

CITY OF MONROE

PARKS, TRAILS AND RECREATION

MASTER PLAN



2023-2027



Draft for
Citizens Planning
Commission &
City Council
Consideration

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INTRODUCTION

Residents living in the City of Monroe are fortunate to have access not only to many City parks but also to a state park, a National Battlefield Park, and an International Wildlife Refuge, all within City limits and in close proximity to one another. These parks provide a wide range of benefits. People value the time they spend in them, whether walking, bicycling, playing basketball, or having a picnic. Parks provide measurable health benefits from providing direct contact with nature to opportunities for physical activity and social interaction. Public parks are often the “engine” that drives tourism in communities and this is particularly true for Monroe where great strides have been made in capitalizing on the location of the new River Raisin National Battlefield Park, Sterling State Park, and the Detroit River International Wildlife Refuge.

The quality of life in the City of Monroe is directly linked to the recreational and leisure time opportunities which parks and recreation provide – and in turn this quality of life can serve as a stimulus in attracting economic development to the community.

Monroe’s last Parks and Recreation Master Plan was adopted in 2019. The plan was a thorough and well-articulated document describing the current conditions of the community and identifying key community goals. Progress was made on all the Plan’s goals with many of the objectives achieved, such as the development of Labor Park, the replacement of play structures at five parks, and the redevelopment of Father Cairns Park, which is slated for 2023.

The mission of the City of Monroe Parks and Recreation is to enhance the lives of its citizens and visitors by encouraging a healthy lifestyle and offering safe and quality parks and recreation experiences accessible to everyone that highlight our area’s natural and cultural resources.

The purpose of the current Parks and Recreation Master Plan is to update and guide recreation planning and development efforts of the City over the next five-year period, through 2027. The Plan identifies existing recreational opportunities, assess the need for future recreational needs, provide direction for the future development of parks and recreational programs, and develop strategies to meet the growing recreational needs of a changing population.

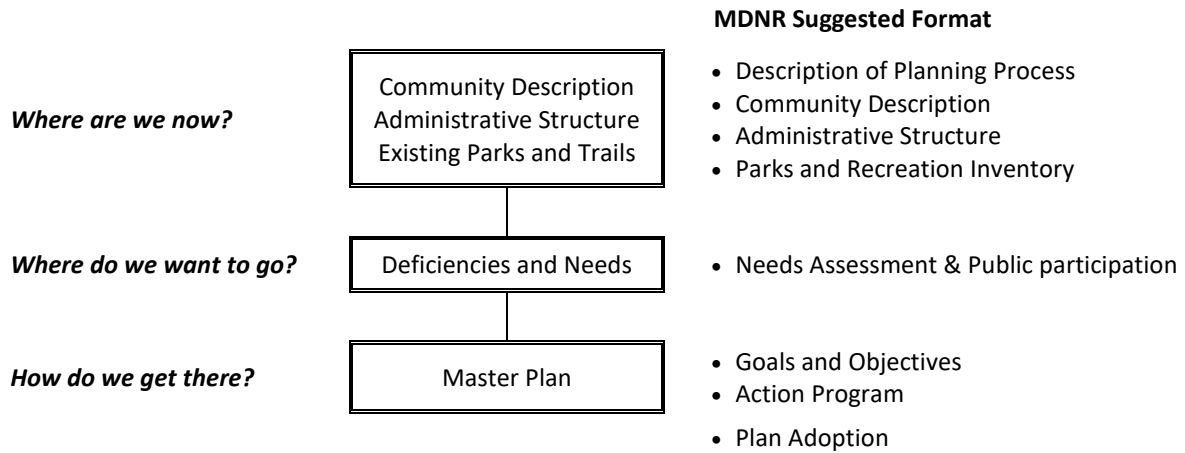
PLANNING PROCESS

The process used to generate the Plan consisted of three major phases which are described below.

- 1. Where are we now?** This phase involved a review of the planning context to provide a basis for this plan update. In this phase, the inventory of parks was updated to document the existing recreation resources. The background information is organized into three main categories: community description, administrative structure, and parks and recreation inventory.
- 2. Where do we want to be?** The second phase in the process consisted of a public engagement effort to solicit ideas and suggestions from the community about recreation preferences through an online questionnaire. Input was solicited from City officials, community stakeholders, residents, and staff.
- 3. How do we get there?** Once needs were identified, the final phase involved the development of goals and objectives as well as an action plan to support the community's vision for the park system and provide for park planning and development projects. Recommended projects were summarized in a capital improvement schedule, accompanied by strategies for implementation. This phase also included preparation of a full draft of the Plan, which was presented to the Citizens Planning Commission as well as the public for review and comment prior to adoption by City Council.

The following diagram illustrates the planning process and how it corresponds to the Michigan Department of Natural Resources (MDNR) suggested format in the Guidelines for the Development of Community Park, Recreation, Open Space, and Greenway Plans (2021).

Figure 1. Planning Process



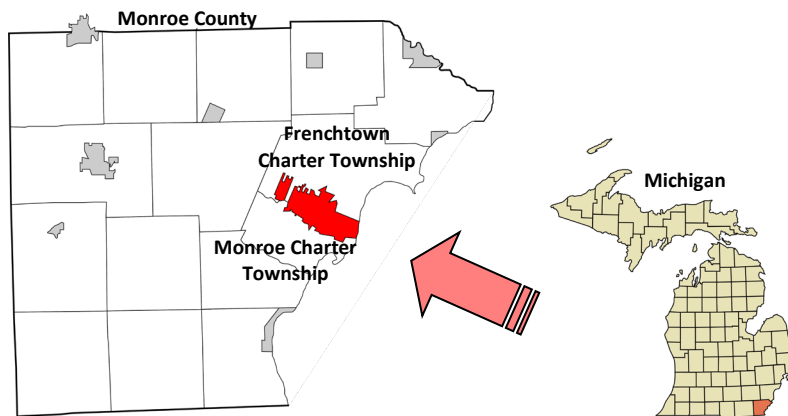
PLAN CONTENT

The City of Monroe Parks and Recreation Master Plan follows the format suggested by the MDNR. The first chapter, **Community Description**, includes an overview of the City existing characteristics and conditions. The **Administrative Structure** chapter includes a description of how parks and recreation services are administered in the City of Monroe including budget and funding information. The next chapter, **Parks and Recreation Inventory**, describes the existing City parks as well as those of the federal, state, and county governments, and the other nearby regional parks and recreation facilities. This chapter also includes an accessibility assessment of the parks and the status of previously awarded grant park projects. The **Needs Assessment** portion of the Plan presents the input received from local officials, staff, and residents, which helped in formulating the **Goals and Objectives** chapter. The **Action Program** chapter outlines an action plan with strategies for implementation. The final chapter, **Supporting Documents**, includes the information gathered through the planning process as well as the official resolutions and notices documenting the Plan's adoption by City Council

COMMUNITY DESCRIPTION

The City of Monroe is located in the southeast corner of Michigan on Lake Erie, about 17 miles north of Toledo, Ohio, and about 35 miles south of Detroit. It is the county seat of Monroe County. The City of Monroe is the jurisdiction of this Plan. It is bordered by Frenchtown Charter Township to the north and Monroe Charter Township to the south.

Figure 2. Regional Setting



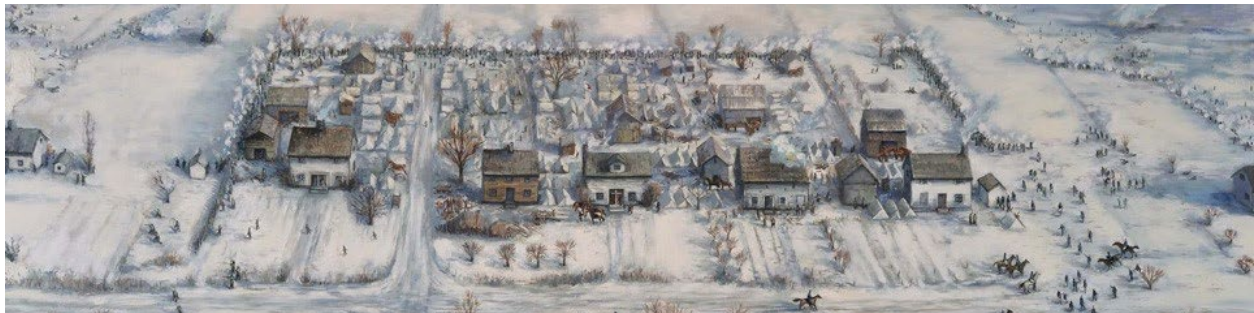
Source: Adapted from Wikipedia

Founded in 1785, Monroe is a community that has a shared vision that seeks to balance the opportunities of economic development with historic preservation. Monroe is Michigan’s third oldest community. Its location on the west shore of Lake Erie and the River Raisin made it a natural crossroads for the Native Americans and later the French missionaries and fur traders who settled here.

Although the region is influenced by the large urban areas of Detroit and Toledo, the community has remained, for the most part, a medium-sized town. The first three chapters of the Plan provide information on the social and physical characteristics of the City, the administration of parks and recreation services, and the existing park facilities to gain an understanding of the opportunities the City has to offer.

Originally called French Town, the settlement which is now within the City of Monroe, found itself caught between the British Army and the U. S. forces during the War of 1812. The U. S. forces including the Kentucky militia pushed the British Army back into Canada. Four days later the British counterattacked and 300 Americans were killed – making the Battle of the River Raisin the single most deadly battle for the U. S. in the war. “Remember the Raisin” became the American rally cry of the war after Indian allies of the British killed another 100 injured soldiers who were unable to retreat after the counterattack. The River Raisin Battlefield was placed on the National Register of Historic Places in 1982. In 2009, the federal government incorporated the River Raisin National Battlefield Park into the National Park System.

Source: downtownmonroemi.com/about/history



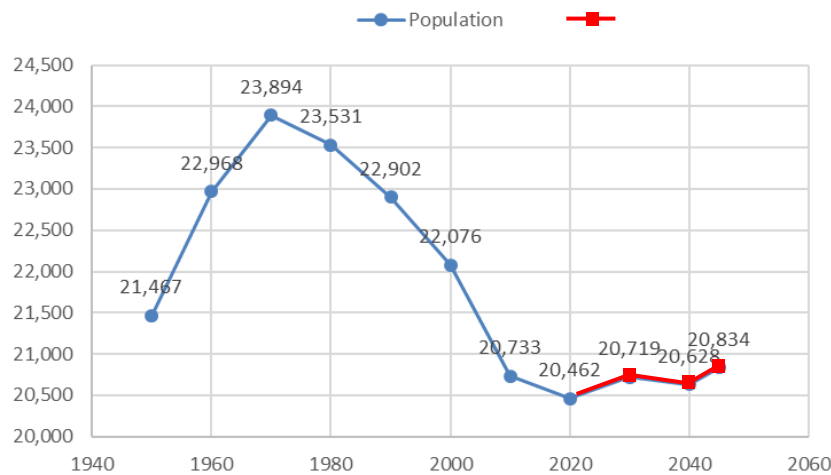
POPULATION TRENDS

Monroe residents consist of a diverse population base with diverse recreational needs. Anticipated changes in the size and age composition of the population will affect the need for future recreational facilities.

According to the most recent census information, the City of Monroe is home to 20,462 people, a very small decrease from the previous decennial figure of 20,733. The most recent population estimate for the City is 20,380 (SEMCOG, 2021), indicating a continued slight decrease in the population.

Population projections developed by the Southeast Michigan Council of Governments (SEMCOG) predict a stable number of people for the City of Monroe, with population numbers barely increasing to 20,834 between 2020 and 2045 and the number of households increasing from 8,410 to 8,429. The City’s population age 65 and over, however, will continue to see a substantial change in the future. At the same time, a continued decline of the youth population is also predicted for people under 18 years of age.

Figure 3. City of Monroe Population, 1950-2045



Source: US Census Bureau, 2020 and SEMCOG 2045 Regional Development Forecast, July 2021

Table 1. Monroe and Adjoining Township Population and Households, 2010 and 2020

Community	Population			Households		
	2010	2020	% change	2010	2020	% change
City of Monroe	20,733	20,462	-1.3%	8,238	8,410	2.1%
Frenchtown Township	20,428	21,609	5.8%	7,958	8,836	11.0%
Monroe Township	14,568	14,391	-1.2%	5,719	5,792	1.3%
Monroe County	152,021	154,809	1.8%	58,230	62,152	6.7%

Source: US Census Bureau (2010 and 2020)

Table 2. Monroe Youth and Older Adults Trends, 2015 and 2045

	2015	2045	% Change 2010-2045		2015	2045	% Change 2010-2045
65 to 84	2,319	3,307	42.6%	Under 5	1,388	1,193	-14%
85+	588	1,539	161.7%	5 to 17	3,570	2,886	-19.2%

Source: SEMCOG 2045 Regional Development Forecast, July 2021

POPULATION CHARACTERISTICS

In addition to examining some of most notable demographic trends in Monroe, it is important to understand the population characteristics of the community. Table 3 presents the most recent information on race, age, education, employment, income, and housing characteristics of Monroe residents based on SEMCOG's Community Profile (July 2022).

Table 3. 2020 Community Profile

	number	%		number	%
AGE					
Under 5 years	1,674	8.6%	45 to 49 years	1,446	7.4%
5 to 9 years	1,237	6.3%	50 to 54 years	924	4.7%
10 to 14 years	1,203	6.2%	55 to 59 years	1,416	7.2%
15 to 19 years	823	4.2%	60 to 64 years	1,359	7.0%
20 to 24 years	1,230	6.3%	65 to 69 years	878	4.5%
25 to 29 years	1,492	7.6%	70 to 74 years	652	3.3%
30 to 34 years	1,670	8.5%	75 to 79 years	484	2.5%
35 to 39 years	1,142	5.8%	80 to 84 years	340	1.7%
40 to 44 years	1,111	5.7%	85+ years	462	2.4%
MEDIAN AGE (years)					
	37.1				
OLDER ADULTS AND YOUTH					
60 and over	4,175		Under 18	4,615	
65 and over	2,816		5 to 17	2,941	
65 to 84	2,354		Under 5	1,674	
85 and Over	462				
POPULATION & HOUSEHOLDS					
Group Quarters Population	609		Households (Occupied Units)	8,238	
Household Population	20,124		Residential Vacancy Rate	10.0%	
Housing Units	9,158		Average Household Size	2.44	
HOUSEHOLD TYPES					
With Seniors 65+	1,932		Live Alone, <65	2,080	
Without Seniors	6,316		2+ Persons, With children	2,446	
Live Alone, 65+	858		2+ Persons, Without children	2,864	
RACE AND HISPANIC ORIGIN					
Non-Hispanic	19,342	94.5%	Hispanic	1,120	5.51%
White	16,149	78.9%			
Black	1,575	7.7%			
Asian	164	0.8%			
Multi-Racial	1,304	6.4%			
Other	150	0.7%			
HIGHEST LEVEL OF EDUCATIONAL (ACS)					
Graduate / Professional Degree		11.4%	Some College, No Degree		26.0%
Bachelor's Degree		12.9%	High School Graduate		33.0%
Associate Degree		10.1%	Not High School Graduate		9.5%

Community Description

	number	%		number	%
JOBS BY INDUSTRY					
Natural Resources, Mining & Construction	540	5.0%	Administrative, Support & Waste Services	421	3.9%
Manufacturing	1,264	11.7%	Education Services	616	5.7%
Wholesale Trade	358	3.3%	Healthcare services	1,418	13.1%
Retail Trade	914	8.5%	Leisure & Hospitality	1,046	9.7%
Transportation, Warehousing & Utilities	473	4.4%	Other Services	784	7.3%
Information & Financial Activities	787	7.3%	Public Administration	675	6.3%
Professional & Technical Services	1,504	13.9%			
POVERTY					
Persons in Poverty	3,314	17.2%	Households in Poverty	1,377	16.7%
INCOME					
Median Household Income (in 2020 \$)	\$53,068		Per Capita Income (in 2015 \$)	\$27,175	
ANNUAL HOUSEHOLD INCOME					
\$200,000 or more	95	1.2%	\$35,000 to \$39,999	404	4.9%
\$150,000 to \$199,999	396	4.8%	\$30,000 to \$34,999	473	5.7%
\$125,000 to \$149,999	500	6.1%	\$25,000 to \$29,999	587	7.1%
\$100,000 to \$124,999	797	9.7%	\$20,000 to \$24,999	415	5.0%
\$75,000 to \$99,999	1,066	12.9%	\$15,000 to \$19,999	337	4.1%
\$60,000 to \$74,999	833	10.1%	\$10,000 to \$14,999	549	6.7%
\$50,000 to \$59,999	620	7.5%	Less than \$10,000	722	8.8%
\$45,000 to \$49,999	187	2.3%			
\$40,000 to \$44,999	267	3.2%			
HOUSING TYPE					
Single Family Detached	6,210	69.8%	Mobile Home	14	0.2%
Multi-Unit Apartment	2,678	30.1%	Other	0	0.0%
			Total Housing Units	8,902	100.0%
HOUSING TENURE					
Owner occupied	5,290	59.4%	Vacant	654	7.3%
Renter occupied	2,958	33.2%	Total Housing Units	8,902	100.0%
HOUSING VALUE					
Median housing value	\$131,900		Median gross rent	\$757	
HOUSING VALUE					
\$1,000,000 or more	4	0.1%	\$100,000 to \$124,999	800	15.1%
\$500,000 to \$999,999	20	0.4%	\$80,000 to \$99,999	535	10.1%
\$300,000 to \$499,999	143	2.7%	\$60,000 to \$79,999	450	8.5%
\$250,000 to \$299,999	96	1.8%	\$40,000 to \$59,999	291	5.5%
\$200,000 to \$249,999	358	6.8%	\$30,000 to \$39,999	110	2.1%
\$175,000 to \$199,999	428	8.1%	\$20,000 to \$29,999	34	0.6%
\$150,000 to \$174,999	732	13.8%	\$10,000 to \$19,999	68	1.3%
\$125,000 to \$149,999	1,191	22.5%	Less than \$10,000	30	0.6%

Source: US Census Bureau, 2020 and American Community Survey 5-Year Estimates, 2020

LAND USE AND DEVELOPMENT PATTERNS

The City of Monroe has a rich history, which is reflected in its many significant archeological and historical sites. The City's historic patterns of growth and development has resulted not only in important sites and artifacts, but in a landscape that gives the City a unique sense of place.

Early Settlements

The earliest known inhabitants were native Americans, primarily from the Ottawa and Pottawatomi tribes. While French explorers and missionaries from Montreal visited the area beginning in the late 1600s, the first European settlers in the area were French Canadians who settled in the 1780s. Having acquired land from the Pottawatomi natives, the first settlements were established on the River Raisin in what is now the City of Monroe.

The Ottawa and Pottawatomi Indians occupied villages in the area during the period prior to 1600. A variety of archeological sites representing encampments, burial grounds, and villages have been found throughout the area. Many trails were cut through the Michigan wilderness as a result of the migratory lifestyle of these Native Americans. These early trails are still visible today in the form of highways, which were developed along their routes.

French Canadians arrived in the 1780s and established the first permanent settlement along the River Raisin in the area now known as the City of Monroe. A trading post was established here in 1778. Francois Navarre was the first European settler in 1780. The first settlement was called French Town when about 100 French families came here from Detroit and Canada. Additional small settlements were founded along some of the nearby smaller rivers, including Stony Creek, Sandy Creek, Otter Creek, and La Plaisance Creek.

The original French and French-Canadian settlers divided land using a traditional system of parceling property into long, narrow pieces, each of which had frontage on the river, which was the main source of water, transportation, commerce, and communication. These French Claims, also known as long-lots or ribbon farms, persist today and give the City's landscape a unique quality. It was not until the early 1800s that the American rectangular survey, with its system of towns, ranges, and sections began to split up the land into the more familiar checkerboard pattern which covers the remainder of Monroe County and most of Michigan and the western United States.

After the War of 1812, settlers began to arrive in large numbers to southeast Michigan. American settlers arrived in the area, established a small community and changed French Town to Monroe Town in honor of the president. Rural homesteads were established throughout the area, with land being cleared, farms established, industries developed, and communities built.

Historic Assets

Visitors interested in history are drawn to Monroe to visit the River Raisin 1813 battlefield site, which has become the River Raisin National Battlefield Park under the management of the National Park Service, and many of the other historic structures, sites, museums, and festivals throughout the area. Monroe's historic assets are recognized by historic site designations, historical markers, and memorials.

Monroe has three National Register of Historic Places historic districts: St. Mary's Church Complex Historic District, built between 1835 and 1839; the East Elm-North Macomb Street Historic District, with houses dating from the 1820s to the 1920s; and the Old Village Historic District, which was platted



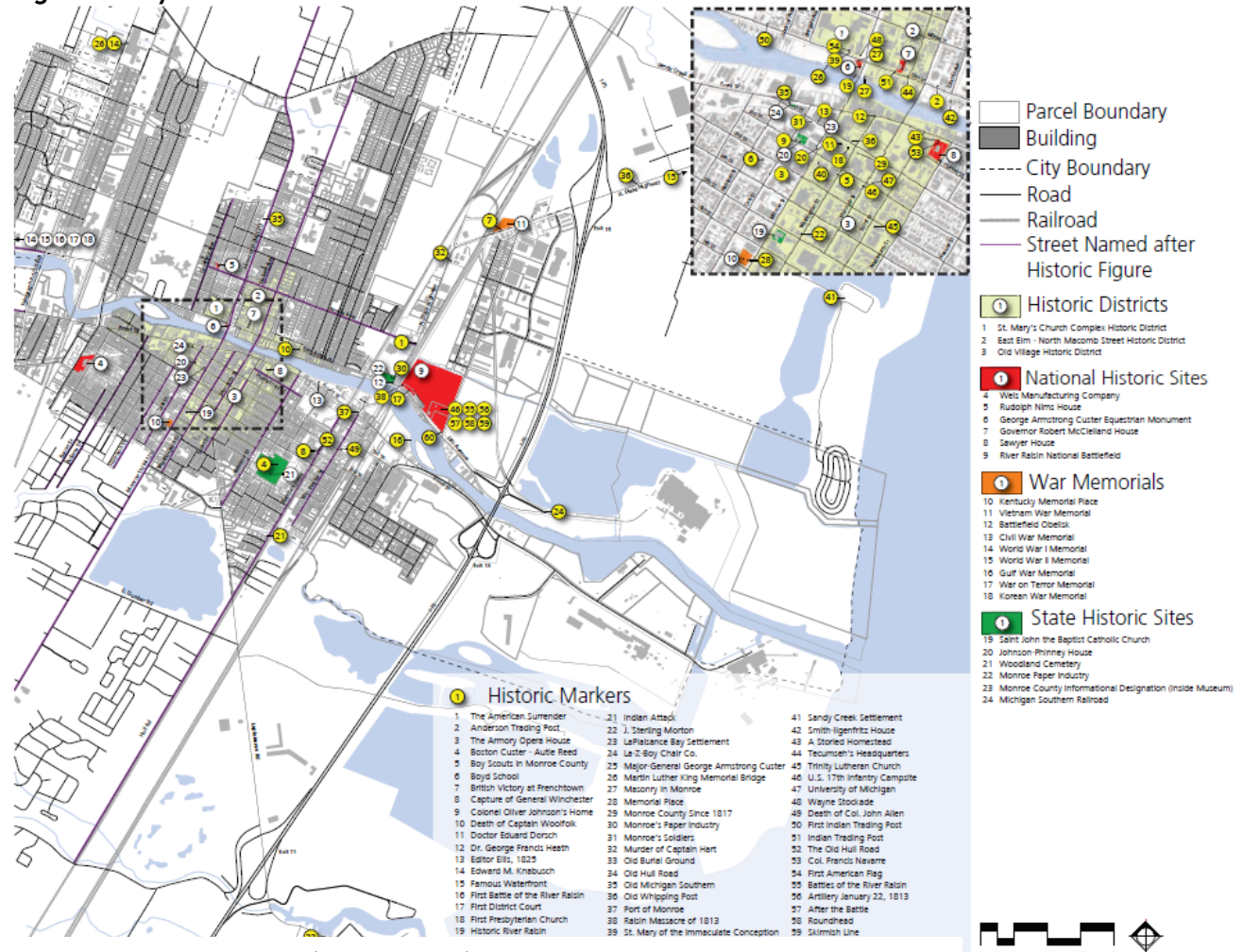
in 1817. The Old Village Historic District contains many street names with historical significance, from early settlers in Monroe to figures of the War of 1812 to U. S. Presidents.

Monroe also boasts six National Historic Sites: Weis Manufacturing Company, Rudolph Nims House, the George Armstrong Custer Equestrian Monument, the Governor Robert McClelland House, the Sawyer House, and the River Raisin National Battlefield.

War memorials in Monroe include the Kentucky Memorial Place, Vietnam War Memorial, the Battlefield Obelisk (War of 1812), the Civil War Memorial, WWI and WWII Memorials, the Gulf War Memorial, the War on Terror Memorial, and the Korean War Memorial. All of these war memorials, except for the Vietnam War Memorial and the Kentucky Memorial Place, are accessible via the River Raisin Heritage Trail. Monroe has six sites on the Michigan’s State Register of Historic Places: Saint John the Baptist Catholic Church, the Johnson-Phiney House, Woodland Cemetery, the Monroe Paper Industry, the Monroe County Informational Designation, and the Michigan Southern Railroad.

In addition to the historic sites and war memorials, there are nearly 60 historic markers located in the Monroe area. Each historic marker contains a description of the historical significance of the site. The Battles of the River Raisin, Tecumseh’s Headquarters, the Capture of General Winchester, and more can all be found on these markers. As depicted in Figure 4, the bulk of the markers are located within downtown Monroe, but they can be found as far out as LaPlaisance Bay and Sterling State Park.

Figure 4. City of Monroe Historic Assets



Source: River Raisin Heritage Corridor - East Master Plan, 2013

Today's Land Use

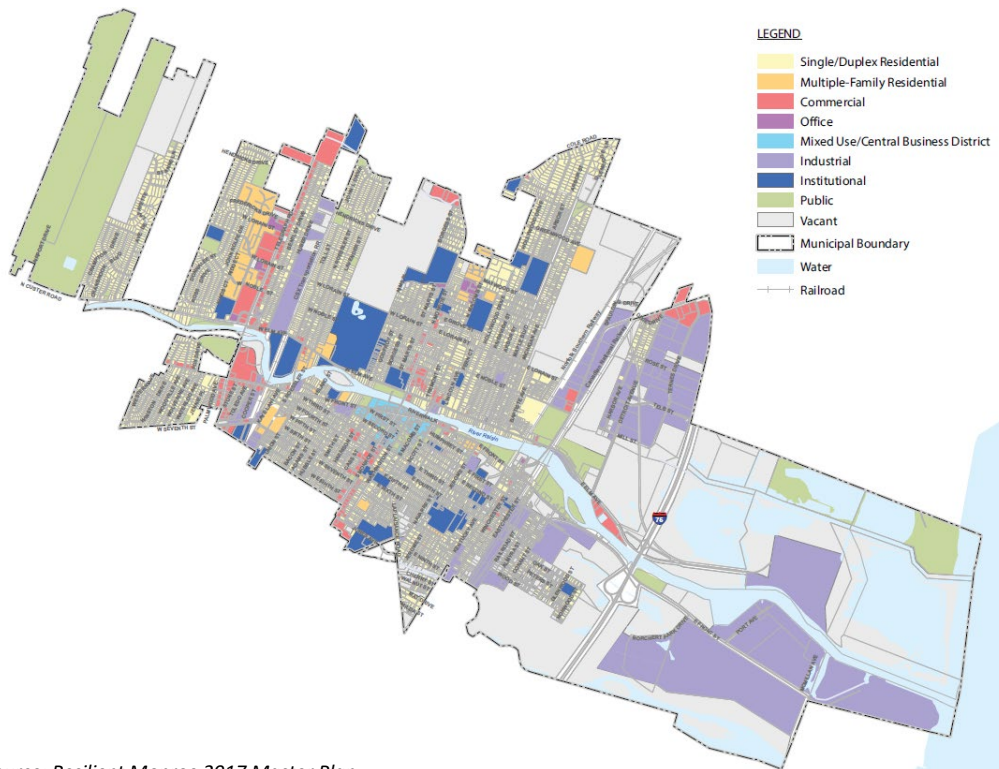
While the foundation of Monroe's built environment can be traced back to the late 1700s, today, Monroe is known for its tree-lined streets, well-established neighborhoods, and a distinct, centrally located, historic downtown. The River Raisin meanders through the community and provides locations for some of its scenic parks as well as the Downtown Riverwalk and the North Custer Roadpathway.

The oldest neighborhoods were generally built in the late 1800s with relatively small lots placed on a grid street pattern and oriented along French Claim lot lines, perpendicular to both sides of the River Raisin and immediately adjacent to the downtown. The second phase of development occurred in the 1940s, also set on the French Claim street pattern and is primarily located on the north side of the River Raisin. Development took place during the 1960s and 1970s on the western edge of the City on land that was once farmland. These newer homes possess a different character than either of the previous developments with attached garages, larger lots, curvilinear, and cul-de-sac streets. The neighborhood street network is still largely oriented northeast and southwest, perpendicular and parallel to the River Raisin. The City's neighborhoods lack connectivity due to barriers such as rail lines or missed opportunities for connection.

The City's newest neighborhood, known as Mason Run, is located on the east side of the City and represents a return to traditional neighborhood elements. While the homes include the latest amenities, the neighborhood features an interconnected grid network of streets, shallow setbacks, alleys, and open spaces, which maintains the integrity of the City's traditional character and image.

Commercial development occurs in four main areas of concentration: Telegraph Road, Monroe Street, Dixie Highway, and a small node along Winchester Street in the southeast neighborhood of the City. These uses include shopping areas, retail and service uses, and auto-oriented facilities such as gas stations and drive-through restaurants. Office areas are located along Monroe Street, Macomb Street, and Telegraph Road. Telegraph Road and Monroe Street are the two important road corridors that function as the entrance to the City when coming from the north or south. North Dixie Highway contains a center of commercial businesses that cater to freeway travelers and is also considered a gateway to the City.

Figure 5. City of Monroe Existing Land Use



Source: Resilient Monroe 2017 Master Plan

Industrial concentrations are located on the east side of the City along both sides of Interstate 75. A strip of industrial uses exists north of the River Raisin east of Telegraph Road and a few small pockets are still scattered throughout the City on the south side of the River Raisin. The largest and most intense operations is the DTE Energy-Monroe Power Plant located on the eastern edge of the City. The current pattern of industrial uses along the expressway and extending east has created a barrier between the City and Lake Erie.

Government and institutional land uses include public buildings, schools, and places of worship. In keeping with the traditional development pattern of the City, these uses have become integrated into the neighborhoods. This has contributed to a comfortable, walkable environment for residents. According to SEMCOG, parks, recreation, and open spaces represent almost 11% of the City’s land area (see Table 4).

Table 4. 2020 Land Use Acreage

	Acres	%
Agricultural	116.4	1.8%
Single-Family Residential	1,207.2	18.5%
Multi-Family Residential	127.5	2.0%
Commercial (retail, office, mixed-use)	372.2	5.7%
Hospitality	29.9	0.5%
Medical	40.0	0.6%
Institutional	188.7	2.9%
Industrial	965.1	14.8%
Recreational/Open Space	716.4	11.0%
Cemetery	48.9	0.7%
Golf Course	7.3	0.1%
Parking	16.5	0.3%
Transportation, Communication & Utility	461.4	7.1%
Vacant	828.7	12.7%
Water	574.8	8.8%
Not Parceled	827.6	12.7%
Total	6,528.6	100.0%

Source: SEMCOG Community Profile

Table 5. 2010 Land Cover

	Acres	%
Impervious (buildings, roads, driveways, parking lots)	1,833	28.0%
Trees (woody vegetation, trees)	1,282	19.6%
Open Space (agricultural fields, grasslands, turf grass)	2,446	37.3%
Bare (soil, aggregate piles, unplanted fields)	216	3.3%
Water (Rivers, lakes, drains, ponds)	774	11.8%
Total	6,550	100.0%

Source: SEMCOG Community Profile (SEMCOG Land Cover data was derived from SEMCOG’s 2010 imagery. Acreages are approximate)

NATURAL FEATURES

The natural features of the City of Monroe have played a major role in influencing and attracting growth and development to the area. The City is in an area of little topographic relief with landforms and soils a result of glaciation and its position as a coastal area on Lake Erie. The soils of Monroe are generally silt loams and clay loams. The City's natural features offer opportunities for a wide range of recreational activities.

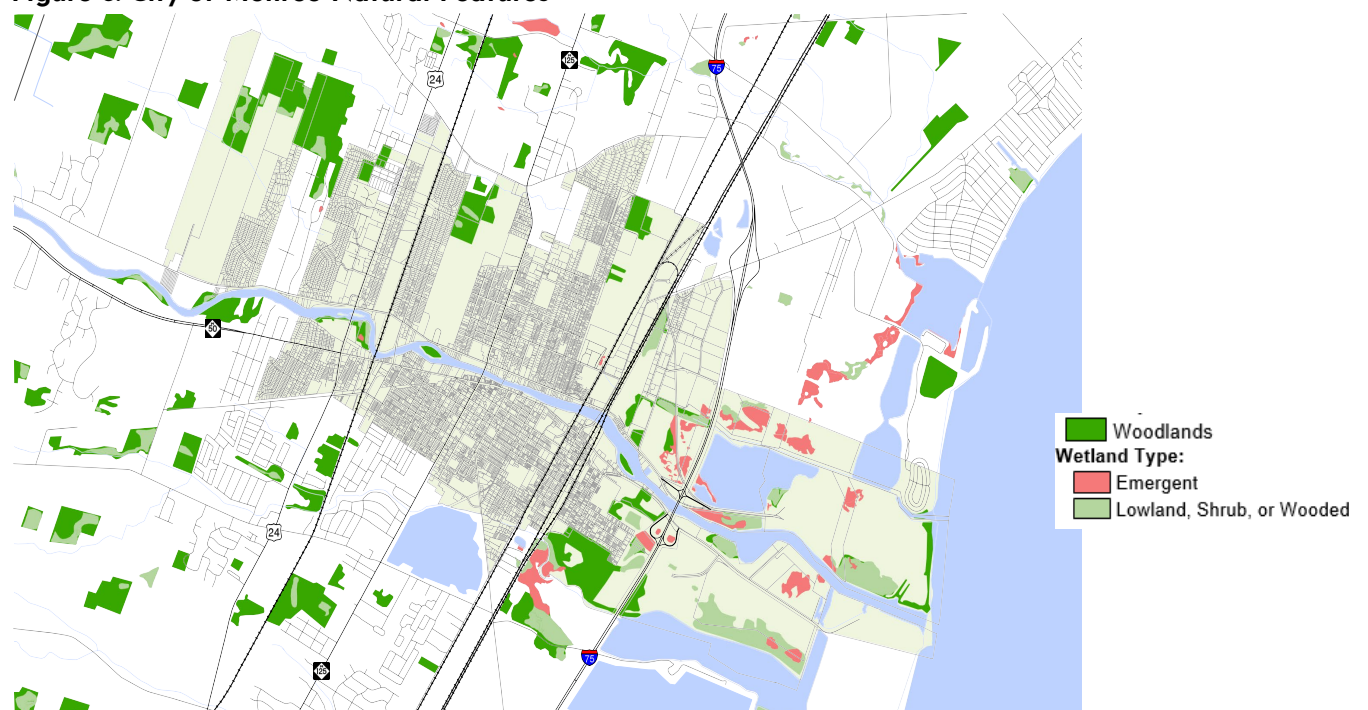
Lake Erie and the River Raisin are the primary water resources for Monroe. Sterling State Park provides access to the lake. Fishing and boating opportunities are extensive on the River Raisin from Hellenberg Park to its outlet, and on Lake Erie. The Monroe harbor provides excellent access to the Great Lakes system. Perch and walleye fishing attract sportsmen throughout the region.

Through the River Raisin Legacy project, four low-head dams in Monroe were modified or removed to create fish passage by installing rock arch rapids and opening 3.5 miles of river channel. A small channel adjacent to the Waterloo Dam was installed in Veteran's Park. When water levels are high in the Spring, this allows the passage of small boats as well.

Historically, the area was characterized as a marshy riverine wetland environment. Vegetation included various reed grasses and trees such as poplar, red oak, and willow trees along with shrubs and low brush such as dogwood and mulberry. Most of the area adjacent to the river was cleared with settlement. Vegetation in the urban environment of Monroe now includes maple, box elder, oak, and elm trees. Much of the Lake Erie marsh has been stripped of vegetation; however, remaining marshland continues to support indigenous plant and animal species as well as new varieties such as the American Lotus, introduced in the 19th century.

The riverine marsh environment continues to support such species as the great blue heron, egret, white crane, and the American bald eagle. Deer, rabbit, squirrel, raccoon, and forest birds inhabit the wooded areas of the City, particularly in and near Sterling State Park. Small ground animals common in this part of Michigan, especially in the wetlands, include opossum, muskrat, groundhogs, amphibians such as frogs and toads, a variety of species of snakes and skunks.

Figure 6. City of Monroe Natural Features



Source: 2014 City of Monroe Parks and Recreation Master Plan

ADMINISTRATIVE STRUCTURE

Parks and recreation services in the City is the responsibility of the Mayor and City Council. Monroe, organized under a council-manager form of government, has a long history of support for parks and recreation, park land acquisition, and development.

