

CITY COUNCIL STRATEGIC PLANNING MEETING
300 WEST CROWELL STREET
MONROE, NORTH CAROLINA 28112
APRIL 11, 2023– 4:00 P.M.
AGENDA
www.monroenc.org

1. Creft Park and Bearskin Creek Greenway Phase III Master Plan and Parks and Recreation Trust Fund (PARTF) Grant
2. Fiscal Year 2024 Budget Departmental Discussions
 - A. Water Resources
 - B. Energy Services

-
- **Agenda** is tentative and is subject to change up to and including the time of the meeting.
 - At the discretion of City Council, **Agenda Items** listed above that are not discussed at the Strategic Planning Meeting or moved at the request of Council, may be carried forward to the City Council Regular Meeting at 6:00 p.m. to be considered.
 - **Cell Phones/Pagers:** As a courtesy, please turn off cell phones and pagers while Meeting is in progress.



STAFF REPORT

TO: City Council

VIA: Mark Watson, City Manager

DATE: April 11, 2023

FROM: Ryan Jones, Parks and Recreation Director

PREPARED BY: Ryan Jones, Parks and Recreation Director

SUBJECT: Adoption of the Master Plan for Creft Park/Bearskin Creek Greenway Phase III and Application for a Parks and Recreation Trust Fund Grant

SUMMARY STATEMENT

Staff requests Council's consideration for the City of Monroe to apply for the Parks and Recreation Trust Fund Grant (PARTF) for the development of Phase III of the Bearskin Greenway and the Creft Park renovation project, as well as the approval and adoption of the Creft Park/Bearskin Creek Greenway Phase III Master Plan. A presentation by Alfred Benesch and Company has been prepared to detail these projects.

REVIEW

The State of North Carolina provides the Parks and Recreation Trust Fund (PARTF) for local parks and recreation departments to develop parks and facilities to provide additional recreational opportunities for their citizens with a 50/50 matching grant program. The maximum amount that may be applied for is \$500,000.

The City contracted with Alfred Benesch and Company in October of 2022 to complete a Master Plan for Creft Park to renovate this park and Phase III of the Bearskin Creek Greenway as well as the preparation of a PARTF grant application, and the management of the application process for the PARTF grant. The Master Plan was also presented to the Parks and Recreation Commission at their regular meeting on April 11, 2023. At this meeting, staff shared that this project seemed to be a good fit for a North Carolina PARTF Grant that could be submitted during the next grant cycle in May of 2023 (applications are due May 1) and recommended adoption of the Creft Park/Bearskin Creek Greenway Phase III Master Plan. The recommended additional park

amenities include an additional shelter, the renovation of the bathroom facility, an outdoor fitness cluster, an inclusive swing and play equipment areas, multi-purpose kids zone, walking loops within Creft Park and the Bearskin Creek Greenway - Phase III connecting Don Griffin Park to Creft Park. These recommended amenities were also identified as needs in the Parks and Recreation Master Plan Update, Greenway Master Plan, and Citizen Survey, adopted by Council in 2015.

Staff now seeks approval from City Council to apply for the 2023 PARTF Grant funding cycle to complete the items identified as Phase III of the Bearskin Greenway as indicated in the Greenway Master Plan and the adoption of the Creft Park Master Plan which would include amenities previously mentioned. The preliminary estimated cost for the completion of phase III and park renovation is \$1,000,000, which would require a local match of \$500,000. Funds are available in the greenway reserve fund. The adopted Creft Park/Bearskin Creek Greenway Phase III Master Plan can also be utilized for future grant opportunities, as well, including funds potentially allocated through the Land and Water Conservation Fund (LWCF).

City Council is requested to approve the attached resolution R-2023-20 indicating their intent to fund the fifty percent match should the City be awarded this grant, as well as the master plan associated with Creft Park/Bearskin Creek Greenway Phase III.

RECOMMENDATION

Staff recommends City Council:

- 1.) Adopt the Creft Park Master Plan;
- 2.) Authorize the submittal of a North Carolina Parks and Recreation Trust Fund Grant application in the amount of \$500,000;
- 3.) Adopt a Resolution for the required match of \$500,000 to be allocated in the FY 2023 budget from greenway reserve funds; and,
- 4.) Authorize City Manager to execute any and all necessary documents.

Attachment: Resolution R-2023-20
Priority Greenway Project - Greenway Master Plan

**RESOLUTION APPROVING GRANT COMMITMENT
FOR PARKS AND RECREATION TRUST FUND GRANT
FOR DEVELOPMENT OF BEARSKIN GREENWAY PHASE III AND
CREFT PARK IMPROVEMENT MASTER PLAN
R-2023-20**

WHEREAS, the Monroe City Council authorizes staff to apply for a Parks and Recreation Trust Fund (PARTF) Grant in the estimated project amount of \$1,000,000; and

WHEREAS, an amount equal to or greater than 50 percent (City match) of the total estimated project cost of \$500,000 will be appropriated by the City in the Fiscal Year 2023 budget; and

WHEREAS, the City Manager is authorized to execute the necessary documents.

NOW, THEREFORE, BE AND IT IS RESOLVED THAT THE City of Monroe is hereby authorized to apply for a Grant with the North Carolina Parks and Recreation Trust Fund hereby binding the City to the fulfillment of its obligation incurred under the Grant Agreement or any mutually agreed upon modification thereof.

Adopted this 11th day of April, 2023.

