AGENDA

Meeting Type.	SPECIAL
Date:	01/08/88 & 01/09/88
	COUNCIL RETREAT

City of Charlotte, City Clerk's Office

Council Retreat
Mid Pines Hotel (919-692-2214)
January 8-9, 1988

Friday, January 8

8·00 a.m.	Please have luggage behind City Hall
8·15	Bus departs for Mid Pines
10:45-11.00	Recap Retreat expectations
11:00-12·15 p.m.	Overview of current policies: those that will be reviewed at Retreat; those that can be reviewed at workshops during the year (based on attached minutes)
12:15-1:15	Lunch
1:15-2·30	Brief review and discussion of policies to be considered at Retreat
2:30-3:45	Break into two groups to discuss specific implications and City role/public purpose of policies
3:45-5·00	Share results of group discussion and decide if changes are appropriate
5 00-6·30	Free
6·30-7·15	Reception
7 15-8 45	Dinner

Saturday, January 9

7·00-8 00 a.m.	Breakfast
8:00-9·30	Overview of Capital Budget Policies and long-term debt alternatives
9 30-10 45	Break into two groups and discuss Capital Budget Policies and specific Capital Projects
10·45-12·00 p.m.	Decisions/action steps
12 00-12·30	Individual visions of Charlotte/wrap-up
12·30-1·30	Lunch
1 45	Depart for Charlotte

Mayor and City Council Retreat
January 8-9, 1988

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HOUSING

POLICY: Housing Programs

In April, 1987, Council adopted the Housing Policy Plan. The plan includes the goal to reduce the number of households living in substandard, overcrowded or unaffordable housing through a program of code enforcement, rehabilitation and through partnership efforts to stimulate production of housing.

IMPACT:

1. Funding in FY88-92 CIP for innovative housing totals $12.5 million.

2. The Community Development grant will provide funding for rehabilitation and relocation. The grant also funds economic development loans ($100,000) and human services contracts for Gethsemane Enrichment Program and Bethlehem Center ($540,000), and department administration.

3. The City will supplement Community Development grants to enforce the housing code. Additional staff will be required in order to meet the policy. The total subsidy is $1.5 million in FY88.

4. The City will provide leadership for a community-wide coalition to address low-income housing needs.

5. The City will develop a partnership of public and private agencies to address housing needs in a holistic approach.

CITY ROLE/
PUBLIC PURPOSE:

HOUSING

POLICY: Relocation and Rehabilitation

In October, 1987 Council approved amendments to the relocation and rehabilitation policies:

1. The relocation benefit program was expanded to include persons displaced due to City-funded capital improvement projects.

2. The geographic areas eligible for the rehabilitation program were expanded to include most of the City. The guidelines for rehabilitation loans and grants were changed to make more loans and fewer grants.

3. The "last resort" relocation policy was extended to persons displaced by code enforcement action, City-wide.

IMPACT:

1. The cost of including persons displaced by capital projects in relocation benefit programs is less than $20,000 over a five year period. It was estimated that ten households which would qualify for relocation assistance would be displaced by capital improvement projects over the five year period.

2. The increase in use of rehabilitation loans is expected to increase income from loan repayments by $112,000 per year.

3. The number of last resort relocation payments of up to $30,000 per unit is expected to increase.

CITY ROLE/
PUBLIC PURPOSE:

BALANCED GROWTH

POLICY: Stimulate New Development

Stimulate new development and redevelopment in weaker market areas of Northwest and Northeast and Southwest.

IMPACT:

1. Adopt development enterprise area plans for the Northwest, Southwest and Northeast that prioritize transportation, water and sewer and rezoning actions consistent with plans.

2. Use the capital improvement program to implement specific strategies for development.

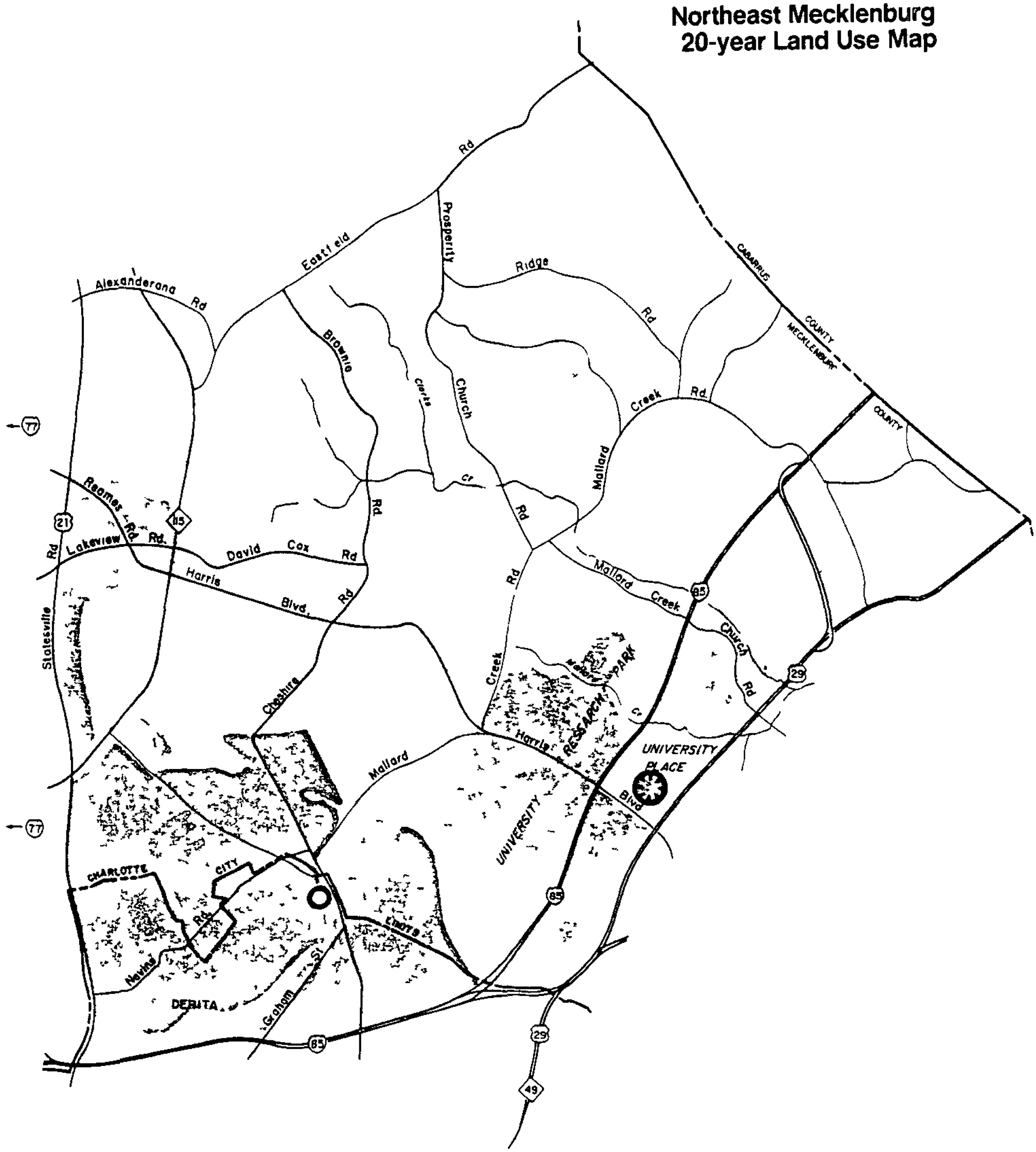
3. As part of the Southwest District Plan, prepare a program funding strategy for water and sewer.

4. Use the Northeast District Plan as the basis for land use decisions.

CITY ROLE/
PUBLIC PURPOSE:

ATTACHMENT: Map of Northeast, Northwest and Southwest

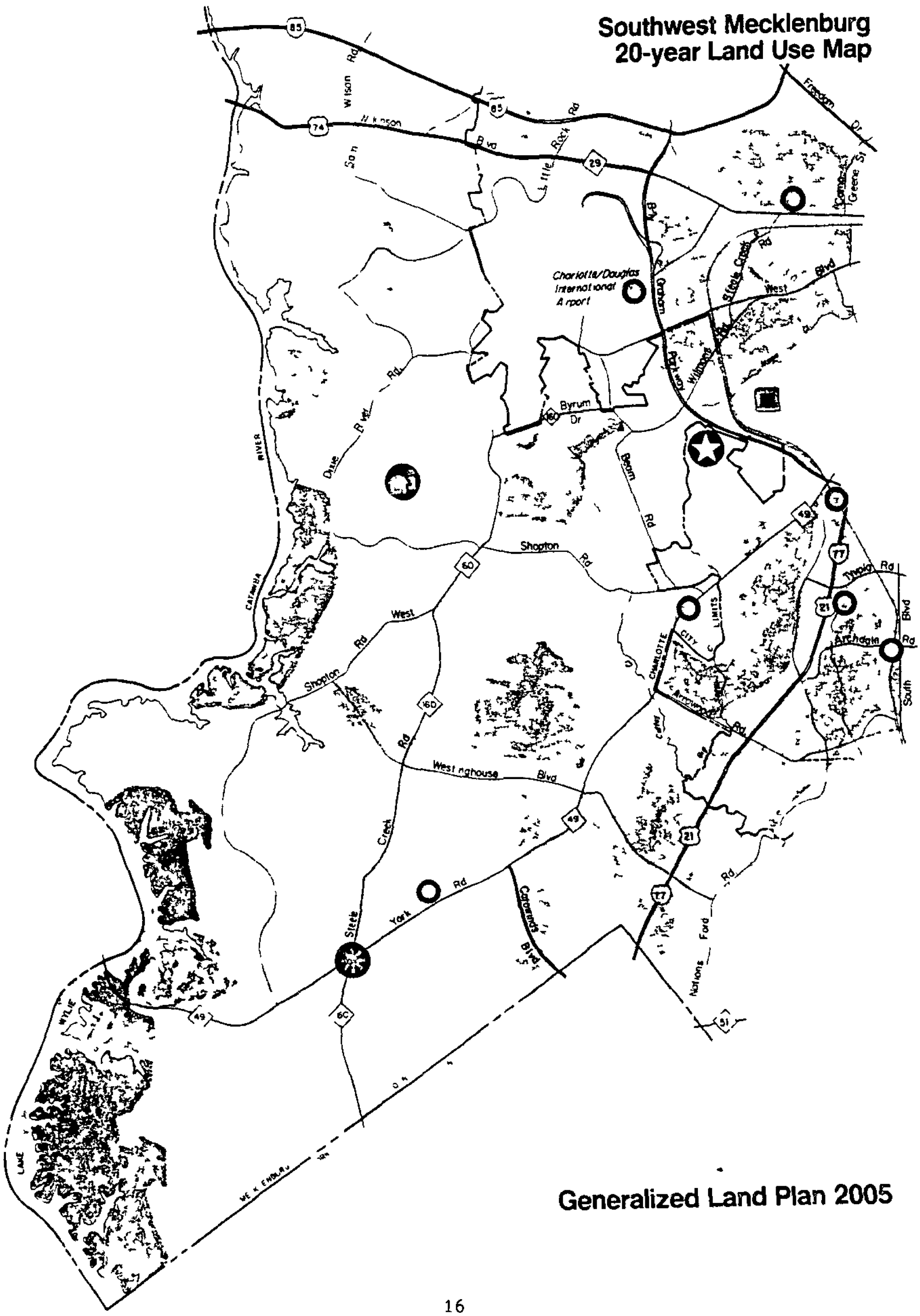
Northeast Mecklenburg 20-year Land Use Map



Generalized Land Plan 2005

Northwest Mecklenburg
20-year Land Use Map

Generalized Land Plan 2005


Southwest Mecklenburg
20-year Land Use Map
Generalized Land Plan 2005
Charlotte/Douglas International Airport
Wilson Rd
Wilson Blvd
Little Rock Rd
Freedom Dr
Graham
Wilkinson Blvd
Statesville Rd
West Blvd
Byrum Dr
Dixie River Rd
Beam Rd
Shopton Rd
West Shopton Rd
Tyvola Rd
Arrowood Rd
Westinghouse Blvd
Steele Creek Rd
York Rd
Carowinds Blvd
Nations Ford Rd
South Blvd
CHARLOTTE CITY LIMITS
CATAWBA RIVER
WILLE LAKE
WE K ENBURG

