

# MONMOUTH

## Parks System Master Plan 2008



Community  
Planning  
Workshop

**Report Prepared For**  
**City of Monmouth**

**Prepared by**  
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# EXECUTIVE SUMMARY

The Monmouth Parks Master Plan is intended to guide development of the municipal parks system for the period between 2008 and 2028. This Plan is an update to the 1998 *Monmouth Parks Master Plan*. A parks master plan is a long-term vision and plan of action for a community's parks system. Currently, Monmouth has 11 parks facilities—ten developed and one undeveloped. This plan identifies strategies and techniques for operation and development of parks, land acquisition, and funding. Through this plan, the City of Monmouth can continue improving the level and quality of its parks to meet the needs of current and future residents.

The Plan guides future development and management efforts for Monmouth's parks system over the next 20 years. More specifically the Plan:

- » Provides an inventory of existing parks and an analysis of appropriate park classifications and standards;
- » Identifies current and future park needs using input from the community as well as technical data;
- » Includes a capital improvement plan (CIP) that enables the City to achieve its goals;
- » Creates a strategy for short and long-term land acquisition; and
- » Identifies potential funding techniques and sources to implement the CIP.

The Executive Summary highlights existing facilities, key community needs, goals and actions, park improvements and acquisitions, and the funding strategies described in the Monmouth Parks Master Plan.



## Park Inventory and Assessment

A critical aspect of planning for the future of a city's parks system is conducting an inventory and condition assessment of existing park facilities. The City currently owns ten developed

parks and one undeveloped site. Chapter 3, The Parks System, provides a description of each park facility and an overview of the condition of the parks system as a whole. This information is included in its entirety as Appendix A, which includes descriptions of park facilities, opportunities and constraints, as well as recommendations. A summary of City park and recreation facilities and their respective classification is presented in Table ES-1.

**Table ES-1. Inventory and Classification Summary, Monmouth**

<b>Existing Parks</b>	<b>Acres</b>
<b>Community Parks</b>	<b>17.48</b>
Madrona Park	8.63
Monmouth Recreational Park	6.21
Gentle Woods Park	2.64
<b>Neighborhood Parks</b>	<b>1.99</b>
Cherry Lane Park	1.05
Winegar Park	0.94
<b>Mini Parks</b>	<b>2.10</b>
Southgate Park	0.67
La Mesa Park	0.58
Whitesell Park	0.48
Marr Park	0.37
<b>Special Use Parks</b>	<b>1.72</b>
Main Street Park	1.72
<b>Undeveloped Parks</b>	<b>1.79</b>
West Gentle Woods	1.79
<b>Total</b>	<b>25.08</b>

Source: CPW 2008.

## Community Needs Analysis

The Monmouth Parks Master Plan includes an analysis and assessment of community needs based on local demographic, economic and recreation trends, as well as stakeholder interviews and two community workshops. Parks and recreation facilities are important to communities and to the residents of Monmouth in particular. Therefore, it is not surprising that many residents see opportunities for improvement in the parks system. After reviewing recreation trends, interview results, and input from the community, several key park facility needs emerged. These include the need for:

- » Additional parkland to meet the needs of a growing population, specifically in areas of the city currently underserved by parks;
- » Diversity of park types and locations;
- » Updated park equipment and amenities;
- » Additional active and passive recreation opportunities;
- » Sidewalks and signage for safety and ease of access; and
- » Connectivity between parks for safety and convenient access.



## Community Vision and Goals

The Parks Master Plan includes a long-term vision for the Monmouth Parks System, eight goals that define system priorities and specific objectives that guide implementation. Following is the vision for Monmouth's parks system:

***"We envision a parks system that promotes social and cultural activities and provides a natural environment for the enjoyment of the entire community. Parks and recreation areas will continue to flourish in Monmouth for the benefit of future generations, ensuring a healthy, dynamic and attractive place to live."***

**Goal 1: Park Maintenance and Operations.** Manage and operate all sites to maintain a safe and efficient parks system.

**Goal 2: Parkland Acquisition.** Acquire additional parkland to ensure that all areas of the city are adequately served by parks facilities.

**Goal 3: Funding.** Evaluate and establish new mechanisms for funding existing and future parks.

**Goal 4: Amenities and Design.** Design and manage City parks to provide an attractive, pleasing, and enjoyable environment for residents.

**Goal 5: Community Events.** Develop community event areas within Main Street Park and Madrona Park that provide opportunities for cultural and recreational events.

**Goal 6: Safety and Access.** Operate park facilities that are safe and accessible for the entire community.

**Goal 7: Parks Planning.** Establish a coordinated process for parks planning, park acquisition and development that involves residents and community groups as well as the Parks Board and the City staff.

**Goal 8: Park Awareness.** Develop and implement park awareness strategies to inform residents and visitors about the parks system.

## System Improvements

The Monmouth Parks Master Plan identifies system improvements as well as capital improvements for specific parks. The system improvements include new parkland acquisition and development as well as path and trail system development. Park specific improvements include:

- » Update and replace play equipment to improve safety and active recreation opportunities;
- » Install way-finding signage at the perimeter of parks to promote park awareness;
- » Install sidewalks and pathways to enhance accessibility and improve overall safety;
- » Install additional amenities (covered picnic areas, drinking fountains, picnic tables) to encourage park use and enhance park comfort;
- » Enhance park landscaping to improve aesthetics and connection to the natural environment;
- » Upgrade or replace restroom facilities to meet ADA requirements; and

- » Design and implement creek restoration in specific parks that are bisected by Ash Creek and its tributaries.

The Parks Master Plan is implemented, in part, through the Parks Capital Improvement Plan (CIP). The Capital Improvement Plan (CIP) identifies park improvements and estimates costs for the ten-year period between 2008 and 2018. Park improvements included in the capital improvement plan focus on improving access, safety, landscaping, play and restroom structures, and providing additional park amenities. The CIP also includes projects to be included in the upgrading/improvement of currently undeveloped parks. Because of its dynamic nature, the CIP is incorporated as a separate document. The Parks CIP should be reviewed on an annual basis by City staff and the Parks and Recreation Board as part of the City of Monmouth's 10-year Capital Improvement Plan.

## Funding

This Plan proposes the acquisition and development of new parkland, system improvements, and operation and maintenance, which will constitute the majority of the City's park expenditures over the next 10 years. Based on the costs to implement the proposed improvements, the City will need to spend approximately \$12,552,760 on its parks system. Table ES-2 outlines parks system expenditures through 2028.

**Table ES-2. Park System Improvement Actions, 2008-2028**

CAPITAL PROJECT	TOTAL COST
Park Improvements	
Community Park Projects	\$ 889,150
Neighborhood Park Projects	\$ 123,100
Mini Park Projects	\$ 191,400
Special Use Park Projects	\$ 568,050
Land Acquisition	\$ 2,275,000
Parkland Development	\$ 5,268,500
Trail Development	\$ 3,237,560
<b>TOTAL</b>	<b>\$ 12,552,760</b>

Source: CPW 2008.

Land acquisition, parkland development, and trail development comprise the majority of the total costs. The estimated cost for the development of additional parkland is \$5,268,500 and the estimated cost for the development of trails is \$3,237,560. Park improvement projects total \$1,771,700. The actual costs associated with the acquisition and development of new parks can be reduced through a diversified funding strategy that includes user fees, bonds and levies, partnerships, land donations, trusts, and easements.

Table ES-3 presents a summary of anticipated revenue and funding requirements to implement recommendations in this Plan for four 5-year periods from 2008-2028. Anticipated revenue sources will only fund 58% of the improvement actions and capital projects recommended in this Plan.

**Table ES-3. Parks Revenue and Funding Summary, 2008-2028**

<b>Funding Sources</b>	<b>5-YEAR PERIOD</b>				
	<b>2008</b>	<b>2009-2013</b>	<b>2014-2018</b>	<b>2019-2023</b>	<b>2024-2028</b>
Park Fund Balance	\$ 496,876	\$ -	\$ -	\$ -	\$ -
General Fund	\$ -	\$ 860,210	\$ 860,210	\$ 860,210	\$ 860,210
System Development Charges	\$ -	\$ 625,789	\$ 728,086	\$ 835,114	\$ 1,318,773
Grants	\$ -	\$ 250,000	\$ 250,000	\$ -	\$ -
Donations	\$ -	\$ 50,000	\$ 50,000	\$ -	\$ -
Total	\$ 496,876	\$ 1,785,999	\$ 1,888,296	\$ 1,695,324	\$ 2,178,983
<b>Funding Requirements</b>					
Improvement Actions					
Priority I Projects	\$ -	\$ 820,875	\$ 820,875	\$ -	\$ -
Priority II Projects	\$ -	\$ 2,203,700	\$ 2,203,700	\$ -	\$ -
Priority III Projects	\$ -	\$ -	\$ -	\$ 3,251,805	\$ 3,251,805
Operations and Maintenance Costs	\$ 124,046	\$ 227,952	\$ 255,400	\$ 286,154	\$ 327,538
Total	\$ 124,046	\$ 3,252,527	\$ 3,279,975	\$ 3,537,959	\$ 3,579,343
<b>Surplus / (Deficit)</b>	<b>\$ 372,830</b>	<b>\$ (1,466,528)</b>	<b>\$ (1,391,679)</b>	<b>\$ (1,842,635)</b>	<b>\$ (1,400,359)</b>
<b>Cumulative Surplus / (Deficit)</b>	<b>\$ 372,830</b>	<b>\$ (1,093,698)</b>	<b>\$ (2,485,377)</b>	<b>\$ (4,328,012)</b>	<b>\$ (5,728,371)</b>

Source: CPW 2008.

This Parks Master Plan establishes a vision for Monmouth's parks system. This vision, however, is meaningless if the City cannot secure the funds to achieve the vision. Monmouth needs to identify and pursue a variety of short and long-term funding strategies to fulfill its parks system goals. Moreover, refined strategies are also needed to help the City implement the recommended land acquisitions and facility improvements.

The City should pursue a funding strategy that includes a variety of sources including grants, donations, and partnerships, as well as bonds, levies, and SDC revenues. The Plan specifically recommends that the City continue to monitor the SDC assessment rates; pursue grant opportunities for capital improvement projects, trails, and land acquisition; consider partnerships with private and non-profit organizations; develop relationships with landowners; evaluate the feasibility of bond measures and parks utility fees; and employ measures to reduce acquisition, development, and operational costs.

## Conclusion

Completion of this plan update is an important step toward the fulfillment of the City's parks system Vision and Goals. With careful attention, Monmouth's parks system will continue to improve local resident quality of life while adequately planning for the future park needs of the growing community.

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# CHAPTER 1

## INTRODUCTION

### 1.1 Overview

Parks system assets—parks, open space, natural areas, and trails—are major contributors to a community's quality of life.

"Quality of life" is a term that has grown in popularity in the last few decades; it refers to an individual's satisfaction with their social and physical surroundings. The term has been linked to a number of community amenities, which include trails, natural areas, open space, and parks. These amenities are assets that build

strong communities by providing recreation opportunities, gathering spaces, connectivity, natural resource protection, cultural resource preservation, and aesthetic beauty. Their functions shape the character of communities, provide an anchor for neighborhood activities, and promote healthy behaviors and lifestyles.



Creating and maintaining park and recreation facilities is a challenge for service providers. Limited resources and competition for resources, both staffing and budgetary, restricts many communities' ability to develop and maintain parks systems. Identifying system priorities and matching them with available resources requires thoughtful planning. Communities typically develop and adopt *Parks System Master Plans* to guide development of parks systems.

### 1.2 Purpose of the Plan

The *Parks Master Plan* (Master Plan, Plan) establishes a vision for Monmouth's parks system, and presents recommendations for the continued provision of quality park facilities over the next 20 years. The Plan is intended to help Monmouth build upon its unique park assets, identify new opportunities for development, and meet the needs of current and future residents.

This Plan is an update of the *1998 Monmouth Parks and Recreation Master Plan* and builds upon past information within that plan to provide a current and comprehensive guiding document. Specifically, this Plan includes:

- » An inventory of existing park and recreation facilities in the Monmouth planning area, including an analysis of park classifications and standards;
- » A parks and recreation needs analysis based on technical and demographic data, as well as extensive citizen involvement—including community workshops and stakeholder interviews;

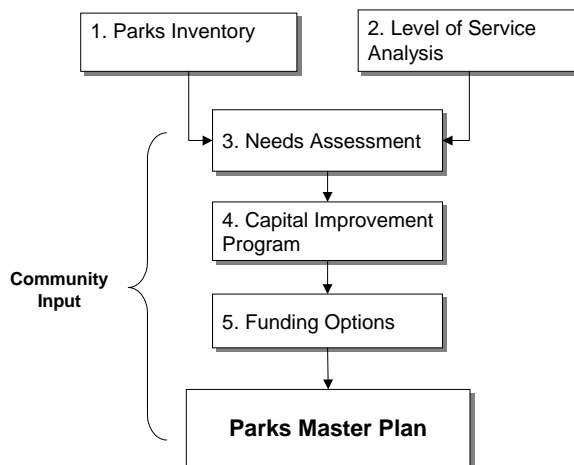
- » A ten-year capital improvement plan that identifies specific improvements for each of Monmouth’s ten parks with estimated project costs and target completion dates;
- » A parkland acquisition strategy that identifies the amount of land needed, by park type, for the next 20 years and describes strategies for acquiring lands that are appropriate for inclusion in the parks system, trails and pathways, as well as natural areas and open space;
- » Funding options and a funding strategy, including a review of revenue sources such as Systems Development Charges (SDCs) and a Parks Utility Fee.

The Plan outlines Monmouth’s vision for the parks system and provides the specific tools and components necessary to achieve that vision. For this plan to best reflect Monmouth’s current and future needs, updates are recommended every five to ten years. Regular updates ensure that the plan continues to be a relevant planning tool.

## 1.3 Planning Process

This Plan utilizes a “systems” approach for the planning process, as recommended by the National Recreation and Parks Association (NRPA). The systems approach places local values and needs first, and provides a framework for creating a parks system that physically meets those values and needs. The planning process is outlined in four phases, as described below and detailed in Figure 1-1.

**Figure 1-1. The Parks Planning Process**



- » **Phase 1 – Inventory & Analysis:** Inventory existing parks. Identify existing park facilities, assess general park conditions and existing improvements, and identify needed maintenance or additions.
- » **Phase 2 – Needs Assessment:** Conduct a needs assessment. Identify key needs in the community, drawing from demographic and recreation trends and community input. Population growth, demographic characteristics and activity participation trends help identify the types of facilities needed by current and future residents. Determine level of service, usually expressed as acres of developed parkland per 1,000 residents.



- » **Phase 3 – Vision and Recommendations:** Create a capital improvement program (CIP) and land acquisition plan. Using Steps 1-3, the CIP identifies capital improvement projects for 2008-2018 and prioritizes projects for the first five years of the plan. The CIP, provided as a separate document from the Parks Master Plan, is based upon current needs. The land acquisition plan looks at the longer 20-year planning term to determine needed parkland to serve a growing population.
- » **Phase 4 – Implementation and Funding Strategies:** Identify potential sources and methods of acquiring funds for new parkland development, maintenance, operations, and improvements to existing parks.
- » **Phase 5 – Plan Refinement and Adoption:** Incorporate comments and suggestions based on City staff, Parks and Recreation Board, and City Council review of Draft Plan. Prepare Final Plan for adoption by Monmouth City Council based on recommendation by the Parks and Recreation Board.

## 1.4 Community Involvement

Community and stakeholder involvement are critical elements of the planning process. Community involvement provides tangible benefits to the process by: (1) providing insight into residents' values and preferences; (2) developing and nurturing an environment of goodwill and trust; (3) building consensus support for the Plan; and (4) establishing meaningful dialogue between the public and the planners.<sup>1</sup>

The parks planning process relied heavily on the input and suggestions of residents and other stakeholders. The primary parties involved in the development of the Plan include: Monmouth residents; the Monmouth City Council; Monmouth City Planning and Public Works Staff; and the Monmouth Parks and Recreation Board.

Three primary methods for gathering community input were utilized in the development of the Plan. These community involvement methods are summarized below:

- » **Stakeholder Interviews:** eleven stakeholder interviews conducted with City staff, the Parks and Recreation Board, and community group leaders. Interviewees identified the strengths and weaknesses of Monmouth's parks system, and identified key means to improve upon the system.
- » **Community Workshops:** two workshops conducted with community members. These workshops (held at the Monmouth Public Library and Main Street Park) allowed CPW to collect information about the community's desires for its parks system.
- » **Parks and Recreation Advisory Board Meetings:** five meetings held with the Parks and Recreation Board. These meetings provided a format for the Board to participate in the planning process, and, more specifically, to assist in the development of the park classification system and Level of Service (LOS) standard, parks system goals, and system wide improvements—including park specific improvements, as well as the development of trails, pathways, and open space.

The planning process was further aided by input and direction from the Community Development Department and Public Works Department staff. This Plan combines

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<sup>1</sup> Cogan, Elaine. 2003. Public Participation. Published in *The Planner's Use of Information*. Planners Press, American Planning Association (APA).

community input with technical analysis to provide a framework for achieving both short and long-term goals and objectives that implement the community parks system vision. The Plan can also be integrated into other planning decisions that relate to areas of parks planning, such as open space acquisition, natural resource protection, cultural resource protection, and trail and pathway development.

## 1.5 Relationship to Other Plans

The *Parks Master Plan* is one of several documents that comprise Monmouth's long-range planning and policy framework. The following plans have bearing on the parks planning process and have been considered during the creation of this Plan:

**Monmouth Comprehensive Plan**, originally adopted 1978, revised sections adopted in 2001, 2007, and 2008: The Public Facilities element of Monmouth's Comprehensive Plan, revised in 2007, includes a section encompassing Parks and Recreation Facilities. The section summarizes the 1998 Parks and Recreation Master Plan as follows:

"The proposed parks system centers on the concept that a multi-use park (neighborhood park) should be located within convenient walking distance of most residents. This is accomplished by upgrading and/or expanding existing parks, converting or expanding several existing mini-parks and acquiring additional land within areas designated for residential development. This core system of parks will provide the basic passive and recreation opportunities within the neighborhoods. Supplementing these parks will be specialized recreation areas, natural open space and trail systems that serve the entire community. Main Street Park will continue to be the central focus of the parks system."

The Parks and Recreation Facilities section also addresses open space, natural areas, and trails through the following statement:

"A major addition that does not now exist is a linear open space system formed by the various forks of Ash Creek. It is proposed that the riparian areas of these creek areas be preserved in their natural condition. Access to and within these areas will be provided by a series of paved and unpaved trails."

Following the adoption of this Plan, the Parks and Recreation Facilities section of the Monmouth Comprehensive Plan will require revision to reflect updated information contained within the Plan.

**Monmouth Parks Master Plan**, adopted 1998: This document identifies existing park and recreation areas and makes recommendations for future park and recreation facilities. The plan also provides an implementation strategy that prioritizes projects, identifies funding sources, and provides a capital facilities plan. The plan identifies four prevailing features lacking in the park and recreation system in Monmouth, including: a shortage of larger "neighborhood parks"; an overall lack of sports fields; a shortage of indoor facilities; and a lack of off-street trails. This Parks Master Plan is an update of the 1998 plan.

**Ash Creek Trail Master Plan**, completed 2005 (ALTA): Upon completion, the proposed Ash Creek Trail will link the cities of Monmouth and Independence along a four-mile trail adjacent to Ash Creek. The trail would extend from the Willamette River in Riverview Park (Independence) to the western edge of Monmouth at Western Oregon University. As the communities continue to grow, the Ash Creek Trail will serve as a major transportation connection between the cities, linking neighborhoods, schools, and parks along the corridor,

as well as provide additional recreation and open space preservation opportunities. The proposed Ash Creek Trail is a key recreation element of the Monmouth Parks System.