Attest:

Marion Holloway, Mayor

Bridgette H. Robinson, City Clerk

City of Monroe Parks and Recreation Department

Greenway Master Plan

June 2015

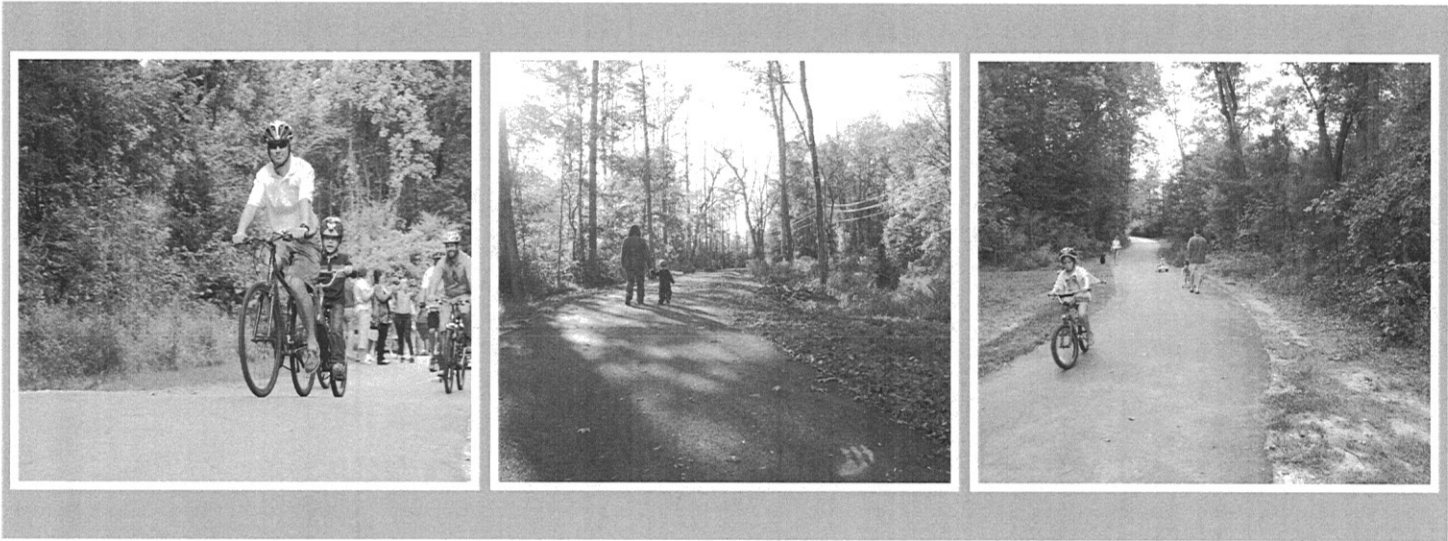


TABLE OF CONTENTS

Page 5	Acknowledgements
Page 6	Executive Summary
Page 9	Chapter 1: Introduction
Page 10	Definition of a Greenway
Page 10	Types of Greenway Facilities
Page 12	Chapter 2: Greenway Benefits
Page 13	Connecting Communities
Page 14	Health Benefits
Page 15	Economic Impact
Page 17	Environmental Benefits
Page 19	Chapter 3: Existing Conditions
Page 20	Geography of the Study Area
Page 20	History
Page 21	Population
Page 21	Carolina Thread Trail
Page 21	Existing Greenway Facilities
Page 26	Chapter 4: Proposed Greenway System
Page 27	Public Involvement
Page 28	Site Familiarization and Feasibility
Page 30	Proposed Greenway Corridors
Page 30	Central Monroe
Page 32	Northwest Monroe/Airport Area
Page 33	North Monroe
Page 33	East Monroe
Page 34	South Monroe
Page 34	Greenway Route Breakdown
Page 39	Priority Projects

TABLE OF CONTENTS (cont.)

Page 53	Chapter 5: Action Plan
Page 54	Greenway Planning and Implementation Process
Page 54	Criteria for Prioritizing Land Acquisition
Page 55	Criteria for Prioritizing Greenway Development
Page 56	Implementation Strategy
Page 61	Funding Strategies
Page 63	Land Acquisition Strategy
Page 65	Phasing/Priority Project Recommendations
Page 67	Budget Estimates
Page 67	Maintenance Costs
Page 68	Chapter 6: Policy Plan
Page 69	Zoning Text Amendment Recommendations
Page 69	Land Development Plan
Page 70	Unified Development Ordinance (UDO)
Page 72	Standard Specifications and Detail Manual
Page 73	Lake and Stream Vegetation Buffers Policy
	Appendices
Page 74	Appendix I: Design Guidelines
Page 94	Appendix II: Historic Downtown Monroe Greenway Map Brochure
Page 97	Appendix III: Community Engagement Summary
Page 130	Appendix IV: Potential Funding Sources
Page 143	Appendix V: CRTPO's Bicycle/Pedestrian Project Ranking Methodology
Page 149	Appendix VI: CRTPO's CMAQ Project Ranking Process and Application
Page 160	Appendix VII: Example Easement Agreements
Page 182	Appendix VIII: NCDOT Pedestrian Policy and the Bicycle & Bikeway Act of 1974
Page 203	References

FIGURES

Page 43	01 Overall Greenway Master Plan
Page 44	02 Central Monroe
Page 45	03 Northwest Monroe / Airport Area
Page 46	04 North Monroe
Page 47	05 East Monroe
Page 48	06 South Monroe
Page 49	07 Bearskin Creek Greenway, Phase II
Page 50	08 Aquatics Center to Parks Williams
Page 51	09 Don Griffin to Creft Park (Bearskin Phase III)
Page 52	10 Winchester Center to Don Griffic Park

Greenway System Totals

Greenway System Totals	
Existing Sidewalks	12.32 Miles
Proposed Sidewalks	20.68 Miles
Existing Trails	1.92 Miles
Proposed Trails	26.39 Miles
Total Greenway System	61.31 Miles

Priority Projects

Bearskin Creek Greenway, PH II (EB-5011) – 1.6 miles

Land Acquisition and design is currently underway for Phase II of Bearskin Creek Greenway, which will extend the greenway 1.6 miles and connect Dickerson Park to Don Griffin Park. The project is programmed in NCDOT's current State Transportation Improvement Program (STIP), with \$1,420,000 in Bicycle Enhancement funding earmarked for construction of the project in FY 2016. (Figure-7)

- Construction cost estimate - \$1,294,000 (from Kimley-Horn)



Monroe Aquatics & Fitness Center to Parks Williams – 0.3 mile

It is recommended that the city pursue a greenway connection from the Monroe Aquatics and Fitness Center to Parks Williams Athletic Complex within the first five years of implementation of this Greenway Master Plan. Funding for this project could be sought from the Recreational Trails Program, NCDOT through the STIP, the NC Parks and Recreation Trust Fund, and/or private funding sources such as the Union County Community Foundation and American Hiking Society. It is also recommended that the city review local funding options including funding through the city's general fund and debt financing options through loans and/or bonds. (Figure-8)

Cost Estimate:

Design	\$22,876
1,752 LF of Paved Trail	\$227,760
1 Midblock Crossing	\$1,000
TOTAL	\$251,636

*Cost does not include land/easement acquisition.