The mission statement of the Monroe's Parks and Recreation:

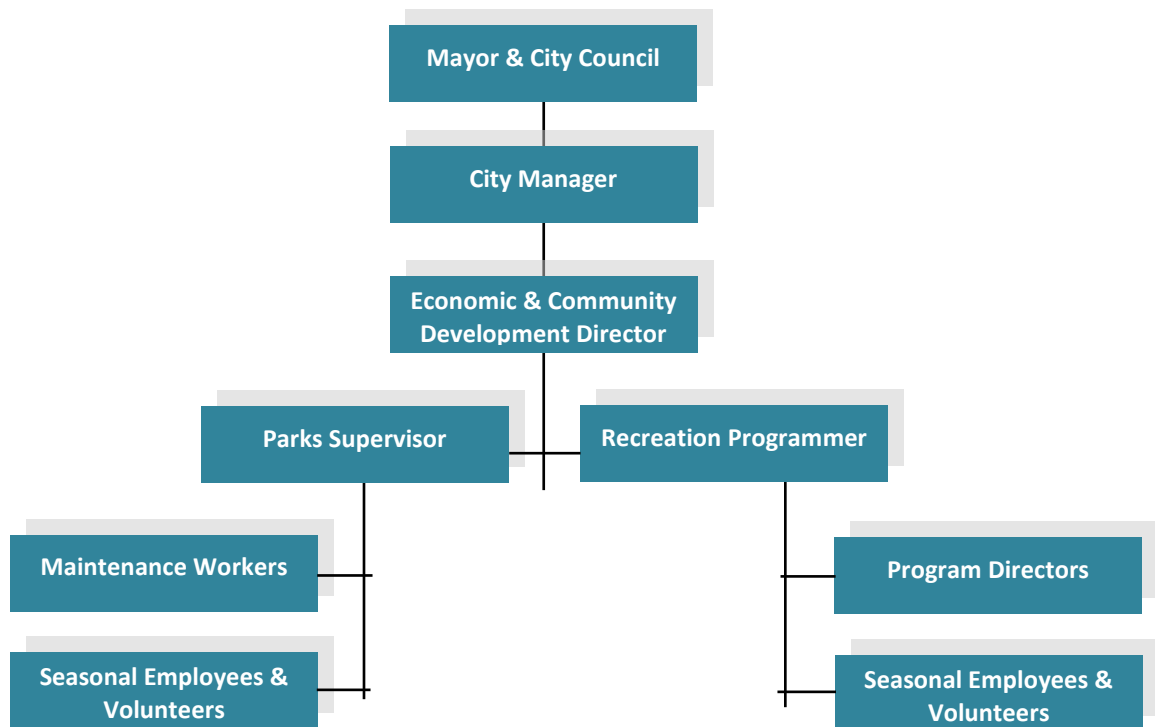
To enhance the lives of its citizens and visitors by encouraging a healthy lifestyle and offering safe and quality parks and recreation experiences accessible to all that highlight our area's natural and cultural resources.

ADMINISTRATION

The City of Monroe is the only municipality in Monroe County that provides a Parks and Recreation Department that is staffed year-round with both full-time and seasonal employees to carry out the parks and recreation services.

Parks and Recreation is a division of the Economic and Community Development Department. The decision to reorganize and incorporate the Parks and Recreation Department into Economic and Community Development as a distinct division was a conscience decision of the Monroe City Council. It was recognized that participation in organized recreational programs was diminishing not only in Monroe but nationwide and that the focus needed to be on individual and small-group recreational opportunities. A concerted effort was made to improve the quality of parks, along with pedestrian and bicycle trails. Additionally, the City committed to expanding the number of community events it plans but also providing support to other organizations hosting community events.

Figure 7. Organizational Chart



The City of Monroe did not abandon recreational programs but instead contracted with local non-profit organizations to provide youth and adult programming. The Recreation Programmer position is now focused on community events and rental of park facilities. Staffing for the Parks and Recreation operations includes a Parks Supervisor, two full-time maintenance workers, a full-time maintenance worker transferring from the Department of Public Services for the months of April through November, and a number of seasonal positions.

Decisions regarding Parks and Recreation programming and capital improvements are made by the Monroe City Council in conjunction with the Economic and Community Development Director and the City Manager. In December 2022, the City Council approved the dissolution of the Monroe Parks and Recreation Commission and the creation of a Trails Advisory Committee. The Monroe Citizens Planning Commission will also play an active role in reviewing future park plans.

FUNDING AND BUDGET

Parks and recreation funding is a line budget item within the overall City budget. The proposed budget is submitted to the City Manager and Finance Director for review and presented to the City Council for adoption as part of an overall City budget.

Table 6. Parks and Recreation Budget

	2021-2022 Projected Budget	2022-2023 Adopted Budget
Revenues	\$ 24,308	\$ 14,660
Expenses		
Parks and Recreation General Administration	\$ 337,770	\$ 222,735
Parks & Playgrounds	\$ 667,381	\$ 690,481
Parks and Recreation Programs	\$ 32,926	\$ 34,498
Battlefield visitr Center	\$ 522,750	\$ 525,959

The parks and recreation administration and programming expenditures are funded through parks and recreation fees and other revenues, with the balance funded from the City general fund. The current fiscal year budget for Parks and Recreation programs and facilities can be seen in Table 6 above. The budget is not anticipated to increase significantly in the next fiscal year. Park land acquisition and development are funded through grants, land donation, and the City’s general fund. Table 7 outlines the City’s capital improvement program for 2023-2024 as it relates to the City parks.

Table 7. Parks and Recreation Capital Improvement Plan 2023-2024

Project	Cost
Munson Park Adult Soccer Field Replacement	\$ 20,000
Munson Park Soccer Goal Replacements	\$ 12,000
Veterans Park Fish Passage Stabilization	\$ 30,000
St. Mary’s Park Development Design	\$ 350,000
Bicycle and Pedestrian Trail Development	\$ 450,000
Total	\$ 862,000

VOLUNTEERS AND PARTNERSHIPS

Approximately 300 seasonal volunteers are utilized as coaches, team managers, and special events or activity coordinators. As an example, the Monroe Area Soccer Association (MASA) manages a full-scale soccer program for over 1,000 participants annually using volunteers.

Stewardship Monroe, a volunteer program through the Parks and Recreation Department, offers opportunities for volunteers to assist or run various programs, such as the community garden plots, fishing groups, bike maintenance, exercise in the park, and assisting league directors.

The Parks and Recreation Department has partnered in the past with the Michigan DNR in providing “Recreation 101” offerings for residents. This program provides a free opportunity to learn a new sport or skill without cost to the participant.



Partnership with the Monroe Public Schools includes not only some special event programs, but facility use as well. Tennis courts owned by the City of Monroe are used by the Monroe Public School tennis program. The Monroe High School cross country team meets are held at Munson Park.

The City continues to share recreational facilities with the Monroe Public Schools and other local parochial schools. Tennis courts are also utilized by parochial school teams such as St. Mary’s Catholic Central High School. The City regularly opens up parks for cross country meets, tournaments, and other school sponsored events. Finally, the City partners with the Monroe Public Schools for annual events such as the Daddy-Daughter Dance and Mother-Son Bowling.

The City also began a similar partnership with the River Raisin National Battlefield Park for special events at their new education and Event Center including movie nights.

PARKS & RECREATION INVENTORY

The residents of Monroe have a variety of available parks and recreational resources. These facilities vary in terms of ownership, size, and type. The purpose of this section of the plan is to describe the full range of parks and recreational facilities available to residents within and around the City of Monroe.

PARKS WITHIN THE CITY OF MONROE

Monroe includes a remarkable amount of park land – around 300 acres for a population of 20,733. Residents have access not only to numerous City parks but also to a State Park, a National Battlefield Park, and an International Wildlife Refuge, all within City limits and in close proximity to one another.

City Parks

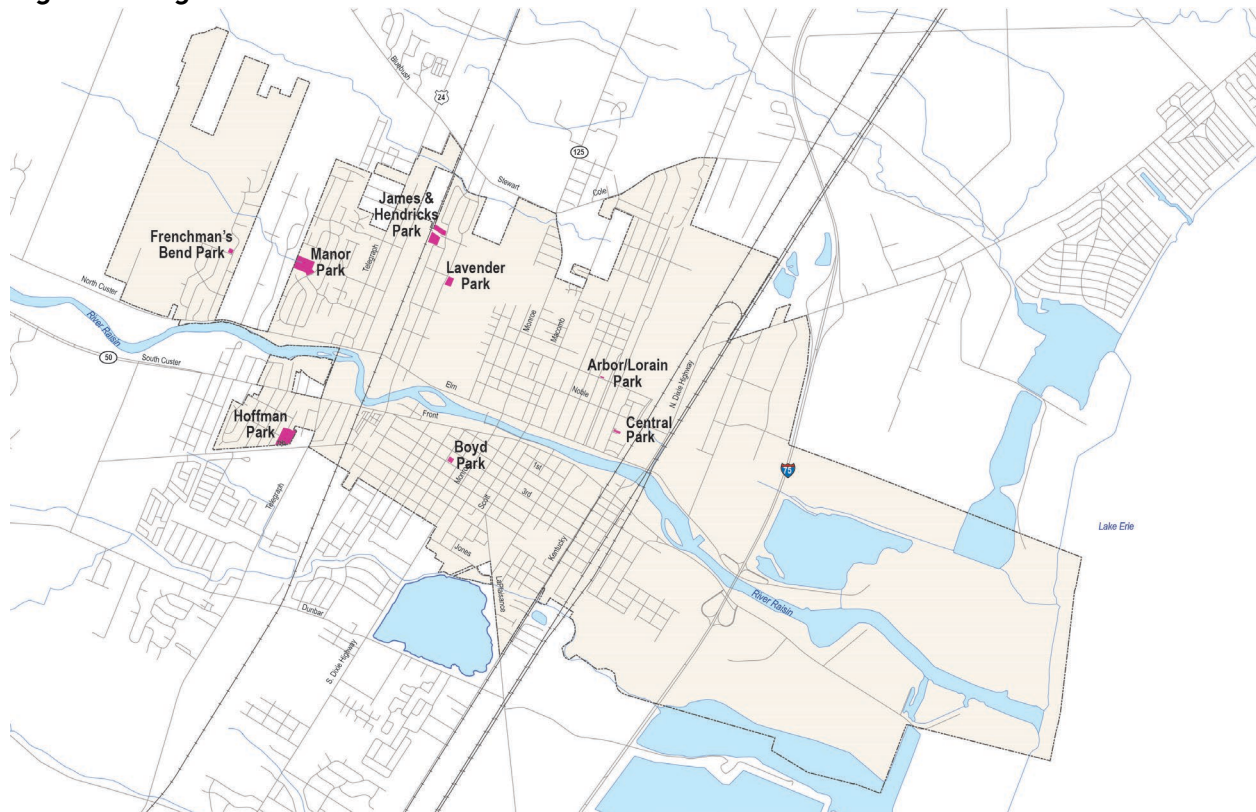
The City of Monroe operates 32 parks consisting of approximately 300 acres of land. They include neighborhood parks, community parks, the River Raisin Heritage Trail and associated parks and open spaces, and small landscape and open space areas. The following is an overview of the parks followed by a detailed inventory of the recreation facilities they include presented in Table 8.



Neighborhood Parks include Frenchman's Bend, Manor, James and Hendricks, Lavender, Arbor Lorain, Central, Hoffman, and parks. These parks are the basic unit of the City park system and serve as the recreation and social focus of the neighborhoods in which they are located. They accommodate both informal active and passive recreation including play structures and seating. They are meant to be within walking distance of the neighborhoods they serve.



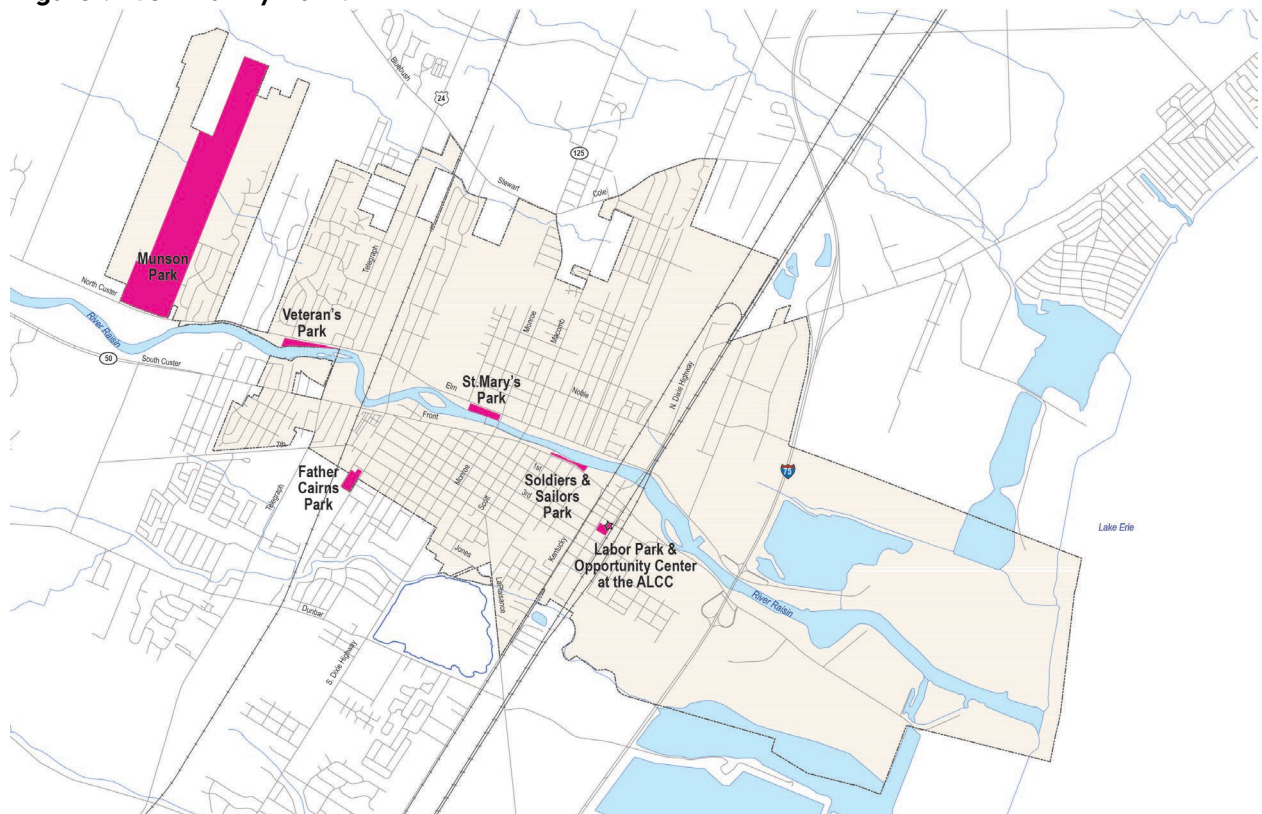
Figure 8. Neighborhood Parks



Community Parks within Monroe include Munson, Veteran's, and St. Mary's parks on the north side of the River and Father Cairns, Soldiers and Sailors, and Labor parks on the south side of the River. These parks focus on meeting community-based recreation needs and generally accommodate parking areas, active sport activities, picnic shelters, community-wide event spaces, memorials, and other park amenities such as playgrounds and restrooms.



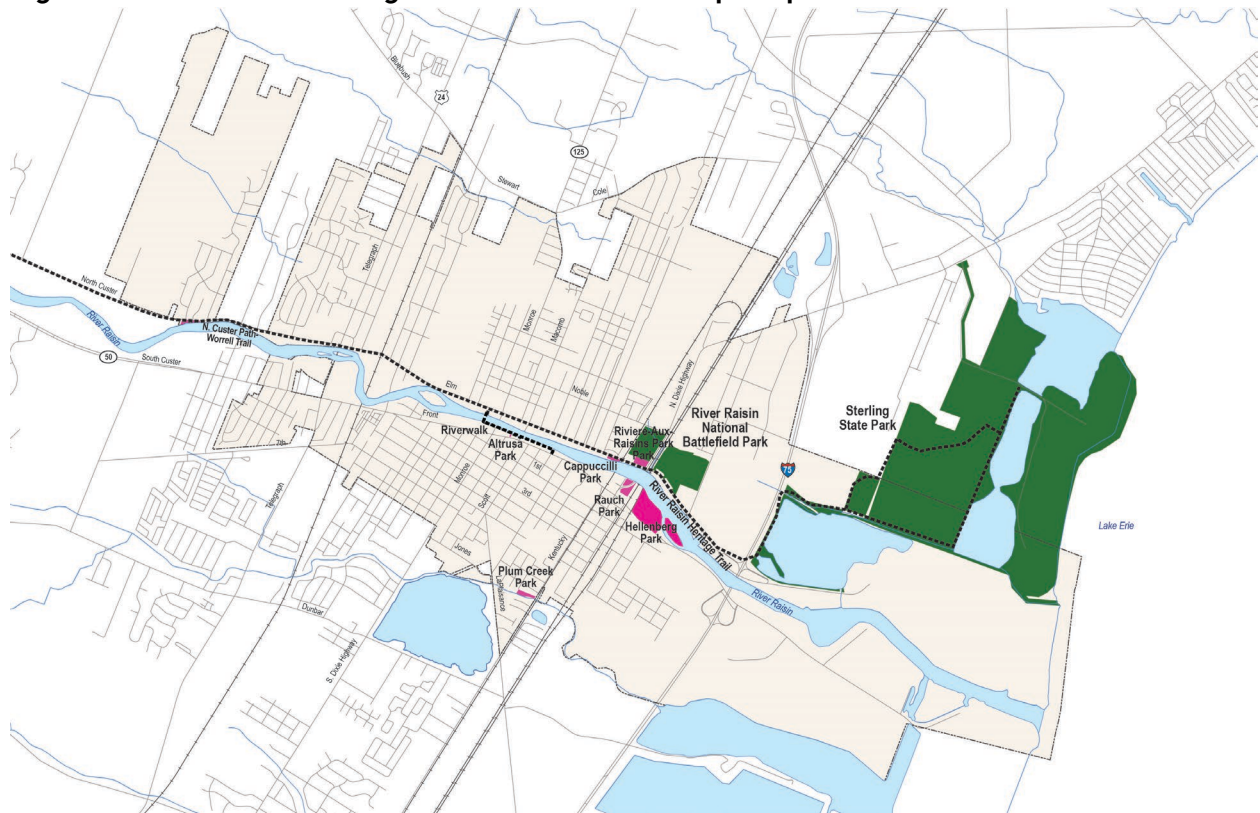
Figure 9. Community Parks



The **River Raisin Heritage Trail and associated parks and open spaces** include the Mark Worrell/North Custer Path, the Downtown Riverwalk, and the Heritage Trail along the River Raisin with several associated smaller parks and passive open spaces including Worrell, Altrusa, Cappuccilli, Rivière-aux-Raisins, River Raisin Memorial, Rauch, and Plum Creek. Hellenberg Park, formerly a community park is planned to be part of the River Raisin National Battlefield Park improvements providing connections to the City and areas south of the River Raisin.



Figure 10. River Raisin Heritage Trail and Associated Open Spaces



Small landscape areas and passive open spaces include the landscape areas at the intersection of Front, Third, and Union streets and at Front and First streets, as well as Memorial Place on Monroe Street, the skate park at Noble and North Dixie Highway, and the open spaces located in the Mason Run residential development. They are generally passive open spaces with landscape features and sometimes walkways.



Figure 11. Small Landscape Areas and Passive Open Spaces



The City also maintains a few facilities on school grounds including playgrounds at the Orchard Center and a playground at Navarre Field (Monroe Public Schools). In addition, the City owns the Opportunity Center at the ALCC (Arthur Lesow Community Center) and the Sawyer Homestead which are operated by separate non-profit management groups.

Table 8. City of Monroe Parks and Recreation Facilities

	Park Name	Size (Ac)	General Purpose	Lighted Ball Field	Baseball Field (no lights)	Softball Field (no lights)	Football	Soccer	Sand Volleyball	Basketball	Pickleball	Tennis Court	Walking Path	Play Structure	Swings	Other Play Equipment	Splash Park	Boat Launch	Picnic Shelter	Picnic Tables	Grills	Restrooms	Park Lighting	Signage	Parking Lot	Benches	Bike Rack	Fix-it Bike Station	Irrigation System	Skate Park	Performance Area	Memorials & Monuments	Other		
Neighborhood Parks	Arbor-Lorain Park	0.1	Play											•	•								•		•	•									
	Boyd Park	0.5	Play & picnicking										•	•	•	•				•				•		•	•					•			
	Central Park	0.4	Play										•	•														•							
	Frenchman's Bend Park	0.4	Play & picnicking										•	•										•		•	•								
	Hoffman Park	2.7	Play & picnicking											•										•		•	•								
	James & Hendricks Park	3.5	Play & picnicking										•	•												•	•								
	Lavender Park	1.2	Sports, play & picnicking							•				•	•									•		•	•								
Manor Park	5.5	Sports, play & picnicking									•		•	•				•							•	•									
Community Parks	Father Cairns Park	4.2	Sports & play						•	•	•	•	•	•	•		•	•	•	•	•	•	•	•	•	•	•						Improvements planned for 2023 park renovation		
	Labor Park	0.1	Play & gathering space									•	•	•			•	•	•	•	•	•	•	•	•	•	•	•							
	Munson Park	214.0	Sports, play & picnicking	•	•			•	•			•	•	•	•				•	•	•	•	•	•	•	•	•	•	•	•					
	St. Mary's Park	3.0	Concerts, play, walk & picnicking							•		•	•	•	•					•	•	•	•	•	•	•	•					•	Bocce courts		
	Soldiers & Sailors Park	1.2	Sports, play, & picnicking							•		•	•	•						•	•	•	•	•	•	•	•						•		
	Veteran's Park	2.3	Play, picnicking & river viewing										•	•	•	•			•	•	•	•	•	•	•	•	•	•					•		
River Raisin Heritage Trail & Associated Parks & Open Spaces	Downtown Riverwalk	0.5 mi.	Pedestrian path										•												•								Part of DDA		
	Altrusa Park	0.1	Picnic & performance										•																				•	Part of DDA - Connection Riverwalk-downtown	
	Cappuccilli Park	1.9	River viewing & picnicking										•						•	•	•				•	•	•							Open Lawn	
	Elm Avenue Bike Path	0.8 mi.	Non-motorized multi-use path										•													•									
	Hellenberg Park	9.2	Boat launch, sports & play							•			•					•	•					•	•									Part of River Raisin Heritage Corridor-East Master Plan	
	Plum Creek Park	2.4	Passive open space										•																					Part of River Raisin Heritage Corridor-East Master Plan	
	Rauch Park	2.1	Passive open space										•											•										Part of River Raisin Heritage Corridor-East Master Plan	
	River Raisin Memorial	0.4	Passive open space										•																						Part of River Raisin Heritage Corridor-East Master Plan
	Rivière-aux-Raisins Park	1.9	Passive open space										•																				•	Part of River Raisin Heritage Corridor-East Master Plan	
Worrell Park	1.0	Passive open space										•													•		•						Grass & flower bed - Connected to trail		
City Gateway & Special Purpose Sites	Front/Third/Union Park	0.1	Passive open space										•																					Flower bed	
	Gateway Park	0.4	Passive open space										•																					Flagpoles, low wall with City sign	
	Noble/Dixie Skate Park	1.7	Play and passive open space																										•						
	Memorial Place	0.7	Historic passive space										•										•	•									•	Flower bed & signed monument	
Landscape Areas	Elliot Park	0.4	Passive open space										•												•			•						Lawn area & landscaping	
	Crescent Park	0.7	Passive open space										•												•									Lawn area	
	Median Park	0.3	Passive open space										•																					Lawn area	
	Noble Park	0.5	Passive open space										•																					Lawn area	
Undeveloped	Oak Forest Park	7.0	Undeveloped																															Wooded area	
	Mill Race Park	14.2	Undeveloped																																
Indoor Facilities	Opportunity Center at the ALCC	0.9	Recreation center & services							•											•			•										Indoor Recreation Center game tables	
	Sawyer Homestead	1.1	Historic building and garden																															Rental facility	
School District Properties	MLK Park – Orchard Center	-								•		•	•	•	•			•	•	•			•	•	•	•							Maintained by the City		
	Navarre Park & Playground	-																							•								Maintained by the City		
	Roessler Field at Riverside School	-		•	•																			•									Maintained by the Schools		

State and Federal Land

The City of Monroe includes within its boundary Sterling State Park, the River Raisin National Battlefield Park, and part of the Detroit River International Wildlife Refuge.

With over 1.2 million visitors a year, Sterling State Park is one of Michigan's most heavily used State Parks. Located on Lake Erie, it includes a campground, swimming beach, hiking trails, fishing, boating, and nature study areas. A pedestrian and bicycle connection to the park exists from Elm Avenue through the River Raisin Heritage Trail.



The United States government owns and operates two important outdoor recreational facilities in the City of Monroe: the River Raisin National Battlefield Park and the Detroit River International Wildlife Refuge.

The U. S. Department of Interior's National Park Service took over land formerly owned by the City of Monroe, as well as other properties, to form the River Raisin National Battlefield Park. This site commemorates the 1813 battle which took place at this location. Recreational facilities include an interpretive museum and outdoor displays and open space. Plans (See Figure 27) for the area around the National Battlefield Park are underway through a partnership between the Monroe Historical Society and the City of Monroe with input from the National Park Service and the River Raisin National Battlefield Park Foundation. Once established, it will incorporate a larger, National Battlefield site, with distinct activity zones including a visitor center, a recreated River Raisin settlement, a reenactment zone, and an entertainment zone with an amphitheater, and other features tied to downtown Monroe and the greater Monroe region through the River Raisin Heritage Trail.



The U. S. Fish and Wildlife Service established the Detroit River International Wildlife Refuge along the Detroit River and western Lake Erie. The refuge consists of nearly 6,000 acres of unique habitat, including islands, coastal wetlands, marshes, shoals, and waterfront lands within an authorized boundary extending along 48 miles of shoreline, including all of Monroe County's Lake Erie coastal areas. Units within the City of Monroe include Ford Marsh, and Plum Creek Bay, which are not open to the public.



County, School, and Private Recreation Facilities

The County of Monroe owns and operates two small facilities located in the City: Loranger Square containing 1.5 acres of land with a plaza, large pavilion, fountain, picnic tables, and seating, and St. Antoine Cemetery on North Custer Road containing 1.2 acres of land with a monument and a walking path.



The Monroe Public Schools operate four schools within City limits. They are listed below:

- Arborwood North Elementary School, located at 1135 Riverview Avenue, includes 6.7 acres of land with a soccer field, ball field, picnic shelter, walking path, several play structures, play equipment, and swingsets.
- Arborwood South Elementary School (former Cantrick School), located at 1008 Riverview Avenue, includes 20.2 acres of land with a soccer field, ball field, tennis courts, playground, swingset, and an indoor gymnasium.
- Manor Elementary School, located at 1731 W. Lorain Street, contains 8.8 acres of land with a soccer field, ball field, basketball court, play structure, games, and several swingsets.
- Monroe Middle School, located at 503 Washington Street, includes an auditorium and indoor gymnasium.

In addition, the area private schools also include playground areas and/or indoor gymnasiums such as St. John's Catholic School, St. Mary's Catholic Central High School, St. Michael's Catholic School, and Trinity Lutheran School. The Monroe Family YMCA on Elm Avenue features nine acres of land with an indoor pool, gymnasiums, fitness center, indoor tennis, classrooms, and more.

Table 9. County, State, and Federal Owned Sites

Park	Location	Facilities/Activities	Acres
Monroe County Parks			
Heck County Park	Frenchtown Township	Vietnam veterans memorial and museum, pavilion, paved trail, playground, basketball court, sled hill	15
Nike County Park	Frenchtown Township	Model aircraft area, dog training area, pavilions, and playground	80
Vienna County Park	Bedford Township	Ball fields, soccer fields, disc golf course, pavilions, nature trail, and playground	57
Waterloo County Park	Monroe Township	Pavilions, accessible fishing pier, river access, canoe/kayak launch, paved trail, and playground	9
West County Park	Dundee Township	Restored natural habitat, river access, nature trails, and shelters	60
State Park and Recreation Areas			
Sterling State Park	City of Monroe + Frenchtown Township	Lake Erie beach, boat launch, campground, fishing, playground, nature and multi-use trails	1,300
Crystal Waters State Game Area	London Township	Hunting, fishing, hiking trails	680
Petersburg State Game Area	Summerfield Township	Hunting	935
Pointe Mouillée State Game Area	Berlin Township	Hunting, fishing, shooting range, boat ramp	3,466
Erie State Game Area	Erie Township	Hunting, boat launch	1,519
I-75 Rest Area	Monroe Township	Restrooms, picnic area, tourist information	25
US-23 Rest Area	Summerfield Township	Restrooms, picnic area, tourist information	28
I-275 Rest Area	Ash Township	Restrooms, picnic area, tourist information	35
Bolles Harbor Access Site	Monroe Township	Boat launch, fishing, restrooms, parking	77
Otter Creek Access Site	LaSalle Township	Lake Erie access, fishing pier, restrooms	26
Swan Creek Access Site	Berlin Township	Boat ramp, fishing, restrooms	2
Federal Land			
Detroit River International Wildlife Refuge	Erie, Berlin, & Frenchtown Townships & City of Monroe	Future visitor center & picnic pavilions, boat docks, pier, trails, hunting, fishing, nature interpretation, wildlife viewing	6,000
River Raisin National Battlefield Park	City of Monroe	Visitor center, picnic shelter, memorials, interpretive signs, open space	40
Total			14,354

LAND AND WATER TRAILS

Trail systems in the City of Monroe include the River Raisin Heritage Trail, the upcoming Monroe Loop Trail, and various other trails, walkways, and pathways within existing parks.

The River Raisin Heritage Trail is the designation given to the Sterling State Park trail system and its connection to the River Raisin National Battlefield Park and points beyond. The system includes the City's Riverwalk path, and the pathways, sidewalks and paved shoulder along Elm Avenue and North Custer, currently terminating at Territorial Park at the intersection of North Custer and Raisinville Road which encompasses the historic Navarre-Anderson Trading Post.

Figure 13. River Raisin Heritage Trail



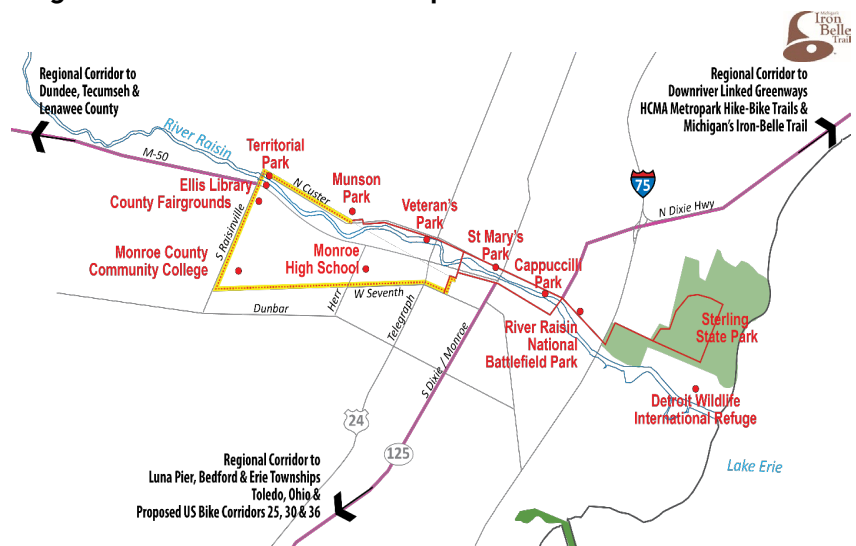
Source: .rrtrail.com

The Monroe Loop Trail, planned to be built in 2023, is a paved shared use path that extends the River Raisin Heritage Trail from Munson Park west to Raisinville Road, south to the Monroe County Community College, and circles back to the City on the south side of the River following a former railroad bed and West Seventh Street.

It is a multi-community project involving the City of Monroe, Frenchtown and Monroe Townships, together with the County of Monroe as the lead agency.

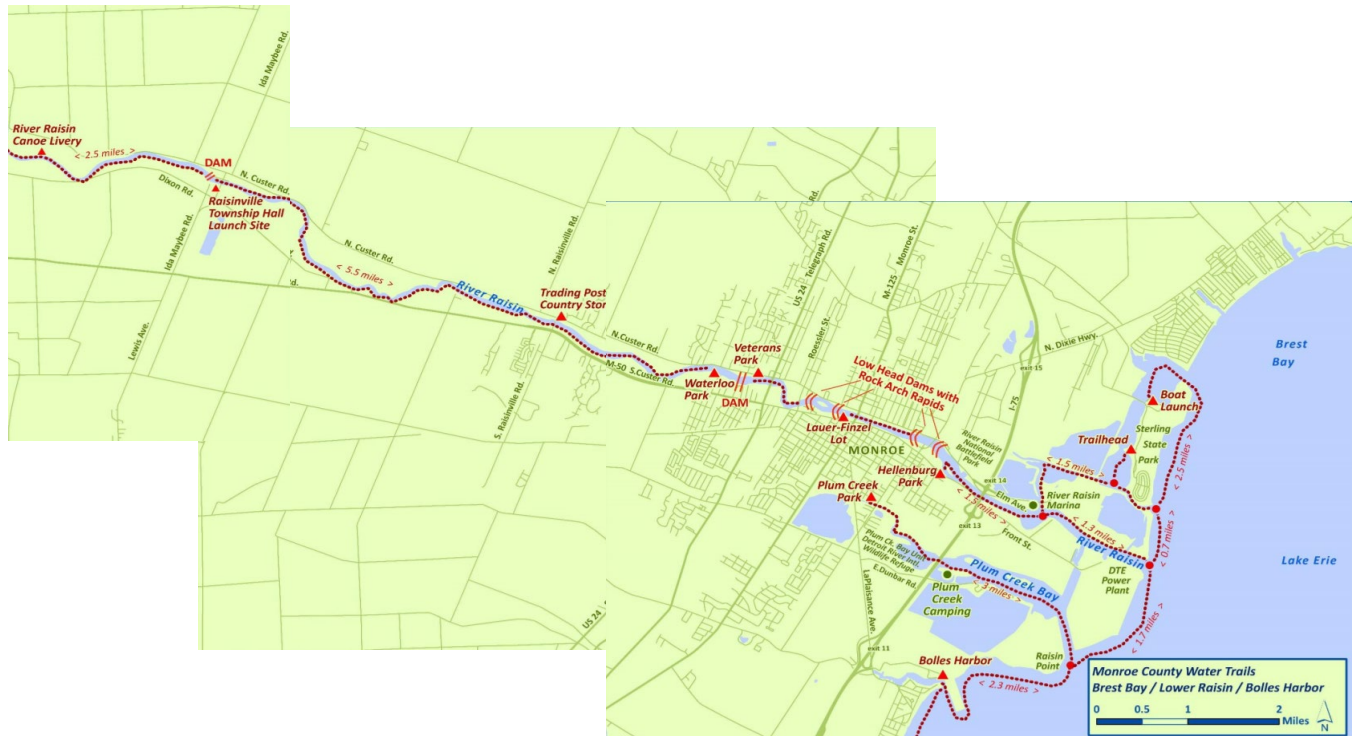
The regional vision for non-motorized corridors in the Monroe area has evolved to include a system of on-road and off-the-road facilities. Figure 16, on next page, illustrates the corridors planned for improvements based on the 2021 Monroe County Trail and Bicycle Plan.

Figure 14. The Monroe Area Loop Trail



Monroe County developed a comprehensive master plan for the region’s water trails on the River Raisin and Lake Erie in 2014. The Plan identifies specific recommendations for possible launch sites and other improvements. Figure 17 depicts the water trails planned for the River Raisin within the City of Monroe. While rock arch rapids have been installed along the River to restore fish passage through an initiative known as the River Raisin Legacy Project, the low head dams which are located east of Roessler street, west of Veteran’s Park, and by Cappuccilli Park still prevent the free passage of canoes or kayaks for those who do not wish to portage or navigate through rapids. The passages could be modified to facilitate the flow of small boats.

Figure 17. Monroe County Water Trails - City of Monroe Area



Source: Monroe County Water Trail Master Plan, 2014

SEMCOG has launched the Southeast Michigan Trail Explorer which enables users to look at trail views from their mobile device in a similar way as Google Street Views. Miles of the region’s land and water trails can now be explored online including 14 miles of the River Raisin Heritage Trail and 30 miles of the River Raisin water trail.



RECREATION PROGRAMS

Monroe boasts a wealth of recreation programming options for nearly every interest and age group, ranging from sports leagues to gardening, nutrition classes, and more. In 2021, the City of Monroe contracted with local non-profit organizations to provide youth and adult programming using City Parks and facilities. The City now focuses on community events.

As shown in Table 10 below, some of the most well-attended programs are the concerts in the park (which saw an attendance of more than 38,000 in 2022), the spring and summer adult softball league, and dancing programs such as the Daddy-Daughter Dance and Court Dance. Programs are held all over the City, including concerts in St. Mary’s Park, sports programs at Munson Park, and the tot lot program at various parks. Some programs have a participation fee, while many others are available free to residents.



Monroe residents are able to sign up for recreation programs online through the City’s website. The City’s Parks and Recreation Department also publishes a newsletter highlighting the program offerings for the season. The Department maintains a Facebook page to notify residents of pertinent information in real-time and provides a convenient way for residents to interact with the Department online.

