



City of Greensboro

Meeting Agenda

City Council Work Session

Thursday, March 28, 2024, 2:00 p.m.

Plaza Level Conference Room

300 West Washington Street

Greensboro, NC

Greensboro City Council work sessions are available via [https://www.greensboro-nc.gov/government/city-council/council\[1\]meetings](https://www.greensboro-nc.gov/government/city-council/council[1]meetings), or the live stream on the city's YouTube page, at <https://www.youtube.com/user/CityofGreensboroNC>.

Any individual with a disability who needs additional information or assistance, please contact the City Clerk's Office at 336-373-2396.

	Pages
A. <u>Call To Order</u>	
B. <u>Presentations</u>	
B.1 2024-194 State of Our Parks and Greenways	2
Presented by: Phil Fleischmann, Parks and Recreation Director; ChesKesha Cunningham-Dockery, Parks and Recreation Commission Chair; Shawna Tillery, Planning and Project Development Division Manager.	
B.2 2024-195 Water & Sewer Utility Policy	19
Presented by: Mike Borchers, Director Water Resources; Chance Sparks, Urban Planning & Design Group Manager; Danny Wilson, Urban Planning Manager; Charles Archer, Vice President.	
C. <u>Adjournment</u>	



City of Greensboro

Melvin Municipal Office Building
300 W. Washington Street
Greensboro, NC 27401

Work Session Presentation

2024-194 State of Our Parks and Greenways

Presented by:

Phil Fleischmann, Parks and Recreation Director;

ChesKesha Cunningham-Dockery, Parks and Recreation Commission Chair;

Shawna Tillery, Planning and Project Development Division Manager.

State of Parks and Greenways

Phil Fleischmann, CPRE, Director
Greensboro Parks and Recreation Department

Shawna Tillery, Manager, Planning and Project Development
Greensboro Parks and Recreation Department

ChesKesha Cunningham-Dockery, Chair
Greensboro Parks and Recreation Commission



GREENSBORO
Parks & Recreation



01	VALUE OF PARKS AND RECREATION
02	GSO PLANNING INITIATIVES
03	URGENT UNFUNDED MAINTENANCE AND CAPITAL NEEDS
04	GREENWAY PLANNING
05	CONNECTING OUR COMMUNITY
06	FUNDING STRATEGIES
07	PARKS AND RECREATION COMMISSION
08	DISCUSSION



Key Discussion Points

- › What future funding strategies would you support or feel warrant further consideration? Which would you not support?
- › Do you support the current recommendations of allocating \$2.5 million per fiscal year and increasing rental fees in order to address urgent projects?

VALUE OF PARKS AND RECREATION



Environmental Benefits

Parks provide wildlife habitat, mitigate urban heat island impacts, improve air quality, and reduce stormwater runoff.



Health Equity and Access to Nature

Parks play a vital role in promoting health equity by providing accessible and inclusive recreational opportunities for all members of society, regardless of age, income, or ability.



Community Building and Social Cohesion

Parks serve as gathering places where people from diverse backgrounds come together.



Educational Opportunities

Parks offer educational programs, nature trails, interpretive signage, and outdoor classrooms that promote environmental awareness, ecological literacy, and outdoor learning experiences for people of all ages.



Physical and Mental Health

Parks offer spaces for physical activity and has been shown to reduce stress, anxiety, and depression.



Economic Value

Parks and recreational facilities enhance property values and stimulate local economies.



GSO PLANNING INITIATIVES



Plan2Play

- › Bring up the Basics
- › Create a Strong Brand
- › Bring Nature to Our Backyards
- › Strengthen Partnerships
- › Create Transformative Programs
- › Create Community Hearts
- › Make Greensboro Accessible
- › Connect the Trail System
- › Improve Connectivity to Parks and Community Hearts
- › Connect and Empower Individuals Across the Department