Parcels Needed (portions):

City of Monroe	9261016A
City of Monroe	9261012A
Union Baptist Association	9265012B
Moore Donald Lee & Jean T	9261005G
East Metro Partners	9261005F
Nelda Jean W. Davis, Inc.	9261005K
City of Monroe	9261005



Bearskin Creek Greenway, PH III – 0.4 miles

Once construction of Phase II of Bearskin Creek Greenway from Dickerson Park to Don Griffin Park begins, the city should focus on the next phase of the project, connecting Don Griffin Park over to Creft Park. Funding for this project could be sought from the Recreational Trails Program, NCDOT through the STIP, the NC Parks and Recreation Trust Fund, Clean Water

Management Trust Fund for land acquisition, and/or private funding sources such as the Union County Community Foundation and American Hiking Society. It is also recommended that the city review local funding options including funding through the city's general fund and debt financing options through loans and/or bonds. (Figure-9)

Cost Estimate:

Design	\$26,932
2,064 LF of Paved Trail	\$268,320
1 Midblock Crossing	\$1,000
TOTAL	\$296,252

*Cost does not include land/easement acquisition.

Parcels Needed (portions):

City of Monroe	9229015B
Bearskin Mill, LLC	9228228
City of Monroe	9228091



Winchester Center to Bearskin Creek Greenway at Don Griffin Park – 0.9 mile

Looking for a project that could be accomplished fairly quickly, at a low cost, and make a substantial positive impact on the community, the city should focus on connecting the Winchester Center to Bearskin Creek Greenway at Don Griffin Park. The project consists of existing sidewalks for the majority of the 0.9 mile connection, with only a gap of roughly 1,035 linear feet. It is proposed that this connection be accomplished with the addition of 760 feet of sidewalk along Miller Street with a crosswalk at Heath Street, and 275 linear feet of new trail within Griffin Park to connect up to the existing Bearskin Creek Greenway. Funding for this project could come from the

city’s allocation of Powell Bill Funding, as well as funding through the city’s general fund. (Figure-10)

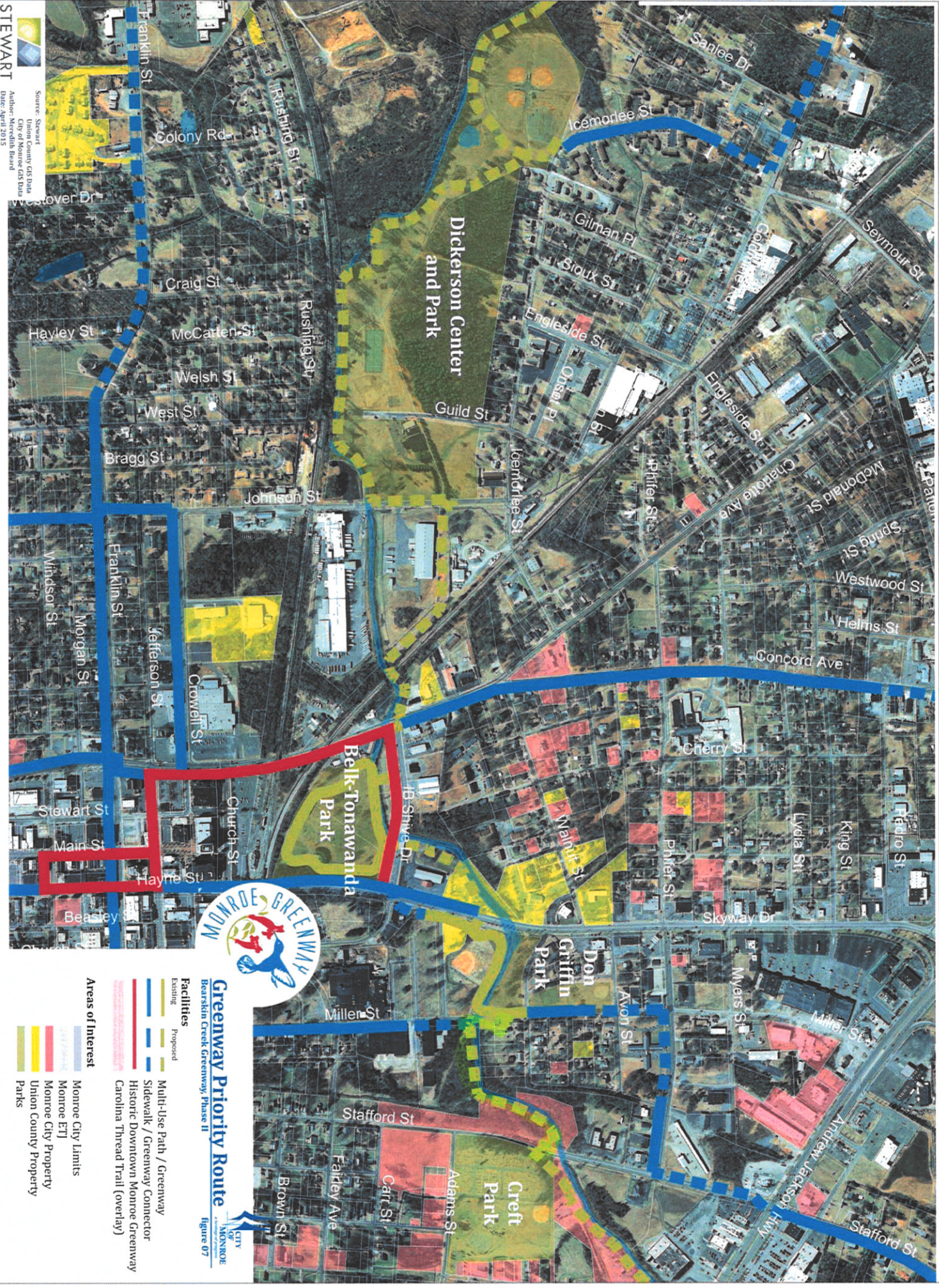
Cost Estimate:

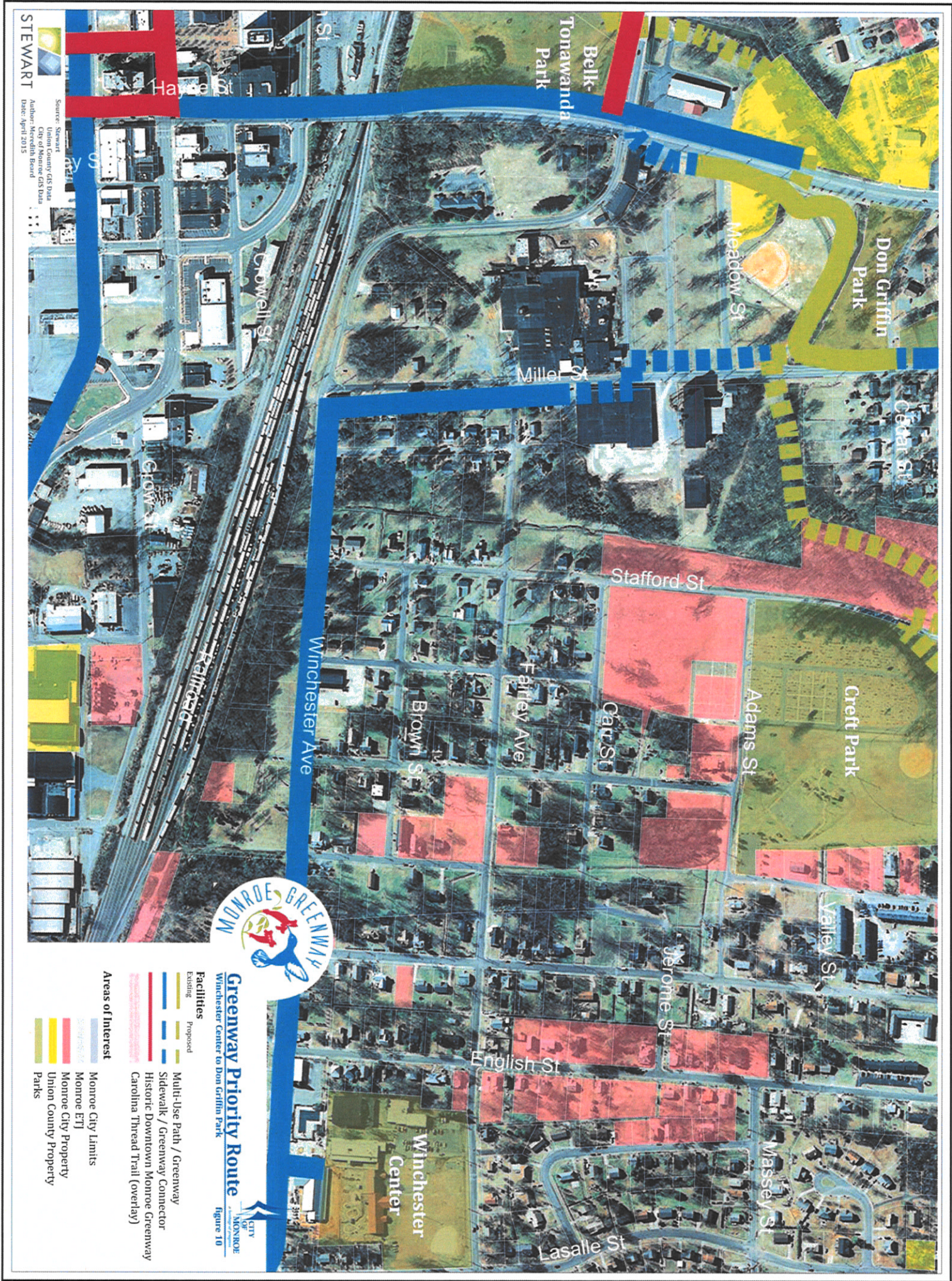
Design	\$4,967
760 LF of Sidewalk	\$12,920
275 LF of Paved Trail	\$35,750
1 Midblock Crossing	\$1,000
TOTAL	\$54,637

*Cost does not include land/easement acquisition.

Parcels Needed (portions):

Nettles Mark A	9229015
City of Monroe	9229015D
City of Monroe	9229015C
City of Monroe	9229015B







STAFF REPORT

TO: City Council

VIA: Mark Watson, City Manager

DATE: April 11, 2023

FROM: Bridgette H. Robinson, City Clerk

PREPARED BY: Bridgette H. Robinson, City Clerk

SUBJECT: Fiscal Year 2024 Budget Departmental Discussions

SUMMARY STATEMENT

To discuss Fiscal Year 2024 Departmental Budget items.

REVIEW

The following Departments will present for discussion items proposed for funding in the Fiscal Year 2024 Budget: Water Resources and Energy Services.

RECOMMENDATION

To discuss and establish Fiscal Year 2024 budget priorities.