**Monmouth Transportation System Plan (TSP)**, adopted 1997: The TSP guides the management of all existing transportation facilities, as well as providing a planning framework to guide future transportation projects. An update of the TSP is scheduled to begin in fall 2008. The Parks Plan relies on the TSP for existing and future on-street bikepaths and pathways routes. Combined with trails, these facilities provide connectivity within the core system of parks. The TSP update should consider the recommendations in the Parks Plan and make adjustments to planned bikepath and pathway routes as needed.

**Monmouth Buildable Lands Inventory (BLI)**, prepared 2001 (Mid-Willamette Valley Council of Governments, MWVCOG): Provides a summary of land types (residential, commercial, and industrial); identifies existing and proposed residential areas; and identifies land that is completely vacant, partially vacant, and redevelopable. The BLI is a useful tool in identifying future residential areas that will require park services and potential areas for parkland acquisition, which inform the recommendations in the Plan.

**Independence Parks Master Plan**, prepared 1999 (Cameron McCarthy Gilbert & Scheibe, CMGS): Provides information on Independence's parks system, amenities, facilities, and their relationship to Monmouth Parks.

## 1.6 Plan Organization

This Plan is organized into seven chapters and five appendices, described below.

- » **Chapter 1: Introduction** – Provides an overview of the project purpose, planning process, and methods of data collection, as well as this Plan's relationship to other plans.
- » **Chapter 2: Existing Conditions** – Provides information on Monmouth's planning area, and growth and demographic trends.
- » **Chapter 3: The Parks System**– Provides information on Monmouth's park service areas, level of service, and park classifications. Includes classification and service area maps.
- » **Chapter 4: Park and Recreation Needs** – Provides a summary of national and statewide park use and recreation trends, and key trends in Monmouth based on interview and workshop findings. Monmouth residents' input can be found in *Appendix B: Public Involvement* and *Appendix C: Stakeholder Interviews*.
- » **Chapter 5: Planning Framework** – Presents a summary of the community's needs, which were identified in previous chapters, and the vision, goals, and objectives to meet these needs.
- » **Chapter 6: Recommendations** – Includes recommendations for park specific projects (included in the Capital Improvement Plan), land acquisition, trail and pathway development, and maintenance and operations. In addition, this section provides conceptual designs for Main Street Park and Madrona Park.
- » **Chapter 7: Implementation and Funding** – Includes implementation strategies, the current budget, funding needs, and funding recommendations.
- » **Appendix A: Parks Inventory** – Includes an inventory of each park currently in Monmouth's parks system.

- » **Appendix B: Community Involvement** – Includes key findings from the public workshops.
- » **Appendix C: Stakeholder Involvement** – Includes key findings from the stakeholder interviews.
- » **Appendix D: Design Standards** - Provides guidelines for the improvement and development of all parks.
- » **Appendix E: Funding Sources** – Provides detailed information on funding and land acquisition strategies, including relevant contacts.
- » **Appendix F: Park Concept Plans** – Contains concept plans developed for Main Street Park and Madrona Park, and previously for Cherry Lane Park.

# CHAPTER 2

## EXISTING CONDITIONS

### 2.1 Overview

A critical step in the parks planning process is to evaluate how the community is being served by its parks system. This chapter provides an overview of Monmouth's regional context and planning area, and summarizes the local demographic composition. The regional context and planning area are important in considering the environmental and political opportunities and constraints in parks planning. In addition, analyzing trends in demographic composition informs parks related policy decisions and ensures that parks best fit the diverse needs of varied populations.

### 2.2 Regional Context & Planning Area

The City of Monmouth is located two miles west of the Willamette River in the heart of the Willamette Valley (Figure 2-1). Monmouth is bordered to the east by the City of Independence. Salem is located 16 miles to the northeast, McMinnville is 26 miles to the north, and Corvallis is 21 miles to the south.

**Map 1. Monmouth and Surrounding Context**



Source: CPW 2008

Monmouth is bisected by three main highways, or arterials: Highway 99W extends north-south through the center of town, Monmouth Highway extends westward from the

southwest end of town, and the Monmouth-Independence Highway extends eastward from Main Street through the City of Independence. More recent auto oriented development has occurred along Highway 99. Monmouth has retained its historic downtown, which is located to the west of the highway, along Main Street. Western Oregon University (WOU), founded in 1856, is located north of the historic downtown commercial area.

Monmouth is surrounded on three sides by gently rolling agricultural land and is bisected by several tributaries of Ash Creek. The South Fork of Ash Creek, which skirts the southern end of Monmouth, floods annually.

The planning area for this Plan includes land within the City Limits (approximately 1,395-acres), land within the Urban Growth Boundary (UGB) (approximately 1,970-acres), and land outside the UGB but within approximately one-half mile of the UGB. In total, the Monmouth parks planning area encompasses 4,917-acres (7.68 square miles). Overall, the planning area primarily includes urbanizable land zoned for residential, commercial and industrial uses and a large tract of un-urbanizable land, currently zoned for agricultural uses, outside the UGB. During the next twenty years Monmouth will likely consider an expansion of the UGB. Identifying potential parkland within and adjacent to expansion areas is critical to future parks system planning.

## 2.3 Demographic Analysis

Trends in population growth, age, ethnicity, the economy, and housing are all critical factors of understanding a community's composition. Monmouth's demographic trends are influenced primarily by two factors: Western Oregon University (WOU) and the City's proximity to the Salem metropolitan area. WOU has an enrollment of 5,307 students (2007-08 academic year) and plays a critical role in the local economy. WOU is Monmouth's largest employer, providing jobs for approximately 650 residents.<sup>2</sup> WOU is also growing—enrollment increased by 3% from the previous year.<sup>3</sup> Salem, with a population of 152,290 residents, is the State's third largest community and a major regional employment center.

### Population Growth

With a population of 9,335, Monmouth is the third largest city in Polk County. Only Dallas, with a population of 15,065 and a part of Salem (west Salem), with a population of 22,460, are larger. Monmouth comprises 14% of the total Polk County population of 67,505.<sup>4</sup>

Of the current population (9,335), it is estimated that roughly 3,000 are students at WOU.<sup>5</sup> While university students represent a large percentage of the City's overall population, it is important to note that they may not reflect the needs and desires of the community as a whole. WOU provides recreation programs and facilities for students, which reduces the overall demand for parks and recreation facilities in the community.

Since 1980, Monmouth's population has increased at an average annual growth rate of 2.35%. Monmouth has experienced higher annual population growth than Polk County (1.84%) or Oregon as a whole (1.64%). Between 1990 and 2007, Monmouth's population

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<sup>2</sup> Monmouth Chamber of Commerce.

<sup>3</sup> Western Oregon University (WOU). Office of the Provost. 2008.

<sup>4</sup> Portland State University (PSU). Population Research Center. 2007 Annual Population Report. March 2008.

<sup>5</sup> 1998 Monmouth Parks and Recreation Master Plan



increased by 48%. In comparison, Polk County's population grew by 36%, while the state grew by 32%. Table 2-1 presents population trends in Monmouth, Polk County, and Oregon between 1980 and 2007.

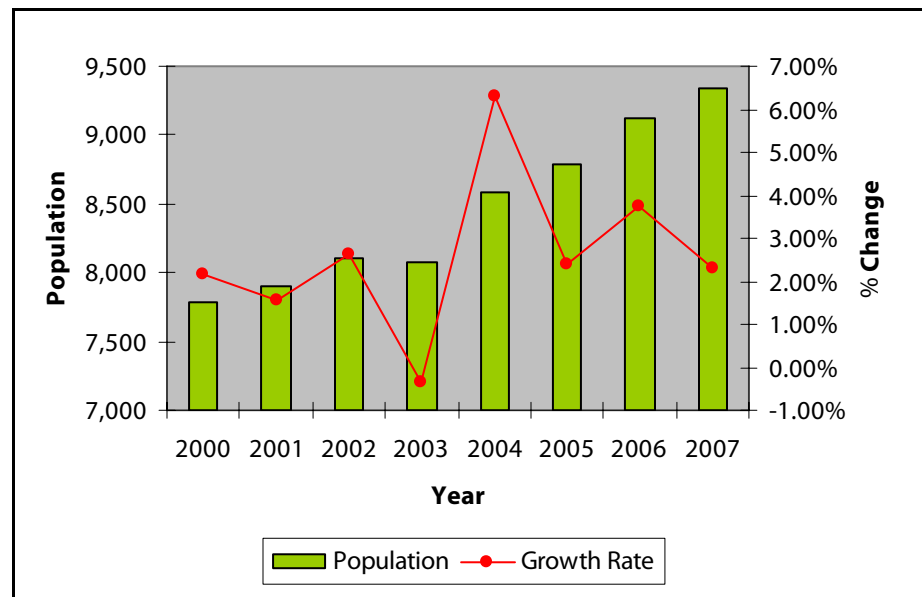
**Table 2-1. Population Trends in Monmouth, Polk County, and Oregon, 1980-2007**

Year	Oregon		Polk County		Monmouth		Monmouth as a % of Polk County
	Population	% Change	Population	% Change	Population	% Change	
1980	2,633,156	--	45,203	--	5,594	--	12.38%
1990	2,842,337	7.9%	49,541	9.60%	6,288	12.41%	12.69%
2000	3,421,399	20.4%	62,380	25.92%	7,780	23.73%	12.47%
2001	3,471,700	1.5%	63,600	1.96%	7,901	1.56%	12.42%
2002	3,504,700	1.0%	63,450	-0.24%	8,110	2.65%	12.78%
2003	3,541,500	1.1%	64,000	0.87%	8,080	-0.37%	12.63%
2004	3,582,600	1.2%	64,950	1.48%	8,590	6.31%	13.23%
2005	3,631,440	1.4%	65,670	1.11%	8,795	2.39%	13.39%
2006	3,690,505	1.6%	66,670	1.52%	9,125	3.75%	13.69%
2007	3,745,455	1.5%	67,505	1.25%	9,335	2.30%	13.83%
% Change 1990 to 2007		31.77%	--	36.26%	--	48.46%	--
AAGR 1990 to 2007		1.64%	--	1.84%	--	2.35%	--

Sources: US Census (1980) Summary File 1 (SF1) and Summary File 3 (SF3), Population Research Center, PSU

Monmouth's population grew most rapidly between 2003 and 2004, growing 6.3% in that year. In 2003, Monmouth actually experienced negative growth, the only instance in the 1990-2007 period in which the City did not have positive growth. Figure 2-1 shows the population trends in Monmouth from 2000-2007. The bars indicate actual population size, while the line indicates the growth rate, expressed as a percentage of change (shown on the right axis).

**Figure 2-1. Population Growth, Monmouth, 2000-2007**



Source: Portland State University (PSU) Population Research Center

Polk County has adopted a 2020 population projection of 12,837 for Monmouth, based on an average annual growth rate of 2.30%. The 2020 population projection has been adopted by Polk County for the City of Monmouth through a coordinated process required under Oregon

Revised Statutes 195.036. The 1998 *Monmouth Parks and Recreation Master Plan* uses a conservative annual growth rate of 2.0% as a basis for population projections. Recent growth trends between 1980 and 2007 indicate that growth is occurring faster than estimated by the 1998 Plan. This Plan uses the 2.30% average annual growth rate as a basis for population projections.

By 2028, the population is projected to grow by 65% to 15,374. Table 2-2 shows future population projections for Monmouth. A larger population will put more pressure on the existing parks system and increase demand for the development of new park facilities.

**Table 2-2. Population Projections, 2007-2028**

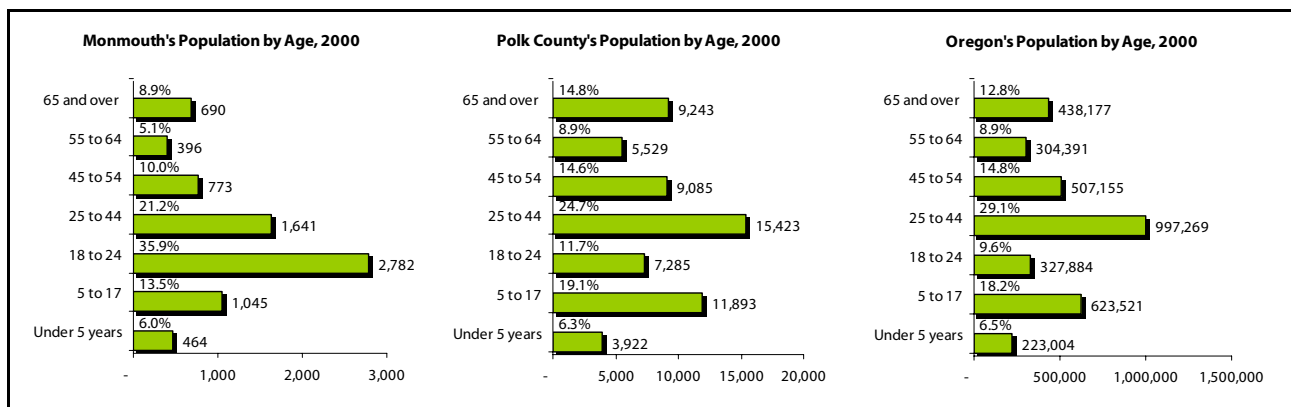
2007	2010	2015	2020	2025	2028
9335	10,226	11,457	12,837	14,360	15,374

Source: OEA Polk County Population Forecast, 1996-2050.

## Age

It is important for parks systems to meet the recreation needs of residents of all ages. Separating the population into age groups can be used to adjust planning efforts for future age-related trends. Population distribution by age is presented in Figure 2-2.

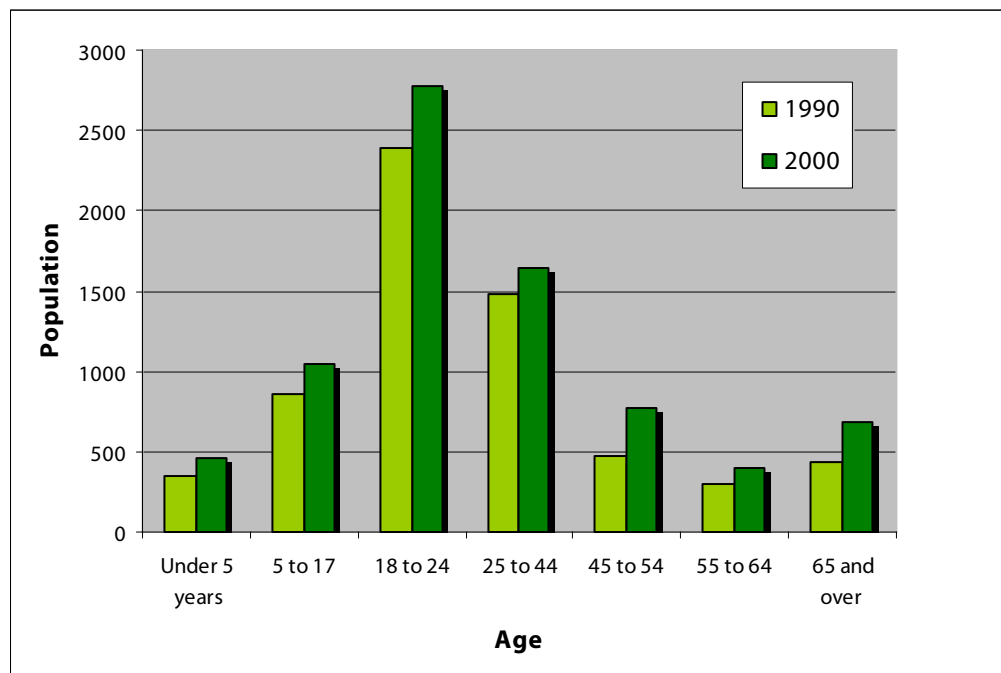
**Figure 2-2. Age Distribution of Monmouth, Polk County, and Oregon**



Source: US Census Summary File Tape 1. 2000.

In 2000, the largest percentage of Monmouth residents (35.9%) was between the ages of 18 and 24. An additional 21.2% were between the ages of 24 to 44. The 18 to 44 age group represents 57.1% of the total population and likely contains a large population of WOU students. Approximately 13.5% of Monmouth residents were under the age of 18, indicating a large number of families in the community.

In 2000, the median age in Monmouth was 23.1 years, while the median age in Oregon was 36.3 years. Median age in Monmouth is also heavily influenced by the WOU population. Figure 2-3 presents age group trends for Monmouth.

**Figure 2-3. Monmouth Population by Age, 1990-2000**

Source: US Census Summary File Tape 1. 2000.

Age trends show that, since 1990, the 18 to 24 age group is growing the fastest. In addition, older age groups are growing rapidly. In the period between 1990 and 2000, the 45 to 54, 55 to 64, and 65+ age groups grew by 39%, 24%, and 37% respectively. The under 5 age group also grew significantly, at 26%. The large number of 18-24 year olds is unique to Monmouth; however, the increase in older age groups, most notably the 45 to 54 and 65+, is consistent with the state and country as a whole. The increase in young children (under 5) once again indicates a growing population of young families.

Overall, Monmouth has a growing proportion of young adults, older residents and young families. These trends will create a demand for facilities that provide family-oriented activities and recreation opportunities for young adults and older adults.

## Ethnicity

Monmouth's ethnic composition is also changing. Between 1990 and 2000, the population of Latino residents grew from 5% to 10%, making Latinos the fastest growing ethnic group in the region. Between 1990 and 2000, the population of White residents decreased from 91% to 86%. In 2000, African Americans, Native Americans, Asian or Pacific Islander, and other ethnic groups made up 1%, 1%, and 3% of the population, respectively. It is likely that Monmouth, and the rest of the country, will increasingly diversify over the next 20 years.

Monmouth will need to adapt its park and recreation facilities to meet the needs of residents from diverse backgrounds. This diversification has implications for staffing, maintenance, and marketing of park and recreation facilities. The City will need to understand the unique ways in which different groups use services in order to meet their needs.

## Housing

Review of household type, housing tenure, and recent housing construction provides critical information for meeting current park and recreation needs, planning for the development of new parks, and identifying potential funding sources, such as System Development Charges (SDCs). In addition, housing trends create a picture of what type of housing is being added to a community, where it is being added, and the type of homes that are being built.

In 2000, two-thirds (67%) of Monmouth households were family households (individuals related by birth, marriage, or adoption) and one-third (33%) were non-family households (individuals living alone or with non-relatives). The high proportion of family households indicates a demand for family-oriented park and recreation facilities. There also may be opportunities for the City to provide services that meet the needs of non-family households, which include older residents living alone.

In 2000, Monmouth had 2,959 housing units within its city limits (Table 2-3). Between 1990 and 2000, total housing units increased by 23%. Monmouth experienced very little change in the proportion of owner occupied and renter occupied housing and a slight increase (1.2%) in vacant housing. Monmouth has a much higher (50.6%) percentage of renter occupied housing than Polk County (29.8%). The large proportion of renter occupied housing is likely attributed to the needs of the WOU student population.

**Table 2-3. Housing Tenure, Monmouth and Polk County, 1990 and 2000**

	Monmouth				Polk County			
	1990		2000		1990		2000	
	Units	%	Units	%	Units	%	Units	%
Owner Occupied	991	43.6%	1,284	43.4%	12,064	63.6%	15,778	64.5%
Renter Occupied	1,172	51.6%	1,498	50.6%	6,103	32.2%	7,280	29.8%
Vacant Housing	109	4.8%	177	6.0%	811	4.3%	1,403	5.7%
<b>Total Units</b>	<b>2272</b>	<b>100%</b>	<b>2959</b>	<b>100%</b>	<b>18978</b>	<b>100%</b>	<b>24461</b>	<b>100%</b>

Source: US Census, Summary File Tape 3. 2000.

In 2000, Monmouth's primary housing types were single-family detached homes (52.7%) and multi-family (3 units or larger) housing (33.4%) (Table 2-4).