Table 10. Recreation Programs

Program/Activities	2019 Resident	2019 Non-Resident	2019 Total	2020 Total	2021 Resident	2021 Non-Resident	2021 Total	2022 Resident	2022 Non-Resident	2022 Total
Spring Adult Softball Teams										28
Spring Adult Softball										480
Summer Adult Softball Teams			53				24			32
Summer Adult Softball	204	66	871		74	338	412			640
Fall Adult Softball Teams			13				16			21
Fall Adult Softball	40	163	203		22	218	240			300
Adult Indoor Volleyball Teams			9							
Adult Indoor Volleyball	19	61	80							
Summer Youth Ball	200	181	381		86	106	192			272

Program/Activities	2019 Resident	2019 Non-Resident	2019 Total	2020 Total	2021 Resident	2021 Non-Resident	2021 Total	2022 Resident	2022 Non-Resident	2022 Total
Fall Youth Tee Ball Teams										14
Fall Youth Tee Ball										130
Daddy Daughter Dance	186	267	453	508				177	270	447
Garden Plots	9	10	19	13	6	6	12	14	10	24
Scavenger Hunt										9
Mother Son Bowling	28	76	104					27	82	109
Family Story Time MCLS			23							
Adult Sand Volleyball	9	26	35							
Tennis										20
Track	10	7	17							
Park Rentals	72	30	102		29	22	51	83	50	133
Tot Lot			2,123							2,175
Concerts in the Park			18,748				3,362			38,281
Bark in the Park										160
Historic Monroe (Museum)	75	108	183							
Adult Yoga	232	527	759				100			131
Kids Free Yoga	12	15	27							
Abs & Glutes							29			
AKC Canine Classes	9	6	15							
Cardio Dance/Drumming							91			149
Pickleball	43	33	76							
Body Sculpt/Fit Cardio							52			
Tai Chi in the Park	30	28	58							
Court Dance			462				161			481
Adult Wiffleball Teams										7
Adult Wiffleball										42
Adult Soccer Spring Teams			5							4
Adult Soccer Spring	14	53	67							49
Adult Soccer Summer Teams			4							3
Adult Soccer Summer	13	36	49		10	38	48			34
Adult Soccer Fall Teams			4				6			
Adult Soccer Fall	12	40	52		12	59	71			
Family Dance Party										175
Womens Self Defense										
Line Dancing			150				55			267
Monday Fun at Manor Park	43	33	76							
Adaptive Tee Ball										50
Preschool Football										5

ACCESSIBILITY ASSESSMENT AND GRANT-ASSISTED PROJECTS

A critical component in planning for recreation facilities is providing access to accommodate the needs of all people, including those with disabilities. The City park system is intended for the use by all persons, regardless of their ability status. It is the intent of the City to comply with accessibility standards and guidelines for play areas, outdoor developed areas, parking areas, and other facilities which fall under the requirements of the Americans with Disabilities Act (ADA). All recent improvements to City parks have been designed to comply with or exceed accessibility guidelines and standards, and to retrofit, when appropriate, those facilities which pre-date ADA standards.

Each of the City parks was evaluated using the MDNR suggested ranking system. The elements evaluated include parking areas, paths of travel from parking to activity areas, the activity areas themselves, and support facilities such as restrooms and surfacing. Table 11 presents the results of this evaluation. The ranking system ranges from 1 to 5 as follows:

1. None of the facilities meet accessibility guidelines;
2. Some of the facilities/park areas meet accessibility guidelines;
3. Most of the facilities/park areas meet accessibility guidelines;
4. The entire park meets accessibility guidelines; and
5. The entire park was developed/renovated using the principles of universal design.

Table 11. Accessibility Assessment

Type of Parks	Park Name	Rating	Evaluation
Neighborhood Parks	Arbor-Lorain Park	3	The new play structure has an accessible component but there is no accessible swing. Most activity areas are connected to the sidewalk system.
	Boyd Park	4	The play structures have accessible components and all park activity areas are connected to the City sidewalk system.
	Central Park	4	There is a new accessible play structure connected to City sidewalks.
	Frenchman's Bend Park	4	The new play structure has an accessible component and is connected to the sidewalk system.
	Hoffman Park	3	The new play structure has an accessible component. However, there is no accessible route to the play structure.
	James & Hendricks Park	4	The play structure has an accessible component and is connected to the sidewalk system.
	Lavender Park	2	The play structure has an accessible component but an accessible swing is lacking. There is no accessible route to the play structure, bench, swings, or tennis courts.
	Manor Park	2	The play structure has an accessible component but an accessible swing is lacking. The parking area does not include a barrier-free space and there is no accessible routes to the play structure, bench, swings, paved area, or picnic shelter.
Community Parks	Father Cairns Park	-	The park is planned to be redeveloped in 2023 using the principles of universal design.
	Labor Park	5	The park was redeveloped in 2019 using the principles of universal design.
	Munson Park	3	Most of the park facilities (parking areas, play structure, swings, picnic tables, grills, restrooms, picnic shelters, tennis courts, front ball fields, skate park, soccer concession) include accessible components and are connected to accessible routes.
	St. Mary's Park	3	The play structure has an accessible component. The parking area and most park activity areas (bandshell, picnic shelter, and restrooms) are connected to City sidewalks. However, there are no accessible routes to

Type of Parks	Park Name	Rating	Evaluation
			the play structure, basketball court, tennis courts, or bocce courts.
	Soldiers & Sailors Park	3	The new play structure is accessible and most park activity areas are accessible. However, there are no accessible routes to the picnic shelter, swings, and half basketball court.
	Veteran's Park	4	The parking area includes barrier-free spaces. The new play structure includes accessible components (swings and more) and is connected to an accessible route. In addition, there are accessible picnic tables and restrooms. In addition, most activity areas are connected to accessible routes except for a picnic shelter.
River Raisin Heritage Trail & Associated Parks & Open Spaces	Riverwalk	3	The riverwalk is accessible. A safe guardrail along the River Raisin's edge is needed.
	Altrusa Park	2	There is an accessible picnic table, but it is not connected to an accessible route. In addition, the connection to the Riverwalk is not barrier free.
	Cappuccilli Park	3	The walkway is accessible. The picnic tables and shelters are not connected to the accessible walkway.
	N. Custer/Elm Avenue Path	4	The pathway is accessible.
	Hellenberg Park	2	The parking area includes barrier free spaces. The basketball court is connected to the City sidewalk and the play structure has an accessible component. The restrooms are not accessible and there are no accessible routes to ball field bleachers, picnic shelter, or play area.
	Plum Creek Park	-	No park facilities.
	Rauch Park	4	The walkways are accessible and connected to City sidewalks.
	River Raisin Memorial	-	No park facilities. The property is located along City sidewalks.
	Rivière-aux- Raisins Park	4	Historical Stone monument. The path running along Dixie Highway is accessible.
	Worrell Park	4	Located along the North Custer Road pathway, the Park is accessible.
City Gateway & Special Purpose Sites	Front/Third Park	4	No park facilities. Located along City sidewalks.
	Gateway Park	4	Plaza and flagpole areas are accessible and connected to City sidewalks.
	Noble Skate Park	4	Skate park is accessible and connected to City sidewalks.
	Memorial Place	4	The walkways are accessible and connected to City sidewalks.
Landscape Areas	Elliot Park	4	The seating area is accessible and connected to City sidewalks.
	Crescent Park	4	The walkways and benches are accessible and connected to City sidewalks.
	Median Park	-	No park facilities.
	Noble Park	3	The walkway is accessible but there is no connection along Baptiste Avenue to City sidewalk along Noble Avenue.
Un-developed	Oak Forest Park	-	No park facilities.
	Mill Race Park	-	No park facilities.
Indoor Facilities	Opportunity Center at the ALCC	3	The community center includes accessible restrooms and an elevator, is connected to City sidewalks, and includes an accessible route from the parking area.
	Sawyer Homestead	3	The historic building is connected to the City sidewalk system and includes an accessible route to the parking area.

Monroe has received many grants for park development and improvement which have included MDNR grants as well as other programs such as the Community Foundation of Monroe County Access to Recreation program. Table 12 lists all the MDNR grants received by the City. Post-completion self-certification reports are being submitted as required for each of these grants.

Table 12. MDNR Grant Assisted Projects

Park	Year & Grant #	Amount	Project elements	Condition
Munson Park	1978 LWCF 26-01060 Z2	\$180,000	Development of 3 ball fields with backstop and fencing, restroom/ concession/ storage building, 4 tennis courts, 2 parking lots, access drive, recreation pond, bleachers, litter containers, landscaping, signage, spectator area, and drainage improvements.	All these elements are intact and in good condition. The concession building and tennis courts have been upgraded and additional facilities have been added since this part of the park was developed.
Hellenberg Park	1985 LWCF 26-01417	\$105,000	Development of a boat launch, parking lot improvements, new parking lot, landscaping, park bridge, and support facilities.	All the project elements are intact and maintained in good condition. Additional facilities have been added since 1985.
Munson Park Phase III	1985 LWCF 26-01422	\$65,000	Development of an accessible playscape, picnic shelter/restrooms, pond lighting, landscaping, signage, and sledding hill.	The playscape was replaced by a larger one. The other facilities are intact and maintained in good condition.
Hellenberg Park	1988 MNRTF TF88-259	\$190,200	Acquisition of 2.5 acres of land adjacent to existing park.	Recreation facilities were developed on that portion of the park property.
Dick Waters Swimming Pool	1990 BF90-193	\$175,000	Renovation of the outdoor pool, four tennis courts, playground, and band shell.	The pool which was jointly operated by the City, the Monroe YMCA, and the Monroe Public Schools was closed in 2014 due to cost constraints.
Riverwalk Extension	1997 MNRTF TF97-072	\$290,125	Extension of a walkway along the River Raisin connecting Downtown with Soldiers and Sailor Park.	The Riverwalk is intact and in good condition. It is currently being considered for another extension.
Munson Park Soccer Complex	1999 CM99-25	\$233,879	Development of 12 soccer fields, exercise trail, and drainage improvements.	The soccer fields are in good condition and well-used by the community soccer groups.
Munson Park Improvements	2002 LWCF 26-01599	\$195,416	Improvements to the drive and parking, concession building development including utility extensions and connectors, tennis court reconstruction, and development of a skate park.	All the project elements are intact and maintained in good condition.
River Raisin Corridor Urban Recreation Connections	2014 MNRTF TF14-0208	\$4,086,200	Land acquisition of riverfront properties and open land adjacent to the River Raisin National Battlefield Park as part of the River Raisin Heritage Corridor - East Master Plan.	This grant is not closed.

LWCF: Land and Water Conservation Fund, MNRTF: Michigan Natural Resources Trust Fund, BF: Recreation Bond Fund, CM: Clean Michigan Initiative

NEEDS ASSESSMENT & PARK PLANS

A critical component in the recreation planning process is determining the needs and desires of the community as a basis for an action plan to improve the park and recreation system. Needs and preferences provide the rationale for the formulation of goals and objectives that lead to an action plan. To assess needs and desires, consideration was given to current City plans and initiatives and input from community stakeholders, public officials, and the residents of Monroe.

PARK ACREAGE COMPARISON

The National Recreation and Park Association (NRPA) recommends a minimum amount of parkland to adequately serve a given population size. The purpose of the NRPA guidelines is to provide minimum parkland and facility development standards that are applicable nationwide for recreation planning purposes. While the NRPA standards are useful benchmarks addressing minimum park acreage, a parks and recreation system should be tailored to meet the needs of the community.

According to the NRPA, parks are categorized as mini-parks, neighborhood parks, community parks, and regional parks. The mini, neighborhood, and community parks are the *close-to-home* parks, designed to satisfy the recreational needs of local communities as described on the right. According to NRPA standards, the suggested amount of *close-to-home* parkland is 6.25 to 10.5 acres for every 1,000 residents. The close-to-home parks include all the City parks.

NRPA Close-to-home Park Land:

Mini-Park: Addresses limited recreational needs; serves an area less than ¼ mile distance.

Neighborhood Park: Focus is on informal active and passive recreation; serves an area ¼ to ½-mile distance and is uninterrupted by non-residential roads or other physical barriers.

Community Park: Serves a broader purpose than neighborhood parks; focus is on meeting community-based recreation needs and preserving unique landscapes and open spaces; usually serves two or more neighborhoods at ½ to 3-mile distance.

Regional parks serve a broader area (an area within a 40-mile radius) and focus on meeting the recreation needs of the region and preserving unique areas. Regional parks in Monroe include the County Parks as well as the federal and state-owned parks and recreation areas described in the preceding chapter. The NRPA also recognizes other types of parks such as school grounds which can contribute to the local park and recreation system.

Table 12 presents a comparison of the NRPA suggested parkland standards with existing parks based on the 2020 City population of 20,462. According to these standards, local and regional parks meet the suggested minimum acreage for total *close-to-home* and *regional* parkland. Monroe residents are particularly well-served by the City parks and regional park facilities provided by the federal, state, and county governments that are located nearby.

Table 12. Comparison to Suggested Parkland Acreage Standards

Type of Park	NRPA Suggested Amount Acres/ 1000 Pop.	Suggested Acreage per 2020 Population (20,462)	Existing Acreage
<i>Close-to-Home</i> Parkland	6.25 - 10.5 Acres	128– 215 Acres	286 Acres
Regional Parks	15 - 20 Acres	307 – 409 Acres	14,354 Acres
Public Schools	-	-	36.7 Acres

PUBLIC PARTICIPATION

The current Parks and Recreation Plan planning process included public input received through an online survey of residents during March and April 2022.

Parks and Trails Survey

Residents were invited to provide ideas and suggestions for the City parks, trails and recreation system through an online survey. More than 425 responses from City residents were received and tabulated. Key findings from the survey are outlined below as it relates to park improvements. Trail improvement findings are found in Part II, Bicycle and Pedestrian Plan.



Park Visitation

The top four most visited neighborhood parks are:

1. Manor Park
2. Frenchman's Bend
3. Lavender Park
4. Arbor Lorain

The top three most visited community parks are:

1. Munson Park
2. St Mary's Park
3. Veteran's Park

The top three most visited River Raisin Heritage Trail and associated parks and open spaces are:

1. N. Custer/Elm Avenue Path
2. Downtown Riverwalk
3. Cappuccilli Park

The top three most visited or seen City gateways/landscape areas are:

1. Noble/Dixie Skate Park
2. Front/3rd/Union
3. Memorial Park

New Park Facility Preference

In general, respondents top choices for preferred recreation amenities in order of importance are:

1. Sidewalks/paths for walking
2. Nature trails
3. Bike lanes/paths for bicycling
4. Playground structures
5. Canoeing/kayaking
6. Picnic areas and pavilions

Recreation Program Preference

The top City program offerings that are most important to respondents include:

1. Concerts in the Park
2. Community garden plots

Park Improvements

Desired priorities for park improvements are:

1. Develop and implement a citywide walk/bike plan;
2. Maintain and improve existing community and neighborhood parks;
3. Prioritize improvements of parks and trails along the River Raisin and its connectivity to the City center;
4. Promote and support the continued development of the River Raisin National Battlefield Park.
5. Work to enhance the management of the parks' trees and natural habitat to ensure best stewardship practice;

Some of the additional specific suggestions for new park improvements include:

- Dog Park
- Kayak/canoe launch
- Fishing and fish educational programs
- More flowers
- More shared use pathways
- More walkways
- More swings for little ones
- Connected system of dedicated bike lanes
- Increased connectivity to City center
- More walking trails

Millage

Support for a millage for the maintenance and development of City Parks was positive with 68% in favor and only 8% against. This left 24% of respondents undecided on this issue.

Respondents Demographics

The majority of survey respondents reside north of the River, have lived in Monroe for more than 15 years, are between the ages of 25 to 34 years old, and have no children at home.

- Respondents are distributed as follows in the City:
 1. NW Quadrant-north and west of River/Monroe Street: 195 respondents
 2. NE Quadrant-north and east of the River/Monroe Street: 115 respondents
 3. SE Quadrant-south and east of the River/Monroe Street: 64 respondents
 4. SW Quadrant-south and west of the River/Monroe Street: 52 respondent
- 63% have lived there more than 15 years
- Ages:
 - <25: 36 respondents
 - 25-34: 114 respondents
 - 35-44: 102 respondents
 - 45-54: 75 respondents
 - 55-64: 58 respondents
 - >65: 40 respondents
- Live with children:
 - None: 222 respondents
 - One: 80 respondents
 - Two: 71 respondents
 - Three: 32 respondents
 - More than three: 18 respondents

CITY PARK PLANS

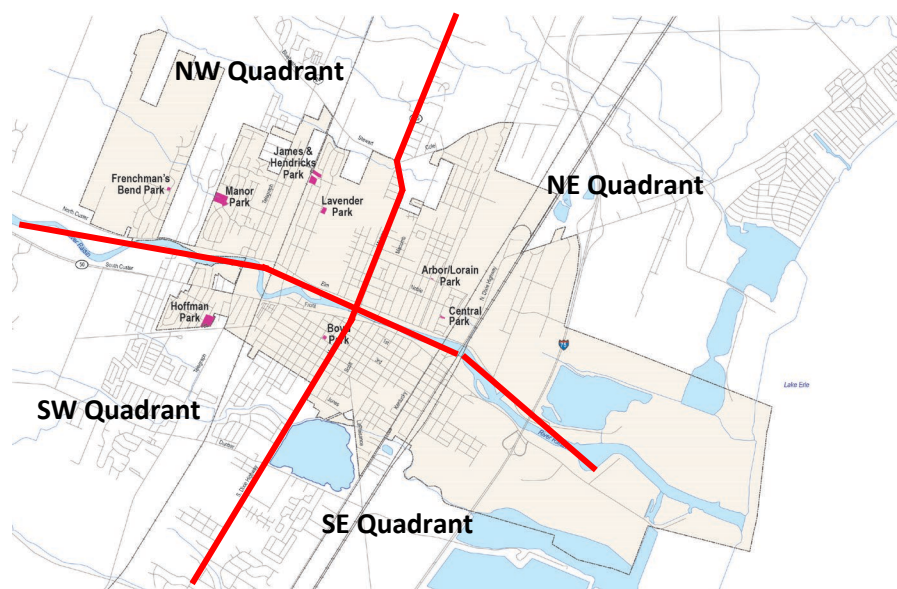
The 2018 and 2014 City Parks and Recreation Master Plans outlined action programs which have provided a strategy and road map for the development of the City's parks and recreation facilities, a significant number of which have been accomplished such as the decommissioning of Winston and Calgary parks, repurposing of the parks planned along the River Raisin Heritage Corridor, site development plans for six City parks, the redevelopment of Labor Park in 2021, the replacement of play structures in several City neighborhood and community parks, and the redevelopment of Father Cairns Park, slated to be constructed in 2023.

A review and assessment of the City park plans were conducted to inform the action program and provide valuable information and insights on the future improvements of the City parks and recreation system. Some of these plans are based on recent park planning effort including the 2019 Riverwalk Concept Plan, and the recently updated River Raisin Heritage Corridor-East Master Plan (2022).

Neighborhood Park Plans

Neighborhood parks function as the basic unit of a park system and serve as the recreation and social focus of a neighborhood. They act as gathering places where neighbors form social ties. The 2014 City Parks and Recreation Master Plan provided valuable information regarding the City's neighborhood parks and suggestions for improvements. It included a "pedestrian shed" analysis done using Census 2010 data and ArcGIS mapping. This analysis provided an estimate of the number and age of the population living within a quarter mile radius of each of the City neighborhood parks and some of the school sites. The following discussion highlights neighborhood park suggestions structured by City quadrants roughly defined by the River Raisin and Monroe Street.

Figure 18. Neighborhood Parks per City Quadrants

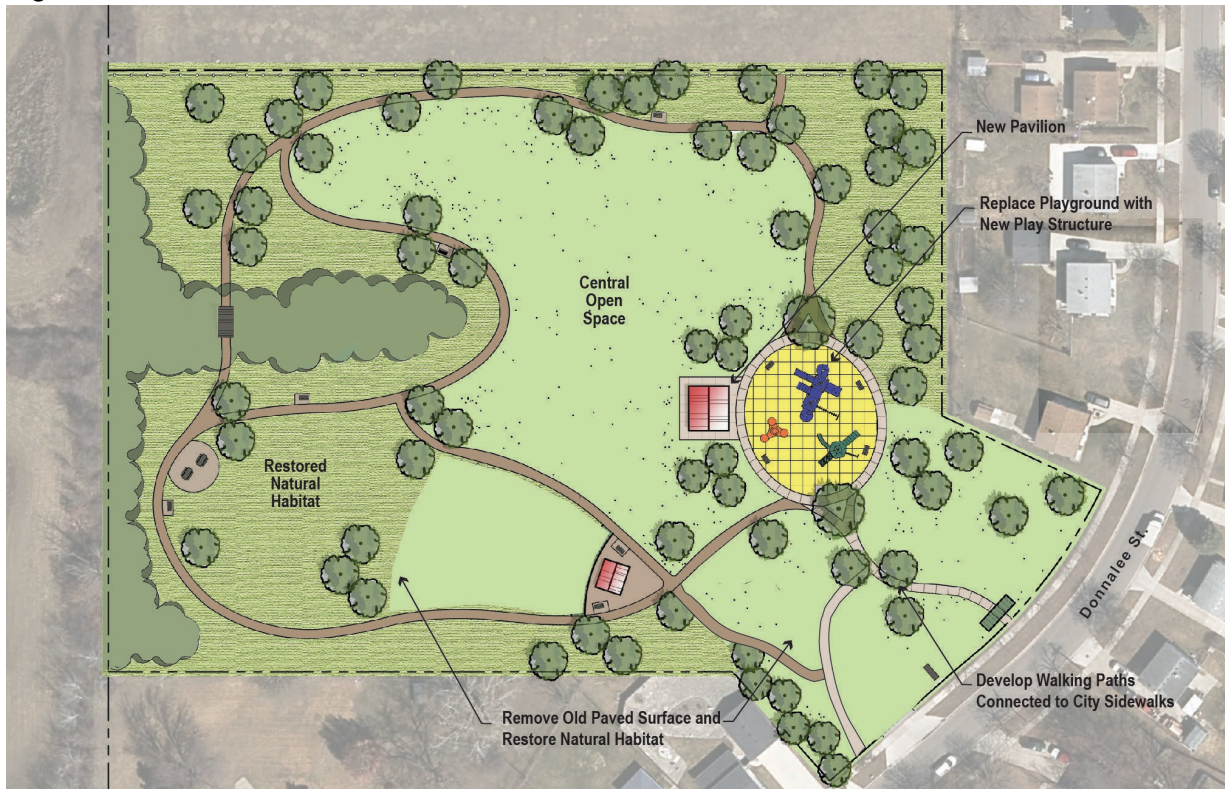


Northwest Quadrant

- Frenchman's Bend Park is the only neighborhood park serving both the Frenchman's Bend and Cranbrook Estates residential subdivisions. It had an estimated 390 residents in 2010 living within a quarter mile with an estimated 16% under 15 years old and 19% over 65. A new, upgraded play structure was recently installed at Frenchman's Bend Park.
- Located next to Manor School, Manor Park is the only neighborhood park within the Riverside Manor residential subdivision and the residential area extending east to Telegraph Road. Manor Park had an estimated 863 residents living within a quarter mile in 2010, 23% of whom were less than 15 years old. The park currently includes facilities that are no longer in use such as an inline skating surface. Poor soil conditions and drainage have resulted in pavement and court surfaces that are prone to heaving and cracking and that are hard to maintain.

- Manor Park is planned to be redeveloped as a passive park with walking paths, a picnic pavilion, updated play structure and equipment. Community gardens are also being considered for this site. Drainage improvements, restoration of natural habitat, and extensive plantings are also planned along the park's edges.

Figure 19. Manor Park Plan



Source: Adapted from *Planning a Legacy: Envisioning the Parks of the City of Monroe Through Six Master Plans, 2017*

- The Roessler-Lavender neighborhood, which is bounded by Elm Avenue, Stewart Road, the railroad track, and the Sisters, Servants of the Immaculate Heart of Mary (SSIHM) property, includes two neighborhood parks: James and Hendricks Park and Lavender Park which had similar characteristics in terms of the population age distribution living within a quarter mile in 2010.
- James and Hendricks Park had an estimated 531 residents living within a quarter mile with 32% of residents over 65 and 12% under 15. Only an estimated 325 residents lived within a quarter mile of Lavender Park in 2010 with 33% over 65 years old compared with 13% under 15. A new, upgraded play structure was installed at James & Hendricks Park. Lavender Park could appropriately incorporate recreation amenities aimed at an older population.

Northeast Quadrant:

- Arbor-Lorain Park is one of two neighborhood parks serving the entire northeast quadrant. A new, upgraded play structure was installed in 2022.
- A new playstructure was also installed at Central Park in 2022 making this open space a new neighborhood park serving the residents located nearby.
- The former Christiancy School property, located on Lincoln between Elm and Noble Avenues, had a large estimated number of residents living within a quarter mile (1,141) in 2010 with 23% under 15 and only 8% over 65. This would make the property very well suited for the development of playground equipment.

- An estimated 661 residents lived within a quarter mile of Arborwood South School with slightly more residents under 15 (20%) than residents over 65 (17%). This mix would make the property equally suited to children’s activities and amenities for seniors. Both Arborwood North and South currently feature several play structures and play equipment which were recently updated by the Monroe Public Schools.
- Greenwood Townhouses, a residential development located at the east end of Greenwood Avenue, incorporates a small park with a playground, swingset, basketball court, ball field and other elements. The park is located on land owned by the Monroe Housing Commission and serves the need of residents living nearby.

Southeast Quadrant:

- While maintaining its use as a neighborhood park, Labor Park was redeveloped as a community park.
- Navarre Field, a property belonging to Monroe Public Schools, contains a mix of school athletic facilities and a playground. An estimated 658 residents lived within a quarter mile in 2010, 21% of whom are under 15, and 8% over 65. Upgrading the play equipment at this location would potentially fulfill a neighborhood need.

Southwest Quadrant

- With an estimated 501 residents living within a quarter mile in 2010, Hoffman Park serves a fairly equal mix of residents under 15 and over 65 years old (19% and 16% respectively). A new, upgraded play structure was installed at Hoffman Park. A portion of this park property has been envisioned to be repurposed for the development of new homes along a road connecting two dead-ends. The central area would be left for the neighborhood park and connected to City sidewalks.

Figure 21. Hoffman Park Potential Development



Source: City of Monroe 2014 Parks and Recreation Master Plan

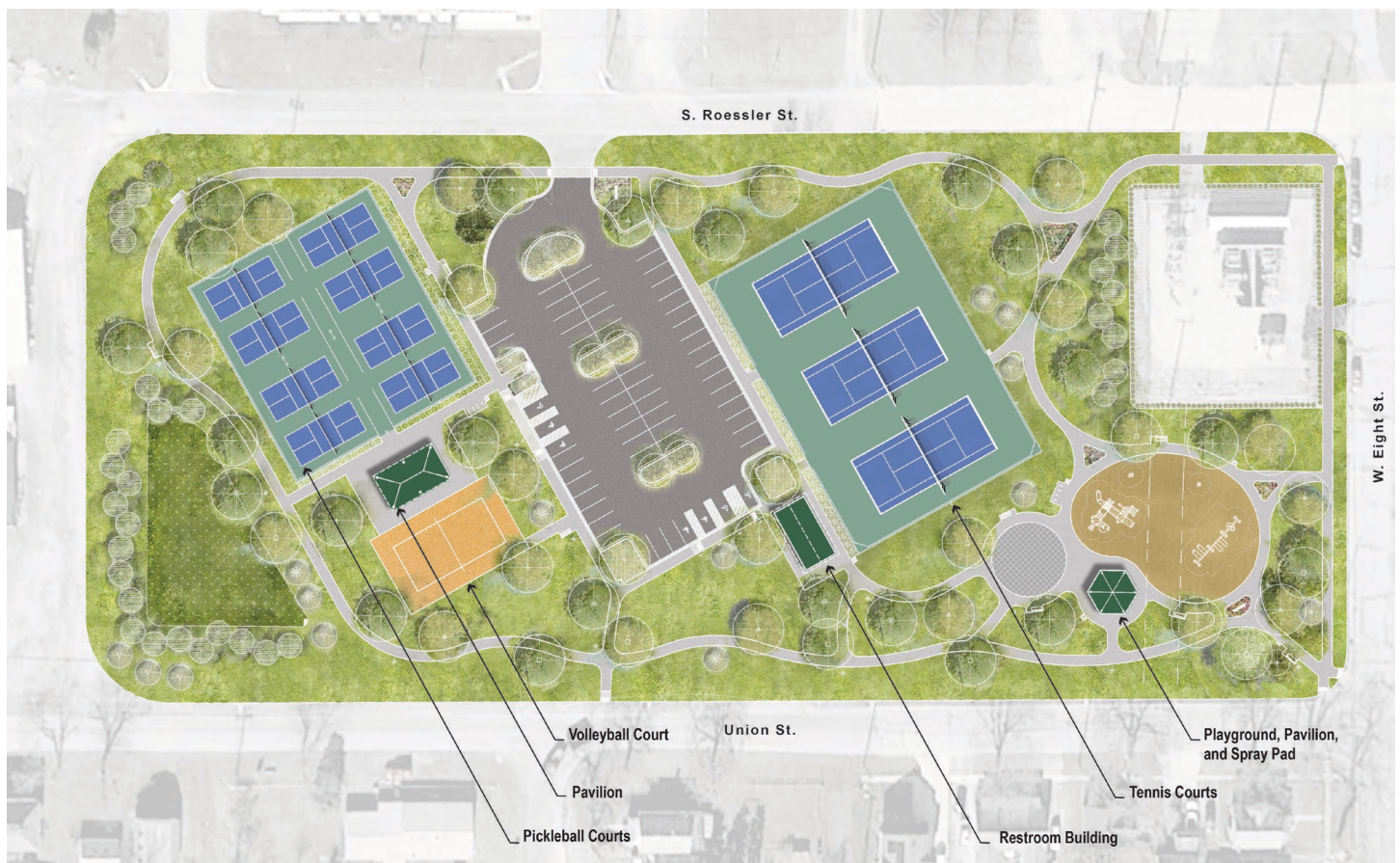
- Father Cairns Park had a high estimated number of residents within a quarter mile (1,038), with 23% under 15 years old and 13% above 65. This park will be redeveloped as a community park while maintaining its use as a neighborhood park (see next page).
- Boyd Park had a high estimated number of residents living within a quarter mile (1,223) in 2010, with 23% under 15 and only 7% above 65 years of age. This park is very attractive and serves the area well. A new, upgraded play structure was recently installed at the Park.

Community Park Plans

- Father Cairns Park will soon become an important community park destination in an area of the City that has been underserved. The project involves the development of multiple court games while maintaining a neighborhood use with playground, splash pad, and walking paths (Figure 22).

The park facilities will include include a parking area, eight pickleball courts, a sand volleyball court, three tennis courts, picnic pavilions, a play structure and swing set, splash pad, restroom, walking paths, and extensive tree plantings. The contract was just awarded and construction is scheduled to start in 2023.

Figure 22. Father Cairns Park Plan



Source: Russell Design, 2022

- Labor Park has recently been completely redeveloped to serve both as a neighborhood park and an extension of the Opportunity Center at the ALCC (Arthur Lesow Community Center). The park has transformed this City block into a community gathering place with a splash pad, a play structure and equipment, a picnic pavilion, and container community gardens.

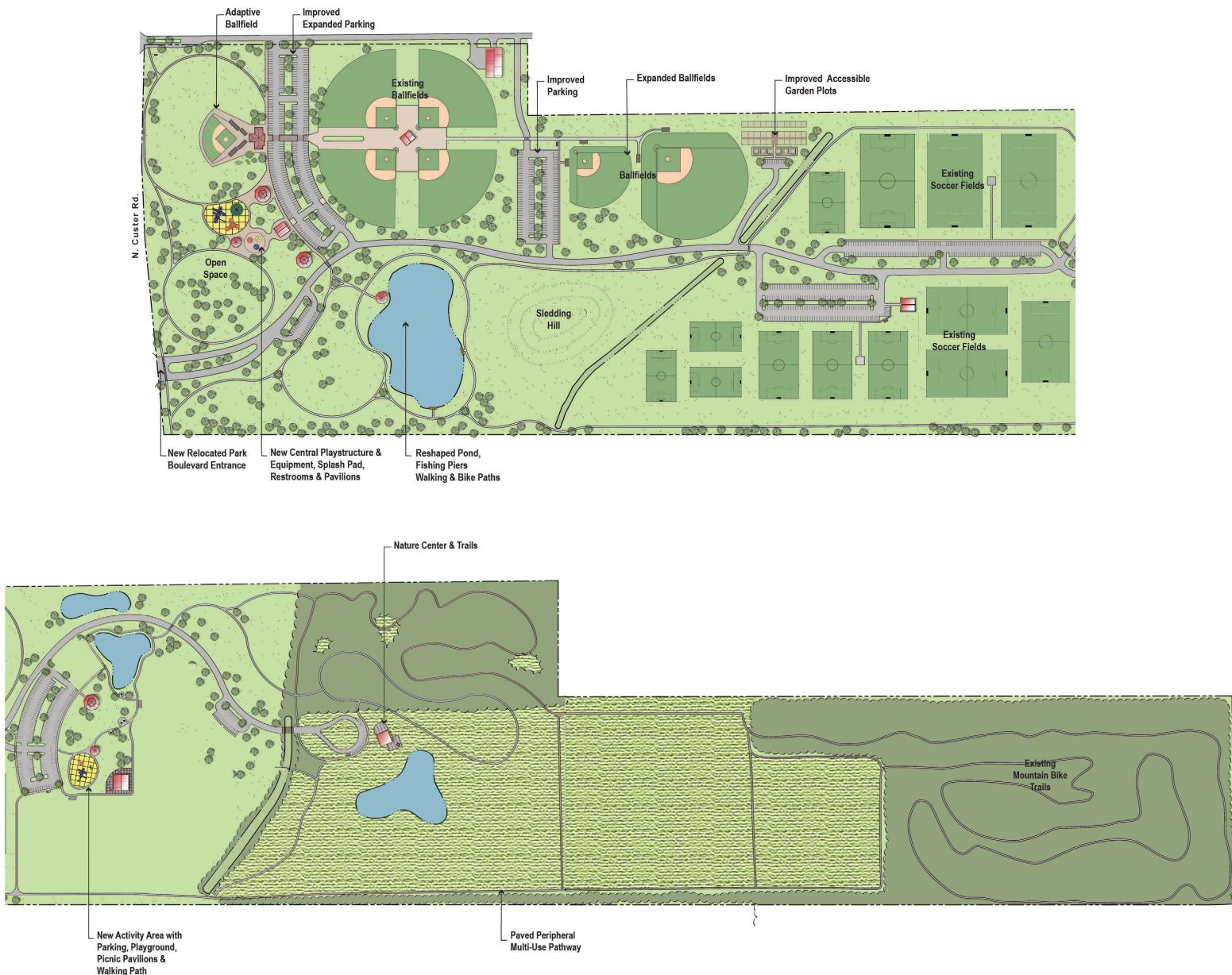
Figure 20. Labor Park



- The plan for Munson Park is extensive with a complete transformation of the front part of the park to include a new boulevard entry, open areas with walkways, a reshaped, more natural pond, a new playground, splash pad, and adaptive ballfield, four picnic pavilions, and restrooms.

The central portion of the park would remain focused on organized sports with expanded ball fields and support facilities including expanded parking and improved accessibility. A future new activity area including additional parking, playground, and picnic pavilions would be located beyond the soccer fields. The back portion is envisioned to remain natural with continued restoration of natural habitat and would be enhanced with a pond, small nature center, nature trails, and wildlife viewing as well as a peripheral paved multi-use path.

Figure 23. Munson Park Plan



Source: Adapted from *Planning a Legacy: Envisioning the Parks of the City of Monroe Through Six Master Plans, 2017*

- The vision for St. Mary’s Park is a vibrant downtown riverfront park, opening up views and access to the River Raisin by creating a riverfront esplanade with seating and overlooks. New play structures, a splash pad, and picnic shelters are proposed to complement the existing tennis and bocce courts or corn holes. A new amphitheater providing better access is envisioned. Plazas, seating areas, and walkways are proposed for pedestrian circulation and connection to the Martin Luther King pedestrian bridge, Monroe Street, and downtown.

Figure 24. St. Mary’s Park Plan



Source: Adapted from *Planning a Legacy: Envisioning the Parks of the City of Monroe Through Six Master Plans, 2017*

- Soldiers and Sailors Park is also planned to include a walkway along the Raisin River; however, the shoreline would maintain a natural vegetative buffer and be enhanced with overlooks and seating areas. An enlarged playground, enhanced war memorial, and a new picnic pavilion would be some of the proposed features of the park complementing the existing basketball and tennis courts.

