District and non-profits for the joint use of some school-owned recreational facilities. In addition, Homeowners Associations (HOA) provide recreation facilities in some of the newer residential areas. Together, these resources help meet local recreation needs and attract people from throughout the County and region.

### STATE/COUNTY

Snohomish County and the State agency own five parks in the city and nearby. Sites range from a boat launch area along the Skykomish River to Evergreen State Fair Park, including speedway and equestrian center. Specifically, Snohomish County Parks manages 1,531 acres nearby at Evergreen State Fair Park, Lord Hill Park, and Fairfield Park. The Washington Department of Fish & Wildlife manages 2.6 acres at the Lewis Street Boat Launch. Park facilities are limited due to the specialized nature of these sites and primarily feature amenities such as parking and restrooms. Some sites have recreation facilities such as soccer fields and a play area at Fairfield County Park, and natural areas with soft surface trails at Lord Hill Regional Park.

### SCHOOL DISTRICT

The Monroe School District owns twelve sites in the city, located primarily along the Main Street/162<sup>nd</sup> Avenue corridor. The sites are primarily schools but also include fields, a stadium, and a performing arts center. There is a Joint Use Agreement with the district for use of Frylands Elementary School Site and Lake Tye Park, along with the potential joint acquisition, development, and operation of integrated School-Park sites.

### NON-PROFITS

Two non-profit entities provide park space within the city. A Professional Services Agreement with the Monroe/Sky Valley Family YMCA provides about five acres of park space and individual and family oriented recreational programs in the northwest part of the city. Additionally, a Property Use and License Agreement with the Monroe Boys and Girls Club provides 2.5 park acres with a grass play area and restrooms in the southeast part of the city.

### HOA

HOAs provide parks and trails that primarily serve residential areas. The City does not track or count them to meet their parkland level of service requirements, yet they are an important parks and open space resource for Monroe's residential neighborhoods. The City has needed to step in and maintain some parks where HOAs have stopped maintenance.

### EAST COUNTY PARK AND RECREATION DISTRICT

The East County Park and Recreation District (ECPRD) is an independent recreation district serving the areas of Monroe, Maltby, and Echo Lake. Its boundaries are similar to those of the Monroe School District. It's meant to fill a niche between the city and county parks systems. ECPRD owns and operates 16 acres of parkland at Maltby Community Park. It has coordinated with the City on other park projects, such as its \$400,000 contribution to the initial development of Skykomish River Park.







# CHAPTER 3

## Needs Assessment

Monroe's parks, trails, open space, and recreation facilities support community livability and serve as recreational and passive use magnets for residents and visitors alike. Changing demographics, Monroe's market characteristics, tourism, and community priorities and preferences all influence the community's needs and expectations for the park, open space, and recreation system, including maintenance and operations, park and facility renovation, site acquisition, preservation, and new development.



# Demographics and Market Characteristics

Demographic and societal changes impact parks and recreation needs and preferences. This section provides an overview of demographics and market characteristics that influence parks and recreation demands in Monroe.

## DEMOGRAPHIC OVERVIEW

The City of Monroe is home to many different residents, including those of the Monroe Correctional Complex (MCC). Since the MCC population does not use City parks and facilities, they have been excluded when calculating park level of service and standards. The following information comes from the City’s Comprehensive Plan, U.S. Census Bureau and American Community Survey (ACS) data, and a demographic analysis conducted by Community Attributes, Inc., in December 2020.



Monroe is home to a total population of 19,800, including Monroe Correctional Center (MCC) inmates. By 2035, the population is expected to grow over to 22,102 residents in the city and to 25,119 within the Urban Growth Area (UGA). By excluding the MCC population (2,467), the City has a clearer understanding of how many people are served by the City’s park system now and in the future\*.

**CURRENT CITY  
POPULATION  
(EXCLUDING MCC):  
17,373\***

**FORECASTED CITY  
POPULATION IN 2035  
(EXCLUDING MCC):  
19,635\***



More than 82% of Monroe’s population is white, and 19% of the population is of Hispanic origin. Almost 8% of residents identify as two or more races, almost 7% identify as some other race, 2% identify as Asian and Pacific Islander, almost 1% identifies as Black, and 0.5% identifies as American Indian. The total percentage adds up to over 100% because people can identify as more than one race and ethnicity. This data excludes the MCC population\*.

**19% OF RESIDENTS ARE  
HISPANIC OR LATINO,  
AND NEARLY 11%  
IDENTIFY AS OTHER  
RACES (NON-WHITE)**



Excluding the MCC population, Monroe is younger, with 31% of residents under the age of 20 and 38% between the ages of 20-45. Approximately 16% are over the age of 55. While the current population is younger, the population of older adults and seniors is anticipated to grow more quickly than other demographic groups\*.

**THE MAJORITY OF  
RESIDENTS ARE  
YOUNGER, BUT THE  
OLDER POPULATION IS  
EXPECTED TO GROW  
MORE QUICKLY.**

\* Demographic Analysis conducted by Community Attributes Inc. (December 2020) excludes the incarcerated population at the MCC.

\*\* Data received from the U.S. Census Bureau (ACS 2019) includes the incarcerated population at the MCC.



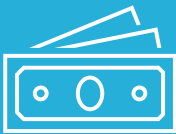
Almost three quarters of Monroe households are comprised of families\*\*\*. Average household sizes are larger in Monroe, averaging 3 people per household compared to 2.7 in Snohomish County and 2.6 in the State of Washington. By 2035, proportionally more Monroe households will be smaller and “non-traditional”. The share of small household types, including single people, couples, single parents with children, and roommates, is expected to increase\*\*.

**HIGH PROPORTION OF FAMILIES, BUT HOUSEHOLD ARE BECOMING MORE DIVERSIFIED**



The Monroe School District has more than 6,900 students enrolled in ten schools. Nearly 90% of residents are high school graduates. Nearly 37% have some college or an Associate’s degree, on par with Snohomish County and higher than the Puget Sound region or State. Another 22% have a bachelor’s degree or higher, lower than the State average of 31%\*\*.

**HIGH PERCENTAGE OF HIGH SCHOOL GRADUATES**



The median household income in 2018 was \$79,700, more than the median household income in Washington (\$70,100) and the United States (\$61,937). This represents a 7.51% annual growth from 2017\*.

**RELATIVELY HIGH MEDIAN HOUSEHOLD INCOME**



In 2018, 63% of housing units were owner occupied. New development will have significant impacts on parks, housing and other land uses in Monroe. Demographic trends point to an interest in infill development for middle-income households, where residents can access goods, services, parks, and other amenities on foot, by bicycle, and by car.

**CHANGING DEVELOPMENT PATTERNS AND EXPECTATIONS FOR SERVICES**



The largest industries in Monroe are manufacturing, retail trade, health care, and social assistance. The primary sectors of the region’s existing economy - including high tech, clean tech, aerospace, and international trade – are expected to grow vigorously during the 21st century. Only 15% of Monroe’s employed residents remain in Monroe for their jobs, 85% commute elsewhere.

**85% OF RESIDENTS COMMUTE ELSEWHERE FOR WORK**

\* Demographic Analysis conducted by Community Attributes Inc. (December 2020) excludes the incarcerated population at the MCC.

\*\* Data received from the U.S. Census Bureau (ACS 2019) includes the incarcerated population at the MCC.

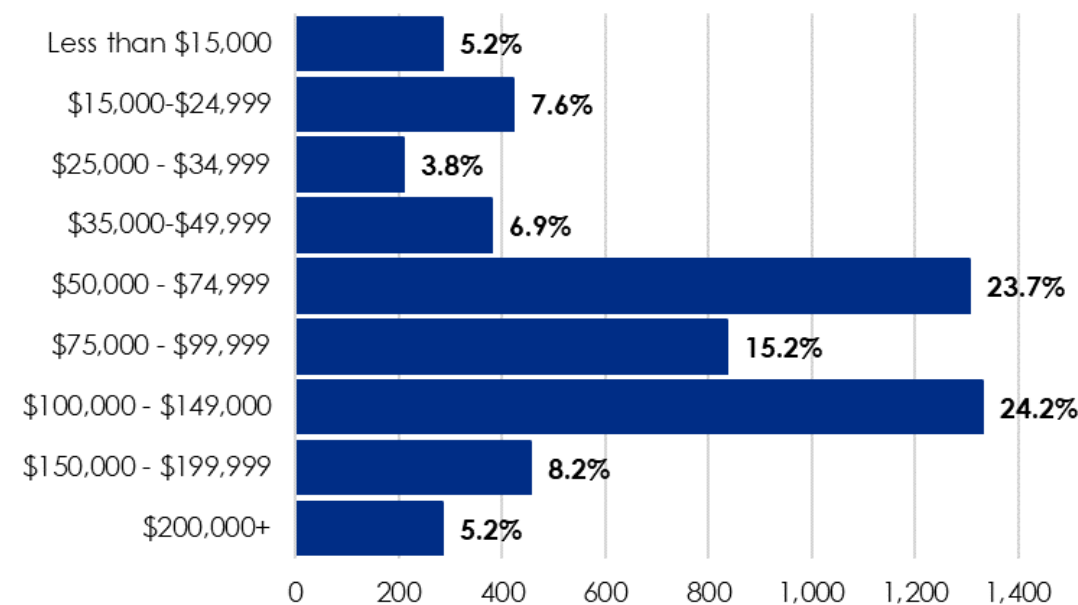
\*\*\* Families are defined here by the U.S. Census Bureau as, “a family group is any two or more people (not necessarily including a householder) residing together, and related by birth, marriage, or adoption. A household may be composed of one such group, more than one, or none at all.”

# FORECASTED POPULATION AND INCOME DIVERSITY

More than all others, two demographic factors are driving the changing demands and needs for parks and recreation opportunities: population growth and household income. Since 2015, the City has seen annual population growth of 2.4%. However, that growth rate is slowing. The Puget Sound Regional Council (PSRC) is allocating an average annual rate of 1.3% between 2020 and 2025 and 0.8% annually between 2025 and 2040, although actual growth rates may vary.

In Monroe, household income varies greatly, resulting in different levels of discretionary income to invest in parks and recreation. According to the American Community Survey (ACS) conducted by the U.S. Census Bureau, 63% of Monroe households have income between \$50,000 and \$150,000. Nearly 17% of households have income less than \$35,000, and 13% have income greater than \$150,000 (Figure 3-1). This income range will increase the community grows and new housing is added.

Figure 3-1: City of Monroe Share of Households by Household Income, 2018



Note: These data do not include the incarcerated population of MCC.  
Source: U.S. Census Bureau ACS 2018 5-Year Estimates, 2020.



## MARKET SEGMENTS

Monroe's demographics affect the community's spending on recreation and entertainment. This is clearly shown through ESRI's Tapestry™ Segmentation. Segmentation data are used to map and classify United States neighborhoods and their market preferences in 14 different LifeMode groups and 67 unique segments. Tapestry data categorize lifestyle choices, purchase options, and recreation preferences based on demographic and socio-economic characteristics. Monroe's neighborhoods are classified in seven different tapestry segments.

### The Monroe Recreation Market

ESRI distinguishes seven different Tapestry Segments in Monroe. Of these, many show a strong interest in sports and outdoor recreation:






- Residents in five segments participate in or enjoy watching sports.
- Residents in five segments participate in outdoor recreation activities such as jogging, walking, hiking, biking, swimming, boating, bird watching, golf, rock climbing or beach visits.

On average, Monroe's annual recreation spending is slightly lower than the average spending across the United States (index of 98.6 in Monroe and 100 on average in the United States). However, there is a tremendous range in what City residents are spending. Approximately 44% of Monroe residents spend 15 to 43% less annually on entertainment and recreation than the average American, while 6.7% of residents spend 69% more than the average American. This statistic suggests that not only spending but also expectations for recreation and leisure services may be vastly different across the city.



# TOURISM MARKET

In addition to residents, visitors to Monroe also drive demands and needs for parks, recreation facilities and events. Understanding the characteristics of the tourism market helps identify needs.

	<p>Tourism is a significant economic driver in Washington state and Snohomish County and continues to grow. Estimates from 2018 show that tourism spending in Snohomish County totaled nearly \$1.2 billion, of which \$1.1 billion was in the form of “destination spending.” This spending included \$771.1 million among overnight visitors who spent on average nearly three nights in the county.</p>	<p><b>\$1.2 BILLION IN TOURISM SPENDING IN SNOHOMISH COUNTY</b></p>
	<p>Monroe’s location along the Route 2/Skykomish River corridor and proximity to Stevens Pass creates a tourism market that spans all four seasons. In the winter months, each weekend thousands of travelers pass through Monroe to and from the Steven’s Pass Ski Area. The summer and autumn months see a large flow of visitors also heading to the Cascades for hiking, rafting, cycling, and other outdoor recreation activities.</p>	<p><b>LOCATION 1 HOUR FROM STEVENS PASS</b></p>
	<p>Monroe is positioned as the last major node along the Route 2 corridor for a wide selection of food and beverage services, as well as for groceries, household supplies, and gasoline; the cities of Sultan and Gold Bar do offer similar amenities, but not at the same volume, scale or range of selection as offered in Monroe.</p>	<p><b>MONROE OFFERS PLACES TO STAY, EAT, AND SHOP</b></p>
	<p>Most visitors to Monroe are from the Seattle-Tacoma area and a little over 5% are from out of state. Nearly 57% of visitors are same day visitors while 43% stay overnight. The average length of stay for out of state visitors is 17 hours and 40 minutes.</p>	<p><b>57% ARE SAME DAY VISITORS</b></p>
	<p>In Monroe, the Evergreen State Fair Park, Evergreen Speedway, Lake Tye Park, and parks along the Skykomish River support facilities and events that attract visitors to water sports and recreation activities.</p>	<p><b>MONROE PROVIDES RECREATION DESTINATIONS</b></p>



## COVID & EVOLVING PARK DEMANDS

Since March of 2020, the Novel Coronavirus (COVID-19) has severely impacted the management and use of the public spaces and facilities, such as playgrounds, picnic shelters, and especially local community and recreation centers. As the State, County and the rest of the country navigate new health policies, restrictions on social gatherings and the opening and closings of businesses, the City of Monroe has continued to ensure the health and safety of residents while managing the availability of park resources.

The COVID-19 pandemic also shed a large light on the essential role of parks and recreation. More people than ever flocked to parks, seeking destinations outside the home, respite, and opportunities to exercise and gather in safe and healthy ways. In the last year, parks and open spaces have been increasingly important as places where people can experience the health benefits of being in nature, including reduced stress and increased energy. Parks and recreation departments, including Monroe's, have successfully re-allocated resources to respond to this increasing demand, but many communities now feel that an increased investment in parks and facilities is more important than ever.



Since the onset of the COVID-19 pandemic, parks and outdoor facilities have played an increased role in the community for exercise and outdoor gathering.



## Community Preferences and Priorities

The City conducted a robust public engagement program to identify community needs and preferences, develop a future community vision and goals, and shape the development of the Parks, Recreation, & Open Space Plan.

### ENGAGEMENT PROCESS OVERVIEW

Monroe implemented a robust public engagement program to engage a broad cross-section of the Monroe community and beyond to identify key needs and priorities to inform the PROS Plan. Between October 2020 and August 2021, the City conducted two joint Parks and Recreation Board and Planning Commission meetings, several interest-focused interviews, a bilingual questionnaire, a Prioritization Workshop and a National Night Out pop-up event. Activities were promoted through website updates, social media posts, press releases, mass emails, utility bill notices, and outreach materials, including flyers and posters. The Mayor also helped promote the questionnaire launch at the Lake Tye Project Groundbreaking held in December 2020. More recently the City has conducted additional outreach as part of the Imagine Monroe process. These findings have been crosschecked with PROS Plan priorities.

#### Interest-Focused Interviews

In October 2020, 11 community members and key leaders were interviewed early in the planning process to provide direction for updating the PROS Plan. The Mayor, Councilmembers, City staff, and representatives from the Monroe School District, State Fair Administration, the Chamber of Commerce, and the Parks Board, discussed opportunities and challenges facing parks, trails, and recreational programs.

#### Bilingual Questionnaire

The City conducted an online and paper questionnaire in English and Spanish between December 2020 and January 2021, collecting 996 responses and 22 pages of open-ended comments. The questionnaire collected information regarding how respondents used the park system, their satisfaction with it and what they'd like to see enhanced. The survey also collected input regarding priority projects, funding, and potential support for a future bond measure. A detailed summary is available in Appendix B.

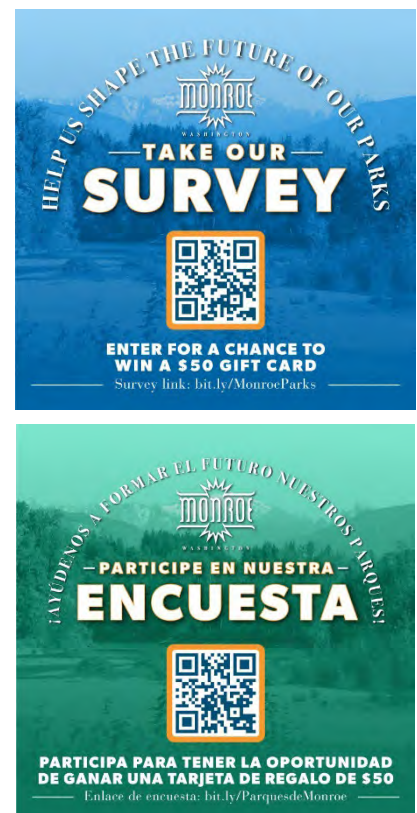
#### Prioritization Workshop

The City held an online Prioritization Workshop on July 29, 2021, using Zoom video conferencing. The meeting format included a short presentation to inform participants, live polling and an interactive discussion. The purpose of this meeting was to gather community opinions to understand the needs and priorities of Monroe's park users and reflect them in this planning effort. Among those in attendance were government officials, including the Mayor and some Council members, members of the Monroe/Sky Valley Family YMCA and Monroe School District, and Monroe residents who live there with their families. The combined Prioritization Workshop and pop-up event summary are available in Appendix C.

#### National Night Out Pop-Up Event

On August 3, 2021, the City held a pop-up activity at the National Night Out event at Lake Tye Park to solicit broader participation in the planning process. National Night Out is an annual community event addressing all forms of crime prevention that promotes police-community partnerships and neighborhood camaraderie. City staff set up display boards with the same questions used in the Prioritization Workshop and invited residents and key

Figure 3-2: Social Media Posts



The City posted survey links and QR codes in English and Spanish to encourage strong participation.

leaders to respond to questions using stickers to indicate their responses. The combined Prioritization Workshop and pop-up event summary is provided in Appendix C.