GSO2040

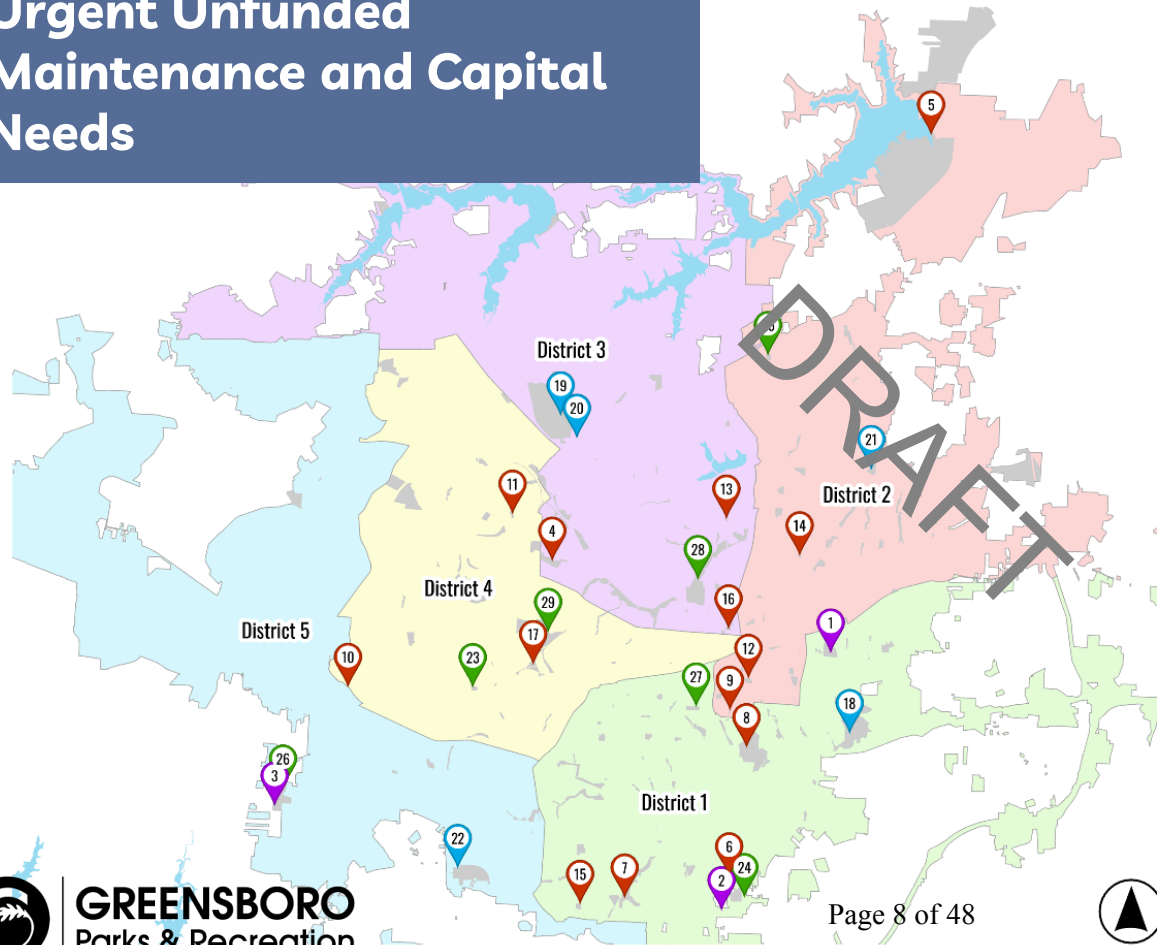
- › Filling in Our Framework
- › Creating Great Places
- › Becoming Car Optional
- › Prioritizing Sustainability
- › Building Community Connections
- › Growing Economic Competitiveness

City Priorities

- › Hub of Recreation & Entertainment
- › Most Connected City
- › Safest City



Urgent Unfunded Maintenance and Capital Needs



Equity & Connectivity

- ① Bingham Park, Parkland Remediation
- ② Brown Community Park, Property Acquisition
- ③ Griffin Community Park, Property Acquisition

Safety

- ④ The Bog Garden, Boardwalk Replacement
- ⑤ Lake Townsend Park, Dock & Bulkhead Replacement
- ⑥ Brown Community Park, Greenway Improvements
- ⑦ Shannon Hills Park, Greenway Improvements
- ⑧ Gillespie Golf Course, Maintenance Building
- ⑨ Arlington Park, Playground Replacement
- ⑩ Big Tree Way Park, Playground Replacement
- ⑪ Cascade Park, Playground Replacement
- ⑫ Douglas Park, Playground Replacement
- ⑬ Elmwood Park, Playground Replacement
- ⑭ Rosewood Park, Playground Replacement
- ⑮ Westbury Park, Playground Replacement

- ⑮ LeBauer Park, Pour in Place Playground Surfacing
- ⑯ Lindley Pool, Pump Room

Sports Tourism

- ⑰ Penn Wright Baseball Stadium, Fence
- ⑱ Stoner-White Stadium, Fence
- ⑳ Jaycee Park, Parking Lot Improvements
- ㉑ Greensboro Sportsplex, Roof
- ㉒ Hester Park, Tennis Courts

Functionality

- ㉓ Pomona Park, Adaptive and Inclusive Field
- ㉔ Brown Community Park, Parking Lot Restriping
- ㉕ Craft Community Park, Parking Lot Restriping
- ㉖ Griffin Community Park, Parking Lot Restriping
- ㉗ Warnersville Community Park, Parking Lot Restriping
- ㉘ Latham Park, Restroom Replacement
- ㉙ Lindley Park, Restroom Replacement





PLAN
2
PLAY

- » Bring up the Basics
- » Improve Connectivity to Parks and Community Hearts
- » Make Greensboro Accessible



- » Becoming Car Optional
- » Building Community Connections
- » Creating Great Places
- » Prioritizing Sustainability



- » Hub of Recreation and Entertainment
- » Most Connected City
- » Safest City

Parkland Remediation

Cost range: \$24,121,407-\$53,885,998 TBD

Council District: 1



Bingham Park



PLAN
2
PLAY

- » Bring up the Basics
- » Improve Connectivity to Parks and Community Hearts



- » Building Community Connections
- » Creating Great Places
- » Growing Economic Competitiveness