Figure 25. Soldiers and Sailors Park Plan

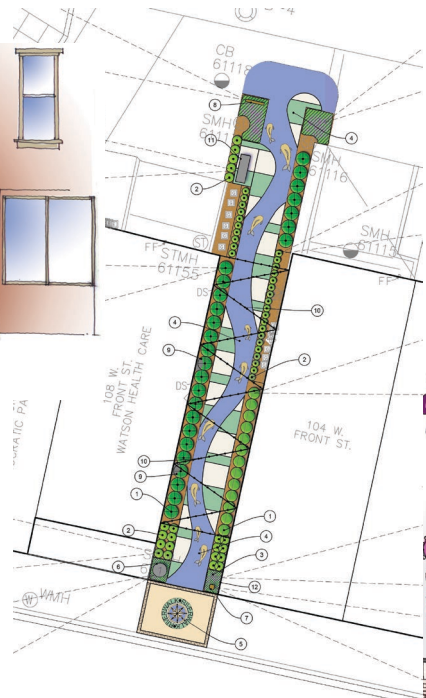
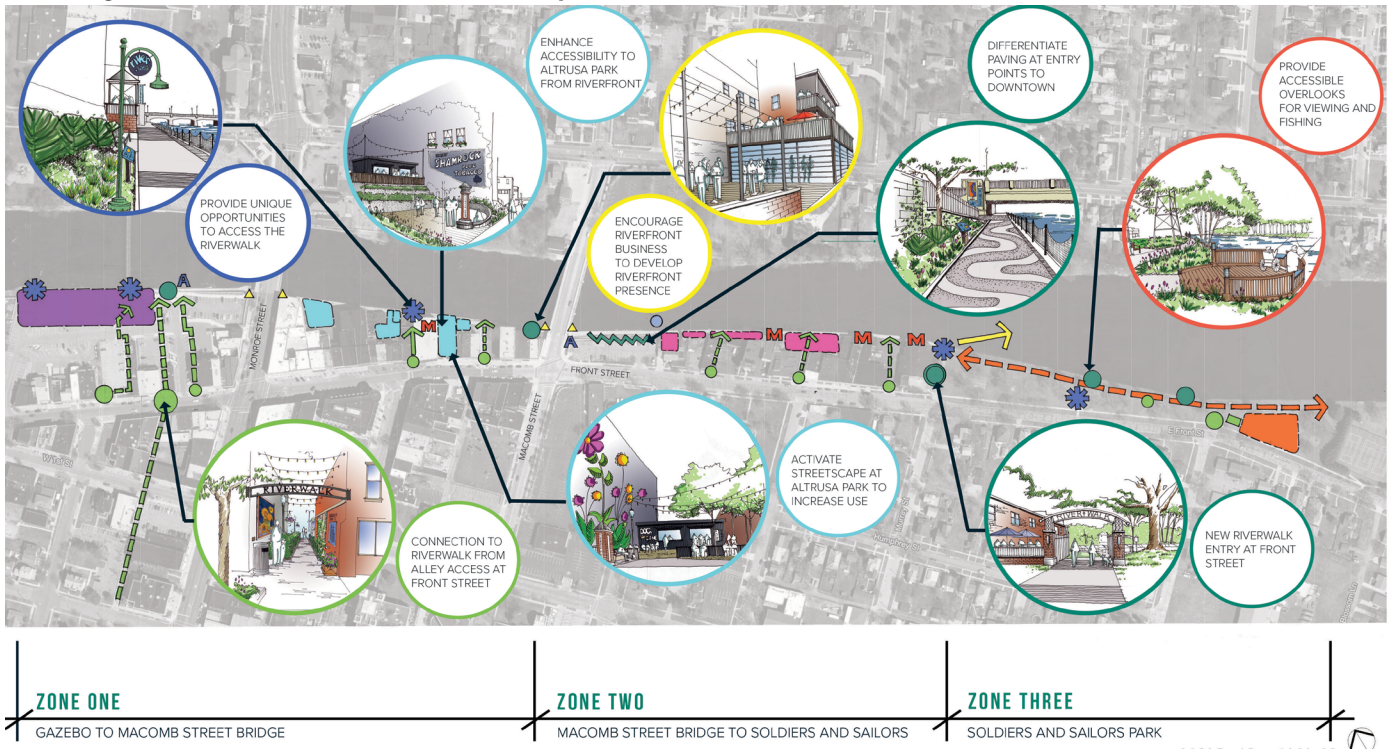


Source: Russell Design, 2020

Riverwalk and River Raisin Heritage Trail Associated Park Plans

- The vision for the Downtown Riverwalk is to address maintenance and safety issues; improve connections by adding access points and visibility; enhance pedestrian amenities with benches, trash receptacles, signage, art, lighting, and music; and boost adjacent buildings and properties by activating storefronts along the River, improving undeveloped open space, and adding murals. In addition to extending the riverwalk through Soldiers and Sailors Park as mentioned, two other zones are defined with concepts for improvements illustrated below.

Figure 26. Downtown Riverwalk Concept



Source: Russell Design, 2020

- As advanced in the 2022 River Raisin Heritage Corridor East Master Plan Update, a number of park spaces are planned to be incorporated within the River Raisin Battlefield Area, which include:
 - The visitor or education center for the Park including education areas, a re-created french settlement, and a reenactment zone.
 - Rivière-aux-Raisins Park and the River Raisin Memorial, which will become part of the re-created french settlement.
 - Rauch Park, also located on the south side of the River Raisin, a welcome area which will become the site of a waterfront park.
 - Hellenberg Park, located immediately across the River from the current National Battlefield Park, planned to provide open areas for passive outdoor recreational use in harmony with contemplative and historical uses. Walking trails would connect parking areas to the River Raisin with river overlooks for fishing and connect to the Sterling Island pedestrian bridge. A central open area for a native plant meadow or an additional passive outdoor recreational area. New picnic pavilions and an accessible canoe and kayak launch with a fishing platform would be added north of the Sterling Island pedestrian bridge.
 - A new greenway between the two railroads which will connect the Park south with Plum Creek Park and the Plum Creek Unit of the International Wildlife Refuge.
 - The Heritage Trail, which would be enhanced and extended along both sides of the River Raisin connecting the Park to Downtown Monroe and many of the other community parks.

Figure 27. River Raisin National Battlefield Park Concept



Source: 2022 River Raisin Heritage Corridor – East Master Plan Update

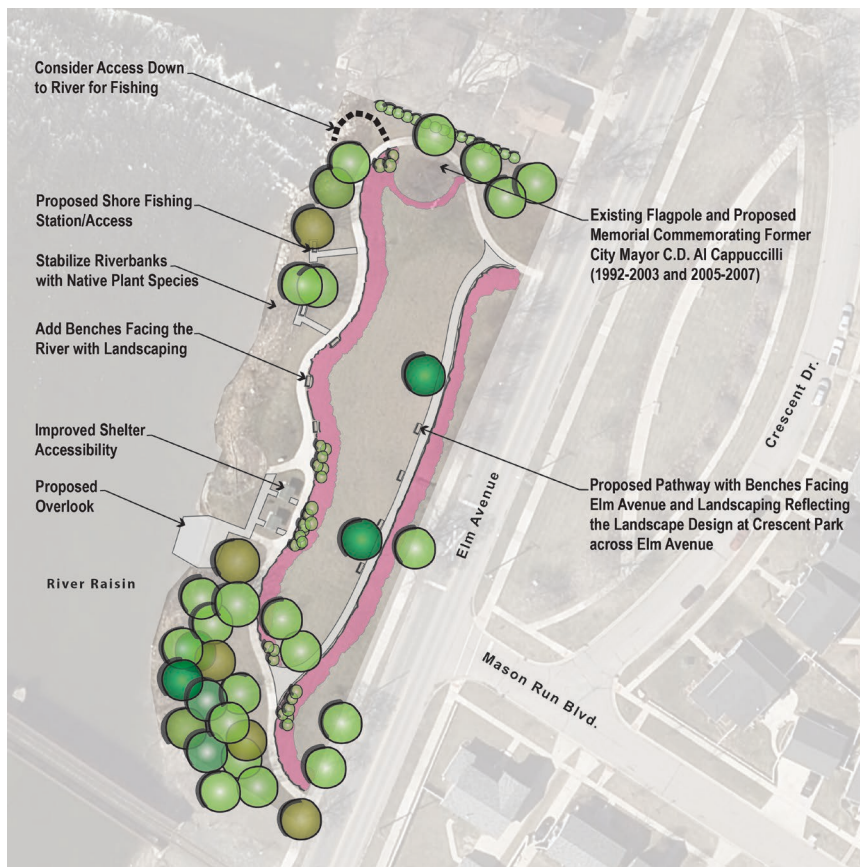
Figure 28. River Raisin Heritage Corridor Welcome Area Sketch



Source: River Raisin Heritage Corridor – East Master Plan, 2013

- Cappuccilli Park, along Elm Avenue, is the first park along the River Raisin Heritage Trail west of the National Battlefield site. The open space also faces the front of the Mason Run residential development. The Park is envisioned to mirror the open space across the street and provide a visual connection to the River. Pedestrian amenities and a signage commemorating former City Mayor C.D. “Al” Cappuccilli would also enhance this space.

Figure 29. Cappuccilli Park Concept



Undeveloped Park Plans

- The development of Mill Race Park was envisioned in 2013 during the Resilient Monroe planning process and the concept was further refined in 2017 to include vehicular access, an accessible canoe/kayak launch, a picnic pavilion, a system of walkways, boardwalks, and viewing platforms along the River Raisin with connections to the adjacent neighborhood. A disk golf course is being considered for this site as is a shared use path along the river which would continue east under the Telegraph Road bridge and reach Front Street through a ProMedica owned property. The feasibility of the accessible launch will need to be considered in light of the close proximity of the low head dams in the River. Portages and other improvements may need to be in place to make this an accessible navigable segment of the River.

Figure 30. Mill Race Park Plan



Source: *Planning a Legacy: Envisioning the Parks of the City of Monroe Through Six Master Plans, 2017*

GOALS & OBJECTIVES

Parks provide inherent positive environmental, recreation, and public health benefits to Monroe residents. Enhancing and promoting Monroe's parks and public places is a shared vision to the City's successful placemaking. The goals and objectives provide direction for the shared long-term vision of Monroe's park system. They express are broad enough to encompass the suggestions expressed from the public, officials, staff, and meet the observed deficiencies of the area's resources. They consider demographic changes, current and anticipated growth, the area's physical resources, and the on-going City plans and initiatives.

GOAL 1. PARK MAINTENANCE AND IMPROVEMENT

Provide safe, high-quality recreational experiences that increase residents' quality of life.

The maintenance and improvement of existing City park facilities is essential to ensure continued enjoyment and safety. This includes upgrading aging equipment, removing barriers to access, and general park upkeep. This also includes developing new recreation facilities to meet the changing recreational needs of residents.

- 1.1 Continue to offer high quality recreation programming and services for residents;
- 1.2 Ensure park facilities and equipment are well-maintained, clean, and safe to use;
- 1.3 Upgrade or repair aging play equipment, paved surfaces, park structures, and furnishings as needed;
- 1.4 Ensure that all parks meet accessibility standards;
- 1.5 Maintain, preserve, and enhance the City's neighborhood parks as the key focal point of the neighborhoods;
- 1.6 Continue to implement the park plans envisioned for the City parks; and
- 1.7 Incorporate an annual capital improvement budget and maintenance program for the City's budgeting process.

GOAL 2. RIVER RAISIN CORRIDOR - LAND & WATER RECREATION

Fully capitalize on the River Raisin for land and water recreation.

Linked by a river trail system through the City, the River Raisin corridor serves as the primary natural asset and recreation corridor for the City. It connects several of the community parks, the downtown, the River Raisin National Battlefield Park, the International Wildlife Refuge, and Sterling State Park. It is the principal recreation asset of the City's park system and provides a framework for developing land and water trails to connect parks and community facilities thereby serving to promote active lifestyles and enhance the health and well-being of City residents.

- 2.1 Work with the River Raisin Watershed Council, the River Raisin Institute, Monroe County, other state and regional agencies, and the City Commission on the Environment and Water Quality to protect the water quality of the River Raisin, remove invasive species, and restore natural habitat;
- 2.2 Make the riverfront park properties a priority for future improvements (Elm Avenue Pathway, Worrell, Veteran's, St. Mary's, Riverwalk, Altrusa, Soldiers and Sailors, Cappuccilli, and Hellenberg);
- 2.3 Coordinate with Monroe County and other agencies interested in developing a system of land and water trails to organize a management structure to oversee and implement the system;
- 2.4 Evaluate the potential to use the River Raisin as a kayak adventure course, including determining where appropriate depth can be achieved through channels and the most appropriate points to access the River Raisin for recreational use such as canoeing/kayaking and fishing;
- 2.5 Extend the riverwalk along the south side of the River to Hellenberg Park; and
- 2.6 Enhance and promote the River Raisin Heritage Trail, Elm Avenue Path, and Riverwalk by providing trail heads and coordinated wayfinding and interpretive signage with pedestrian amenities such as seating areas, restrooms, and other support facilities.

GOAL 3. HERITAGE, ARTS AND CULTURE

Continue to build on and promote Monroe as a heritage and cultural tourism destination.

With the National Battlefield, State Park, Wildlife Refuge, and the City's strong heritage, Monroe is uniquely positioned to offer a cultural tourism destination. Cultural tourism refers to travel designed around an area's cultural offerings, including performance, artistic, architecture, historical, recreational, and natural resources.

- 3.1 Continue to work with the River Raisin Heritage Corridor Advisory Commission, Monroe County Historical Society, and the River Raisin National Battlefield Park Foundation to implement the River Raisin Heritage Corridor-East Master Plan and coordinate unified park facilities and recreation programs;
- 3.2 Explore program opportunities to partner with interest groups to provide public art and interpretation of historic events within City parks;
- 3.3 Establish a "Veteran's Honor Trail" that would link Heck Park, Soldiers and Sailors Park, Veteran's Park, Memorial Place, and the National Battlefield Park as a commemorative trail with educational interpretive stations; and
- 3.4 Partner with the River Raisin National Battlefield Park and the Monroe County Historical Society to design and install a cultural asset wayfinding system.

GOAL 4. PEDESTRIAN AND BICYCLE NETWORK

Connect City parks and facilities and connect the City to the region.

The City Trails Advisory Committee developed a plan for an interconnected network of pedestrian and bicycle facilities that provide safe and efficient travel for both commuting and recreation between key places within Monroe, including parks, neighborhoods, schools, downtown, and neighboring communities.

The City Bicycle and Pedestrian Plan can be found in Part II of this report.

GOAL 5. STEWARDSHIP

Ensure high-quality operation, maintenance, and stewardship of parks.

Park stewardship is a value embodying responsible planning and management of resources, both physical and financial.

- 5.1 Manage and enhance the parks' trees and natural habitat to increase the park system resiliency;
- 5.2 Incorporate best practice standards for storm water management with park improvements;
- 5.3 Develop an asset management plan for existing facilities and natural resources, establish maintenance standards, and ensure adequate funding for operation and maintenance is in place;
- 5.4 Continue to evaluate and monitor recreation programs to assess their value to the overall system, make sure they respond to changing needs, and work to broaden participation;
- 5.5 Foster partnerships with health providers and agencies to coordinate services and activities; and
- 5.6 Actively pursue opportunities to leverage funding through public and private grant programs, sponsorships, and donations to assist in park and trail development.

ACTION PROGRAM

The action program details the manner in which the goals and objectives will be met. It includes a list of specific projects as well as strategies for implementation.

PARK STRATEGIES

The 2014 and 2018 park strategies recommended for each City-owned park are still valid and have been updated to reflect current circumstances. Five park strategies are recommended and are presented in Table 14 as follows:

1. **Maintain and Upgrade:** Taking care of what we have by maintaining existing assets in good repair is the first park strategy. It includes the continued maintenance of parks with the replacement/repair of aging play equipment as needed, the addition of accessible routes, refurbishing safety surfaces, resurfacing of parking, court games, and pathways, structure repair and renovation, management of the existing tree canopy and vegetation. This strategy is supported by **Goal 1: Park Maintenance and Improvement.**
2. **Improve:** This action includes the improvement of the existing community and neighborhood parks with the addition of new recreation facilities and the phased redevelopment of the larger parks. As funding is secured, the implementation of the park plans will need to be re-aligned with grant potentials and the available funds. This strategy addresses most particularly the objectives listed in **Goal 1: Park Maintenance and Improvement** and **Goal 2: River Raisin Corridor: Land and Water Trails.**
3. **Repurpose:** This action includes the development of parks as planned in the River Raisin Heritage Corridor – East Master Plan Update and coordinated with an advisory team. Transferring ownership to the National Battlefield Park for their use and exploring organizational approach to managing the repurposing of these properties will need to be considered. This strategy is supported by **Goal 3: Heritage, Arts and Culture.**
4. **Decommission:** Some City-owned properties may be better served if they are decommissioned. Oak Forest Park is a left-over piece of wooded land between tucked within residential developments, which is difficult to access. Conversations with adjacent property owners should be started to explore management solutions. In addition, a portion of Hoffman Park may be considered for a residential development increasing connectivity while maintaining its neighborhood park use. This strategy is supported by **Goal 5: Stewardship,** particularly fiscal responsibility.
5. **Develop:** This action includes the development or redevelopment of parks including Manor, Father Cairns, and Mill Race parks. Similarly, as was recommended in the previous Parks and Recreation Master Plans, the former Christiancy Elementary School presents the opportunity for the development of a new neighborhood park to serve this underserved area of the City. This strategy addresses the need to meet the changing recreational needs of residents which was part of **Goal 1: Park Maintenance and Improvement.**

Park land acquisition is encouraged and an important policy that is presumed with this plan, particularly properties that would provide river access, present opportunities for park and trail development, and continue to further the City's major initiatives. With DTE Energy's plans to decommission its plant in the future, there may be an opportunity to restore this property as natural Lake Erie shoreline habitat thereby creating additional parkland.

Table 14. Park Strategy

Type of Parks	Park Name	Maintain+Upgrade	Improve	Repurpose	Decommission	Develop	Action
Neighborhood Parks	Arbor-Lorain Park						
	Boyd Park						
	Central Park						
	Frenchman’s Bend Park						
	Hoffman Park						Consider for residential development with a small neighborhood park
	James & Hendricks Park						
	Lavender Park						
	Manor Park						Phase in development
Community Parks	Father Cairns Park						Construction for 2023
	Labor Park						
	Munson Park						Phase in development
	St. Mary’s Park						Phase in development
	Soldiers & Sailors Park						Riverwalk extension & other improvements
	Veteran’s Park						Consolidate shelters
River Raisin Heritage Trail & Associated Parks & Open Spaces	Altrusa Park						Coordinate with DDA
	Cappuccilli Park						
	Elm Avenue Bike Path						Widen to meet AASHTO standards
	Downtown Riverwalk						Coordinate with DDA
	Hellenberg Park						Implement per RRHC-EMP
	Plum Creek Park						Implement per RRHC-EMP
	Rauch Park						Implement per RRHC-EMP
	River Raisin Memorial						Implement per RRHC-EMP
	Rivière-aux-Raisins Park						Implement per RRHC-EMP
	Worrell Park						
City Gateway & Special Purpose Sites	Front/Third/Union Park						
	Gateway Park						
	Noble/Dixie Skate Park						Improve as a City gateway
	Memorial Place						
Landscape Areas	Elliot Park						
	Crescent Park						
	Median Park						
	Noble Park						
Undeveloped	Oak Forest Park						Decommission
	Mill Race Park						Phase in development
Indoor Facilities	Opportunity Center at the ALCC						Operated by the Monroe County Opportunity Program (MCOP)
	Sawyer Homestead						Operated by the Sawyer Homestead group
Other	Other properties such as the former Christiancy School grounds and Greenwood Park						Discuss long range agreement/disposition with Monroe Public Schools & Monroe Housing Commission

RRHC-EMP: River Raisin Heritage Corridor – East Master Plan

ACTION PLAN

Table 15 lists the individual projects along with the specific tasks to be accomplished, the project objective reference, a construction cost estimate, and potential funding sources. In addition, the projects are listed in a sequential order and a time frame for completion has been assigned. Short-term (ST) projects are recommended for completion within one to two years while long-term (LT) projects may take longer to be completed, within five to six years. Mid-term is between the two (MT).

Table 15. Capital Improvement Projects

Project	Goal	Cost Estimate	Time Frame	Funding Sources
Fr. Cairns Park Redevelopment Construct parking area with access from Roessler Street, concrete walkways, pickleball courts, tennis courts, volleyball court, restroom building, 2 picnic pavilions, play equipment, spray pad, site furnishings, park sign, and landscaping.	1	\$3,250,000 <i>Actual Cost</i>	ST	Grants, General Funds, CDBG Funds
Hellenberg Park Improve river access with accessible launch.	1+2	\$75,000	ST	Grants, General Funds
Riverwalk Lighting and Security.	2	\$390,000	ST	DDA, General Funds
Soldiers & Sailors Park – Phase 1 Extend Riverwalk through Soldiers and Sailors Park, add observation decks and areas, seating, shore retaining walls, and landscaping.	2	\$844,100	ST	DDA, General Funds
Monroe Loop Greenway Develop the City-owned properties along the former railroad bed as a greenway extension of the Loop Trail from the intersection of Roessler Street and Fifth Street to downtown with a trail, plazas, seating areas, and other amenities.	2+4	See Bicycle & Pedestrian Plan	ST	Grants, General Funds, CDBG Funds
Cappuccilli Park Install fishing stations, overlook, additional pathway, landscaping and interpretive signs (honoring former Mayor Cappuccilli).	2	\$500,000	MT	Grants, General Funds
Mill Race Park Development – Phase 1 Construct an entry drive and gravel parking area, trails, pathway, boardwalk, plaza, canoe/kayak launch, park sign, and landscaping.	2	\$407,500	MT	Grants, General Funds
Mill Race Park Development – Phase 2 Build concrete walks and connections to adjacent neighborhood, surface parking area, install large picnic shelter, viewing platforms add interpretive signage, site furnishings, and natural habitat restoration.	2	\$525,400	MT	Grants, General Funds
Manor Park Redevelopment Remove pavement, grade and improve site drainage, construct perimeter walking trail, concrete walkways, install picnic shelter, play equipment, site furnishings, natural habitat restoration, and landscaping.	1	\$605,000	MT	Grants, General Funds
Soldiers & Sailors Park – Phase 2 Replace play equipment, add picnic pavilion with restroom, build new war memorial plaza, enhance entryway, and add site furnishings and landscaping.	2	\$807,400	MT	Grants, General Funds

Project	Goal	Cost Estimate	Time Frame	Funding Sources
St. Mary's Park Redevelopment – Phase 1 Develop east park area with enhanced pedestrian connections through parking area, addition of a promenade along the waterfront with plazas, overlooks, seating areas, improved connection from pedestrian bridge with central gathering area with treillis, tree groves and landscaping.	2	\$1,162,700	MT	Grants, General Funds
Land Acquisition Former Christiancy School Property Park Development.	1	TBD	LT	Grants, General Funds, Donations
St. Mary's Park Redevelopment – Phase 2 Develop west park area with new playground, splash pad, picnic pavilion, a west promenade along the waterfront with plazas, overlooks, seating areas, refurbished bandshell with improved accessibility.	2	\$1,116,300	LT	Grants, General Funds
Munson Park Redevelopment – Phase 1 Redevelop the front part of the park with a new boulevard entry and addition of parking areas, along with a new, centrally located playground, splash pad, restroom building, landscape open areas with walkways, reshaped natural pond, and landscaping.	1	\$3,993,700	LT	Grants, General Funds
Munson Park Redevelopment – Phase 2 Develop an adaptive ball field, improve and expand existing ball fields, add a picnic pavilion.	1	\$1,554,700	LT	Grants, General Funds
Munson Park Redevelopment – Phase 3 Resurface drive and parking areas, add picnic shelters/areas, furnishings, and other recreational amenities. Reassess desired future phases for park plan implementation.	1	\$1,017,300	LT	Grants, General Funds

Abbreviations: TBD: To be determined

General Note: Construction cost estimates are for budgetary purposes only. Further investigations will be necessary to determine an engineers' probable cost opinion. Costs do not include any fees/amounts associated with conducting topographic survey, developing engineering design plans, or overseeing construction and performing inspections. An additional range of 10 to 30% may cover these costs, depending on the complexity of the project and the source of funding.

OTHER INITIATIVES

In addition to the park strategies discussed, other actions and initiatives are recommended with this plan which involve many more community stakeholders than just the City including the Detroit River International Wildlife Refuge, the River Raisin National Battlefield Park, Sterling State Park, Monroe County, the Monroe County Historical Society, Monroe Public Schools, the Community Foundation of Monroe County, Monroe County Community College, and other agencies.

Water Trails

The River Raisin corridor provides opportunities for the development of a water trail that connects waterfront parks and serves to promote active lifestyles and enhance the health and well-being of City residents. Coordination with Monroe County, the National Battlefield Park, the State Park, and the International Wildlife Refuge will be important in developing a water trail on the River Raisin. Clearly, there is a need to evaluate the most appropriate points to access the River for canoe and/or kayak use and to assess the potential to use the River Raisin as a kayak adventure course. This would include determining where appropriate depth can be achieved through channels particularly for the stretch within the City which still has a few low head dams. Once a route and access points have been ascertained, developing launches, portages, and signage from both the water and land user points of view can proceed. Promoting the water trail through marketing and programming will also become an important element of this initiative.

Land Trails and Connections

This initiative also involves the City as well as the region's stakeholders and includes three distinct components: the extension of the Riverwalk, the continued development of the River Raisin Heritage Trail, and the development of on-street bicycle facilities within the City.

The extension of the **Riverwalk** is a project already initiated by the City Downtown Development Authority and is envisioned to eventually reach Rauch Park or what will become a waterfront welcome area as part of the River Raisin Heritage Corridor – East Master Plan. As described, enhancements are planned to incorporate lighting, overlooks, fishing stations, seating, and more.

The continued development of the **River Raisin Heritage Trail** is envisioned as developing connections both north to Iron Belle State Trail through North Dixie Highway and Michigan's first road (U. S. Turnpike Road) and west to form the Monroe loop which will connect Territorial Park, the County facilities along Raisinville Road, the Monroe County Community College, Monroe High School, and West Seventh Street back to the City. The next step is to extend the trail as a linear park to connect to the City's downtown. Once established, trailheads may be developed with coordinated wayfinding and interpretive signage and amenities such as seating areas, restrooms, and other facilities.

There is also an opportunity to implement the citywide interconnected network of pedestrian and bicycle facilities that provide safe and efficient travel for both commuting and recreation. This initiative entail making it easier and safer to walk and bike to more places in the City by developing a mix of both on-street and off-street bicycle facilities, as well as other "complete streets" infrastructure implemented with street construction and improvement projects.

River Raisin Heritage Corridor – East Master Plan

The continued work to implement the River Raisin Heritage Corridor - East Master Plan is an on-going initiative that has seen great strides in the past 10 years since it has been initiated. As progress is made, it will be imperative to continue to coordinate and further the partnerships built with the area recreation providers and community stakeholders to promote the shared-use of the area's parks and recreation facilities. This is important not only to coordinate the unified development of the planned park projects but also to organize events and programming such as historic interpretation programs and a cultural asset wayfinding system.

Operations, Programming, and Administration

There is a need to ensure that existing City park facilities are maintained to a high quality standard and to continue developing outstanding facilities and programs. Park facilities and recreation programs that are safe, functional, well-maintained, and continue to respond to the changing needs of the community are essential to the success of the City of Monroe parks and recreation services.

Fiscally sound administrative and operational strategies will need to be put in place to sustain outstanding services. This will entail monitoring fees and costs for recreation programs and services, establishing a cost recovery policy based on the desired level of community subsidy, working to increase revenues, developing a maintenance plan for each park to include routine and preventive maintenance tasks, and scheduled improvements. Increasing staffing and maintenance equipment to support additional facilities, and providing proper training and management of personnel will become equally important to continue to provide quality services.

With the Monroe area parks and recreation resources owned and operated by a variety of public and quasi-public entities, the role of the City Parks and Recreation Department will need to evolve as a recreation facilitator and coordinator.

City Parks and Recreation Services

Parks and recreation services include a variety of venues, such as children play activities, walking, biking, historical interpretation, canoeing and kayaking, bird watching, musical performances, and organized sports. In the last few years, parks and recreation services have continued to shift along with the relationship to the Monroe City Council Goals which emphasize investment in recreational, cultural, and historical assets. This goal ties together the local parks and recreation services with efforts to expand access to the River Raisin, build a strong relationship with the River Raisin National Battlefield Park, bolster arts and cultural events, and develop a bicycle and pedestrian network. The alignment of these interconnecting initiatives led to the dissolution of the Parks and Recreation Advisory Commission and to the creation of the Trails Advisory Committee. In this way, parks and recreation becomes an underpinning of Monroe's quality of life.

IMPLEMENTATION STRATEGIES

To accomplish the recommended actions during the next five years, it will be necessary to secure adequate funding. The current budgets provide a limited amount of money for parks and recreation facilities. Therefore, the following strategies are recommended in order to proceed as planned.

Apply for Federal Funding

At the federal level, MDOT, in conjunction with SEMCOG, funds Transportation Alternatives Program (TAP). A minimum 20% local match is required for proposed projects and applications are accepted online on an on-going basis. Activities may include:

- Provision of facilities for pedestrians and bicycles including new or reconstructed sidewalks, walkways, curb ramps, bike lane striping, wide paved shoulders, bike parking, off-road trails, bike and pedestrian bridges, and underpasses;
- Provision of safety and educational programs for pedestrians and bicyclists designed to encourage walking and bicycling; and
- Acquisition, planning, designing and constructing abandoned railway corridors.

The City of Monroe is designated an "Entitlement Community" by the federal government due to median family incomes and other impaction factors and received Community Development Block Grants (CDBG). Funds must be used to benefit low and moderate income families and neighborhoods. The planned development of Labor Park will be funded through CDBG funds.

Apply for State Funding

At the state level, the Michigan Natural Resources Trust Fund (MNRTF) and the Land and Water Conservation Fund (LWCF) continue to be the primary funding sources for parkland acquisition and development. The new Recreation Passport grant also offers some state funding to local units of government.

The MNRTF provides funding for the purchase and development of parkland for natural resource-based preservation and recreation. Grant proposals must include a local match of at least 25% of the total project cost. There is no minimum or maximum for acquisition projects. For development projects, the minimum funding request is \$15,000 and the maximum is \$300,000 in 2022. Applications are typically due April 1st.

The LWCF is a federal appropriation to the National Park Service, which distributes funds to the MDNR for development of outdoor recreation facilities. The focus of the program has recently been on meeting community recreation needs such as playgrounds, picnic areas, skate parks, ball fields, soccer fields, and walking paths. Minimum grant requests were \$30,000 and maximum grant requests were \$300,000 in 2022. The match percentage is 50% of the total project cost. Applications are usually due on April 1st.

The Recreation Passport grant program offers funding for the development of outdoor public recreation facilities for local units of government. Minimum grant requests are \$7,500 and maximum requests are \$150,000 in 2022. The local match obligation was 25% of the total project cost. Applications are usually due on April 1st as well.

The Michigan Spark Grant is a new program to help local communities that create, renovate, or redevelop public outdoor opportunities including completing critical trail projects. Criteria include public benefit, financial considerations, access to project site, access to new opportunities for people of all abilities, clarity of scope and ability to execute, renovation and long-term maintenance. The first round of applications launched in October 2022 with two more rounds of applications and grant awards expected in 2023 making approximately \$65 million of coronavirus state and local fiscal recovery funds available. Projects must be completed in 2026.

The Coastal Zone Management Program provides grant funds to coastal communities to protect and restore healthy coastal ecosystems including fish and wildlife habitat, creating and enhancing public access to the Great Lakes and coastal resources, preserving historic maritime structures, revitalizing urban waterfronts, minimizing the loss of life and property in areas vulnerable to coastal hazards including erosion, floods, and dangerous currents, and increasing recreational opportunities along Michigan's Great Lakes coast. The program is administered by the Michigan Department of Environmental Quality. It is a state/federal partnership with the National Oceanic and Atmospheric Administration (NOAA). Grants are usually due by December 31st with maximum grant awards no more than \$100,000 and a one to one match required.

Other funding conducted in partnership with the MDNR is available through other state government divisions, such as the Fisheries Division (Inland Fisheries Grants) and the Forest Resources Division (Community Forestry Grants).

The Inland Fisheries programs consider projects that enhance habitat and fisheries, riparian property for public fishing use, water quality, and ecology. While not currently offered, they may become available in the future.

Municipalities may use Community Forestry grants to develop a management plan for a municipal forest which would include a component targeting outreach to private landowners. Grant requests may be up to \$20,000 depending on the project type and applications are usually due in the middle of the summer. DTE Energy also offers tree planting grants for up to \$3,000 to local municipalities in its service area.

Apply for Other Grant Funding

There are also a variety of smaller grant programs available for the establishment of greenways/ pathways or greenway-related facilities such as Bikes Belong Coalition. The Bikes Belong Coalition is sponsored by members of the American Bicycle Industry. Their mission is to put more people on bikes more often. The program funds projects in three categories: facility, education, and capacity building. Requests for funding can be up to \$10,000 for projects such as bike paths, trails, lanes, parking, and safe routes to school. Applications are reviewed on a quarterly basis.

The DALMAC Fund also contributes grants to expand bicycling in Michigan. Awards of approximately \$10,000 are typically granted and applications are due at the beginning of March with final decisions made by mid-May.

Seek Other Sources of Funding

Foundations, private grant opportunities, business sponsorships, donations, and corporate grants are additional sources of funding which should be aggressively pursued to raise funds for park and trail development.

PART II
BICYCLE AND PEDESTRIAN PLAN

CITY OF MONROE BICYCLE AND PEDESTRIAN PLAN



2023



Draft
December 5, 2022

ACKNOWLEDGEMENT

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INTRODUCTION

In communities across Michigan and the nation, there is a growing need and responsibility to provide options that give people the opportunity to walk and bike to more places and to feel safe while doing so. The benefits of walking and bicycling whether for utilitarian or recreational purposes can be framed in terms of improved environmental and individual health. A community that encourages walking and bicycling can experience reduced traffic congestion and improved quality of life. There are also economic benefits that are more difficult to measure, but are associated with the increased economic vitality of communities that promote pedestrian mobility.

In November 2020, City of Monroe voters approved a 15-year millage to support the development and upgrade the City's roads and trails. The two-mill levy will raise an estimated \$1.9 million per year over the next 15 years. A Trails Advisory Committee was formed in 2021 to assist in the design, planning, and advocacy of a citywide bicycle and pedestrian system connected to the regional network as well as to make recommendations to City Council regarding pedestrian and bicycle improvement projects.

The purpose of the City of Monroe Bicycle and Pedestrian Plan is to articulate a citywide non-motorized transportation vision. The Plan provides a framework for a citywide network and a clear direction for the implementation of sidewalks and bikeways throughout the City. The plan is intended to guide bicycle and pedestrian facility planning, design, and development for the City. It is implementation-oriented and is also intended to serve as a basis for future grant applications and funding requests.

The City Trails Advisory Committee including citizens and community stakeholders helped guide the development of this Plan through numerous meetings which took place from January to December 2022.

The plan includes the following elements:

- A review of past and current non-motorized related planning initiatives,
- A review and analysis of existing conditions,
- An assessment of resident preferences,
- The determination of routes that present opportunities,
- The development of a plan providing recommendations and strategies for implementing the citywide vision and addressing routes, design, phasing, and funding, and
- The formulation of goals and objectives to guide the citywide non-motorized vision with emphasis on achieving a walking and bicycling transformation of the City of Monroe through encouragement, education, and enforcement.

GOALS & OBJECTIVES

The City of Monroe's vision for non-motorized transportation is:

To make it safer and easier for more people to walk and bike in Monroe.

Five principal goals are identified to achieve this vision:

1. Network development and connectivity
2. "Complete Streets" or streets accommodating all users (e.g., pedestrians, bicyclists, motorists, and other users)
3. Regulations and enforcement
4. Education and encouragement
5. Funding and coordination

GOAL 1. NETWORK DEVELOPMENT AND CONNECTIVITY

Develop a citywide interconnected network of pedestrian and bicycle facilities in the City of Monroe.

- Provide safe travel to key destinations including residential areas, schools, parks, trails, community facilities, and Monroe's businesses and downtown core.
- Provide a well-defined separation of pedestrians, bicycles, and cars on major streets with the use of designated bicycle facilities including off-the-road and on-the-road bicycle accommodations.
- Advance the implementation of the regionally significant trail connections traversing the City including the River Raisin Heritage Trail, the Monroe Loop Trail, the Great Lakes Way, and the county-wide important connections to the region.
- Create rest areas or bike parks which could include amenities such as wayfinding maps, bike racks, benches, and bicycle repair stations along bikeways and pathways.
- Develop a uniform signage and way finding system for the non-motorized network to identify pedestrian and bicycle facilities as well as destinations and community facilities.
- Identify and designate pedestrian and bicycle routes and create a map for distribution.

GOAL 2. COMPLETE STREETS

Recognize bicycling and walking as viable transportation modes and critical components of the City public infrastructure.

- Adopt a "Complete Streets" resolution (See proposed draft resolution in appendix to this report).
- Conduct a review of all streets and trunk lines including M-50, Telegraph Road, and Monroe Street to ensure bicycle and pedestrian improvement plans are coordinated.
- Coordinate the provision and improvements of pedestrian and bicycle facilities such as bike lane striping during road resurfacing or reconstruction work.
- Review and modify sidewalk and street standards to accommodate all users: pedestrian, bicycle, and vehicular users.
- Consult the Bicycle and Pedestrian Plan with all transportation projects.

GOAL 3. REGULATIONS AND ENFORCEMENT

Incorporate the Bicycle and Pedestrian Plan recommendations into the City of Monroe's planning processes, ordinances, and plans.

- Incorporate the recommendations of the Bicycle and Pedestrian Plan into the City's Master Plan as well as other City plans including the Parks, Trails, and Recreation Master Plan, Telegraph Road Corridor Improvement Plan, Downtown Master Plan, and the River Raisin Heritage Corridor – East Master Plan.
- Engage the City of Monroe Citizens Planning Commission to offer direction on the development a “Complete Streets” ordinance.
- Prohibit vehicle right turns on red lights and texting while driving in the City of Monroe.
- Re-examine City policies and rules regarding the use of bicycles on sidewalks downtown or on the Riverwalk, the use of electric bicycles, scooters, or other self propelling devices on sidewalks or streets.
- Communicate the rules with clear signage to alleviate user conflicts.
- Incorporate bicycle parking requirements into zoning regulations for proposed development.

GOAL 4. EDUCATION AND ENCOURAGEMENT

Promote bicycling and walking in the City of Monroe by improving an awareness of bicycle and pedestrian facilities and opportunities.