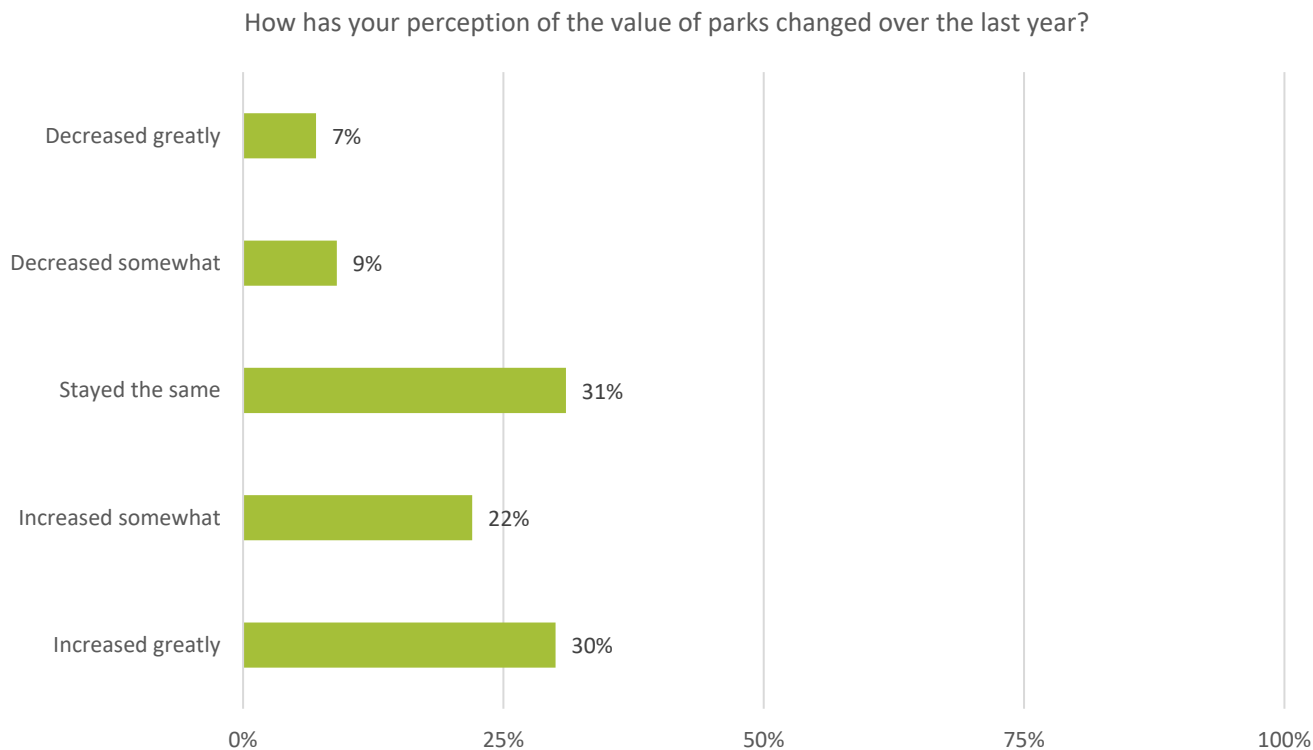
KEY THEMES AND PRIORITIES

The key themes that emerged from the engagement activities are summarized below. This input helped to identify planning recommendations to improve and invest in Monroe parks and recreational facilities, trails, programs, and events.

Park Benefits

Community members recognize that parks, recreation, and open space are critical to providing quality-of-life benefits. These benefits include recreation and social opportunities, including play, exercise and fitness, gatherings with family and friends, and programming and events. COVID-19 appears to have affected respondents’ perception of the value of parks in the last year. While a third of survey respondents reported that their perceived park valuation had stayed the same, over half felt that it had increased during the pandemic.

Figure 3-3: Perception of Park Value



Sample of Comments Received

*“I love our parks/public works department. They do a great job.”*

*“Parks are so important for bringing families together to play, enjoy outdoor time together, exercise, get quiet time, commune with nature and spend quality time with our pets who are also part of our families!”*

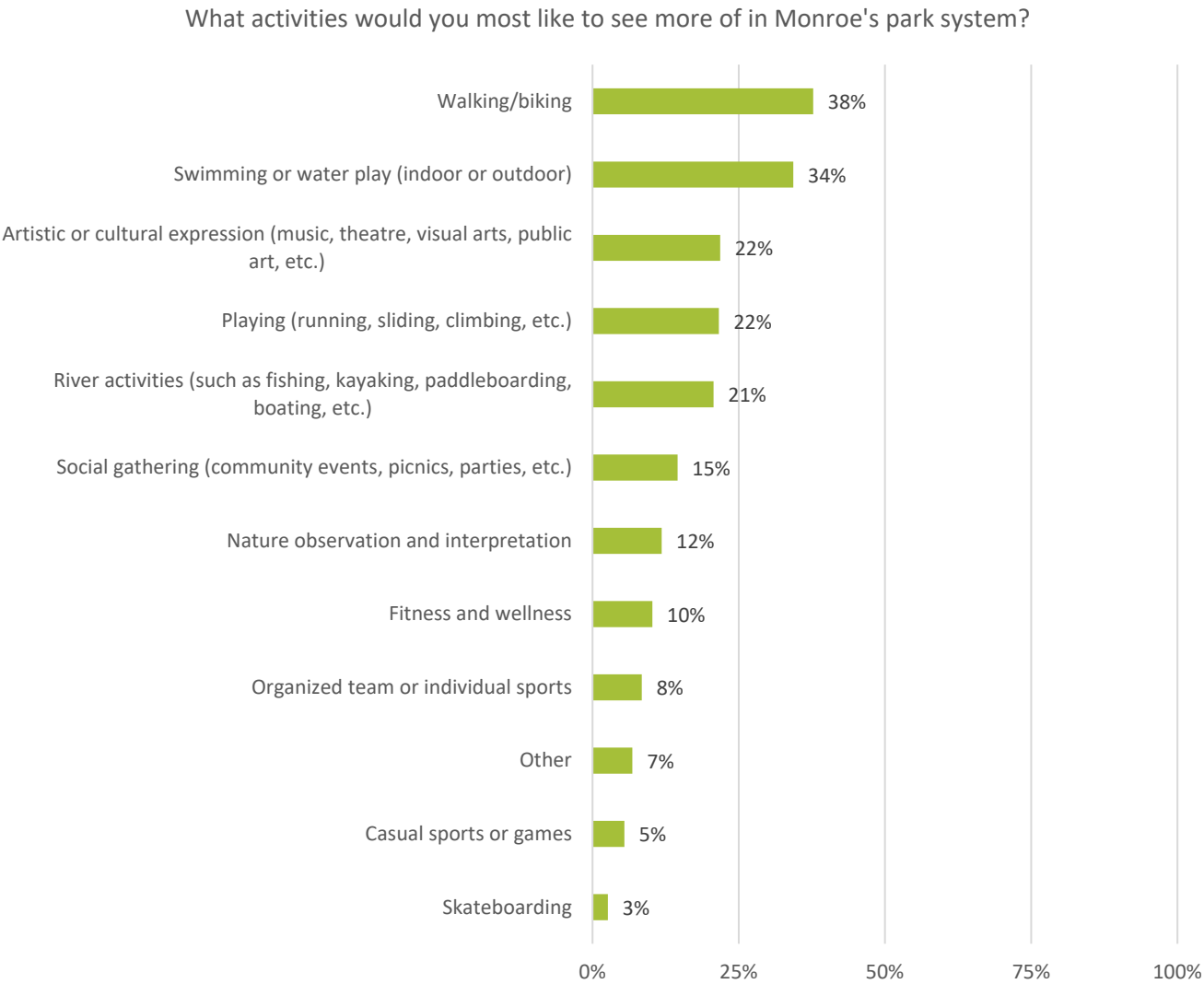
### Activities and Facilities

Community members desire a variety of recreation activities and experiences in their parks. Participants would like to see more opportunities for walking, biking, swimming, arts and cultural activities, playing, and river activities. With regard to park amenities, participants would like to see new play features, trails, challenge elements (e.g., climbing walls, bike skills courses, and zip lines), dog parks, sports courts, and restrooms. Adding additional play spaces to parks and trails will allow residents to engage with these spaces in a whole new way. Participants would like to connect people to Monroe's Riverfront to create a publicly accessible, riparian open space network that supports local use and recreational tourism by enhancing parks, amenities, and trails along the Skykomish River.

#### Sample of Comments Received

*"As a family, we love playing pickleball. Having courts open where people could sign up for "pickup" games for doubles or singles would be an awesome way to connect the community-young and old- to one another and to engage in physical exercise."*

Figure 3-4: New Activities





## Park Maintenance, Safety, and Conditions

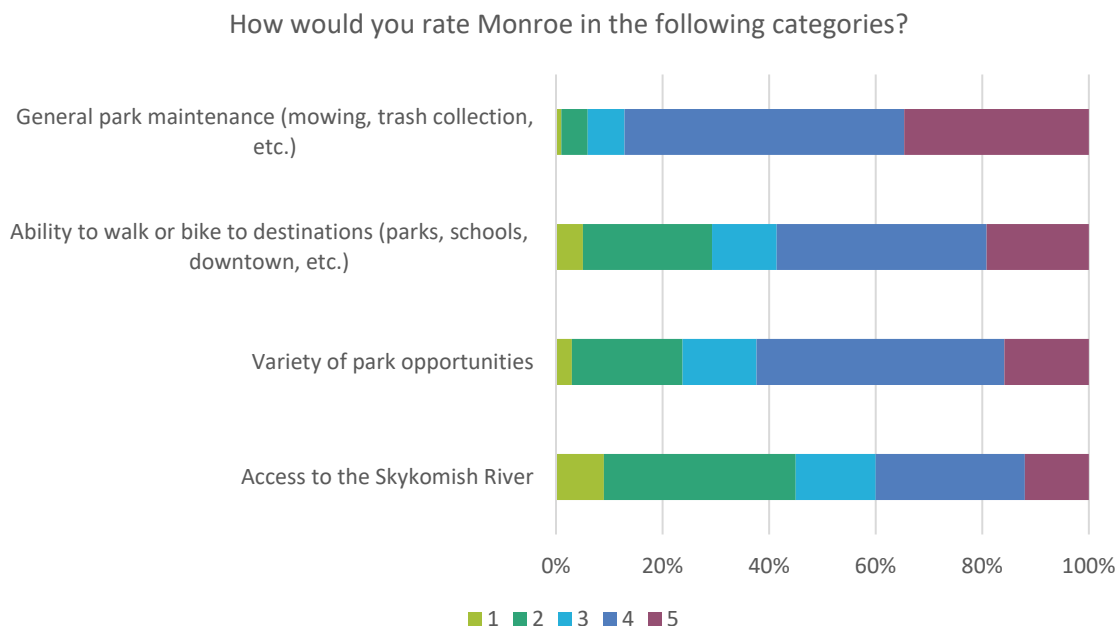
While many community members and key leaders indicated they are satisfied with park maintenance and conditions, others identified maintenance and safety as top priorities. Approximately 44% of Prioritization Workshop and National Night Out pop-up participants identified “keeping parks clean and green” as the most pressing challenge in Monroe’s parks. New and improved support amenities are needed, including restrooms and lighting. Additionally, some survey participants identified specific parks that feel unsafe, in part because of unhoused residents. Although, key leaders identified that the City is currently working interdepartmentally and interjurisdictionally to better address homelessness issues that residents are experiencing as part of a larger effort to improve the health and safety for all residents and visitors in public spaces, e.g., Community Human Services Advisory Board.

---

*36% of survey respondents said that investing in the repair and replacement of older and worn park features is a top funding priority.*

---

**Figure 3-5: System Satisfaction**



### Sample of Comments Received

*“Love the trails but they need to be maintained and parks need to be updated and add TRASH cans!”*

*“I won’t utilize the trails if I don’t feel safe.”*

*“I love the Monroe parks. They feel safe and are well maintained. Al Borlin has amazing trails amongst the trees and river, but I never walk by myself there as I feel unsafe due to the homeless population, and it seems like not many people use this park. It is not as well maintained and has lots of litter.”*

### Trails

Many engagement participants noted that they use trails frequently for recreation activities such as walking, biking, and jogging, and to a lesser extent for non-motorized transportation. Participants identified specific trails that need maintenance and safety improvements. They also suggested developing new trails and enhancing connections between neighborhoods and parks and recreation facilities.

51% of survey respondents said that building more trails and pathways is a top funding priority.

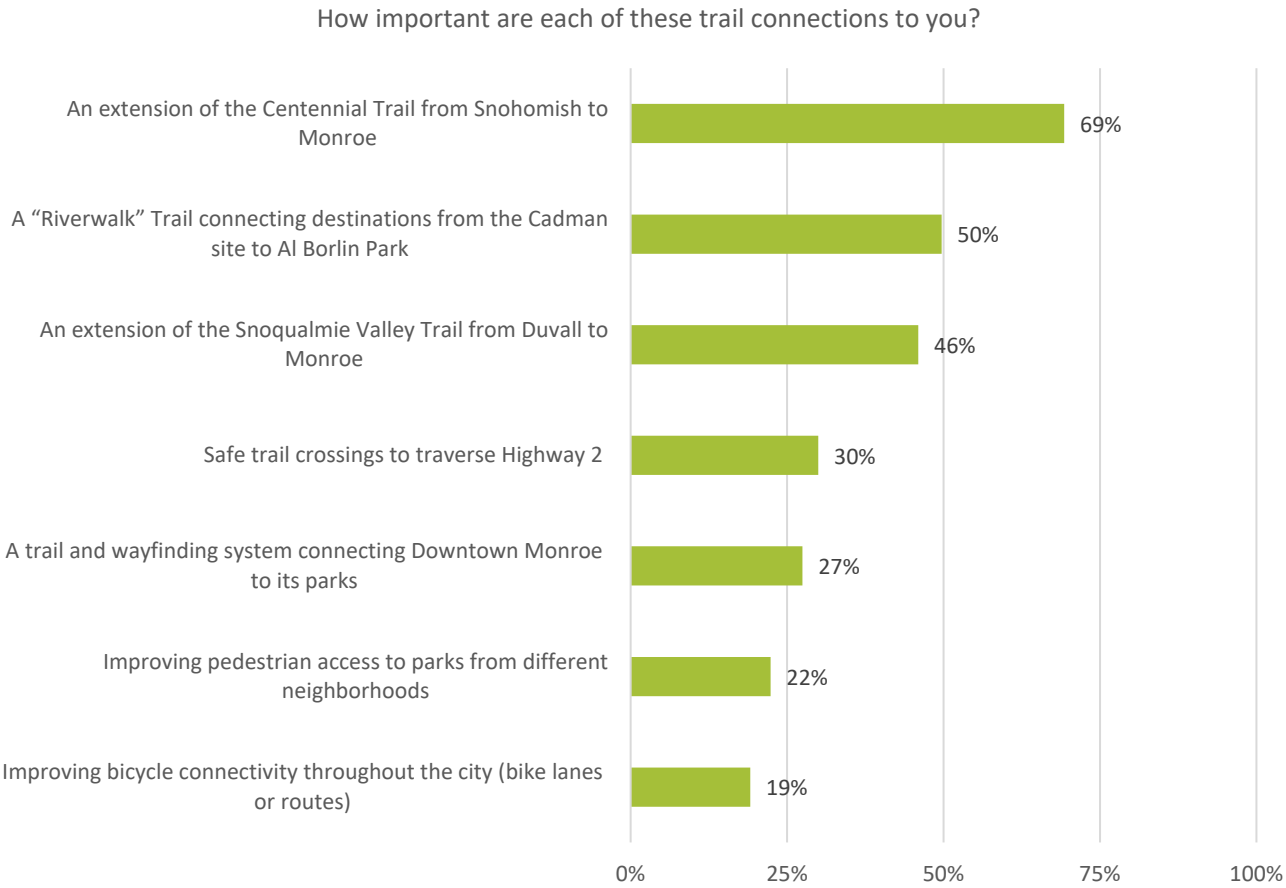
### Sample of Comments Received

*“We love the trails that go through the neighborhoods in the Fyrelands by Curry View Road and mini parks to Tye Lake!”*

*“It would be nice to have a safe, maintained nature trail system more like the Redmond watershed with restrooms, groomed trails, and walking access to downtown areas.”*

*“I think you should consider connecting some of the new neighborhood’s that have popped up in Monroe with the more established neighborhoods via walking trails.”*

Figure 3-6: Trail Connections



## Connections to the River

In keeping with the desire for more trails and recreation opportunities, participants were excited about the idea of a linked Riverfront Trail. Survey participants were asked to rate their satisfaction with certain components of the Monroe parks system on a scale of 1 to 5, with 1 being very unsatisfied and 5 being very satisfied.

Survey respondents indicated they were least satisfied with existing access to the Skykomish River.

Respondents were also asked how exciting a linked riverfront would be. Overall respondents found this idea

very exciting, with 94% giving 4's and 5's and an average rating of 4.58. Prioritization Workshop and National Night Out pop-up participants agreed, with a third selecting "vibrant riverfront" as the PROS Plan goal most important to them, and over half prioritizing "connecting people to Monroe's riverfront, including trails and improvements" as the investment they would like to see happen first.

### Sample of Comments Received

*"Why not add something along the river that is both fun, safe, and adds beauty!"*

*"I like the idea of more access to the river."*

*"It would be nice to enjoy the river and trails while feeling safe."*

Figure 3-7: How exciting are the planned improvements for Cadman Site?