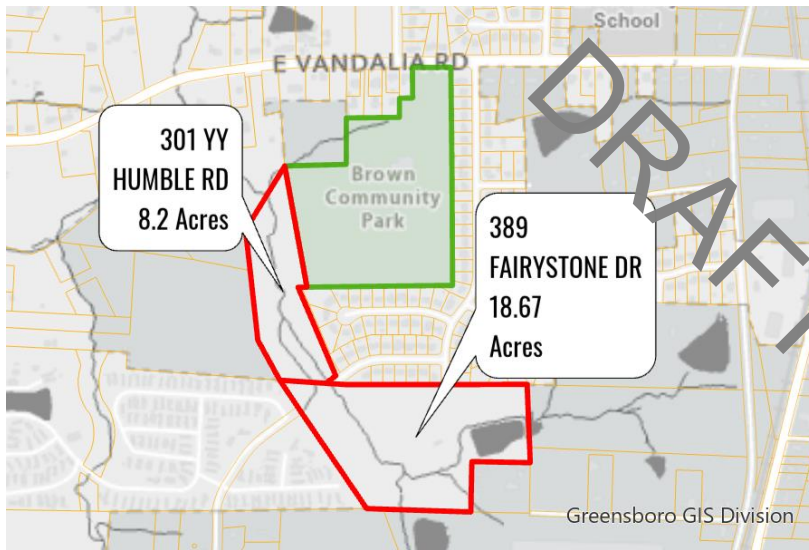


- » Hub of Recreation and Entertainment
- » Most Connected City
- » Safest City

Property Acquisition

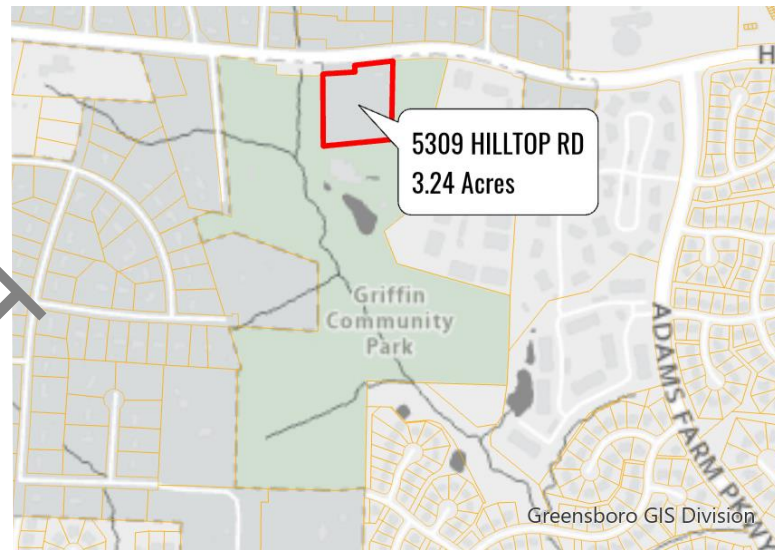
Cost: \$1,320,000

Council Districts: 1, 5



Brown Community Park

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Griffin Community Park



PLAN
2
PLAY

- » Bring up the Basics
- » Improve Connectivity to Parks and Community Hearts
- » Make Greensboro Accessible



- » Building Community Connections
- » Creating Great Places
- » Filling in the Framework



- » Hub of Recreation & Entertainment
- » Safest City

Playground Replacement

Cost: \$600,000

Council Districts: 1, 2, 3, 4, 5

- › Arlington Park
- › Big Tree Way Park
- › Cascade Park
- › Douglas Park
- › Elmwood Park
- › Rosewood Park
- › Westbury Park



Douglas Park



Arlington Park



PLAN 2 PLAY

» Bring up the Basics



- » Building Community Connections
- » Creating Great Places
- » Filling in the Framework
- » Growing Economic Competitiveness



- » Hub of Recreation and Entertainment
- » Youth Sports Capital

Tennis & Pickleball

Cost: \$800,000

Council District: 5



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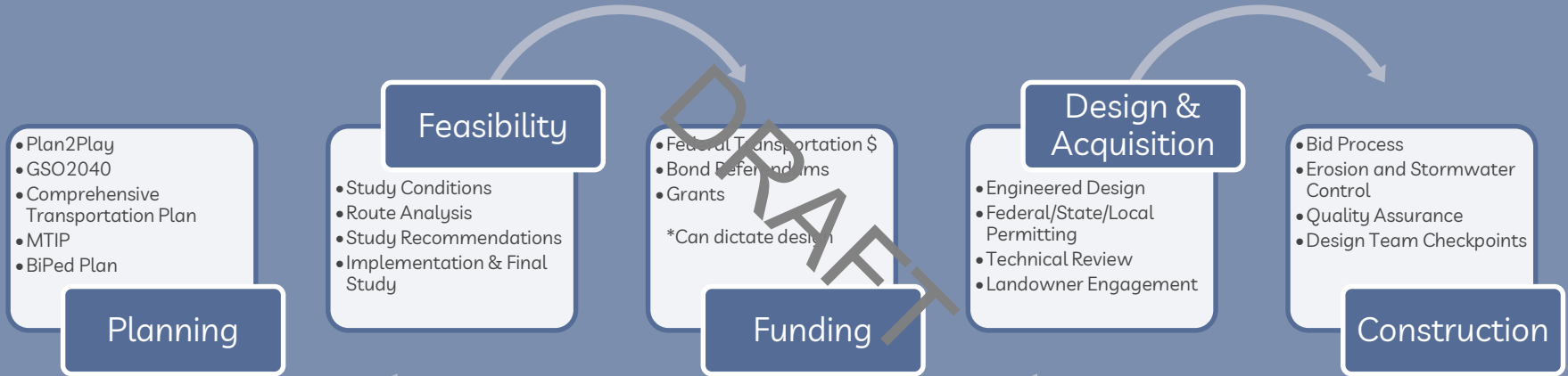
HESTER PARK: CONCEPTUAL MASTER PLAN