- Encourage bicycling and walking to bolster personal health and promote healthy lifestyles.
- Develop a safety and education campaign targeting pedestrians, bicyclists, and motorists to raise awareness of the system and encourage its appropriate use.
- Coordinate with community organizations as well as civic and business partners (e.g., bicycle shops) to develop and/or strengthen pedestrian and bicycle education programs which would teach safety skills such as bike rodeos, safety town, and silver wheels programs.
- Promote bicycling and walking as transportation to and from schools and work.
- Encourage participation in the Safe Routes to School Program by Monroe Area Schools.
- Work with the Monroe Police Department to raise awareness of the Bicycle and Pedestrian Plan and encourage enforcement of pedestrian, bicycle, and vehicular laws.
- Work with area health agencies and support public health impact assessments to promote the development of bicycle and pedestrian infrastructure.
- Integrate the connection of health and nonmotorized travel through partnerships with other organizations such as health-care providers, the YMCA, and the area agency on aging.
- Make bicycling and walking resources available through the City of Monroe website.
- Apply to become a Bicycle Friendly Community through the League of American Bicyclists.

GOAL 5. FUNDING AND COORDINATION

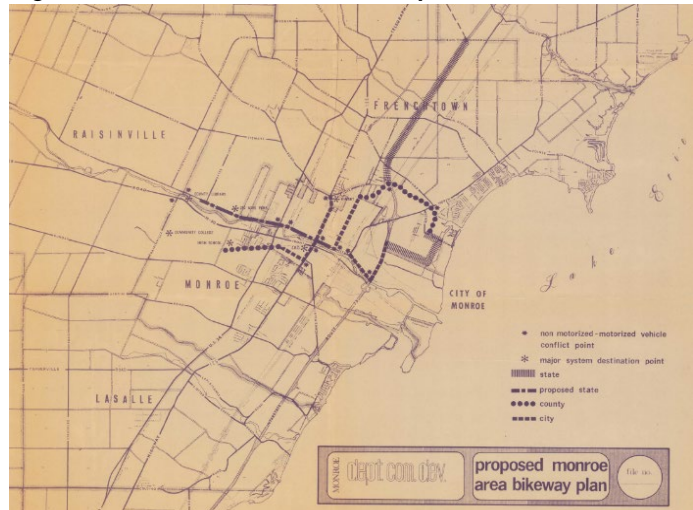
Ensure implementation of this plan.

- Convene a permanent Advisory Committee to create a systematic method for ongoing citizen input, to focus on the City Bicycle and Pedestrian Plan advocacy and implementation, and to make recommendations for project funding.
- Coordinate non-motorized projects and efforts with adjacent community and county agencies.
- Ensure that the current dedicated City millage funds for trails is renewed.
- Seek grant funding or other funding sources.
- Monitor and evaluate the effectiveness of bicycle and pedestrian facilities.

CONNECTIVITY

The vision for a non-motorized system in the City of Monroe dates back to the 1980s when a bikeway plan was first envisioned to connect state, county, and city assets in the Monroe area. Today, walking, bicycling, running, canoeing, and kayaking are the top desired outdoor recreation activities for City residents. The City's 2019 Parks and Recreation Master Plan called for the development of an interconnected network of pedestrian and bicycle facilities to provide safe and efficient travel for both commuting and recreation between key destinations within the City including parks, neighborhoods, schools, downtown Monroe, and neighboring communities.

Figure 1. 1980s Monroe Area Bikeway Plan



LOCAL CONNECTIVITY

At the local level, the City of Monroe is closely intertwined with Frenchtown Charter Township on the north and Monroe Charter Township on the south. All three communities have non-motorized concept plans within their jurisdictions.

The City of Monroe most recent 2016 Master Plan includes a concept plan for both on-street and off-street pathways as shown on Figure 2. Proposed pathways are depicted for several streets connecting to the primary spine along Elm Avenue.

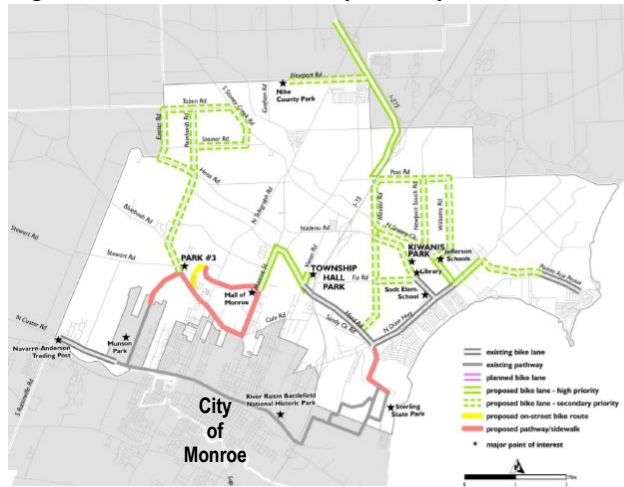
Figure 2. City of Monroe Non-Motorized Concept Plan



Source: Resilient Monroe 2016 Master Plan

Non-motorized corridors in Frenchtown Township are proposed to connect to the City at Munson Park, Stewart Road, Monroe Street, and at Sterling State Park. In Monroe Township, proposed non-motorized paths are depicted to connect to the City at West Seventh Street, Telegraph Road, Monroe Street, and LaPlaisance Road.

Figure 3. Frenchtown Township Concept



Source: 2017 Frenchtown Township Recreation Plan

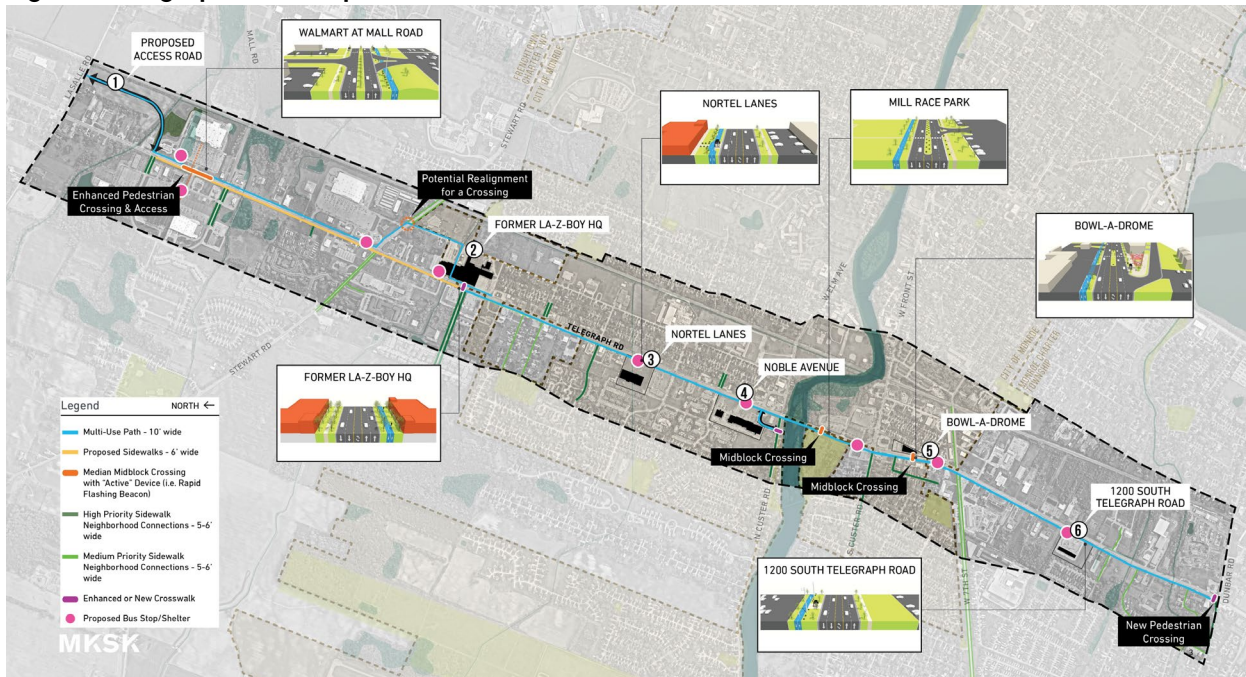
Figure 4. Monroe Township Concept



Source: 2016 Monroe Township Master Plan

Several other planning initiatives in the City have relevance to the current work effort because they advance walking and bicycling improvements. The 2019 Telegraph Road Corridor Improvement Plan, a multi-community effort involving the City of Monroe, Frenchtown and Monroe Townships, outlined a series of strategies and concepts to revitalize the corridor, some of which involved improving safety and travel of all users, including pedestrian and bicyclists. As depicted on Figure 5, the Plan recommends the establishment of a 10-foot wide path for both pedestrians and bicyclists along the entire length of the corridor planned along the west side of the roadway from Dunbar Road north to Holiday Boulevard and along the east side of the roadway north from Holiday Boulevard to Walmart. Other supporting improvements recommended include enhanced crosswalks, mid-block crossings, and additional sidewalks.

Figure 5. Telegraph Road Proposed Multi-Use Path



Source: 2019 Telegraph Road Corridor Improvement Plan

The City 2018 Downtown Monroe Master Plan called for calming downtown streets and increasing pedestrian activity. The conversion of one-way streets to two-way along with reconfiguring Monroe Street are envisioned to improve connectivity and activity in Downtown Monroe. Various options were outlined to improve Monroe Street, one of which consisted of a road diet with bike lanes from Fifth Street north to Willow Street. This is the preferred option because it includes bicycle accommodations.

Figure 6. Monroe Street Reconfiguration



Source: 2018, Downtown Monroe Master Plan

The City of Monroe 2019 Riverwalk Conceptual Master Plan developed a vision for expanding the use of the riverfront and the Riverwalk. Recommendations include the extension of the Riverwalk eastward through Soldiers and Sailors Park, wayfinding improvements to and along the Riverwalk through basic signage or artistic wayfinding painted onto walls or other surfaces, and enhanced lighting or artwork.

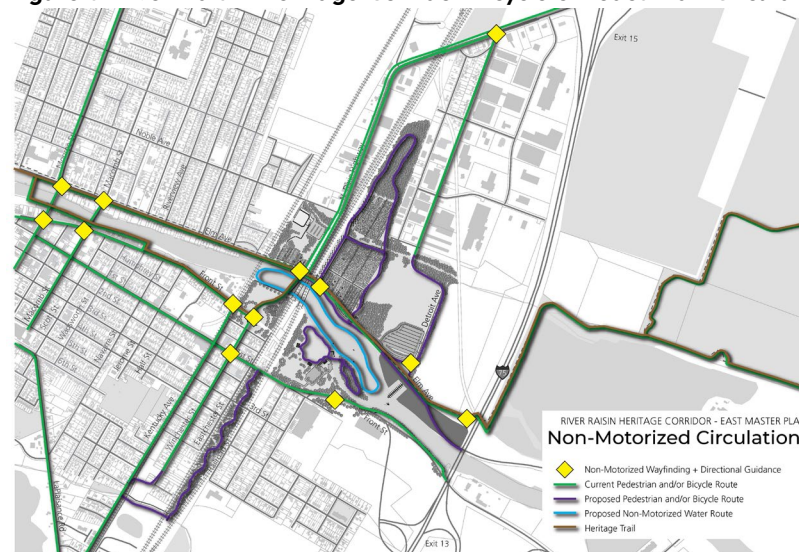
Figure 7. Riverwalk Improvement and Extension



Source: Russell Design, Riverwalk Conceptual Master Plan

The River Raisin Heritage Corridor East Master Plan, a City of Monroe and Monroe County Historical Society work effort, updated in 2022, incorporates an updated concept for bicycle and pedestrian connections to the City. The main connection to the City center is envisioned through the River Raisin Heritage Trail along Elm and south of the River along the Riverwalk and East Front Street. Other non-motorized corridors are depicted along Monroe Street, Front Street, First Street, Kentucky Avenue, and LaPlaisance Road. Multi-use paths are suggested between the two railroad corridor on the south side of the River, within Hellenberg Park, and within the National Battlefield Site north of the River. Wayfinding signs and guidance are also planned at several intersections along these corridors.

Figure 8. River Raisin Heritage Corridor Bicycle & Pedestrian Circulation

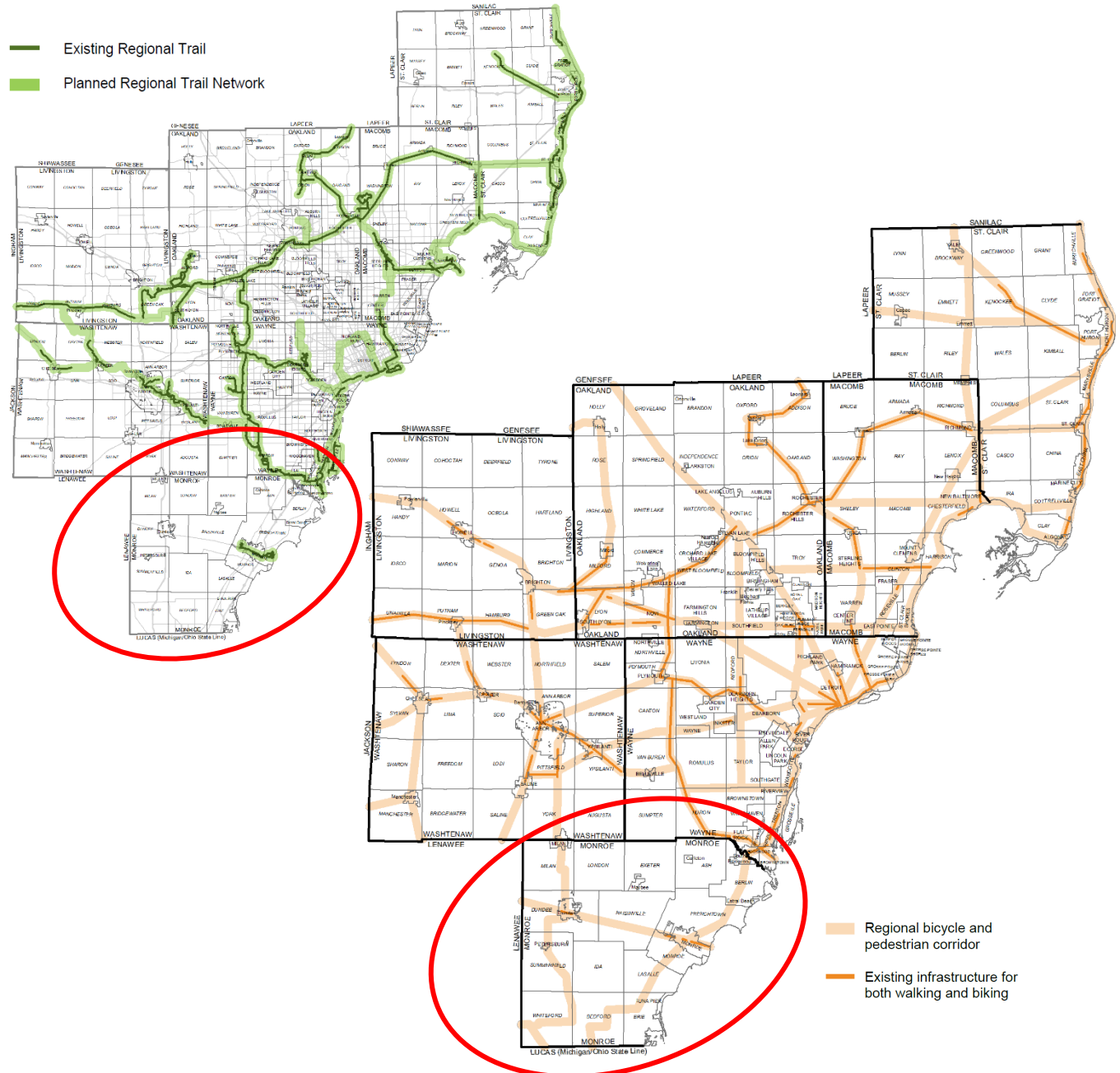


Source: 2022 Draft River Raisin Heritage Corridor-East Master Plan Update

REGIONAL CONNECTIVITY

The Southeast Michigan Council of Governments’ (SEMCOG) 2020 Bicycle and Pedestrian Mobility Plan delineated the existing and planned regional trail network for the SEMCOG region which includes Monroe County. It recognized the River Raisin Heritage Trail as the only existing regional trail in the County, also located within City limits. Figure 9 illustrates the region’s trail network as well as the planned corridors for further bicycle and pedestrian improvements. The network would connect south to Toledo and the State of Ohio’s network, west along M-50 to Dundee, Tecumseh, and Lenawee County, and north along North Dixie Highway to Wayne County’s Downriver Linked Greenways system and the existing network of trails in the Huron-Clinton Metroparks which also forms the statewide system known as the Iron Belle Trail.

Figure 9. SEMCOG 2020 Regional Trail Network and Potential Regional Bicycle and Pedestrian Corridors



Source: SEMCOG Bicycle and Pedestrian Mobility Plan for Southeast Michigan, 2020
<https://semcoq.org/bicycle-and-pedestrian-mobility>

A number of significant region-wide trails and visions converge in the City of Monroe. They include the River Raisin Heritage Trail as mentioned previously, the Monroe Loop Trail, the Great Lakes Way Vision, and trails and routes associated with the River Raisin National Battlefield Park.

The River Raisin Heritage Trail System

The River Raisin Heritage Trail is the designation given to the Sterling State Park trail system and its connection to the River Raisin National Battlefield Park and points beyond. The system includes the City’s Riverwalk, and the pathways, sidewalks and paved shoulders along Elm Avenue and North Custer, currently terminating at Territorial Park at the intersection of North Custer and Raisinville Road which encompasses the historic Navarre-Anderson Trading Post.

Figure 10. River Raisin Heritage Trail

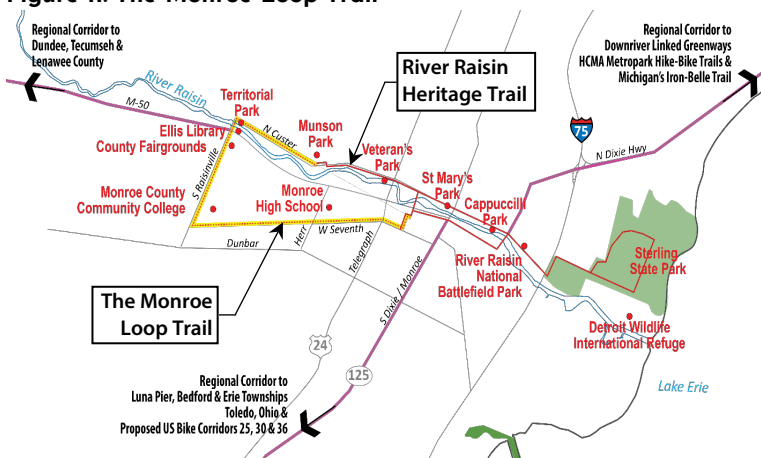


Source: npshistory.com/brochures/rira/heritage-trail.pdf

The Monroe Loop Trail

The Monroe Loop Trail is a 6.5-mile trail planned for both pedestrian and bicycle use which extends the River Raisin Heritage Trail from Munson Park to Raisinville Road, heads south along Raisinville Road to the Monroe County Community College where it turns east through a former railroad bed back into the City of Monroe along Seventh Street and terminates at the intersection of Roessler Street and Fifth Street. Final plans for the trail are underway and the trail will be built in 2023. The trail is a multi-community project bringing together Monroe County, Frenchtown Township, Monroe Township, the City of Monroe and a number of community partners including the Monroe County Road Commission, the Monroe County Community College, the Community Foundation of Monroe County, and DTE.

Figure 11. The Monroe Loop Trail



Source: *The Monroe Loop Trail Feasibility Study, 2019*

The Great Lakes Way Vision

The Great Lakes Way, as shown on Figure 12, is an interconnected set of greenways and blueways stretching from Erie Marsh at the southeast corner of Monroe County to southern Lake Huron through Lake Erie, the Detroit River, Lake St. Clair, and the St. Clair River.

In the Monroe area, the Great Lakes Way supports both a green and a blue way from Lake Erie Marsh in Erie Township to Pointe Mouillee State Game Area in Berlin Township, connecting the landmarks of Sterling State Park and the River Raisin National Battlefield Park, as well as the water trail connections from Lake Erie inland along the River Raisin, Swan Creek, and the Huron River.

Figure 12. The Great Lakes Way Vision



Source: Community Foundation for Southeast Michigan, 2021

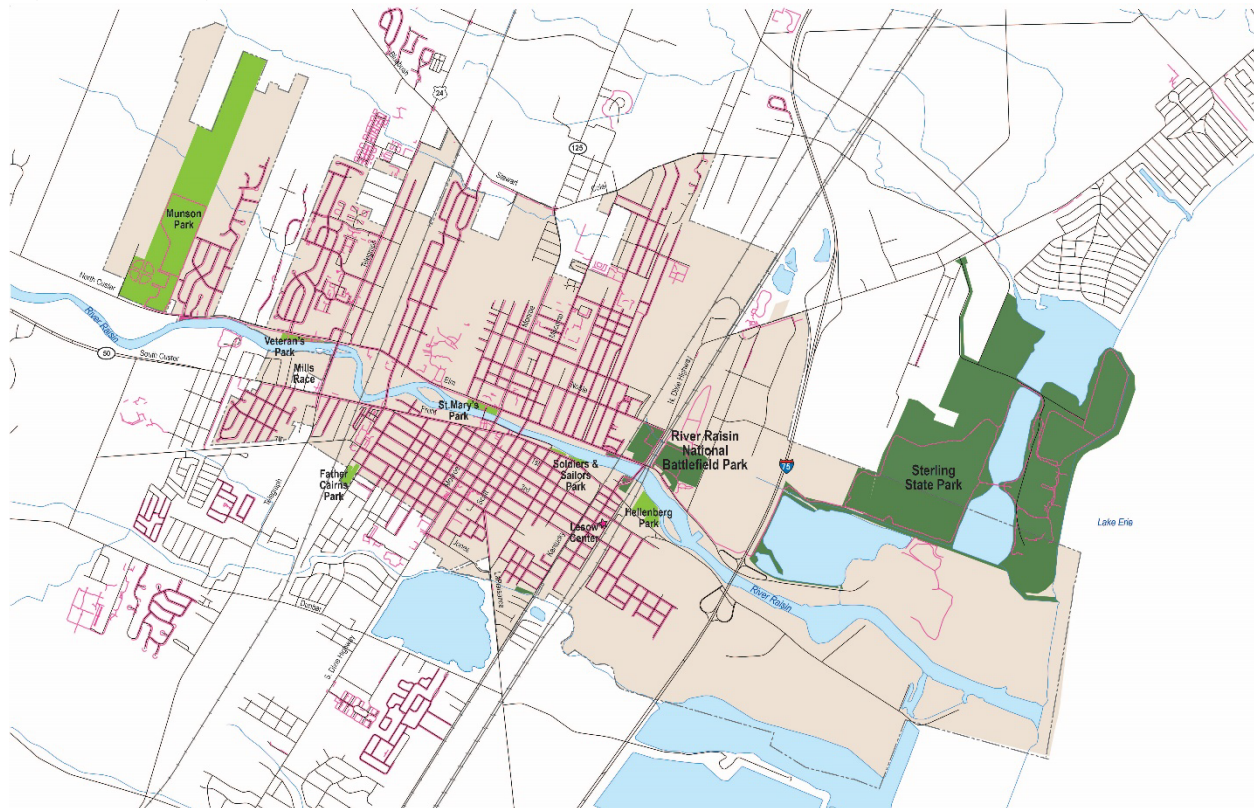
NEEDS ASSESSMENT

Monroe is primarily a "sidewalk community" where most of the downtown and older neighborhood streets have sidewalks. There are some bicycle facilities including shared use paths and dedicated bicycle lanes. However, those are few and not interconnected into a larger system. While bicyclists are increasingly found on City streets, many residents perceive the major east-west and north-south arterials of Elm Avenue, Front Street, and Monroe Street as unsafe and challenging because of the high volume and fast traffic flow. Bicyclists commonly use the City's sidewalks to ride even though it is prohibited in certain areas such as the Downtown and the Riverwalk. Similarly, while the electric scooters now available to residents are only expected to use roadways, riders are found on sidewalks and non-motorized trails.

EXISTING SIDEWALKS & BIKEWAYS

In the City of Monroe, most residential neighborhoods have sidewalks on both sides of their streets with a few exceptions. Figure 13 highlights the existing sidewalk in the City. Most of the sidewalk gaps are observed where street rights-of-way abut the adjacent jurisdictions of Frenchtown and Monroe Townships. This is particularly notable along Telegraph Road, Monroe Street, Macomb Street, and Stewart/Cole Road.

Figure 13. Existing Sidewalks

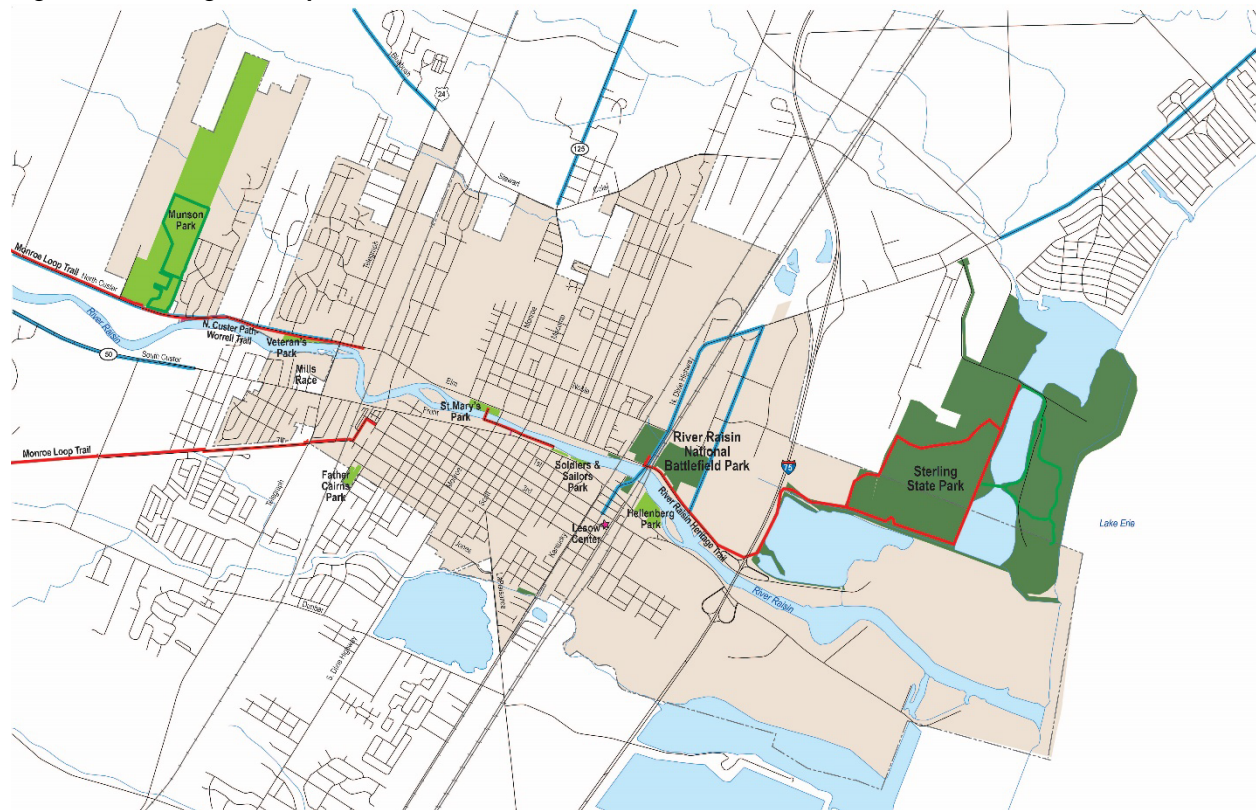


Source: Using Data from Southeast Michigan Council of Governments

Current bikeways in Monroe include the on-street bike lanes along North Custer Road, North Dixie Highway/Winchester Street, and Detroit Avenue. Off-the-road shared use pathways include the Mark Worrel Trail from the YMCA west to Munson Park along the Raisin River, the Downtown Riverwalk, as well as the Elm Avenue path/River Raisin Heritage Trail from the River Raisin National Battlefield Park Visitor Center located on Dixie Highway east to Sterling State Park.

In addition to the existing sidewalks and bikeways, there are marked paved shoulders along North Custer Road from City limits west to approximately Pinnacle Boulevard, along M-50 from City Limits west to Dundee, and along North Dixie Highway from Sandy Creek Road northeast to Enrico Fermi Drive. In addition, as depicted in Figure 14, the off-the-road shared use paths include the Monroe Loop Trail, the Riverwalk, and the River Raisin Heritage Trail from the River Raisin National Battlefield Park Visitor Center into Sterling State Park.

Figure 14. Existing Bikeways



STREET NETWORK

Assessing the suitability of the road network for safe pedestrian or bicycle use involves the consideration of many factors including traffic volumes, car speeds, presence of on-street parking, traffic mix such as presence of trucks, sight distances, and number intersections and entrances.

While there are differences over the suitability of dedicating on-street bicycle facilities such as bike lanes in a given set of circumstances, there is general agreement that traffic volumes and speeds are the top-most considerations that influence whether dedicated on-street bicycle facilities are suitable on a given roadway. In general, according to the Bikeway Selection Guide (FHWA, 2019), traffic volumes ranging anywhere from 3,000 to 10,000 or greater daily trips on streets with speed limits ranging between 25 and 35 mph would call for dedicated on-street bike lanes. Greater speed or traffic volumes would suggest development of separated on-street bike lanes or shared use paths separated from the roadway. Dedicated bike lanes and shared use paths offer greater safety because of the separation between bicyclists and motorists and may be the most suited bicycle improvements on roads that are busy.

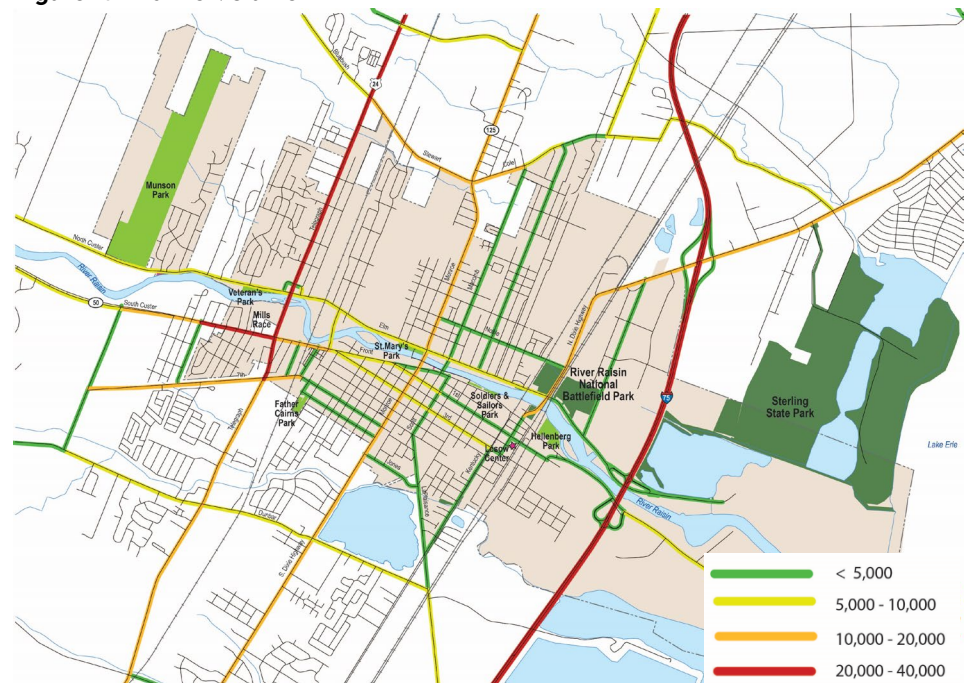
SEMCOG maintains a database of traffic counts and crash records for the southeast Michigan region. According to these records, the volumes of traffic in Monroe are found as follows.

- The greatest average volume of traffic is found on Telegraph Road with 20,000 to 34,000 vehicles per day north of Seventh Street.
- Stewart Road (between Telegraph and Monroe) and S. Custer Road (between Patterson Road and Telegraph Road) follow with average volumes at approximately 20,000 vehicles per day.
- Traffic counts between 10,000 and 20,000 vehicles per day can be found on Monroe Street, Front Street (between Telegraph Road and Third Street), and North Dixie Highway (between Front Street and the I-75 interchange).
- Traffic counts for all other roads depicted in green on Figure 15 amount to 5,000 daily trips or less.

Monroe's high-frequency car crash intersections between 2017 and 2021 included Telegraph Road at South Custer Road, Cole Road at Monroe Street, Elm Avenue at Monroe Street, and Telegraph Road at Fredericks Drive.

Based on Monroe's existing street network including traffic counts and crash data, it would seem appropriate to improve bicycle travel safety on Monroe's busy roads and problematic intersections.

Figure 15. Traffic Volume



Complete Streets, Accessibility & Policies

In 2010, the State of Michigan legislature signed into law the Complete Streets amendments to the State Trunkline Highway System Act (Act 51 of 1951) and the Planning Enabling Act (Act 33 of 2008). The law provides an approach to transportation planning and design that considers *all* street users – pedestrians as well as motorists and bicyclists of all ages and abilities – during the various planning and design stages of a transportation project. It also requires that the Michigan Department of Transportation (MDOT) and local municipalities consider the community’s goals and desires for road projects within their boundaries.

The Complete Streets law gives project planning responsibilities to city, county, and state transportation agencies. It also requires local municipalities to address the transportation needs of all legal users (including pedestrians and bicyclists) in their community master plans.

The Complete Streets legislation specifically requires that MDOT works with cities in all phases of the planning and design of roads and non-motorized facilities projects. The amendments to the State Trunkline Highway System Act (PA 51 of 1951):

- Requires counties, cities, villages, and MDOT to consult with one another when planning a non-motorized project affecting a transportation facility that belongs to another road agency;
- Identifies non-motorized facilities contributing to complete streets as eligible for funding;
- Requires state and local road agencies to consult with each other and agree on how to address Complete Streets for projects that affect a roadway under another road agency’s jurisdiction;
- Requires MDOT to share expertise in non-motorized and multi-modal planning in the development of projects within municipal boundaries; and
- Allows agencies to enter into agreements with one another to provide maintenance for facilities constructed to implement a Complete Streets policy.

The law requires Complete Streets policies be sensitive to the local context, and consider the functional classification of roadways, cost, and the mobility needs of all legal users. The primary purpose of this new law is to encourage the development of Complete Street infrastructures or facilities as appropriate to the context and cost of a project. Examples of complete streets facilities include curb ramps, well-marked crosswalks, longer crossing times, smooth sidewalks, and bike lanes that are free of obstacles.

The Architectural and Transportation Barriers Compliance Board (Access Board) published new and revised accessibility standards for public right-of-way in the Federal Register in 2010. These new guidelines cover pedestrian access to sidewalks and streets, including crosswalks, curb ramps, street furnishings, pedestrian signals, parking, and other components of public rights-of-way. These standards have now been adopted by the U.S. Department of Justice and the U.S. Department of Transportation.

The City of Monroe Municipal Code contains provisions for sidewalk construction and repair. Sidewalks are to be built by property owners and located one foot inside the public road right-of-way line. Part II of the City of Monroe Code, Chapter 625 describes the procedures involved in sidewalk construction and repair. Chapter 199 includes provisions regarding the operation of bicycles in the City. The City’s policy regarding sidewalk improvements is to coordinate sidewalk reconstruction with street improvement projects. Any new construction is designed to meet the most recent requirements of the American with Disabilities Act for newly constructed and reconstructed sidewalks and curb ramps. Existing facilities are being brought into compliance with improvement projects.

What are Complete Streets?

Complete Streets provide facilities that allow all users, irrespective of their age or abilities, to use the street as a mode of transportation.

A Complete Street allows pedestrians, bicyclists, transit users and those with disabilities to easily and safely use roads in their community.

Communities with Complete Streets policies help to ensure that roadways accommodate all users, not just motorists.

DEMAND FOR NON-MOTORIZED CONNECTIONS

Planning for pedestrians and bicyclists has been recognized as a priority for the community. This is evident in Monroe's most recent Master Plan, Downtown Plan, and its Community Parks and Recreation Master Plan.

Online Survey

The planning process for the current work effort incorporated community outreach. Public input was received through an online survey, a workshop, and several meetings with the Trails Advisory Committee. During March and April 2022, residents were invited to provide ideas and suggestions for the City parks, trails and recreation system through an online survey. More than 874 responses were received and tabulated. Key findings from the survey are outlined below as it relates to bicycle and pedestrian use and improvements.