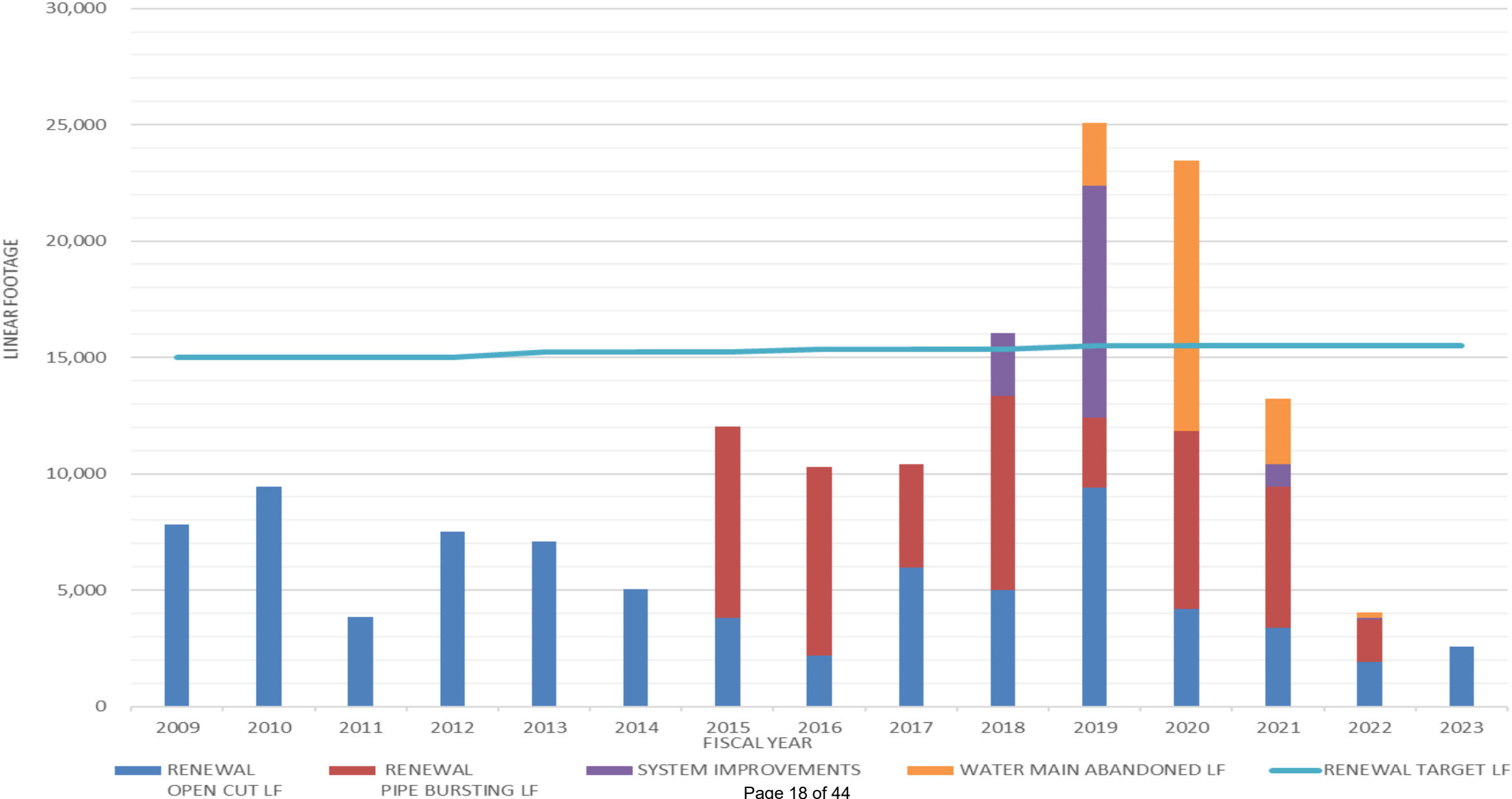
FY 2024 Departmental Budget Discussion

Water Resources Department
Scott Clark
Director of Water Resources

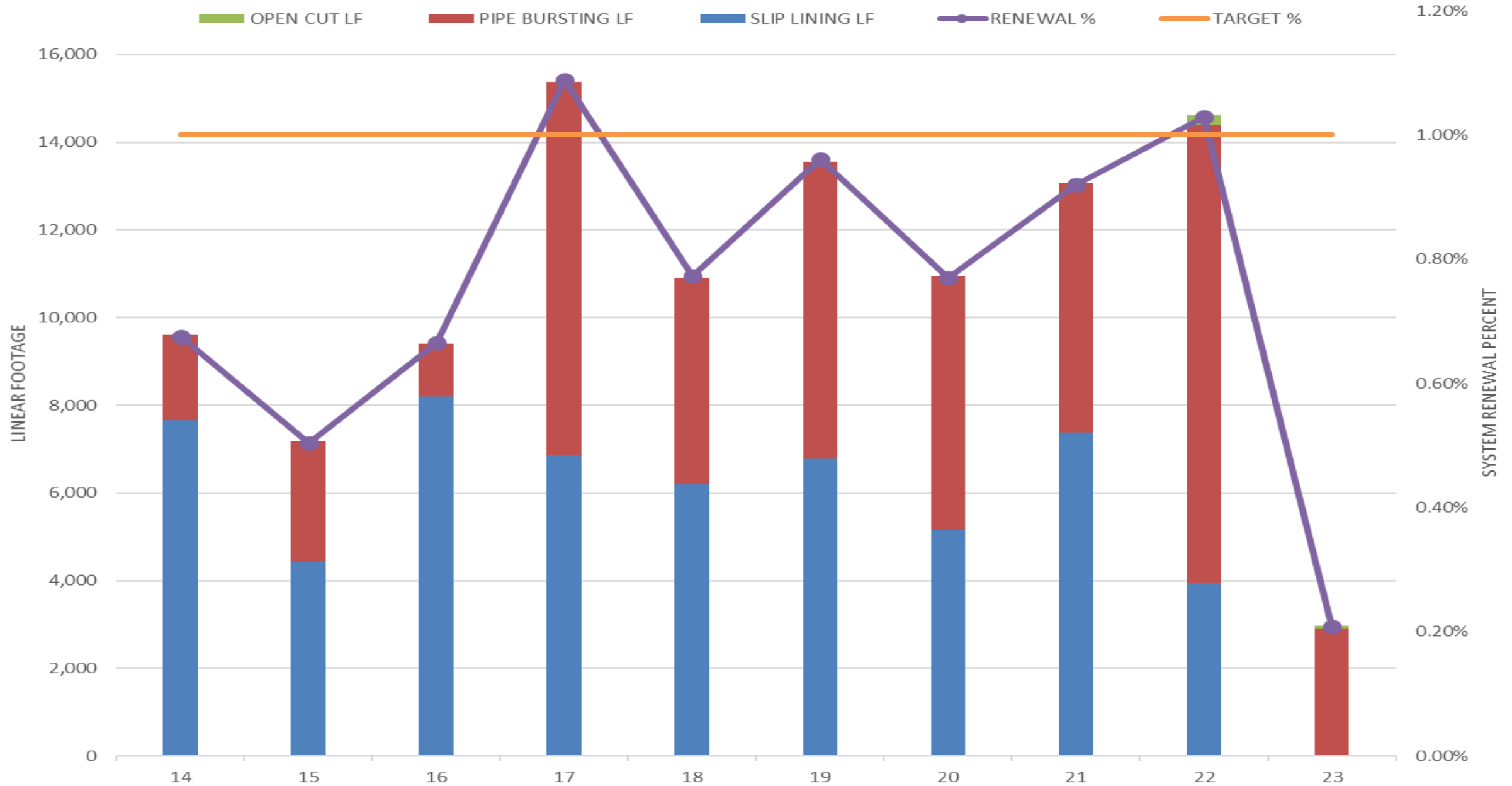
Base Budget

- Focus areas of Base Budget:
- Infrastructure replacement / rehab:
 - Our goal is to replace / rehab at least 1% of water/sewer assets annually
 - Current funding is \$1.5 million per year
 - FY24 = \$150,000 increase (Costs divided across Divisions 8020 & 8025 cost centers)
- Vehicle and equipment replacements