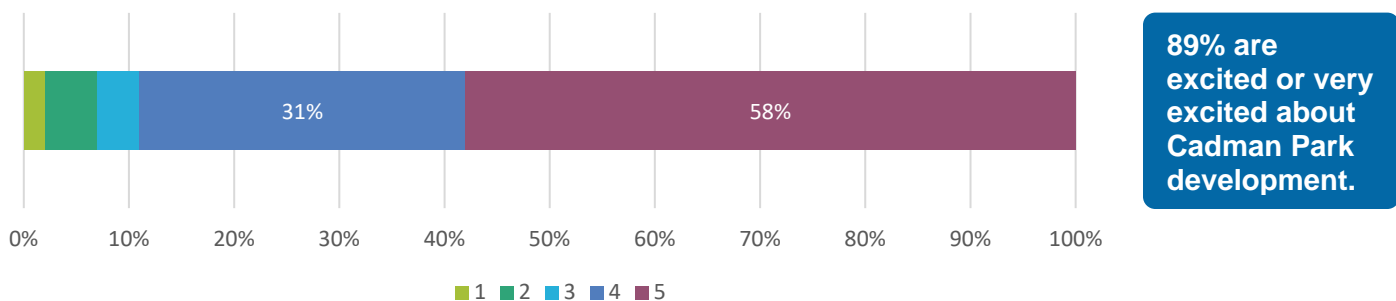
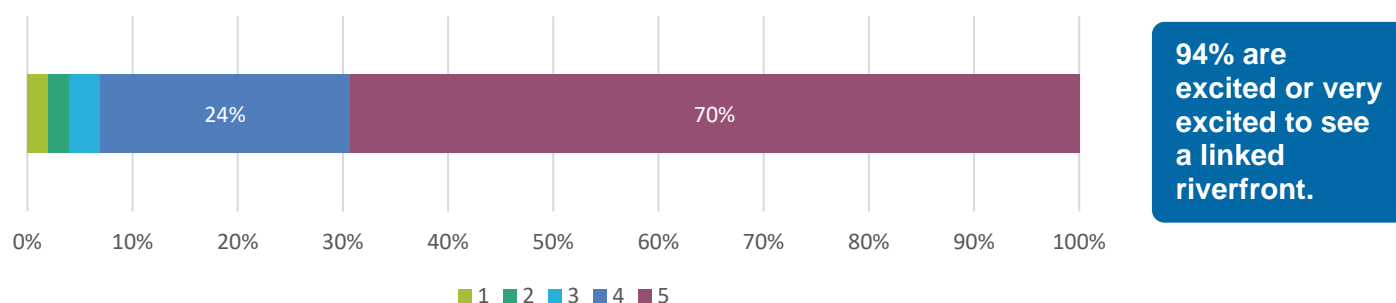


Figure 3-8: How exciting would a linked "riverfront" be?





### Park Investment

Residents and key leaders would like to increase funding to reflect the high value placed on parks. As parks age and new assets come online, community input indicated that the City should invest more to increase care for assets, landscaping, and natural resources.

A little over half of survey respondents (52%) indicated that they would support a bond measure, and three quarters believe that parks funding should increase. Based on a home with a \$500,000 value, approximately 80% of survey respondents indicated that they would support or strongly support a bond measure that increases property taxes between \$50 to \$75. Survey respondents felt that 'Great parks and trails ensure that Monroe is a healthy, active, and livable community' the most persuasive reason to continue to invest in the future of Monroe's parks.

Figure 3-9: Should parks funding change to reflect your value of parks?

- 26% Increase greatly.
- 50% Increase somewhat.
- 20% Stay the same.
- 2% Decrease somewhat.
- 1% Decrease greatly.

Figure 3-10: Bond Measure Support

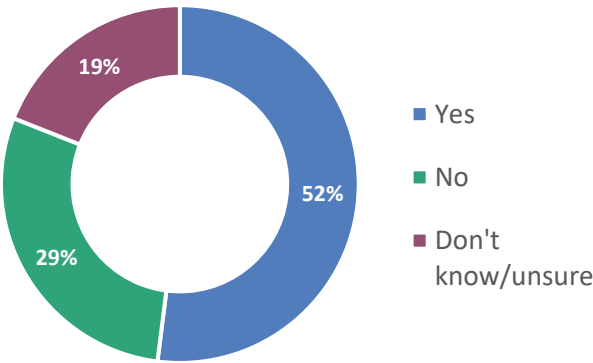
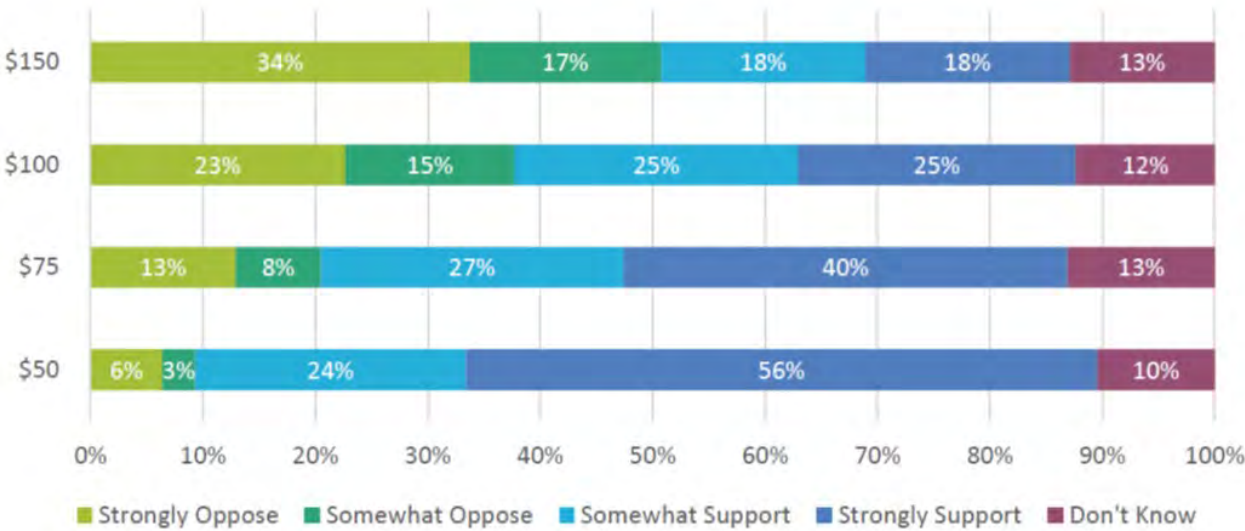


Figure 3-11: Support for Property Tax Rate Increase



## Programming

Residents value park and recreation programming and events. Community members and key leaders would like to see more special events, downtown activities, nature programs, health and fitness programs, and events that attract visitors.

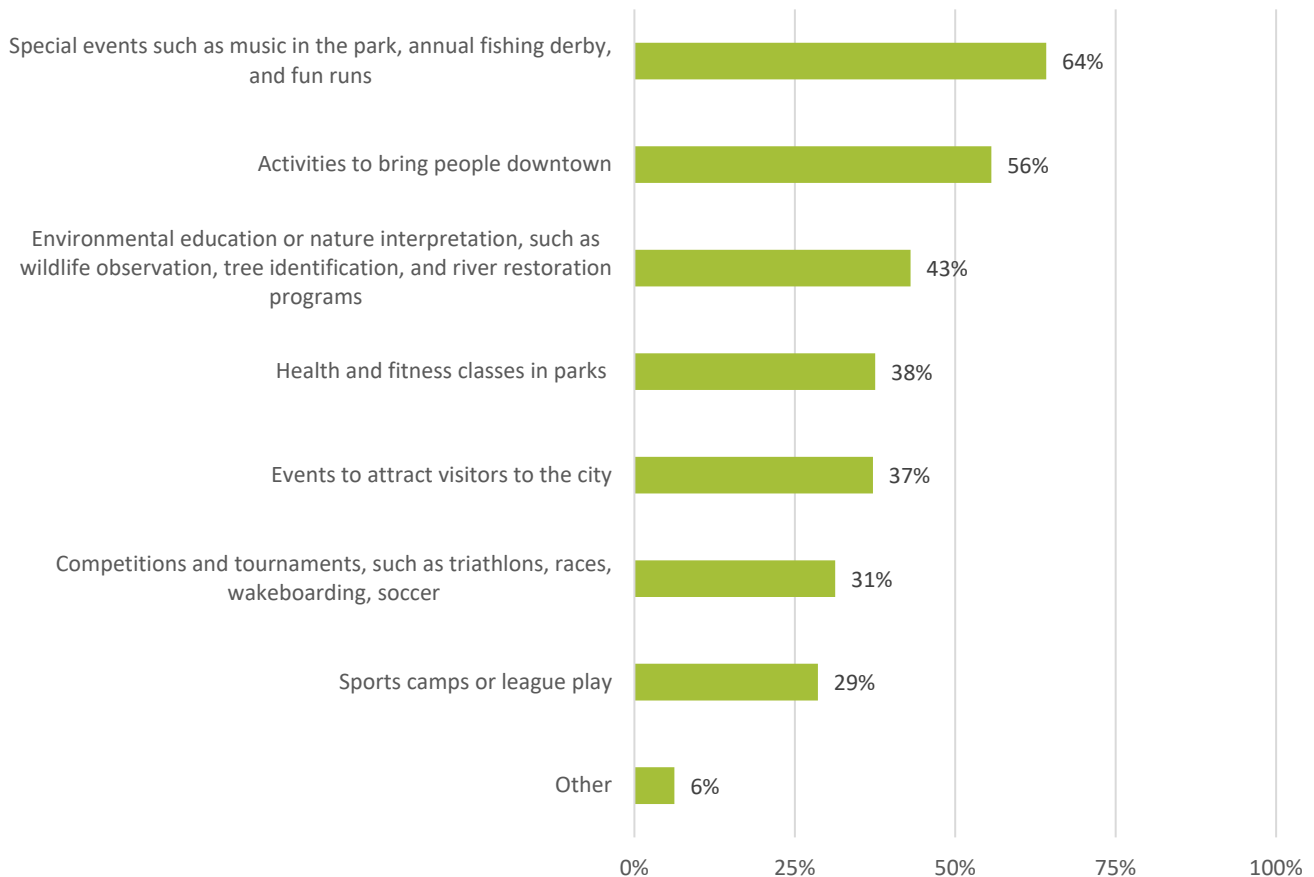
*37% of survey respondents said that providing more community events and festivals is a top funding priority.*

### Sample of Comments Received

*“Environmental education events like reading a map with a compass...testing pH of water, hikes, piano art around town, children entertainment and music in the park would be excellent activities!”*

**Figure 3-12: New or Expanded Programming and Events**

What types of programs and events should be added or expanded in Monroe?  
Check all that apply.



## Community Park and Recreation Needs

While demographic and market characteristics and community preferences help understand park and recreation needs, a technical analysis of the City's park and recreation system help explain key needs for park system management and enhancements. The rest of this chapter incorporates additional data to describe needs for the following:

- Improvements to existing sites
- Major renovations and new development
- New park acquisition
- Trail connectivity
- Desired recreation facilities
- Events and programs
- Staffing to maintain and operate parks
- Opportunities for partnerships and collaboration

### PARK IMPROVEMENTS

As parks age, their facilities need repair and replacement to ensure safe, usable park features. The PROS Plan included a park condition assessment that identified improvements needed to reinvigorate existing City parks. Site improvements needs are noted in four categories, which are listed below and described in greater detail in Appendix D.

- **Deferred Maintenance Needs:** Many of Monroe's parks were constructed in the period between 1990 and the mid-2000s, when the City experienced significant residential growth. This means that long-term maintenance obligations at many sites have recently surfaced, and immediate improvements are needed. As budget impacts have reduced the numbers of maintenance staff in Monroe, the City has delayed making improvements at several parks until funding is available. As one example of site improvements needed, engineered wood fiber (EWF) used as playground surfacing has lost volume over time through compression and use. These wood chips will need replacement to maintain their play and safety performance. Other examples of deferred maintenance needs include pavement mending and painting, such as were noted at Stanton Meadows Park and Currie View Park.
- **Enhancements at Parks Originally Built by Developers:** Several small neighborhood parks, built by developers from the mid-1990s to the mid-2000s, feel generic, dated, and underutilized. Despite their small size, there are opportunities to make modest improvements that reinvigorate these spaces, making them unique and tailored for use by nearby neighbors. Appendix D identifies the small improvements needed to revitalize the following parks:
  - Blueberry Children's Park
  - Cedar Grove Park
  - Currie View Park
  - Hillcrest Park
  - Park Meadows Park
  - Rainier View Park
  - Stanton Meadows Park
  - Wales Street Park
  - Ramblewood Tot Lot



- **Asset Management:** As facilities age and wear from use, they need regular repair or replacement at the end of their lifecycle. Needs for asset management and the replacement of playgrounds and sports courts are noted in Appendix D, including some key trends for their replacement. Most types of play equipment need to be replaced in 15 to 20 year cycles. Monroe has several playgrounds at the end of their lifecycle that will need replacement in the short-term. Whether for playgrounds, sports courts, picnic shelters or other facilities, regular asset management present an opportunity to re-think what is needed before an amenity or facility is replaced. For example, traditional play equipment can be replaced with nature play or thematic play elements to provide variety. Sports courts may be renovated to support new uses, including diverse types of courts, active recreation in every neighborhood and multi-use sports courts. Through effective asset management, the City’s park system will evolve and better respond to changing recreation trends.
- **Accessibility Improvements:** When parks and facilities are renovated, they need to adhere to the current requirements provided by the Access Board and Washington State code for the Americans with Disabilities Act (ADA). Several sites will need ADA and accessibility enhancements to bring them up to code. However, major event venues may need to exceed ADA requirements to ensure that sites all accessible to all users. This includes considering wider paths of travel, accessible loading/unloading zones, clear access paths from parking to all major facilities, family-style “plop” benches, restrooms, and water bottle fillers near activity areas and at trailheads, family-style or unisex restrooms, etc. Appendix D identifies 8 sites that will need accessibility improvements when renovated. The City should pay close attention to needs for accessible paths of circulation, playgrounds, amenities, and parking.



Cedar Grove Park has an example of a playground at the end of its lifecycle that will need to be replaced soon.

## PARK RENOVATION AND DEVELOPMENT

New park development and major renovations would completely change resident's and visitor's impression of Monroe to truly one of the most remarkable small towns and outdoor gateway destinations in Washington. The City has or is in the process of acquiring several significant assets that can be leveraged to attract residents and visitors and increase use. There are four projects that stand out as unique opportunities to position Monroe as a destination venue and family-friendly community. These are noted below and described in more detail in Appendix E.

- **Lake Tye Park:** This site needs extensive renovations to support outdoor activities, events, and connections to the regional trail system. An acquisition of adjacent acreage would expand development options.
- **Riverfront Parks:** The co-development and connections of Al Borlin Park, Skykomish River Park, the Cadman site, Lewis Street Park, and the Washington Department of Fish and Wildlife (WDFW) Lewis Street Boat Launch provide an opportunity to change the waterfront. Among other recreation opportunities, a new Riverwalk Trail will connect these sites together and to the regional trail system.

**Map 3-1: Proposed Riverfront Park Development**



Figure 3-13: Proposed Riverfront Park Development (Skykomish-Snohomish Rivers Recreation Concept Plan 2018). Appendix E identifies needs for park and trail development along the Skykomish River, describing new recreation features tied to each of the numbers on the graphic.

- **North Hill Park:** The development and potential expansion of this site as a neighbor park and community viewpoint diversify recreation options and meet needs for close-to-home park space.
- **North Kelsey Park:** The development of this site as an urban plaza and small event venue will help meet needs for small community gatherings.

### Top Park Development Considerations

When developing new parks or renovating Lake Tye Park, the City needs to consider the following:

- **Operations of Facilities:** The development of planned facilities should address programming needs, cost recovery options, concessionaire operations, management, etc., in addition to balancing the need to provide access to facilities without making residents pay user fees.
- **Community Demands:** New development needs to address community priorities for diverse recreation experiences.
- **Site Character and Synergies:** Instead of looking at sites in isolation, the City should consider adjacent parks, trails, and other nearby site uses in site planning and design.

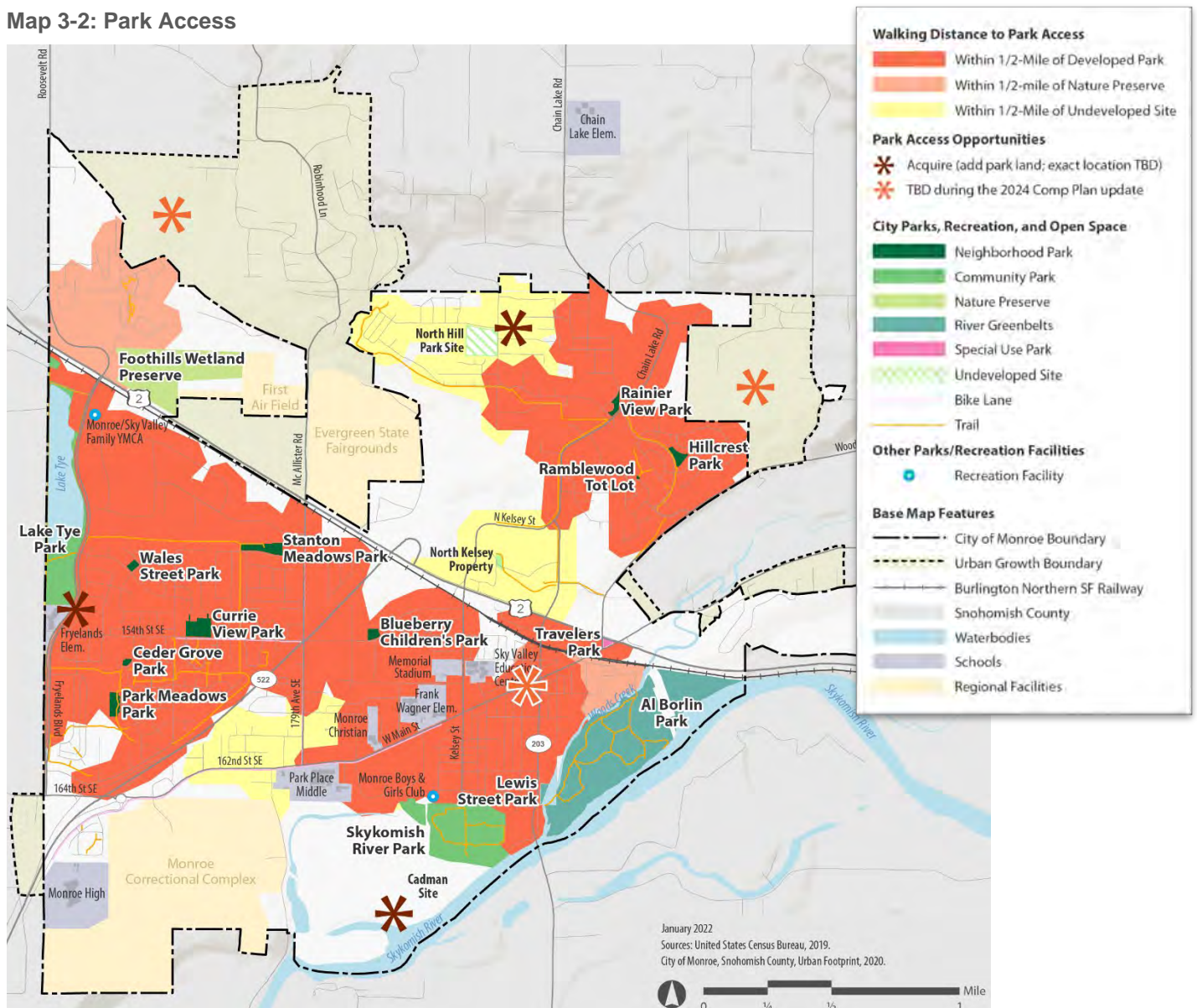


## NEW PARK ACQUISITION

As the City of Monroe continues to develop, new parks will be needed to serve new residential areas, to provide gathering space downtown, and to provide greenspace and recreation space in other parts of the city. In 2015, the PROS Plan recommended that all residents in the City have access to a neighborhood park within a 1-mile travel distance. However, industry standards recommended by the National Recreation and Park Association (NRPA) and Trust for Public Land (TPL) advise providing parks within a 10-minute walk (1/2 mile travel distance) of all residents to maximize park use and associated benefits.