- Top most (very+extremely) important park facilities/ activities out of a list including 14 suggested facilities/activities:
 1. Sidewalks/Paths for Walking (91%)
 2. Nature/Hiking Trails (81%)
 3. Bike Lanes/Paths for Bicycling (69%)
 4. Playground Structures (60%)
 5. Canoe/Kayaking (60%)
 6. Picnic Areas & Pavilions (51%)
 7. Fishing (50%)

- Top most used trails or walkways
 1. Sterling State Park trails (80%)
 2. Elm Ave/N Custer Path (76%)
 3. Riverwalk (63%)
 4. Sidewalks on Elm (63%)
 5. Munson Paths (62%)

- How do you get to the trails or walkways
 1. I walk, run or ride my bike from home (53%)
 2. I drive and park my car (67%)
 Top parking places:
 - St. Mary's Park – 88 responses
 - Sterling State Park – 72 responses (+17 responses at The Clamdigger or Marina)
 - Munson Park – 67 responses
 - Veteran's Park – 58 responses
 - RR National Battlefield Park - 22 responses
 - the YMCA – 14 responses
 - Downtown and other city lots – 28 responses

- Walk, run or ride a bike for
 1. Fitness, recreation & pleasure (92%)
 2. To get to a park (46%)
 3. To walk my dog (44%)

- Top barriers to bicycling on roadways
 1. Car traffic speed (457 responses)
 2. Lack for clearly marked designated bicycle routes (404 responses)
 3. Pavement condition (334 responses)
 4. Lighting and personal safety (304 responses)

- Respondents reside in:
 1. City of Monroe (50%)
 2. Monroe Township (18%)
 3. Frenchtown Township (16%)
 4. Raisinville Township (7%)
 5. Elsewhere (9%: LaSalle, Erie, Newport, Berlin, and other)

- 66% have lived there more than 15 years

- Ages:
 - <25 - 9%,
 - 25-34 - 25%
 - 35-44 - 24%
 - 45-54 - 19%
 - 55-64 - 14%
 - >65 - 9%

- Live with children:
 - 50% none
 - 19% one
 - 18% two
 - 8% three
 - 5% more than three

- 424 responses from Frenchtown or Monroe Townships, 426 from the City

- Top most (very+extremely) important park facilities/activities out of a list including 14 suggested facilities/ activities:

	City Respondents	Township Respondents
Sidewalk/Paths for Walking	384 responses – 90%	387 responses – 92%
Nature/Hiking Trail	342 responses – 80%	345 responses – 82%
Bike lanes Paths for bicycling	297 responses – 70%	294 responses – 70%
Playground Structures	252 responses – 59%	257 responses – 61%
Canoe/Kayaking	238 responses – 56%	266 responses – 63%
Picnic Areas & Pavilions	214 responses – 50%	215 responses – 51%
Fishing	199 responses – 47%	225 responses – 53%

- Top most used facilities:

	City Respondents	Township Respondents
Elm Ave/N Custer Path	328 responses - 79%	291 responses – 73%
Sterling State Park Trails	318 responses – 76%	334 responses – 84%
Sidewalks on Elm	302 responses – 73%	213 responses – 53%
Riverwalk	275 responses – 66%	241 responses – 60%
Munson Park Paths	235 responses – 56%	268 responses – 67%

- Would like to walk, run or ride bike:

Generally:

1. Bike lanes to/through Downtown
2. Everywhere
3. Along the river (through Battlefield)
4. On dedicated off-road path or protected bike lanes

North-South Corridors:

1. Telegraph (generally, sidewalks, bike path, north to Friendly Ford, south to Albain)
2. Monroe (generally, sidewalks, bike lanes, north to Circle K/Mall Rd, south to Albain)
3. North Dixie Highway
4. Macomb
5. Kentucky

East-West Corridors:

1. Sterling State Park to MCCC (Territorial Park, MCCC, Library, Fairgrounds)
2. Munson to Sterling State Park/North Custer bike lanes
3. Sterling State Park trail repairs
4. Riverwalk
5. Stewart/Cole
6. Front/South Custer

Other :

1. Bike Racks
2. Hiking/nature trails
3. Continue to allow bikes on sidewalks
4. Munson Park paths/trails
5. Connecting subdivisions such as Manor and French Bend
6. Frenchtown and Monroe Township connections to City pedestrian/bicycle facilities

Workshop

Community stakeholders were invited to attend a workshop held at City Hall on June 8, 2022. Invitations were made via phone followed by an email reminder. A public notice was also published in the Monroe News. More than 16 participants attended and provided valuable comments. Participants were divided into three smaller groups and provided with a sidewalk and bikeway base maps. Each group was asked to record their preferred connections and other improvements. The following is a summary of the comments received:

Group 1:

- Add paved paths for wheelchair and walker accessibility at Munson Park.
- Add a bike lane along Riverview Street (north of Maywood Street to Cole Road) on northbound lane to slow traffic by tightening the travel lanes and provide connection to school.
- Complete sidewalks connecting the Riverview/Hollywood neighborhoods to Danny's via Macomb Street.
- Complete sidewalk connectivity along Telegraph Road and Monroe Street to Stewart Road.
- Propose proper bike lanes along Elm Avenue.
- Add drinking fountains and bike racks at Heck Park and the River Raisin National Battlefield Park visitor center.
- Add drinking fountain, bike fix-it station, and dog waste dispenser at the entrance to Sterling State Park on Elm Avenue.
- Add non-motorized connections along Elm Avenue and Front Street west of I-75 and Winchester Street to Lake Erie.

Group 2:

- Complete sidewalks along Monroe Street, Macomb Street, and Stewart Road.
- Create a connection from Munson Park east to Telegraph Road through neighborhoods at the Lorain Street level and another further north along the Mason Drain.
- Consider limestone surfaces for trails rather than asphalt for portion of the Sterling State Park trails.
- Provide an off-road trail along the south side of the River Raisin in Mill Race connected to the residential neighborhood to the west. The trail would run east under Telegraph Road and reach Front Street at the railroad crossing.
- Extend the Loop Trail to the City's Downtown.
- Continue Riverwalk from Soldiers & Sailors Park down Front Street to Winchester and the Arthur Lesow Community Center.

Group 3:

Pedestrian connections

- Connect Munson Park to Telegraph Road at approximately the end of current subdivisions (end of St. Anne Lane to end of Ruff Drive, to Hendricks along existing Drain).
- Complete sidewalks along Telegraph Road (Priority 1).
- Complete sidewalks along Stewart Road including N. Monroe Street (Priority 2)
- Develop sidewalks along South Dixie Highway/M-125 and Dunbar to LaPlaisance Road (Priority 3).
- Develop sidewalks along North Dixie to connect all the businesses, hotels on both the east and west interchange areas (Priority 4).
- Complete sidewalks along Macomb Street to Cole Road.

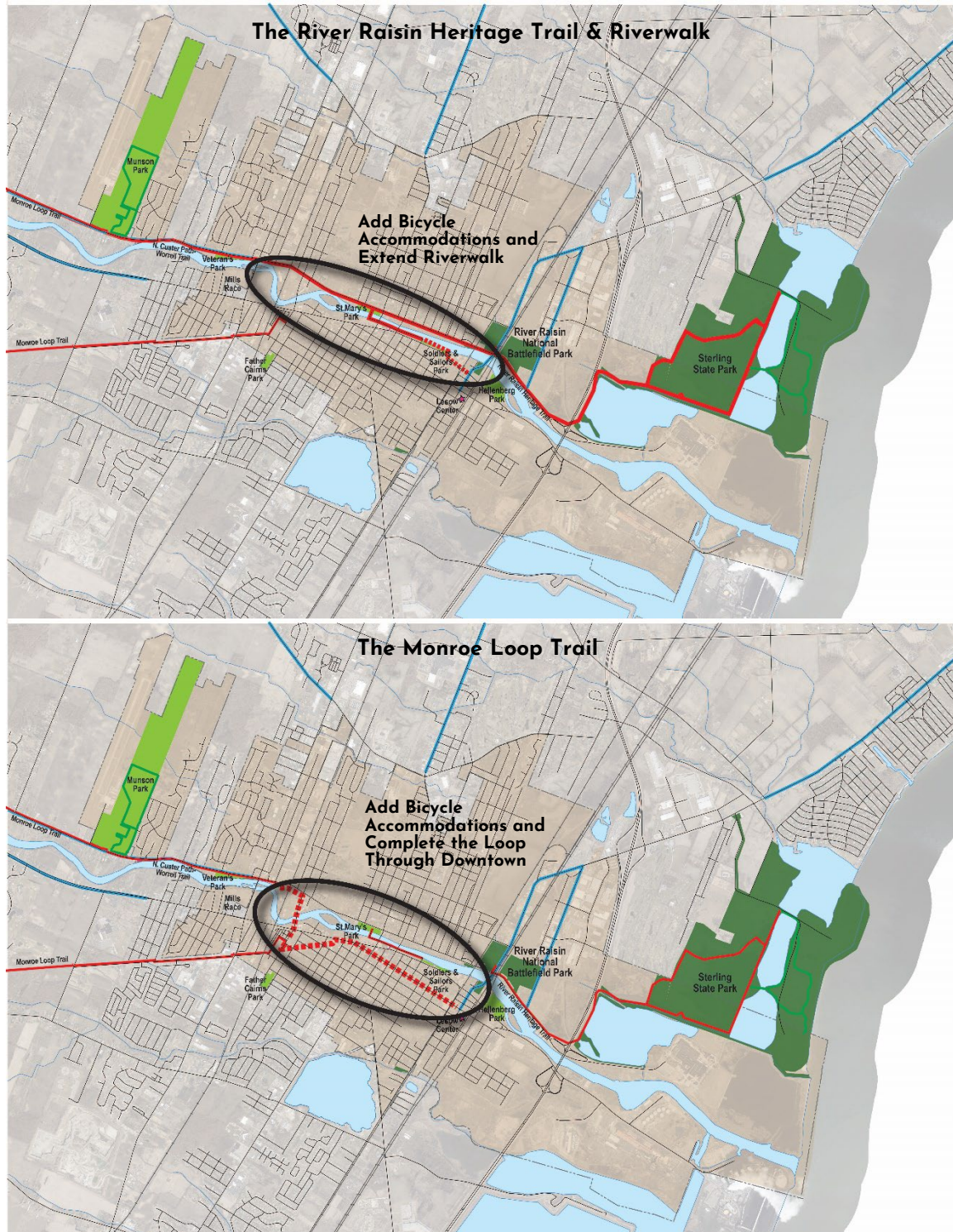
Bicycle connections:

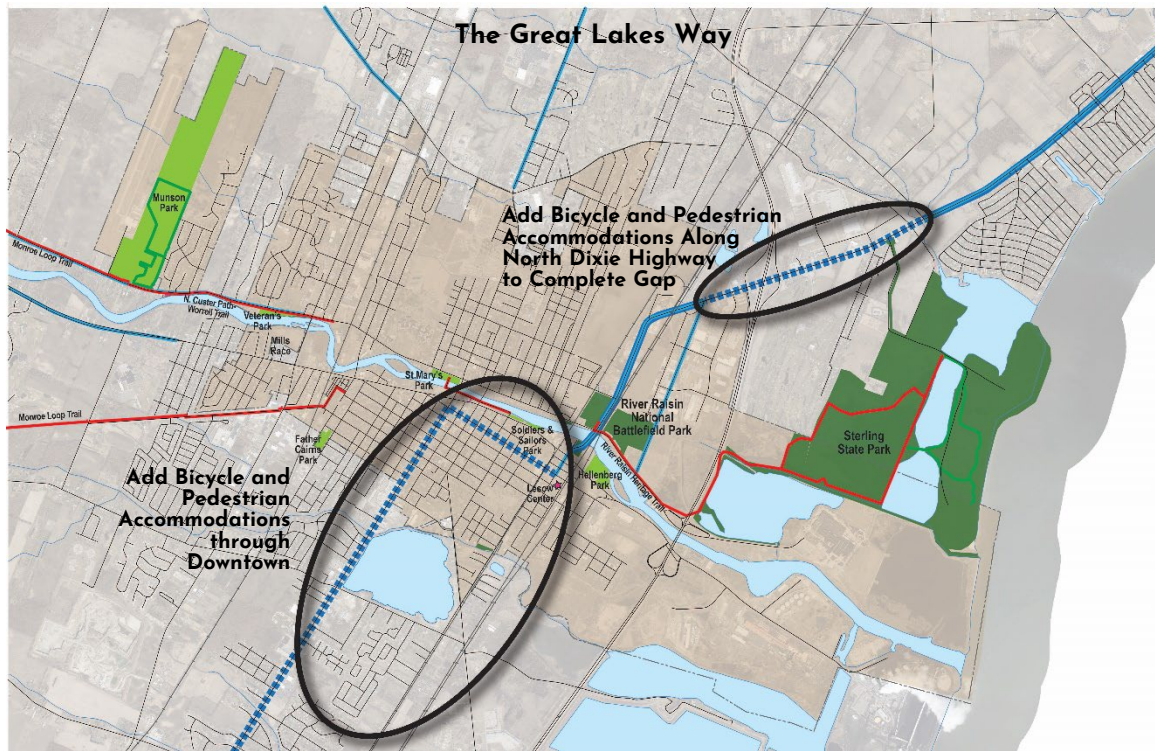
- Develop bike lanes and sidewalks along North Dixie Highway and South Dixie Highway via Winchester, First, and Monroe Street so that the route is connected to the downtown (Priority 1).
- Establish bike lanes along Monroe Street (Priority 2).
- Extend the Monroe Loop Trail downtown (Priority 3).
- Develop bike lanes or advisory bike lanes along Elm Avenue from Telegraph to Dixie Highway (Priority 4).
- Develop bike lanes along Front Street from Telegraph through downtown (Priority 5).
- Support a road diet of South Custer Road from Telegraph west to divided highway which would include sidewalks and bike lanes (Priority 5).
- Develop bike lanes and paved shoulders along LaPlaisance Road (Priority 6).

OPPORTUNITIES FOR BICYCLE & PEDESTRIAN IMPROVEMENTS

The City of Monroe has many opportunities for improving bicycling and walking conditions in the City, but is also faced with a number of challenges. They are depicted on Figure 16 and summarized below.

Figure 16. Primary Regional Connection Opportunities in Monroe





- The River Raisin Heritage Trail, the Monroe Loop Trail, and the Great Lakes Way Vision converge in the City of Monroe and have regional and statewide significance for the community.
- Connecting these regional trails could bolster Monroe as a bicycling and walking hub for Southeastern Michigan.
- There are opportunities to link these regional pathways through the downtown which could also boost local businesses and economic vitality.
- Some of the wide arterial streets outside of the downtown area can relatively easily be retrofitted to accommodate bicycle facilities.
- The City of Monroe has a nearly complete sidewalk network in its downtown and older neighborhoods.
- The existing streets within the downtown have limited right-of-way space to accommodate bicyclists on separate pathways.
- Suburban-style residential developments in newer neighborhoods in the north and south part of the community located primarily in Frenchtown and Monroe Townships lack sidewalk and street connectivity.

BICYCLE & PEDESTRIAN PLAN

The Bicycle and Pedestrian Plan for Monroe articulates strategies and actions that are based on existing conditions, resident needs, and input from the Trails Advisory Committee. The Plan identifies non-motorized routes and connections, considers current standards for the development of non-motorized facilities, and recommends facility design treatments that are appropriate to Monroe's circumstances.

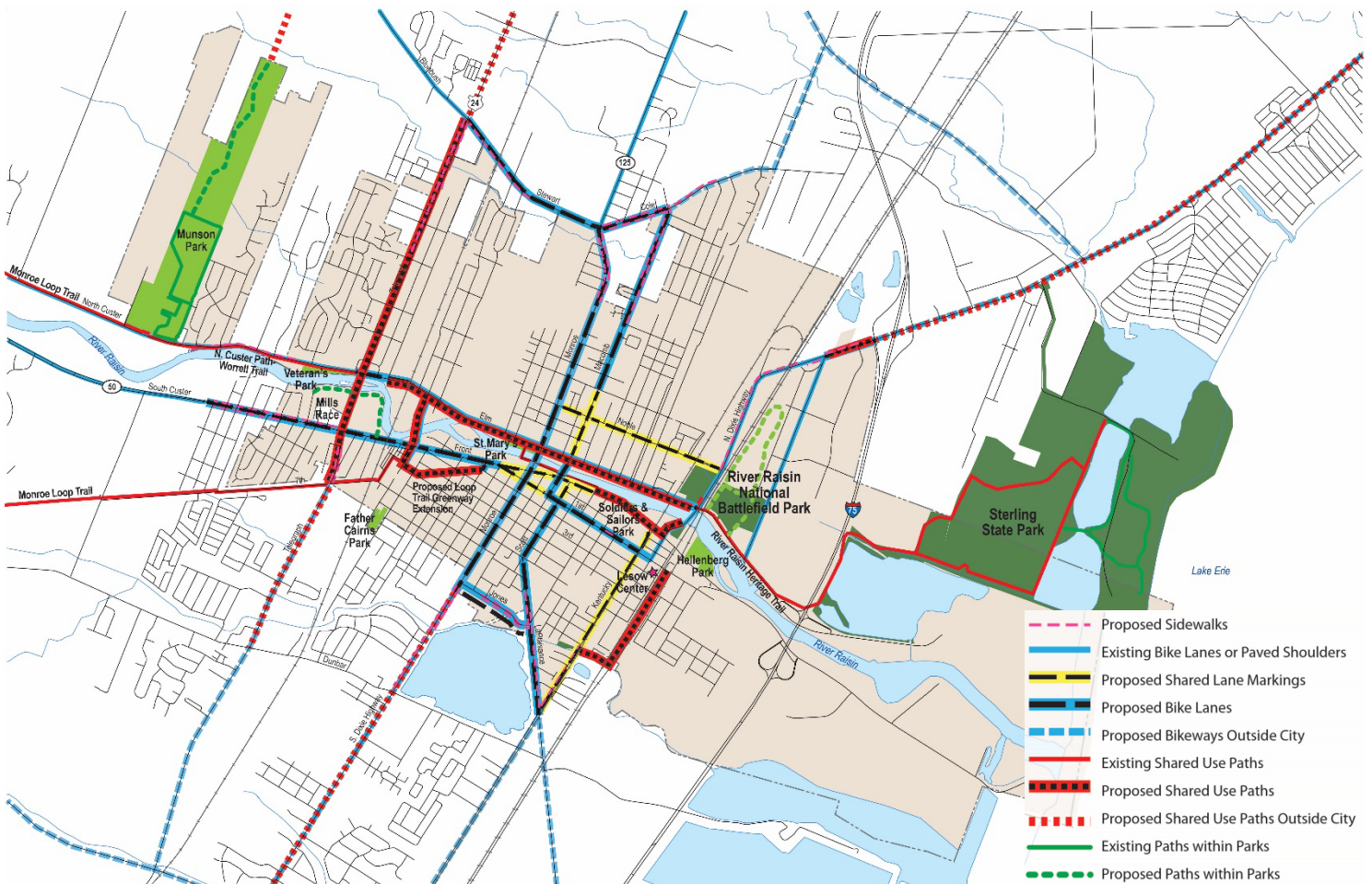
BICYCLE & PEDESTRIAN CORRIDORS AND CONNECTIONS

Providing a network of pedestrian and bicycle facilities throughout Monroe is essential to the success of this Plan. The Bicycle and Pedestrian Plan, illustrated below on Figure 17, depicts the proposed non-motorized routes and connections for Monroe along with the recommended design treatments. Each layer, namely bikeways and shared use paths/sidewalks, is illustrated separately on Figures 29 and 30 for readability.

The plan represents a long-term vision and is intended to serve as a guide for future funding, design, and implementation. It proposes several routes for the establishment of non-motorized facilities. While priorities have been selected for short-term development, other routes are also proposed for mid- and long-range implementation to provide additional connections within the City and to connect to adjacent communities.

The proposed on-the-road and off-the-road facilities will require additional evaluation before implementation. Additional analysis including detailed measurements of available space and other considerations such as traffic and engineering will help determine the optimum design for each location.

Figure 17. Bicycle & Pedestrian Network Map



RECOMMENDATIONS

The Bicycle and Pedestrian Plan for Monroe recommends a variety of design treatments using and combining different types of bicycle and pedestrian facilities that are based on best professional practices. Best practice facility standards are defined and described in the appendix to this report (see pages 47-55). Recommended design treatments to fit the conditions found in Monroe include:

1. On-street bike lanes for bicycle use + sidewalks for pedestrian use,
2. On-street shared lane markings for bicycle use + sidewalks for pedestrian use,
3. On-street bike or shared lanes for bicycle use + shared use path for both bicycle and pedestrian use,
4. On-street paved shoulders for bicycle use + sidewalks for pedestrian use,
5. Off the Road shared use paths for both bicycle and pedestrian use, and
6. Other street corridors.

1. Bike Lanes + Sidewalks

Bike lanes combined with sidewalks are the preferred design treatment recommended for Monroe's major streets. Five-foot minimum bike lanes are proposed with additional width for a buffer and vertical delineators whenever feasible within the existing roadway bed along the proposed bikeways. Bike lanes are for the exclusive use of bicyclists and are separated from car traffic with pavement markings, vertical signs, and vertical delineators to emphasize the separation where there are limited driveway crossing conflicts.

Bike lanes are typically combined with sidewalks, five feet in width minimum, for the use of pedestrians. The proposed sidewalks depicted on Figure 30 (page 35) are primarily located at the edge of the City. Because these gaps involve multiple agencies and jurisdictions, coordination will be necessary and may take time to implement. Priority for implementation should focus on the sidewalk gaps that are located entirely within the City's jurisdiction including:

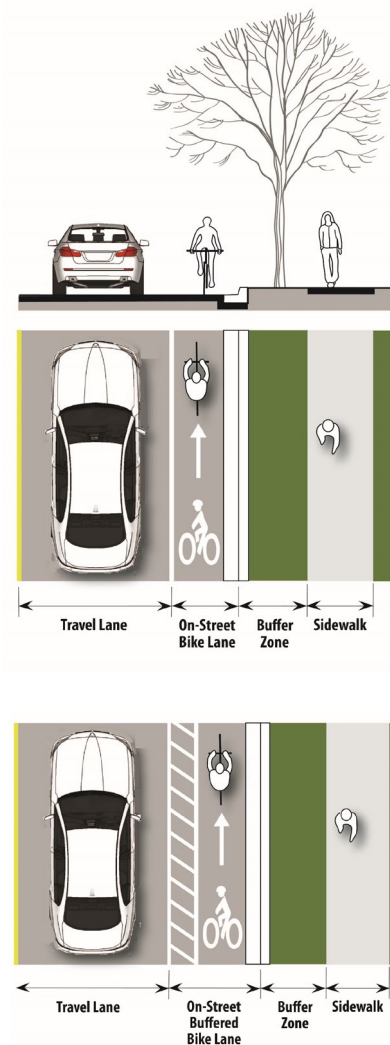
- North Dixie Highway,
- First Street,
- Jones Avenue,
- LaPlaisance Road,
- Kentucky Avenue, and
- North Custer Road.

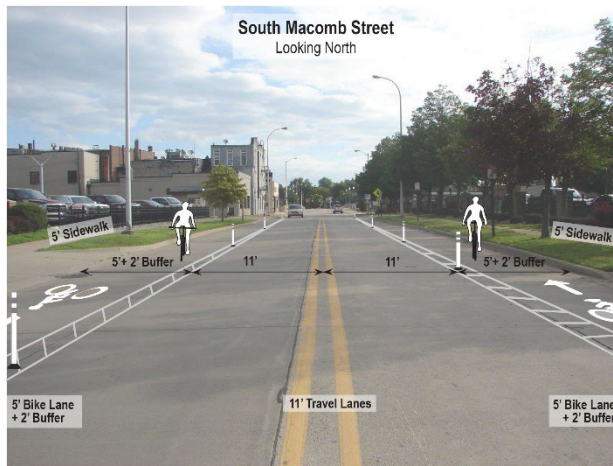
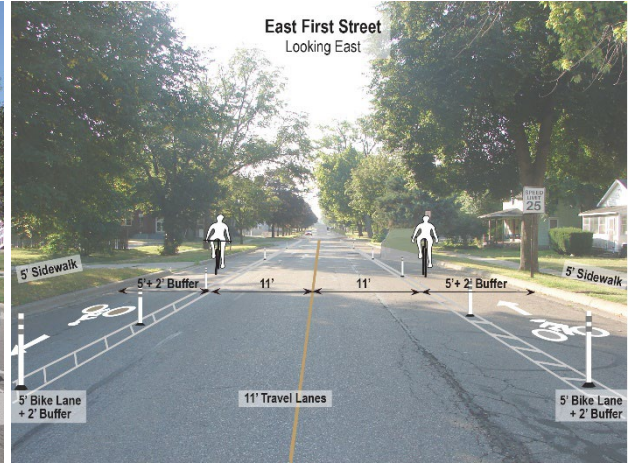
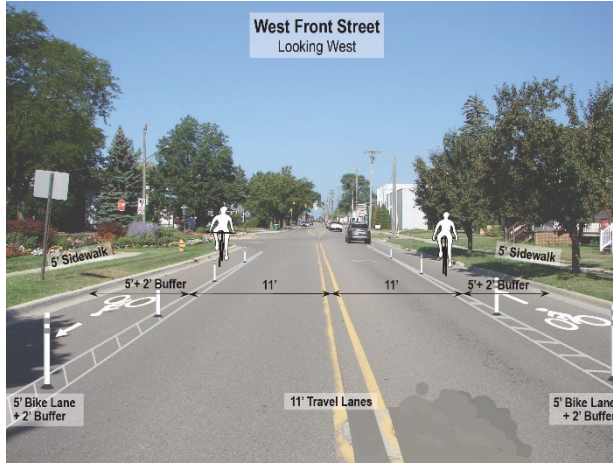
The multi-jurisdictional sidewalk gaps along Telegraph Road, Monroe Street, and Macomb Street are the gaps most needed according to the survey.

The use of buffered bike lanes combined with sidewalks is recommended along the following proposed streets:

- West Front Street, from Telegraph Road to Harrison Street,
- East First Street, from Macomb Street to Winchester Street,
- South Macomb Street, from First Street to Elm Street,
- North Macomb Street, from Grove Street to Cole Road,
- LaPlaisance Road, from Kentucky Avenue to Sixth Street, and
- Scott Street from Sixth Street to First Street.

Figure 18. Bike Lanes + Sidewalk





2. Shared Lanes + Sidewalks

Where bike lanes are not feasible because of limited street widths, shared lanes in combination with sidewalks are recommended along the proposed corridors. Shared lanes may also be mixed with bike lanes at street intersections where there may be a center turning lane or other choke points restricting the width of the street.

Shared lane markings, or sharrows, are used to designate a travel lane shared by both cars and bicyclists to encourage bicyclists to ride in a specific zone and to alert motorists to expect the presence of bicyclists.

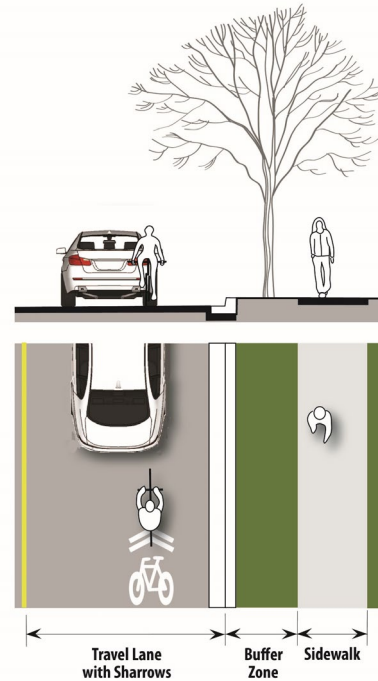
The use of shared lanes combined with sidewalks is recommended along the following streets:

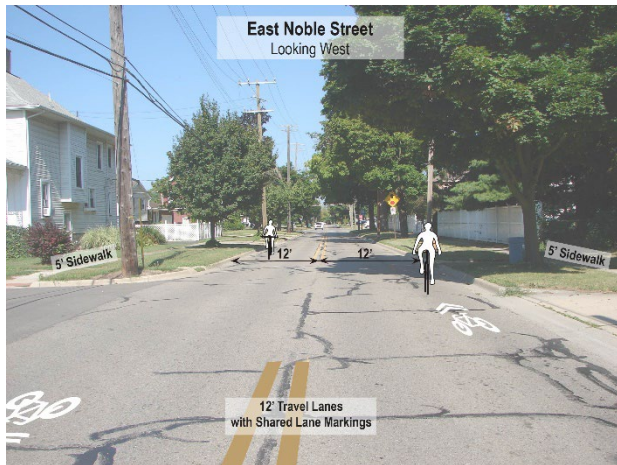
- Front Street and First Street, in the Downtown from Harrison Street to Macomb Street. These roadways are one-way streets that are planned to be converted to 2-way traffic in the future. When these projects will be considered and designed, the proposed type of bicycle accommodation will need to be re-envisioned. For now, to ensure a continuous and interconnected network, shared lane markings are recommended while a better solution may be advanced once the roadways are converted.

Other streets include:

- North Macomb Street, from Elm Street to Grove Street.
- East Noble Street, from Monroe Street to North Dixie Highway, and
- Kentucky Avenue, from Front Street to LaPlaisance Road.

Figure 19. Shared Lanes + Sidewalks





3. On-Street Bike Facilities + Shared Use Paths

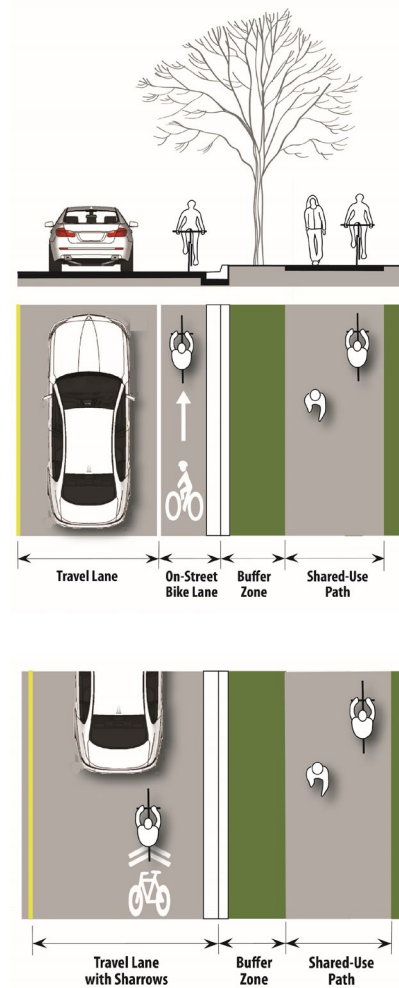
On-street bicycle facilities combined with a shared use path along one side and a sidewalk along the other side of the roadway are the preferred design treatment for a number of streets in Monroe. Shared use paths, a minimum of 8 feet wide, are proposed in combination with on-street bicycle facilities for the following roadway corridors:

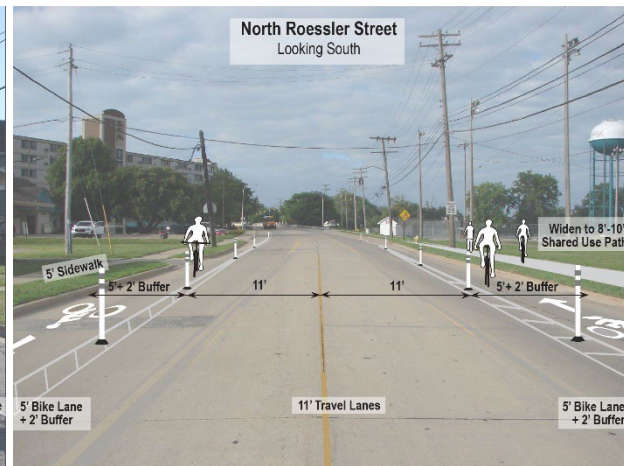
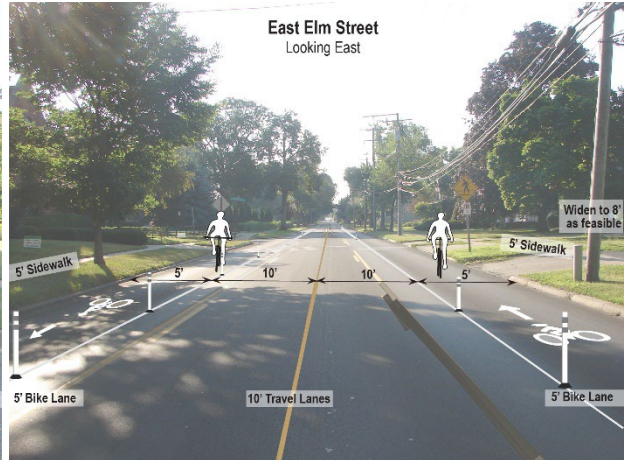
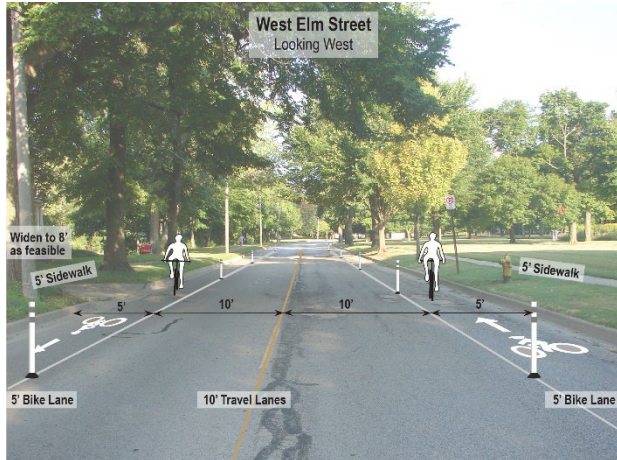
- Elm Avenue is just wide enough to incorporate bike lanes meeting minimum standards. Because many riders will be uncomfortable riding on the street and because the corridor is the River Raisin Heritage Trail corridor, a shared use path is recommended along the riverside of Elm Avenue.

While this is not seen as feasible to develop as one project, a piecemeal approach is envisioned which would focus on widening the existing sidewalk within the City Park and other institutional properties (e.g., St. Mary's, Cappuccilli, Monroe YMCA, Riverside School, the Sister Servant Immaculate Heart of Mary property), as well as any other properties that can readily incorporate a wider path.

- Roessler Street, both south and north to connect the Loop Trail to the River Raisin Heritage Trail. A shared use path is recommended along the west side of Roessler from Fifth Street to Elm Avenue.
- East Front Street, along the riverside from Murray Street to Winchester Street, in accordance with the River Raisin Heritage Corridor East Master Plan Update. This is the extension of the Riverwalk and is considered a segment of the River Raisin Heritage Trail.

Figure 20. On-Street Bike Facilities + Shared Use Paths



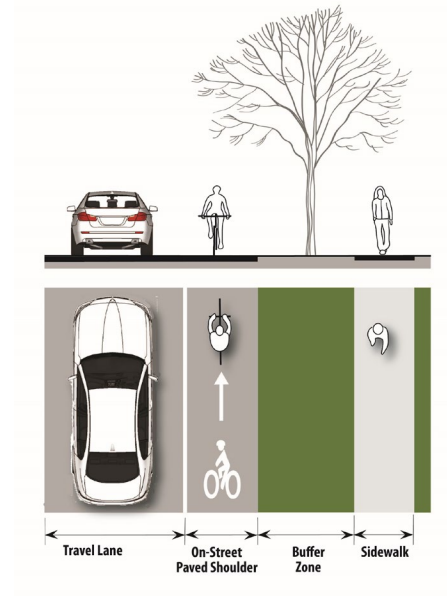


4. Paved Shoulders + Sidewalks

Paved shoulders combined with sidewalks are the preferred design treatment for Jones Avenue where the street does not include curbs from LaPlaisance Road to the City Public Services Department. Beyond that point, from the City Public Services Department to Monroe Street, the paved shoulders are proposed to become bike lanes combined with the existing sidewalks.



Figure 21. Paved Shoulders + Sidewalks



5. Off-the Road Shared Use Paths

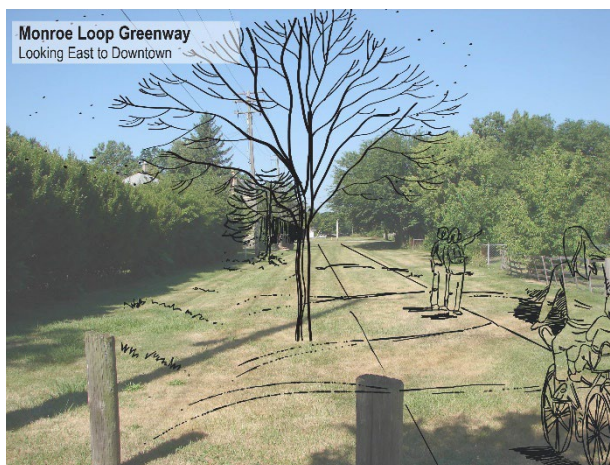
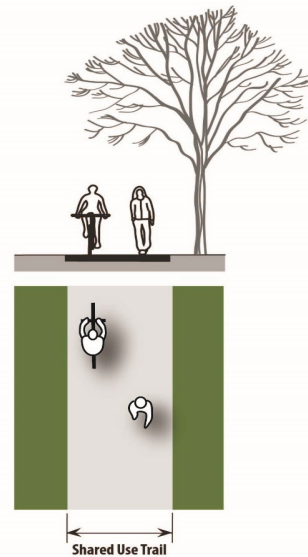
An off-the-road, 10-foot wide shared use path is the preferred design treatment for several locations in Monroe where it is feasible.

- The continuation of the Monroe Loop Trail from Fifth Street to Smith Street is recommended to be developed as a linear park or greenway. Because the former railroad right-of-way property is owned by the City and is fairly wide, it can accommodate a 10-foot wide path as well as other amenities such as shelters, bike stations, seating areas, and more. The project's regional nature, would make it competitive for funding from a number of agencies particularly the Michigan Department of Natural Resources recreation grants and private foundations.

Other off-the-road shared use paths are recommended to be developed within parks. They include:

- A shared use path within Munson Park. The paved pathway could connect the North Custer path north to the northern park property boundary and could, eventually, connect further into Frenchtown Township to Stewart Road and to Bluebush Road by way of a few private properties where it could reach Frenchtown Township Park #3.
- A shared use path along the south side of the River Raisin from Mill Race Park along the River under Telegraph Road, then east to Front Street along private properties owned by the Monroe YMCA, Pro-Medica, and other entities.

Figure 22. Off-the-Road Shared Use Paths

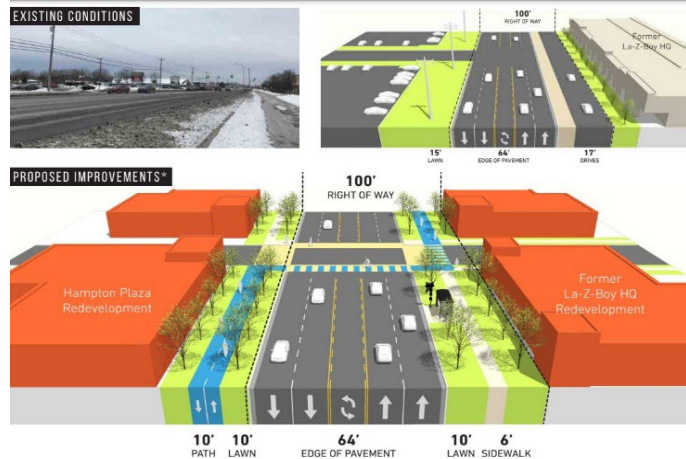


6. Other Street Corridors

While the development of bicycle and pedestrian improvements along the north-south corridors of Telegraph Road and Monroe Street is critical to the citywide network system, these corridors are challenging because they are under the jurisdiction of the Michigan Department of Transportation and span Monroe and Frenchtown Townships in addition to the City.