BALANCED GROWTH

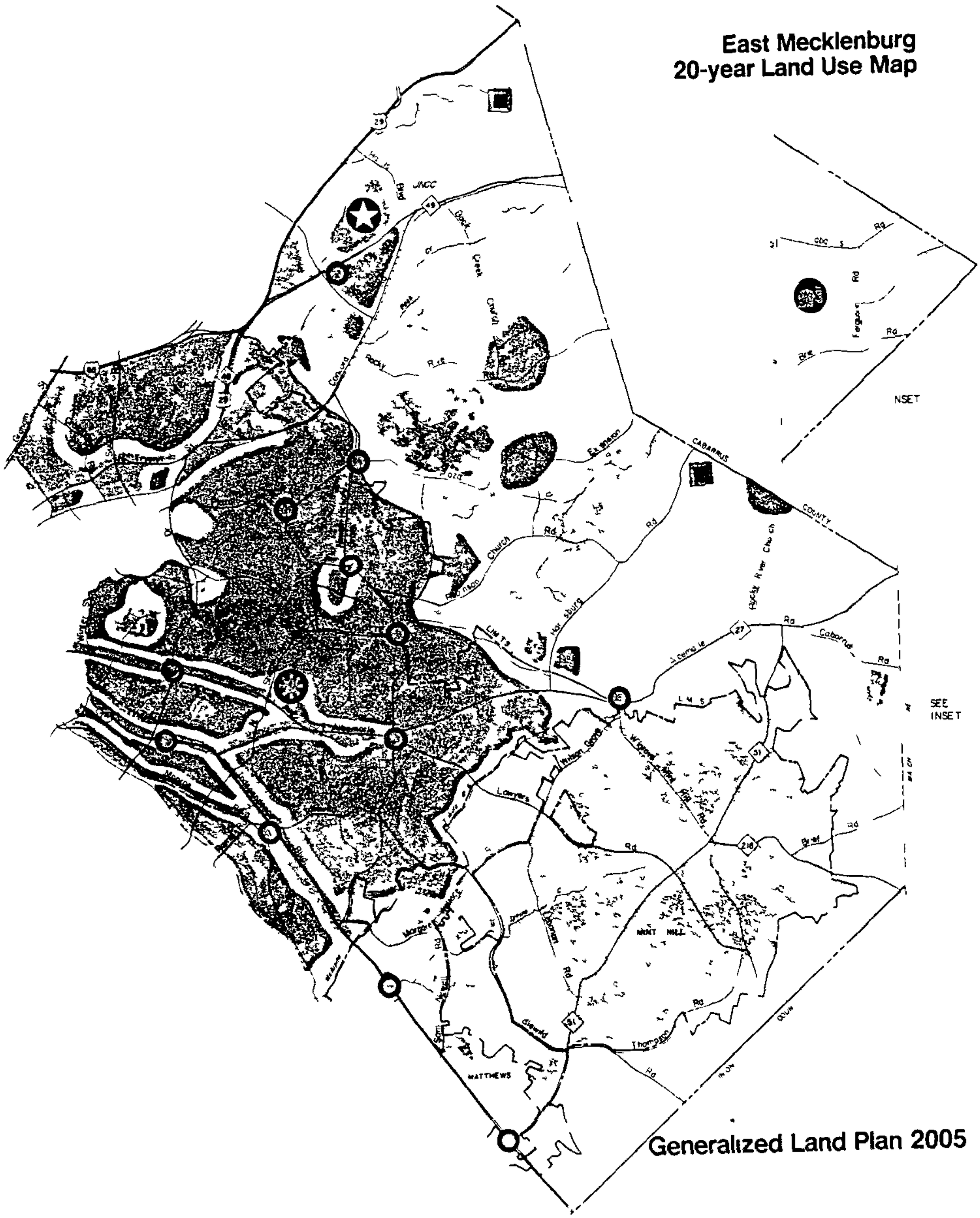
POLICY: Redirection of Growth

Redirect growth to the Northeast and Northwest by providing necessary water and sewer distribution infrastructure as an incentive for development.

IMPACT: Implement capital projects financed with $10 million in 1987 bonds dedicated for redirection:

PROJECT	COST
WATER:	
Water Main Along US 29 North	$ .3 M
Water Main Along Harris Blvd.	.3 M
Water Main Along NC 49 North	.3 M
Water Main Along Eastfield Road	1.0 M
Water Main Along Mallard Creek Church Road	.9 M
Water Main Along Cheshire and Browne Road	.8 M
Water Main Along Prosperity Church Road	.7 M
Water Main Along Browne Road	.2 M
SEWER:	
Stony Creek Outfall - Phase I	$ .6 M
Mallard Creek Outfall to Eastfield Road - East	.9 M
Back Creek Lift Station, Force Main and Outfall	2.7 M
Sewer Along Mallard Creek Tributary I	.2 M
Sewer Outfall from mallard Creek to NC 115	.7 M
Mallard Creek Outfall to Eastfield Road-West	.7 M

CITY ROLE/
PUBLIC PURPOSE:


East Mecklenburg
20-year Land Use Map
NSET
SEE
INSET
Generalized Land Plan 2005
CABARRUS
COUNTY
MATTHEWS
MINT HILL
Rocky River Church
Rd
Church
Creek
Rocky
River
Ext
Hor sburg
Lawyers
Thompson
Wilgrove
Mint Hill
Fergusson
Rd
Rd
Rd

POLICY: Central Area Preservation

Support Central Area preservation and revitalization as well as develop the area as a regional center.

IMPACT:

1. Complete a review of the Uptown Mixed Use District; review an evaluation of all uptown streetscape detail consistent with strong emphasis on good urban design.

2. Approve a 2005 Transportation Plan consistent with policy. Begin planning for the establishment of Light Rail Transit in 21st century.

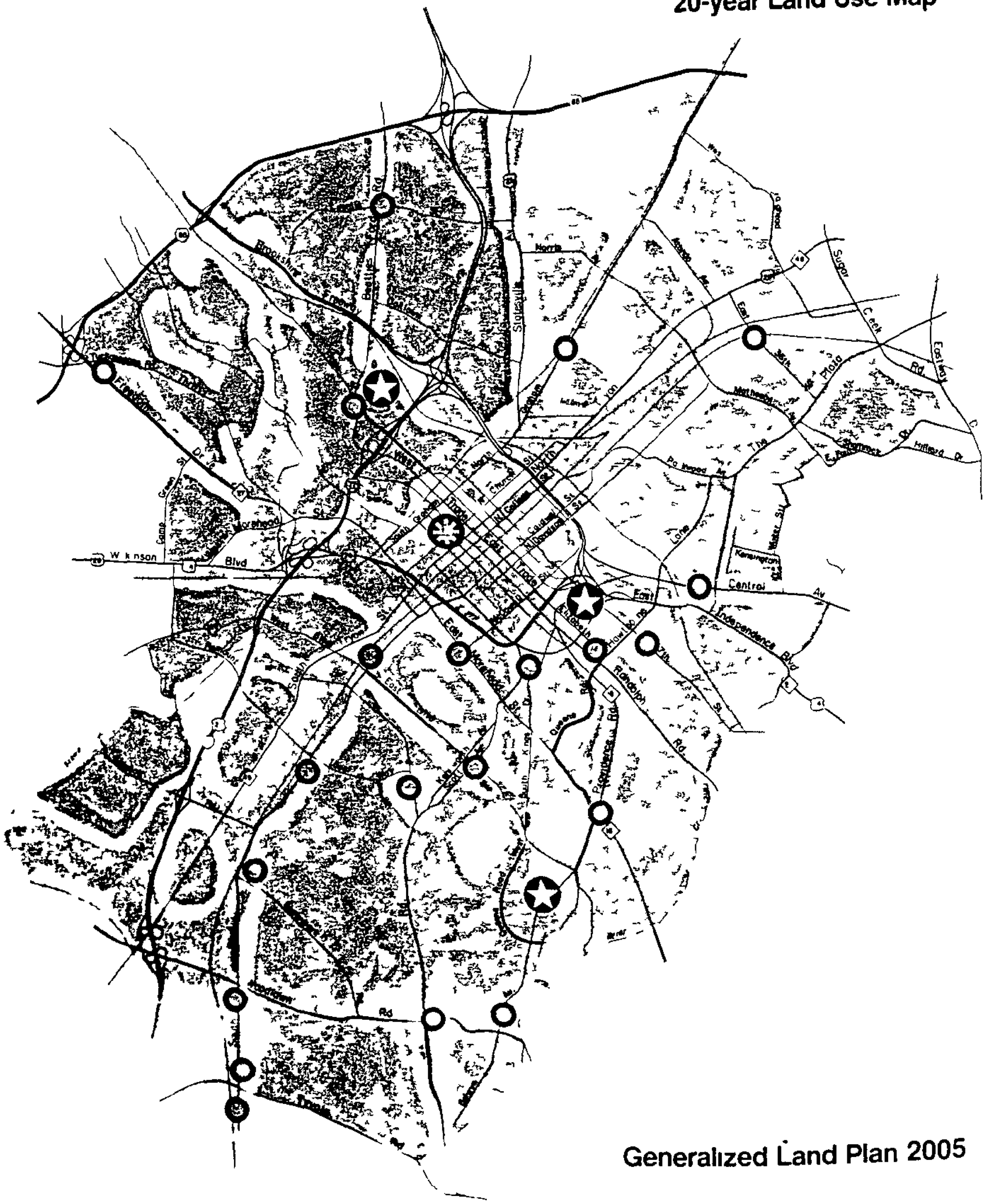
3. Develop and implement strategies for retail, cultural and Convention facility expansions.

4. Complete Uptown urban design plan as an update for the Central Area Plan.

CITY ROLE/
PUBLIC PURPOSE:

ATTACHMENT: Central Area Map

Central Charlotte
20-year Land Use Map



Generalized Land Plan 2005

2005 PLAN

POLICY: Area Planning

Promote area planning in order to support an increasingly urban land use pattern.

IMPACT:

1. Focus planning resources on preparation and approval of seven District Plans between FY88 and FY91; approve small area plans and special project plans.

2. Approve streetscape plans for uptown and major transportation corridors.

3. Use specific strategies of planning areas in preparing capital needs inventory.

4. The capital budget includes $500,000 annually for area plan improvements.

5. Area plan improvements are funded from City-wide maintenance and construction programs when project priorities coincide.

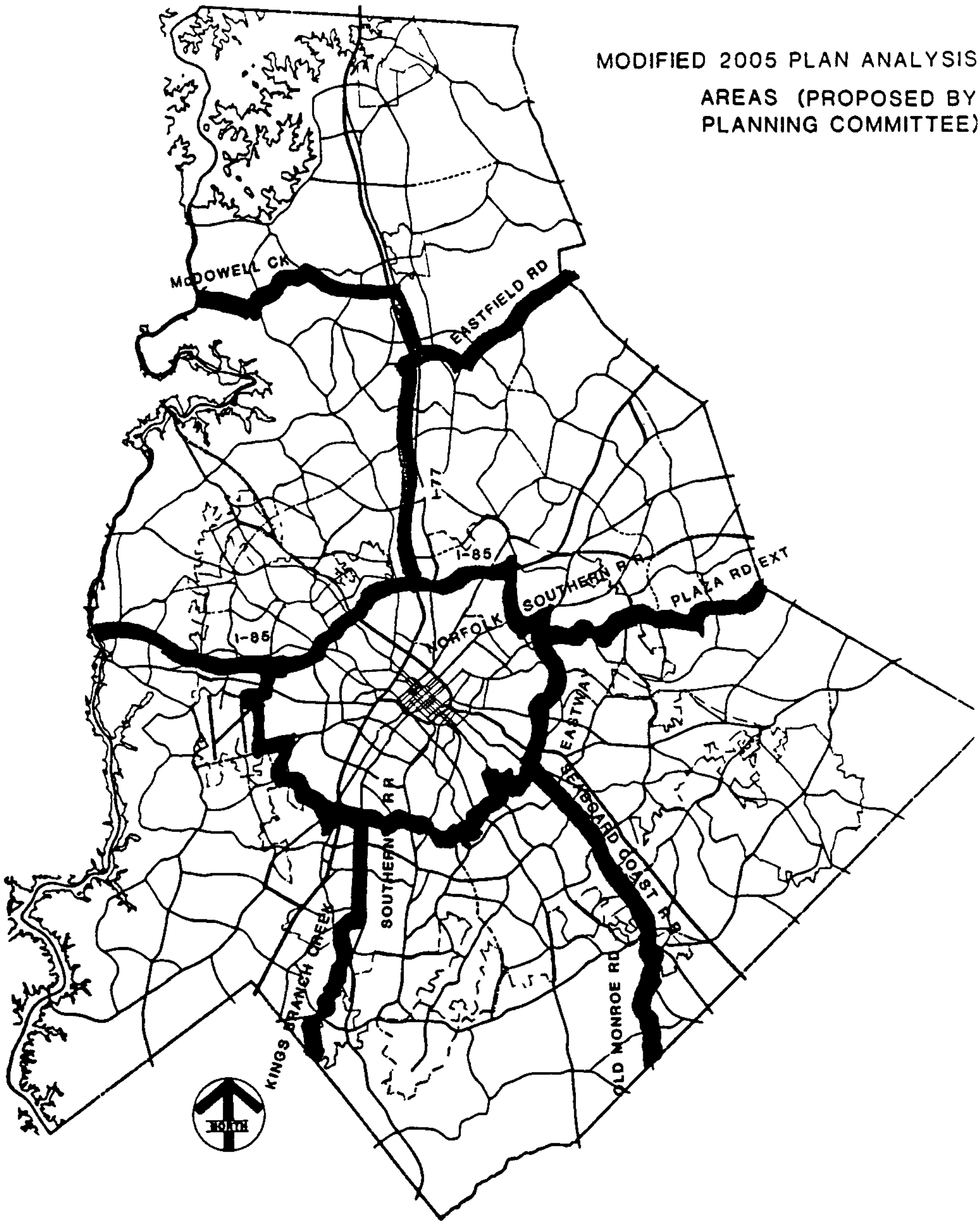
CITY ROLE/
PUBLIC PURPOSE:

ATTACHMENTS: Map of Seven Districts
List of Area Plans

7 DISTRICT PROPOSAL

MODIFIED 2005 PLAN ANALYSIS

AREAS (PROPOSED BY PLANNING COMMITTEE)



APPROVED COMMUNITY PLANNING PROJECTS TO DATE

05-Jan-88

PROJECTS	CMPC APPROVAL	CITY APPROVAL	COUNTY APPROVAL
ABC SPP	11-87	11-87	N/A
AIRPORT STUDY*	5-87	N/A	N/A
ALBERMARLE RD SAP	10-81	12-81	N/A
BEATTIES FORD RD SAP	10-85	11-85	N/A
BELMONT SPP	8-87	9-87	N/A
BILLY GRAHAM PARKWAY SPP	4-85	5-85	5-85
CHANTILLY/COMMONWEALTH SAP	11-87	11-87	N/A
CENTRAL AREA PLAN	N/A	5-81	8-81
CORNELIUS SAP	5-87	N/A	8-87
CRESTDALE SPP	8-86	N/A	6-87
DAVIDSON SAP **	N/A	N/A	N/A
DERITA SAP	3-85	4-85	10-85
DILWORTH SAP	5-82	9-82	N/A
ELIZABETH SAP	10-85	11-85	N/A
FIRST WARD SPP	N/A	8-83	N/A
FIRST WARD URBAN DESIGN STUDY	8-87	9-87	N/A
FOURTH WARD REDEVLOPMENT PLAN	9-87	10-87	N/A
GREENVILLE REDEVLOPMENT PLAN	8-87	10-87	N/A
HEMPHILL HEIGHTS-ROCKWELL PK SPP	11-87	11-87	PENDING
HIGHWAY 51 SPP	9-83	10-83	10-83
HEWELL SAP	8-86	N/A	8-86
NORTH MECK DISRICT PLAN	1-84	N/A	2-84
NORTH TRYON CORRIDOR PLAN	5-87	7-87	8-87
NORTH TRYON/I85 SPP	5-85	6-85	N/A
OPTIMIST PARK SPP	5-83	7-83	N/A
PARK RD /MARSH RD. SAP	11-82	4-83	N/A
PARK ROAD STREETACAPE PL	2-84	5-84	N/A
PLAZA CENTRAL-MIDWOOD PLAN	11-87	11-87	N/A
PLAZA CENTRAL SSP	12-80	5-81	N/A
SOUTH BLV URABAN DESIGN PL	11-86	2-87	N/A
SOUTH MECK INTERIM DISTRICT PLAN	5-87	6-87	6-87
STEELE CREEK SAP	5-85	N/A	PENDING
STERLING SPP	12-84	1-85	1-85
THIRD WARD SPP	3-86	5-86	N/A
UNCC DISTRICT PLAN	4-84	10-84	10-84
UPTOWN STREETASCAPES PLAN	1-87	3-87	N/A
US 74 SPP	6-87	8-87	8-87
WEST MOREHEAD REDEVELOPMENT PLAN	9-87	10-87	N/A
WEST MOREHEAD SPP	3-86	5-86	N/A
WESTERLY-HILL ASHELY PARK SAP	11-83	4-84	N/A
WESTSIDE POLICY PLAN	12-83	6-84	N/A
WILKINSON BLV SPP	4-86	5-86	N/A

* STUDY WAS FORWARD TO CITY COUNCIL
** PLAN WAS APPROVED BY THE TOWN OF DAVIDSON ONLY

COMMUNITY PLANNING PROJECTS UNDERWAY OR PENDING 05-Jan-88

STATUS

PROJECTS	CMPC APPROVAL	CITY APPROVAL	COUNTY APPROVAL	STAFF WORK
ALBEMARLE RD/DELTA RD SAP				UNDERWAY
DEVELOPMENT ENTERPRISE AREAS	PENDING			
DIXIE/BERRYHILL SAP	PENDING			
GREIR HEIGHTS REDEVELOPMENT PLAN	PENDING			
HAMPTON PARK	9-87	N/A	PENDING	
HEMPHILL HEIGHTS-ROCKWELL PK SPP	11-87	11-87	PENDING	
NORTHEAST DISTICT PLAN				UNDERWAY
THOMASBORO/HOSKINS SPP	PENDING			
WILKINSON BLVD URBAN DESIGN STUDY				
NORTH WEST DISTRICT				UNDERWAY
HUNTERSVILLE PLAN				UNDERWAY
SOUTHSIDE PARK SPP				UNDERWAY

FY 87-88 COMMUNITY PLANNING PROJECTS NOT STARTED

PROJECTS

CENTRAL DISTRICT PLAN
EAST DISTRICT PLAN
SOUTHWEST DISTRICT PLAN
ENTERPRISE AREA PLANS
NORTH CHARLOTTE SPP

FY-88-89 NOT STRATED 05-Jan-88

PROJECTS

NORTH DISTRICT PLAN
SOUTH DISTRICT
NEWELL /HICKORY GROVE SAP
YORK ROAD SAP
COUNTY CD-D
ENDERLY PARK SAP
CENTRAL PLAN UPDATE

POLICY: Urban Design

Provide for urban design standards and regulations that include streetscapes, open space, building design criteria and landscaping.

IMPACT:

1. Approve Historic District Ordinance Revisions and continued funding for Historic Properties, Historic District Commission and Hezekiah Alexander. Current support for these agencies total $343,000.

2. Complete evaluation of need for consolidation of historic preservation function.

3. Approve FY89 and FY90 Operating budgets and tree planting programs in Parks and Recreation. Current costs for these services total $225,000.

4. Approve new zoning ordinance with urban design standards.

5. The 1987 Parks and Recreation Bonds include $8.5 million in park land acquisition.

CITY ROLE/
PUBLIC PURPOSE:

2005 PLAN

POLICY: <u>Regulatory Actions</u>

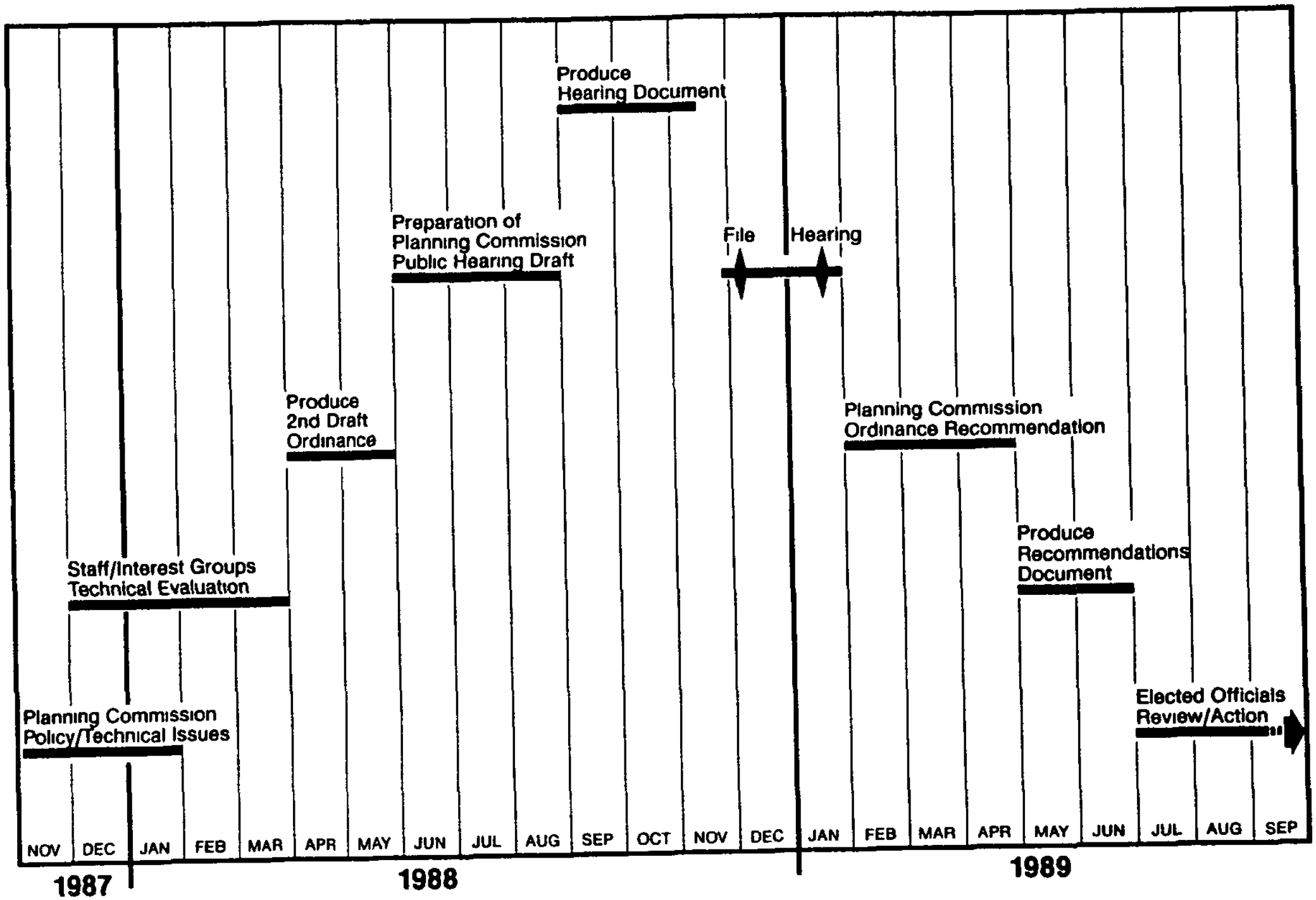
Pursue regulatory changes in order to support an increasingly urban land use pattern.

IMPACT: 1. Approve new zoning ordinance

CITY ROLE/
PUBLIC PURPOSE:

ATTACHMENT: Zoning Ordinance Revision Schedule

ZONING ORDINANCE ADOPTION SCHEDULE



2005 PLAN

POLICY: Involvement

Promote citizens involvement in public decision making on land use and major capital projects.

IMPACT:

1. Support implementation of the seven district citizen study group process.

2. Evaluate effectiveness of restructured Planning Commission in 1988.

3. Departments are to establish involvement procedures for all major capital projects.

CITY ROLE/
PUBLIC PURPOSE:

POLICY: Intergovernmental Cooperation

Facilitate cooperation on land use policy and regulation within the County and Region.

IMPACT:

1. Maintain Planning Staff technical assistance for small towns within the County.

2. Encourage small towns to enact development regulations that are compatible with Charlotte and Mecklenburg ordinance.

3. Promote regional discussion on matters of mutual land use and infrastructure interest.

4. Continue efforts of City-County Planning Liaison Committee.

5. Reconcile difference between City and County sign and subdivision ordinances revisions.

CITY ROLE/
PUBLIC PURPOSE:

TRANSPORTATION

POLICY: Road Planning

To schedule road funding according to a short range plan (the 1995 Road List) based on technical analysis and consistent with the goals and objectives of the 2005 Generalized Land Plan.