Map 3-2 evaluates all parks in the City of Monroe to determine which areas are located within a 10-minute walk from a developed City park, a nature preserve or an undeveloped property. It shows that existing and planned parks serve the majority of the City's residential neighborhoods. (Planned parks are undeveloped park sites, such as the North Hill Park property, that are identified for new development.) Build out of this proposed system will allow nearly all existing residents to live within a 10-minute walk of some type of park or greenspace. The largest outlier is the far east corner of the city, just north of Route 2. As the City expands, however, new neighborhood parks will be needed to serve new residential areas within the Urban Growth Boundary.

**Map 3-2: Park Access**





Park Level of Service (LOS) is a key metric that measures the amount of park land provided by the City of Monroe. It is expressed as a ratio of acres per 1,000 residents. The 2015 PROS Plan adopted a park LOS standard of 4.75 acres per 1,000 residents. The City's level of service for park land greatly exceeds its current standard and will continue to do so as the City adds and develops new parks. Currently, the City is in the process of acquiring and developing a number of new sites that will add extensive acreage to the park system—namely the Cadman, North Hill, and North Kelsey sites.

Table 3-2 evaluates the park level of service when these new sites are brought online. It shows that the City has an existing LOS of 16.6 acres per 1,000 residents. This would increase to 20.7 acres per 1,000 if all proposed parks are developed by 2035.

The reason that Monroe greatly exceeds its adopted LOS standard is because these standards are based on needs for City residents alone, not accounting for out-of-town visitors and park users. However, the City's park vision and needs are based on providing parks that city residents, nearby County residents, along with other visitors as part of a recreation tourism strategy.

**Table 3-2: Park LOS Standards and Needs**

PARK TYPE	Existing Acreage	Existing LOS (acres per 1,000)	Proposed LOS Guideline (acres per 1,000)	Current Need (in acres) 2020	Net Future Need (in acres) 2035	New Park Needs (Sites and Acres)
<b>Community Parks</b>	114.3	6.6	5.15	(24.8)	2.4	2.6 acres adjacent to Lake Tye Park
<b>Neighborhood Parks</b>	15.0	0.9	1.38	9.0	16.3	North Hill development (5 ac); North Hill Expansion acquisition and development (3.3 ac); UGA Site A (4 ac) and Site B (4 ac) acquisition and development
<b>Special Use Parks</b>	0.6	0.0	0.11	1.3	1.9	North Kelsey development (1 ac); Downtown gathering space (1 ac)
<b>Nature Preserves</b>	46.7	2.7	2.06	(10.9)	0.0	None (0 ac)
<b>River Greenbelt</b>	105.1	6.0	11.95	102.5	165.5	Cadman acquisition and development (165.5)
<b>Undeveloped Parks</b>	6.0	0.3	-	(6.0)	(6.0)	Existing undeveloped sites (North Hill and North Kelsey) are moved to other park classes
<b>Total</b>	<b>287.7</b>	<b>16.6</b>	<b>20.7</b>	<b>71.1</b>	<b>180.1</b>	

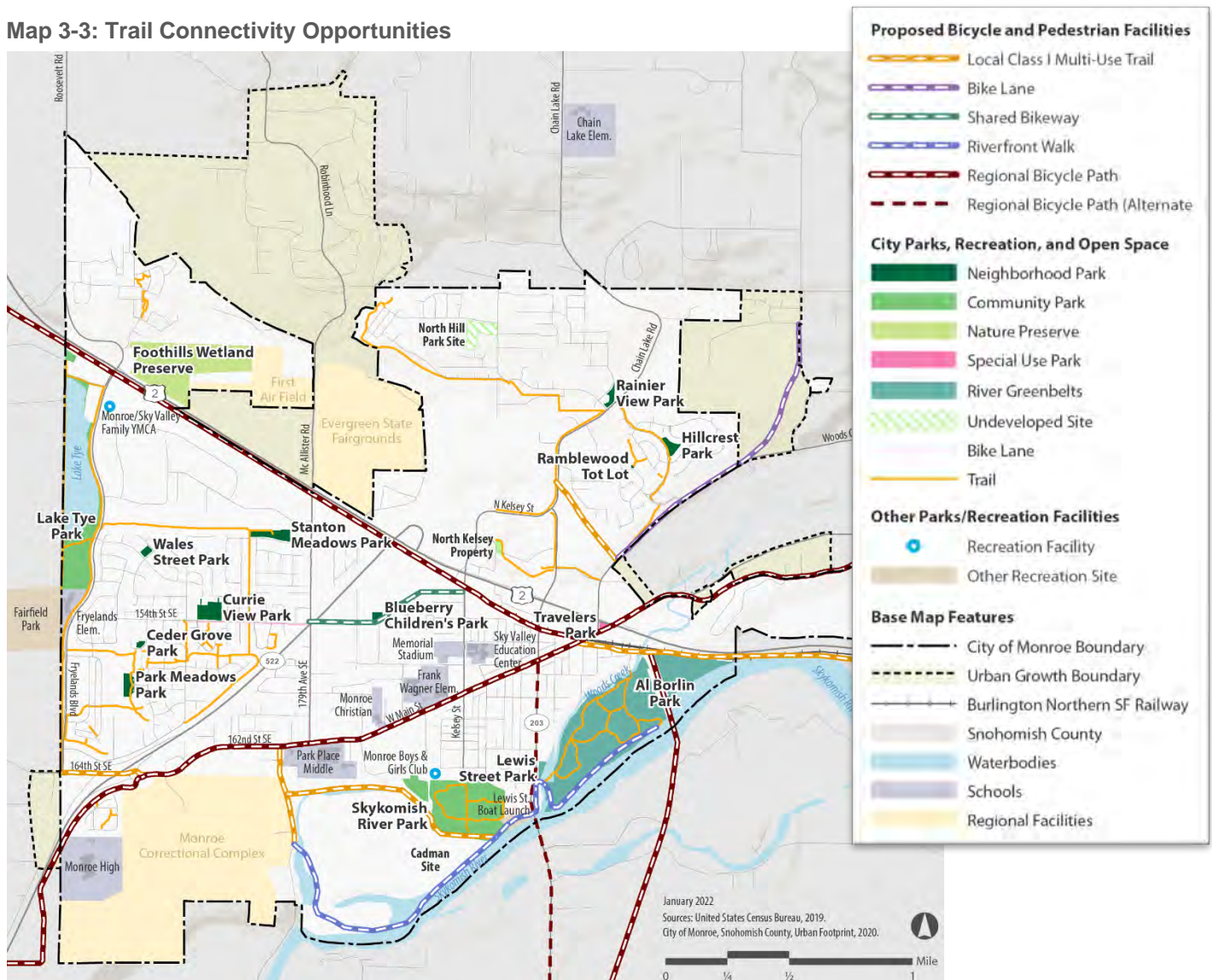
Notes: LOS refers to park Level of Service, noted in terms of acres per 1,000 residents. Existing LOS is based on a 2020 population of 17,373 residents, which excludes the population of the Monroe Correctional Center (MCC). Proposed guidelines are based on a 2035 UGA population of 22,652 residents, which excludes the MCC population. Net future need for parks subtracts existing park acreage to identify the acreage deficiency. Existing undeveloped parks will be developed in a different classification, accounting for the variations in acreage needs. Higher density residential areas will require more park land to address the needs of nearby residents

## TRAIL CONNECTIVITY

The City of Monroe owns more than 14 miles of trails. In 2015, the PROS Plan proposed a mileage-based standard for trails (1 mile per 1,000 residents). However, this is no longer an accurate measure for a city anticipated to have two major regional trail corridors and additional trails. Map 3-2 documents trail needs based connectivity and linkages, mapping local and regional multi-use trails/bikeways, the proposed new riverwalk trail, nature and mountain biking trails, and the planned water trail (for canoes, kayaks, and rafts) in the Skykomish River. This interconnected trail system includes a preferred and an alternative regional bike path alignment heading south from the city. A new bike and pedestrian bridge across the river from Al Borlin park may be cost prohibitive for the preferred alignment. Key needs and trail opportunities include:

- A combination of local and regional trails would create a multi-use trail loop connecting seven City parks and two County parks.
- The riverwalk trail would create a new type of nature destination and open up access along the river.
- In Northeast Monroe, key needs include connecting parks by local trails.
- Easily accessible canoe/kayak put-in and take-out points (not hand carry) would provide access to the water trail in the Skykomish River.

**Map 3-3: Trail Connectivity Opportunities**







Extension of the Chain Lake Road Trail between Rainier View Park and Brown Road: While many of the proposed trail projects are south of Highway 2, a priority pedestrian project from the City's 6-year Transportation Improvement Plan will extend an existing southerly segment to connect new residential developments in north area of City to central commercial core services.

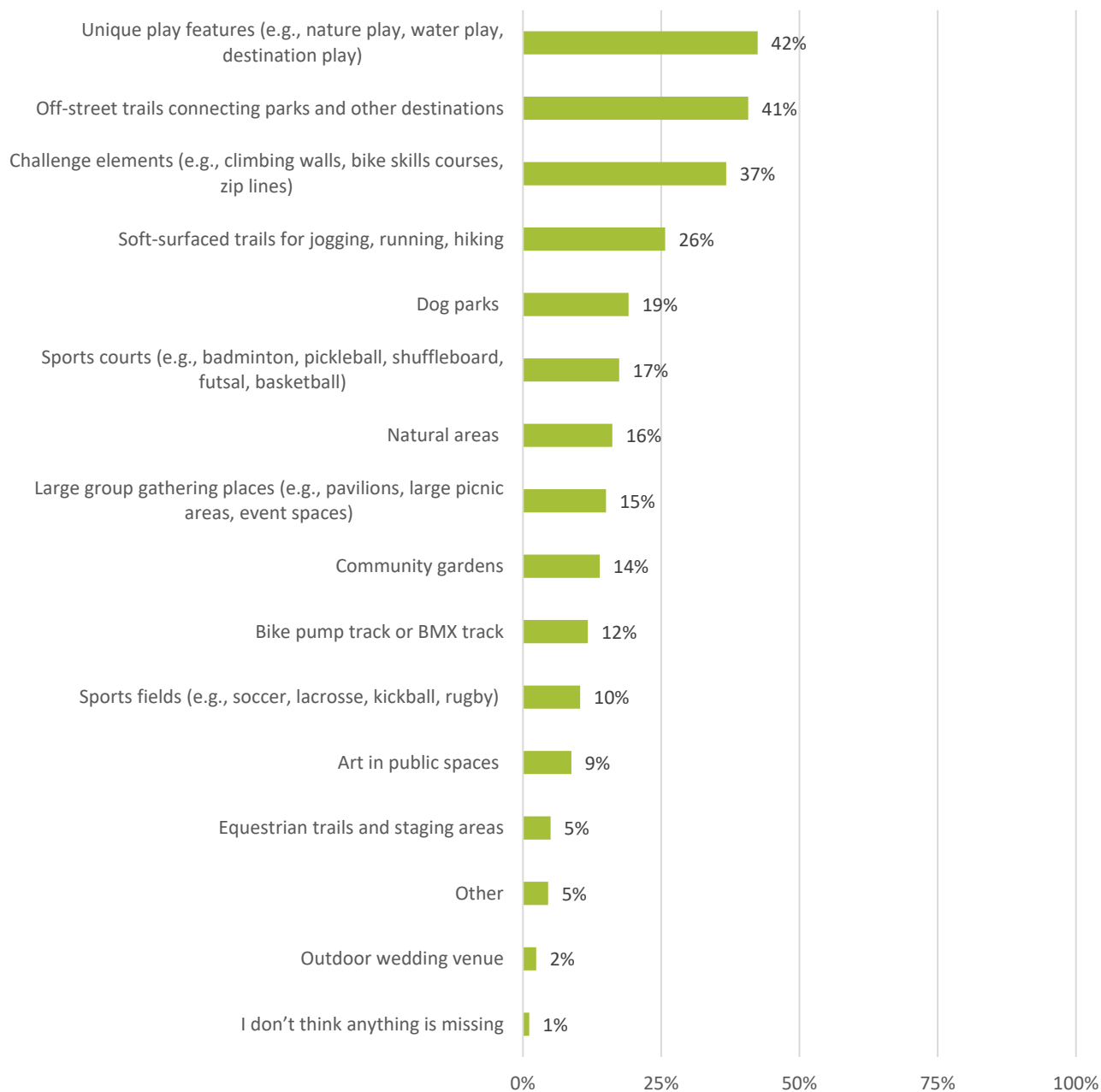
## RECREATION FACILITIES

In 2015, the PROS Plan identified facility guidelines, types and service areas using outdated NRPA information. This made it look like Monroe should be in the business of providing golf courses, swimming pools, ice hockey rinks, handball courts, field hockey fields, and a number of outdoor recreation facilities that are not needed in the city. The City needs to reconsider its role in providing recreation and leisure facilities. The Parks & Recreation Department should focus on active outdoor recreation, partner in sports, and leave arts/cultural elements, indoor recreation facilities and equestrian facilities to other providers. This PROS Plan update places the City's emphasis on outdoor activities, trails, and nature-based recreation features.

Figure 3-13 identifies new facility needs, based on outreach priorities. Most of the key needs noted will be addressed through site renovation and new site/trail development. Beyond these, needs for universal play, dog parks, community gardens, and larger pavilions for group use should be addressed.



**Figure 3-13: New Features or Facilities Desired in Monroe's Parks**



# EVENTS AND PROGRAMS

Monroe has become known for its events and outdoor recreation experiences including Music in the Park, fishing day, and triathlons and wakeboarding at Lake Tye. The City’s Parks and Recreation Department facilitates these types of community events, outdoor recreation, sports, and stewardship events. Many traditional recreation programs such as aquatics, youth sports, youth camps, indoor recreation, and arts are provided by other local organizations.

While the availability of outdoor recreation programming is strong in Monroe, there are several opportunities for the City to strengthen programs and events to meet the needs of the community. However, the City is unlikely to do this as a service provider (with in-house or contracted staff staff). Instead, City staff will need to manage concessionaires, recruit other program/event organizers to activate its facilities, and potentially partner with other groups to support activities in its parks. As such, it will be important to balance paid recreational time, e.g., reserved fields, with non-fee paying time to provide all residents with equitable access to facility use.

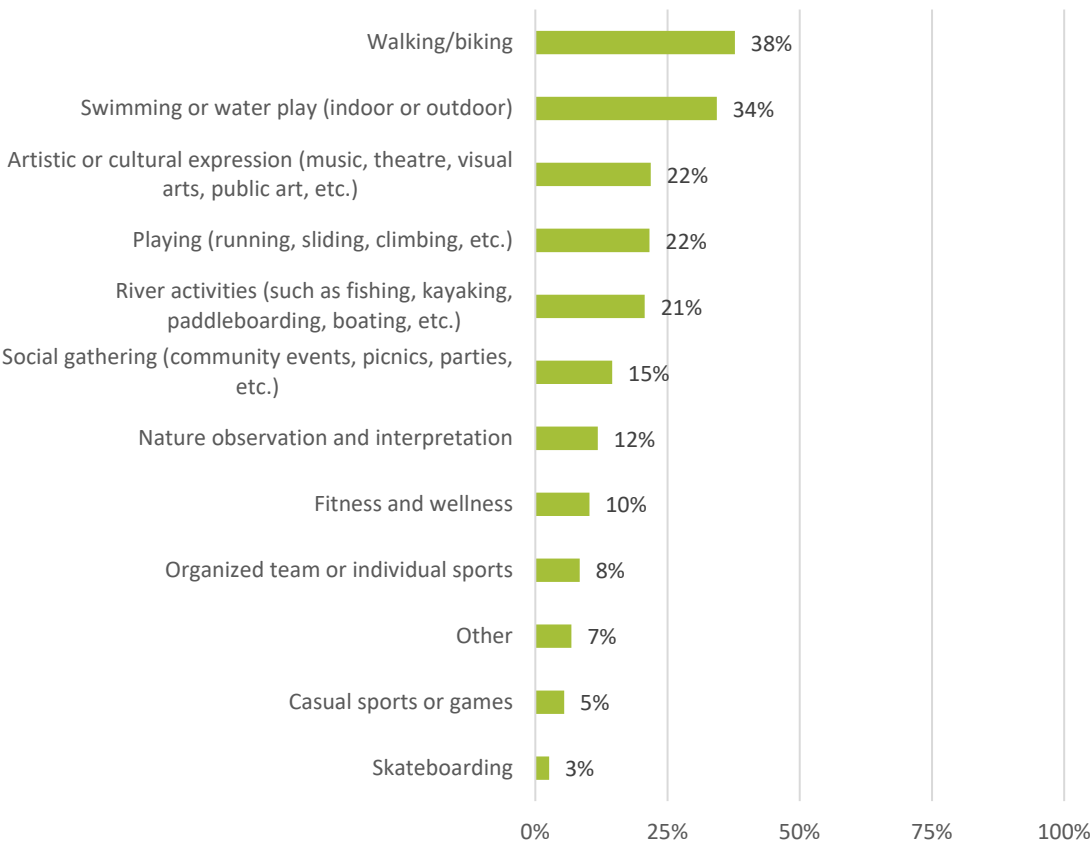
Community outreach shows a desire for more special events and activities. In addition to more walking and biking opportunities, residents have also expressed interest in more swimming or water play and artistic or cultural expression events and programs. The City will continue to support self-directed and organized activities by developing and maintaining parks and facilities.