 - Estimated costs: \$1,484,210 across 5 divisions
 - Some garage supported items
- Treatment plant chemicals for WTP and WWTP:
 - Current funding is 1.6 million per year
 - FY24 = \$363,450 increase
- Interest / Risk:
 - Potential regulatory compliance failure
 - Potential delays in customer service and emergency response
 - Potential infrastructure failure, loss of service, impacts on consumer confidence

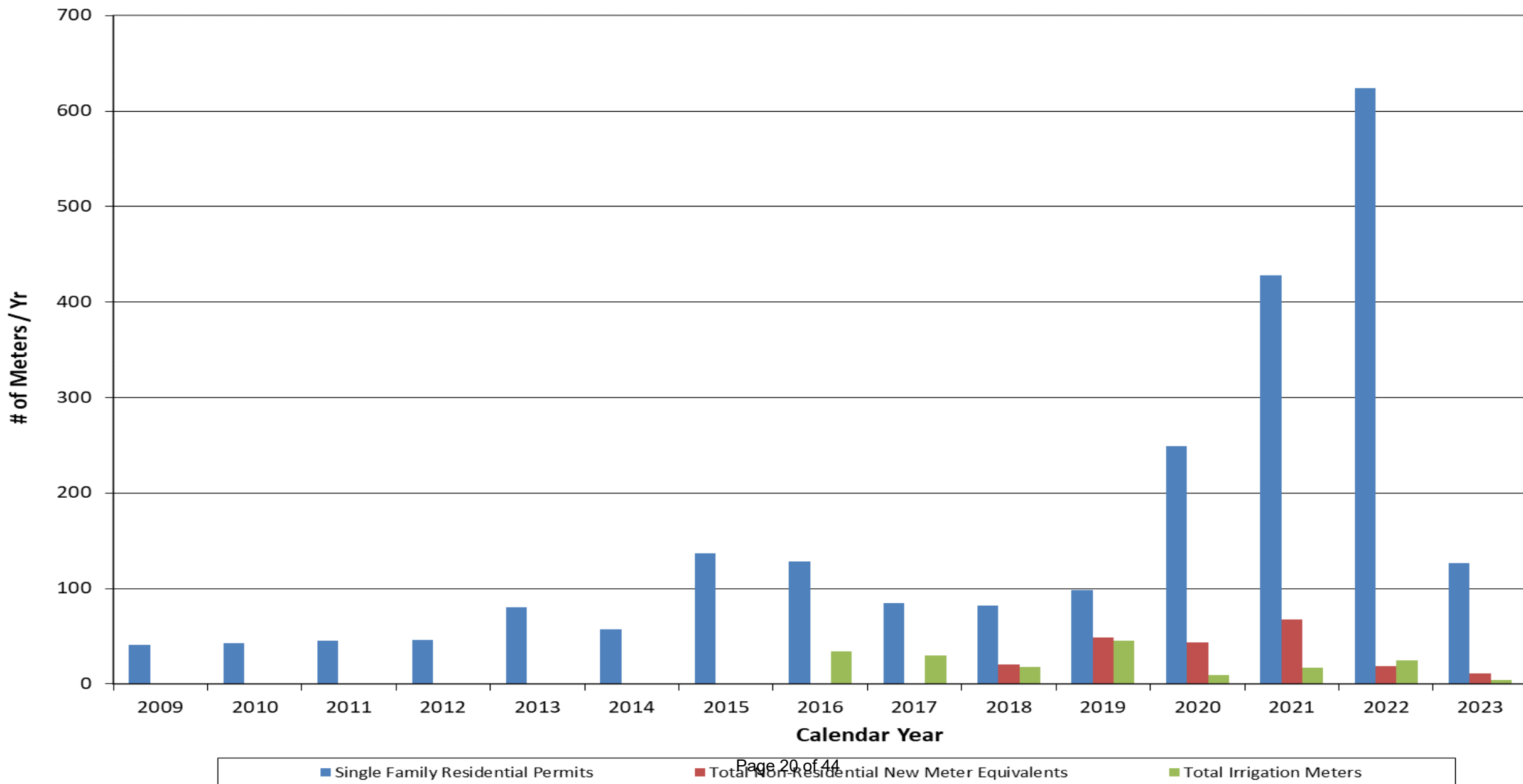
WATER MAIN INFRASTRUCTURE 15-YR RENEWAL TREND