DECEMBER 28, 2015

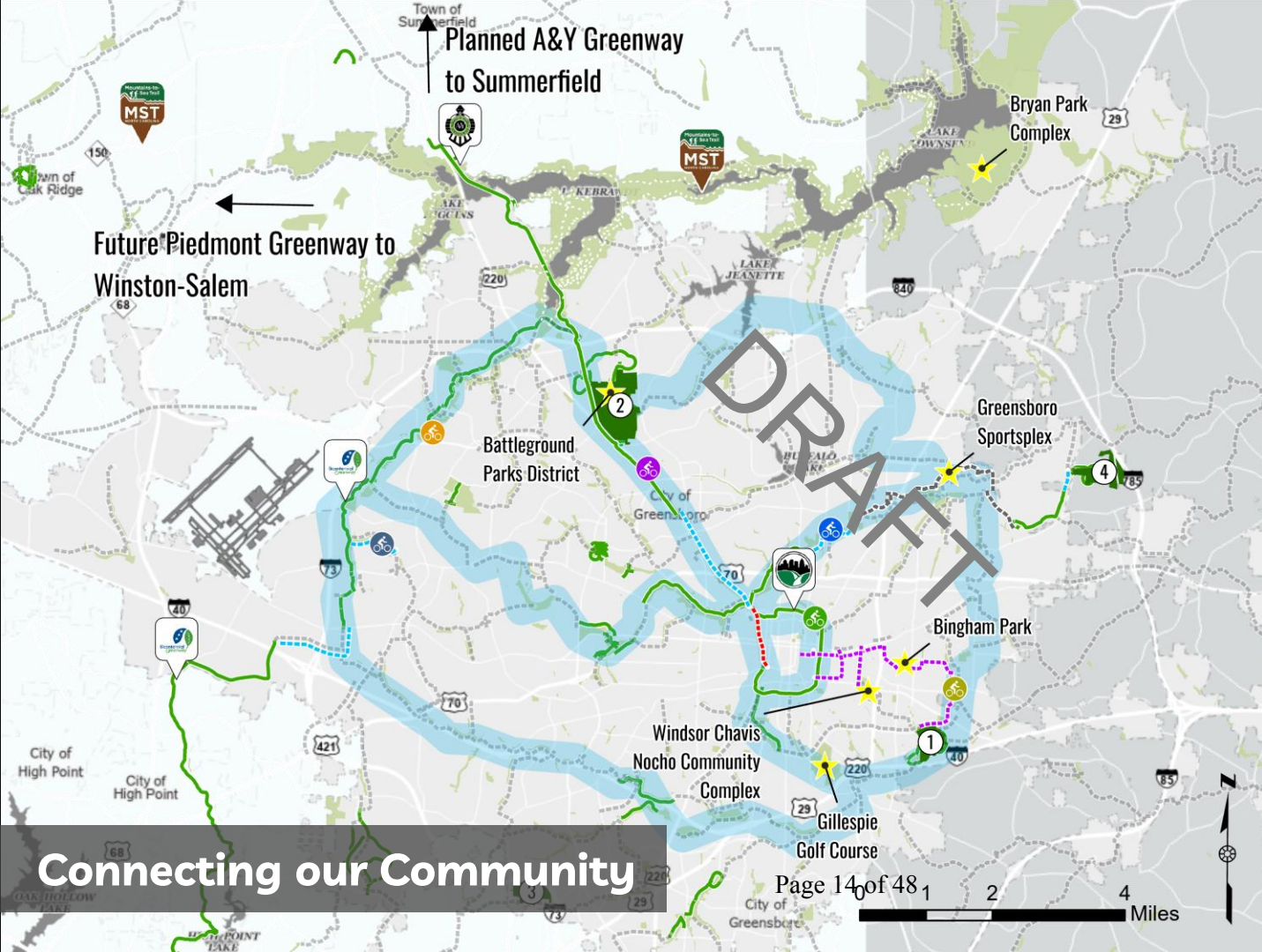


Hester Park

Greenway Planning



Steering Committees • Public Meetings • Pop-up Events • Surveys • Property Owner Engagement



Legend

Key Greenway Corridors

- Atlantic & Yadkin Greenway
- Bicentennial Greenway
- Downtown Greenway
- East Greensboro Greenway
- North Buffalo Creek Greenway
- Friends Greenway Connector

Greenway Development Status

- Existing
- Under Construction
- Under Design
- Feasibility
- Future Route
- BiPed Proposed Greenway
- Plan2Play Proposed Urban Loop

Regional Parks and Hubs of Recreation

- ① Barber Park
- ② Country Park
- ③ Hester Park
- ④ Keeley Park

Recreation Investment Hubs

Connecting our Community

FUNDING STRATEGIES

GRANTS & MATCHING FUNDS

- › Setting aside matching funds will help staff leverage up to 80% of project cost.

CITY DRIVEN INITIATIVES

- › General Fund appropriations
- › Tax
- › Fees/charges
- › Fee In Lieu/Payment in Lieu
- › Reinvest revenue from property sales into infrastructure (Mayer Park & Henry Street)
- › Debt finance retool
- › Issuance of Mini Bonds

PRIVATE PHILANTHROPY

- › Greensboro Parks Foundation
- › Greensboro Beautiful
- › Greensboro Downtown Parks, Inc.

DATA DRIVEN FUNDING STRATEGY

- › Condition/lifecycle assessment
- › Equity
- › Engagement
- › Geographic Need



PARKS AND RECREATION COMMISSION



Purpose

Nine-member commission serves in an advisory capacity to the Parks and Recreation Department and Greensboro City Council, and as a liaison between these groups and Greensboro residents.

Request

- › Urgent deferred maintenance and capital needs
- › Funding request



Discussion

- › What future funding strategies would you support or feel warrant further consideration? Which would you not support?
- › Do you support the current recommendations of allocating \$2.5 million per fiscal year and increasing rental fees in order to address urgent projects?



QUESTIONS?

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ChesKesha Cunningham-Dockery, Chair
Greensboro Parks and Recreation Commission

www.GSOParksandRec.com



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Parks & Recreation



City of Greensboro

Melvin Municipal Office Building
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Work Session Presentation

2024-195 Water & Sewer Utility Policy

Presented by:

Mike Borchers, Director Water Resources,
Chance Sparks, Urban Planning & Design Group Manager,
Danny Wilson, Urban Planning Manager,
Charles Archer, Vice President.