## Monroe Programs

The City will support programs and events by serving as:

- Concessionaire  
Contract Manager
- Partner
- Facilitator/Recruiter
- Promoter

Figure 3-14: New Activities Desired in Monroe



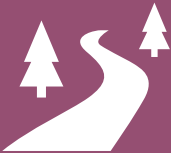
As the City brings new parks and facilities online, it will need to invest staff time and resources to increase programs in the following areas by facilitating programs and managing other providers.

	Both Lake Tye Park and the Cadman site will likely have concessionaires operating boat rentals and food concessions. A camp store and adventure park at the Cadman site will need an operator, as will a swimming area at Lake Tye. The City will need to establish and manage these contracts.	<b>CONCESSIONAIRE MANAGEMENT</b>
	The renovation of Lake Tye Park and the development of the North Kelsey plaza, will require staff support to coordinate local events and activities here. This may be done in partnership with other groups.	<b>LOCAL EVENTS AND ACTIVITIES (PARTNERSHIP)</b>
	To help activate and maintain the extensive natural areas and trails, the City should support and encourage groups such as mountain biking organizations, nature clubs, walking groups, etc., to coordinate and host group activities and outings in parks. Also, consider a “Green Monroe Partnership” model that trains community volunteers to steward and replant natural areas.	<b>NATURE / OUTDOOR PROGRAMS (FACILITATOR)</b>
	Continuing in a role already established, the City will have an opportunity to expand the types of events that attract visitors from around the region. For example, skateboarding, mountain biking and watercraft events could be added. Coordination with facilitators could support sports tournaments.	<b>FITNESS ACTIVITIES EVENTS, AND COMPETITIONS (FACILITATOR)</b>
	Sports field improvements and the addition of picnic shelters and a pavilion will offer additional reservable facilities that City staff should manage for community use. Additional staff time will be needed to manage facility reservations at improved or added reservable facilities.	<b>FACILITY RENTALS AND RESERVATIONS (MONROE STAFF)</b>




# PARK MAINTENANCE AND OPERATIONS

Sustainable park maintenance requires the routine and preventative maintenance of the grounds and amenities in Monroe’s parks. Monroe’s needs for park maintenance and operations can be broken down into two main categories: current staffing shortages and future staffing needs.



In 2020, 7 maintenance FTEs were responsible for 130 acres of developed park land and another 322 acres of nature preserves and undeveloped land. Each full-time maintenance employee is responsible for 19 acres of developed park land and another 49 acres of nature preserve and undeveloped property.

**7 MAINTENANCE STAFF FOR 452 ACRES OF LAND**



In 2008, Monroe had 17.3 acres per full-time staff person (FTE) and in 2020 Monroe had 26.2 acres per FTE. This results in a 40% greater workload per person. Maintenance needs have also increased since 2008 due to aging facilities and factors such as an increasing number of residents experiencing homelessness and camping in City parks and natural areas.

**40% WORKLOAD INCREASE FROM 2008**

As shown in the sidebar the City is currently understaffed for park maintenance. As the City improves parks and develops new one, more staff will be needed. Specifically, Lake Tye Park improvements and the development of North Hill Park, the North Kelsey site, the Cadman site, new trail corridors and Al Borlin Park, approximately 50% more maintenance and operations resources will be needed.

In addition, planned facilities and enhanced event spaces will require more staff to support events, operations, reservations, cleaning of reservable facilities, year-round maintenance, intensive summer maintenance, and management. Future staff needs may include:

- Additional maintenance staff
- Specialized expertise in natural resource management
- Dedicated summer staff for Lake Tye and Cadman
- A staff manager for concessionaire management, such as operators for the boat rentals, food concessions, an adventure course/ziplines facility at Lake Tye and Cadman, and lifeguards for Lake Tye
- Campground host and/or park ranger
- Additional events, activities, and tourism coordinator for expanded events at Lake Tye, Cadman, Sky River, and North Kelsey sites

Maintenance Staffing Snapshot		
	2008	2020
Maintenance Supervisor	1	1
Park Operations Lead	0	1
Full-Time Maintenance Workers	9	5
Total	10	7
Source: 2008 and 2020 Organization Charts, City of Monroe. 1 = one 40-hour position.		

## PARTNERSHIPS/COLLABORATION

The City of Monroe recognizes the critical role that parks and recreation facilities play in supporting community livability as well as the City's identity and success as an outdoor events destination. The City needs to collaborate with other entities to achieve Monroe's broad recreation goals. In turn, other providers will continue to meet needs for indoor recreation space, arts, and cultural opportunities for which the Monroe Parks and Recreation Department will have little or no role.

Several opportunities for collaboration and partnerships are noted below.

- **School District:** Coordinate with the School District to ensure public use of outdoor play areas, sports courts, and sport fields. Support the School District in retaining some type of active recreation use at Memorial Park, even if this site is partially redeveloped.
- **YMCA, Boys & Girls Club:** Coordinate with these entities in their continued efforts to meet indoor recreation needs and potentially expand programming into parks.
- **Snohomish County Sports Commission:** Continue to elevate, support, and coordinate the role that these groups play in putting on events.
- **County Parks:** Encourage the County to upgrade Fairfield Park to create synergies with the City's improvements to Lake Tye Park.
- **Fairgrounds/Fair Park:** Discuss needs for year-round recreation opportunities that could be met at Fair Park by coordinating with the County on their facilities and see where there are synergies to respond to residents' needs.
- **East County Park and Recreation District:** Coordinate and collaborate on funding through bond/levy for new parks and renovations to better serve the shared service area.



In addition to these entities, the City also coordinates with various program providers, including the Monroe Arts Council (MAC), the Monroe Community Senior Center, and sports providers such as Skyhawks.







# CHAPTER 4



## Vision and Goals

The community's vision and goals serve as the foundation for the City's Parks, Recreation, & Open Space (PROS) Plan. This chapter combines the insights of residents, stakeholders, elected officials, advisory groups, and staff to define the City's values, vision, and goals for parks, recreation facilities, trails, programs, and related services. These guide the Monroe's Parks and Recreation Department as they serve the City by enhancing park and recreation experiences over the next ten years. These elements provide the framework for the systemwide policies presented in this plan.



## Vision Framework

The Monroe community defined the City's values, vision, and goals for parks, recreation facilities, trails, programs, and related services through conversations and input during the PROS Plan outreach process, the Comprehensive Plan "Imagine Monroe" focus groups and interviews, and the Parks Advisory Board/Planning Commission meeting. These elements comprise the "vision framework" for Monroe's parks and recreation assets, providing a foundation for the entire PROS Plan. It also guides the development of strategies for systemwide enhancements and site development or improvements.

The elements of the vision framework are defined in the sidebar and identified on the following pages.

### VALUES

The values for the parks system articulate the important qualities Monroe residents want to see reflected in the park system. These include:

**Equity and Inclusion:** We provide parks and facilities throughout the city to ensure easy and equitable access for all residents, no matter their age, income, race, culture, or ability.

**Safety:** Our parks and facilities are designed and maintained to prioritize public safety and comfort.

**Stewardship:** Monroe will take care of our assets and protect our natural resources, including our trees, lakes and rivers, wetlands, and greenspaces.

**Community Health and Livability:** Great parks, natural areas, and trails support easy access to healthy, active, lifestyles.

**Family-Friendly:** Monroe's parks and open spaces provide welcoming, inclusive, safe places for people of all ages including youth, parents, elders, and of all different backgrounds to gather, socialize, and recreate.

**Access to Nature:** Monroe's parks foster outdoor recreation, connections to the Skykomish River, and opportunities to experience nature.

**Vibrancy:** Unique events and facilities are critical to attract residents and visitors to our business districts, including our downtown, and support the economic vitality of our community.

**Connectivity:** We promote park access and a walkable, bikeable community by providing an interconnected regional and local trail system with access to Monroe's park trails.

### Vision Framework Elements

The vision framework is structured to answer the following questions:

*What values guide the City's provision of park and recreation services?*

Our *values* describe the important qualities we want to see reflected in our park system.

*How do we imagine our future park and recreation system?*

Our *vision* summarizes the City's aspirations for future parks and recreation services.

*How do we describe our Department's business?*

Our *mission* describes our commitment and intentions in carrying out our work.

*Where do we want to be in the future?*

Our *goals* describe our desired directions for long-range change.

*What do we want to achieve?*

Our *objectives* describe the specific systemwide policies and outcomes that help measure our progress in achieving our goals.

**Commitment to Monroe:** Our staff have made a commitment to our residents to use resources wisely and provide quality, sustainable parks and facilities that reflect a welcoming, inclusive community.

**Collaboration:** We will work together with volunteers, stakeholders, schools, and partners to leverage resources and maximize the benefit to our community.

## VISION

This PROS Plan proposes a new vision for the parks and recreation system:

*Great parks, natural areas, and trails foster safe and welcoming places for people of all ages and backgrounds to gather and recreate while these spaces protect our waterways and create an active, beautiful, livable, and inclusive city.*

## MISSION

The previous mission for the Parks and Recreation Department is refined here:

*The Monroe Parks and Recreation Department is committed to:*

- *Protecting and enhancing the natural beauty of Monroe through the development of a vibrant system of parks, open space, and trails.*
- *Providing residents of all ages positive opportunities for recreation and social gathering in clean, safe, accessible, and inclusive facilities and green spaces.*
- *Enhancing health, quality of life, and the natural environment for present and future generations.*

## GOALS

Systemwide objectives and site recommendations will help achieve the following goals:

**Well-Stewarded Parks:** Manage, maintain, and revitalize parks, facilities, and natural resources to support safe, attractive, inclusive, and engaging recreation and green space.

**Vibrant Riverfront:** Enhance parks, recreation amenities, and trails along the Skykomish River to create a welcoming riverfront system that supports local use and recreation tourism.

**Outdoor Recreation Hub:** Provide unique and inclusive amenities that attract residents and visitors to Monroe's outdoor opportunities, activities, and events.

**Park Access:** Develop parks and remove barriers to ensure residents have equitable access to open spaces and recreation opportunities within walking or biking distance from home.

**Connectivity:** Provide an interconnected network of multi-use trails, walkways, and bikeways connecting city and regional destinations.



## Alignment with Strategic Priorities

The values, vision, mission, and goals of the PROS Plan align with Monroe's 2021-2026 Strategic Priorities as defined by City Council:

- **Safe and Secure** – Safety is one of the underlying values of the PROS Plan and an integral element of the mission of the Parks and Recreation Department.
- **Economic Development** – The PROS Plan goals of revitalizing parks and facilities, creating a riverfront trail system that supports local use and recreation tourism, and attracting residents and visitors will contribute towards economic development by attracting outside dollars and strengthening the tourism and recreation industries.
- **Manage Growth** – Four PROS Plan goals support capacity-enhancement project that respond to the impacts of new growth, including meeting needs for neighborhood parks, local trails, and community gathering spaces.
- **Utilities and Transportation** – Ensuring access to recreation opportunities within walking or biking distance and providing an interconnected network of recreation opportunities will strengthen the City's transportation infrastructure and address transportation related objectives.
- **Community Culture** – The values, vision, mission, and goals of the PROS Plan are designed to provide parks, facilities, recreational opportunities, and programming that are responsive to the City's need, growth, and long-term objectives.
- **Good Government** – The PROS Plan aims to use City resources wisely to enhance Monroe's quality of life and protect park and recreation assets for today and for future generations.

## Goals, Objectives, and Strategies

In support of the City's five goals for parks and recreation, the PROS Plan identifies systemwide objectives and strategies that will guide the provision of parks, recreation, and related services over the next ten years. These elements are numbered for ease of reference; they do not appear in priority order. They are structured in the following format:

Goal X:

X.1. Objective

a. Strategies

The strategies represent a mix of recommendations that should be taken to enhance the park and recreation system and achieve the City's vision for the future.



## ***Goal 1: Well-Stewarded Parks***

Manage, maintain, and revitalize parks, facilities, and natural resources to support safe, attractive, inclusive, and engaging recreation and green space.

- 1.1 Manage Monroe's parkland, facilities, and open space to support recreation, habitat protection, community aesthetics, City identity, public health, and safety.
  - a. Establish and enforce park use rules and regulations that support public access and safety, environmental protection, and protection of park resources and assets.
- 1.2 Adopt a tiered maintenance approach to provide high quality routine and preventative park and facility maintenance that targets site needs. (See Appendix F).
  - a. Provide an enhanced level of maintenance at highly visible and heavily used parks, as well as sites that include specialized or unique assets, large group gatherings and events, and revenue-generating programs (balancing non-fee-based use by all residents). These sites are maintained at the highest level and receive priority during peak use times. Provide enhanced maintenance at Lake Tye Park, Skykomish River Park, North Hill Park, North Kelsey Park, Al Borlin Park, and Cadman Park when these sites are renovated or developed.
  - b. Provide a standard level of maintenance at regularly-used sites that have a mix of outdoor recreation facilities to support public health and safety, social gatherings, and community aesthetics. These include tasks such as restroom cleaning, trash removal and litter pickup, mowing, and facility maintenance. Ensure standard quality parks at 12 sites, all City trails, and two new sites to be acquired to meet neighborhood park needs.
  - c. Provide additional specialized care at sites with significant natural resources to support fish and wildlife habitat, sensitive species, surface water areas, wetlands or riparian corridors, and ecological functions such as stormwater filtration and groundwater recharge. Emphasize efforts at Foothills Wetland Preserve, Al Borlin Park, Cadman Park, and Lake Tye Park.
  - d. Develop a comprehensive maintenance management plan to include: define the tasks, frequencies.
- 1.3 Add maintenance staff to improve maintenance quality and address current needs.
  - a. Increase maintenance staff, adding 2-3 FTE's to address the current deficiency, using part-time and seasonal staff as warranted to focus resources where most needed.
  - b. Ensure specialized expertise in natural resource management.
- 1.4 Ensure calibrated maintenance and asset management resources are available when parks are renovated or new parks are brought online.
  - a. Add maintenance staff, guided by the maintenance tiers and funding allocations noted in the PROS Plan.
  - b. Consider maintenance and ongoing facility lifecycle costs when designing, developing, and constructing parks and bringing new facilities online.
  - c. Ensure the park planning position remains filled to guide the capital projects recommended in the PROS plan.

- 1.5 Track and evaluate park and facility age and lifecycles and incorporate this information into annual budgeting and workplans to prioritize repair and replacement needs.
  - a. Prioritize deferred maintenance projects and asset management needs using the criteria identified in Chapter 5.
  - b. Establish a replacement schedule for substandard facilities and guide the replacement of aging park and recreation infrastructure.
  - c. Establish annual dedicated funding allocations to repair or replace landscaping, infrastructure, facilities, and equipment when old and worn.
- 1.6 Protect and steward the City's resources by integrating best practices in sustainability and resource protection.
  - a. Develop water-efficient, climate-controlled irrigation systems in all new parks and landscaped areas. Update current irrigation systems when parks and facilities are renovated to improve water efficiency and reduce water costs.
  - b. Incorporate sustainable landscaping practices and facilities that limit water usage and energy consumption, such as drought-resistant landscaping, low impact development, and the use of raw or reclaimed water for irrigation.
  - c. Incorporate water and energy efficient fixtures in all new restrooms, water fountains, and park lighting.
  - d. Work with partners to inventory, assess, and protect fish and wildlife habitat and significant natural resources in parks and open space areas to preserve vital ecological functions, improve water quality, protect habitat, and increase biodiversity.
  - e. Protect and retain trees during park development and renovation, providing it does not impair project safety, structural integrity, or design function.
- 1.7 Implement long-term climate adaptation and resilience strategies.
  - a. Prepare and "future-proof" parks and natural resources for future climate change, such as extreme weather, increased flooding, warmer temperatures, and wildfires.
  - b. Provide interpretive signage and information to educate park visitors about resilience measures.
  - c. Incorporate wildfire protection strategies in parks and open space. Maintain defensible space around recreation facilities and park structures by removing shrubbery and trimming lower tree branches to reduce "fire ladders." Reduce or eliminate fuels and ignition sources. Avoid flammable construction materials.
  - d. Incorporate flood protection strategies. For example, incorporate green infrastructure to direct water away from areas within the park that cannot withstand floods. Use low maintenance natural material for trails, benches, or other park features in the flood zone. For facilities and structures within a flood zone, install structures that can withstand flooding events. Include detention and retention areas in the park design, as well as bioswales and native plants to slow runoff and encourage infiltration.
  - e. Anticipate below-normal precipitation and warmer temperatures as climate conditions change. Establish water-smart landscapes. Consider reducing areas of mown lawn as well as the frequency of mowing in low-use recreational landscapes to reduce evaporation and soil moisture loss. Incorporate drought-tolerant plants and native pollinator species. Consider facilities such as floating docks that more easily adjust to changing river and lake levels. On hot days, integrate synthetic turf cooling to reduce surface temperatures.
  - f. Create a maintenance hazard plan that clearly outlines cleanup steps and responsibilities post flooding, storm, or fire events.
- 1.8 Encourage community involvement in park design and programming decisions.
  - a. Continue to engage community members in the design and renovation of parks. Use a mix of online/virtual and in-person outreach activities, focus groups with stakeholders, and events at or near the site to garner feedback from the community.



- b. When developing site master plans, incorporate family-friendly engagement activities, providing incentives (e.g., childcare, food, swag, entertainment) and targeted marketing campaigns to encourage attendance from a variety of participants and ages, including youth and seniors.
- c. Create an online portal and/or input tool to crowd-source maintenance requests and community ideas for desired programs, activities, events, and park improvements.
- d. Establish or strengthen communications with underserved communities by coordinating with community-based organizations, schools, churches, and other agencies that can help identify the needs of traditionally underrepresented populations.
- e. Engage the Parks Board in community involvement, outreach, and programming recommendations to the City Council.