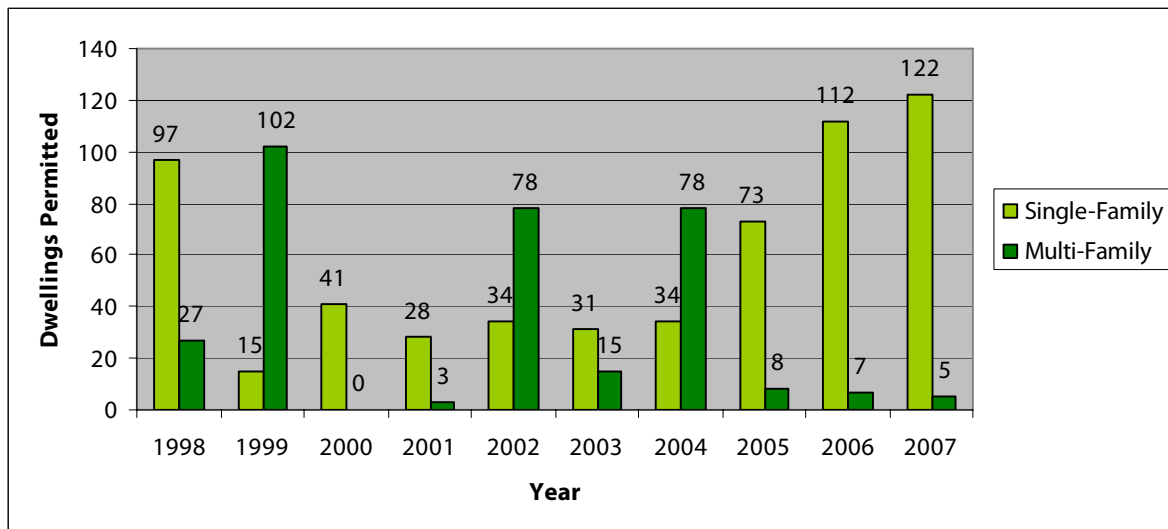
**Table 2-4. Housing Type, Monmouth, 2000**

	Number	Percent
<b>Units in Structure</b>		
1-unit detached	1,465	52.7%
1-unit attached	81	2.9%
2 units	115	4.1%
3 or 4 units	249	9.0%
5 to 9 units	290	10.4%
10 to 19 units	208	7.5%
20 to 49 units	106	3.8%
50 or more units	75	2.7%
Mobile Home	193	6.9%
<b>Total Housing Units</b>	<b>2782</b>	<b>100%</b>

Source: US Census, Summary File Tape 3. 2000.

In 1999, 2002 and 2004 Monmouth issued a large number of building permits for multi-family construction (Figure 2-4). However, since 2005 the dominant construction type has been single-family homes. This trend is typical of housing markets: multi-family structures bring a lot of units into the market at one time and take some time to achieve full occupancy. This has implications for parks planning. While most single-family detached homes have private yards, most multi-family dwellings have shared courtyards or do not include yards. The large number of multi-family housing units suggests a demand for parks and open space to serve residents who have limited access to private outdoor spaces.

**Figure 2-4. Building Permits by Type, Monmouth, 1998-2007**



Source: City of Monmouth. 2008.

## Economy and Income

A community's support of, desire for, and willingness to pay for park and recreation services are directly related to the strength of its economic base. Understanding Monmouth's economic characteristics is a critical step in determining priorities for park and recreation services. This understanding will also aid the City in preparing grants and applying for alternate funding sources to help pay for park projects. Table 2-5 presents income and poverty information for Monmouth, Polk County, and Oregon in 2000.

**Table 2-5. Income and Poverty, Monmouth, Polk County, and Oregon, 2000**

	Monmouth	Polk County	Oregon
Median Household Income	\$32,256	\$42,311	\$40,916
Median Family Income	\$48,600	\$50,483	\$48,680
Per Capita Income	\$14,474	\$19,282	\$20,940
Percent of Families below Poverty Level	7.1%	6.3%	9.2%
Percent of Individuals below Poverty Level	24.6%	11.5%	12.4%

Source: US Census, Summary File Tape 1. 2000.

In 2000, Monmouth's median household income (\$32,256) and per capita income (\$14,474) were significantly lower than Polk County (\$42,311; \$19,282) and Oregon (\$40,916; \$20,940). Accordingly, Monmouth has a higher percentage of individuals (24.6%) living below the

poverty level than Polk County (11.5%) or Oregon (12.4%). Median family income, however, was close to the state average. These figures are influenced by the large student population. Poverty and income are important considerations in the parks planning process, as they influence residents' willingness and ability to pay for higher levels of service and new park facilities.

## 2.4 Conclusion

This chapter describes Monmouth's physical and social context, which forms the needs assessment for Monmouth's parks system. The needs assessment takes into account Monmouth's environmental, demographic, and socio economic conditions; the current condition of the parks system (Chapter 3); and the park and recreation desires of the community (Chapter 4), for Monmouth's parks system. This chapter outlines a number of key factors to consider in planning for a parks system that meets the current and future needs of Monmouth residents:

- » Monmouth's population is growing at an average annual growth rate of 2.30%, and is anticipated to grow by 65% to 15,374 by 2028. A larger population will increase the demand for new park facilities.
- » Monmouth has a large population of residents (35.9%) between the ages of 18 and 24 and a large population (21.2%) between the ages of 24 to 44. These age cohorts use parks differently than young children or seniors.
- » Between 1990 and 2000, Latino residents made up the fastest growing (residents grew from 5% to 10% of the City's population) ethnic group in Monmouth. This group should be considered in parks planning, as different ethnic groups may use parks differently.
- » Monmouth has a much higher (50.6%) percentage of renter occupied housing than Polk County (29.8%). The large number of multi-family housing units suggests a demand for park facilities and open space to serve residents who do not have access to private outdoor spaces.
- » Monmouth has a higher percentage of individuals (24.6%) living below the poverty level than Polk County (11.5%) or Oregon (12.4%). The City's median income (\$32,256) is also lower than the county and state. The high percentage of people living in poverty and the low median income suggests that the City might want to explore ways to target parks and recreation services, and their benefits, towards lower-income residents.

In addition, there are a number of physical opportunities and constraints to consider in planning for the development of Monmouth's parks facilities. Highway 99W divides the town in half, which acts as a barrier between east and west Monmouth. The highway is also a main arterial—it links Monmouth to the communities of McMinnville and Corvallis. Salem is also in close proximity. Monmouth is located in a scenic rural area. It is surrounded by agricultural land, bisected by tributaries of Ash Creek, and located approximately two miles from the Willamette River. In addition, Western Oregon University, Monmouth's largest employer, is located near the City's historic downtown. These conditions, when considered in parks planning, have bearing on the future of Monmouth's parks system.



# CHAPTER 3

## THE PARKS SYSTEM



### 3.1 Overview

This chapter provides an overview and analysis of the existing parks system. Included herein is an inventory and classification of the system, which identifies the strengths and weaknesses of Monmouth's parks; reveals deficiencies, areas underserved by or recreation activities underrepresented in the system; as well as highlighting overall improvements needed to enhance the system. This chapter also includes an assessment of park operations and maintenance, an analysis of the areas of Monmouth that are served by the parks system, and an

analysis of the current level of service (LOS) provided by the system. The park inventory, classification, service area analysis, and level of service analysis characterize the existing parks system and establish a context (along with information presented in Chapters 2 and 4) for identifying park and recreation needs. The complete *Existing Park and Recreation Facilities Inventory* is included as Appendix A.

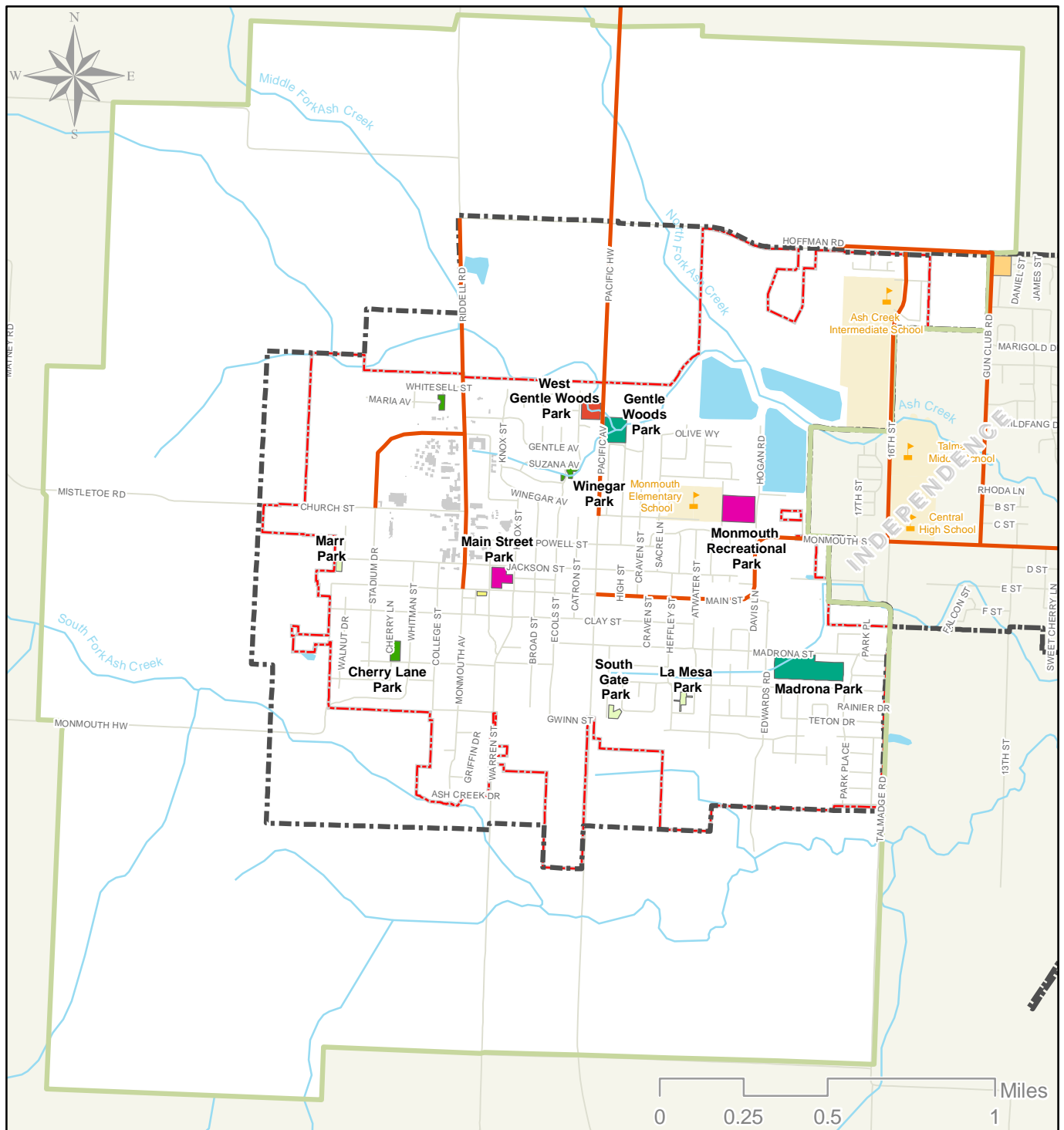
### 3.2 Parks System

Monmouth currently owns and maintains ten park facilities, which comprise 23.29 acres of developed parkland. The existing parks system provides a range of park types and recreation opportunities. Different park types serve different functions and address specific needs in the community. Monmouth will continue to grow, both in population and area, and the existing parks system will need to adapt and expand to provide quality park and recreation functions.

#### Parks Inventory and Classification

For the purposes of this Plan, park facilities are assessed based on level of development, amenities, size, and service area. Parks are categorized into the following park types: Mini Parks, Neighborhood Parks, Community Parks, Special Use Parks, and Undeveloped. Monmouth operates four mini parks, two neighborhood parks, three community parks, and one special use park, in addition to owning one undeveloped park site. Following is a summary of the park classifications and a brief description of each park facility. Table 3-1 displays a summary of existing parks and Map 1 illustrates the existing parks system.

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- |                   |                    |
|-------------------|--------------------|
| Planning Area     | Existing Bike Path |
| UGB               | Water              |
| City Limits       | Streams            |
| Community Park    | Independence Park  |
| Neighborhood Park | WOU Campus         |
| Mini Park         | School             |
| Special Use Park  |                    |
| Undeveloped Park  |                    |
| Open Space        |                    |

## Map 2 Existing Parks



Community  
Planning  
Workshop



Cartography: Sayaka Fukahori CPW - July 2008  
Data Source: USGS, Polk County, City of Monmouth, WOU

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**Table 3-1. Inventory and Classification Summary, Monmouth**

<b>Existing Parks</b>	<b>Acres</b>
<b>Community Parks</b>	<b>17.48</b>
Madrona Park	8.63
Monmouth Recreational Park	6.21
Gentle Woods Park	2.64
<b>Neighborhood Parks</b>	<b>1.99</b>
Cherry Lane Park	1.05
Winegar Park	0.94
<b>Mini Parks</b>	<b>2.10</b>
Southgate Park	0.67
La Mesa Park	0.58
Whitesell Park	0.48
Marr Park	0.37
<b>Special Use Parks</b>	<b>1.72</b>
Main Street Park	1.72
<b>Undeveloped Parks</b>	<b>1.79</b>
West Gentle Woods	1.79
<b>Total</b>	<b>25.08</b>

Source: CPW 2008.

## Community Parks

Community parks provide a variety of structured, active and passive, and informal recreation opportunities for all age groups. Community parks are generally larger in size and serve a wide base of residents. They typically include facilities that attract people from the entire community, such as sports fields, pavilions and picnic shelters, water features, and require support facilities, such as parking and restrooms. These parks may also include natural areas, unique landscapes, and trails. Community parks may range in size from 1 to 50-acres.

- » **Madrona Park** is an 8.63-acre community park located along Madrona Street E. and Edwards Road in southeast Monmouth. The western one-third of the park is developed with a picnic shelter, basketball court, play equipment, and large paved gathering space. Additional amenities include picnic tables, benches, and trash containers. The eastern two-thirds of the park is undeveloped and functions primarily as a stormwater detention basin. An informal bark path extends along a perimeter berm surrounding the park.
- » **Monmouth Recreational Park** is a 6.21-acre community park located to the east of Hogan Road, north of the Monmouth-Independence Highway, and west of the City Public Works Department headquarters. It is bounded by Monmouth Elementary School to the west, residential housing to the south and northwest, and municipal wastewater treatment ponds further to the north. Existing facilities include a softball/baseball field, two tennis courts, and a restroom/concessions building. Other support facilities include a gravel parking area, backstop, dugouts, and bleachers.
- » **Gentle Woods Park** is a 2.64-acre community park located at the intersection of Myrtle Drive, Olive Way, and High Street N. The park is bordered by Highway 99W to the west, residential areas to the south and east, and undeveloped land to the north. The park is bisected by Ash Creek. The northern half of the park is mostly wooded and contains a

large picnic shelter and horseshoe pits. The southern portion of the park contains playground equipment, a restroom building, and pathways. Additional support facilities include a small parking area (8 spaces), small bridge over Ash Creek, and a drinking fountain.

## Neighborhood Parks

Neighborhood parks are located within walking and bicycling distance of most users. Neighborhood parks provide access to basic recreation activities for nearby residents of all ages, function as critical open space, and are often defining elements of a neighborhood. These parks are generally 1 to 5-acres in size and serve residents within ¼ to ½-mile radius. Neighborhood parks typically include facilities such as playgrounds, basketball courts, tennis courts, lawn areas, picnic tables, and benches.

- » **Cherry Lane Park** is a 1.05-acre neighborhood park located at Cherry Lane, Ackerman Street W., and Whitman Street S. The park is bounded to the north and west by residential development. Existing facilities and amenities include a playground, benches, and four raised planters with cherry trees. The park is comprised mostly of open lawn areas with perimeter landscaping.
- » **Winegar Park** is a 0.94-acre neighborhood park located in northwest Monmouth, at Ecols Street N. and Suzanna Avenue. The park is comprised of two parcels, divided by Ecols Street. The western parcel contains a half-court basketball court, playground, benches, and pathways. The park is bisected by a small creek that connects to Ash Creek. The eastern parcel contains trees and a lawn area.

## Mini Parks

Mini parks are typically located on small parcels and provide passive or limited active recreation opportunities. Mini parks provide basic neighborhood recreation amenities, such as playgrounds, sport courts, benches, and lawn areas. These parks are generally smaller than 1-acre and serve residents within a ¼-mile radius.

- » **Southgate Park** is a 0.67-acre mini park located at Southgate Drive and Josephine Street in southern Monmouth. The park contains a half-court basketball court, benches, and a playground. The park consists of mostly lawn areas and perimeter trees and landscaping.
- » **La Mesa Park** is a 0.58-acre mini park located in southeastern Monmouth, east of Heffley Street and south of Bentley Street. The park is located in the heart of a city block and is surrounded by residential development on all sides. The park contains a half-court basketball court, benches, playground, and lawn areas.
- » **Whitesell Park** is a 0.48-acre mini park located on the western end of Catherine Court. The park is bordered by residential areas to the west and north, undeveloped property to the west, and the WOU campus to the south. The park contains a half-court basketball court, benches, playground, and lawn areas. It is also positioned on an informal walking route between predominantly WOU student housing and the WOU campus.
- » **Marr Park** is a 0.37-acre mini park located at Jackson Street and Marr Court. The park is bordered by the City limits and agricultural land to the west, and residential development to the south and east. The park contains a playground, bench, horseshoe pits, an open lawn area, and a small landscaped garden.



## Special Use Parks

Special use parks are recreation sites or parkland occupied by a specialized facility to serve a specific function. Facilities typically included in this classification are sports field complexes, community center, community gardens, skate parks, aquatic centers, and amphitheaters.

- » **Main Street Park** is a 1.72-acre special use park located in Monmouth's historic downtown. The park encompasses almost an entire city block and is bound on the north by Jackson Street, to the east by Knox Street, to the south by Main Street, and to the west by Warren Street. The western half of the block is fully developed and contains a gazebo, restroom, playground, and water fountain. Other amenities include picnic tables, drinking fountain, pathways, a small on-street plaza, and landscaping. The eastern half of the block, in City-ownership, is undeveloped and contains a small house and accessory structure used by City administration. Because of its proximity to the WOU campus, the park is heavily used by WOU students and staff. The City is considering acquiring a parcel in the northeast corner of the block, currently occupied by an existing residence, and a parcel in the southeast corner, currently occupied by a former gas station. Acquisition of these parcels would bring the entire block under City ownership.

## Undeveloped Parks

Undeveloped parks consist of property designated as parkland, but have little or no improvements and no specific park use.

- » **West Gentle Woods Park** is a 1.79-acre undeveloped parcel located between Catron Street and Highway 99W in the northern portion of Monmouth. It is heavily vegetated with trees, shrubs, and grasses and is bisected by the Middle Fork of Ash Creek. Directly southeast of the parcel, across Highway 99W is Gentle Woods Park. The parcel is planned to be developed as a neighborhood park in the future.

## Other Assets

In addition to parks, parks systems typically encompass other community recreation assets such as open space areas, natural areas, pathways, and trails.

## Open Space

Monmouth contains one open space area.

- » **City Hall Open Space** is a 0.21-acre parcel located east of Monmouth City Hall and south of Main Street. The property contains lawn, trees, and benches.

## Bikepaths and Pathways

Existing on-street bikepaths and pathways are illustrated on Map 2. Monmouth contains 4.35-miles of on-street bike lanes and walking routes within the planning area. On-street bike paths extend east from Highway 99W, along Main Street; north along Highway 99W to Rickreall; north from Main Street along Riddell Road; and along the West Campus Bypass west of the WOU campus.

- » **Main Street Bikepath** is a 1.79-mile bikepath located along Main Street from Highway 99W eastbound to the Independence City Limits.
- » **Highway 99W Bikepath** is a 1.45-mile multi-use path that begins at the intersection of Jackson Street and Highway 99W and continues northbound beyond the Monmouth City Limits.

- » **Riddell Road Bikepath** is a 1.11-mile bikepath along Riddell Road, starting at the intersection of Main Street and Riddell Road. The bikepath continues northbound until the intersection with Hoffman Road which serves as the Monmouth City Limits.