IMPACT:

1. Adoption of the 2005 Transportation Plan and 1995 Road List which includes a public input process.

2. Road construction, funded in the Capital Improvement Program, will be based on the 1995 Road List.

3. Road priorities as established in the 2005 Transportation Plan and the 1995 Road List will be the basis of submitting Charlotte's road needs to the North Carolina Department of Transportation.

4. A new County-wide Thoroughfare Plan will be scheduled for adoption by all local municipalities and the State.

CITY ROLE/
PUBLIC PURPOSE:

ATTACHMENT: Preliminary 1995 Road List

PRELIMINARY 1995 ROAD LIST

(All Costs are in Millions of Dollars)

Priority	Project	System	Option I Cost	Option II Cost	Option III Cost	Option IV Cost
1	Westinghouse Blvd. Widening (N.C. 49 to I-77)	S	$ 0.7		$ 7.0	$ 7.0
2	Hebron St. Ext. Phase 2	C	3.6	$ 3.6	3.6	3.6
3	Freedom Dr. (N.C. 27) Widening	S#	3.0		3.0	30.3
4	Statesville Ave. Widening	S	0.6		6.0	6.0
5	Park/Johnston Widening (Sharon Rd. W. to N.C. 51)	S	35.0	35.0	35.0	35.0
6	Shamrock Dr. Widening (includes Eastway Dr. Intersection)	C	11.9	11.9	11.9	11.9
7	Providence Rd. (N.C. 16) Widening	S#	1.5		1.5	15.0
8	Graham St. Ext.	S	1.0		10.0	10.0
9	Westinghouse Blvd. Widening & Ext. (I-77 to Sugar Creek)	S	1.3		13.0	13.0
10	Carmel Rd. Widening	C	15.0	15.0	15.0	15.0
11	Sardis Rd. Widening	C	14.0	14.0	14.0	14.0
12	Colony Rd. Ext. (Carmel to Rea)	C	6.2	6.2	6.2	6.2
13	Nevins - Cindy Conn.	C	3.0	3.0	3.0	3.0
14	Lawyers Rd. Widening	S	20.0		20.0	20.0
15	Milton Rd. Widening	C	8.0	8.0	8.0	8.0
16	Colony Rd. Ext. (Sharon to Fairview)	C	5.0	5.0	5.0	5.0
17	Beatties Ford Rd. Left Turn	S	0.3		2.3	2.3
18	Billy Graham Pkwy. (U.S. 521) Wilkinson Blvd. (U.S. 19/74 Interchanges)	S#	0.6		0.6	6.0
19	Old Dowd Rd. Relocation Lanes	S	0.8		8.0	8.0
	TOTAL		$113.5	$101.7	$173.1	$219.3

System Code:
S - State, Non-Numbered
S# - State Numbered
C - City

Options:
1. City System + 25% R-O-W on State System
2. City System Only
3. City System/Non-numbered State/25% R-O-W Numbered State
4. City System & State System

TRANSPORTATION

POLICY: Road Construction

Construct all City road needs identified on the 1995 Road List; participate in State road construction up to 25% of right-of-way costs, and; leverage State road funding in the State Transportation Improvement Program.

IMPACT:

1. The 1987 Street Improvement Bond issue of $46 million has been approved and a recommended funding plan has been developed which includes construction of City and State roads and dedicates funding for public/private joint road ventures (see Attachment A).

2. Additional staff will be required to construct the 1987 Street Improvement Bond projects.

3. Under State law, local participation in State road construction will not be allowed after 1990.

4. Leveraging of State road funding in the State Transportation Improvement Program has been eliminated by State law.

5. Approval of the 1995 Road List is scheduled this summer (see Attachment B).

CITY ROLE/
PUBLIC PURPOSE:

ATTACHMENTS: Proposed Projects and Funding Schedule November, 1987 Series Street Improvement Bonds

New Preliminary 1995 Road List

ATTACHMENT A

PROPOSED PROJECTS AND FUNDING SCHEDULE
NOV. 1987 SERIES - $46 M - STREET IMPROVEMENT BONDS
(#'s in millions)

Project Names	FY88	FY89	FY90	FY91	FY92	Estimated 5-Year Total
1. CITY SYSTEM IMPROVEMENTS						
1. Idlewild Rd. Widening	.6		.5	2.9		4.0
2. Park Rd. Alignment		2.5				2.5
3. Rama Rd. Widening		2.0				2.0
4. Business Corridor Revitalization	1.0	1.0	1.0	1.0	1.0	5.0
5. Sidewalks	.8	.8	.8	.8	.8	4.0
						17.5
2. PUBLIC/PRIVATE JOINT VENTURES						
1. Westinghouse Blvd. Ext.	.2	.5	.3	.5	1.0	2.5
2. Private Sector Leveraging	1.0	1.0	1.0	1.0	1.2	5.2
						7.7
3. NCDOT TIP PROJECTS						
1. Albemarle Rd.					.3	.3
2. Newell/Hickory Grove/Delta Roads		.2	.3		.5	1.0
						1.3
4. CITY FUNDING OF STATE ROADS						
1. Freedom Drive (N.C. 27)	.3	.2				.5
2. Brookshire Freeway (N.C. 16)	.2					.2
3. Providence Road (N.C. 16)	.2	.3				.5
4. Monroe Road	.3		1.4	1.1	1.2	4.0
5. Beatties Ford Road	.3		1.0	1.7	3.4	6.4
6. Park/Johnston Roads	.5		1.0	2.0	1.1	4.6
						16.2
TOTAL	5.4	8.5	7.3	11.0	10.5	42.7

ATTACHMENT B

Preliminary 1995 Road List

THIS IS NEW MATERIAL. THE OPTIONS ASSUME APPROVAL OF ATTACHMENT A, HOWEVER, IF A IS NOT APPROVED, THE 1987 STREET IMPROVEMENT BONDS CAN BE USED WITHIN ANY OF THE STATED OPTIONS.

The attached Preliminary 1995 Road List ranks all City and State road needs, based on analysis of data, over the next seven years. The options below describe four policies for road construction. The attached Preliminary 1995 Road List includes roads which would be constructed under each of the options outlined below.

Option No. 1: City System and 25% R-O-W on State System

This option would continue the current policy to construct all high priority City roads and to participate in State road construction up to 25% of right-of-way costs. This option does not address state road needs. The policy divides responsibility between State and City roads.

Option No. 2: City System Only

This option would fund high priority City road needs only. The approach would eliminate the City's participation of up to 25% of State right-of-way costs. This participation is a traditional arrangement of encouraging State funding of road projects. State law eliminates City participation in State projects by 1990. This approach also does not address high priority State road needs.

Option No. 3: City System/Non-Numbered State/25% R-O-W Numbered State

This option would construct all high priority City roads; all high priority (non-numbered, inner City) State roads; fund planning for high priority numbered State roads; and, continue participation in State roads. This option is proposed in Attachment A, with the City funding three State roads: Monroe Road Widening, Beatties Ford Widening and a portion of Park/ Johnston Roads Widening. It would not construct Freedom Drive (N.C. 27), Providence Road (N.C. 16) and Billy Graham Parkway/ Wilkinson Boulevard Interchange.

Option No. 4: City System and State System

This option would fund all high priority City and State roads and continue City participation in State roads. This option represents an aggressive policy and constructs roads in priority order without regard to possible State funding. By funding high priority State roads, the remaining unfunded State roads in this community would rank lower in relation to State-wide road needs.

PRELIMINARY 1995 ROAD LIST

(All Costs are in Millions of Dollars)

Priority	Project	System	Option I Cost	Option II Cost	Option III Cost	Option IV Cost
1	Westinghouse Blvd. Widening (N.C. 49 to I-77)	S	$ 0.7		$ 7.0	$ 7.0
2	Hebron St. Ext. Phase 2	C	3.6	$ 3.6	3.6	3.6
3	Freedom Dr. (N.C. 27) Widening	S#	3.0		3.0	30.3
4	Statesville Ave. Widening	S	0.6		6.0	6.0
5	Park/Johnston Widening (Sharon Rd. W. to N.C. 51)	S	35.0	35.0	35.0	35.0
6	Shamrock Dr. Widening (includes Eastway Dr. Intersection)	C	11.9	11.9	11.9	11.9
7	Providence Rd. (N.C. 16) Widening	S#	1.5		1.5	15.0
8	Graham St. Ext.	S	1.0		10.0	10.0
9	Westinghouse Blvd. Widening & Ext. (I-77 to Sugar Creek)	S	1.3		13.0	13.0
10	Carmel Rd. Widening	C	15.0	15.0	15.0	15.0
11	Sardis Rd. Widening	C	14.0	14.0	14.0	14.0
12	Colony Rd. Ext. (Carmel to Rea)	C	6.2	6.2	6.2	6.2
13	Nevins - Cindy Conn.	C	3.0	3.0	3.0	3.0
14	Lawyers Rd. Widening	S	20.0		20.0	20.0
15	Milton Rd. Widening	C	8.0	8.0	8.0	8.0
16	Colony Rd. Ext. (Sharon to Fairview)	C	5.0	5.0	5.0	5.0
17	Beatties Ford Rd. Left Turn	S	0.3		2.3	2.3
18	Billy Graham Pkwy. (U.S. 521) Wilkinson Blvd. (U.S. 19/74 Interchanges)	S#	0.6		0.6	6.0
19	Old Dowd Rd. Relocation Lanes	S	0.8		8.0	8.0
	TOTAL		$113.5	$101.7	$173.1	$219.3

System Code:
S - State, Non-Numbered
S# - State Numbered
C - City

Options:
1. City System + 25% R-O-W on State System
2. City System Only
3. City System/Non-numbered State/25% R-O-W Numbered State
4. City System & State System

TRANSPORTATION

POLICY: Independence Freeway/Expressway Construction

The 1985 City/State Transportation Agreement specified the State would construct Independence Freeway and the City would widen Highway 51.

In May 1987, Council authorized an application for Urban Mass Transit Administration grant assistance to construct reversible bus lanes on Independence Freeway. The bus lane cost is $17.6 million with $13.2 from an UMTA grant and $4.4 million from local match.

In November 1987, the Council approved the Chantilly-Commonwealth Small Area Plan which included a buffer between the neighborhoods and Independence Freeway.

IMPACT:

1. Only $2.2 million of the matching funds are available from the State for the bus lanes. Without construction of the lanes, the project will have little reserve capacity by the year 2000. The lanes provide for an additional inside lane in each direction. To receive the grant, the City will need to pay the $2.2 million deficit.

2. The State's plan for Independence Freeway does not include right-of-way on both sides of the project. If right-of-way along the north side is not purchased, a buffer will not be constructed. The cost for the north side right-of-way has been estimated at $8.6 million.

CITY ROLE/
PUBLIC PURPOSE:

TRANSPORTATION

POLICY: Citizen Involvement on Major Transportation Projects

The citizens involvement process provides for a public input phase in road/intersection construction. This process allows affected neighborhoods, commercial establishments and other property owners sufficient time to understand different design concepts and give them the opportunity to have input in the selection and/or changing of design concepts.

IMPACT:

1. Each road and intersection project varies in terms of its affect on property owners. Some projects could have a substantial impact on neighborhoods, e.g., Park Road Relocation and, some projects could have little or no impact on neighborhoods, e.g., Hebron Street Extension and Tyvola Road Extension. It is the degree of impact which determines the level of citizen involvement.

2. Based on the Engineering Department's experience, the citizens involvement process requires about five additional months per intersection and about seven additional months per road project.

3. The length of the citizens involvement process has a direct impact on the amount of staff time required to complete projects.

4. Additional staff will be required for citizen input on the 1987 Street Improvement projects.

CITY ROLE/
PUBLIC PURPOSE:

ATTACHMENTS:

1. Citizen Involvement Process
2. Planning/Public Involvement Phase
3. Pros and Cons of Public Involvement
4. Transportation Implementation Process
5. Summary of Public Involvement

City of Charlotte
Citizen Involvement Process
for
Major Roadway Projects

Background

Each year many citizens and neighborhoods are impacted by the City's major roadway improvements. There is a need to formalize the process for finalizing the conceptual plan for these projects allowing the proper forum for both technical and public discussion of key issues. A process for citizen involvement is consistent with City goals for an organized approach to project management and encouragement of public input in the planning process.

Key Departments

There are three major departments involved in development and implementation of roadway projects in Charlotte. Those three departments and their respective roles are briefly described below:

The City Engineering Department is the primary implementing arm for roadway projects. It is charged with developing detailed project designs, acquisition of necessary rights-of-way and easements, and project administration and construction.