As mentioned previously, and as envisioned in the 2019 Telegraph Road Corridor Improvement Plan, a 10-foot wide shared use path is planned for Telegraph Road, from Seventh Street north to Walmart along the west side from Seventh Street north to Holiday Boulevard and along the east side of Telegraph Road from Holiday Boulevard north to Walmart.

Figure 23. Telegraph Road

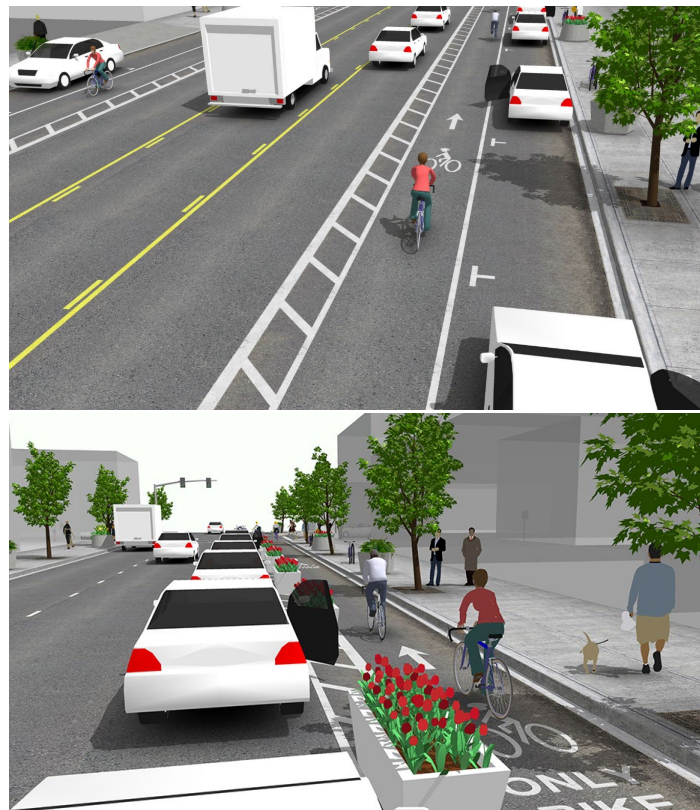


Source: 2019 Telegraph Road Corridor Improvement Plan

In accordance with the Monroe Downtown Master Plan (2018), Monroe Street could accommodate on-street protected bike lanes from Fifth Street north to Willow Street. While the bike lanes were proposed along the motorist side of the parking lane, this could be changed to have protected bike lanes, or bike lanes proposed on the other side of the parking lane as illustrated in the figure to the right. The proposed bike lanes could continue both north and south of the Downtown as conventional bike lanes and/or paved shoulders without parking lanes.

The recommended treatment would reconfigure the existing roadway from 4 to 2 lanes with a center turning lane, on-street parking lanes, and bike lanes along both sides. The bike lanes could be designed as protected bike lanes or one-way cycle track as shown in the figure to the right.

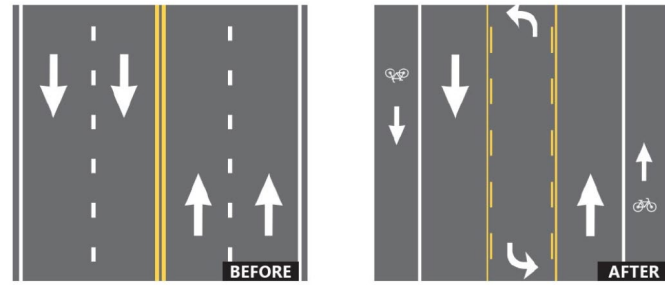
Figure 24. Monroe Street - Potential for Protected Bike Lanes



Source: Urban Bikeway Design Guide, National Association City Transportation Officials, 2014

South Custer/M-50 from where the divided highway ends at Westwood Drive east to Telegraph Road could easily be reconfigured to incorporate bike lanes and sidewalks. This is a typical road diet reconfiguration from a 4-lane roadway to two traffic lanes with a center turning lane and two bike lanes. It would improve safety, calm traffic, and provide better mobility and access for all road users.

Figure 25. South Custer Road



Source: U.S. Department of Transportation Federal Highway Administration

The recommended treatments are based on the desire to accommodate the non-motorized facilities on the existing roadway bed. Roadway widening should be kept to a minimum or reserved for intersection improvements. As proposed, strategies to modify existing roadways and accommodate the recommended improvements include:

- Narrowing the travel lanes through restriping from 12 feet to 10 or 11 feet and striping bike lanes or shared lane markings;
- Removing on-street parking lane where feasible with coordination with impacted property owners and striping bike lanes;
- Narrowing or removing the center turning lane where low left-turn movements exist and striping bike lanes; and
- Removing a travel lane and striping bike lanes; this is appropriate by converting four-lane roadways to roadways with two-travel lanes, one center turning lane, and two bike lanes.

The Plan also identifies a need for improving the safety of pedestrians and bicyclists crossing at roadway intersections, particularly at the high frequency crash intersections identified in the previous sections. The enhancements and features at each crossing will need to be determined based on various factors including: crossing width, traffic volume, pedestrian and bicycle traffic volumes, and sight lines. Proposed enhancements include colored pavement markings and pedestrian signals. The following intersections are recommended for improvements:

- | | |
|--|---|
| • Telegraph Road and Front Street, | • Monroe Street and Elm Avenue, |
| • Elm Avenue/North Custer Road and Custer Drive, | • Macomb Street and First Street |
| • Roessler Street and Front Street, | • Macomb Street and Front Street, |
| • Roessler Street and Elm Avenue, | • Macomb Street and Elm Avenue, |
| • Monroe Street and First Street, | • Winchester Street and First Street, and |
| • Monroe Street and Front Street, | • North Dixie Highway and Elm Avenue. |

Other features should be considered with the implementation of non-motorized facilities throughout Monroe. A recommendation of this plan is to incorporate standards for providing bicycle parking within the City zoning ordinance so that future development is required to provide bicycle parking and bike racks. The Downtown Development Authority and the City should initiate the installation of bike racks at all public buildings and within the Downtown area.

Figure 26. Bike Rack Examples



Bike stations, as is currently available in certain locations within City parks, could be further developed along the main non-motorized corridors and become bike parks. Initially, a bicycle repair station and/or bike rack could be installed. Basic amenities which can be added in the future include bicycle racks, shade structures, benches, trash receptacles, and water drinking fountains. Additional amenities can include kiosks displaying a map of the City network, sheltered bicycle racks, restrooms, and other pedestrian amenities.

Figure 27. Bike Station/Bike Park



Source: HCMA Metropark Bike Stop, Photo by Bob Neeley

Signage located along designated non-motorized routes will also enhance the network.

Four types of signs are generally recommended:

- Route signs, which identify the non-motorized route;
- Warning signs, which advise bicyclists and motorists of facilities and crossings;
- Regulatory signs, which inform bicyclists of specific traffic laws and regulations such as *Bike Lane Ends*; and
- Directional and way finding signs, which direct bicyclists to desired places and destinations; they may be placed along the non-motorized routes and at key locations in the City.

Figure 28. Signage



Figure 29. Proposed Bikeways

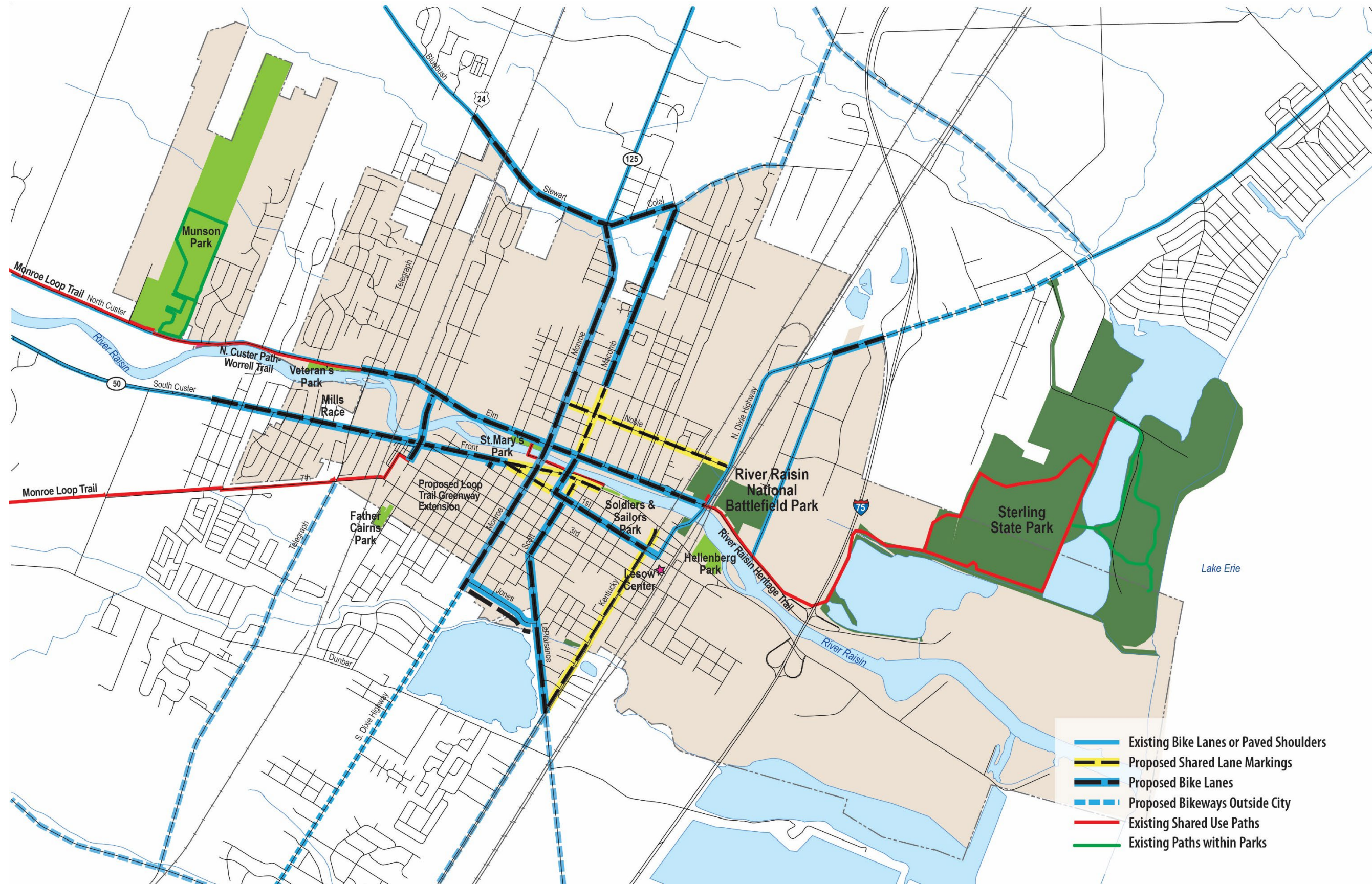
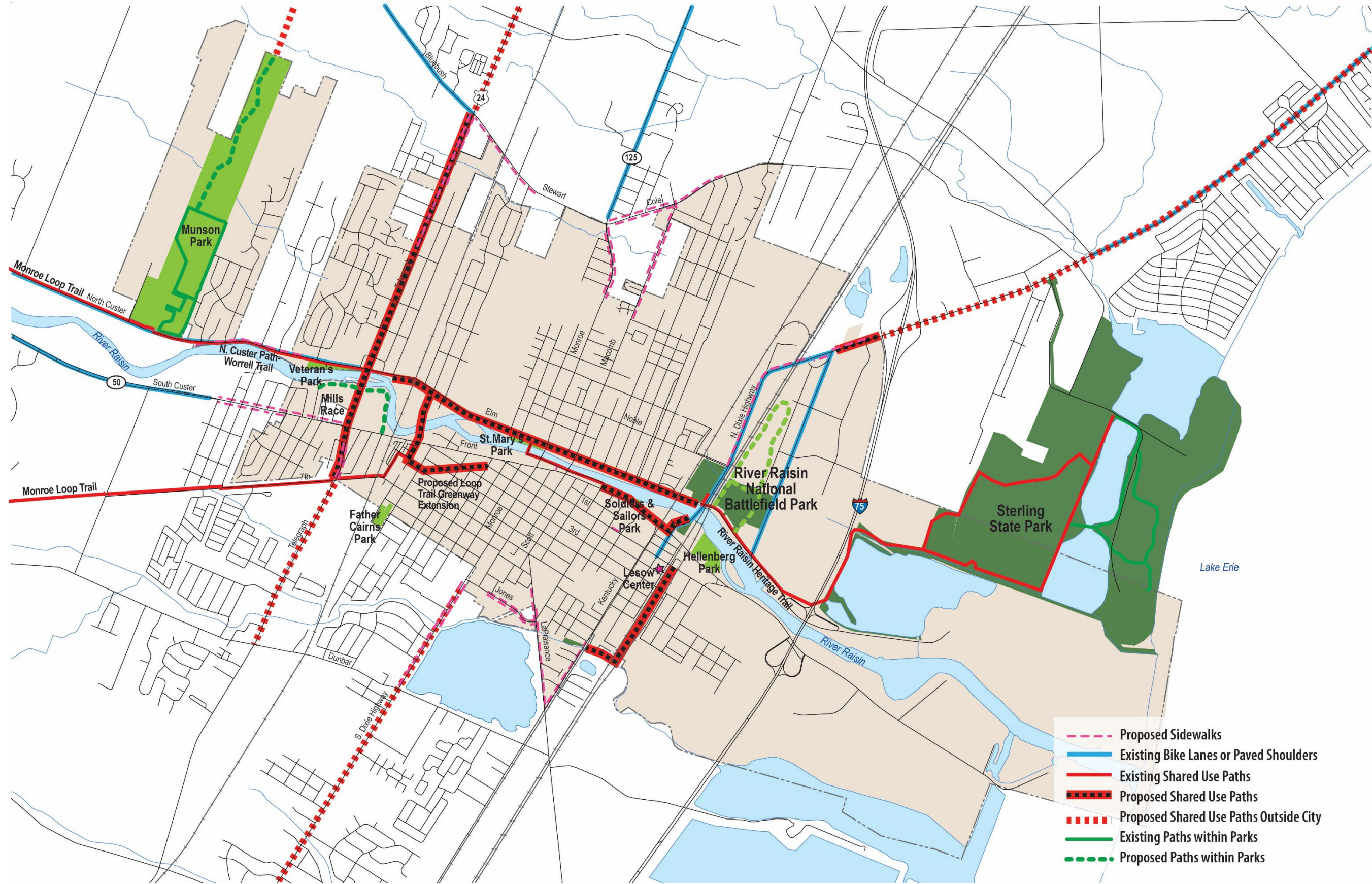


Figure 30. Proposed Shared Use Paths and Sidewalks



PROJECT SCHEDULE

This section of the plan details the cost and the manner in which the recommendations may be implemented. It includes a project schedule with the identification of short-, mid-, and long-term projects. Table 1 provides this information along with the estimated costs for implementing of the proposed improvement projects.

Implementation Schedule:

- *Short-Term - ST: 2 to 4 years*
- *Mid-Term - MT: 5 to 10 years*
- *Long-Term - LT: 10 years or longer*

Accommodating bicycles along City streets is generally recognized as a low cost expenditure that can be implemented easily as it involves a simple re-striping of the existing roadways while at the same time have a great impact on creating the City of Monroe network. This would meet the early goals of this Plan, particularly Goal 1, Network Development and Goal 2, Complete Streets.

Although implementation will be dependent on a variety of factors such as street project schedules, grant opportunities, and funding, priorities are based on goals, demand, costs, and construction feasibility.

Types of Project

- Marking on-street bicycle lanes is estimated from a low cost option to a more expensive option with the low cost focusing on a simple white line, bicycle symbol pavement markings, associated vertical signs, and enhanced green color pavement markings at road intersections including Roessler Street, Monroe Street, and Macomb Street. The higher cost includes protected or buffered bike lane markings where space is available and therefore includes two white lines with crosshatch, bicycle with arrow symbol pavement markings, flexible lane delineators, vertical bike lane signs, and enhanced green color pavement markings at road intersections including Custer Drive east and west, Roessler Street, Monroe Street, Macomb Street, and North Dixie Highway.
- Marking on-street sharrows which encompass a bicycle with special arrow pavement markings, along with associated vertical signs as recommended.
- Developing shared use paths along roadways involves the development of an 8 to 10-foot wide asphalt pathway within the road right-of-way or within City property or private property once proper easements are obtained (not included in cost estimates). Shared use paths within parks are designed to be a minimum of 10 feet wide.
- Extending the Monroe Loop Trail to Downtown is recommended as a of 10 feet wide pathway. However, developed as a linear park or greenway, additional width and recreation amenities should be considered and anticipated including, but not limited to, seating areas, shelters, benches, bike racks, bike repair stations, drinking fountains, kiosks with map, and landscaping.
- Installing sidewalks consists of the development of 5-foot wide concrete walkways, ADA ramps, and pedestrian crosswalk markings as appropriate at roadway intersections.

Table 1. Project Improvement Schedule

Street	From	To	Side	Needed Agency Coordination	Construction Cost Estimate	Time Frame	Priority
On-Street Bicycle Pavement Markings - Bike Lanes							
Elm Ave.	Custer Dr.	N. Dixie Hwy.			<i>As One Project</i>	ST	1
W. Front St.	Telegraph Rd.	First St.				ST	1
S. Macomb St.	First St.	Elm Ave.				ST	1
First St.	S. Macomb St.	Winchester St.				ST	1
Roessler St.	Fifth St.	Elm Ave.				ST	1
Subtotal						\$ 76,967 to \$ 206,807	
Stewart Rd/ Cole Rd.	Telegraph Rd.	Macomb St.		FCT & MCRC	TBD	ST	
S. Custer Road Diet	Westwood Dr.	Telegraph Rd.		MDOT, MCRC & MCT	TBD	ST	
Monroe St. Road Diet	Jones Ave.	Stewart Rd.		MDOT, MCRC & FCT	TBD	ST	
N. Dixie Hwy.	Detroit Ave.	I-75 Ramp		MCRC & FCT	TBD	MT	
LaPlaisance Rd./Scott St.	Kentucky Ave.	First St.		MCRC & MCT	TBD	MT	
Jones Ave.	S. Monroe St.	LaPlaisance Rd.		MCRC & MCT	TBD	MT	
On-Street Bicycle Pavement Markings – Sharrows							
Front St.	Harrison St.	Wadsworth St.			<i>As One Project</i>	ST	1
Scott St.	First St.	Front St.				ST	1
First St.	Harrison St.	Macomb St.				ST	1
Subtotal						\$ 38,160	
N. Macomb St.	Elm Ave.	Lorain St.			<i>As One Project</i>	MT	
Noble St.	N. Monroe St.	N. Dixie Hwy.				MT	
Kentucky Ave.	LaPlaisance Rd.	Front St.				MT	
Subtotal						\$ 48,948	
Off-Road Shared Use Paths							
Loop Trail Greenway	Roessler St.	Smith St.			\$ 175,000	ST	2
E. Front St.	Murray St.	Kentucky Ave.	North	Retrofit	\$ 129,500	ST	3
E. Front St. + Winchester	Kentucky Ave.	Bridge	North West	Retrofit	\$ 77,000	ST	3
Roessler St.	Fifth St.	Elm Ave.	West	Retrofit	\$ 147,000	ST	4
Elm Ave.	Telegraph Bridge	Roessler St.	South	Retrofit	\$ 112,000	ST	4
Elm Ave.	Roessler St.	N. Dixie Hwy.	South	Retrofit	\$ 570,000 ¹	ST	
Telegraph Rd.	Seventh St.	Holiday Blvd.	West	MDOT, MCT & FCT	\$ 651,000	LT	
Telegraph Rd.	Holiday Blvd.	Stewart Rd.	East	MDOT & FCT	\$ 116,200	LT	
N. Dixie Hwy.	Detroit Ave.	I-75 Ramp	North	MDOT, MCRC & FCT	\$ 105,000	LT	
Off-Road Shared Use Paths within Parks							
Munson Park	N. Custer Rd.	North Boundary			\$ 770,000	LT	
Mill Race Park	Mill Race Park	Front St.			\$ 336,000	LT	
River Raisin National Battlefield Park	Hellenberg Park	Plum Creek		RRNBP	\$ 260,000	LT	

Street	From	To	Side	Needed Agency Coordination	Construction Cost Estimate	Time Frame	Priority
Sidewalks							
First St.	Jerome St.	Blossom Ln.	North		\$ 26,250	ST	
First St.	Kentucky Ave.	Winchester St.	North		\$ 27,000	ST	
N. Custer Rd	Anna Marie Dr.	Richards Dr.	North		\$ 187,500	ST	
N. Dixie Hwy.	Noble St.	Heck Park	West	MCRC & MCT	\$ 253,125	ST	
N. Dixie Hwy.	Heck	I-75 ramp	North	MCRC & MCT	\$ 108,000	ST	
S. Custer Rd	Westwood Dr.	Telegraph Rd.	North	MCRC & MCT	\$ 198,750	ST	
S. Custer Rd.	Westwood Dr.	Telegraph Rd.	South	MCRC & MCT	\$ 144,375	ST	
S. Telegraph Rd	W. Seventh	Palmwood Ave.	West	MCRC & FCT	\$ 79,800	ST	
S. Telegraph Rd.	W. Seventh	Stone St.	East		\$ 70,500	ST	
N. Telegraph Rd.	Fredericks Dr.	Stewart Rd.	West	MCRC & FCT	\$ 286,500	ST	
N. Telegraph Rd.	Eaton Dr.	Stewart Rd.	East	MCRC & FCT	\$ 176,250	ST	
N. Monroe St.	St. Joseph Cemetery	Stewart Rd.	West	MCRC & FCT	\$ 120,750	ST	
N. Monroe St.	St. Joseph Cemetery	Stewart Rd.	East	MCRC & FCT	\$ 138,750	ST	
Stewart Rd.	Telegraph Rd.	Lavender St.	South	MCRC & FCT	\$ 206,475	MT	
Cole Rd.	Monroe St.	Macomb St.	North	MCRC & FCT	\$ 142,500	MT	
Cole Rd.	Monroe St.	Macomb St.	South	MCRC & FCT	\$ 148,125	MT	
N. Macomb St.	Country Club Cir.	Cole Rd.	West	MCRC & FCT	\$ 141,375	MT	
N. Macomb St.	Maywood Ave.	Cole Rd.	East	MCRC & FCT	\$ 238,500	MT	
S. Dixie Hwy.	Dunbar Rd.	Jones Ave.	West	MCRC & MCT	\$ 203,775	MT	
S. Dixie Hwy.	S Monroe St.	Jones Ave.	East	MCRC & MCT	\$ 105,000	MT	
Jones Ave.	Custer St.	LaPlaisance Rd.	North		\$ 121,500	MT	
Jones Ave.	S. Monroe St.	LaPlaisance Rd.	South		\$ 157,500	MT	
LaPlaisance Rd.	Broadway St.	Jones Ave.	West	MCRC & MCT	\$ 83,250	LT	
LaPlaisance Rd.	Navarre St.	Kentucky Ave.	East		\$ 210,000	MT	
Kentucky Ave.	LaPlaisance Rd.	E. 9th St.	West		\$ 162,750	MT	

Notes:

Abbreviations: MDOT: Michigan Department of Transportation, MCRC: Monroe County Road Commission, FCT: Frenchtown Charter Township, MCT: Monroe Charter Township, TBD: To be determined.

Note 1: Retrofitting the sidewalk along Elm Avenue from Roessler Street to North Dixie Highway into a shared use path is likely going to be phased in. A potential scenario would be to first replace the sidewalk for a shared use path along public or institutional properties along the River including the Monroe YMCA, Riverside School, the SSIHM River House, St. May's Park, and Cappuccilli Park. Second, the pathway could be implemented in front of multi-family residential and office/commercial properties found at the intersections of Roessler Street, Virginia Drive, Monroe Street, Macomb Street, and between the Railroad line and North Dixie Highway. Lastly, the single-family residential portion of the pathway could be implemented as opportunities arise.

General Note:

Construction cost estimates are for budgetary purposes only. Further investigations will be necessary to determine an engineers' probable cost opinion. Costs do not include any fees/amounts associated with conducting topographic survey, developing engineering design plans, or overseeing construction and performing inspections. An additional range of 10 to 30% may cover these costs, depending on the complexity of the project and the source of funding.

Figure 31. Network Plan Priority 1

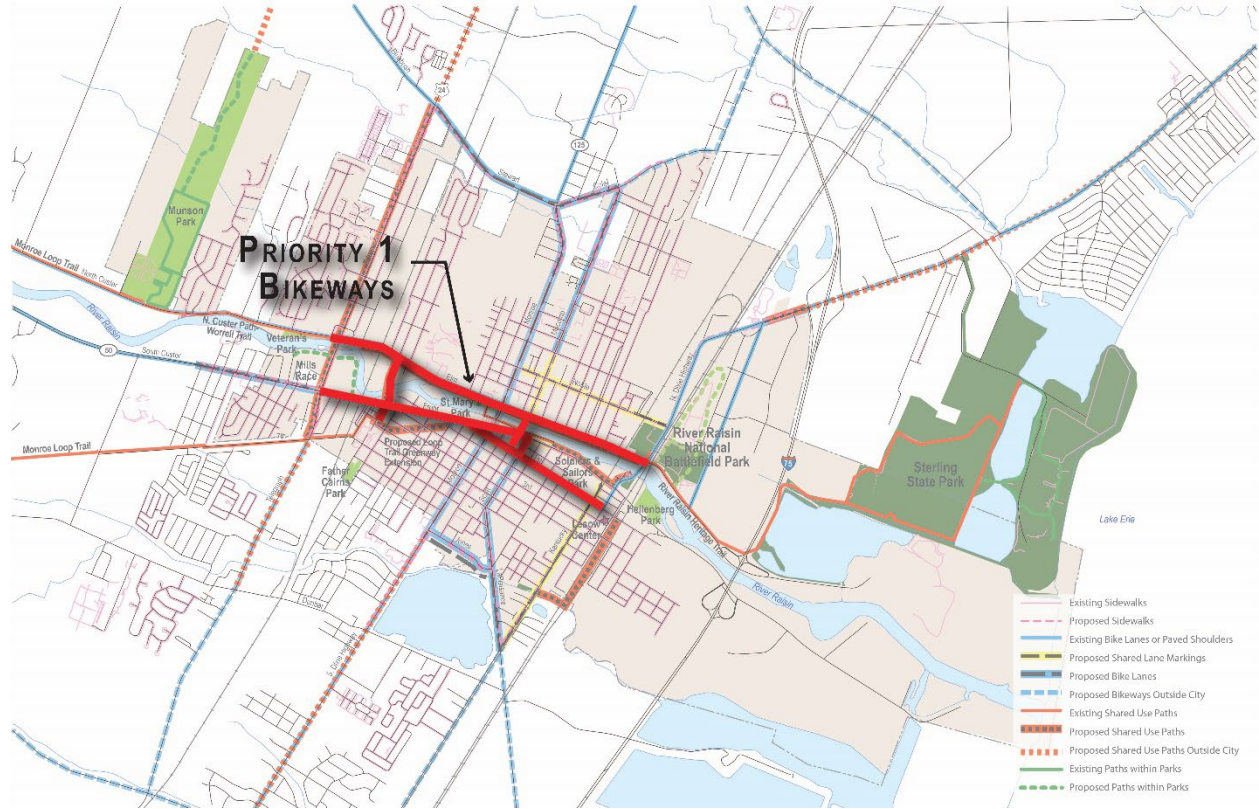
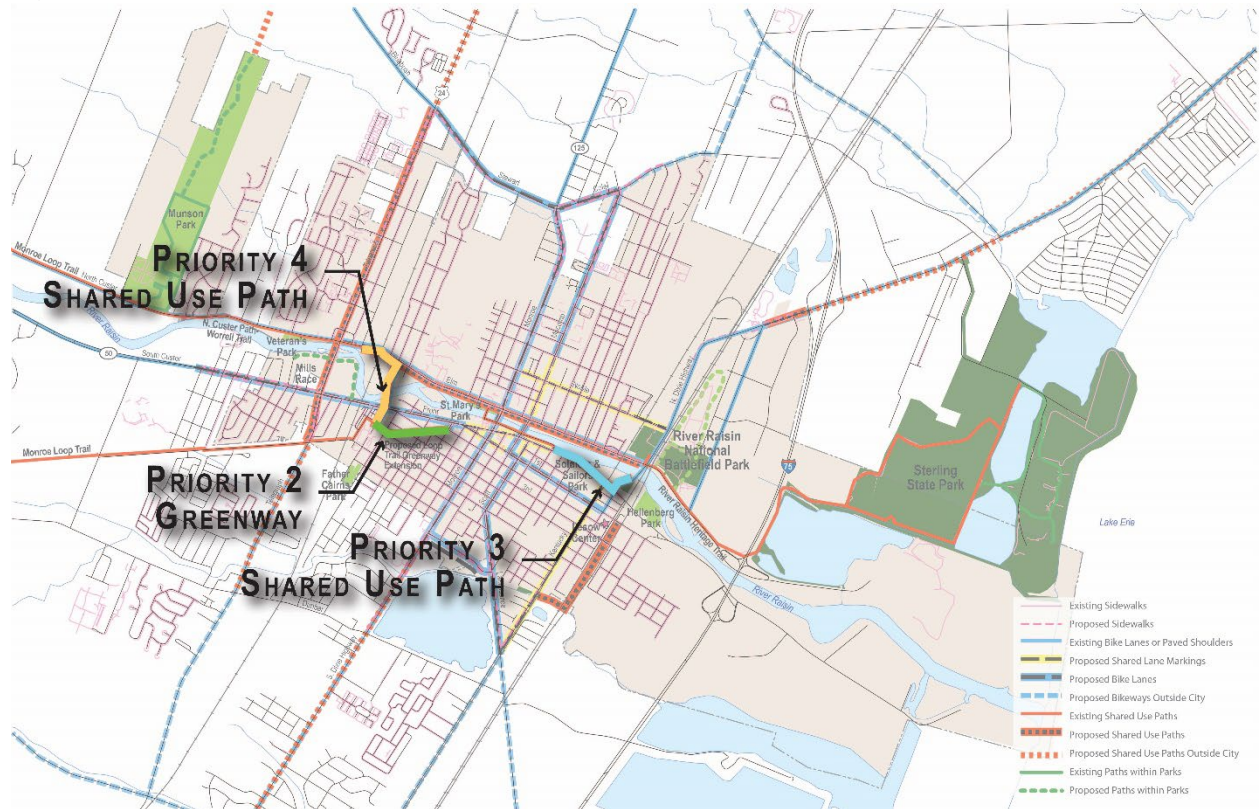


Figure 32. Network Plan Priorities 2, 3 and 4



FUNDING OPPORTUNITIES

The following programs are potential funding opportunities for developing pedestrian and non-motorized transportation facilities. The type of projects allowed depend on the program, however, the categories range from planning and construction of pedestrian or bicycle facilities to design of public spaces, educational programs, research, and methods for reducing air pollution.

Transportation Alternatives Program & Safe Routes to Schools

MAP-21 (Moving Ahead for Progress in the 21st Century Act) is the most recent federal transportation funding law. It consolidates transportation funding programs that were available under the previous funding law including the Transportation Enhancement program, the Safe Routes to School program, and the Recreation Trails program into a program called Transportation Alternatives Program (TAP). This singular program is the largest federal source for trail funding.

Transportation Alternative activities are projects that "expand travel choices and enhance the transportation experience by integrating modes and improving the cultural, historic, and environmental aspects of our transportation infrastructure." Activities which may apply to the City of Monroe include the construction, planning, and design of on-road and off-road facilities for pedestrians, bicyclists, and other non-motorized forms of transportation, including sidewalks, bicycle infrastructure, pedestrian and bicycle signals, traffic calming techniques, lighting and other safety-related infrastructure, and transportation projects to achieve compliance with the Americans with Disabilities Act.

SEMCOG's TAP allocation allows an emphasis on "shovel ready projects" including sidewalk and shared use path modernization which would be really advantageous to the City of Monroe for a number of projects identified. The types of project eligible include widening sidewalks from the to 5 feet, widening paths to 10 feet, full reconstruction of existing sidewalks and paths, and ADA enhancement. Another category of projects include safety and connectivity projects such as crosswalks, midblock crossings, road diets, new sidewalk and shared use paths, and bicycle lanes.

Transportation Enhancement and Safe Routes to School (K – 8th grade) funds are distributed through a partnership between SEMCOG and MDOT. Each project are jointly evaluated by SEMCOG and MDOT staff to determine eligibility, consistency with TAP program requirements, and how well the project meets SEMCOG's Creating Success goals.

Approximately \$10 million are available to be distributed in the SEMCOG region in 2022. Applications must be submitted through the MDOT's online grant system (MGS). A minimum 20 percent local match is required for proposed projects and applications are accepted online. Applications for 2022 are currently being accepted with anticipated construction target for 2023-2025.

<http://www.semco.org/TAPCall.aspx>

Congestion Mitigation/Air Quality

This funding is provided to areas that are not in compliance with air quality standards or are in a maintenance area for air quality nonattainment issues. Congestion Mitigation/Air Quality (CMAQ) projects are awarded competitively and jointly between MDOT and SEMCOG. Applicants must demonstrate that they reduce emissions in order to be considered eligible for funding as determined by the Federal Highway Administration. Southeast Michigan is a designated non-attainment area.

http://www.michigan.gov/mdot/0,4616,7-151-9621_11041_60661---,00.html

Michigan Transportation Fund (Act 51)

Revenues from the Michigan Transportation Fund (MTF) are generated from state gas and value taxes. The funding is divided among MDOT, road commissions, cities, and villages. Each Act 51 agency is required by law to spend at a minimum an average of one percent of their Act 51 dollars on non-motorized improvements for any rolling 10-year period. The City of Monroe has expended more than \$660,000 over the last 10 years, which is well over that requirement based on fund revenues of approximately \$2.5 million in FY 2021. Along with the City millage funds, this amount can be used to provide portion of a match for federal funds.

Michigan Natural Resources Trust Fund

State grants are available to local units of government for acquisition and development of land and facilities for outdoor recreation such as shared use paths. In 2022, priorities were trails, wildlife/ecological corridors, and projects located within urban areas. The Michigan Natural Resources Trust Fund (MNRTF) provides funding for the purchase and development of land for natural resource based preservation and recreation. Goals of the program are to:

- Protect natural resources and provide for their access, public use and enjoyment,
- Provide public access to Michigan's waters, particularly the Great Lakes and facilitate their recreation use,
- Meet regional, county, and community needs for outdoor recreation opportunities,
- Improve the opportunities for outdoor recreation in urban areas, and
- Stimulate Michigan's economy through recreation related to tourism and community revitalization.

Grant proposals must include a local match of at least 25 percent of the total project cost. There is no minimum or maximum for acquisition projects. For development projects, the minimum funding request was \$15,000 and the maximum was \$300,000 in 2022. Applications are usually due in April online through the MiGrants system.

[Natural Resources Trust Fund \(michigan.gov\)](https://michigan.gov)

Land and Water Conservation Fund

The Land and Water Conservation Fund (LWCF) is a federal appropriation to the National Park Service, who distributes funds to the Michigan Department of Natural Resources for development of outdoor recreation facilities. The focus of the program has recently been on trailway systems and other community recreation needs such as playgrounds, picnic areas, athletic fields, and walking paths. Minimum grant requests were \$30,000 and maximum requests were \$500,000 in 2022. The match percentage must be 50 percent of the total project cost. Applications are usually due in April online through the MiGrants system.

[Land and Water Conservation Fund \(michigan.gov\)](https://michigan.gov)

Recreation Passport Grant

The Recreation Passport Program provides funding to communities for the development of public recreation facilities. This includes the development of new facilities and the renovation of old facilities. Minimum grant requests were \$7,500 and maximum requests were \$150,000 in 2022. The match percentage must be 25 percent of the total project cost. Applications are usually due in April online through the MiGrants system.

[Recreation Passport Grants \(michigan.gov\)](https://michigan.gov)

Michigan Spark Grant

The Michigan Spark Grant is a new program to help local communities that create, renovate, or redevelop public outdoor opportunities including completing critical trail projects. Criteria include public benefit, financial considerations, access to project site, access to new opportunities for people of all abilities, clarity of scope and ability to execute, renovation and long-term maintenance. The first round of applications launched in October 2022 with two more rounds of applications and grant awards expected in 2023 making approximately \$ 65 million of coronavirus state and local fiscal recovery funds available. Projects must be completed in 2026.

[Michigan Spark Grants](https://michigan.gov)

DALMAC Fund

The goals of the DALMAC Fund are to expand and improve the bicycling environment in Michigan, increase bicycle safety, and promote goodwill toward bicycling in the community. Eligible activities include construction and design of bicycle facilities, bicycle education programs, bicycle promotion activities, purchase of bicycles and related equipment, and developing bicycle routes or maps. No specific match is specified and applications were due in March for 2022.