1.9 Promote park design and development that is high quality, accessible, aesthetically-pleasing and sensitive to Monroe's character by adopting design and development guidelines. Ensure park renovations and new park and facility development address the following principles and best practices:

- a. **Inclusivity:** Ensure parks are welcoming and engaging for residents and visitors of all ages, ethnicities, cultures, abilities, and incomes.
- b. **Diversity:** Provide a mix of active and passive recreation opportunities to serve a variety of recreation interests and skill levels. Balance energetic, programmed active use sites with spaces designed for contemplation and quiet social gatherings.
- c. **Universal, All-Inclusive Access:** Create equitable use and experiential opportunities for people of different abilities and ages, considering all options of modality and accessibility. Meet and where possible exceed the standards of the Americans with Disabilities Act (ADA) and Washington State code to provide parks and facilities that accommodate multigenerational groups and people with mobility issues, sight and hearing impairments, allergies, and other special needs.
- d. **Safety:** Implement Crime Prevention through Environmental Design (CPTED) strategies and enhance park safety through playground design, crime prevention technology, night lighting, natural surveillance, unobtrusive landscaping, and increased staff, police and community-based patrols if needed.
- e. **Park Greening and Native Plantings:** Protect green space in parks by balancing the use of native plantings, turf, trees, and landscaping to promote aesthetics, connect people to nature, reduce stress, and improve site ecological function.
- f. **Tree Canopy:** Plant and protect native or large canopy trees to provide shade, sequester carbon, filter the air, reduce urban heat, and support the City's designation as a Tree City USA. Consider planting climate-adaptive plants that can withstand the region's forecasted hotter, drier summers.
- g. **Noise and Lights:** Minimize noise and light pollution by siting lighted facilities and noise-producing activities away from nearby residences and neighbors and using "full cutoff" athletic field lights.
- h. **Placemaking:** Integrate Monroe's heritage, culture, and identity through thematic site design, the use of materials, the inclusion of public art and interpretive elements, and/or the choice of recreation elements and support features.
- i. **Continuity in Furnishings:** Establish and integrate a consistent furnishing palette systemwide for ease of maintenance (including items such as seating, light fixtures, trash receptacles, bike racks, etc.), but allow for variations in the City's most visible, high-use parks to emphasize a unique park theme or identity.
- j. **Maintenance:** Involve maintenance staff in park design to incorporate maintenance efficiencies in parks, including wide paths for maintenance vehicles.
- k. **Sustainability:** Incorporate sustainable landscaping and facilities that limit water usage and energy consumption, such as drought-resistant landscaping and low impact development.
- l. **Flexibility of Use:** Allow for a variety of programmed and self-directed activities to occur by not precluding activities with unnecessary physical constraints or regulations.

- m. **Adaptability:** Design multi-use spaces and facilities to be easily adaptable to address changing community needs over time.
- n. **Wayfinding:** Incorporate a systemwide wayfinding and signage template for all parks and trails to promote the City's identity and the visibility of City parks and facilities.

1.10 Incorporate community history, heritage, identity, and character in parks and facilities.

- a. Identify, preserve, and protect historic, cultural, and archaeological resources.
- b. Incorporate interpretive elements that educate residents and visitors about community culture, heritage, history, and natural resources.
- c. Include elements in parks that are inclusive of the community's indigenous heritage, pioneers, early residents and evolving community through the present.
- d. Ensure that major park development projects incorporate art, focusing efforts at sites with high visibility and high visitation, including revenue-generating special use parks (balancing non-fee-based use by all residents), community parks, and river greenbelts.
- e. Leverage and beautify parks and trails on the periphery and along the highway to serve as gateway opportunities to the city.

1.11 Strategically leverage resources through collaborative planning, volunteerism, and partnerships to support recreation, tourism, natural resource protection, and economic impacts.

- a. Provide responsive park services through coordinated planning with other City Departments, the Monroe School District, and relevant local, County, and regional agencies.
- b. Support volunteer park beautification programs to include an Adopt-A-Park and Adopt-a-Trail programs, and Park Friends Groups with staff overseeing the recruitment, management, training, and recognition of volunteer participants.

1.12 Ensure sufficient investment in parks and recreation facilities.

- a. Adopt an updated mitigation/impact fee methodology to ensure that new development addresses the costs of impacts for parks and trails.
- b. Ensure staff capacity for grant writing, grant management, solicitation of sponsorships and donations, and exploration of new revenue sources (balancing non-fee-based use by all residents).
- c. Consider establishing a 501(c)(3) nonprofit or foundation to support parks. Identify communication protocols, roles and responsibilities, and fundraising opportunities.
- d. Develop a fee philosophy and cost recovery goals for programs and rental facilities to reflect changing market conditions and the community's ability to pay. Add a facility use fee to all program and rental fees (including sports) to provide dedicated funding for maintenance, renovation, and facility replacement.
- e. Identify and implement park use fees/agreements for vendors, concessionaires, sport trainers, private recreation providers, photographers, filmmakers, and others who use City parks and facilities to support their businesses or affiliated services.
- f. Coordinate with City leaders to expand the Parks & Recreation Departments' resources to support ongoing maintenance and asset management.
- g. Diversify funding sources, considering sponsorships, bond measures, operational levies, sales taxes and other alternatives to fund capital projects, operations, maintenance, and programming. (See Chapter 5 and Appendix H.)



## ***Goal 2: Vibrant Riverfront***

Enhance parks, recreation amenities, and trails along the Skykomish River to create a welcoming riverfront system that supports local use and recreation tourism.

- 2.1. Jointly master plan the riverfront parks to support a region-leading, seamless, connected network of greenspaces for use as a recreational amenity that protects habitat, increases site use, and minimizes safety concerns.
  - a. Develop a cohesive vision and master plan for Skykomish River Park, Al Borlin Park, Cadman Site, and Lewis Street Park. Include the Lewis Street Boat Launch (WDFW) in planning.
  - b. Prior to implementing the Cadman site master plan, determine the Riverfront Trail alignment, and host permitting discussions to identify critical areas of mitigation needed.
  - c. Address site uses as well as park management, operations and maintenance, revenue-generating opportunities (balancing non-fee-based use by all residents), safety, natural resource protection and flooding, access, and connections to downtown.
  - d. Determine a phased schedule for the coordinated development and improvements of all sites.
  - e. Identify a recreation business and operations strategy for the maintenance and operations of all sites.
- 2.2. Collaborate with other City Departments and public and private stakeholders to coordinate related local and regional projects and site synergies.
  - a. Continue discussions with Snohomish County regarding potential and preferred alignments for the Snoqualmie Valley Trail to Duvall. The PROS plan recommends an off-road, family-friendly connection via Al Borlin Park, which would require a new bike and pedestrian bridge across the river. If cost prohibitive, the PROS plan identifies an alternative along WA-203, adjacent to Lewis Street Park.
  - b. Discuss and coordinate transportation improvements with Public Works, including the provision of street improvements with bike lanes and off-street trail to support vehicle, bike, and pedestrian entry to all major riverfront parks, including the Cadman site. Provide sufficient parking, as well as bike amenities on site (bike racks, bike repair stations, etc.).
  - c. Coordinate park entry improvements along with enhancements to the intersection of Sky River Parkway and Village Way, with removal of median and other improvements that will give larger event vehicles and boat trailers access to Skykomish River Park and the Cadman site.
  - d. Ensure that Community Parks and parks within the River Greenbelt are accessible via transit with bus stops near park entrances.
  - e. Coordinate with Monroe's Simons Road Community Development Area to improve access to Al Borlin Park from downtown via a multiuse trail connection. Further explore re-development opportunities at the east end of downtown, including the gateway and access to Sky River Park. Look for opportunities to connect park visitors with nearby businesses, including hotels and restaurants.
  - f. Discuss with stakeholders opportunities to add joint-use sites such as an outdoor classroom with use and access to the Monroe Library, Park Place Middle School, and potentially the Sky Valley Seventh-day Adventist School.
  - g. Ensure easy bike and pedestrian park access from nearby recreation facilities such as the Monroe Boys & Girls Club, Monroe Senior Center.
  - h. Collaborate with the Washington Department of Fish and Wildlife (WDFW) on improvements to the Lewis Street Boat Launch that would enhance use.
  - i. Improve physical access to the Skykomish River and Woods Creek from the downtown area.



- j. Continue coordinating with the Community Human Services Advisory Board (CHSAB), the Monroe-Snohomish County Community Outreach Team, and local social service organizations to offer services to people in riverfront parks who are experiencing homelessness, assist in relocating them and remove any debris left behind. Additional efforts around encampment closures and mitigation may be needed to ensure the safety of all when these sites develop.
  - k. Identify concessionaires and or equity partners that may co-develop and operate facilities such as the boat rentals/river rafting, campground and store, and adventure course/ziplines facility. Identify and document agreements including cost and revenue-sharing arrangements to support capital development, maintenance, ongoing operations, and long-term asset management and replacement.
- 2.3. Develop and improve these sites to increase and diversify recreation opportunities. Ensure that facility locations take into account annual flooding.
- a. Provide a campground, with group camp, reservable yurts, open tent lawn, RV pads, picnic/cooking shelter (with utilities and barbecues), small fire circle, host/caretaker camp site, restrooms, and showers.
  - b. Develop an outdoor classroom pavilion with seating, storage, and interpretive amenities for environmental programs and school group use.
  - c. Provide an enhanced lakefront plaza, with concessions such as a snack/coffee vendor, canoe/kayak rentals, restrooms, and waterfront seating.
  - d. Develop an adventure course with climbing features, a ropes course, and zip line.
  - e. Identify a location for a non-motorized boat launch, with concessionaire-caliber loading/unloading zone, multi-boat launch, restrooms, boat storage/boat lockers, life preserver station with water safety signage, nearby parking/trailer parking. Provide signage and materials to coordinate this put-in/take-out point with others along the river.
  - f. Establish and enhance a series of river access points for wading, swimming, and fishing. Consider ADA accessibility, materials, and slopes in providing water access. Address accessibility issues noted at the Lewis Street Boat launch.
  - g. Identify a location for a bike pump track and skills course in conjunction with mountain biking trails. (See 2.4).
  - h. Improve and widen the roadway in Al Borlin Park to the river for maintenance and water access.
- 2.4. Develop and improve these sites to support an interconnected trail experience.
- a. Provide a consistent wayfinding and signage system both onsite and off-site to identify opportunities to access the park via vehicles, bikes, and foot. Include identification and directional signage, mileage/minute markers, identified trail uses, trail/system map, interactive elements, etc.
  - b. Establish a system of hard- and soft-surfaced trails to diversify uses.
    - i. The Riverwalk Trail and regional trail connections should be hard-surfaced and designed for multi-modal use.
    - ii. Provide nature trails and boardwalks with interpretive signage, viewpoints, and markers for self-directed nature hikes.
    - iii. Provide soft-surfaced trails for walking, jogging, and mountain-biking. If feasible, separate mountain biking trails to avoid user conflicts.
    - iv. Create a pond loop trail and other loops for recreation diversity.
  - c. Improve Lewis Street Park as a regional trailhead with an expanded restroom, bike parking, bike repair station, improved parking, bike/pedestrian circulation and enhanced trail connections. Provide bike lockers to allow for safe, secure storage while recreating.
  - d. Provide two additional trailheads—one at the Cadman site and one at Al Borlin Park— with expanded parking, restrooms, bike racks, seating, and wayfinding signage.
  - e. Establish all ages and abilities trail connections to downtown from the riverfront.

- 2.5. Identify staff capacity and responsibilities to manage and supervise ongoing site maintenance, stewardship, and operations.
  - a. Assign staff responsibilities to manage concessionaires/campground hosts and coordinate with other potential partners for facility scheduling.
  - b. Hire Park Rangers to patrol these sites.
  - c. Expand site activities and programs by recruiting program and event providers. Encourage trail programs, nature interpretation and environmental education, and nature-based outdoor recreation programs and events, such as fishing derbies, learn-to-camp program, and others.
  - d. Establish online scheduling/reservation systems and promote the group camp, yurts, picnic shelters and pavilions, and other reservable facilities.
  - e. Coordinate with concessionaires in the provision of boat rentals, adventure courses, etc.
  - f. Monitor, maintain, and inspect natural resources, establishing limited or no access zones to support resource protection.
  - g. Identify natural resource restoration projects needed, as well as City and community labor to support restoration efforts.
- 2.6. Stimulate economic development and tourism through riverfront natural resource preservation and enhancement.
  - a. Recognize, plan for, and actively promote the riverfront parks as an important part of Monroe's economic development strategy, drawing regional visitors to the waterfront.
  - b. Provide information kiosks at trailheads that promote downtown businesses and restaurants.



## Goal 3: Outdoor Recreation Hub

Provide unique and inclusive amenities that attract residents and visitors to Monroe's outdoor opportunities, activities, and events.

- 3.1. Diversify the recreation facilities in City parks to support Monroe's diverse residents and identity as an outdoor recreation hub.
  - a. Use PROS Plan recommendations and site planning/design to guide the provision of recreation facilities and amenities in parks. Eliminate adherence to outdated facility guidelines provided in the 2015 PROS Plan, since the National Recreation & Park Association (NRPA) advocates for the customization of park and facility development as per local needs.
  - b. Diversify sports courts to increase play from all ages and diverse cultures.
  - c. Consider options to add "challenge" activities such as outdoor fitness equipment, disc golf, climbing walls, a bike pump track, bike skills courses, and other challenge features popular with youth and young adults.
  - d. Support a greater variety of play opportunities, integrating nature play, thematic play, sand and water play, moveable and interactive parts, and even destination and universal play opportunities.
  - e. Consider low-cost water play options in parks, such as hand pumps, playable fountains and water "squirts" that are turned on and off.
  - f. Provide other desired amenities and facilities including additional dog runs and agility features, dog beaches, and community gardens.
  - g. Diversify social gathering spaces, incorporating unique seating and tables, such as moveable tables and chairs, seatwalls, Adirondack chairs, family style long tables, lounge chairs at beach areas, game tables,
  - h. Foster enthusiasm for recreation by providing unique, temporary, or pop-up activities in parks, such as giant Jenga, giant chess boards, outdoor ping pong, miniature golf, and equipment such as toys, hula hoops, sand toys, etc. These types of amenities work well in high visitation plazas, campgrounds, and food concession areas.
- 3.2. Renovate and develop parks and facilities to support recreational activities, programs, and opportunities that support both local use and tourism.
  - a. Renovate Lake Tye as per the 2018 Master Plan to serve as the area's premier outdoor recreation event venue. Enhance the site for events and revenue-generation (balancing non-fee-based use by all residents), establishing the Centennial Trailhead as a trail staging area for events, enhancing the skatepark for events, offering kayak/canoe rentals, expanding the food plaza and concessions, providing rental cabanas and reservable shelter/tables in the beach area, and enhancing trail connections to Fairfield County Park.
  - b. Develop the North Kelsey Park site to capitalize on its location in a commercial district, providing an urban plaza, small multi-use event space, art, adjacent or on-site food truck pads (with utilities), and a spray/play fountain.
  - c. Explore options to develop North Hill Park and provide specialized facilities such as a small water play feature, community garden, and support facilities such as a restroom and increased parking. Create a financial feasibility and market study to guide renovations to an on-site house to provide rental and event space that augment outdoor programs on site.



- 3.3. Facilitate events and recreation programs by leveraging Monroe's unique resources and variety of facilities.
  - a. Continue to coordinate with the Chamber of Commerce and other community groups to promote recreation, outdoor entertainment (such as movies or concerts in parks), cultural festivals, and historical and cultural programs that support Monroe's active-oriented identity, culture, and heritage.
  - b. Coordinate with the School District to encourage the joint use of City- and School-managed facilities in providing recreation services, including sports tournaments.
  - c. Coordinate with Evergreen State Fair Park in the potential provision of a BMX track, RV campground or similar elements consistent with promoting events and outdoor activities in Monroe.
  - d. Coordinate with local businesses and the Chamber of Commerce to activate the North Kelsey park site with activities and programs.
  - e. Coordinate with local arts and culture groups to support smaller scale "mini-art" performances in parks, such as street performer-style programs, short/small performances, or temporary music/busking in parks to bring more performing arts viewing opportunities to residents.
- 3.4. Increase outdoor programs and events in parks to support active recreation, fitness, and community health.
  - a. Consider requests from contract providers, non-profits, sports trainers, and private providers to provide fee-based fitness, healthy lifestyle, and sports programs in parks. Consider activities such as fitness boot camps, yoga classes, sport training, etc.
  - b. Continue to support walks, races, fitness challenges, and other health and fitness and events to support community wellness and enhance tourism.
  - c. Increase opportunities to get seniors outdoors through program such as guided walks, gardening, social events, pickleball classes, etc.
  - d. Coordinate with local social service organizations to provide free, outdoor programs for economically-disadvantaged residents that foster healthy eating, youth development, youth and adult fitness, learn-to-play sports, youth play programs, etc.
- 3.5. Continue to promote Monroe's parks, facilities, and events through media, social media, and communications.
  - a. Regularly update the Department's webpage/social media to communicate information related to City parks, recreation events and activities, programs, policies, and services.
  - b. Collect contact information for people who would like to be on mailing lists to receive updates about programs, events, and services.
  - c. Continue to offer communication support in multiple languages to diverse groups; in the long term, continue to monitor needs to provide information, signage, and materials in different languages.
  - d. Use social media forums to promote parks, recreation, arts opportunities, and recreation tourism initiatives.
  - e. Establish a Parks and Recreation Marketing Plan annually to increase residents' awareness of recreation programs and services.



## Goal 4: Park Access

Develop parks and remove barriers to ensure residents have equitable access to open spaces and recreation opportunities within walking or biking distance from home.