The Charlotte Department of Transportation is responsible for transportation planning and traffic engineering on all transportation projects. The department determines project need, justification and basic concept through its planning effort. It works with the other key departments to establish project priority and recommend funding programs through the Capital Improvement Program. It also provides all aspects of traffic engineering including design concepts, traffic control signs and markings, and signalization.

The staff of the Charlotte-Mecklenburg Planning Commission provides project overview from a community-wide and neighborhood standpoint; project effect on abutting property and the neighborhood at large; recommends roadside treatment and other physical features to mitigate project impacts and protect zoning patterns; and, in general, provides the forum through which overall community values and needs are balanced against the needs of the transportation system.

Process

The following process outlines a technique to be followed on all major roadway widening, extension, and improvement projects. Specific circumstances surrounding some projects may require modification of the process to some extent. In many cases, a private engineering firm will be hired to design the project. They will be brought on board at an early date to assist in development of alternatives and resolving issues. The firm will be involved heavily in the process by participating in meetings and supplying information. A schedule for the Citizen Involvement Process will be established.

While this process and the City staff participants are oriented toward transportation projects, the philosophy and steps described in the process could be adapted toward other capital projects as appropriate.

I. Project Presentation to Various City Staff

- Representatives of the Department(s) responsible for the project will make a presentation concerning the status of the project (concept, cost, alternatives considered, etc.).
- The presentation will be made to other City staff including representatives of the following Departments/Offices:
  - A. Appropriate Assistant City Manager(s)
  - B. Engineering Department
  - C. Planning Department
  - D. Department of Transportation
  - E. Budget and Evaluation Department
  - F. Parks and Recreation Department
  - G. Public Service and Information
- The group will conduct project field trips and raise issues to be addressed.

II. Publicize Public Meeting to Present Project

- Publicize through news release, letters to area residents and neighborhood groups City-wide

III. Public Meeting to Present Project

- Conducted by appropriate City staff
- Purpose is to present status of staff's work and gain input concerning potential issues.
- Names and telephone numbers of appropriate staff will be distributed to those in attendance for future reference.

IV. Organizational Meeting

- Attended by representatives of those Departments/Offices listed in I and Department responsible for the project.
- Based upon outcome of III, the group will recommend to the City Manager:
  - potential changes in Citizen Involvement Process because of circumstances surrounding a particular project
  - makeup of Citizen Project Group
  - schedule including time limit for Citizen Involvement Process

V. City Manager Appointments

Appoint Citizen Project Group (CPG)

- Purpose of the CPG is to advise the Staff Task Force concerning key issues surrounding a project. The CPG will be charged with confirming project need and reviewing alternatives.

- o Appointed by City Manager including Chairman
- o Representatives include:
  - A. Citizens directly affected by project
  - B. Citizens indirectly affected by project
  - C. Other interested citizens
  - D. Size of group will vary depending upon project - maximum of 10 preferred
- o City Council will be informed

Appoint Staff Task Force (STF)

- o Purpose of the STF is to make recommendations to the City Manager.
- o Appointed by City Manager
- o Representatives shall include:
  - A. Department of Transportation
  - B. Planning Commission
  - C. Engineering Department
  - D. Parks and Recreation
  - E. Public Service and Information
  - F. Others as appropriate
- o A representative of the Department responsible for the project will act as Convener of the group

VI. Hold Initial CPG Meeting with STF

- o Purpose is to introduce members to one another, STF, and engineering firm (if utilized).
- o Initial input solicited including opinions as to potential issues, alternates to be considered, etc.

VII. Exploration of Alternates

- o Alternate routes, street cross-sections, landscaping treatment, etc. will be studied.

VIII. STF and CPG Review and Comment Upon Alternates

- o Objective will be for STF, CPG, and engineering firm to concur in a recommended alternate.

IX. Publicize Public Meeting

- o Publicize through news release, letters to area residents and neighborhood groups.

X. Second Public Input Meeting

- o A panel of appropriate City staff and Chairman of CPG will participate in the meeting. Other members of CPG will be invited to attend.

- o Various alternates considered as well as response to issues surfaced previously will be presented. Selection of recommended alternate will be explained.
- o Public response solicited.
- o City Council is invited to attend and informed of outcome.

XI. Preparation of Draft Final Report

XII. Review and Comment by STF and CPG

- o Revisions made as necessary.

XIII. Final Report Sent to City Manager

- o The Final Report will be sent to the City Manager with a cover memo from the Convener of the STF. The Chairman of the CPG may be asked to provide a letter describing his group's concurrence/nonconcurrence in recommendations presented in the report.

XIV. Manager Makes Recommendation to City Council

- o City Manager will meet with STF, CPG and others as necessary to fully understand issues surrounding the project and recommendations.
- o City Manager will send the final report to City Council with a cover memo stating his recommendation. Either the City Manager or City Council may request a presentation.
  - If so, proceed to XV.
  - If not, staff will proceed with design. Go to XVII.

XV. Public Notification of Council Presentation

- o Interested citizens and CPG invited to attend.

XVI. Council Presentation

- o Council will be presented information concerning process followed, issues, alternates studied, etc.

XVII. Public Notification (Design Concept)

- o Letters sent to all property owners/residents within one block of project limits
- o Letters sent to all who attended public meetings
- o Letters will describe Council action, if appropriate, and timetable for design, right of way acquisition, bidding, and construction. The letter will indicate who to contact if questions arise.

XVIII. Public Notification (Right of Way Acquisition)

- Upon design completion but prior to right of way acquisition a letter will be sent to all property owners and residents within one block of the project limits indicating that real estate agents will be contacting some area residents for right of way acquisition purposes. The letter will indicate whether right of way is needed from their property, who the real estate agent will be, and overview of right of way acquisition process.

XIX. Public Notification (Construction)

- Upon construction contract award, a letter will be sent to all property owners and residents within one block of the project limits indicating date construction is anticipated to begin, name of the contractor, who the construction inspector will be, and his telephone number if questions arise. An overview of construction policies as relates to adjoining properties will be given, such as provisions to maintain access, reduce dust, hours of construction, etc.

Planning/Public Involvement Phase
Major Transportation Projects

ACTIVITIES RELATED TO TECHNICAL EVALUATION	ACTIVITIES RELATED TO PUBLIC INVOLVEMENT
Bus Tour/Staff Review of Project to Identify Issues	
Consultant Selection	Prepare and Hold First Public Meeting to Identify Issues
	Establish Citizen Group, if Applicable (First Citizen Group Meeting)
Gather Maps and Information	
Surveying	
Traffic Analysis	Put Traffic Analysis in Format for Public Presentation
Develop Alternatives	Prepare Presentation Material to Depict/Explain Alternatives
Prepare Construction and Real Estate Cost Estimates	
Review Alternatives	Prepare Alternatives to Address Individual Property Owners Concerns
Revisions and Refinement	Revisions and Refinements
Prepare Conclusions and Recommendations	
	Presentation to Citizen Group (Second Citizen Group Meeting)
	Revisions as Necessary
	Presentation to Citizen Group (Third Citizen Group Meeting)
	Prepare for and Hold Second Public Meeting to Review Alternatives

ACTIVITIES RELATED TO TECHNICAL EVALUATION	ACTIVITIES RELATED TO PUBLIC INVOLVEMENT
Respond to Inquiries	Respond to Inquiries
	Prepare Alternatives to Address New Issues
	Meet with Special Interest Groups
	Prepare for and Hold Fourth Citizen Group Meeting
	Prepare for and Hold Third Public Meeting to Present Recommended Alternatives
Draft Final Planning Analysis	
Staff Review	
Final Planning Analysis	
City Manager or Council Authorization to Proceed with Design	

Pros and Cons of Public Involvement

Pros

- After public involvement, easier to gain Council approval of project concept.
- Higher level of citizen participation in planning for projects.
- Educates the public on basis of technical recommendations.
- Helps to foster public trust by providing a mechanism for citizens affected by a project to have input.
- Lessens the chance for significant issues to surface after the planning process which could delay a project or cause costly redesign or other work efforts.
- Additional benefits of Citizen Committee participation as part of Public Involvement Process:
  - Take some responsibility for project decisions.
  - Allows citizens to have a citizen contact in proximity to a project.
  - Allows staff additional opportunities to educate citizens on technical and policy basis of recommendation.
  - Requires people of differing viewpoints to discuss their differences - ideally, they can resolve differences among themselves rather than expecting staff or Council to do so.

Cons

- Adds considerably to the project schedule.
- Due to attempt to address all concerns, staff and consultant spend unnecessary effort analysing alternatives which have little technical merit lengthening the project schedule and requiring additional expense.
- Considerable time and effort spent on education, arranging meetings and preparing informational reports and presentation material.
- Additional disadvantages of Citizen Committee participation as part of Public Involvement Process:
  - Decisions can be influenced by strong personality rather than technical issues.
  - Difficult to identify individuals to serve.
  - Potential to be perceived as more powerful than City Council.
  - Difficult to arrange meeting dates when all members can attend.
  - Require additional meetings and time-frame for decision making.

Major Transportation Project Implementation Process

Task	Major Activities	Policy/Law Basis	Council Involvement	Typical Duration
Project Definition	Tour Project	None	None	2 Weeks
	Define Nature of Project			
	Define Potential Issues			
	Determine State Involvement			
	Determine R.R. Involvement			
	Determine Special Needs			
	Decide Inhouse or by Consultant			
	Define Potential Consultant Services Required			
Consult. Selection - Planning and Public Involvement Services	Form Interview Team	Council's Consultant Selection Process	Award of Consultant Contract	3-5 Months
	Prepare Scope of Services	State Recommended Professional Service Procurement Policy		
	Solicit Letter of Qualification			
	Determine Availability of Qualified Staff	State Law Requires Council Approval of Contracts over $30,000		
	Oral Interviews			
	Consultant Selection			
	Contract Negotiation			

Task	Major Activities	Policy/Law Basis	Council Involvement	Typical Duration
	* Council Award Planning/ Public Involvement Contract			
Planning/Public Involvement	Define Issues	Council's Public Involvement Process for Major Roadway Projects	Invitation to Public Meetings	6 - 15 Months
	Form Citizen Input Group if Appropriate			
	Traffic Analysis		Approval of Concept for Implementation When Policy Question	
	Land Use Analysis			
	Formulate Alternatives			
	R/W Cost Estimate			
	Const. and Engr. Cost Est.			
	Cost/Benefit Analysis			
	State Check-off			
	Multiple Citizen Input Group Meetings			
	Multiple Public Input Meetings			
	Multiple Meetings with Individuals			
	Preparation of Final Report and Recommendations			
	* Council or City Manager Approval of Concept for Implementation			
Negotiate Consultant Design Contract	Develop Design Scope of Services		Council Approval of Design Contract	1-2 Months

Task	Major Activities	Policy/Law Basis	Council Involvement	Typical Duration
	Negotiate Contract			
	*Council Approval of Design Contract			
Design	Prepare Construction Plans	State/Local Design Standards.	None	6 - 24 Months
	Prepare Traffic Control Plans			
	Prepare R/W Maps			
	State Check-Offs/Encroachment			
	R.R. Check-offs			
	Insure Consistency With Planning Concept			
	Resolve Utility Conflicts			
R/W Acquisition	Site Review	State Property Acquisition Law	Approval of Property Transaction	4-12 Months
	Appraisal			
	Negotiations With Property Owner			
	*Council Approval of Property Transaction			
	Closing			
Final Approvals	Correct and Update Drawings Final Staff Approvals	None	None	2 Weeks to 2 Months
Bidding	Prepare Specifications	State Bidding Law	Approval of Construction Contract	3 Months
	Prepare Detailed Cost Est.	City M/WBE Policy		
	Advertise			

Task	Major Activities	Policy/Law Basis	Council Involvement	Typical Duration
	Accept Bids			
	Bid Opening			
	Substantiate Bid			
	*City Council Award of Construction Contract			
Construction	Hold Preconstruction Conference, Execute Written Contract Including Bonds, Issue Notice to Proceed	Contractural Obligations	None	3 - 18 Months Excluding Warranty Period
	Construction Period			
	Construction Inspection, Testing, Field Surveying			
	Warranty Inspection			
			Total	27-81 Months

* Indicates City Council participation in process

Summary of Recent Experiences with Public Involvement

Roadway Widening

Parkwood Avenue Extension (1984)
No formal citizens committee. Several public meetings during planning phase with area residents and special interest groups. Controversy concerning alignment arose which was ultimately acted upon by Public Works Committee and City Council.