### Existing Land to be Redesignated

The City of Monmouth currently owns a 4.36-acre parcel adjacent to Public Works Department offices and east of Monmouth Recreational Park. The property has frontage along Main Street. The property contains a softball/baseball field and a skate park. Both facilities are operated and maintained by Central Youth Sports (CYS). As part of future redevelopment of this area, the City intends to make the property available for commercial development.

### School and University Facilities

School and University recreation facilities play an important role in the community and include facilities such as sports fields, tracks, playgrounds, indoor training, and swimming pools. Table 3-2 details school and university facilities within the planning area.

- » The majority of these facilities are only available for public use during limited times, outside of academic/university function and school hours, or require additional memberships.

**Table 3-2. Summary of Existing University and School Facilities, Monmouth**

<b>University/ School Facilities</b>
<b>Western Oregon University</b>
Wolverton Memorial Swimming Pool
McArthur Field (Football/Track)
Gymnasium (Basketball/Volleyball) (2)
Racquetball Courts
Weight Room
Indoor Tennis Courts
Outdoor Tennis Court (4)
Frisbee Golf Course (9 holes)
Softball Field (3)
Football/Soccer Field (4)
<b>Ash Creek Intermediate School</b>
Playground
<b>Monmouth Elementary School</b>
Playground
Soccer Field
Basketball Court (3)
Basketball Half-Court
Softball/Baseball Field
Gymnasium

Source: Western Oregon University, Central School District 13J. 2008.

A summary of additional State Park and Recreation Areas and private recreation areas and facilities is included in Appendix A.

### 3.3 Operations and Maintenance

An assessment of Monmouth's operations and maintenance is an essential element of the parks planning process. The Monmouth Parks Department partially supports three positions within the Public Works Department. Specifically, a Public Works Utility Worker is assigned a Full Time Equivalent (FTE) of 0.39, a Seasonal Maintenance Worker with a FTE of 0.20, and the Public Works Director a FTE of 0.05 – a total of 0.65 FTE. The Parks Department's budget includes personnel services, materials, and services. The three staff positions supply most of the operations and maintenance labor. General park maintenance activities are contracted-out to a private company.

Some cities utilize volunteers for assistance with parks system maintenance. In Monmouth, community groups have contributed to the improvement of park facilities, mainly through landscaping activities and the donation of park amenities. For example, community members participate in tree planting on Arbor Day. In addition, the Rotary Club donated the brick patio, benches, and drinking fountain that line the south end of Main Street Park, and the Western Oregon University Business Club donated the horseshoe pits in Gentle Woods Park.

#### Condition Assessment

Monmouth's parks system is well maintained. The primary issue identified during the parks system condition assessment relates to the age of the play equipment and restrooms. Some of the parks are missing amenities, such as sidewalks and way-finding signage, which would enable people to safely and easily access the parks. In addition, some of the parks would benefit from environmental enhancements, which would protect riparian corridors for the benefit of plant and animal species, as well as park visitors. Major issues include the following:

- » Six of the City's parks - Main Street, Gentle Woods, South Gate, La Mesa, Whitesell, and Marr - have outdated play equipment.
- » Monmouth Recreational and Main Street Park have outdated, non-ADA compliant, restrooms.
- » Two parks - Cherry Lane and South Gate - are missing perimeter on-street sidewalks. Two mini parks - La Mesa and Whitesell - are missing signage, and therefore are difficult for residents to locate.
- » Gentle Woods and Winegar Parks can benefit from creek restoration and erosion prevention projects. The Middle Fork of Ash Creek, which flows through the north end of Gentle Woods Park, is causing erosion in some areas. A small tributary of Ash Creek flows through Winegar Park and is lined with large irregular rock boulders and is devoid of riparian vegetation.

### 3.4 Park Service Areas

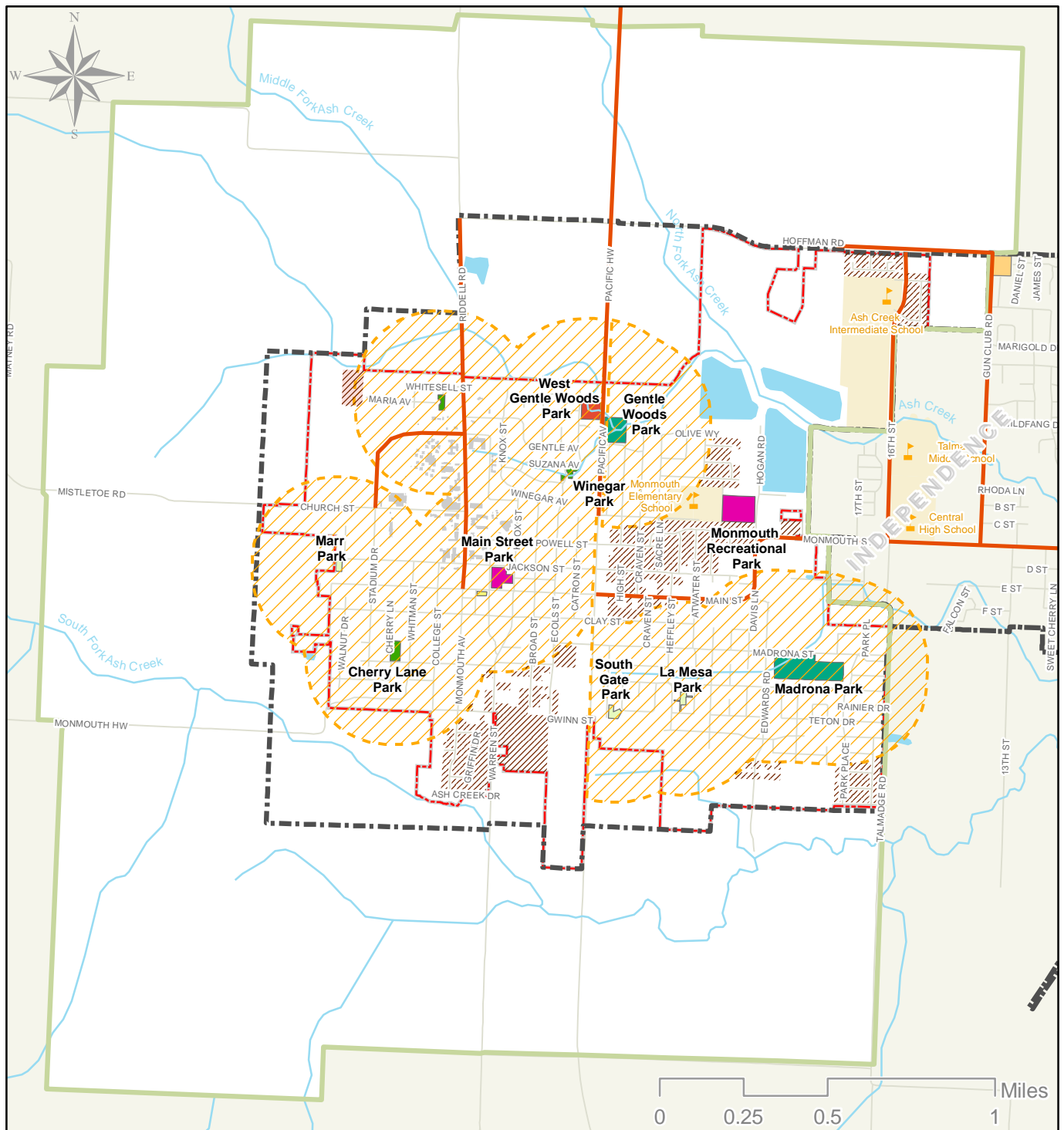
To serve the needs of a diverse population, it is important that a parks system contain parks of different sizes and types. It is also important that residents have convenient access to some type of developed public park within their neighborhood (defined as a ¼ mile or less walking distance). In general, people will not walk more than a ¼ mile to a park. "A distance of over a half mile to a park guarantees that most people will skip that trip or they will drive."<sup>6</sup> Once a

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<sup>6</sup> Harnik, P. and Simms, J. 2004. Parks: How Far is Too Far? *Planning*, 70 (11): 8-11.

person decides to drive, the park is no longer considered close enough to make it conveniently accessible.

Map 3 illustrates park service areas. A service area of ¼ mile was used as the measurement to analyze how well Monmouth residents are served by their parks system. Although a number of parks exist throughout Monmouth, the service area analysis indicates that sections of the city are currently underserved or not served at all by developed parks. Four areas of the city are underserved by the parks system: the southwest end of town, the central area immediately east of Highway 99W, the southeast end of town, and a small area at the northwest end of town. By promoting parks that are within walking distance, the City of Monmouth can better serve its residents.



- |                   |                    |
|-------------------|--------------------|
| Planning Area     | Existing Bike Path |
| UGB               | Park Service Area  |
| City Limits       | Underserved Area   |
| Community Park    | Water              |
| Neighborhood Park | Streams            |
| Mini Park         | Independence Park  |
| Special Use Park  | WOU Campus         |
| Undeveloped Park  | School             |
| Open Space        |                    |

## Map 3 Park Service Area



Community  
Planning  
Workshop



Cartography: Sayaka Fukahori CPW - July 2008  
Data Source: USGS, Polk County, City of Monmouth, WOU

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### 3.5 Level of Service Analysis

The National Recreation and Park Association (NPRA) advocates for a community system-wide parkland LOS standard. The basic function of the LOS is to ensure quality of service delivery and equity. A LOS standard is a measurable target for parkland development that provides the foundation for meeting future community parkland needs and leveraging funding. The LOS is used to project future land acquisition needs and appropriately budget for those needs through the Capital Improvement Program (CIP) and System Development Charge (SDC) fees. As it functions primarily as a target, adopting a LOS standard does not obligate a City to provide all necessary funding to implement the standard. It simply provides the basis for leveraging funds.

The Level of Service (LOS) analysis is based on the amount of existing developed parkland within the parks system and current population estimates for the city. The LOS is expressed as the ratio of developed park acres per 1,000 residents. This ratio provides guidance for determining the amount of parkland necessary for meeting current and future recreation needs.

The 1998 Monmouth Parks Master Plan does not include a system-wide parkland Level of Service (LOS) standard. For the purposes of this LOS analysis, Monmouth contains 10 developed park facilities. The total acreage for these developed parks is 23.29-acres.

Table 3-4 displays a summary of developed parkland by classification and the existing LOS provided by the classifications. The current LOS currently provided by the parks system is 2.49 acres per 1,000 residents. This is based on the estimated 2007 population of 9,335 residents.

**Table 3-3 Existing LOS by Parks Classification, Monmouth, 2008**

<b>Park Type</b>	<b>Existing Inventory (Acres)</b>	<b>Existing LOS (Acres per 1,000 residents)</b>
<b>Community Parks</b>	17.48	1.87
<b>Neighborhood Parks</b>	1.99	0.21
<b>Mini Parks</b>	2.10	0.22
<b>Special Use Parks</b>	1.72	0.18
<b>Total Parkland</b>	<b>23.29</b>	<b>2.49</b>

Source: CPW. 2008.

Many cities adopt a LOS standard. Table 3-5 provides a breakdown of the parks system LOS in 14 Oregon communities. Compared to cities of a similar population size (9,339 +/- 3000), which include Astoria, Newport, Sweet Home, Lincoln City, Brookings, Talent and Seaside, Monmouth's level of service is lower than the average of 5.1 acres per person.

**Table 3-4. Parks System LOS Comparison**

City	Developed Park Acreage	Year 2007 Population	Developed Parkland Per 1,000 Residents
Brownsville	30.50	1,755	17.38
Lincoln City	90.30	7,615	11.86
Brookings	55.50	6,455	8.60
Sweet Home	76.40	8,995	8.49
Bandon	27.30	3,253	8.39
Turner	13.70	1,690	8.11
Troutdale	70.69	15,430	4.58
Lebanon	50.94	14,705	3.46
Talent	16.97	6,525	2.60
Monmouth	23.29	9,335	2.49
Canby	37.00	15,140	2.44
Seaside	14.05	6,400	2.20
Astoria	21.60	10,045	2.15
Newport	20.00	10,455	1.91

Source: CPW 2008.

The LOS standard can be established with the intention of either maintaining the current level of service or as a goal for an increase in future levels of service. Once again, adopting a LOS standard does not obligate a City to provide all necessary funding to implement the standard. It simply provides the basis for leveraging funds.

## 3.6 Conclusion

To serve the needs of a diverse population, it is important that a parks system contain parks of different sizes and types throughout the city. Currently, there are a number of areas that are underserved by the City's parks system. These areas are located at the southwest end of town, central area of town adjacent to 99W, southeast end of town, and the northwest end of town. In addition, Monmouth does not have a LOS standard. The City's current LOS is 2.49 acres of parkland per 1,000 residents. Compared to cities of similar size, Monmouth's LOS is slightly lower than average.

Currently, Monmouth contains special use, community, neighborhood and mini parks, as well as one undeveloped site and one open space area. The parks vary in size and design, but all contain similar amenities. With the exception of Monmouth Recreational Park, all the existing parks contain playgrounds or, at a minimum, play equipment, and at least one other recreation amenity (i.e. half-court basketball court, horseshoe pits, etc.). Conversely, Monmouth Recreational Park is the only park that contains a softball/baseball field and tennis courts. In addition, Gentle Woods is the only park with a picnic shelter.

Monmouth's parks system is well maintained. The main issues that were identified include: outdated play equipment and restrooms, which potentially pose safety issues and access issues for disabled persons; and missing sidewalks and signage, which also pose safety and accessibility issues.

In addition to parks, parks systems also contain natural areas/open space, trails, bikepaths, and pathways. Currently, Monmouth's parks system does not offer most of these amenities. The system does include 4.5 miles of on-street bike lanes/walking routes. However, there are no off-street pathways or bike routes.



# CHAPTER 4

## PARK AND RECREATION NEEDS

### 4.1 Overview

This chapter provides an overview of national and state recreation trends, as well as the park and recreation needs of Monmouth residents. Park and recreation trends, along with the population growth and demographic data outlined in Chapter 2 and the analysis of the current parks system outlined in Chapter 3, are folded into the needs assessment highlighted in Chapter 5.



### 4.2 National and State Trends

As part of the parks planning process, it is critical to monitor current trends impacting the field of park and recreation in order to plan for services that meet and, possibly, exceed user expectations. This task involves an analysis of recreation participants' historical, current, and future demands for facilities and services. Data on park and recreation user trends was obtained from three sources: the National Sporting Goods Association 2004 Survey, the 2003 Oregon Outdoor Recreation Survey, and the 2008-2012 Oregon Statewide Comprehensive Outdoor Recreation Plan (SCORP).

#### National Sports Participation

The National Sporting Goods Association (NSGA) collects data on national sports participation trends. The NSGA collected data for 2004 using a representative household survey. Table 4-1 presents the top ten recreation activities based on national participation. These national trends are important to Monmouth because increased participation in activities such as exercise walking and bicycle riding may increase demand for facilities that accommodate these activities.

**Table 4-1. National Sports Participation Levels, 2004**

<b>Sport</b>	<b>Total Participation (in Millions)</b>	<b>Percent Change (From 2003)</b>
Exercise Walking	84.7	3.8%
Camping (vacation/overnight)	55.3	3.5%
Swimming	53.4	2.2%
Exercise with equipment	52.2	3.9%
Bowling	43.8	4.6%
Fishing	41.2	-3.6%
Bicycle riding	40.3	5.3%
Billiards/pool	34.2	3.7%
Workout at club	31.8	8.0%
Aerobic exercising	29.5	5.1%

Source: National Sporting Goods Association, 2004.

Table 4-2 presents changes in participation levels for selected sports activities. Between 1999 and 2004, skateboarding, mountain biking, exercising with equipment, and running/jogging experienced significant increases in participation levels. During this same period, organized activities, such as baseball, basketball, volleyball, tennis, football, and softball experienced declines in participation. Exercise walking continues to be the number one sport in national participation, with 80.8-million participants. These trends suggest a shift in participation due to changing age demographics and the growing popularity of sports, such as skateboarding and mountain biking.

**Table 4-2. Selected Sports Ranked by Percent Change, 1999-2004.**

<b>Sport</b>	<b>Total Participation (in Millions) 2004</b>	<b>Total Participation (in Millions) 1999</b>	<b>Percent Change 1999 to 2004</b>	<b>Percent of US Population 2004</b>
Skateboarding	10.3	7.0	32.0%	3.5%
Mountain biking	8.0	6.8	15.0%	2.7%
Exercising with equipment	52.2	45.2	13.4%	17.8%
Running/jogging	24.7	22.4	9.3%	8.4%
Exercise walking	84.7	80.8	4.6%	28.8%
Hiking	28.3	28.1	0.7%	9.6%
Soccer	13.3	13.2	0.8%	4.5%
Baseball	15.9	16.3	-2.5%	5.4%
Bicycle riding	40.3	42.4	-5.2%	13.7%
Basketball	27.8	29.6	-6.5%	9.5%
Volleyball	10.8	11.7	-8.3%	3.7%
Tennis	9.6	10.9	-13.5%	3.3%
Football (touch)	9.6	11.1	-15.6%	3.3%
Softball	12.5	14.7	-17.6%	4.3%

Source: National Sporting Goods Association, 2004.

The national level data provides a broad understanding of overall trends; however, state and regional data is more applicable to establishing and understanding the types of outdoor recreation activities that will most directly influence future planning in Monmouth.

## State and Regional Recreation Participation

The 2003 Oregon Outdoor Recreation Survey provides data on regional outdoor recreation participation in Oregon. Region 2 encompasses Clackamas, Multnomah, Columbia, Hood River, Washington, Yamhill, Marion, and Polk Counties. Table 4-3 presents applicable outdoor recreation activities with corresponding state and Region 2 participation rates, as well as the percent change from 1987 to 2002.

**Table 4-3. Selected Recreation Participation Rates, Oregon and Region 2, 2002**

Activity	Statewide		Region 2	
	Total Participation (in Millions) 2002	Percent Change 1987 to 2002	Total Participation (in Millions) 2002	Percent Change 1987 to 2002
Baseball/Softball	7.00	69%	4.20	103%
Football	2.01	122%	1.00	242%
Soccer	3.34	72%	2.27	-11%
Hiking	4.51	0%	1.28	40%
Nature/Wildlife Observation	17.63	170%	6.20	226%
Picnicking	4.00	-24%	1.78	51%
Using Playground Equipment	8.85	108%	5.30	83%

Source: Oregon Outdoor Recreation Survey, 2003.

Activities that constitute a large user group and show an increase in activity should help guide parks planning related decisions. The nature/wildlife user group represents the largest group both regionally and statewide. Complimentary activities include picnicking and hiking.

## State and Regional Trends

The 2008-2012 Oregon Statewide Comprehensive Outdoor Recreation Plan (SCORP) is the State's 5-year plan for outdoor recreation. As a planning and information tool, the SCORP provides recommendations to the Oregon State Park System and guidance for the Oregon Park and Recreation Department's administered grant programs. In addition, the plan provides guidance to local governments and the private sector in making policy and planning decisions. The SCORP identifies the following key issues, which should inform parks planning and policy decisions:

- » **A Rapidly Aging Population:** Within the next decade, 15% of Oregon's total population will be over the age of 65 and by 2030 that number will grow to nearly 20 percent.
- » **Fewer Oregon Youth Learning Outdoor Skills:** Although Oregon is a state with abundant natural resources, there is growing evidence that Oregon's youth are gravitating away from outdoor recreation. Analysis of past SCORP survey results indicates that participation in traditional outdoor recreation activities such as camping, fishing and hunting has dramatically decreased. Research has shown that people who do not participate in outdoor recreation as youths are less likely to participate in those activities as adults.
- » **An Increasingly Diverse Population:** By the year 2020, Oregon's combined Hispanic, Asian, and African American population will make up 22% of the state's population. Monmouth is changing at a similar rate. Research has identified that in general, minorities are less likely than whites to participate in outdoor recreation in the U.S. As a result, these under-represented populations forego benefits of outdoor recreation while park service providers miss a potentially important group of supporters.