CITY OF GREENSBORO UTILITY EXTENSION POLICY

CITY COUNCIL MEETING

March 28, 2024



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1

PROJECT OVERVIEW

2

CURRENT POLICY SNAPSHOT

3

NC COMMUNITY COMPARISON

4

UPDATED POLICY

5

NEXT STEPS

MEETING AGENDA

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PROJECT OVERVIEW



GREENSBORO
NORTH CAROLINA

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PROJECT OVERVIEW

- Evaluate current policy
- Compare other NC communities
- Coordinate with City departments
- Draft updated policy

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CURRENT POLICY SNAPSHOT



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NORTH CAROLINA

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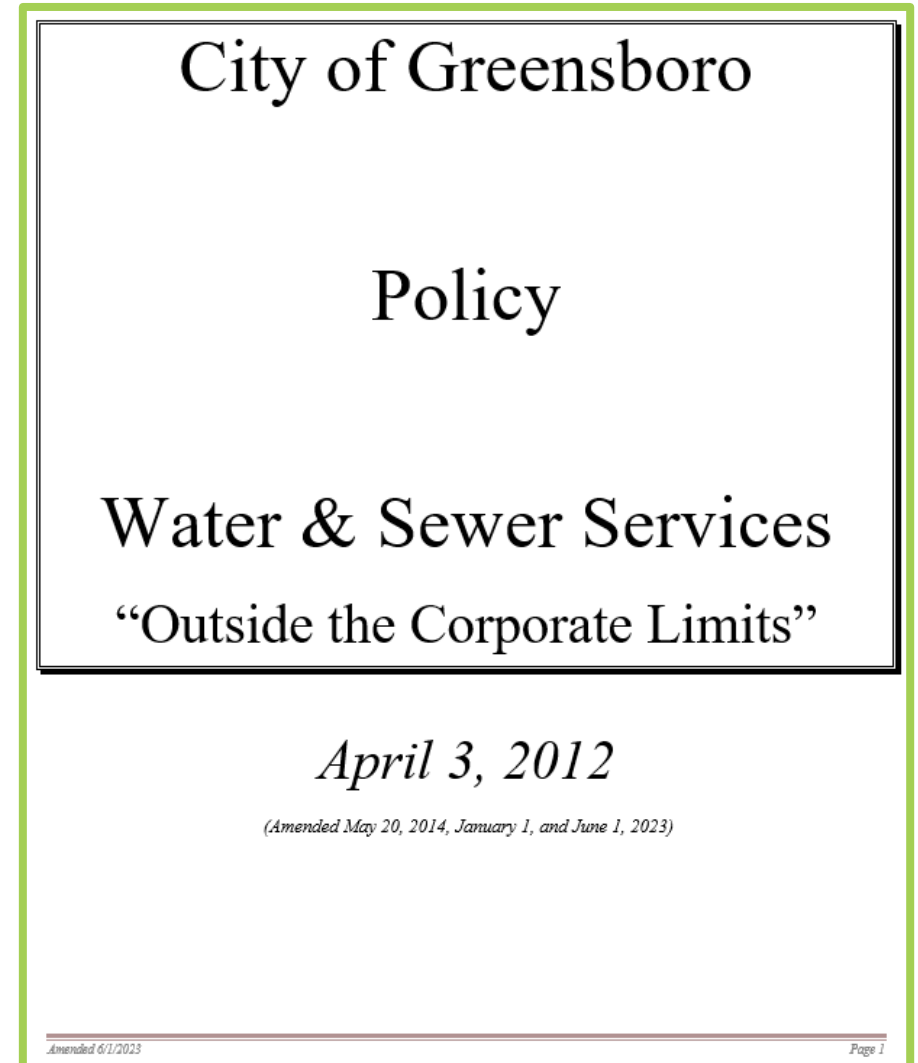
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CURRENT POLICY

- Originally adopted in 2012
- References old Water and Sewer Extension Reserve (WSER) and Water and Sewer Service Area (WSSA)
- Mixes information throughout
- Lacking interlocal governmental agreement (ILA) guidance
- Includes detailed specifications that are also contained in engineering design standards
- Doesn't provide clear authority for implementation

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NC COMMUNITY COMPARISON



GREENSBORO
NORTH CAROLINA

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OTHER NC COMMUNITIES



Greensboro's policy has a higher level of detail that, if revised and reorganized, should increase predictability for elected officials, staff administering the policy, and applicants. It is more explicit in its integration of long-range planning.

Limits and Boundaries

- With exception of CFWSA, extensions limited outside city or county (for joint) subject to approval; Charlotte-Mecklenburg allows Director of Utility approval
- Raleigh makes use of a utilities planning area similar to Greensboro, but without tiers.

Comprehensive Plan Use

- Raleigh deploys a "utilities planning area" produced from their plan, like Greensboro, while Charlotte uses their plan to actively inform the CIP to shape development/growth outcomes
- Greensboro is unique in addressing economic opportunity and direct-referencing goals.

Annexation and Feasibility

- Other utilities silent on annexation (often another policy), but in interviews acknowledged they go together. Raleigh requires submission of voluntary petition.
- All require developer to provide feasibility study, in the form of preliminary utilities plans, capacity data for analysis, etc.

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OTHER NC COMMUNITIES



Health Hazard

- Except for Raleigh and Cape Fear, other utilities have a public health hazard exemption. Winston-Salem appears to take additional step of compelling connection.



Oversizing

- All generally have a version of oversized similar to Greensboro, with some providing variable approaches using multi-year reimbursement and consideration of age of existing pump/main.
- All establish that oversized must be for amounts beyond minimum line size.