Tyvola Road Extension - I-77 to Billy Graham Parkway (1985)
No citizens committee. Three public meetings. Council asked to choose concept due to cost implications.

Idlewild Road Widening - Independence Boulevard to Monroe Road (1986)
No formal citizen's committee. During design phase, meetings held with affected property owners. Design was suspended for 4 months in order to study realignment of roadway to miss several large oak trees and preservation of house at corner of Monroe Road and Rama Road. Council acted on alignment changes and house preservation.

Delta Road Extension - Idlewild Road to Independence Boulevard (1986)
No formal citizens committee. Two public meetings and several meetings with affected property owners during planning phase. Minor changes in design and construction plans to mitigate impacts on adjacent property owners made without Council involvement.

Park Road Relocation (1986)
Citizens group formed to work with staff during planning phase. All technical data shared. Planning process included four Citizen Group meetings and three public meetings. Citizen Group supported technical recommendation, assisted in communicating with area residents, and aided in public trust in the process of decisionmaking. Although Council approved the selected alignment, controversy was greatly reduced by use of the citizens group in the process.

Rama Road (1986)
No formal citizens group. Three public meetings. Concerns of area residents were addressed without need for Council involvement.

NC 51 (1985-86)
A group of citizens assisted staff in the review of alternatives. Three public meetings were held . Controversy arose on need for median and cost sharing with small towns. These issues were ultimately resolved by City Council.

Fairview Road Widening - Barclay Downs to Park Road (1985-86)
No formal citizens committee. Three public meetings with affected property owners during planning phase. Minor adjustments made to design without need for Council involvement.

Hebron Street - Kings Branch to Nations Ford Road (1986)
No public meetings. All land donated by Developer. No Council Involvement.

TSM Intersections

Central/Sharon Amity
Independence/Sharon Amity
Central/Plaza
S. Blvd/Tyvola Road
Matheson/30th/Tryon Street
S. Blvd/Scaleybark Road

No formal citizens committee. Generally, two meetings held with affected property owners. Issues resolved without Council involvement.

Carmel/Fairview Road
Alexander/Providence/Rea Road
Hawthorne/Central

No formal citizens committee. Three public meetings held and issues resolved without Council involvement.

TRANSPORTATION

POLICY: Intersection Improvements

Continue to emphasize cost effective transportation system management intersection improvements.

IMPACT:

1. Reconstruction of intersections provides the biggest benefit per dollar expended by removing bottlenecks which limit the full utilization of existing roads. Benefits include a reduction in delay time, fuel consumption and the probability of accidents.

2. Beginning in FY88, 50% of the increase in Auto Taxes or $1.8 million annually was dedicated to intersection improvements.

CITY ROLE/
PUBLIC PURPOSE:

ATTACHMENT: Intersection Improvement Projects

ATTACHMENT

INTERSECTION IMPROVEMENT PROJECTS

5 YEAR PLAN
FY89-93

MAJOR INTERSECTIONS TO BE AWARDED FOR CONSTRUCTION DURING NEXT 5 YEARS

Arrowood/South Boulevard
Independence/Sharon Amity
North Tryon/Matheson/30th
South Boulevard/Scaleybark
Carmel/Fairview *
Central/The Plaza
Central/Hawthorne *
Alexander/Providence/Rea *
Eastway/Plaza
Central/Eastway
Randolph/Sharon Amity **
Fairview/Providence/Sardis
7th/Caswell/Pecan **
Quail Hollow/Sharon **
Fourth/Hawthorne/Queens **
Eastway/Tryon
Randolph/Wendover **

MINOR INTERSECTIONS TO BE AWARDED FOR CONSTRUCTION DURING NEXT 3 YEARS

Queens/Morehead/Edgehill
South Boulevard/Sharon Lakes
Archdale/I-77 Ramp
Idlewild Road, North/Lawyers
Sardis/Sardis Road, North
7th/Independence
27th/Tryon
Colonial/Randolph
Independence/Wallace **
City View/Independence **
Sharon Road Medians at Fairview **
Sharon/Wendover
10th/Church
Morris Field/Wilkinson
Old Concord/Orr
Billingley/Randolph
Old Providence/Sharon View
Eastway/Kilborne
Carmel/Quail Hollow

* Projects which required considerable public input during planning and design.

** Projects likely to warrant significant public input during planning and design.

TRANSPORTATION

POLICY: Major Streets - Public/Private Joint Ventures

In 1962, City Council adopted a Street Improvement and Maintenance Policy.

This policy states:

"...When any proposed street...is classified in the Thoroughfare Plan as a higher type street than that required by the Subdivision Ordinance, the developer shall pay the total cost of improvements that would normally be required by the Ordinance with the City bearing the cost of any additional pavement as a result of the classification of the street."

IMPACT:

1. Significant portions of the thoroughfare system have been designed and constructed by developers. Many of the roads were identified as high priorities for City funding.

2. Delay can occur when the City does not allocate funding because anticipated development will eventually improve the road.

3. Requested zoning actions are reviewed by Planning to ensure that upgrades in the transportation system are included to accommodate developer impact.

4. Additional staff may be required when negotiations require City design and construction.

CITY ROLE/
PUBLIC PURPOSE:

TRANSPORTATION

POLICY: Design Criteria for Street Construction

Chapter 20 of the City Code requires sidewalks to be constructed on both sides of all major streets. Also, Chapter 21 of the City Code provides that the City Arborist is responsible for a master street tree plan.

IMPACT:

1. All road improvement projects include funds for sidewalks, street trees and other landscaping features.

2. Road project designs have been modified and delayed to preserve existing trees and to include landscaping.

3. The City provides funding to upgrade sidewalk and landscaping on State roads within the City limits.

4. 1987 Street Improvement Bonds recommendation includes funding $800,000 in sidewalks and $800,000 in landscaping for two State projects: Albemarle Road Widening and Newell/Hickory Grove/Delta Roads Widening.

CITY ROLE/
PUBLIC PURPOSE:

ECONOMIC DEVELOPMENT

POLICY: Public/Private Partnerships

To provide public resources to invest in partnerships for the purpose of promoting economic development.

IMPACT:

1. Approve loans from Development and Revitalization Fund.

2. Dedicate UDAG repayments from CityFair of $150,000 per year for the Development and Revitalization Fund.

3. Approve public/private ventures involving City resources, including the Trade Mart ($5.6 million in FY89) and the Coliseum Center Development.

CITY ROLE/
PUBLIC PURPOSE:

ATTACHMENT: Development and Revitalization Fund (DRF) Policy Framework

ATTACHMENT

DEVELOPMENT AND REVITALIZATION FUND (DRF) POLICY FRAMEWORK

June 8, 1987 Council Meeting

7. Recommend approval of: 1) a policy framework for Development and Revitalization Fund loans and public-private ventures; and 2) the organizational structure for an Economic Development Department.

On May 11, City Council reviewed and discussed a proposed policy framework for public-private ventures and Development and Revitalization Fund (DRF) loans. City Council is being asked to formally approve that framework and process so that City staff can begin implementation of the guidelines.

City Council also reviewed a proposed organizational structure for an Economic Development Department and requested additional information about the responsibilities and purpose of that department.

This agenda request describes the proposed department in greater detail. If Council approves the proposed organization, recruitment will begin almost immediately for the Director's position in order to fill the position by mid to late August. The proposal is also reflected in the recommended budget for FY88.

Policy Framework

The following policy framework applies to: 1) loan proposals to be funded from the Development and Revitalization Fund (DRF); and 2) public-private ventures for economic development. Any proposal for use of public resources from the above-mentioned loan funds or in a public-private partnership for the purpose of economic development will be evaluated within the context of this policy framework, and will be subject to the process outlined in Section II. The framework is not intended to be inclusive of public-private partnership proposed for reasons other than achieving economic development (e.g., a performing arts center).

I. Policy Framework

A. Public Purpose: The City of Charlotte will consider using public resources to invest in partnerships for the purpose of promoting economic development when such partnerships do not incur a negative long-term liability on tax dollars and when such partnerships directly benefit one of the following targeted groups:

1. Low income, unemployed or underemployed County residents;
2 Minority and/or women small business enterprises;
3. Unique or indigenous enterprises which the City Council determines are of significant economic value to the community.

B. Needs: The public-private partnerships must address one or more of the following needs:

1. Creation of jobs which have the potential for upward mobility, and for adequate pay which allows an individual or family to become self-sustaining.
2. Promotion of revitalization efforts in areas targeted by public policy to include but not be limited to
   a. Enterprise areas from the 2005 Plan,
   b. The Pocket of Poverty,
   c Approved area plans which include a commercial focus.
3. Promotion of development projects which support redirection of growth policies
4. Retention of a unique or indigenous enterprise.

C Evaluation Criteria: In evaluation of public-private partnership and/or DRF loan proposals, the following criteria must be addressed The evaluation will not be limited to these criteria.

1. The number and types of jobs created;
2. The plan for linkage between the jobs potential and City training program;
3. The City investment per job;
4. The return on City investment;
5. The risk to the City's investment and protection of investment by the financial agreements,
6. The "but for" provision which evaluates the likelihood of the project proceeding without City investment.

II. Review Process

A. It is intended that proposals for use of public resources under this policy framework be reviewed in the conceptual stage by the Planning Department:

1. Review of proposal as to how well it meets public purpose and needs criteria;

2. Review of land use and urban design considerations;

B. Planning then makes recommendation to the Economic Development Review Board (staff) which recommends action to the City Manager;

C. The City Manager notifies City Council of a recommendation to proceed or not. Determination of whether formal Council action is required to proceed or reject would be made by the City Manager on a case by case basis;

D. If yes, financial analysis is undertaken;

E. Negotiations proceed;

F. A contract is placed on agenda for Council action.

Economic Development Department

A three person department composed of one Director; one Analyst; and one Administrative Secretary is recommended to carry out the economic development goals and objectives of the City. Two of these positions are currently in the budget and are vacant; one additional position (Analyst) is recommended in the 1987-88 budget. Salaries would be competitive with similar positions in other comparable cities, and consistent with equivalent Charlotte city departments.

The Economic Development Department would be responsible for the following efforts:

1. Coordinating, monitoring and trouble-shooting economic development projects and contracts including public-private venture proposals;

2. The key contact person and ombudsman for the City with the private sector, Charlotte Chamber, and other governmental agencies and non-profit groups on issues relating to economic development;

3. Developing new initiatives, incentives, and programs for economic development:

   a. Inventory and assembly of City-owned land to meet economic development objectives;
   b. Development and implementation of an ambassador program for small business;
   c Coordinating a study process for re-use of the old Coliseum;
   d. Developing partnership proposals to meet the City's high priority economic development needs for upwardly mobile jobs, revitalization projects, and re-direction for growth.

4. Spokesperson for the City to promote and inform citizens on economic development issues;

ECONOMIC DEVELOPMENT

POLICY: Employment and Training

To provide occupational skills training and job placement services for low income Mecklenburg County residents as defined by the federal Job Training Partnership Act.

IMPACT:

1. Approve Annual Job Training Plan which specifies program design and funding levels.

2. The City will supplement federal grants to maintain current program service levels FY89 subsidy is estimated at $745,216.

3. The City places low-income persons in City summer temporary jobs.

CITY ROLE/
PUBLIC PURPOSE:

ATTACHMENT: Job Training Program: City Funded Components and State Funded Components

ATTACHMENT

CITY-FUNDED COMPONENTS

Component	Number Served (Per Year)	FY88 Cost	FY89 Cost
1. Mayor's Summer Youth Program and Year-Round Direct Placement Program	700	$135,764	$140,481
2. Service Level Changes:			
o Human Services Aide (City Fair)	100	20,307	21,370
o Human Services Assistant		22,670	23,797
3. Job Search - CPCC Contract for Job Readiness Training	(1,200)	42,400	42,400
4. Bus Passes	(335)	90,375	90,375
5. Account Clerk Training	20	77,413	77,413
6. Classroom Skills Training	40	20,000	20,000
7. Underemployment Program	50	30,000	30,000
8. On-The-Job Training	100	103,103	116,755
9. Word Processing Training	10	20,000	20,000
10. Assessment	(1,000)	32,000	32,000
11. Child Care	(15 slots)	30,000	30,000
12. Administration Budget Deficit		92,135	100,625
Total	1,020	$716,167	$745,216

ATTACHMENT

STATE-FUNDED COMPONENTS

Component	Number Served (Per Year)	FY88 Cost	FY89 Cost
1. Word Processing Training	21	$ 45,000	$ 45,000
2. Classroom Skills	258	139,317	132,578
3. On-The-Job Training	201	196,897	196,897
4. In-School Program	250	217,060	217,060
5. Piedmont Courts Program	82	118,217	-0-
6. Offender Program	140	72,000	72,000
7. Handicapped Program	118	103,562	103,562
8. Child Care	(45 Slots)	100,000	100,000
9. Counseling Staff		159,173	165,912
10. Administrative Staff		188,115	188,115
Total	1,070	$1,339,341	$1,221,124
State Allocation for Summer Program		608,969	600,000
Total State Allocation		$1,948,310	$1,821,124

ECONOMIC DEVELOPMENT

POLICY: Experimental Transit Service

Provide Experimental Transit services in support of employment opportunities for low income and underemployed City residents.