- » **A Physical Activity Crisis:** According to the U.S. Center for Disease Control (CDC), rates of physical inactivity and obesity in the U.S. have reached epidemic proportions. Regular, moderate exercise has been proven to reduce the risk of serious health conditions. Public facilities such as trails and parks that are conveniently located have been found to be positively associated with vigorous physical activity in a number of studies, among both adults and children.

## 4.3 Community Needs

This section addresses the parks and recreation needs that are unique to the community of Monmouth. These needs were developed through community input, which is a critical component of the parks planning process. The primary methods for obtaining input were community workshops and stakeholder interviews. During February and March 2008, interviews were conducted with members of the Parks and Recreation Board, City staff, and other community leaders. The two community workshops (held at the Monmouth Public Library and Main Street Park) were conducted in April and May 2008. The purpose of these outreach activities was to identify and prioritize parks system improvements. A detailed description of the stakeholder input and community involvement processes can be found in *Appendix B: Community Involvement* and *Appendix C: Stakeholder Involvement*. Following is a summary of the parks system improvements identified through the stakeholder interviews and community workshops.

### System Wide Improvements

- » Replace outdated play equipment
- » Provide diversity of recreation activities for all age groups (e.g. frisbee golf, climbing structures)
- » Introduce unique design elements into the parks to make them more attractive to visitors
- » Add informational and directional signage to enhance awareness about parks
- » Provide additional shelters and pavilions in parks to increase use during inclement weather
- » Construct pathways and trails to improve connectivity and provide additional recreation opportunities
- » Install amenities such as picnic tables, picnic shelters, benches, drinking fountains, and barbeque pits in parks that do not currently have them
- » Upgrade restroom facilities
- » Improve landscaping within parks to provide protection from sun

In addition to system wide improvements, conceptual designs for Main Street Park and Madrona Park were developed with community input. The final conceptual designs for these parks are included in Chapter 6 and Appendix F. Following is a summary of the improvements identified through the stakeholder interviews and community workshops.

### Main Street Park Improvements

- » Replace or restore existing fountain
- » Install a splash/play area for children
- » Provide a variety of recreation opportunities for all age groups

- » Install public art
- » Expand and improve existing playground
- » Create an event space (i.e. amphitheater or band shelter)
- » Acquire non-City-owned parcels to complete park block
- » Construct a covered shelter for year round activity
- » Upgrade restroom

### **Madrona Park Improvements**

- » Construct informal recreation fields (soccer, softball/baseball)
- » Enhance open space with native vegetation
- » Create recreation opportunities for diverse age groups, such as disc golf and climbing structures
- » Install restrooms
- » Improve jogging trail/walking path around perimeter
- » Plant shade trees and additional vegetation

## **4.4 Conclusion**

This chapter provides an overview of broader national and statewide recreation trends. These trends indicate a movement towards non-organized sports, such as exercise walking and running/jogging; passive recreation, such as wildlife viewing; and newer recreation activities, such as skateboarding and mountain biking. Bike riding, basketball, baseball, and soccer are all still popular activities; however, participation in these sports has dropped nationally. At the state and regional level, wildlife viewing/observation, using play ground equipment, and baseball/softball have grown in popularity.

Many of the national and state wide trends correspond with the desires of Monmouth residents. Residents are interested in having access to a diversity of recreation activities for all age groups, such as climbing equipment, walking paths, and bike trails. They are also interested in passive recreation. The community would like additional amenities such as picnic shelters and barbeque pits included in Monmouth's larger parks.

In addition, residents would like the parks system to include unique amenities or design schemes. The improvements identified for Main Street Park, such as a splash play area and event space, and for Madrona Park, such as the enhancement of open space with native vegetation, reflect these desires. The community would also like to see amenities incorporated into the parks system that enhance user safety, access, and comfort. These amenities include park furnishings (such as picnic tables and drinking fountains), restrooms, way-finding signage, and landscaping that provides buffers and shade.

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# CHAPTER 5

## PLANNING FRAMEWORK

### 5.1 Overview

This chapter outlines the vision, goals, and objectives that were created during the parks planning process. A summary of the three previous chapters, which together make up the needs assessment, is included here to establish a context for the vision, goals, and objectives. The needs assessment summarizes key findings from the inventory, condition assessment, park service area and level of service analysis, recreation trends, and community input.

The vision for Monmouth's parks system and the set of goals and objectives for achieving the vision, are intended to address the community's needs. Goals represent the general end toward which an organizational effort is directed. They identify how a community intends to achieve its mission and establish a vision for the future. Objectives are measurable statements, which identify specific steps needed to achieve the stated goals. Recommendations, outlined in Chapter 6 and in the Capital Improvement Plan, are the specific steps needed to achieve the Monmouth Parks Master Plan goals.



### 5.2 Needs Assessment

Based upon community input during the planning process, Monmouth residents should have convenient access (defined as a ¼-mile or less walking distance) to a park within their neighborhood. Although a number of parks exist, the city is currently underserved or not served at all by developed parks. Four areas of the city are not currently being served by the parks system: the southwest end of town, the central area immediately east of Highway 99W, the southeast end of town, and a small area at the northwest end of town. By developing parks that are within walking distance, the City of Monmouth can better serve its residents, many of whom are low income or live in multi-family residences and do not have access to private outdoor spaces.

Monmouth's existing parks are a source of pride for the community. While the parks system is well maintained, many of the parks contain outdated play equipment and restrooms, and some of the parks are missing sidewalks and signage. Visitors and residents need to be able to safely and easily access Monmouth's parks.

In addition, the parks do not provide sufficient variety to meet the full range of residents' recreation needs. With the exception of Monmouth Recreational Park, all the existing parks contain playgrounds or, at minimal play equipment, and at least one other recreation amenity (i.e. half-court basketball court, horseshoe pits, etc.). Conversely, Monmouth Recreational Park is the only park that contains a softball/baseball field and tennis courts. In addition, Gentle Woods is the only park with a picnic shelter. Monmouth needs to provide a diversity of active and passive recreation opportunities for all its residents.

While organized sports remain popular, there is a whole segment of the population who want a broader range of recreation opportunities from the parks system. The growing elderly population, the large population of young adults, as well as changes in recreation trends has led to movement away from organized sports. Residents are interested in having access to a diversity of recreation activities for all age groups, such as climbing equipment, walking paths, and bike trails. In addition, residents would like to see amenities that support passive recreation activities, such as picnicking and barbecuing, incorporated into Monmouth's parks.

Many of Monmouth's parks are missing unique amenities or design schemes. The improvements identified for Main Street Park, such as a splash play area and event space, and for Madrona Park, such as the enhancement of open space with native vegetation, reflect residents' desires to utilize parks in different ways. The community would also like to see amenities incorporated into the parks system that enhance user safety, access, and comfort. These amenities include park furnishings (such as picnic tables and drinking fountains), restrooms, way-finding signage, and landscaping that provides buffers and shade.

In addition to parks, parks systems also contain natural areas/open space, trails, bikepaths, and pathways. With the exception of a small open space area and a limited on-street pathway and trail system, Monmouth's parks system does not include these amenities. These amenities, however, provide additional recreation opportunities and connectivity for area residents. Providing connectivity between parks, schools, commercial areas, natural areas, and open space and opportunities for walking and bicycling via pathways and trails is a critical need identified by Monmouth residents.

## 5.3 Vision

Monmouth residents desire a diverse parks system that provides a variety of services for its users. The following vision statement, developed through the community input process, articulates the hopes and desires of Monmouth residents for their parks system:

***"We envision a parks system that promotes social and cultural activities and provides a natural environment for the enjoyment of the entire community. Parks and recreation areas will continue to flourish in Monmouth for the benefit of future generations, ensuring a healthy, dynamic and attractive place to live."***

Eight system goals and related objectives were developed to define Monmouth's vision.



## 5.4 Goals and Objectives

Goals and objectives are intended to provide the basis for the development of a high quality, equitable system of parks and recreation facilities and services. Together, goals and objectives provide a framework for the City to work towards effective implementation of the overall Monmouth Parks Master Plan. In order to be successful, specific tasks will need to be identified as individual projects. This plan uses the following goals and objectives:

### Goal 1: Park Maintenance and Operations

Manage and operate all sites to maintain a safe and efficient parks system.

**Objective 1.1:** Upgrade and/or replace facilities or equipment that are in poor condition (i.e. restrooms, playground equipment, picnic facilities, etc.).

**Objective 1.2:** Increase staffing for maintenance and operations.

### Goal 2: Parkland Acquisition

Acquire additional parkland to ensure that all areas of the city are adequately served by park facilities.

**Objective 2.1:** Acquire parkland in areas within the UGB that are currently underserved by parks.

**Objective 2.2:** Ensure that land acquired through purchase or dedication meets the City's parkland acquisition standards.

**Objective 2.3:** Pursue long-term parkland acquisition outside the UGB in identified parkland opportunity areas.

### Goal 3: Funding

Evaluate and establish new mechanisms for funding existing and future park and recreation facilities.

**Objective 3.1:** Identify and secure appropriate funding sources for operations, parks maintenance, and parkland acquisition.

**Objective 3.2:** Review and adjust the Systems Development Charge rate on a regular basis to allow the City to expand and develop its parks system while meeting its park goals and objectives.

**Objective 3.3:** Consider adopting a Parks Utility Fee to provide a dedicated funding source for operations and maintenance.

**Objective 3.4:** Devote staff resources to the identification and procurement of parks, open space, trails, and recreation related grant funding.

**Objective 3.5:** Develop partnerships with land trusts and private entities that have an interest providing recreation opportunities and/or natural resource protection and preservation.

## Goal 4: Amenities and Design

Design and manage City parks to provide an attractive, pleasing, and enjoyable environment for residents.

**Objective 4.1:** Review identified community needs and current recreation trends prior to new park development and future park enhancement projects.

**Objective 4.2:** Update and replace aging amenities as needed with new amenities that are safe and aesthetically pleasing.

**Objective 4.3:** Enhance general park landscaping and natural resources within parks as additional funding for park maintenance is procured.

**Objective 4.4:** Ensure that all parks, existing and future, are accessible to everyone and in compliance with ADA requirements.

## Goal 5: Community Events

Develop community event areas within Main Street Park and Madrona Park to provide opportunities for community cultural and recreational events that attract large gatherings.

**Objective 5.1:** Incorporate elements in the design of Main Street Park that can be utilized for concerts, plays, gatherings, and festivals.

**Objective 5.2:** Incorporate elements in the design of Madrona Park that can be utilized for community gatherings and events.

**Objective 5.3:** Promote cultural activities and events that attract residents and visitors to the historic downtown area.

## Goal 6: Safety and Access

Operate park facilities that are safe and accessible for the entire community.

**Objective 6.1:** Design all new park facilities with park user safety as a top priority.

**Objective 6.2:** Upgrade existing amenities that may be hazardous for park users.

**Objective 6.3:** Improve park accessibility for all residents by constructing accessible sidewalks and paths in parks that have poor access.

## Goal 7: Parks Planning

Establish a coordinated process for parks planning, park acquisition and development that involves residents and community groups as well as the Parks and Recreation Board and the City staff.

**Objective 7.1:** Engage stakeholder groups, community members, and other local regional recreation providers in the parks planning process.

**Objective 7.2:** Update the Parks Master Plan every five to ten years to ensure that it continues to reflect the needs and desires of the community.

**Objective 7.3:** Plan for the development of community bike paths and pathways through coordination with the update of the Transportation System Plan.

## **Goal 8: Park Awareness**

Develop and implement park awareness strategies to inform residents and visitors about the parks system.

**Objective 8.1:** Establish an information kiosk at Main Street Park that highlights the parks system, and includes information about facilities and amenities throughout the city.

**Objective 8.2:** Develop and coordinate volunteer opportunities to assist with the maintenance of existing parks and future development. (Example: Monmouth could establish a Parks Volunteer organization)

**Objective 8.4:** Provide opportunities for community involvement in parks operations and maintenance. (Example activities could include: “Monmouth Park Days” in mid-summer, “Monmouth Park Clean-Up Day” on Earth Day, and “Monmouth Harvest Festival” in the fall)

**Objective 8.5:** Develop a park stewardship education and outreach action plan to involve schools and community groups in the development and maintenance of the parks system.

## **5.5 Conclusion**

The eight goals and twenty-eight objectives described above form the planning framework for Monmouth to address population growth, demographic changes, recreation trends, and the overall desires of Monmouth residents. These goals and objectives serve as the link between the park and recreation needs of the community and the recommendations for parks system improvements outlined in the following chapter.

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# CHAPTER 6

## RECOMMENDATIONS



### 6.1 Overview

Communities are strengthened by a sufficient supply and variety of parks, trails and pathways, open space, and natural areas. A holistic approach is effective in improving the parks system for current users as well as accommodating future growth and changing needs of the community. Based on the assessment and evaluation of the current parks system and input from the community and City staff, the following system improvements were identified to guide the future development and maintenance of

Monmouth's parks system. This chapter also provides a strategy for identifying and acquiring potential areas for parks, trails and pathways, as well as natural areas and open space. In addition, this chapter identifies park specific projects for improving Monmouth's existing park facilities.

### 6.2 System-wide Level of Service

The National Recreation and Park Association (NPRA) advocates for a community system-wide parkland level of service (LOS) standard. The basic function of the LOS is to ensure quality of service delivery and equity. A LOS standard is a measurable target for parkland development that provides the foundation for meeting future community parkland needs and leveraging funding. The LOS is used to project future land acquisition needs and appropriately budget for those needs through the Capital Improvement Plan. As it functions primarily as a target, adopting a LOS standard does not obligate a City to provide all necessary funding to implement the standard—it simply provides the basis for leveraging funds.

The *1998 Monmouth Parks Master Plan* does not include a system-wide parkland Level of Service (LOS) standard. For the purposes of this LOS analysis, Monmouth contains 10 developed park facilities. The total acreage for these developed parks is 23.29-acres. Refer to Table 3-4 for a summary of developed parkland by classification (mini, neighborhood, community, and special use parks) and the existing LOS provided by each of the classifications. The current LOS provided by the parks system is 2.49 acres per 1,000 persons. This is based on the estimated 2007 population of 9,335 residents.

In order to better serve the residents of Monmouth, the Monmouth Parks and Recreation Board recommends adopting a LOS standard of 4.0 acres per 1,000 residents. As discussed in Chapter 3, the LOS provides a standard by which the system can be assessed to determine if the current parks system meets current and future parkland needs. According to population

projections, and based on an annual growth rate of 2.30% per year, Monmouth's population is estimated to reach 15,374 residents by 2028.

Table 6-1 displays the amount of developed parkland needed to maintain a LOS standard of 4.0-acres based on future population projections through 2028 (assuming the development of existing undeveloped parkland). Based on these projections, the City of Monmouth will need to acquire and develop 38.21-acres of parkland within the next 20 years to maintain the desired LOS.

**Table 6-1. Projected Parkland Needs**

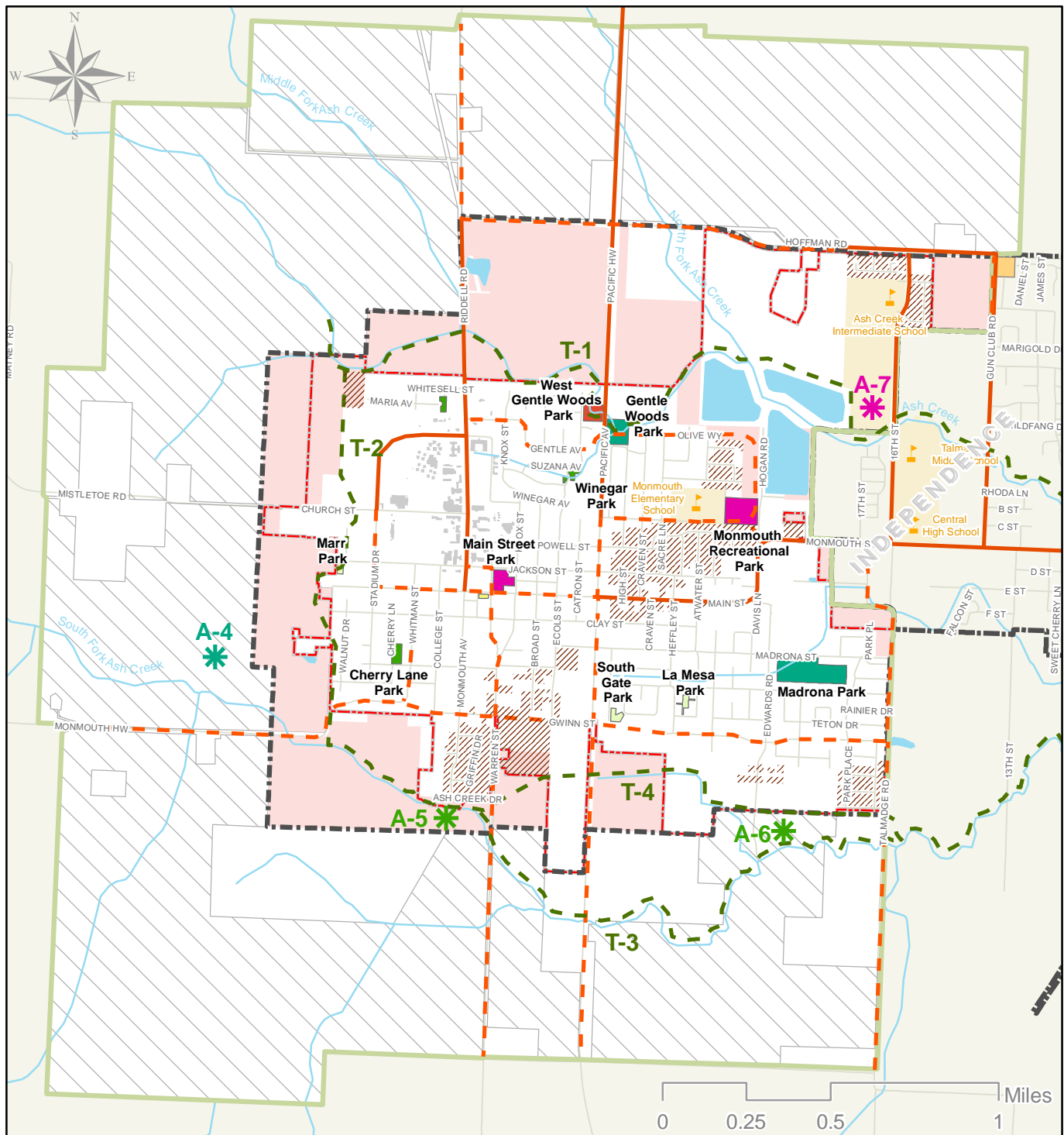
	2007	2010	2020	2028
<b>Projected Population</b>	9,335	10,226	12,837	15,374
<b>LOS Standard (acres per 1,000 residents)</b>	4.00	4.00	4.00	4.00
<b>Total Parkland</b>	23.29	-	-	-
<b>Undeveloped Parkland</b>	1.79	-	-	-
<b>Developed Parkland Needed to Reach LOS Standard</b>	37.34	40.90	51.35	61.50
<b>Cumulative Surplus / (Deficit)</b>	<b>(12.26)</b>	<b>(17.61)</b>	<b>(28.06)</b>	<b>(38.21)</b>

Source: CPW 2008

An increased LOS standard coupled with a growing population implies that Monmouth will need to both develop existing undeveloped parkland and acquire and develop new parkland to provide the recommended LOS and keep pace with growth.

## 6.3 Parkland Acquisition

A major focus of the Plan is to provide equitable parkland for all residential areas. Although a number of parks exist throughout Monmouth, sections of the city are currently underserved or not served at all by developed parks. These areas, because of their lack of developed parkland, constitute potential parkland acquisition areas. In addition, it is likely that Monmouth will consider an expansion of the UGB during the next twenty years. In anticipation of this expansion, the parks planning area for this Plan extends one-half mile beyond the UGB. The parkland acquisition strategy takes into account the recreation needs of current underserved areas and the anticipated needs of future residential development. Map 4 displays recommended areas for parkland acquisition.