[DALMAC Fund Grants - Tri-County Bicycle Association \(biketcba.org\)](https://www.biketcba.org)

PeopleForBikes Community Grant Program (formerly Bikes Belong)

The PeopleForBikes community grant program is funded by members of the American Bicycle Industry. Their mission is to put more people on bikes more often. The program funds projects in three categories: facility, education, and capacity building. Requests for funding can be up to \$10,000 for projects such as bike paths, trails, lanes, parking, transit, and safe routes to school. Applications are due on October 31.

[Grants | PeopleForBikes](#)

City Roads and Trails Millage

Public support for bicycle and pedestrian improvements will be crucial in determining the level of services the City will be able to provide in the future. Renewing the City Roads and Trails millage need to be considered in the future for continued bicycle and pedestrian facilities development, upgrade, and maintenance.

APPENDIX

USER PROFILES, TYPES & DEMAND

Before considering trail or bicycle route development, an understanding of design standards and best practices should be considered. This chapter of the plan examines bicycle and trail development standards and practices that are relevant to the establishment of a citywide trail and bicycle network.

TYPES OF USERS

The needs and preferences of bicycle users vary depending on their skill level and the type of trip the individual wishes to take. Addressing the concerns of casual and inexperienced bicyclists as well as more experienced riders will encourage more people in Monroe to bike and walk in their daily lives.

Studies have shown that bicyclists and pedestrians share destinations and trip purposes common to other road users and, as a result, use all types of streets. Therefore, it would seem logical to add some bicycle and pedestrian improvements to all streets and roadways. Different types of users, however, generally prefer different types of streets. The American Association of State Highway Transportation Officials (AASHTO, 2012) recognizes different types of riders which are described in the margin to the right. Casual and less confident riders often prefer quiet neighborhood streets or recreational pathways. On the other hand, serious commuting and experienced riders can generally be found on roadways.

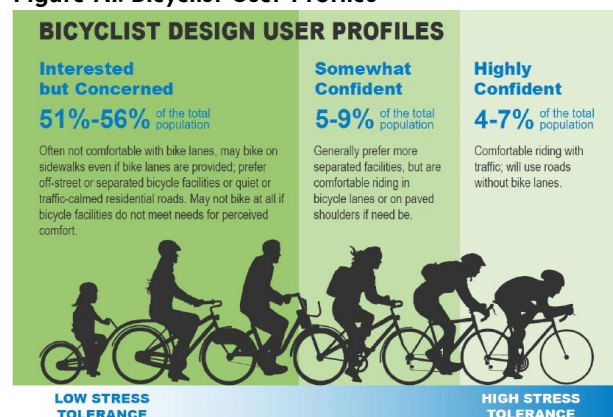
National studies have shown that on-road bicycle facilities for experienced riders and casual adult riders are generally safer than a sidewalk because they provide greater driver visibility. This is especially true at intersections and driveways, where conflicts with vehicles are most likely to occur.

Since bicyclists vary in skill and experience, the emphasis must be on establishing minimum standards which accommodate a full range of users while optimizing safety for all. The selection of pedestrian and bicycle facilities depends on a combination of several factors including the existing road network, potential destinations, scenic, and recreation amenities.

Experienced and confident riders generally use their bicycles as they would a car. They ride for convenience and speed and want direct access to destinations with a minimum of detour or delay. They are typically comfortable riding alongside a car; however, they need sufficient operating space on the traveled way or shoulder to eliminate the need for either them or a passing car to shift position. While comfortable on most streets, some prefer on-street bike lanes, paved shoulders, or shared use paths when available. Experienced riders avoid riding on sidewalks, which have speed and sight line limitations.

Casual or less confident riders may also use their bicycles for transportation purposes, for example, to get to the store or to visit friends, but prefer to avoid roads with fast and busy car traffic unless there is ample roadway width to allow easy overtaking by faster cars. Thus, casual riders are more comfortable riding on neighborhood streets, shared use paths, and prefer designated facilities such as bike lanes on busier streets. If no on-street facilities are available, they may opt to ride on sidewalks, which can be problematic, particularly in city centers.

Figure A1. Bicyclist User Profiles



Source: Bikeway Selection Guide (FHWA, 2019)

BICYCLE COMFORT LEVEL

Not all roadways are equally comfortable for bicycling. Factors such as traffic volumes and speed, number of lanes, road widths, and on-street parking play a significant role in how comfortable a bicyclist may be to ride on a road. Figure A2 below shows the three types of bicyclists and their likely comfort level on different types of roadways with varying types of bicycle accommodations. A beginner bicyclist is much more likely to choose to ride on a sidewalk or a roadway that provides a relatively high level of comfort than they are to ride on a road with high traffic speed or volume. As illustrated in Figure A3, SEMCOG classified the region’s roadways into four tiers of comfort based on traffic volumes, the number of travel lanes, posted speeds, and the presence of different bicycle accommodations.

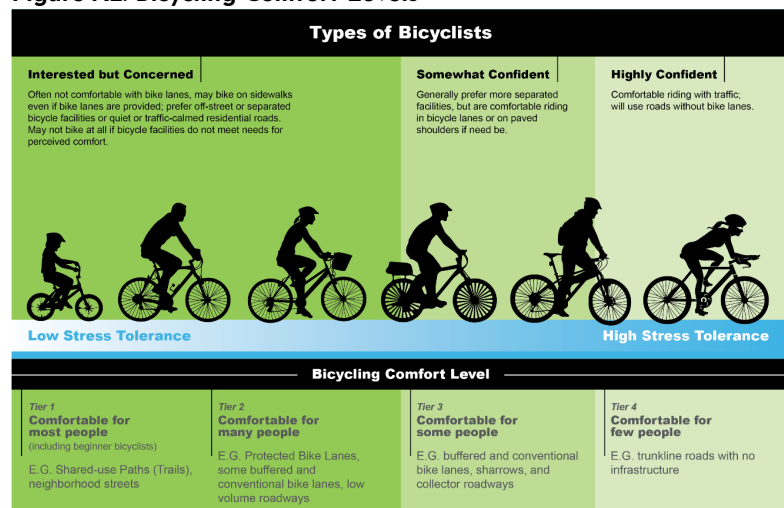
Tier 1: Roadways and pathways comfortable for most people including all of the *Interested but Concerned* bicyclists and exhibiting low speed, shared use paths separated from the roadway and wide enough to accommodate both bicyclists and pedestrians.

Tier 2: Roadways that are likely comfortable for many people, including a majority of the *Interested but Concerned* adult bicyclists. These roadways may have either protected bike lanes, low traffic volume and speed. Some roadways with no bicycle accommodations also fall into this category.

Tier 3: Roadways that are likely comfortable for some people, including the *Somewhat Confident* bicyclists. These roadways may have bike lanes or wide paved shoulders with higher volume and faster traveling vehicles.

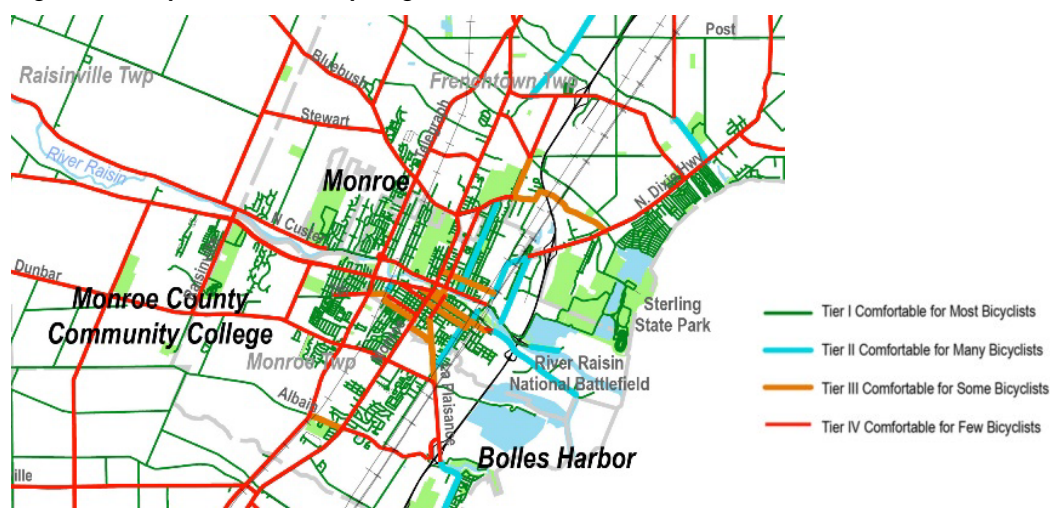
Tier 4: Roadways that are likely only comfortable for a few people, usually the *Highly Confident* bicyclists. These roadways generally have no bicycle accommodations, and will often involve sharing the road with faster-moving vehicles.

Figure A2. Bicycling Comfort Levels



Source: SEMCOG Bicycle and Pedestrian Mobility Plan for Southeast Michigan, 2020

Figure A3. City of Monroe Bicycling Comfort Levels



Source: SEMCOG data

TYPES OF PEDESTRIAN AND BICYCLE FACILITIES

The types of bicycle and pedestrian facilities that form the overall City of Monroe interconnected network include:

1. Sidewalks for pedestrian use,
2. On-street bicycle lanes for bicycle use,
3. On-street shared lane markings for bicycle use,
4. On-road paved shoulders for bicycle use,
5. Off-road shared use pathways for pedestrians and bicyclists, and
6. Crosswalks and other design features.

Each of the facilities has its place as a part of an overall non-motorized strategy for the City of Monroe. Most likely, there will be variation and combination of these types within the proposed corridors. A description of each facility follows.

The primary references for pedestrian and bicycle facility design standards are:

- *Guide for the Planning, Design, and Operation of Pedestrian Facilities (AASHTO, 2017)*
- *Guide for the development of Bicycle Facilities (AASHTO, 2012)*
- *Small Town and Rural Multimodal Networks (FHWA, 2016)*
- *Urban Bikeway Design Guide (NACTO, 2012)*
- *Bikeway Selection Guide (FHWA, 2019)*
- *Accessibility Guidelines for Pedestrian Facilities in the Public Right-of-Way (PROWAG) (Architectural and Transportation Barriers Compliance Board, 2011).*
- *Michigan Manual on Uniform Traffic Control Devices (MMUTCD) (MDOT, 2005)*
- *Bicycle and Pedestrian Terminology (MDOT, 2014)*

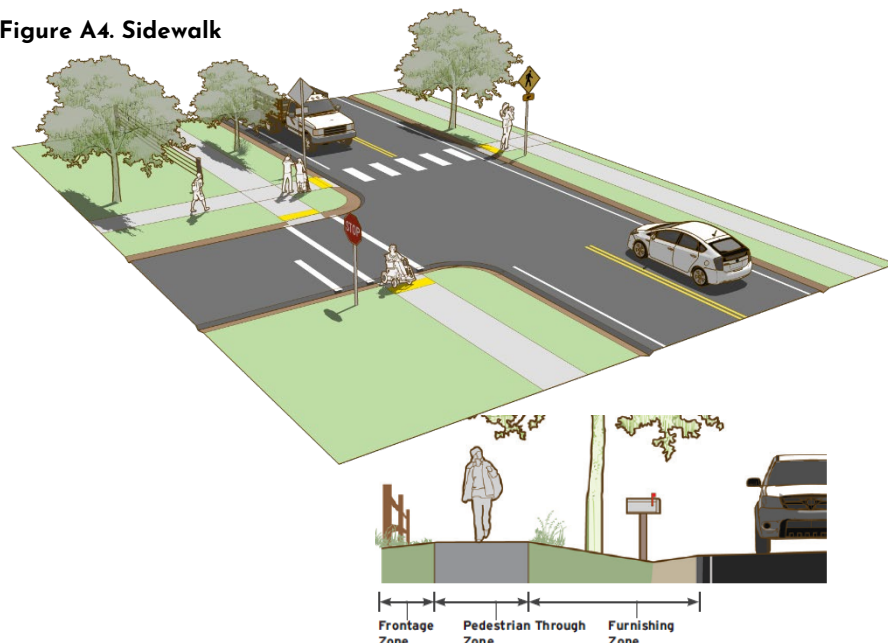
Sidewalks

Sidewalks are for pedestrians use. They consist of concrete pavement that are separated from the roadway by a landscape strip or buffer area. Ideally, a minimum buffer of five to six feet is preferred. In Monroe, older existing sidewalks are four feet wide. Any new sidewalk construction must comply with current ADA standards which require a five-foot minimum width for two-way travel and include ramps at roadway intersection. City sidewalks, when rebuilt, should be widened depending on the number of pedestrians who are expected to use the sidewalk at a given time.

Recommended widths for sidewalks are:

- 5 feet on local streets,
- 6 to 8 feet on arterial streets,
- 8 to 12 feet in downtown, and
- 8 to 10 feet in parks or schools.

Figure A4. Sidewalk

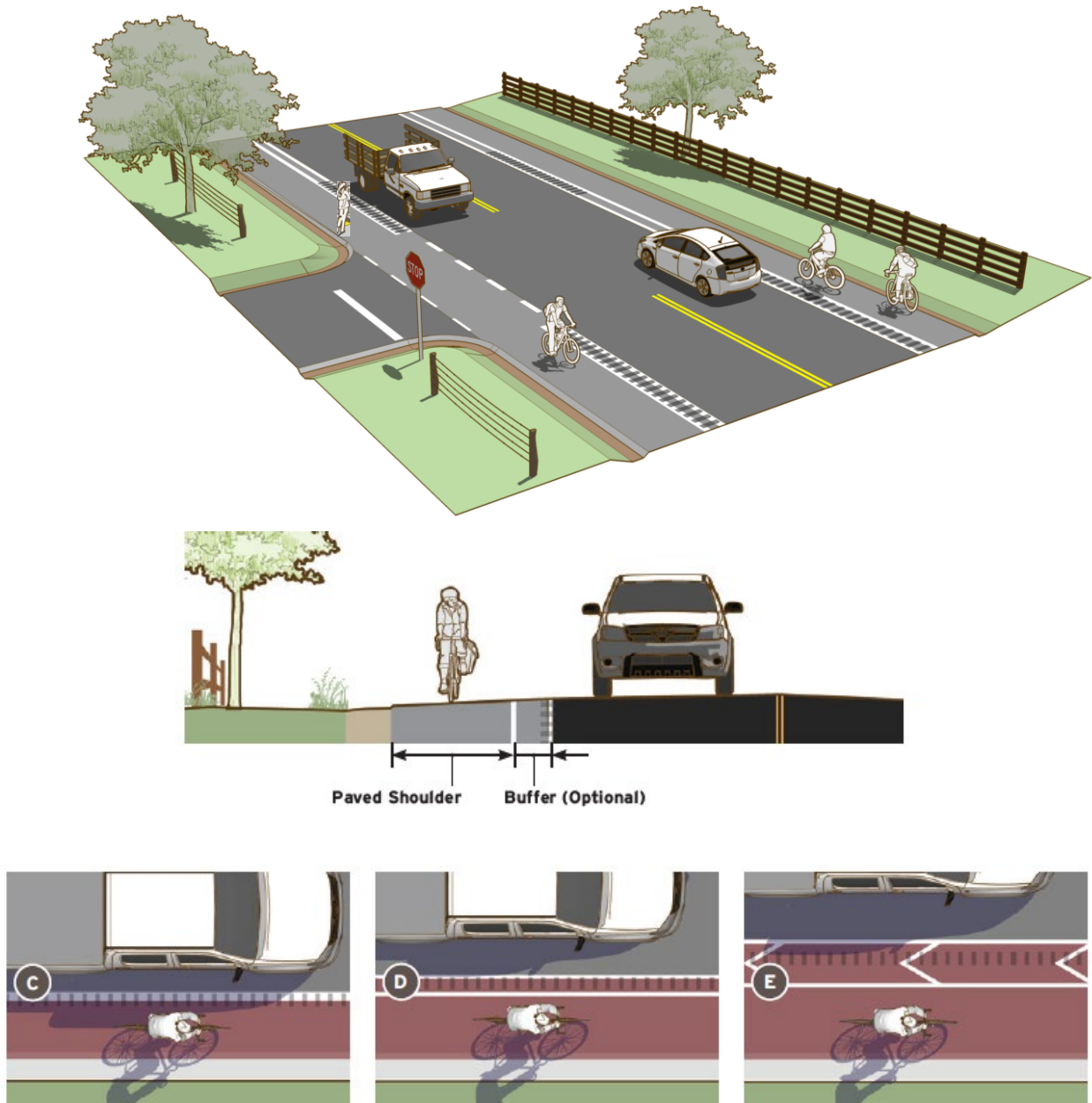


Source: *Small Town and Rural Multimodal Networks (FHWA, 2016)*

On-Road Paved Shoulders

A paved shoulder is the part of the roadway that is adjacent and contiguous to a regular vehicle travel lane. Paved shoulders can be used by bicyclists and can also accommodate stopped vehicles, emergency use, and pedestrians. Paved shoulders are appropriate bicycle facilities along roadways that do not have curb and gutter and have open ditch drainage. Paved shoulders intended for bicyclist use are at least four feet wide and the pavement should be smooth. When motorist speeds exceed 35 mph, additional width is recommended. A two-foot buffer adjacent to a paved shoulder will provide greater distance between cars and bicyclists thereby increasing safety and appealing to a wider cross-section of users.

Figure A5. Paved Shoulders



Source: *Small Town and Rural Multimodal Networks (FHWA, 2016)*

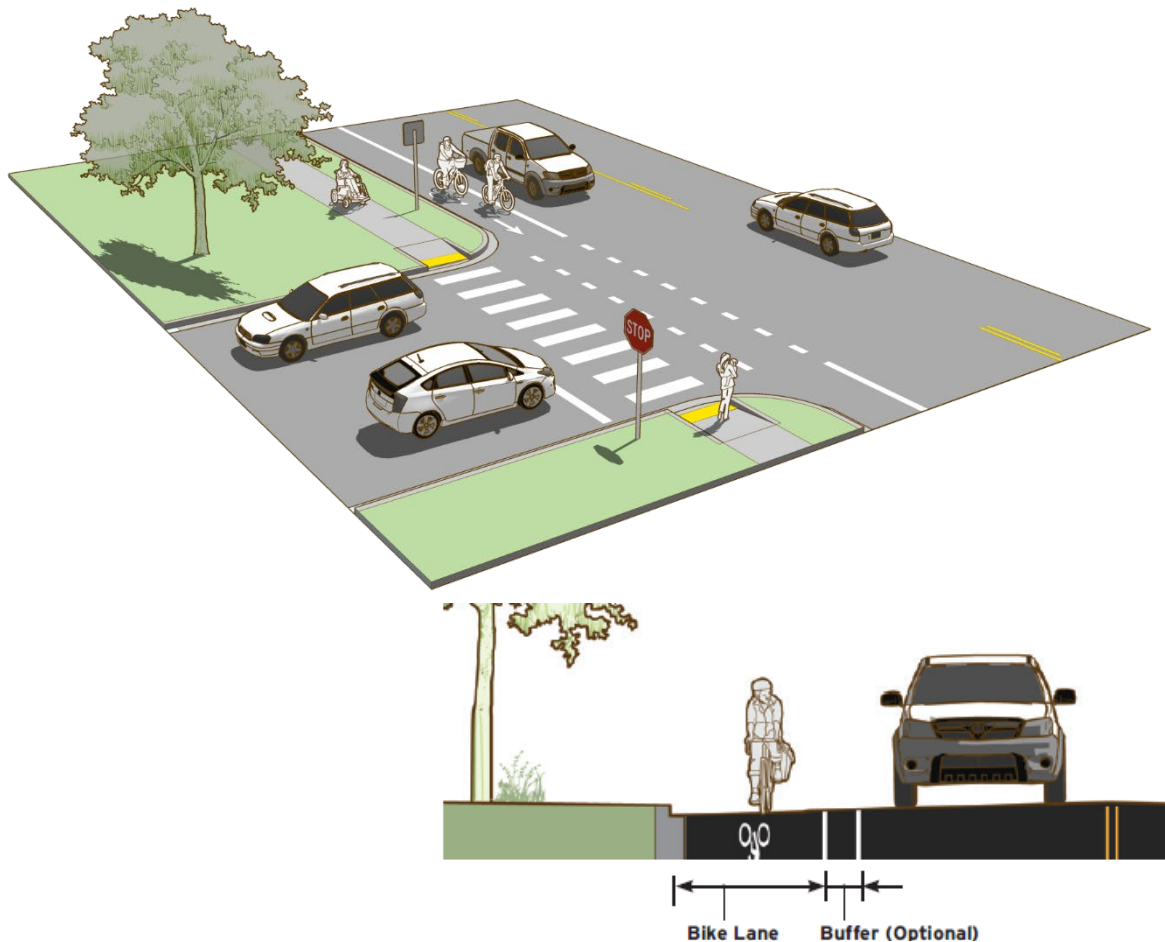
On-Street Bicycle Lanes

Bicycle lanes include designated lanes on roadways that incorporate striping, signing, and pavement markings for the preferential or exclusive use of bicyclists. They are one-way and a minimum of five feet wide. A minimum of three feet ridable surface should be provided where the joint between the gutter pan and pavement surface is smooth. If the joint is not smooth, four feet ridable surface should be provided.

According to the Federal Highway Administration (2019), bicycle lanes are appropriate on roadways having daily traffic volumes that exceed 10,000 or car speeds that exceed 30 mph.

Where parking is permitted, bicycle lanes should generally be placed between the parking lane and the motorized vehicle lane. The recommended lane width for this location is five to six feet (AASHTO, 2012). An important consideration in the design of bicycle lanes is the location of bicycle lanes at intersections. Guidance for pavement markings and signs at intersections is contained in the Michigan Manual on Uniform Traffic Control Devices (MMUTCD).

Figure A6. Bike Lanes

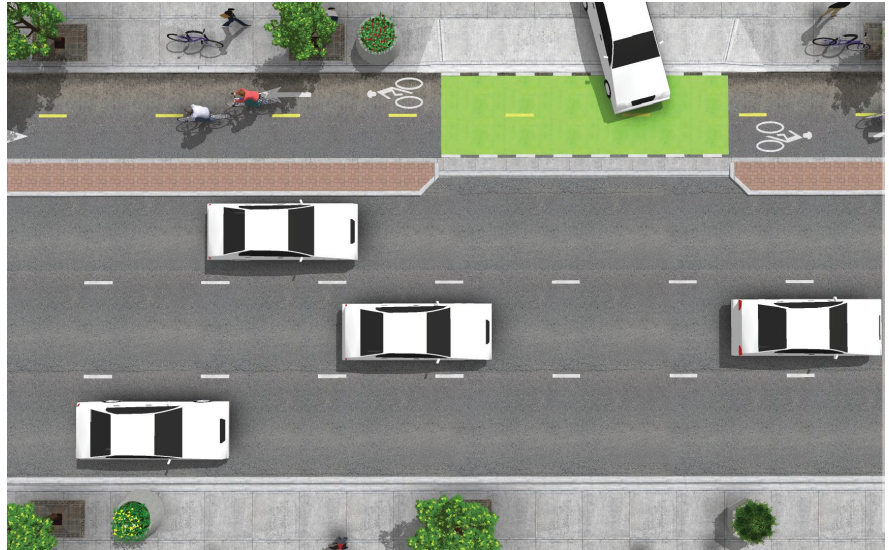


Source: *Small Town and Rural Multimodal Networks* (FHWA, 2016)

Two-Way Cycle Track

Two-way cycle tracks are physically separated on-street bike paths that allow bicycle movement in both directions on one side of the street. The desirable two-way cycle track width is 12 feet, but minimum width in constrained locations can be 8 feet. A dashed yellow centerline should be used to separate two-way bicycle traffic and to help distinguish the cycle track from any adjacent pedestrian area. Tubular markers may be used to protect the cycle track from the adjacent travel lane.

Figure A7. Two-Way Cycle Track



Source: *Urban Bikeway Design Guide* (NACTO, 2014)

On-Street Shared Lane Markings

Bicyclists sharing roadways with cars are appropriate for most streets having low daily traffic volumes or speeds (FHWA, 2019). Most local neighborhood streets in Monroe are currently suitable for shared roadway bicycling with no additional improvements necessary.

Shared roadways are also appropriate on roadways having higher traffic volumes and moderate speeds with provision of an increased shared lane width and/or shared lane markings. Shared roadways and lane markings are desirable in locations where the road right-of-way is limited or where it is not feasible to add pavement at the edge of a roadway to create a bike lane. They are also used in combination with dedicated bike lanes at intersection where the roadway accommodates a turning lane and there is not sufficient room for the separated bike lane.

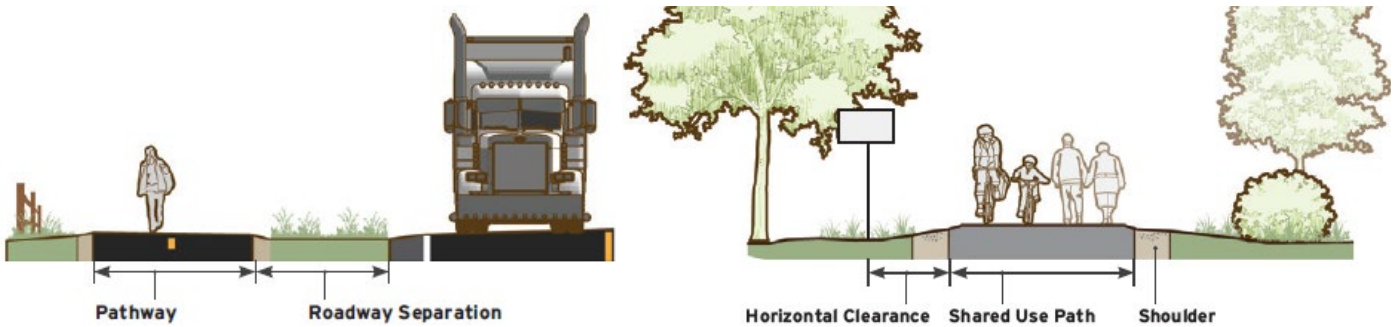
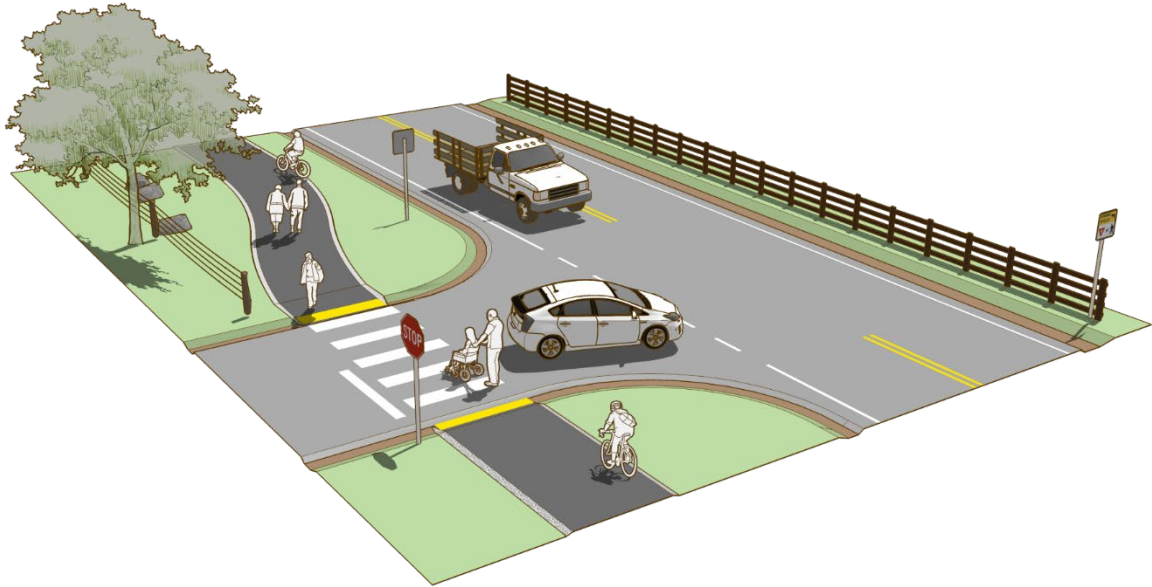
A **sharrow** pavement width is used to mark the shared lane. Sharrows are chevrons pointing in the direction of vehicle traffic to indicate where a bicyclist would ride. They provide a visual cue that bicycles are expected on the roadway and indicate the zone bicyclists ride on. They are typically used on roadways where there is not enough space for bicycle lanes or which connect gaps between other types of bicycle facilities.



Off-Road Shared Use Pathways

Off-road shared use pathways are physically separated from car traffic. The path may be within the road right-of-way also called a side path, or within a park or easement. Contrary to on-road bike lanes or paved shoulders, shared use paths are normally two-way facilities. The AASHTO recommended pavement width is 10 feet, but 8 feet may be considered where path usage is low, where space is limited, or where pathways are located on both sides of a roadway. Similarly, 12 feet may be considered more suitable where path usage is expected to be high, such as in an urban situation or within an urban area. A minimum of a 2-foot clear zone needs to be maintained along both sides of a pathway, with an 8-foot vertical clearance.

Figure A8. Shared Use Paths

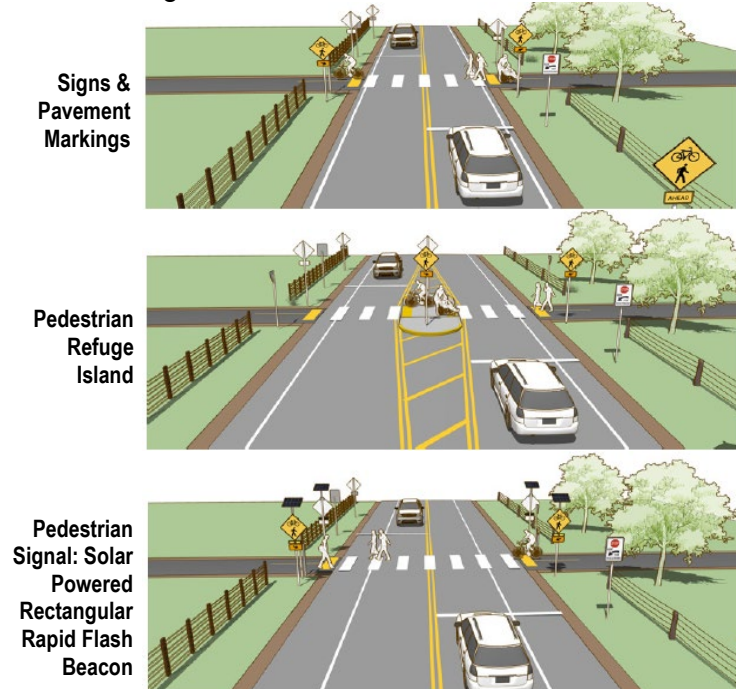


Source: *Small Town and Rural Multimodal Networks* (FHWA, 2016)

Crosswalks

Improving the safety of pedestrians and bicyclists crossing at roadway intersections also needs to be considered. The enhancements and features at each crossing vary based on a number of factors including: crossing width, traffic volume, pedestrian and bicycle traffic volumes, and sight lines. Refuge islands are one option to improve the safety of pedestrians and bicyclists crossing streets. These islands are raised longitudinal spaces placed in the center of a roadway, separating opposing lanes of traffic, and slotted along the pedestrian path. They reduce pedestrian crossing distances, act as a traffic calming feature, and increase the visibility of the crosswalk to motorists. Added features include pedestrian signals (Pedestrian Hybrid Beacon and Rectangular Rapid Flash Beacon) and pavement markings.

Figure A9. Enhanced Crosswalks



Source: *Small Town and Rural Multimodal Networks (FHWA, 2019)*

Other Design Features

Providing amenities such as bike stations/rest areas along non-motorized routes can make the system more inviting to users. Basic amenities which can be added in the future include bicycle racks, shade structures, benches, trash receptacles, and water drinking fountains. Additional amenities can include bicycle repair stations including an air pump, kiosks displaying a map of the trail, sheltered bicycle racks, restrooms, bicycle lockers, and other pedestrian amenities.



Signage

Pavement markings and signage are an additional consideration for the improvements of non-motorized facilities. The markings should be supplemented by regulatory signs placed at about the same location.

Additional signs may be located along bicycle routes and trails. They include four types of signs:

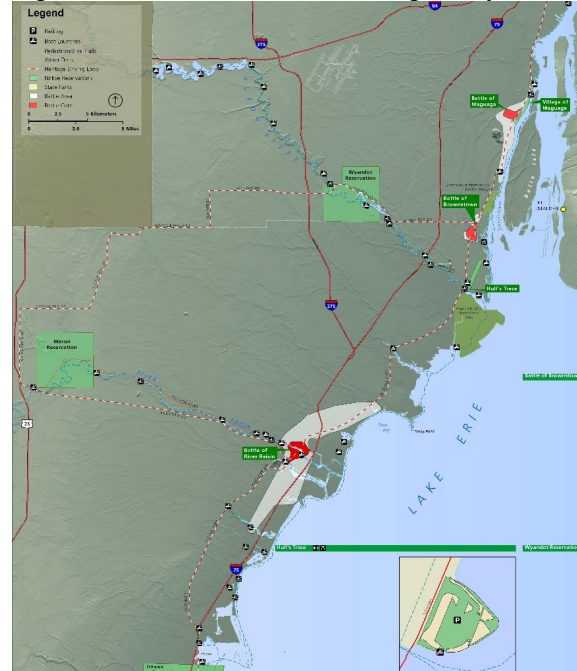
- Route signs, which identify the non-motorized route;
- Warning signs, which advise bicyclists and motorists of facilities and crossings;
- Regulatory signs, which inform bicyclists and pedestrians of specific traffic laws and regulations such as Bicycle May Use Full Lane; and
- Directional and wayfinding signs, which direct bicyclists to desired places and destinations; they can be placed at key locations along the route.

Figure A10. Sign Examples



Figure A11 depicts a Heritage Loop Trail which would connect the River Raisin National Battlefield Park to the region using historic roadways and connecting historic sites. The Heritage Loop connects the National Battlefield Park south to the Ottawa Reservation in Toledo through South Dixie Highway, west to the Macon Reservation in Dundee through M-50, and north to Hull’s Trace through North Dixie Highway and U.S. Turnpike.

Figure A11. The River Raisin Heritage Loop



Source: River Raisin National Battlefield Park

There are other statewide and regional trail visions which traverse the City of Monroe and which provide connections to greater regional trail systems.

Water Trails

In addition to land trails and non-motorized connections, Monroe County developed a comprehensive master plan for improving the County’s water trails in 2014. The Plan identifies specific recommendations for possible launch sites and other improvements. Figure A12 depicts the water trails planned within the City of Monroe along the River Raisin and along Lake Erie. Rock arch rapids have been installed along the River to restore fish passage through an initiative known as the River Raisin Legacy Project east of Rossler street, west of Veteran’s Park, and by Cappuccilli Park. However, they still prevent the free passage of canoes or kayaks for those who do not wish to portage or navigate through rapids. The passages could be modified to facilitate the flow of small boats.

Figure A12. Monroe County Water Trails - City of Monroe Area



Source: Monroe County Water Trail Master Plan, 2014

DRAFT COMPLETE STREETS RESOLUTION

Proposed Resolution Of the Council of the City of Monroe, Michigan Supporting a Complete Streets Policy for the City of Monroe

This resolution approves a Complete Streets Policy to incorporate Complete Streets principles of street design for all modes of transportation into roadway improvements and project phases.

WHEREAS, increasing active transportation (e.g., walking, bicycling, and use of public transportation) offers the potential for improved public health, economic development, a cleaner environment, reduced transportation costs, enhanced community connections, social equity, and more liveable communities; and

WHEREAS, Complete Streets are defined as facilities that are safe, comfortable and convenient for users of all travel modes, including walking, use of mobility aids, bicycling, riding public transportation, and driving motor vehicles; and

WHEREAS, the City recognizes that a comprehensive, well-connected, and reliable transportation network is essential to give residents the ability to travel to school, travel to work, engage in social activities, and contribute to the commercial and economic vitality of the City; and

WHEREAS, the City also recognizes the importance of partnerships with the Michigan Department of Transportation, the Monroe County Road Commission, Lake Erie Transit, Monroe Public Schools, utility companies, and other agencies to promote Complete Streets on roadways within but not owned and maintained by the City of Monroe; and

WHEREAS, the City seeks to align land use and transportation goals, policies and code provisions to create Complete Street solutions that are clear, concise, and consistent; and

WHEREAS, through a comprehensive planning process involving residents and community stakeholders, the City of Monroe Trails Advisory Committee has articulated a vision for bicycle and pedestrian improvements in the City;

NOW, THEREFORE, BE IT RESOLVED, By the City Council of the City of Monroe, the City approves the following Complete Streets policy:

The public roadway shall be designed, operated, and maintained to address accessibility and maximize the comfort, safety, and needs of all users, of all ages and abilities, whether traveling on foot, by using mobility aids or devices, by transit, by bicycle, or by motor vehicle, including freight and delivery.

The City shall incorporate this Complete Streets Policy into all appropriate projects to incrementally achieve a complete, interconnected transportation network that serves all users and encourages walking, biking, and transit use. An interconnected network will not only provide high-quality individual facilities, but also provide facilities that enable efficient and convenient transitions from one mode of transportation to another and from one type of infrastructure to another.

The City shall incorporate Complete Streets principles into all roadway improvements and project phases, including planning, design, right-of-way acquisition, land development, new construction, reconstruction, routine maintenance/rehabilitation, and capital improvements.

The City shall incorporate the Complete Streets principles established herein into all future or amended land use, transportation, area, and comprehensive plans, and all future or amended policies, resolutions, or ordinances impacting the public right-of-way.

The City shall continually look to the latest industry standards and guidelines to develop Complete Streets. The City of Monroe recognizes that design criteria shall not be considered prescriptive or taken as mandate; rather, Complete Streets guidance is intended to assist in the application of engineering and planning principles. The City shall strive to meet or exceed national best-practice guidelines on all transportation projects. The latest national, state, and local design guidance, standards, and recommendations available shall be considered in the implementation of Complete Streets.