SEWER INFRASTRUCTURE RENEWAL



Single Family Residential Permits & Non-Residential New Meter Equivalents Yearly Totals



Base Budget - Personnel

- Requested Position(s)
 - General Manager of Operations
 - WR Systems Engineer
 - WR Civil Engineer
 - Administrative Assistant PT 30 Hours
 - Construction Inspector I
 - Maintenance Field Supervisor
 - Maintenance Equip. Operator II (Utility Locator)
 - Construction Equip. Operator I
 - WTP Operator I
 - Lab Technician to Full-time (Currently PT)
- Consequences / Risk
 - Potential regulatory compliance failure
 - Delays in customer service and emergency response
 - Infrastructure failure and loss of service
- Estimated Costs: \$862,000
 - Equipment / supplies, etc. (one time, non-personnel)
 - Salary / benefits = \$750,303 (total for all positions)

Capital Improvements / New Initiatives

- Project / Strategic initiatives (greater than \$100,000)

- WTP FWPS#1 High Service Pumps MCC \$ 750,000
- WTP basin #3 coating \$ 850,000
- Water Supply & Dist Master Plan \$ 400,000
- S Sutherland Ave/Hwy 74 Water Line \$ 300,000
- Sewer Realignment approx. 1200' of 8" \$ 300,000
- Walkup Ave Water Line Realignment \$ 250,000
- Replace Nelson Hts. w/1.5 MG tank \$ 2,250,000

Total \$ 5,100,000

Water / Sewer Rates

How Does Monroe Rates Compare To Other Utilities
Across North Carolina?

Water / Sewer Rates

- 2023 NCLM Rates Benchmark Survey, 502 NC utilities, typical residential customer, Monroe compares very favorably!
 - Water 78th lowest out of 502 utilities (15th percentile)
 - Sewer 101st lowest out of 420 utilities (24th percentile)
- Success of City's uniform annual rate increase strategy for past 10 years
 - Raise rates annually to meet current and future needs
 - Avoid rate shock and industry impacts
 - Supports CIP and allows cash funding of expensive capital projects

Water / Sewer Rates (cont.)

- FY 23 Recommendation - Continue practice of uniform annual increases
 - Water and Sewer rate increase 3.5%
 - Typical residential bill increase = Water \$1.00 per month, Sewer = \$1.36 per month
 - Top 10 commercial/industrial customers get advanced notice
 - Adjust non-construction fees by CPI 10 year average = 2.34%
 - Adjust construction related fees by CCI 10 year average = 3.28%

Wastewater Capacity Update

WWTP permitted capacity (Annual average day basis)	10.4 MGD
2022 Average day flow *Severe drought influence	6.2 MGD*
UC Contract (unused)	0.5 MGD
Wet weather contingency	1.0 MGD
On-Paper permitted commitments	1.1 MGD
Available for zoning commitments and new economic development projects	1.6 MGD

Note: Planned WWTP 3.0 MGD expansion on-line FY29

Wastewater Capacity Update (cont.)

Coordination with Planning and Economic Development

- Maximize property tax and utility revenue growth
- Balance residential and commercial/industrial

Residential Growth

- Promote new annexations and quality development
- Meet all on-paper commitments
- Forecast up to 500 new homes per year (average)
- Total 1.1 MGD needed over 7 years

Commercial/Industrial

- Continue to attract quality projects
- 0.8 MGD available, support new commitments,
average of 115,000 gal/day, each year, until FY29

WR Legal Services

Account	Amount	Description
5108010 471010	\$15,210	Legal services for Water Administration
5108020 471010	\$27,377	Legal services for Water Maintenance
5108025 471010	\$15,210	Legal services for Water Construction
5108030 471010	\$18,251	Legal services for Water Treatment Plant
5108040 471010	\$25,350	Legal services for Wastewater Treatment Plant

Total = \$101,398 and is transferred to the General Fund

Closing Remarks

Questions / Discussion

FY 2024 Departmental Budget Discussion

Energy Services

Electric Division

Natural Gas Division

Base Budget Deficiencies - Project Specific

Electric

Account	Description	Base Budget	Increase	Recurring	Purpose
5408210 432040	Engineering	\$80,000	\$65,000	Partial	Engineering/Field Verification Services, Arc Flash Study
5408210 443020	Repairs and Maint Buildings	\$21,040	\$15,000	Yes	Increase maintenance requirements for stormwater pond
5408210 443050	Software License	\$40,219	\$57,912	Yes	City Works software license, Year 2

Base Budget Deficiencies - Inflationary Increases

Electric

Account	Description	Base Budget	Increase	Recurring	Purpose
5408220 434040	Technical Contracted Services	\$380,000	\$40,000	Yes	Inflationary increases on contract labor
5408220 443550	Repairs and Maint of Poles	\$52,000	\$25,000	Yes	Inflationary increases on contract labor
5408220 443600	Repairs and Maint Substation	\$155,000	\$23,250	Yes	Inflationary increases on material costs
5408220 458020	Training and Travel	\$54,750	\$10,950	Yes	Inflationary increase on training schools
5408220 468010	Other Operating Funds	\$50,000	\$10,000	Yes	Inflationary increase on rubber goods