- |                   |                                      |                   |
|-------------------|--------------------------------------|-------------------|
| Planning Area     | Existing Bike Path                   | Water             |
| UGB               | Proposed Bike Path                   | Streams           |
| City Limits       | Proposed Trail                       | Independence Park |
| Community Park    | Underserved Area                     | WOU Campus        |
| Neighborhood Park | Parkland Opportunity Area Short Term | School            |
| Mini Park         | Parkland Opportunity Area Long Term  |                   |
| Special Use Park  | Proposed Special Use Park            |                   |
| Undeveloped Park  | Proposed Neighborhood Park           |                   |
| Open Space        | Proposed Community Park              |                   |

## Map 4 Park System



Community  
Planning  
Workshop



Cartography: Sayaka Fukahori CPW - July 2008  
Data Source: USGS, Polk County, City of Monmouth, WOU

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Parkland acquisition recommendations are based upon community and staff input, GIS analysis of tax lot data, and other City plans (i.e., the Ash Creek Trail Master Plan). Additional consideration focused on the need to address physical barriers, which may limit service in areas that appear to be served by the parks system. For example, Highway 99W is an access barrier for users who live to the west of Gentle Woods Park. The recommendations for parkland acquisition are as follows:

- » **Recommendation A-1:** Acquire parcels abutting Main Street Park to expand park to encompass the entire city block. Include land in redevelopment of the overall park.
- » **Recommendation A-2:** Acquire and develop additional parkland to the west of Marr Park for future park expansion.
- » **Recommendation A-3:** Acquire and develop additional parkland adjacent to Whitesell Park for future park expansion.
- » **Recommendation A-4:** Acquire and develop parkland west of Walnut Drive near Cupid's Knoll, including the acquisition of neighboring natural features that provide passive recreation opportunities. Acquire parkland suitable for the development of a community park.
- » **Recommendation A-5:** Acquire and develop parkland near Helmick Road and Gwinn Street in an opportunity area to provide park service to the adjacent underserved residential neighborhood. Acquire parkland suitable for the development of a neighborhood park.
- » **Recommendation A-6:** Acquire and develop parkland south of the City Limits, outside the UGB, near Stapleton Road for the protection of natural features and to provide park service to future residential areas. Acquire parkland suitable for the development of a neighborhood park.
- » **Recommendation A-7:** Partner with the School District and Central Youth Sports to develop a sports complex on undeveloped district-owned land south of Ash Creek Intermediate School.

## 6.4 Parkland Development

As a part of the overall system improvements, parkland development includes the improvement and upgrade of existing park facilities. This section outlines the recommendations, detailed extensively in the *Monmouth Parks Capital Improvement Plan*, that are needed to achieve the Monmouth Parks Master Plan goals and objectives, outlined in Chapter 5. Recommendations focus on providing a broader variety of active and passive recreation activities; incorporating amenities into the parks system that enhance user safety, access and comfort; and enhancing natural areas/riparian corridors for the benefit of plant and animal communities, as well as park visitors. This section is organized by park classification (mini, neighborhood, community, and special use) and specific recommendations are made for each of Monmouth's ten parks.

### Mini Parks

Mini parks are generally smaller than 1-acre and serve residents within a ¼-mile radius. They are often expensive to maintain, provide limited facilities and predominantly serve only a small segment of the population located close to the park. Because of an overriding need for

neighborhood and community facilities, the City should evaluate any proposed Mini Park development with a high level of scrutiny.

- » **Recommendation M-1:** Evaluate future Mini Park development on a case-by-case basis with a high level of scrutiny.
- » **Recommendation M-2:** Update and replace playground equipment at all mini parks.
- » **Recommendation M-3:** Consider cost effective upgrades to amenities in all mini parks that increase the usability and awareness of the parks.

Monmouth contains four existing mini parks: Southgate, La Mesa, Whitesell, and Marr. Recommendations for each of these sites are discussed below.

### **Southgate Park**

Southgate Park serves southeast Monmouth. Located on Southgate Drive and Josephine Street, the park is bordered by residential land. Increased use of the park can be achieved with improved access and the installation of new amenities.

- » **Recommendation M-4:** Update and replace play equipment to improve safety and active recreation opportunities.
- » **Recommendation M-5:** Add additional trash containers to encourage stewardship and reduce littering.
- » **Recommendation M-6:** Add additional picnic tables to allow for and encourage greater use of the park.
- » **Recommendation M-7:** Install sidewalks along Southgate Drive and High Street as well as pathways within the park to enhance accessibility and improve the overall safety of the park.
- » **Recommendation M-8:** Enhance park landscaping to improve the aesthetics and the relationship to the natural environment.

### **La Mesa Park**

La Mesa Park serves southern Monmouth. The park is located in the center of a city block, surrounded by Heffley, Bentley, Atwater, and Josephine Streets. Increased functionality of this park can be achieved with improved access, way-finding, and amenities.

- » **Recommendation M-9:** Update and replace play equipment to improve safety and active recreation opportunities.
- » **Recommendation M-10:** Install way-finding signage at the perimeter of the park to promote park awareness.
- » **Recommendation M-11:** Create a picnic area and install a drinking fountain to encourage park use and provide comfort to park users.
- » **Recommendation M-12:** Install sidewalks along Southgate Drive and High Street, as well as pathways within the park to enhance accessibility and improve the overall safety of the park.

### Whitesell Park

Whitesell Park is one of the larger and more developed mini parks in Monmouth. The park serves northwest Monmouth. Located on Catherine Court, the park is bordered by residential land and Western Oregon University. Increased use of the park can be achieved with improved access and amenities.

- » **Recommendation M-13:** Update and replace play equipment to improve safety and active recreation opportunities.
- » **Recommendation M-14:** Create a picnic area and install a drinking fountain to encourage park use and enhance user comfort.
- » **Recommendation M-15:** Construct pathways within the park to enhance accessibility.

### Marr Park

Marr Park is relatively small, even by mini park standards. The park serves western Monmouth and has potential for expansion to the west as the City grows. Located on Jackson Street and Marr Court, the park is bordered by residential and agricultural land. Increased use of the park can be achieved with improved amenities.

- » **Recommendation M-16:** Update and replace play equipment to improve safety and active recreation opportunities.
- » **Recommendation M-17:** Create a covered picnic area to encourage park use and enhance park comfort.
- » **Recommendation M-18:** Enhance park landscaping to improve the aesthetics and the relationship to the natural environment.

## Neighborhood Parks

Neighborhood parks are small in size (1 to 5-acres) and serve residents within a ¼ to ½-mile radius. They provide non-supervised and non-organized recreation activities for the local neighborhood. These types of parks provide a variety of amenities for passive and active recreation. Often they serve an important function in the community as the focal point that helps to define each neighborhood. It is important for Monmouth to continue to upgrade and maintain the amenities offered in neighborhood parks.

- » **Recommendation N-1:** Consider cost effective upgrades to all neighborhood parks that increase year-round usability and attract users to the park by offering unique amenities that provide for both passive and active recreation.
- » **Recommendation N-2:** Enhance the natural environment and protect the cultural heritage associated with each park through park stewardship.

Monmouth contains three existing neighborhood parks: Cherry Lane, Winegar and West Gentle Woods. Recommendations for each of these sites are discussed below.

### Cherry Lane Park

Cherry Lane Park is surrounded by residential development and is located along Whitman Street and Ackerman Street. The park serves southwest Monmouth. Access to the site is provided off Cherry Lane and West Ackerman Street. The playground equipment, known as the rocket, is in excellent condition and it is a favorite attraction for neighborhood residents with children. Increased use of the park can be achieved with the installation of additional

amenities. A concept plan for Cherry Lane Park was developed as part of the previous Master Plan and is included in *Appendix F*.

- » **Recommendation N-3:** Create a covered picnic area that includes a drinking fountain and permanent barbeque area to encourage year-round use of the park and enhance comfort of park users. In addition, install benches to allow for passive recreation activities.
- » **Recommendation N-4:** Construct sidewalks along Ackerman Street and Cherry Lane as well as pathways within the park to enhance accessibility and improve the connectivity to the overall parks system.
- » **Recommendation N-5:** Improve the landscaping in order to protect the natural environment and encourage use of the park. Specifically, improve the existing Cherry Tree wells to maintain the social significance of the park.
- » **Recommendation N-6:** Construct a basketball court to provide active recreation opportunities in this area of Monmouth, which is currently underserved by these types of amenities. Not shown in the concept plan.

### Winegar Park

Winegar Park is one of Monmouth's more developed neighborhood parks. The park is located on Ecols Street N. and Suzanna Avenue in the northwest region of the city. The park contains a half basketball court, benches, and a recently upgraded children's play area. A creek runs through the park and separates the basketball court from the rest of the park. The creek banks are lined with boulders and lack riparian vegetation. The park also extends across Ecols Street and contains a small parcel developed with lawn and landscaping.

- » **Recommendation N-7:** Design and implement creek restoration along the banks of the tributary of Ash Creek that bisects the park to improve the natural environment, provide bank stabilization to prevent erosion, and enhance park safety.
- » **Recommendation N-8:** Install a drinking fountain to encourage use of the park and enhance the comfort of park users.

### West Gentle Woods Park

West Gentle Woods Park is an undeveloped parcel located between Catron Street and Highway 99W in the northern portion of Monmouth. The parcel is planned to be developed as a neighborhood park in the future.

- » **Recommendation N-9:** Develop the West Gentle Woods property as a neighborhood park.

## Community Parks

Community parks are larger than neighborhood parks (1 to 50-acres) and provide a wider variety of uses and activities. They commonly contain sports fields and offer additional structured recreation activities. As a result, community parks draw users from a much larger area and require access and parking considerations. A specific set of amenities are required at these parks for them to function properly. Since this type of park is intended to draw users from the entire community, consideration of any negative impacts, such as traffic and parking, on adjacent neighborhoods should be taken into account.

- » **Recommendation C-1:** Provide additional amenities in community parks that increase active recreation opportunities for all park users.
- » **Recommendation C-2:** Install additional amenities that increase the comfort of passive recreation park users (for example; shelters, benches, and pathways).
- » **Recommendation C-3:** Attract additional park users by improving the landscaping to enhance the natural environment and create a sense of place.

Monmouth contains three existing community parks: Monmouth Recreational, Madrona, and Gentle Woods. Recommendations for each of these sites are discussed below.

### **Monmouth Recreational Park**

Monmouth Recreational Park is located on Hogan Road, west of the Public Works Department headquarters. It is bordered by Monmouth Elementary School to the west, residential housing south and north, as well as sewage treatment lagoons to the northeast. Currently, the park contains a variety of active recreation facilities: developed baseball/softball field, two tennis courts, and a skate park. It also has a restroom near the entrance and a concession stand. Due to the heavy use of this park, the facilities are all in need of upgrades and improvements. Consideration should be given to the parking issues and difficulties for different types of users from spectators to younger park users at the skate park.

- » **Recommendation C-4:** Enhance functionality by improving the existing gravel parking area. Construct pathways within the park to further increase accessibility and accommodate passive recreation.
- » **Recommendation C-5:** Create a covered picnic area to encourage year-round use of the park and enhance comfort of park users that desire passive recreation opportunities.
- » **Recommendation C-6:** Install bleachers to accommodate baseball/softball spectators and enhance the usability.
- » **Recommendation C-7:** Upgrade or replace restroom facilities to meet ADA requirements and improve comfort of the park users.

### **Madrona Park**

Monmouth's largest park, Madrona Park, is located along Madrona Street E. and Edwards Road in the southeastern part of the city. The park is surrounded by residential development and can be divided in two portions: a developed western portion; and, an open eastern portion that serves primarily as a storm water detention basin. Amenities include a recently constructed outdoor sheltered meeting place, playground equipment, and a bark path that is used for walking/jogging. The sheer size of this park allows for a variety of upgrades and installation of new amenities to provide greater park service to the entire community. Although the storm water detention basin creates some constraints, there is great potential for further developing that portion of the park. A concept plan for the future development of Madrona Park is included in *Appendix F*.

- » **Recommendation C-8:** Make improvements to Madrona Park consistent with the Madrona Park Concept Plan (*Appendix F*).

### **Gentle Woods Park**

Gentle Woods Park is a heavily used park and can be considered the northern gateway to the City of Monmouth. The park is located at the intersection of Myrtle Drive, Olive Way, and High Street N. The park is bordered by Highway 99W to the west, which impedes

connectivity between this park and the west side of the city. Ash Creek runs through the park, with a pedestrian bridge providing a crossing point near the center of the park. The northern portion contains a large picnic shelter, and the southern portion has a public restroom and a minimal children's playground area—both are in need of updating. The picnic shelter is used by the local community and visitors alike for gatherings. The usability of the park can be greatly enhanced with the implementation of the recommendations listed below.

- » **Recommendation C-9:** Update and replace play equipment to improve safety and active recreation opportunities for younger park users.
- » **Recommendation C-10:** Improve the amenities offered at the picnic shelter to accommodate all types of community events and passive recreation. These improvements should include upgrades to the electrical system, installation of barbecues, and a drinking fountain along with increasing the number of seating and tables to accommodate larger groups.
- » **Recommendation C-11:** Improve landscaping and restore the riparian areas along Ash Creek in order to protect the natural environment and encourage use of the park. Safety can also be increased by proper restoration along the creek.
- » **Recommendation C-12:** Replace restroom facilities to meet ADA requirements and improve the comfort of park users.

## Special Use Park

Special use parks are intended to serve the entire community and serve as an attraction for visitors from outside the community. In order to accomplish these goals, special use parks need to offer unique amenities and should serve as a focal point of the community's parks system. They provide space for cultural activities, such as festivals, provide athletic fields or offer other recreation activities. As a result, they draw users from a much larger area and require better access. Traffic and parking can be a problem around special use parks; therefore, impacts to the surrounding neighborhood should be considered.

Monmouth contains one special use park: Main Street. Recommendations for Main Street Park are discussed below.

### Main Street Park

Main Street Park is a 1.72-acre special use park located along Main Street and between Knox Street and Warren Street in downtown Monmouth. The park is surrounded by a combination of residential, commercial, and civic uses. The WOU campus is located one block to the north. The park encompasses almost an entire city block. The western portion of the park is dedicated to passive recreation. The eastern area contains a children's play area with some equipment. A concept plan for the future development of Main Street Park is included in *Appendix F*.

- » **Recommendation S-1:** Acquire adjacent non-City-owned parcels to complete the entire park block.
- » **Recommendation S-2:** Make improvements to Main Street Park consistent with the Main Street Park Concept Plan (*Appendix F*).

## 6.5 Open Space and Natural Areas

The protection and inclusion of natural areas and open space is critical to creating an excellent parks system. Open space and natural areas are undeveloped lands primarily left in their natural state with passive recreation uses as a secondary objective. They are usually owned or managed by a governmental agency and may or may not have public access. This type of land often includes wetlands, steep hillsides, riparian areas, or other types of resources. In addition to open space and natural areas, which are typically acquired or dedicated to the City or other public agencies, conservation buffers can be overlaid on property to preserve open space and natural resources.

Monmouth currently has no formally designated open space or natural areas. This plan identifies several priority areas for open space and natural area conservation. Following are recommendations for the conservation of open space and natural areas. Refer to Map 4 for site references.

- » **Recommendation O-1:** Acquire and conserve open space along Ash Creek to provide for the planned Ash Creek Trail.
- » **Recommendation O-2:** Conserve wetland and riparian areas to the south of Monmouth, along the South Fork of Ash Creek.
- » **Recommendation O-3:** Consider conservation buffers along the western side of Monmouth to protect natural features and preserve views to the Coast Range.
- » **Recommendation O-4:** Partner with Land and Conservation Trusts to protect open space and natural areas in the Monmouth planning area.

## 6.6 Trails, Bike Paths, and Pathways

Trails, bike paths, and pathways establish connectivity and enhance quality of life in communities by facilitating movement throughout the city. Map 4 shows current, TSP designated, and proposed multi-purpose paths. These networks will contain both off-street and on-street sections, and will allow residents many options for traversing the city and adjacent areas. In addition, these pathways establish connectivity to the surrounding areas.

As part of the parks master planning process, the community identified a need for additional trails and pathways throughout the planning area. The community growth trends, recreation analysis, stakeholder interviews and community workshops all contributed to identifying the overall need for improved connectivity. Trails and connections to parks by means of bike paths and pathways were identified as an important recreation need. This Plan proposes four new multi-use path segments:

- » **Recommendation T-1:** Develop a trail along the Middle Fork of Ash Creek in accordance with the *Ash Creek Trail Master Plan* (2.25-miles).
- » **Recommendation T-2:** Develop a trail between the South Fork of Ash Creek and the Middle Fork of Ash Creek along the western extent of the Monmouth City limits (1.16-miles).
- » **Recommendation T-3:** Develop a loop trail along a northern segment of the South Fork of Ash Creek between Talmadge Road and Monmouth Highway (1.83-miles).

- » **Recommendation T-4:** Develop a loop trail along a southern segment of the South Fork of Ash Creek between Talmadge Road and Ash Creek Drive (1.56-miles).

## 6.7 Operations and Maintenance

The Monmouth Public Works Department currently manages City parks, as one of its multiple responsibilities, for the Monmouth Parks Department. An overview of organizational structure for parks maintenance and operations is provided in Chapter 7. In total, 0.64 FTEs (full time equivalents) are assigned to park maintenance and operations. This represents 36.4 acres of developed parkland per employee, which is a much larger proportion of parkland per employee than communities of a similar size.

Based on 23.29 acres of developed parkland, and the fiscal year 2007-08 Monmouth Parks Fund Operating Budget, the City spends \$1,739 per acre on maintenance of developed parkland, or \$4.34 per resident. Oregon communities of similar size typically spend between \$3,000 and \$5,000 per acre on park maintenance.

- » **Recommendation O-1:** Increase staffing levels for parks operations and maintenance.
- » **Recommendation O-2:** Increase funding for parks operations and maintenance.

## 6.8 Conclusion

This chapter outlined recommendations for expanding and enhancing Monmouth's Parks System. These recommendations focused on land acquisition, enhancing existing parks, and developing the parks system to include trails, pathways, bike paths, and open space. Recommendations for land acquisition include the expansion of three existing parks (Main Street, Marr and Whitesell), as well as land acquisition in areas that are currently underserved by the parks system. There are a number of strategic locations where park land may be purchased—along the proposed Ash Creek Trail and in locations where future residential development may occur. Monmouth's existing parks system can be enhanced through the introduction of new play equipment and amenities that improve visitor comfort, safety, and access. In addition, the Middle and South Forks of Ash Creek are good locations for the development of trails, bike paths and open space/natural areas. Lastly, and most importantly, the Monmouth Parks Department must receive adequate funding to maintain the staff and resources needed to provide a clean and safe parks system.



# CHAPTER 7

## IMPLEMENTATION AND FUNDING



### 7.1 Overview

This chapter provides information on the parks and recreation organizational structure, the current parks budget, future funding requirements, and recommendations for funding and implementing the proposed recommendations in Chapter 6. Funding strategies are based on park-specific improvements, parkland acquisition and development, and parkland operations and maintenance as outlined in the *Monmouth Parks Capital Improvements Plan* (CIP).

### 7.2 Organizational Structure

The Monmouth parks system is managed by the Public Works Department and the Parks and Recreation Board. The Public Works Department operates and manages the parks system. The Parks and Recreation Board is a citizen committee that advises the Mayor and City Council on park-related matters.

Within the Public Works Department there are three positions responsible for maintenance and operations of parks. The Public Works Director is responsible for overseeing operations and maintenance of the parks system. The Public Works Utility Worker and a Seasonal Maintenance Worker provide limited maintenance of city parks. Everyday general maintenance, such as mowing, is done by private contractors. Among City employees, a total of 0.64 FTE (full time equivalent) is assigned to park maintenance and operations as indicated below:

<b>2007-2008 Fiscal Budget</b>	<b>FTE</b>
Public Works Director	0.05
Public Works Utility Worker	0.39
Seasonal Maintenance Worker	0.20
<b>Total</b>	<b>0.64</b>

Monmouth currently has 23.29 acres of developed parkland. With an FTE of 0.64, there is currently 0.03 FTE devoted to the maintenance and operations for each acre of developed parkland.