ILAs and Extending into Others

- Charlotte-Mecklenburg is the only other that explicitly discusses extension into other jurisdictions, and have processed several subject to similar standards as any other extension. Others indicated they were addressed on ad-hoc basis.

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OTHER NC COMMUNITIES



Fees

- All other providers have some equivalent version of the fees Greensboro charges, though frontage fees may be unique (available data from others not clear)



Constructing System Not Public From Outset

- Raleigh and Cape Fear both allow subject to complying with city design specs. Charlotte and Winston-Salem are silent.



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UPDATED POLICY



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UPDATED POLICY

- Reorganized for better flow
- Provided purpose
- Clarified policy and aligns with current processes
- Provides overview of history
- Clearly identifies roles and responsibilities
- Clearly identifies exceptions, which require City Council approval
- Provides guidance for interlocal government agreements (ILA)

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PURPOSE

- General information about why the policy exists
- Provides consistency for applicants
- Ensures orderly utility system growth
- Coordinates approach for all City services
- Supports goals from GSO2040 Comprehensive Plan
- Provides City staff authority to approve extension and connections within policy parameters



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Overview and Intent

- Overarching intent for providing water and sewer outside corporate limits
- Remain good stewards of City's finite water resources
- Use utility extensions as a tool to meet other City goals
- Ensure fiscally strong utility enterprise fund
- Align with the City's Vision and Mission
- Remain a major regional partner for mutually beneficial economic development

Vision

"Greensboro will be a community with endless economic opportunities and an exceptional quality of life."

Mission

"...to shape an inclusive future for equitable economic opportunity and sustainable, safe neighborhoods through resident focused services and programs."

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HISTORY

- Document historical activity
- Long history of regional partnerships for water and sewer service
- 1968-2012: City-County agreements
- Addresses historic challenges and created a more resilient utility system
- Strategic partnership with Piedmont Triad Regional Water Authority
- Increased Federal and State regulatory changes, starting in 2018



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GENERAL

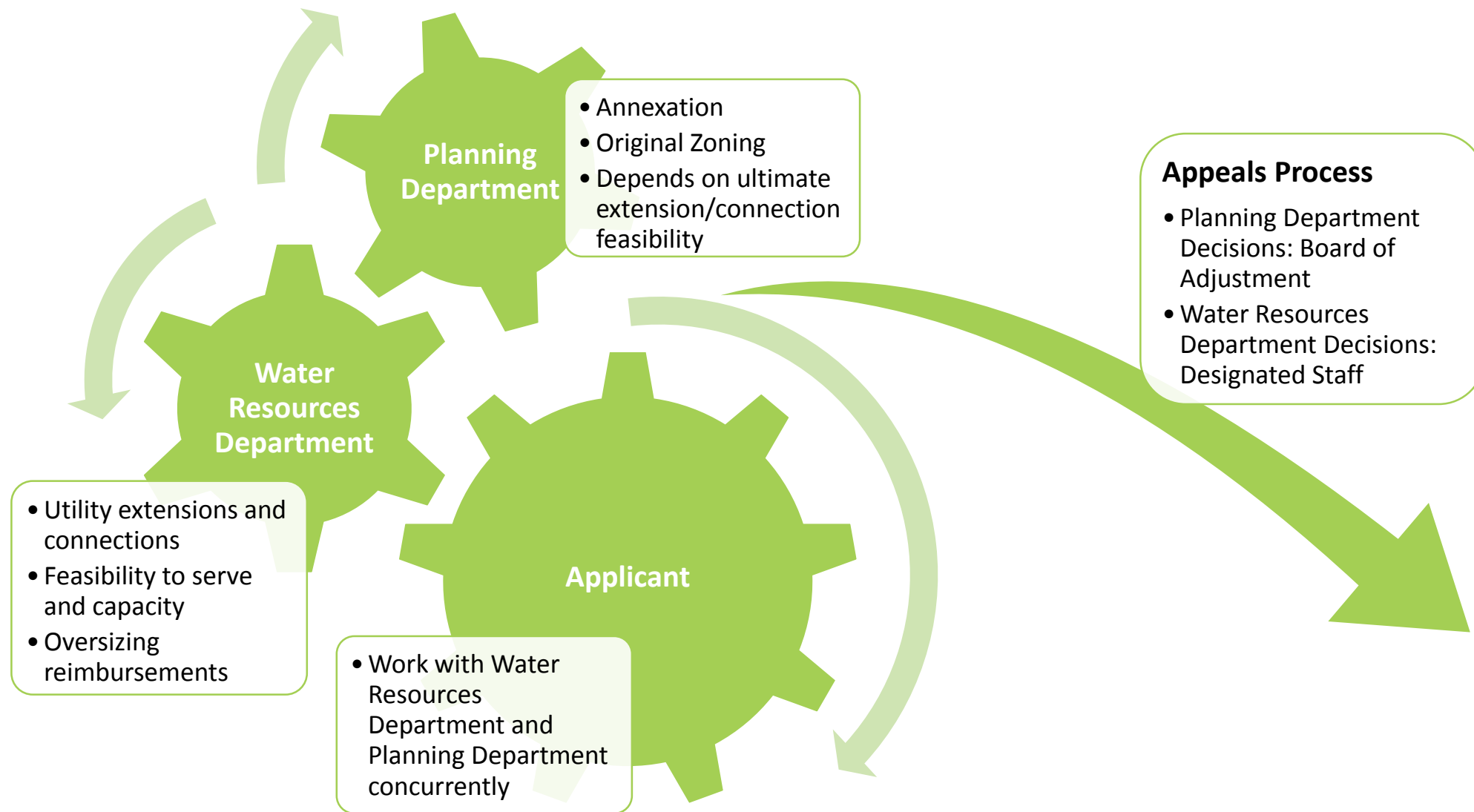
- Provides general information
- City Council can grant exceptions to the policy
- Utility work shall be done with City specifications and design guidelines
- All standard procedures are followed for dedication and acceptance
- References Greensboro Randolph Master Agreement terms and conditions