Capital Equipment - New and Replacements

Electric

- New Equipment (greater than \$100,000)
 - New Underground Pulling Rig = \$205,000
- Replacement Vehicle/Equipment (greater than \$100,000)
 - 2009 100' Bucket Truck #2464 = \$600,000
 - 1997 3-Reel Turret Trailer #2179 = \$100,000

Capital Improvements Projects

Electric

Project	Description	Amount	Purpose
EL 1101	Subdivision Fund	\$2,700,000	Materials, labor, and equipment to install electric infrastructure in new subdivisions
EL 2001	NCDOT U-5764 Widening of Highway 74	\$635,000	Engineering, materials, labor, and equipment to relocate electric and fiber facilities
EL 1701	AMI Metering Solutions	\$100,000	Consulting services for AMI planning. Materials, labor, and equipment for AMI
EL 2201	SCADAmate Switch	\$100,000	Materials, labor, and equipment for installing automated electric switches
EL 2301	Substation Modernization	\$600,000	Engineering, materials, labor, and equipment for substations
EL 2302	Hal Coan Improvements	\$390,000	Engineering, materials, labor, and equipment for Hal Coan

Capital Improvements Projects - New Electric

Project	Description	Amount	Purpose
EL TBD	City Works Software	\$100,000	Consulting services for City Works development
EL TBD	Transmission Pole Replacement	\$250,000	Engineering, materials, labor, and equipment to replace poles

Personnel

Electric

- Three (3) Electric Line Superintendents
 - Superintendents to oversee field operations.
 - Need: The additional positions will provide the ability to maintain a high level of service to our customers and keep up with the increasing demand on our crews. These additional positions should allow us to complete most work with internal crews and reduce reliance on contract crews.
 - Estimated Costs:
 - Equipment/supplies, etc. (one time, non-personnel):\$89,000
 - Salary/benefits, etc.: \$392,990/\$144,660
 - Total Recurring annual salary/benefits: \$566,225

Personnel

Electric

- GIS Technician I
 - Technician to assist with asset management in the Geographic Information System (GIS) for Energy Services.
 - Need: The position is necessary to maintain the workload. The GIS System is used as the foundation utility locates, compliance work, and system planning.
 - Estimated Costs:
 - Equipment/supplies, etc. (one time, non-personnel):\$7,890
 - Salary/benefits, etc.: \$60,060/\$30,684
 - Total Recurring annual salary/benefits: \$93,146

Priorities

Electric

- Deficiencies:
 1. Repairs and Maint Substation
 2. Training and Travel
 3. Software License
 4. Engineering
 5. Repairs and Maint Buildings
 6. Other Operating Funds
- Personnel:
 1. Three (3) Electric Superintendents
 2. GIS Technician I
- Capital Equipment:
 1. Bucket Truck
 2. UG Pulling Rig
 3. 3-Reel Turret Trailer
- Capital Projects:
 1. Subdivision Fund
 2. Substation Modernization
 3. Hal Coan Improvements
 4. City Works Software
 5. Transmission Pole Replacement
 6. AMI Metering Solutions
 7. Widening of Highway 74
 8. SCADAmate Switches

Base Budget Deficiencies - Inflationary Increases

Natural Gas

Account	Description	Base Budget	Increase	Recurring	Purpose
5608420 433010	Midland Interlocal Payment	\$237,386	\$28,481	Yes	Inflationary increases due to increased NG sales
5608420 443590	LNG Repairs and Maint	\$91,000	\$15,000	Yes	Inflationary increase on LNG facility
5608420 458020	Training and Travel	\$64,970	\$35,000	Yes	Inflationary increases on training costs
5608420 461500	Small Equipment	\$57,750	\$20,000	Yes	Inflationary increases on small equipment
5608420 461510	Computer Replacements	\$14,400	\$15,000	No	Inflationary increase on computers

Capital Equipment - New and Replacements

Natural Gas

- Replacement Vehicles (greater than \$100,000)
 - 2011 F-250 4x4 Pickup #2494 = \$100,000
 - 2011 F-250 4x4 Pickup #2532 = \$100,000

Capital Improvements Projects

Natural Gas

Project	Description	Amount	Purpose
NG 1402	Subdivision Fund	\$2,700,000	Materials, labor, and equipment to install natural gas mains in new subdivisions
NG 1503	System Reinforcement Projects	\$750,000	Materials, labor, and equipment to install natural gas main system improvements
NG 1701	Revenue Based Expansions	\$275,000	Materials, labor, and equipment to install natural gas mains per request
NG 2101	Industrial Park	\$100,000	Materials, labor, and equipment to install natural gas mains for future industrial park

Personnel

Natural Gas

- Natural Gas Records Management Specialist
 - The specialist will provide management of compliance documentation and records.
 - Need: The natural gas system must comply with 49 CFR Part 192 and 49 CFR Part 193. The specialist is needed to ensure consistent compliance with federal regulations as the City of Monroe's natural gas system
 - Estimated Costs:
 - Equipment/supplies, etc. (one time, non-personnel): \$8,925
 - Salary/benefits, etc.: \$48,764/\$27,814
 - Total Recurring annual salary/benefits: \$79,707

Priorities

Natural Gas

- Deficiencies:
 1. Training and Travel
 2. LNG Repairs and Maint
 3. Midland Interlocal Payment
 4. Small Equipment
 5. Computer Replacement
- Personnel:
 1. NG Records Management Specialist
- Capital Equipment:
 1. 4x4 Pickup Truck
 2. 4x4 Pickup Truck
- Capital Projects:
 1. Subdivision Fund
 2. System Reinforcements
 3. Revenue Based Expansions
 4. Industrial Park

Personnel

Energy Services

- Legal Services

Account	Amount	Description
5408210 432010	\$25,000	Legal services for Electric Admin
5608420 432010	\$15,000	Legal services for Natural Gas
5408210 471010	\$76,789	Electric transfer to General Fund
5608420 471010	\$67,064	Natural Gas transfer to General Fund

Total = \$183,853. The total transfer to the General Fund is \$143,853.