## 7.3 Current Operating Budget

This section presents the current operating budget for the Monmouth Parks Department. The operating budget consists of park operation and maintenance expenses, and revenue generated from system development charges, fees, and the City's General Fund. The parks budget is created by the City Manager and Public Works Department Staff each year as part of the full City Budget, which is approved by the City Council for the July to June fiscal year.

### Expenditures

The parks budget is divided into three primary expenditures: personnel services, materials and services, and capital expenditures. The City has approved a budget of \$113,546 for fiscal year 2007-08 (FY 07/08) for operations, maintenance, and capital improvements. Table 7-1 presents recent and current (FY 07/08) budget allocations. During the period between 2004-05 and 2007-08 the Parks Fund Budget increased between 7 and 11 percent annually.

**Table 7-1. Monmouth Parks Fund Budget**

<b>Fiscal Year</b>	<b>2004-2005</b>	<b>2005-2006</b>	<b>2006-2007</b>	<b>2007-2008</b>
Personnel Services	\$ 28,564	\$ 37,147	\$ 48,082	\$ 49,439
Materials and Services	\$ 27,615	\$ 26,101	\$ 25,300	\$ 23,607
Grounds Maintenance Contracts	\$ 35,004	\$ 38,936	\$ 38,200	\$ 40,500
Capital Expenditures	\$ 4,190	\$ -	\$ -	\$ 10,500
<b>Total Parks and Rec Budget</b>	<b>\$ 95,373</b>	<b>\$ 102,184</b>	<b>\$ 111,582</b>	<b>\$ 124,046</b>
<b>Annual Percent Change</b>	<b>0%</b>	<b>7%</b>	<b>9%</b>	<b>11%</b>

Source: FY 08 Parks Fund Budget, City of Monmouth. 2008.

Capital expenditures for park related activities are included in the parks budget but are not included with annual maintenance costs. Capital expenditures consist of park improvements totaling \$10,500 in FY 07/08 and \$4,190 in FY 04/05, with no capital expenditures in FY 05/06 and FY 06/07. In addition to the operation and maintenance of parks, the City is responsible for capital improvements to parks. The City utilizes SDC revenues as the primary source to fund these improvements.

### Revenue

The current Monmouth parks budget is funded through a mix of revenue sources. The three primary sources are: (1) General Fund revenue (2) user fees and (3) System Development Charges (SDCs).

#### General Revenue

This category of revenue consists of an allocation from the City's General Fund, grants, and donations. These revenue sources are used primarily for operation and maintenance of the parks system. As Table 7-2 shows, the revenue allocated from the City's General Fund is derived from undedicated funds that vary from year to year. This variation is due to both the changes in the City's General Fund and the percentage allocated to the Parks and Recreation Department each year. Generally, the Monmouth Parks Department receives between 2.2 and 2.5 percent of total General Fund revenue on an annual basis. Grants and donations were not revenue sources for the years represented in Table 7-2; however, both can contribute towards future revenue for the Monmouth Parks Department.

### User Fees

The City of Monmouth collects user fees for groups reserving the shelters in Main Street, Madrona and Gentle Woods Parks. The user fees collected every year represent a small fraction of the overall revenues, with an average of \$1,000 per year. Specifically, the user fee is \$20 per group for Monmouth residents and \$25 for non-residents. As more amenities are added to the parks system, the system will be able to accommodate a larger number of people and the amount of user fees could increase.

### System Development Charges (SDCs)

The City currently funds the majority of major park improvements through system development charges (SDCs). SDCs are one-time fees imposed on new development to help fund infrastructure improvements. Monmouth has a Parks SDC charge, which funds park improvements. Legally, SDCs can only be utilized for land acquisition and capital improvements to transportation, water, sewer, storm water, and park facilities; operation and maintenance expenses do not qualify.

The City of Monmouth's adopted Parks Systems Development Charge Ordinance (Ordinance No. #1088) became effective November 1, 1994. It is comprised of two elements, the Improvement Fee, and the Reimbursement Fee. The Improvement Fee is based upon the projected per person cost for acquiring new park land and development of facilities. The Reimbursement Fee includes charges based on use of existing park facilities and costs associated with compliance with Oregon SDC regulations such as professional services for site design and development.

During recent fiscal periods Monmouth has received, on average, SDC receipts of approximately \$130,000 annually. Revenue sources also include a Park SDC fund balance of \$496,876 in FY 07/08 and interest on SDC investments of approximately \$7,500 annually.

**Table 7-2. Parks and Recreation Total Revenue, FY04/05-FY 07/08**

Fiscal Year	2004-2005	2005-2006	2006-2007	2007-2008
General Revenue	\$ 91,183	\$ 102,454	\$ 111,582	\$ 113,546
User Fees	-	-	-	\$ 1,000
Park SDC Fund Balance	\$ 100,024	\$ 247,355	\$ 255,993	\$ 496,876
SDC Receipts	\$ 145,811	\$ 191,481	\$ 108,000	\$ 74,200
Interest on SDC Investments	\$ 3,351	\$ 12,656	\$ 4,000	\$ 10,000
Grants	-	-	-	-
Donations	-	-	-	-
<b>Total Revenue</b>	<b>\$ 340,369</b>	<b>\$ 553,946</b>	<b>\$ 479,575</b>	<b>\$ 695,622</b>

Source: CPW, City of Monmouth. 2008.

## 7.4 Funding Requirements

This section describes the funding requirements to implement the recommendations contained in the Parks Master Plan and achieve the vision and goals for the Monmouth Parks System. This information is intended to provide an understanding of the financial realities affecting the future of the Monmouth Parks System. These funding needs include improvement actions and forecasted operations and maintenance costs. The information has been organized into four sections:

- » **Estimating Costs.** Outlines the parameters used for estimating probable costs of implementation actions

- » **Capital Projects.** Provides costs for projects based on a detailed 10-year Capital Improvement Plan (CIP), included as a separate document. Prioritizes projects into three categories: 0-5 years, 6-10 years, and as funds become available.
- » **Operations and Maintenance.** Estimates costs for operation and maintenance of additional parkland as it is added to the system.
- » **Improvement Actions.** Consist of capital projects categorized as park improvements, land acquisition, new park development, and trail development.

## Estimating Costs

Improvement costs vary widely based on local conditions, economic factors, environmental constraints, and application of SDCs. The following parameters were used for estimating costs in Monmouth, based on past CPW projects and additional local information.

- » **Land Acquisition.** The cost of land can vary widely within Monmouth. The *Monmouth Comprehensive Plan Economic Element* notes that vacant properties in the community range from approximately \$32,000 to approximately \$76,000 per acre. This information is based on Polk County Assessor's records of market value for vacant industrial properties. For estimating probable construction costs, the Plan uses land prices that were estimated at \$175,000 per acre within the UGB and \$50,000 per acre outside the UGB.
- » **New Park Development.** New park development was estimated at \$150,000 per acre for community and neighborhood parks and \$100,000 per acre for special use parks.
- » **Park Improvements.** Detailed cost estimates were developed for each improvement within the park. Additional detail is provided in the Parks CIP.

## Capital Projects

The costs for capital projects are summarized below. The cost estimates are for individual and system-wide park improvements that meet the City's design standards and residents' needs. However, costs for these types of projects can vary greatly and depend upon the design of the facilities. For a detailed description of park improvements refer to the separate *City of Monmouth Parks CIP 2008-2018*.

The total ten year cost for all of the improvements identified is estimated at \$6,049,150. This amount includes Priority I and Priority II projects forecasted to occur within the next 10 years. This amount does not include Priority III projects (totaling \$6,503,610) which may occur outside the 10-year planning horizon, or as funding allows. The total 20-year cost for implementing recommendations in this plan is estimated at \$12,552,760. Following is a summary of proposed projects and estimated costs organized in tables by improvement type.

## Park Improvements

This section identifies improvements to existing parks within the Monmouth Parks System, based on input from residents and stakeholders as expressed through the community involvement process, and needs identified through the needs assessment process.

**Table 7-3. Community Park Projects**

<b>COMMUNITY PARK PROJECTS</b>			
<b>PARK</b>	<b>PROJECT</b>	<b>TOTAL COST</b>	<b>SCHEDULE</b>
<b>Monmouth Recreational Park</b>	Improve Parking Area off Hogan Road	\$ 69,000	Priority I
	Install Concrete Curbs at Parking Area	\$ 15,840	Priority I
	Develop ADA Internal Pathways	\$ 32,500	Priority I
	Replace Restroom (2-Stall)	\$ 80,000	Priority I
	<b>PRIORITY I TOTAL</b>	<b>\$ 197,340</b>	
	New Picnic Tables (6' Recycled Plastic)	\$ 3,200	Priority II
	New Bleachers (Galvanized Steel, 100 seats)	\$ 9,900	Priority II
	<b>PRIORITY II TOTAL</b>	<b>\$ 13,100</b>	
	New Picnic Shelter (1,200 SF)	\$ 50,000	Priority III
	Develop Playground	\$ 60,000	Priority III
	<b>PRIORITY III TOTAL</b>	<b>\$ 110,000</b>	
	<b>TOTAL</b>	<b>\$ 320,440</b>	
<b>Gentle Woods Park</b>	Upgrade/Replace Playground Equipment	\$ 25,000	Priority I
	Replace Restroom (2-Stall)	\$ 80,000	Priority I
	Install Barbeque grills (pedestal)	\$ 960	Priority I
	Construct Picnic Pads (8' x 8')	\$ 2,000	Priority I
	New ADA Accessible Drinking Fountain	\$ 3,000	Priority I
	New Picnic tables (6' Recycled Plastic)	\$ 2,400	Priority I
	<b>PRIORITY I TOTAL</b>	<b>\$ 113,360</b>	
	Creek Restoration and Erosion Prevention	\$ 10,000	Priority II
	Upgrade Electrical Utilities	\$ 10,000	Priority II
	<b>PRIORITY II TOTAL</b>	<b>\$ 20,000</b>	
	Enhance Landscaping	\$ 8,750	Priority III
	<b>PRIORITY III TOTAL</b>	<b>\$ 8,750</b>	
	<b>TOTAL</b>	<b>\$ 142,110</b>	
<b>Madrona Park</b>	Develop Sports Fields	\$ 150,000	Priority I
	Develop Perimeter Trail (compacted gravel)	\$ 40,500	Priority I
	New Trees	\$ 11,250	Priority I
	Expanded Playground	\$ 25,000	Priority I
	New Backstop	\$ 5,000	Priority I
	Develop ADA Internal Pathways	\$ 18,750	Priority I
	New ADA Accessible Drinking Fountain	\$ 3,000	Priority I
	<b>PRIORITY I TOTAL</b>	<b>\$ 253,500</b>	
	Overhead Path Lighting for Perimeter Trail	\$ 20,000	Priority II
	New Adult Exercise Equipment	\$ 10,000	Priority II
	Construct Parking Area at Madrona Street	\$ 22,500	Priority II
	Install Concrete Curbs at Parking Area	\$ 7,200	Priority II
	<b>PRIORITY II TOTAL</b>	<b>\$ 59,700</b>	
	Develop Splash Play Area	\$ 30,000	Priority III
	New Pavilion	\$ 75,000	Priority III
	Stream Restoration	\$ 8,400	Priority III
	<b>PRIORITY III TOTAL</b>	<b>\$ 113,400</b>	
	<b>TOTAL</b>	<b>\$ 426,600</b>	
<b>TOTAL COMMUNITY PARK PROJECTS</b>		<b>\$ 889,150</b>	

Source: CPW 2008

**Table 7-4. Neighborhood Park Projects**

<b>NEIGHBORHOOD PARK PROJECTS</b>			
<b>PARK</b>	<b>PROJECT</b>	<b>TOTAL COST</b>	<b>SCHEDULE</b>
<b>Cherry Lane Park</b>	New Picnic Shelter	\$ 20,000	Priority I
	New Basketball Court (full-court)	\$ 30,000	Priority I
	New Picnic tables (6' Recycled Plastic)	\$ 2,400	Priority I
	New Barbeque Grills (pedestal)	\$ 600	Priority I
	New Benches (6' Recycled-plastic)	\$ 2,600	Priority I
	Replace Tree Wells	\$ 4,000	Priority I
	Develop Sidewalks at W Ackerman Street and Cherry Lane	\$ 6,250	Priority I
	Develop ADA Internal Pathways	\$ 16,250	Priority I
	<b>PRIORITY I TOTAL</b>	<b>\$ 82,100</b>	
	New ADA Accessible Drinking Fountain	\$ 3,000	Priority II
	<b>PRIORITY II TOTAL</b>	<b>\$ 3,000</b>	
	Install Lighting Along Pathways	\$ 18,000	Priority III
	Enhance Landscaping	\$ 7,000	Priority III
	<b>PRIORITY III TOTAL</b>	<b>\$ 25,000</b>	
	<b>TOTAL</b>	<b>\$ 110,100</b>	
<b>Winegar Park</b>	New ADA Accessible Drinking Fountain	\$ 3,000	Priority I
	<b>PRIORITY I TOTAL</b>	<b>\$ 3,000</b>	
	Creek Restoration	\$ 10,000	Priority III
	<b>PRIORITY III TOTAL</b>	<b>\$ 10,000</b>	
<b>TOTAL NEIGHBORHOOD PARK PROJECTS</b>		<b>\$ 123,100</b>	

Source.: CPW 2008.

**Table 7-5. Mini Park Projects**

<b>MINI PARK PROJECTS</b>			
<b>PARK</b>	<b>PROJECT</b>	<b>TOTAL COST</b>	<b>SCHEDULE</b>
<b>Southgate Park</b>	Upgrade/Replace Playground Equipment	\$ 25,000	Priority I
	Develop ADA Internal Pathways	\$ 12,500	Priority I
	New Trash Containers (Recycled-plastic)	\$ 900	Priority I
	New Picnic Tables (6' Recycled-plastic)	\$ 1,400	Priority I
	Develop Sidewalks at Southgate Drive and High Street	\$ 7,250	Priority I
	<b>PRIORITY I TOTAL</b>	<b>\$ 47,050</b>	
	Enhance Landscaping	\$ 7,000	Priority III
	<b>PRIORITY III TOTAL</b>	<b>\$ 7,000</b>	
	<b>TOTAL</b>	<b>\$ 54,050</b>	
<b>La Mesa Park</b>	Upgrade/Replace Playground Equipment	\$ 25,000	Priority I
	Install Perimeter signage	\$ 1,200	Priority I
	New ADA Accessible Drinking Fountain	\$ 3,000	Priority I
	Develop Picnic Area	\$ 2,500	Priority I
	Develop ADA Internal Pathways	\$ 22,500	Priority I
	<b>TOTAL</b>	<b>\$ 54,200</b>	
<b>Whitesell Park</b>	Upgrade/Replace Playground Equipment	\$ 25,000	Priority I
	New ADA Accessible Drinking Fountain	\$ 3,000	Priority I
	New Picnic Tables (6' Recycled-plastic)	\$ 1,400	Priority I
	Develop ADA Internal Pathways	\$ 8,750	Priority I
	<b>TOTAL</b>	<b>\$ 38,150</b>	
<b>Marr Park</b>	Upgrade/Replace Playground Equipment	\$ 25,000	Priority I
	New Picnic Shelter	\$ 20,000	Priority I
	<b>TOTAL</b>	<b>\$ 45,000</b>	
<b>TOTAL MINI PARK PROJECTS</b>		<b>\$ 191,400</b>	

Source: CPW 2008.

**Table 7-6. Special Use Park Projects**

<b>SPECIAL USE PARK PROJECTS</b>			
<b>PARK</b>	<b>PROJECT</b>	<b>TOTAL COST</b>	<b>SCHEDULE</b>
<b>Main Street Park</b>	Upgrade/Renovate Fountain	\$ 100,000	Priority I
	New Splash Play Area	\$ 50,000	Priority I
	Develop Parking at Jackson Street	\$ 10,500	Priority I
	Install Concrete Curbs at Parking Area	\$ 4,500	Priority I
	New Bike Racks	\$ 3,600	Priority I
	New Performance Structure	\$ 120,000	Priority I
	New Trees	\$ 6,250	Priority I
	New Restrooms	\$ 110,000	Priority I
	New Compacted Gravel Path	\$ 6,950	Priority I
	New ADA Internal Paths	\$ 36,250	Priority I
	New Central Plaza and Expanded On-street Plaza	\$ 60,000	Priority I
	Relocated Existing Houses	\$ -	Priority I
	Renovate Existing Structure	\$ -	Priority I
	<b>PRIORITY I TOTAL</b>	<b>\$ 508,050</b>	
	Expanded Playground	\$ 60,000	Priority II
	<b>PRIORITY II TOTAL</b>	<b>\$ 60,000</b>	
	<b>TOTAL SPECIAL USE PARK PROJECTS</b>	<b>\$ 568,050</b>	

Source: CPW 2008.

### Land Acquisition

In order to provide enough parkland to maintain the recommended LOS standard, the City will need to acquire and develop additional parkland within the next 20 years. Currently, Monmouth only owns one undeveloped property (West Gentle Woods Park) that can be developed as parkland. To preserve the ability to develop parkland in the future, Monmouth will need to spend approximately \$2,275,000 in actual costs, or dedication value, over the life of the plan to acquire land - as presented in Table 7-7.

**Table 7-7. Land Acquisition**

<b>LAND ACQUISITION</b>		
<b>PROJECT</b>	<b>TOTAL COST</b>	<b>SCHEDULE</b>
Main Street Park Expansion	\$ 300,000	Priority I
<b>PRIORITY I TOTAL</b>	<b>\$ 300,000</b>	
Marr Park Expansion	\$ 175,000	Priority II
Whitesell Park Expansion	\$ 175,000	Priority II
Community Park (A-4)	\$ 500,000	Priority II
Neighborhood Park (A-5)	\$ 875,000	Priority II
Neighborhood Park (A-6)	\$ 250,000	Priority II
Sports Complex (A-7)	-	Priority II
<b>PRIORITY II TOTAL</b>	<b>\$ 1,975,000</b>	
<b>TOTAL LAND ACQUISITION COSTS</b>	<b>\$ 2,275,000</b>	

Source: CPW 2008.

Due to demand pressures and inflation rates, acquisition costs between \$100,000 and \$200,000 per acre are likely over the twenty year period of this plan. Acquisition costs are based on a conservative estimate of \$175,000 per acre for undeveloped land within the UGB, and \$50,000 per acre for undeveloped land outside the UGB.

### Parkland Development

Development costs for new parkland were estimated at \$150,000 per acre for community and neighborhood parks and \$100,000 per acre for special use parks, based on average costs for park development in the State of Oregon. New parkland development costs are not included in the 10-year Parks CIP due to funding limitations, an emphasis in the Plan on specific improvements to existing parks and a focus on parkland acquisition. All new parkland development is included as Priority III projects, or as funding allows. This does not imply that the City should wait to acquire and develop new parkland until 2018. The City needs to think strategically about acquiring parkland in the immediate future and be prepared to capitalize on opportunities for acquisition. The longer the City waits to acquire new parkland, both land costs and development pressures are likely to increase, which will make the acquisition of large parcels (approximately 5-acres, suitable for a neighborhood park) difficult. Targeted acquisition areas consist of land in underserved areas within the UGB and parkland outside the current UGB. Table 7-8 presents a summary of new parkland development. During the next 20-years, new parkland development is estimated to cost \$5,268,500.



**Table 7-8. New Parkland Development**

PARK	PROJECT	TOTAL COST	SCHEDULE
<b>West Gentle Woods Park (N-9)</b>	Parkland Development (1.79-acres)	\$ 268,500	Priority III
<b>New Community Park (A-4)</b>	Parkland Development (10-acres)	\$ 1,500,000	Priority III
<b>New Neighborhood Park (A-5)</b>	Parkland Development (5-acres)	\$ 750,000	Priority III
<b>New Neighborhood Park (A-6)</b>	Parkland Development (10-acres)	\$ 750,000	Priority III
<b>New Sports Complex (A-9)</b>	Parkland Development (20-acres)	\$ 2,000,000	Priority III
<b>TOTAL UNDEVELOPED PARK PROJECTS</b>		<b>\$ 5,268,500</b>	

Source: CPW 2008.