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APPLICATION PROCESS



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PROCEDURES

- Relies upon GSO2040 Comprehensive Plan Tier Growth Map, which should be updated frequently (annually/biannually)
- Understanding that the Map is general in nature
- Tier 1: can be approved by staff
- Outside Tier 1 with existing utilities: can be approved by staff if an existing system or operational issue is resolved
- Tier 2, Tier 3, or beyond: requires City Council approval
- Oversizing infrastructure guidance
- Exceptions: require City Council approval

Exceptions: (Do not need Annexation Petition)

- ✓ Public K-12 schools
- ✓ Institutions of Higher Education
- ✓ Airport Exemption Area
- ✓ Federal or State-owned property
- ✓ Economic development projects

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ANNEXATION

- Property eligible for immediate annexation: Annexation Petition
- Property ineligible for immediate annexation: Utility and Development Agreement and Petition for Annexation (or interlocal agreement)
- Required for both utility extensions and connections
- Planning Department coordinates annexation review with other City departments

GREENSBORO ANNEXATION PETITION

Date _____

TO THE CITY COUNCIL OF THE CITY OF GREENSBORO:

☐ **CONTIGUOUS:** We the undersigned, being all the owners of the real property described in Paragraph 2 below, respectfully request that such property be annexed to the City of Greensboro, pursuant to N.C.G.S. 160A-31. The area to be annexed is contiguous to the City of Greensboro and the boundaries of such territory are described below by metes and bounds:

☐ **NON-CONTIGUOUS:** We the undersigned, being all the owners of the real property described in Paragraph 2 below, respectfully request that such property be annexed to the City of Greensboro, pursuant to N.C.G.S. 160A-58.1. The area to be annexed is non-contiguous to the City of Greensboro and within an area that the City of Greensboro is permitted to annex pursuant to N.C.G.S. 160A-58.1, and the boundaries of such territory to be annexed are described below by metes and bounds:

(You may print "See Attached" and attach the description.)

quired pursuant to N.C.G.S. 160A-385.1 or N.C.G.S. petition. We further acknowledge that failure to ult in a termination of such vested rights previously are claimed, indicate below and attach proof.)

o you declare
sted rights? **
indicate yes or no.)

	Signature
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

Important: Both husband and wife must sign, if applicable.

**These are a special type of vested rights obtained only after the approval of a "site specific development plan" following a public hearing on that plan. Only a small number of plans have received such an approval.

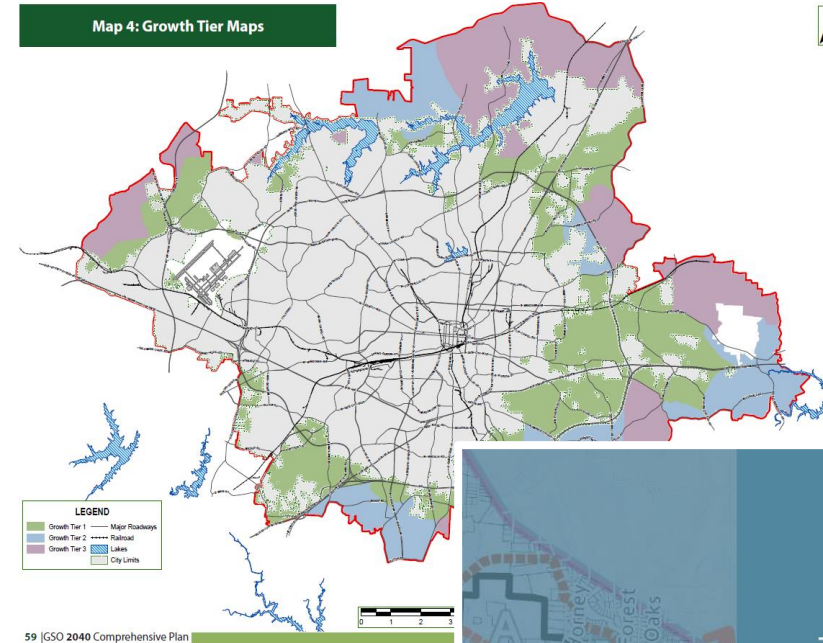
Date Received: _____ Received By: _____

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UTILITY EXTENSIONS

- Serve properties outside of locations where utility lines are not available
- Align with growth areas identified in other City-adopted plans
- Capacity determination is made for major extensions by the Water Resources Department
- Applicant coordinates with property owners
- Applicant can install entire system to avoid paying frontage fees



UTILITY CONNECTIONS

- Connections to existing infrastructure that does not require utility extension
- Emergency connections with documentation from County Health Department
- Single-family residence lot or non-residential principal building existing as of January 1, 2011
- Limited to 1" water line and 4" sewer lateral