IMPACT:

1. The FY88 budget includes $200,000 for experimental services.

2. Review the program and determine if it should be continued. If so, approve appropriation of fare revenues generated from experimental transit services for future services.

CITY ROLE/
PUBLIC PURPOSE:

ATTACHMENT: Transit Issue Paper
Experimental Transit Service Criteria for Implementation

EXPERIMENTAL TRANSIT SERVICES

NEED: Although the City has adopted service standards against which proposed transit service expansions can be measured, it has been recognized that there exist special circumstances which may justify transit service, but which do not meet the existing service standards.

POLICY: On August 11, 1986, City Council adopted a resolution endorsing the experimental transportation service program and authorizing the Department of Transportation to develop experimental routes to serve economic development, health and social service needs.

STRATEGY: A $200,000 budget is recommended in FY88 for this program. The criteria in the attached description of the experimental transit service will be utilized to evaluate requests for experimental service routes. Staff will monitor the success of each route on a periodic basis and provide regular reports to Council on the status of all of these routes.

EXPERIMENTAL TRANSIT SERVICE CRITERIA FOR IMPLEMENTATION

In order to determine which circumstances merit an experimental service, a number of criteria have been developed. These criteria will be used to evaluate requests for experimental service and can be used to justify continuation or termination of the service.

Location and Times of Service: The experimental service must not compete with existing CTS routes and schedules.

Benefits: The experimental service must be supportive of the goals of other City programs in the areas of:

1. Economic Development and Employment
   - Is the service designed to provide transportation service in support of employment opportunities for low income and underemployed City residents?

2. Social Services and Health
   - Is the service designed to increase or improve accessibility of social service, health or other supportive agencies to public transportation dependent citizens?

3. Housing
   - Does the proposed service support current housing strategies for providing a "holistic" approach to housing needs of low income families?

Financing: The experimental service must show a financing plan to cover 100% of the direct costs from any one or a combination of the following sources: fares; pass sales; agency support; private donations; and/or Experimental Service Fund.

Financing standards will be as follows:

- Fares and passes shall be set at 100% of the current CTS rates.

- The combination of fares, pass sales, agency support and private donations shall cover at least 40% of the direct cost of the service.

- The experimental service fund shall not support more than 60% of the direct service costs.

City Commitment: The City will provide promotion, marketing services for these routes and will evaluate the success of these routes on a regular basis in order to recommend continuation, discontinuation or transfer to CTS.

1. Promotion and Marketing
   - Employee Surveys
   - Housing Unit Questionnaires
   - Targeted Marketing Strategies for Geographic Area to be Served

2. Evaluation Criteria
   - First 6 months and at 6 month intervals thereafter
   - Number of riders (objective - average of 8 per trip)
   - Percent of cost recovery (objective - 40%)
   - Rising or declining use
   - Route segments and individual trips evaluated

Process: In order for an outside agency or community group to request an experimental transit service, and for the Department of Transportation to initiate such service, the following steps shall be completed:

1. The agency shall submit a written application for the service identifying:

   a) Proposed origination and destinations
   b) Times and frequency of services
   c) Estimated demand for service (number of riders)
   d) Financing support from agency, farebox and/or private sources

2. The Department of Transportation shall evaluate the application and determine whether the service meets service criteria established for the experimental transit service.

3. The Department of Transportation shall (1) conduct periodic evaluations of the service to insure that the service continues to meet criteria and standards for the experimental transit service or (2) recommend discontinuation or transfer to regular CTS service.

4. Council will be provided with information on the status of experimental services on a routine basis.

ECONOMIC DEVELOPMENT

POLICY: Marketing Contract

Provide three years funding for a contract between the City and the Greater Charlotte Economic Development Corporation for a national marketing and advertising campaign.

IMPACT:

1. The FY89 budget includes $200,000 for the third year of the contract.

2. The existing contract includes a provision for incorporating City economic development goals in the marketing efforts.

3. The City has representation on the Board.

CITY ROLE/
PUBLIC PURPOSE:

ATTACHMENT: Contract Scope of Work

CONTRACT

Scope of Work

Greater Charlotte Economic Development Corporation

The City of Charlotte will participate in the funding of the Board to help pay for an economic development marketing plan to address specific issues in Charlotte-Mecklenburg. The Board should be responsible for having a public relations and an advertising firm to do a yearly campaign directed at creating national awareness of Charlotte as a site for businesses and the creation of job opportunities. Specific objectives of the program are:

- To follow up on the 500 quality leads generated in the first year of the program.
- To encourage visits to Charlotte by these businesses identified as "quality leads."
- To continue to increase the recognition level of Charlotte by business executives across the country and around the world by targeting certain geographic centers: New York, Chicago, California, the United Kingdom, Europe and the Pacific Basin.
- To target the marketing campaign to manufacturing, industrial and the financial service industry in coordination with Council's Economic Development Policy through the participation of the City's Economic Development Director.
- To implement the "Charlotte Pride" campaign within the City which is designed to encourage citizens to become ambassadors of the area.

ECONOMIC DEVELOPMENT

POLICY: Marketing and Promotion of Uptown

Establish municipal services districts in the downtown to promote special interests in the area.

IMPACT:

1. There are 3 service districts created in the downtown area.

2. District 1 has tax levy of $.0163 per $100 assessed valuation. FY88 revenues of $202,000 are used to contract with the Charlotte Uptown Development Corporation (CUDC). CUDC objectives emphasize the support of economic development activities and coordination of public/private development efforts in the Uptown area.

3. Districts 1 and 2 have a tax levy of $.0150 and .0300, respectively. FY88 revenues for both districts of $289,200 are used to contract the Central Charlotte Association (CCA). CCA's objectives are to promote growth and enhance the economic stability of the two districts. Programs emphasize marketing, promotion and publicity for Uptown events.

CITY ROLE/
PUBLIC PURPOSE:

ATTACHMENTS: FY88 Program Objectives for CUDC & CCA

FY88 PROGRAM OBJECTIVES
CENTRAL CHARLOTTE ASSOCIATION

FY88 PROGRAM OBJECTIVES:

The objectives of the Central Charlotte Association have not changed in direction from FY87. They relate to Municipal Service Districts number two and three and are as follows:

1. TO ENSURE THE CONTINUED IMPLEMENTATION OF A MARKETING PLAN FOR MUNICIPAL SERVICES DISTRICTS NUMBER TWO AND THREE.

2. TO FOSTER ACTIVITIES THAT PROMOTE THE EXPANSION OF COMMERCIAL, RETAIL AND ENTERTAINMENT FACILITIES.

3. TO PUBLICIZE OR ASSIST IN PUBLICIZING ACTIVITIES, AMENITIES AND SERVICES.

4. TO DEVELOP AND EXPAND PROGRAMS OF PLANNED PROMOTIONAL ACTIVITIES AND SPECIAL EVENTS.

5. TO DEVELOP AND DISTRIBUTE PRINTED MATERIALS AND BROCHURES, AS NEEDED, TO PROMOTE THE UPTOWN AREA.

6. TO ASSIST THE CHARLOTTE DEPARTMENT OF TRANSPORTATION IN PROMOTING THE USES AND BENEFITS OF THE TRYON STREET MALL AS THE HUB OF THE TRANSIT SYSTEM AND AS A PEDESTRIAN PEOPLE PLACE.

7. TO SCHEDULE EVENTS IN THE PUBLICLY OWNED AREAS OF INDEPENDENCE PLAZA PARK, TOWN SQUARE PARK AND THE PUBLIC AREA IN FRONT OF THE NCNB DISK.

FY88 PROGRAM OBJECTIVES

CHARLOTTE UPTOWN DEVELOPMENT CORPORATION

FY88 OBJECTIVES

1. Complete the CityFair Project.

2. Pursue the timely construction and occupancy of the Charlotte Apparel Center.

3. Coordinate, educate and gain support for Performing Arts Center.

4. Pursue the development of an expanded convention center.

5. Participate in other on-going efforts to:

   - Generate loan demand for the residential and commercial loan program and administer the loan programs.

   - Review opportunities pertaining to the CUDC land and encourage development along West Trade Street.

   - In conjunction with the Uptown Transportation Task Force and the Central Charlotte Association, define meaningful ways to resolve uptown parking and transportation issues.

   - Educate the community about the economic merits of a prosperous uptown.

   - Work with the Central Charlotte Association in the development of a plan to stimulate additional retail activity.

   - Team with Child Care Resources to foster additional child care opportunities.

ECONOMIC DEVELOPMENT

POLICY: Revitalization

To stimulate economic growth in depressed areas through leveraging public investment and improvements to encourage private development.

IMPACT:

1. The 1987 Street Improvement Bonds include $5 million for Business Corridor Revitalization.

CITY ROLE/
PUBLIC PURPOSE:

ATTACHMENT: Business Corridor Improvements Criteria and Process

BUSINESS CORRIDOR IMPROVEMENTS
CRITERIA AND PROCESS

Council has approved a series of area plans which call for public investment to provide incentives and stimulation for revitalization efforts in these areas.

In addition, Planning has recommended that the following criteria be used in evaluating projects for funding under this program:

1) Demonstration Potential - funding part of a project as an example for the whole and stimulating continuation of the project through private investment in the area.
2) Innovative Approach - funding joint ventures which may include using creative financing to open additional development opportunities.
3) Geographic Representation - funding projects to ensure that equal attention is given to all areas of the community.
4) Leveraging - funding projects which would provide coordination between private projects and public projects.
5) Project Coordination - funding projects which would provide coordination between other publicly funded projects.
6) Revitalization - funding projects which were identified through the area planning process as having potential to revitalize economically and physically lagging commercial and industrial areas and for which design concepts have been developed and approved.
7) Private Initiations - funding projects for which a local business or residential group has organized in support and promotion of the corridor improvements.

The identified corridors were evaluated by these criteria. All projects come out fairly even except that Wilkinson Boulevard has an organized business group that is geared up to implementing the plan; a corridor plan has already been approved and the project can begin immediately. This project will also meet other community goals of creating a gateway to Uptown from the airport and generally "cleaning up Wilkinson Boulevard." Several area businessmen are willing to fund these improvements privately. Because of this, we feel that Wilkinson Boulevard should be our first priority.

Process for Implementation Planning staff will take the lead developing a concept for Wilkinson Boulevard, and Engineering will be responsible for completing construction drawings. During the concept development phase, planning will convene a task force of Budget and Evaluation, Engineering, CDOT, Economic Development, and Community Development to review and comment on the proposal. Planning staff will also work with the business group to determine target area.

ECONOMIC DEVELOPMENT

POLICY: Community Development Revolving Loan Fund

Provide a revolving loan fund to stimulate growth and development of small businesses as a stimulus in creating jobs.

IMPACT: 1. Approve Community Development Block Grant funds ($100,000 annually) for loan fund.

CITY ROLE/
PUBLIC PURPOSE:

ATTACHMENT: Economic Development Revolving Loan Fund Program Guidelines and Procedures - Loan Administration

I. ECONOMIC DEVELOPMENT LOAN ADMINISTRATION

- PURPOSES OF THE LOAN FUND:

This Standard Operating Procedure (SOP) is to be used as a guideline for staff working in or supervising those working in the Community Development Revolving Loan Fund Program. It sets forth the internal operating requirements of the program.

The Loan Program is intended to assist designated areas to stimulate the growth, expansion and development of small businesses through the active professional, financial and management services offered by the Community Development Department. Loans will be considered for qualified persons or businesses by a designated Loan Committee.

The overall objective of the Loan Program will be to utilize funding in a manner that will enable it to play an important role as a stimulus to the assisted areas in creating and retaining jobs for low and moderate income persons.

To accomplish this objective, loan assistance should be targeted towards projects that create or retain, at a minimum, one job per $15,000 of loan fund assistance.