### Trail Development

Costs for trail development were estimated using information from the *Ash Creek Trail Master Plan* and data from recent trail construction projects in the region. With the exception of the proposed Ash Creek Trail, all trail development is identified as Priority III projects, as funding allows. Developing the Ash Creek Trail is a high priority for the Monmouth Parks System. With the exception of costs included for the proposed Ash Creek Trail, which are comprehensive and include land acquisition costs, trail development costs do not include costs for land acquisition. During the next 20-years, trail development is estimated to cost approximately \$3,237,560.

**Table 7-9. Trail Development**

TRAIL PROJECTS			
PARK	PROJECT	TOTAL COST	SCHEDULE
<b>Ash Creek Trail (T-1)</b>	Trail Development (1.98-miles)	\$ 2,276,600	Priority II
<b>TOTAL PRIORITY II</b>		<b>\$ 2,276,600</b>	
<b>Westside Trail (T-2)</b>	Trail Development (1.16-miles)	\$ 245,000	Priority III
<b>South Fork Ash Creek Trail (T-3)</b>	Trail Development (1.83-miles)	\$ 386,480	Priority III
<b>Southside Loop Trail (T-4)</b>	Trail Development (1.56-miles)	\$ 329,480	Priority III
<b>TOTAL PRIORITY III</b>		<b>\$ 960,960</b>	
<b>TOTAL TRAIL PROJECTS</b>		<b>\$ 3,237,560</b>	

Source: CPW 2008.

### Operations and Maintenance

The Monmouth Parks System will increase in acreage over the next 20 years. Operations and maintenance will continue to be a concern. If the City of Monmouth reaches the recommended LOS of 4.0-acres per 1,000 persons, it will have approximately 61-acres of developed parkland in the year 2028. The current per acre cost for operations and maintenance is \$4,946 per developed park acre. Using these numbers as a standard maintenance cost per acre, the City can expect to spend approximately \$296,760 in the year 2028 for operation and maintenance of the system. The Parks and Recreation revenue transferred from the City's General Fund is the primary dedicated funding source for O&M. The City will receive approximately \$172,042 in fees in FY08/09 and approximately \$257,000

in fees in FY30, assuming the General Fund grows relative to the growth in population. The City will need to obtain an additional \$40,000 in 2028 to cover O&M costs associated with a 61-acre parks system.

## Improvement Actions

Total costs for park improvements, land acquisition, parkland development, and trail development are estimated to be approximately \$12,552,760. Land acquisition, parkland development, and trail development comprise the majority of the total costs. Specific park improvement costs total \$1,771,700.

**Table 7-10. Total Cost of Capital Projects**

CAPITAL PROJECT	TOTAL COST
Park Improvements	
Community Park Projects	\$ 889,150
Neighborhood Park Projects	\$ 123,100
Mini Park Projects	\$ 191,400
Special Use Park Projects	\$ 568,050
Land Acquisition	\$ 2,275,000
Parkland Development	\$ 5,268,500
Trail Development	\$ 3,237,560
<b>TOTAL</b>	<b>\$ 12,552,760</b>

Source: CPW 2008.

Table 7-11 identifies estimated costs by Priority assignment. Priority I and Priority II projects totaling \$6,049,150 are included in the 10-year Parks CIP.

**Table 7-11. Total Costs by Priority Assignment**

PRIORITY LEVEL	TOTAL COST
Priority I Projects	\$ 1,641,750
Priority II Projects	\$ 4,407,400
Priority III Projects	\$ 6,503,610
<b>TOTAL</b>	<b>\$ 12,552,760</b>

Source: CPW 2008.

## 7.5 Funding Strategy

Parks system improvement actions have been historically funded almost exclusively out of the Monmouth Parks Fund Budget, as described earlier in this chapter. This fund consists of revenue from SDCs, allocation from the general fund, interest from SDC investments, and minimal user fees. In addition, the City can utilize grants, donations, and other funding sources to fund improvement actions. The land use process can also be used as a means for parkland acquisition.

### Anticipated Funding Sources

The following information details anticipated funding sources for Monmouth Parks System improvement actions.

### General Fund Revenue

The Monmouth Parks Department currently receives on average between 2.2 and 2.5 percent of General Fund revenues annually. In fiscal year 2008-09 the Monmouth Parks Department is projected to receive \$172,042 in funding allocations from the General Fund. For planning purposes, allocations from the general fund are anticipated to remain consistent and not decrease during the next 10 years. It is assumed that the Monmouth Parks Department will receive \$1,720,420 in funds from the General Fund over the course of 10-years.

### Park Fund Balance

The fund currently has a balance of \$496,876, all of which is available to fund park improvements.

### System Development Charges

The 2008 Parks CIP provides a foundation for a review and increase of the SDC rate to fund park improvements, system-wide improvements, and land acquisition and development associated with implementing the goals and objectives of this plan. The current SDC rate is based on Resolution 1387 from July 2000. Although the current ordinance charges SDCs to single family dwelling units (SF-DU), multi-family dwelling units (MF-DU) and Mobile Homes, recent growth in Monmouth is predominantly single-family home construction. The Plan recommends updating the SDC rate methodology and tying future rate increases to an inflation index. Table 7-12 projects SCD rates using a 3.90% inflation rate and uses SF-DU at a density of 2.9 people/unit for calculations. Based on the assumption that single-family homes will continue to dominate residential construction, the City can expect to receive approximately \$100,000 to \$250,000 in SDC revenues annually through 2028.

**Table 7-12. Forecasted SDC Revenues, 2006-2028**

Year	Population <sup>1</sup>	Population Change	Increase in Dwelling Units Annually <sup>2</sup>	Increase in Dwelling Units 5-Year Period <sup>2</sup>	SDC Rate per Dwelling Unit <sup>3</sup>	SDC Revenue Generated Annually <sup>4</sup>	SDC Revenue Generated 5-Year Period
2008	9,771	436	150	-	\$ 1,484	\$ 74,200	-
2013	10,948	1,177	81	406	\$ 1,542	\$ 125,158	\$ 625,789
2018	12,266	1,318	91	454	\$ 1,602	\$ 145,617	\$ 728,086
2023	13,721	1,455	100	502	\$ 1,664	\$ 167,023	\$ 835,114
2028	15,374	1,653	114	570	\$ 2,314	\$ 263,755	\$ 1,318,773

<sup>1</sup> Assumes a 2.30% annual population increase between 2008 and 2028.

<sup>2</sup> Assuming 2.9 residents per dwelling unit (as used in ordinance)..

<sup>3</sup> Assumes 3.9% SDC rate increase based upon the 2008 Portland Consumer Price Index.

<sup>4</sup> 2006, 2007, and 2008 figures from FY07-08 City of Monmouth Budget

Source: CPW, City of Monmouth. 2008.

During the 10-year period between 2009 and 2018, it is estimated that Monmouth will receive approximately \$1,353,875 in SDC fees from residential development. During the 10-year period between 2019 and 2028, it is assumed that Monmouth will receive approximately \$2,153,887 in fees.

### Grants

Monmouth has not actively pursued grant funding for parks projects in the past. In 2007, the Oregon Parks and Recreation Grant Program provided \$627,059 in grant funding for small projects and \$4,000,000 in grant funding for large projects. Small grants were distributed to 16 communities with an average grant amount of approximately \$40,000. Large grants were

distributed to 13 communities with an average grant amount of approximately \$300,000. This is just one example of available grant resources to assist land acquisition and park development. A comprehensive list of grant funding sources is included as *Appendix E*. If the City aggressively pursues grant funding, the Monmouth Parks Department should be able to receive about \$500,000 in total grant funding over the next 10-years.

### Donations

The Monmouth Parks Department should develop a plan to actively pursue and accept donations of cash or in-kind services for park improvements. Assuming the plan is successful, about \$10,000 per year should be accrued over the next 10-years.

### Funding Summary

Table 7-13 presents a summary of anticipating funding for improvement actions over the next 10-years. The City can expect to receive \$4,171,171 in funds from the parks fund balance, General Fund revenue, SDCs, grants, and donations over the next 10-years.

**Table 7-13. Funding Sources (10-years)**

FUNDING SOURCE	AMOUNT
Park Fund Balance	\$ 496,876
General Fund	\$ 1,720,420
System Development Charges	\$ 1,353,875
Grants	\$ 500,000
Donations	\$ 100,000
<b>TOTAL</b>	<b>\$ 4,171,171</b>

Source: CPW 2008.

As noted above, Priority I and Priority II projects are included in the 10-year Parks CIP. These projects total \$6,049,150 in estimated costs. Based upon projected costs for improvement actions, the anticipated funding sources described above will not adequately fund Priority I and Priority II projects in the future. This analysis identifies a funding gap of \$1,877,979. The funding gap is created by the costs of needed parkland acquisition and development, operations and maintenance, and CIP improvements, minus the existing park fund and projected SDC and General Fund revenues.

The funding gap is compounded with the finding that the majority of general fund revenue is currently allocated to operations and maintenance. Without an additional funding source to account for those services, it is assumed that General Fund revenue in the future will be needed for operations and maintenance and not available for use on capital projects. Therefore, the funding gap between improvement actions and anticipated funding source is likely to be \$3,598,399.

Priority I projects total \$1,641,750. Monmouth has adequate funding to complete Priority I projects within the next 10-years. Priority II projects total \$4,407,400, of which \$2,276,600 is allocated to the development of the Ash Creek Trail. About half (\$2,275,000) of Priority II funding is allocated to land acquisition, which is critical to the future development of the parks system. In total, land acquisition and other miscellaneous Priority II projects amount to \$2,372,700. Based upon anticipated revenue sources not including General Fund revenue, Monmouth will have \$3,598,399 in revenue to fund Priority I and Priority II projects. This is significantly less than the \$6,049,150 needed for those improvements.

Monmouth should evaluate and identify additional funding sources to develop the Ash Creek Trail and explore additional funding sources for operations and maintenance. In the past few years several Oregon communities have enacted Park Utility Fees to fund operations and maintenance of the parks system. If General Fund revenue were available to fund improvement actions over the next 10-years, Monmouth would have sufficient funding to complete all Priority I and Priority II projects.

This analysis only includes parkland acquisition and development costs for Priority I and Priority II projects through 2018. As presented in Table 6-1, the City will need to develop additional parkland by 2028. The estimated cost for the development of additional parkland is \$5,268,500. The estimated cost for the development of trails is \$3,237,560. The City will need to account for these costs through subsequent CIPs or other funding strategies.

Table 7-14 presents a summary of anticipated revenue and funding requirements to implement recommendations in this Plan for 5-year periods from 2008-2018. Anticipated revenue sources will only fund 58% of the improvement actions and capital projects recommended in this Plan. The City will need to consider additional funding sources for parks system improvements such as: a parks utility fee, bonds, levies, and grants. The land use process can also be used as a means to acquire parkland.

**Table 7-14. Parks Revenue and Funding Summary, 2008-2028**

Funding Sources	5-YEAR PERIOD				
	2008	2009-2013	2014-2018	2019-2023	2024-2028
Park Fund Balance	\$ 496,876	\$ -	\$ -	\$ -	\$ -
General Fund	\$ -	\$ 860,210	\$ 860,210	\$ 860,210	\$ 860,210
System Development Charges	\$ -	\$ 625,789	\$ 728,086	\$ 835,114	\$ 1,318,773
Grants	\$ -	\$ 250,000	\$ 250,000	\$ -	\$ -
Donations	\$ -	\$ 50,000	\$ 50,000	\$ -	\$ -
Total	\$ 496,876	\$ 1,785,999	\$ 1,888,296	\$ 1,695,324	\$ 2,178,983
<b>Funding Requirements</b>					
Improvement Actions					
Priority I Projects	\$ -	\$ 820,875	\$ 820,875	\$ -	\$ -
Priority II Projects	\$ -	\$ 2,203,700	\$ 2,203,700	\$ -	\$ -
Priority III Projects	\$ -	\$ -	\$ -	\$ 3,251,805	\$ 3,251,805
Operations and Maintenance Costs	\$ 124,046	\$ 227,952	\$ 255,400	\$ 286,154	\$ 327,538
Total	\$ 124,046	\$ 3,252,527	\$ 3,279,975	\$ 3,537,959	\$ 3,579,343
<b>Surplus / (Deficit)</b>	<b>\$ 372,830</b>	<b>\$ (1,466,528)</b>	<b>\$ (1,391,679)</b>	<b>\$ (1,842,635)</b>	<b>\$ (1,400,359)</b>
<b>Cumulative Surplus / (Deficit)</b>	<b>\$ 372,830</b>	<b>\$ (1,093,698)</b>	<b>\$ (2,485,377)</b>	<b>\$ (4,328,012)</b>	<b>\$ (5,728,371)</b>

Source: CPW 2008.

## 7.6 Additional Funding Resources

As the City of Monmouth expands its parks system, additional funding is necessary for parkland acquisition, development and maintenance. The City should work to obtain critical funding from diverse sources in order to maintain and expand its parks system. Although Monmouth currently utilizes a variety of these strategies, a funding gap continues to exist. This section provides recommendations for the City of Monmouth in two sectors, Operations and Capital Improvements. Additional information on funding strategies is located in Appendix D.

## Operations and Capital Projects

Ideally, the parks system should receive a dedicated source of funds. It is the desire of the City to decrease reliance on the general fund for parks maintenance and operations; therefore, the City will need to explore alternate funding sources. The following funding sources are for operations and maintenance as well as capital projects.

- » **Local Option Levy:** A local option levy for capital improvements provides for a separate property tax levy outside the City's permanent rate limit. This levy may be used to fund a capital project or a group of projects over a specified period of time, up to ten years. Revenues from these levies may be used to secure bonds for projects, or to complete one or more projects on a "pay as you go" basis.
- » **Public/Government Grant Programs:** This includes the federal Recreational Trails Program (RTP) administered by Oregon Parks and Recreation Department (OPRD). The City should pursue RTP funds for developing the proposed trails plan outlined in this Plan.
- » **Public/Private Donations:** Donations of labor, land, or cash by service agencies, private groups or individuals are a popular way to raise small amounts of money for specific projects. Two key motives for donation are philanthropy and tax incentives. The typical strategy for land donations is to identify target parcels and then work directly with landowners. There are a number of drawbacks associated with this funding option:
  - » Soliciting donations requires time and effort on the part of City staff;
  - » It is also important to establish a nonprofit foundation, which requires additional resources, to accept and manage donations; and
  - » Donations are an unstable funding source and should not be relied upon to fund the majority parks system improvements.
- » **Public/Private Partnerships:** Partnerships play an important role in the acquisition of new park and recreation facilities and in providing one-time or on-going maintenance support. Public, private and non-profit organizations may be willing to fund outright or work with the City to acquire additional parks and recreation facilities and services. Partnerships, like donations, require time and effort on the part of City staff.
- » **Fees and Charges:** Monmouth currently collects a small amount of user fees for the reservation of park shelters. As the number and quality of park amenities increase the amount of user fees should increase. The user fees, however, represent a relatively small amount of the total revenue.

Many communities in Oregon have established a parks utility fee for operation and maintenance of the parks system. The parks utility fee establishes a stable stream of funding for operations and maintenance. The parks utility fee can be increased to stabilize the on-going maintenance needs which represent a large long-term cost to the City. This would relieve the parks system's reliance on revenue from the City's General Fund and other funding sources. Table 7-15 presents the estimated revenue generation, based upon the number of housing units in Monmouth in 2000, from a parks utility fee.

**Table 7-15. Estimated Revenue Generation from Parks Utility Fee, 2008**

Potential Monmouth Park Utility Fee*	Revenue	
	Monthly	Annual
\$1	\$2,757	\$33,084
\$2	\$5,514	\$66,168
\$3	\$8,271	\$99,252
\$4	\$11,028	\$132,336
\$5	\$13,785	\$165,420
\$6	\$16,542	\$198,504

\*Assumes 2,757 housing units (2000 Census)

Source: CPW 2008.

## Capital Improvements

The following funding sources are for capital projects only.

- » **System Development Charges (SDC):** Monmouth Resolution No. 1387 took effect in July, 2000 and set the rate for Park SDC fee at \$511 per person. This fee is charged to all new developments within the City limits and is based upon the average occupancy density for specific development types. The City should consider updating the SDC rate methodology and tying future rate increases to an inflation index. Table 7-16 shows how Monmouth's current SDC compares to other Oregon communities.

**Table 7-16. SDC Residential Park Fee Comparison, 2004**

City	Park SDC Rate*
Cottage Grove	\$ 204.00
Madras	\$ 400.00
Lebanon	\$ 610.00
Columbia City	\$ 1,133.00
Grants Pass	\$ 1,157.00
Talent	\$ 1,382.00
<b>Monmouth</b>	<b>\$ 1,484.00</b>
Woodburn	\$ 1,513.00
Lake Oswego	\$ 1,825.00
Corvallis	\$ 1,928.00
Tualatin	\$ 2,100.00
Salem	\$ 2,962.00
Sherwood	\$ 4,996.00

\*Based on Single Family Occupancy (2.7 persons)

Source: League of Oregon Cities. 2004.

- » **Local Improvement District (LID):** Under Oregon Law, communities can create LIDs to partially subsidize capital projects. The creation of a special district is most appropriate for an area that directly benefits from a new development such as a neighborhood park.
- » **General Obligation Bond:** This type of bond is a tax assessment on real and personal property. The City of Monmouth can levy this type of bond only with a double majority voter approval unless the vote takes place during a general election held on an even year, in which case a simple majority is required. This fund can supplement SDC revenues and is more equitable.

- » **Public/Government Grant Programs:** These include Community Development and Block Grants (CDBG), Land and Water Conservation Grants, Federal Transportation Grants, State of Oregon Local Government Grants, Urban Forestry Grants, Oregon Watershed Enhancement Board Grants.
- » **Other Options:** These include land trusts, exchange of property, conservation easements, lifetime estates and the National Tree Trust programs.

## 7.7 Conclusion

To create a healthy, well-funded parks system, the City of Monmouth must pursue a funding strategy that includes a variety of sources. Grants, donations, partnerships, as well as bonds, levies, and fee/permit revenues all play a part in a diverse funding strategy. The City should consider the following actions in developing a funding strategy:

- » *Increase the SDC assessment rates.* The current SDC rates are not sufficient to allow the City to expand and develop its parks system while meeting its park goals and objectives. Additionally, the SDC methodology does not take into account inflation, nor does it take into account acquisition or development costs. The City should evaluate the affect of an SDC rate increase on the Parks Budget and real estate development efforts.
- » *Create a Parks Utility Fee.* A Parks Utility Fee establishes a stable stream of funding for operations and maintenance. The Parks Utility Fee can be increased to stabilize the on-going maintenance needs which represent a large long-term cost to the City. This relieves the park system from relying exclusively on the City's General Fund and other funding sources.
- » *Pursue grant opportunities for capital improvement projects, trails, and land acquisition.* State, regional, and federal grants can provide funding for a variety of park, open space, and trail projects. The City should balance the potential application's competitiveness with required outlays of staff time when applying for grant funds.
- » *Develop partnerships.* The City should work to develop partnerships with local recreation service providers to improve operational efficiencies and leveraging of funds. Land trusts also provide an opportunity for collaborative efforts to contribute to the open space and natural areas of the parks system.
- » *Develop relationships with landowners.* The City should cultivate relationships with landowners who may be interested in donating land to the City or allowing purchase at a reduced cost. Private landowners have contributed to the Monmouth Parks System in the past, and may continue to do so in the future.
- » *Evaluate the feasibility of bond measures.* The City should revisit submitting a bond measure for public vote with a defined development plan as outlined in this Plan.
- » *Explore measures to reduce acquisition, development, and operational costs.* The City should explore ways to reduce operational costs, potentially through cost-efficient design and facilities; development costs, through the use of volunteers and donations; and land acquisition costs, by exploring alternative means of acquiring lands and including lands outside the Urban Growth Boundary when assessing potential parklands.