- 4.1. Develop a system of parks and usable open spaces that support passive and active recreation, protects unique features, and links city neighborhoods.
- 4.2. Adopt a new park classification system and level of service standards to meet community needs. (See Chapter 2 and Appendix A.)
  - a. Provide Neighborhood Parks and Community Parks to meet the needs of nearby neighbors and City residents. (Note: Large Community Parks, such as Lake Tye Park, may incorporate specialized uses to serve visitors as well.)
  - b. Provide Nature Preserves to protect sensitive natural resources in Monroe.
  - c. Provide Special Use Parks and River Greenbelt Parks to support river access and unique public spaces for residents and visitors.
  - d. For all park types collectively, strive to provide 20.6 acres per 1,000 residents.
  - e. Thoroughly vet any additional land donations or acquisitions as per the goals of the PROS Plan. Since the City anticipates investing heavily in new properties already, avoid acquiring additional lands that will require additional maintenance and development resources.
- 4.3. Ensure the balanced and equitable distribution of parks and facilities that serve City residents, including residents in areas annexed into the City in the future.
  - a. Strive to provide neighborhood parks at a level of service of 1.4 acres per 1,000 residents and community parks at a level of service of 5.2 acres per 1,000 residents.
  - b. Distribute parks to account for travel distances, barriers, residential densities, and economic disparities.
    - i. Provide neighborhood parks within a ½ mile (10-minute walk) of nearby neighbors.
    - ii. In neighborhoods with medium- or high-density residential development, ensure larger parks, increase development with amenities and facilities, or the provision of parks with a ¼-mile distance of nearby neighbors.
    - iii. Provide community parks or special use parks in locations to serve several neighborhoods at a maximum travel distance of 4-5 miles.
- 4.4. Develop existing undeveloped park properties as guided by the PROS Plan to meet community needs.
  - a. Master plan and develop the North Hill Park site to meet neighborhood needs.
  - b. Master plan and develop the North Kelsey Park site as a small special-use event venue and gathering place.

- 4.5. Acquire parks and open space as guided by the PROS Plan to meet community needs.
  - a. Acquire sites for neighborhood parks to serve new residential development. Strive for sites that are relatively centralized to the neighborhoods they serve, level and dry on approximately 75% of the site for the development of amenities and facilities that support active and passive recreation opportunities.
  - b. Acquire additional property to expand the North Hill Park, providing more community-serving park amenities in this growing area of the city.
  - c. Acquire the Cadman site and explore additional opportunities to acquire land adjacent to Lake Tye Park to expand recreation uses and economic impacts.
  - d. Identify and acquire a downtown gathering space in conjunction with downtown redevelopment and improved connections to parks along the riverfront. (See Downtown Master Plan)
  - e. Acquire (primarily through easements) trail corridors to support the trail linkages noted in the PROS Plan.
- 4.6. Develop and renovate parks and public spaces to ensure these spaces meet or exceed the requirements of the Americans with Disabilities Act (ADA) and Washington State code. Provide parks and facilities that accommodate multigenerational groups and people with mobility issues, sight and hearing impairments, allergies, and other special needs. (See also 1.8c.)
- 4.7. Collaborate with other entities to support public use of parks and community facilities operated by private, non-profit or other public agencies. Continue to evaluate opportunities to collaborate with Fair Park, Monroe library, schools, the Monroe YMCA, and the Boys & Girls Club.
- 4.8. Update the PROS Plan every six years to identify document evolving parkland and recreation needs and maintain grant eligibility.





## Goal 5: Connectivity

Provide an interconnected network of multi-use trails, walkways, and bikeways connecting city and regional destinations.

- 5.1 Expand the trail network in Monroe, facilitating in-town connectivity and ties to regional trail networks.
  - a. Coordinate with Public Works to provide trails as noted in the “trails opportunities” concept in the PROS Plan.
  - b. Continue discussions with Snohomish County regarding potential and preferred alignments for an extension of the Snoqualmie Valley Trail from Duvall to Monroe and an extension of the Centennial Trail from Snohomish to Monroe.
  - c. Work with WSDOT and Snohomish County to evaluate opportunities for the creation of a permanent trail along the WSDOT right of way for the future US-2 bypass.
  - d. Work with WSDOT to identify options for US-2 bike and pedestrian bridge crossing near Traveler’s Park.
  - e. Ensure future WSDOT improvements to US-2 do not eliminate possibilities for a future trail alignment along the corridor.
  - f. Require dedication or easements for trails as part of the development review process and roadway renovation/widenings, consistent with the linkages identified in the PROS Plan.
- 5.2 Coordinate with Monroe Public Works to establish a coordinated Citywide bikeway and pedestrian trail system. Develop trails as per City standards for the following, including corridor and trail width, surfacing, and support amenities:
  - a. Shared Multi-Use Path: These paved, multi-use rights-of-way are completely separated from streets. These may include a soft-surfaced buffer for jogging. For shared multi-use trails, consider a 10- to 12-foot-wide paved path striped for dual-directional use, plus an adjacent 4-foot-wide soft surfaced trail for jogging and low-impact uses.
  - b. Bike Lanes: These on-street corridors are designated for bicyclists using stripes and stencils. Bike lanes may include buffer striping to provide greater separation between bicyclists and parked or moving vehicles.
  - c. Bike Routes: These streets designated for bicycle travel and shared with motor vehicles. Routes may be marked by signage and shared lane bicycle markings (aka “sharrows”). Traffic calming devices may be included on these routes as needed to discourage drivers from using the boulevard as a through route.
  - d. Protected Bike Lanes: These lanes provide on-street space that is exclusively for bicyclists and physically separated from motor vehicle travel lanes, parking lanes, and sidewalks by elements such as curbs, bollards, delineator posts, or planter boxes.
  - e. Local Trails: These neighborhood paths are typically designed to accommodate access to schools and between neighborhoods by providing a wide sidewalk (e.g., a six-foot wide paved trail connecting a cul-de-sac to another neighborhood or to a school).
  - f. Natural Pedestrian Trail: These more narrow decomposed granite, boardwalk or soft-surfaced trails (wood chips, bark mulch, dirt) provide leisurely walking, biking, and jogging opportunities within parks or other trail corridors.

- 5.3 Develop various trail length, types, and challenge levels to diversify trail-related recreation options.
  - a. Provide hard-surfaced multi-use trails to connect to the regional trail system.
  - b. Provide hard- or soft-surfaced nature trails in parks and greenways as recommended to support nature interpretation, access to nature, hiking, and off-road biking.
  - c. Provide park loop trails or meandering pathways to support walking, dog walking, and recreational biking. These should be wide enough for people to walk together and pass each other comfortably.
  - d. Provide park access paths to connect parking lots or park entries to elements within the park.
  - e. Establish areas in parks that provide recreational hiking and biking options, such as BMX tracks, bike pump tracks, bike skills courses, nature trails, jogging trails, big wheel and tricycle tracks, walking tracks, mountain bike trails, etc.
- 5.4 Provide trailheads and trail support amenities and facilities to facilitate trail use.
  - a. Provide trailheads and/or trail rest areas with bike racks, seating, shade, drinking fountains, restrooms, trash receptacles, and self-service bike repair stations as identified in site and systemwide recommendations. This includes Lake Tye Park, the Cadman site, Al Borlin Park, and Lewis Street Park.
  - b. Develop the regional trail along the south edge of the Foothills Wetland Preserve, creating a viewpoint to showcase the park.
  - c. Provide periodic support amenities, such as benches and shade along trails. (Note: Avoid providing restrooms, drinking fountains, trash receptacles, and other high-maintenance elements along trail corridors, except at trailheads as noted above.)
  - d. Coordinate with other City departments in the development and provision of comprehensive wayfinding and signage program along trails and bike routes and in parks with trails.
- 5.5 Collaborate with others to provide trail programs and services that encourage safe pedestrian and bicycle use.
  - a. Coordinate with other City departments to provide a trails map and information guide. Publish biking and walking route information online and in the City's recreation guide.
  - b. Enable and encourage children to walk and bicycle to school and parks by embracing "Safe Routes to Schools" and "Safe Routes to Parks" objectives.
  - c. Work with partners (e.g., Leafline Coalition, Cascade Bicycle Club) to coordinate trail programs, drop-in walks, nature hikes, and community-wide trail events and bike rides to encourage use of the pedestrian-bike network.
  - d. Explore a trail sponsorship program that encourages or incentivizes businesses to sponsor the development and/or maintenance of trail links that provide nearby bike and pedestrian access.





# CHAPTER 5

## Implementation

The PROS Plan's goals and objectives can be achieved through sustained, committed implementation over the next 20 years. The new systemwide policies in the PROS Plan are aligned with site-specific recommendations for Monroe's park system, including the acquisition and development of new parks and trails, along with improvements to existing sites. Highest priority projects are summarized here in a six-year capital improvement plan (2023-2028) that also carries forward budgeted projects for the Year 2022. This chapter includes an overview of the funding sources that are critical for implementation.

## Recommended 20-Year Enhancements

Over the next 20 years, the City of Monroe will enhance the existing park system by acquiring new park sites and trail corridors, developing site master plans, building new parks, adding specific amenities and facilities, renovating existing facilities, replacing facilities at the end of their lifecycles, and enhancing and expanding existing facilities. In addition, the City will maintain all developed assets and natural resources in its parks. These recommendations will enhance the quality of parks and increase recreation opportunities for all.

Appendix F details site recommendations for every existing and proposed park site in the system. As per City planning protocols, it does not include recommendations for specific trail corridors, since trail alignments are planned and funded with Transportation projects. Recommended park projects are categorized to make it easier to identify the types of funding that may be needed:

- **Build/Add:** Acquiring and developing a new park/facility or adding facilities to an existing site are considered capacity enhancement capital projects that may be eligible to be funded through mitigation fees. These projects increase and diversify the recreation opportunities in Monroe.
- **Replace or Enhance:** These larger replacement projects or improvements to existing amenities and facilities require capital funding. An example of this type of project might be a roof replacement, which typically goes beyond routine maintenance.
- **Repair and Maintain:** These projects address the smaller-scale routine repairs and ongoing site maintenance that are addressed through operations funding.

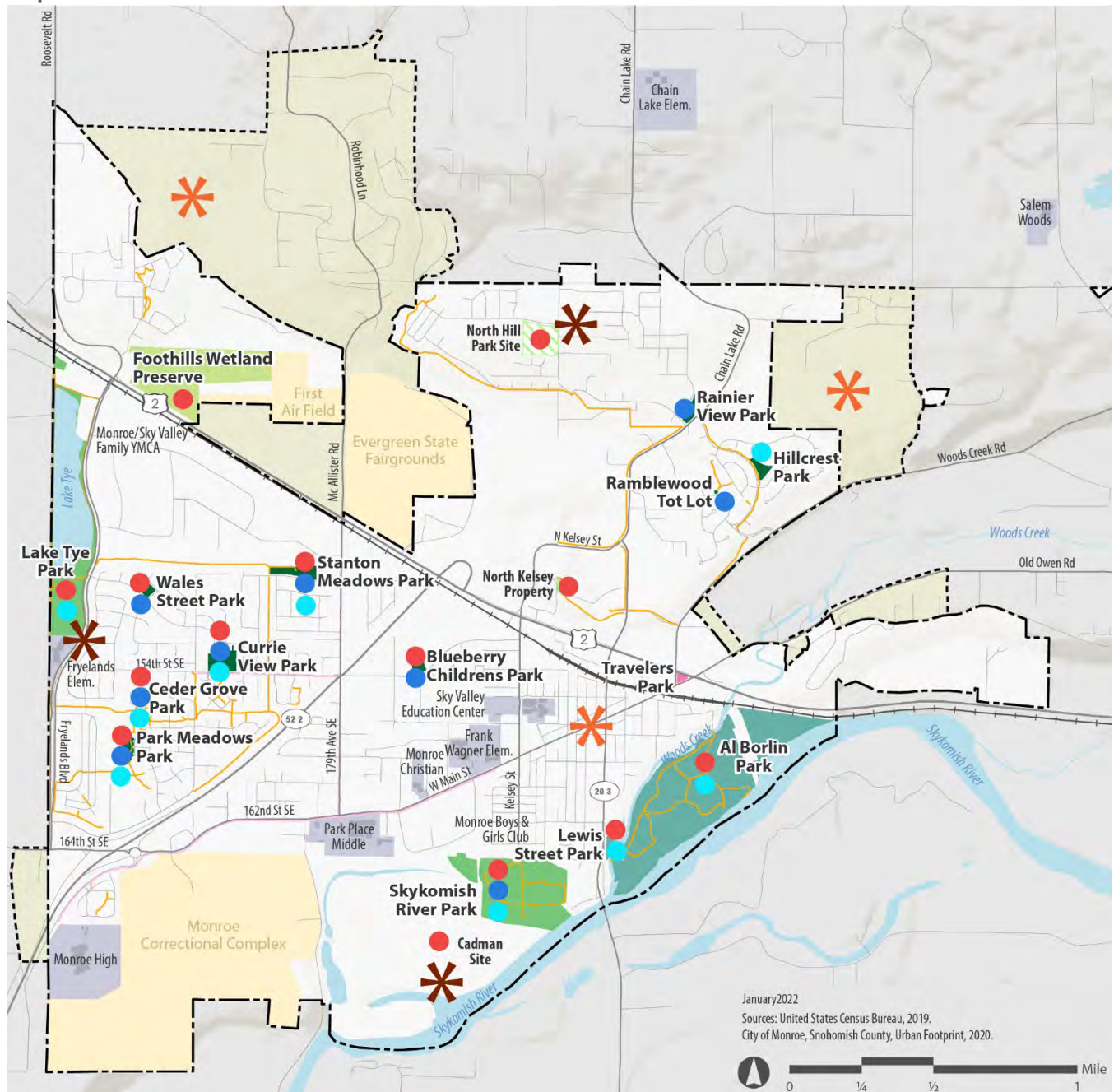
Table 5-1 summarizes recommendations by park classification. The table shows the number of sites recommended for specific types of improvements. The distribution of these project types is shown on Map 5-1: Site Recommendations, on the next page.

**Table 5-1: Number of Park Sites Proposed for Improvement by Park Type**

	Build			Add		Renovate, Replace or Enhance				Repair and Maintain		
	Acquire Land	Master Planning or Design	Park Development	New Feature(s)	Wayfinding	Athletic/Sports	Outdoor Recreation	Specialized	Amenities	Standard Maintenance	Enhanced Maintenance	Natural Resource Maintenance
Community Parks		2		2	2	1	3	2	2		2	1
Neighborhood Parks		3	1	8	2	3	9		7	9	1	
Special Use Parks		1	1	2	1		1		1	1	1	
Nature Preserve				1			1			1		1
River Greenbelt		4		4	3		2		3	1	2	2
New or Expanded Park Acreage	3	3	2	1			1			1	2	
Other Improvements		1										
<b>Total # of Sites</b>	<b>3</b>	<b>14</b>	<b>4</b>	<b>18</b>	<b>8</b>	<b>6</b>	<b>22</b>	<b>2</b>	<b>18</b>	<b>13</b>	<b>8</b>	<b>4</b>



**Map 5-1: Site Recommendations**



## Legend

### Recommendations

- Enhance (expand when renovated)
- Renovate/Replace (replace at end of lifecycle)
- Build/Add (provide new opportunities)
- ✱ Acquire (add park land; exact location TBD)
- ✱ TBD during the 2024 Comp Plan update

### City Parks, Recreation, and Open Space

- Neighborhood Park
- Community Park
- Nature Preserve
- River Greenbelts
- Special Use Park
- ▨ Undeveloped Site
- Bike Lane
- Trail

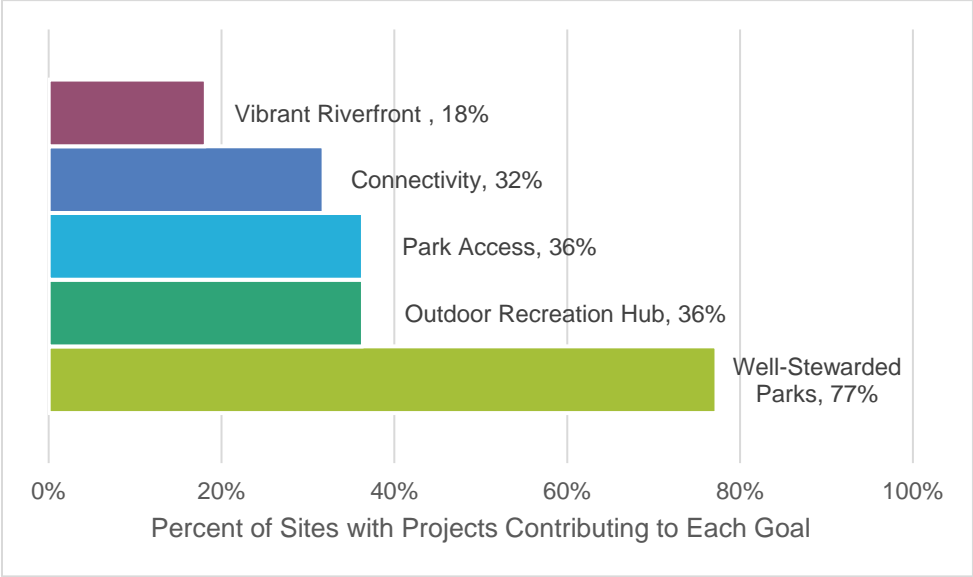
### Base Map Features

- City of Monroe Boundary
- Urban Growth Boundary
- Burlington Northern SF Railway
- Snohomish County
- Waterbodies
- Schools
- Regional Facilities



All recommended projects contribute to one or more of the PROS Plan goals that were described in Chapter 4. Figure 5-2 summarizes the number of sites with projects that advance City goals. The majority of sites will receive improvements that help ensure high-quality, well-stewarded parks and facilities.

**Figure 5-1: Goals Supported by Site Recommendations**



**Capital Improvement and Operation Costs**

Appendix G identifies planning-level cost estimates associated with all site recommendations. The estimates are based on a general order-of-magnitude in costs to assist in evaluating and coordinating park projects for future consideration in Monroe’s capital improvement planning. Costs are in 2021 dollars and do not account for inflation. Table 5-2 summarizes costs by site.

**PROS Plan Total Costs (20-Years)**

The total cost estimate for implementing all projects identified in the PROS Plan includes approximately:

- Capital Costs: \$94.9 million
- Annual Maintenance Costs: \$6 million

Approximately two-thirds of this investment is target at two sites: Lake Tye Park and the Cadman Site. These are based on planning level costs. See Appendix G for details. These are more than the City can implement. A six-year Action Plan, noted in Appendix H, summarizes highest priority projects and potential funding sources.