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PRIVATE PROPERTY IMPACTS

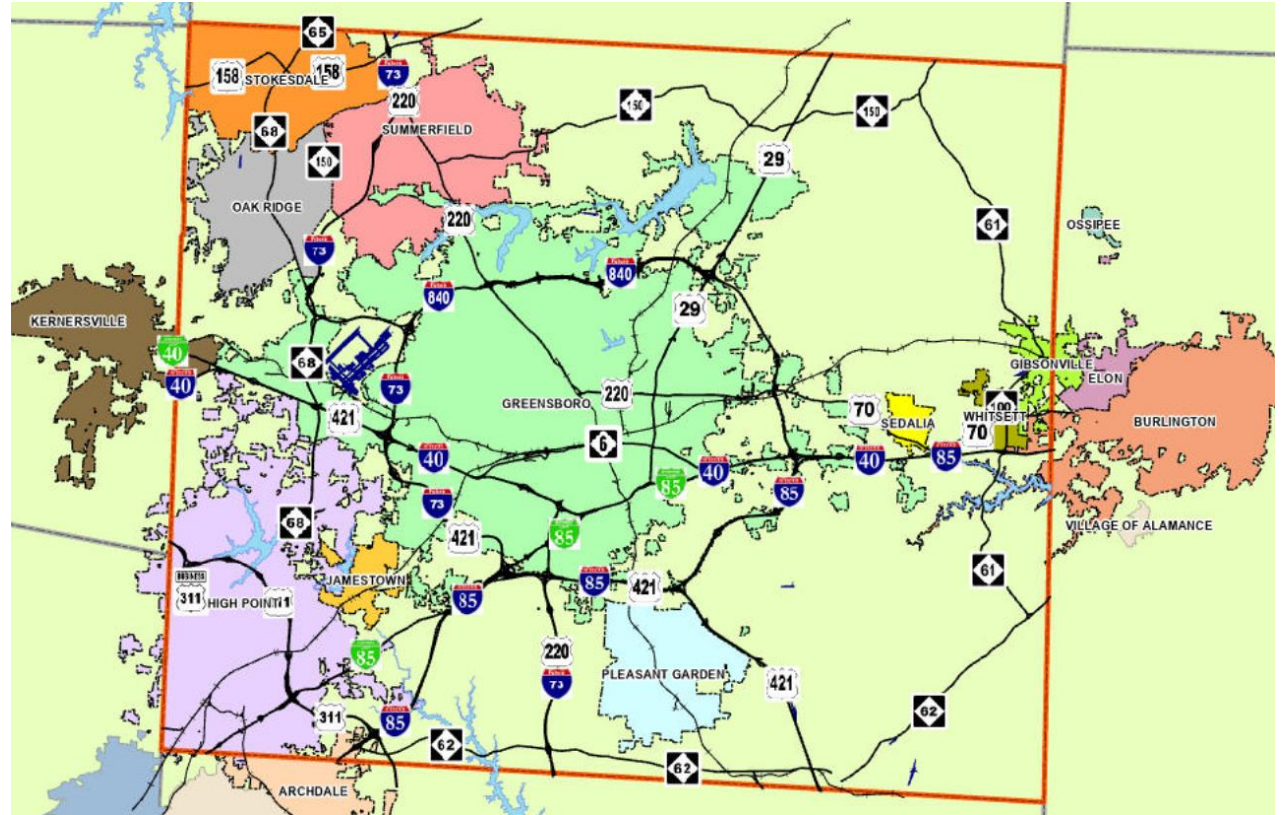
- Well and Septic: for systems to be used:
 - Avoid impacts and follow separation distance from County Health Department
 - If impacts cannot be avoided, applicant is responsible for all costs to remedy situation
- Private Property
 - Need permission and signed easements to enter/work on property

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INTERLOCAL GOV'T AGREEMENTS

- Extensions into other Incorporated Area
- City Council authorization prior to beginning formal drafting process
- Water Resources Department will ensure adequate water and sewer capacity is available
- City Council has discretion when considering to approve an ILA
- Every ILA is different



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INTERLOCAL GOV'T AGREEMENTS

- ILA Considerations:
 - Benefit the City financially
 - Equitable treatment of all communities
 - Clearly documented roles and responsibilities
 - Limit direct upfront costs to City
 - Include maintenance and dormancy requirements
 - Create economic development project support
 - Include a non-assignment clause
 - Include easement and public infrastructure dedication process
 - Consider proactive planning efforts that help well-organized future growth

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FUNDING, FEES, AND COSTS

- Applicant is responsible for paying for all extensions
- City may participate in oversizing agreements
- All fees shall be paid, including:
 - Water and Sewer Frontage Fee
 - System Development Fees
 - Water Meter Fees
 - Recording Fees
 - Application Fees
 - All other applicable fees



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DEFINITIONS

- Defines terms used in the policy
- Includes rules of measurement
- Explains frontage fees and how they are calculated

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APPENDIX A

- Example methodology for minimum billing
- Minimum bill to include water and sewer sale costs and all costs of the depreciated infrastructure asset
- Ensures long-term fiscal health for City utilities

Example:

For illustrative purposes only: Assume \$15M of Infrastructure Installed with a useful life of 75 years. Annual depreciated values are $(\$15,000,000/75 \text{ years}) = \$200,000/\text{yr}$. Minimum Bill Calculation could be determined as follows:

Period	25% of Annual Depreciation Value	50% of Annual Depreciation Value	75% of Annual Depreciation Value	100% of Annual Depreciation Value
0-24 months	\$50,000			
25-36 months		\$100,000		
37-48 months			\$150,000	
49 months and beyond				\$200,000
<i>The above serves as the basis for Minimum Billing Calculations</i>				
A. Total Annual Minimum Bill	\$50,000	\$100,000	\$150,000	\$200,000
B. Amount of Water & Sewer Revenues from Customers Served by Extension	\$0	\$0	\$0	\$0
C. Amount Owed to City of Greensboro (A.-B.)	?	?	?	?
<i>If B. is greater than A., then the amount of depreciated book value owed to the City of Greensboro is \$0</i>				

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NEXT STEPS



GREENSBORO
NORTH CAROLINA

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NEXT STEPS

April – Adoption Process

Future – Use policy to consider
utility extension and
connection requests

Regularly – Review and update, as
needed, the Growth Tier
Map

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