**Table 5-2: 20-Year Capital Cost Summary by Site or Project**

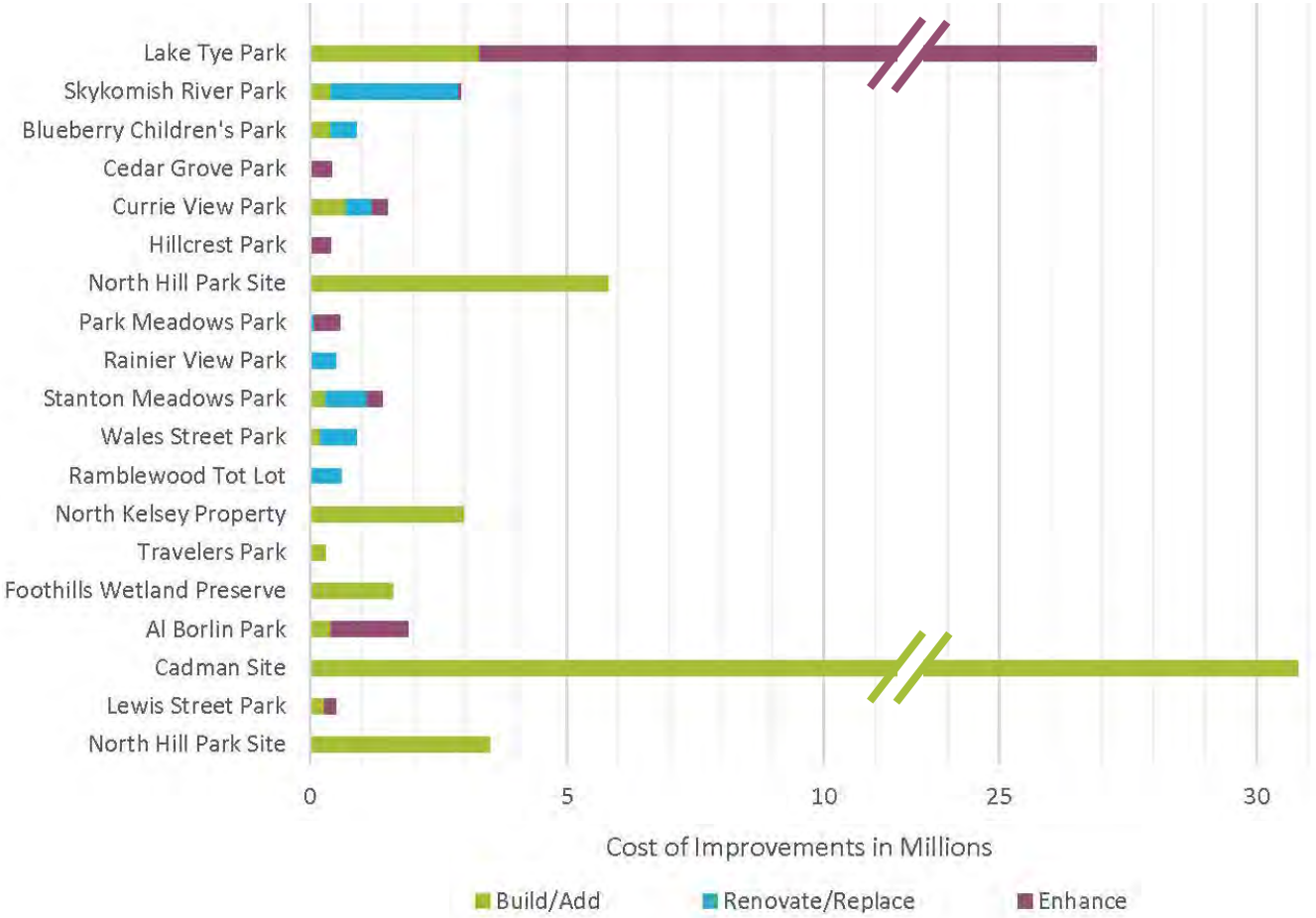
<b>Park Name</b>	<b>Total Costs (20 Years)</b>
<b>Community Parks</b>	
Lake Tye Park	\$ 26,976,911
Skykomish River Park	\$ 2,931,210
<b>Community Park subtotal</b>	<b>\$ 29,908,120</b>
<b>Neighborhood Parks</b>	
Blueberry Children's Park	\$ 778,466
Cedar Grove Park	\$ 372,049
Currie View Park	\$ 1,564,040
Hillcrest Park	\$ 347,049
North Hill Park Site	\$ 6,000,000
Park Meadows Park	\$ 564,048
Rainier View Park	\$ 520,574
Stanton Meadows Park	\$ 1,450,516
Wales Street Park	\$ 890,018
Ramblewood Tot Lot	\$ 530,574
<b>Neighborhood Park subtotal</b>	<b>\$ 13,017,335</b>
<b>Special Use Parks</b>	
North Kelsey Property	\$ 3,604,539
Travelers Park	\$ 260,000
<b>Special Use Park subtotal</b>	<b>\$ 3,864,539</b>
<b>Nature Preserve</b>	
Foothills Wetland Preserve	\$ 1,636,090
<b>Nature Preserve subtotal</b>	<b>\$ 1,636,090</b>
<b>River Greenbelt</b>	
Al Borlin Park	\$ 1,897,354
Cadman Site	\$ 30,800,000
Lewis Street Park	\$ 496,038
WDFW Lewis Street Boat Launch	\$ 20,000
<b>River Greenbelt subtotal</b>	<b>\$ 33,213,392</b>
<b>New or Expanded Park Acreage</b>	
North Hill Park Expansion	\$ 4,589,262
Lake Tye Park Annexation	\$ 3,403,000
Additional park acreage for annexation areas	\$ 3,000,000
Downtown gathering space*	Cost TBD
<b>New Parks subtotal</b>	<b>\$ 10,992,262</b>
Other Improvements (not yet assigned to a site)	\$ 503,000
Trail System Master Plan and Connectivity Enhancement	\$ 1,775,000
<b>Grand Total</b>	<b>\$ 94,909,738</b>

For detailed descriptions of each of these projects, please see Appendix G.

\* Costs will be identified for the downtown gathering space in conjunction with downtown redevelopment.

Figure 5-2 helps easily visualize how this recommended investment will be distributed among different park sites. While the majority of park sites are slated for facility renovations and replacements to address aging and worn features, the majority of funding targets the major enhancements at Lake Tye Park and the development of the Cadman Site. The development of North Hill Park and North Kelsey Park also figure prominently.

Figure 5-2: 20-Year Sites Costs by Category





## Prioritization Criteria

To assist the City in focusing on priority projects, the PROS Plan introduces a two-step evaluation process for prioritizing capital projects. This evaluation framework may also be used to sequence capital projects in annual capital improvement planning and budgeting. Projects that are aligned with multiple PROS Plan goals are important. However, projects that meet multiple criteria in Step 2 are most likely to be implemented more quickly.

### STEP 1: ALIGNMENT WITH PROS PLAN GOALS

How well does a proposed project address the following PROS Plan Goals?

- **Well-Stewarded Parks:** Manage, maintain, and revitalize parks, facilities, and natural resources to support safe, attractive, and engaging recreation space and green space.
- **Vibrant Riverfront:** Enhance parks, recreation amenities, and trails along the Skykomish River to create a riverfront system that supports local use and recreation tourism.
- **Outdoor Recreation Hub:** Provide unique recreational amenities that attract residents and visitors to Monroe's outdoor activities, programs and events.
- **Park Access:** Develop parks and minimize barriers to ensure residents have equitable access to recreation opportunities within walking or biking distance from home.
- **Connectivity:** Provide an interconnected network of multi-use trails, walkways, and bikeways connecting city and regional destinations.

### STEP 2: ALIGNMENT WITH PARK SYSTEM REALITIES

How well does a proposed project address the following criteria?

- **Underserved or Underrepresented Groups:** Does the project serve underrepresented groups or underserved geographic areas to balance park access and provide equitable opportunities for all?
- **Safety and Use:** Does the project improve safety or restore use?
- **Resource Availability:** Does the project use or leverage available resources (staffing, funding, grants, partnerships, equipment)?
- **Cost Savings:** Does the project reduce costs, increase revenues, increase sustainability, or increase maintenance and operational efficiencies?
- **Critical Path:** Does a project—like the Riverwalk Trail—need to advance to a certain stage in order to bring capital and permitting partners to the table to implement?
- **Ease of Implementation:** Can the project be done quickly and easily (e.g., advanced planning, feasibility studies, and permitting have been completed)?
- **Existing Opportunity:** Can the project be implemented using existing park space or available public space (e.g., property already acquired, vacant lands, existing rights of way)?
- **Value:** Does the project deliver high value for the cost or resources needed, relative to other projects?
- **City Priority:** Does the project coincide with or support another City project or City Council initiative?
- **Community Priority:** Does the project repair or renovate a high-use, popular park/facility or address top community needs (e.g., play areas, trails, dog parks, outdoor recreation, sports, and event space)?
- **Multiple Benefits:** Does the project benefit a large number of people and/or support multiple or flexible uses?

## Action Plan

Washington's Recreation and Conservation Office (RCO) requires that park master plans include a six-year capital improvement plan to identify short-term projects for implementation. The PROS Plan introduces a short-term capital improvement plan for six-year period between 2023 and 2028. However, the full Action Plan also carries forward projects for the year 2022 that have already been approved by City Council and have funds identified.

Table 5-3 presents the Action Plan, showing capital costs for development. Implementation is contingent upon securing the necessary capital and operations funding to support each of these projects. Funding and financing options are discussed in more detail in the next section of Chapter 5 and in Appendix H.

**Table 5-3: Parks and Recreation Capital Projects Action Plan**

Project	2022	2023	2024	2025	2026	2027	2028	Total
Public Art/Banners		\$20,000		\$20,000				\$40,000
Riverfront Master Plan	\$200,000		\$350,000	\$2,500,000	\$1,000,000			\$4,050,000
Cadman Phase I & II	\$25,000	\$1,600,000		\$3,000,000	\$8,000,000	\$5,000,000	\$200,000	\$17,825,000
Centennial Trailhead				\$360,000		\$600,000	\$3,000,000	\$3,960,000
Lake Tye Phase II						\$1,000,000		\$1,000,000
North Hill Park Design & Development	\$45,000		\$400,000	\$4,000,000				\$4,445,000
Northeast Monroe New Park Acquisition							\$3,000,000	\$3,000,000
Park Playground Equipment	\$315,000	\$578,000	\$607,000	\$637,000	\$669,000	\$702,000	\$737,000	\$4,245,000
North Kelsey - Public Plaza Festival Lot (EDAB)		\$200,000	\$75,000	\$1,500,000				\$1,775,000
Parks Info Stations (3)	\$18,000							\$18,000
Park Safety Security Cameras	\$30,000							\$30,000
River Interpretive Signs		\$200,000						\$200,000
Trail System Master Plan Connectivity (EDAB)		\$200,000	\$75,000		\$1,500,000			\$1,775,000
Trail Planning & Repair		\$30,000			\$30,000		\$30,000	\$90,000
<b>Total</b>	<b>\$633,000</b>	<b>\$2,828,000</b>	<b>\$1,507,000</b>	<b>\$12,017,000</b>	<b>\$11,199,000</b>	<b>\$7,302,000</b>	<b>\$6,967,000</b>	<b>\$42,453,000</b>

\* Details on cost estimates are provided in Appendix G.

Investments in the City of Monroe's parks system can also be expected to increase expenses for parks operations and maintenance. Expenses include personnel, supplies, and professional services. The table below notes the additional maintenance needs for the new projects described above, as they come online. In 2022, an allowance is identified to increase existing park maintenance funds as recommended in this plan. The annual costs noted below show the amount needed in addition to current operations and maintenance budget.

**Table 5-4: Estimated Annual Maintenance Costs Increases (for Action Plan Implementation)**

Project	2022	2023	2024	2025	2026	2027	2028	Total
Riverfront Master Plan Implementation					\$800,000			\$800,000
Cadman Phase I & II						\$1,000,000		\$1,000,000
Centennial Trailhead							\$30,000	\$30,000
Lake Tye Phase II						\$500,000		\$500,000
North Hill Park Design & Development				\$150,000				\$150,000
Northeast Monroe New Park Acquisition								
North Kelsey - Public Plaza Festival Lot (EDAB)				\$30,000				\$30,000
Trail System Master Plan Connectivity (EDAB)					\$30,000			\$30,000
Elevating Existing System Maintenance	\$1,100,000							
<b>Total Maintenance Impact</b>	<b>\$1,100,000</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$180,000</b>	<b>\$830,000</b>	<b>\$1,500,000</b>	<b>\$30,000</b>	<b>\$2,540,000</b>

\* Details on cost estimates are provided in Appendix G. Maintenance costs reflect needs for standard or enhanced maintenance, plus natural resource stewardship as recommended in Appendix F.

All capital costs summarized here are based on detailed calculations shown in Appendix G. Capital costs are based on per-unit site and facility costs, with mobilization, design fees, contingency and taxes included. Annual maintenance costs are calculated based on assigned maintenance tiers for each site. Standard costs are based on current cost-per-acre expenditures to maintain parks. Enhanced maintenance costs are more double the standard costs, based on added time and tasks at popular, high-use sites. Many sites have a natural resource maintenance allowance to steward the undeveloped areas in parks.



## Funding and Financing Strategies

To fund the Action Plan, the City of Monroe will need increased capital and operations funding. A funding and financing plan, presented in detail in Appendix H, considered the types of funds Monroe has used in the past to support park projects and maintenance. It also identified additional funding sources, considering realistically how much these new sources may contribute.

### CAPITAL REVENUE SOURCES FOR PARKS

The City of Monroe relies on three existing revenue sources to fund parks capital projects, through the Parks CIP Fund or Fund 317. Described in more detail in Appendix H, these include the Real Estate Excise Tax (REET), Park Impact/Mitigation Fees and Grants. These sources alone are not sufficient to fund the projects noted in the Action Plan.

The City will need to consider additional funding sources for parks capital projects, even though these may not historically have been used by the City. These include bond funding, sponsorships, and donations.

The City may also benefit from other future funding sources, such as a potential sales tax dedicated to parks and recreation. It may also coordinate with ECPRD, which could provide dedicated funding sources for parks maintenance, operations, and capital expenses. These two funding sources are less certain and require additional legislative work or a vote of the people.

To implement the Action Plan, the City must consider a larger funding package over the seven-year period. This may include an increased bond package, additional funding through REET revenues, a more aggressive approach to seeking grant funding, and reliance on new funding sources such as sponsorships.

### MAINTENANCE AND OPERATIONS REVENUE SOURCES FOR PARKS

Including new maintenance costs as capital projects are completed, total maintenance and operations costs will rise from a current level of approximately \$1.5 million to recommended level of \$5.3 million by 2028. The actual resource level year to year will depend on the completion timing of capital projects, the elevation of maintenance service levels, and the increases in costs over time.

Historically, the City of Monroe has used General Fund revenue to support parks and recreation operations and maintenance costs. Revenue generated for the General Fund by parks and recreation include Charges for Services (parks and recreation fees), intergovernmental revenue sources, and other General Fund sources.

Other revenue sources that may provide revenue to support increases in parks operations and maintenance Concession Fees, a Future Sales Tax, or a Metropolitan Parks District.

### FUNDING DEFICIENCIES

The City of Monroe's short-term capital improvement plan does not have identified funding to implement all projects noted in the Action Plan. Table 5-5 summarizes the funding needs, in comparison to the City's current understanding of potential available funds as informed by historic trends in park funding for the City of Monroe. Appendix H identifies all sources of funding and their amounts as summarized in this table.

Between 2022 and 2028, capital costs are estimated at more than \$42.4 million. However, this includes significant unfunded projects, such as the Cadman site, Riverfront Parks development, North Kelsey Plaza, and North Hill Park--unless additional capital and operations dollars are identified.

Total forecasted revenue to support parks capital projects between 2022 and 2028 is nearly \$14.8 million. Overall, the funding gap between forecasts costs and revenues totals more than \$27.6 million.

Continuing to track the increased maintenance needs that are created by these capital projects, the total projected maintenance needs for each year are identified as well. These start with the need to improved maintenance at key sites in the existing park system, and it add expenses associated with new parks and facilities as these are added to Monroe's park system.

**Table 5-5: Parks Capital and Maintenance Funding Needs Projection, 2022-2028**

	<b>Total Expenditures</b>	<b>Anticipated Revenues</b>	<b>Capital Funding Surplus/Deficit</b>	<b>Total Annual Maintenance Shortfall</b>
2022	\$633,000	\$928,000	\$295,000	\$2,772,000
2023	\$2,828,000	\$6,645,000	\$3,817,000	\$2,772,000
2024	\$1,507,000	\$683,000	(\$824,000)	\$2,772,000
2025	\$12,017,000	\$3,983,000	(\$8,034,000)	\$2,952,000
2026	\$11,199,000	\$683,000	(\$10,516,000)	\$3,782,000
2027	\$7,302,000	\$1,183,000	(\$6,119,000)	\$5,282,000
2028	\$6,967,000	\$683,000	(\$6,284,000)	\$5,312,000
<b>Total</b>	<b>\$42,453,000</b>	<b>\$14,788,000</b>	<b>(\$27,665,000)</b>	

Note: See Appendix H for details on the funding sources that account for the revenues noted in the table. It provides details on the funding sources, amounts anticipated, and the shortfall that may occur unless additional sources of funding are identified.

## SUMMARY AND FUNDING OPTIONS

The City may consider maximizing the following revenue sources to provide additional funding for priority projects.

### Capital Revenues

- Increasing the proposed parks and recreation bond.
- Updating City policy to support additional options for sponsorships and donations.
- Adopting the maximum allowable park impact fee rate to support acquisition and development of parks and recreation facilities to serve new growth.

### Unrestricted Revenues

- Increasing facility use fees and charges for services, while remaining consistent with regional and market rates.
- Explore revenue-sharing agreements with concessionaires and vendors at parks and recreation facilities.
- As park revenue sources increase, the City may also consider an asset management approach to park revenue, dedicating all parks and recreation revenues to support parks operations and maintenance.

### Other Revenues, subject to legislation and voter approval

- Adoption of a parks and recreation sales tax if the legislature approves the proposal. This would provide the City with additional unrestricted funding to support both parks maintenance and operations, and capital expenses.
- Explore the formation of a metropolitan parks district, which offers options for a property tax levy. The City is currently part of the East County Parks and Recreation District and has not to date considered withdrawing. Withdrawal from the existing parks district and formation of a metropolitan parks district both require voter approval.







# City of Monroe Parks, Recreation, & Open Space Plan

Final Draft | January 2022



Prepared by:  
**MIG, Inc.**  
[www.migcom.com](http://www.migcom.com)

In association with Community Attributes, Inc.