- AUTHORITY

Responsibility for the administration of the loan fund shall rest with the Community Development Director and a Loan Review Committee designated by the City Manager and the Community Development Director which will promulgate guidelines necessary for implementation of the fund. The Loan Committee will consist of seven members and will be appointed by the City Manager.

- BANK DEPOSITORY

Any federal depository designated by the City Treasurer and the Community Development Director.

- ORGANIZATION

Responsibility for the day-to-day operations of the loan fund, including application, processing and collection, shall rest with the Economic Development Section of the Community Development Department. Legal support will be provided by the City Attorney's office.

- REPORTING REQUIREMENTS

Staff will maintain a loan receiving agent to collect, report, and remit all monthly loan transactions in an itemized month-end report. This report will disclose individual collections, account aging and total loans outstanding. This report will be coordinated with the City's financial controls.

FINANCIAL REQUIREMENTS OF LOANS

Each loan application that has been determined eligible as outlined in Section III will be presented to the Economic Development Loan Committee for majority approval or disapproval based on the following criteria:

A. Financial Sources:

The requirements outlined below are guidelines, and may be modified by the Committee at its discretion.

1. Each loan applicant should fund at least 50% of the total project cost from private sources. This financing can be based on a 1st mortgage basis.

2. Each loan applicant should request no more than 40% of the total project cost from the Economic Development Loan Fund. This financing can be based on a 2nd mortgage basis.

3. Each loan applicant should provide at least 10% cash equity as the remainder of the total project cost.

B. Financial Analysis:

Each loan will be evaluated for the following criteria:

1. Adequacy of cash flow to meet debt repayment ability.

2. Expertise of the business operator.

3. Adequacy of secured collateral.

4. Number and type of jobs created for low income citizens.

5. Reasonable income and expense projections for future operations.

6. Quality of credit report.

C. Interest Rate and Fees:

Each loan will be made at 6% simple interest per annum.

An origination fee for each loan will be collected at loan settlement. This fee will be equal to the greater of 1% of the loan amount or the actual cost of legal expenses, title examinations, filing fees, and credit reports.

D. Loan Terms:

The maximum term of any loan will be five years. This will assure available funds on a revolving basis.

E. Special Conditions:

The Loan Committee may, at its discretion, impose any additional terms or conditions necessary to improve the loan situation or secure the City's financial security.

FINANCING

POLICY: <u>Avoid Tax Increases</u>

Every effort should be made to avoid a tax increase for the operating budget; however, property tax increases may be necessary to replace federal and state revenue losses.

IMPACT:

1. Adoption of FY89 and FY90 budgets without a tax increase unless specifically tied to loss of major revenues as a result of federal or state action.

2. Avoid negative impact of revenue loss by strengthening intergovernmental liaison and increasing cooperation with legislators.

CITY ROLE/
PUBLIC PURPOSE:

FINANCING

POLICY: Dedication of Fund Balances

To dedicate fund balances not required for the operating budget to the capital program for each specific fund; ensure prudent management of fund reserves to ensure adequate working capital.

IMPACT:

1. Adoption of annual year-end ordinance which appropriates excess revenues over expenditures to the Capital Improvement Program.

2. Discontinue fund balance appropriation in the General Fund for the FY90 budget.

3. Maintenance of adequate fund balances for emergencies.

CITY ROLE/
PUBLIC PURPOSE:

FINANCING

POLICY: <u>Diversify Revenue Sources</u>

Diversify revenue sources to reduce reliance on the property tax in the operating budget and to provide a broad base of revenues dedicated to the capital program and debt service.

IMPACT:

1. Over the past eight fiscal years (FY80 to FY88) the property tax has declined as a percent of total General Fund revenues from 62% to 57%.

2. Revenues dedicated to Municipal Debt Service include:

   a. 6.5¢ of property tax rate (includes real, personal and intangibles property).

   b. All of City's proceeds from occupancy tax.

   c. Investment (interest) income from the General Fund and Capital Projects Fund.

   d. Contribution from General Fund for:

      1) Avoided lease payments for CMGC
      2) Municipal Facilities Lease-Purchase Agreement with Citicorp

   e. Other revenue including a portion of ABC profits and beer and wine license revenue.

   f. 1/2¢ Sales Tax based on per capita formula.

CITY ROLE/
PUBLIC PURPOSE:

FINANCING

POLICY: Contribution to Transit Fund

Council approved the dedication of the ½¢ Sales Tax (per capita formula) to the Transit Fund as the City's General Fund contribution to replace federal operating assistance. In FY87, Council approved dedicating 50% of the proceeds from the increase in the Auto Privilege Tax for expansion of Transit routes.

IMPACT:

1. Dedication of sales tax revenues (estimated at $6.2 million for FY89) and auto tax revenues (estimated at $1.9 million for FY89) allows the Transit Fund to build a fund balance to provide for regular route expansions and avoid the need for additional revenues until approximately FY95.

2. Route expansions accommodate the City's goals for Transit ridership.

CITY ROLE/
PUBLIC PURPOSE:

ATTACHMENT: Issue Paper: Transit System Alternatives
June 1987

PUBLIC TRANSPORTATION FUND

ISSUE NO. 1: LOSS OF FEDERAL REVENUES

NEED: Provide dedicated revenue for support of the transit system.

POLICY: Programs funded by federal dollars provide essential services to the Charlotte community and should be maintained.

STRATEGY: Continue to appropriate Urban Mass Transportation Administration operating assistance as long as this revenue source is available and delay dedication of the Auto Tax until the UMTA operating assistance is eliminated. This strategy maintains the current services, delays route expansions, provides $200,000 for experimental transit services, and assumes no increases in fares. The Auto Tax revenues will be dedicated to transportation related capital projects until they are needed to replace the UMTA operating assistance.

OPTIONS:

1. If system expansions are included in the budget, with the UMTA operating grant funding, the Transit Fund would require the Auto Tax revenues in FY90. With normal growth in revenues and expenditures and the Auto Tax, the system would require a new dedicated revenue in FY92.

2. If the Auto Tax is dedicated to Transit beginning in FY88, route expansions are included and the UMTA grants continue through FY91, then a new revenue source will be required in FY95.

Additional details concerning these financial calculations can be found in the attached description of Transit System Alternatives.

TRANSIT SYSTEM ALTERNATIVES

In 1983, City Council adopted the Five-Year Financial Management Plan for Charlotte Transit to be updated in FY88. With this plan, five policies were adopted as guides for future decisions relating to the Transit System including:

1) Broaden the funding base of the Public Transportation Fund.

2) Instruct Management to be sensitive to the City's diminishing ability to provide increased funding in establishing wage and benefit levels.

N E E D

3) Maintain cost recovery at 40% or more through the farebox for operating transit.

4) Expand the transit system to accommodate the City's goals for transit ridership.

5) Promote and encourage full utilization of the transportation system.

To address goals for financing the Transit System and in anticipation of the loss of Urban Mass Transportation Administration operating assistance, it was recommended that the Auto Tax be dedicated to the Public Transportation Fund. Since that recommendation, federal legislation has reauthorized UMTA operating assistance for four additional years beyond FY87. However, as costs escalate and expansions are justified according to service standards, the system continues to need additional revenues.

D E S C R I P T I O N

For FY88, current level operations in the Public Transportation Fund will require a 7.5% increase ($864,220) in funding. Costs have increased as a result of (1) the first full year of operating route expansions implemented in August of 1986, (2) the need to expand the parts inventory ($100,000), (3) in response to labor negotiations and pay plan increases ($314,799), and (4) increased costs for and quantities of bus parts, supplies and fuel ($419,767). Expansions meeting service standards were proposed at a cost of $677,917 for FY88 and $1,189,561 for FY89 with costs partially offset by the estimated collection of $450,481 in additional fares for the two year period.

At the January 1987 Council Retreat it was recommended that one half of the Auto Tax be dedicated to the Public Transportation Fund as a replacement for UMTA operating assistance and as a revenue source for expanding operation. Since that time, legislation has been passed authorizing operating assistance for the period FY88 through FY91. The present issue which must be addressed is whether or not to provide the Auto Tax as a revenue to supplement the Public Transportation Fund.

In determining a recommendation for the Public Transportation Fund, three funding and operating alternatives were considered. Assumptions inherent in the alternatives were normal growth in operating revenues and expenditures.

The first option, and the Manager's recommendation, assumes receipt of UMTA through FY91, dedication of the Auto Tax in FY92 in absence of operating assistance, and no consideration of expansions. This recommendation is in keeping with the intended dedication of the Auto Tax in place of UMTA rather than as a supplement to UMTA. Implementation of this option will require a new revenue source in FY95 as a supplement to the Auto Tax of approximately $700,000.

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The second option assumes receipt of UMTA through FY91, dedication of the Auto Tax in FY90 and expansion of the system. With this alternative a a new revenue source will be needed in FY92 of approximately $.5 million, and $2 million in FY93.

The third option assumes receipt of UMTA through FY91, dedication of the Auto Tax beginning in FY88, and expansion of the transit system. Implementation of this option, will require a new revenue source in FY95 of approximately $1.8 million

There are two assumptions that are not included in the options examined above: fare increases and expansions to the system beyond FY89. It is projected that a fare increase prior to FY90 could negatively impact transit ridership. However, a 10 cents increase in the regular fare and a 15 cents increase in the express fare in FY90 could produce revenues amounting to approximately $300,000 per year. A fare increase could partially offset the need for new revenues.

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The Public Transportation Fund is currently supported by fares, the 1/2 cent sales tax (dedicated in FY85), and a General Fund contribution approved in FY87 to offset the loss of the UMTA operating grant. UMTA operating assistance has been received for FY87. Receipt of these monies and assuming use of the General Fund contribution allows for an FY87 year end estimated fund balance of $2,243,533 of which $200,000 is dedicated to experimental transit services. The proposed strategy is to delay dedication of the Auto Tax to the Public Transportation fund until UMTA operating assistance is no longer available and utilize fund balance to supplement current level operating costs.

FINANCING

POLICY: Enterprise Fund

To continue to structure public enterprise (Airport and Water and Sewer) operating and capital programs to be self-sustaining without revenue support from general revenues.

IMPACT:

1. The 1972 Utility Merger agreement with the County prohibits the use of water and sewer revenues in the General Fund.

2. Airline lease agreements prohibit use of airline revenues in the General Fund.

3. Adopt water and sewer rates to finance required resource needs and avoid erratic changes in user charges.

4. Adopt Airport and Water and Sewer Capital Improvement Programs.

CITY ROLE/
PUBLIC PURPOSE:

NOTE: ALL POLICY STATEMENTS ON THE FOLLOWING PAGES WILL BE DISCUSSED SATURDAY DURING THE OVERVIEW OF THE CAPITAL IMPROVEMENT PROGRAM PROCESS AND LONG-TERM DEBT ALTERNATIVES.

FINANCING

POLICY: Balanced Mix of Revenues

Maintain a balanced mix of dedicated revenue sources for funding capital projects including pay-as-you-go, grants, and debt funded without excessive reliance on one source.

IMPACT:

1. Adopt FY89 and FY90 budgets including dedication of a portion of the property tax levy to Pay-As-You-Go and debt service.

2. Maintain a balanced mix provides revenues both for long term projects (useful life greater than 20 years) and short term projects (useful life less than 20 years).

CITY ROLE/
PUBLIC PURPOSE:

FINANCING

POLICY: Sale of Bonds

Provide for issuance of additional debt (sale of bonds) at reasonable time intervals without increasing taxes, and timed in such a way as to avoid erratic impacts on tax rate changes or enterprise user charges.

IMPACT:

1. This allows City to schedule and issue debt that does not delay project schedules but takes advantage of favorable market conditions.

CITY ROLE/
PUBLIC PURPOSE:

FINANCING

POLICY: Maintain AAA credit rating

IMPACT:

1. Schedule and issue debt to meet debt rating criteria, which includes ratios of per capita debt, outstanding debt to assessed value, debt to operating cost, and other key ratios.

CITY ROLE/
PUBLIC PURPOSE:

ATTACHMENT: Council/Manager Memo November 18, 1987: November 17, 1987 Bond Sale

ATTACHMENT

CHARLOTTE

Mayor and Council Communication

From O. Wendell White
City Manager

Subject Memo No. 90

November 18, 1987

INFORMATION REPORTS

November 17, 1987 Bond Sale

The recent action taken by Council to authorize the selling of $42,505,000 General Obligation bonds on November 17, 1987 has resulted in the second lowest interest rate (7.0675 percent) received by the City since February, 1980. These bonds consisted of $37,125,000 water and sewer bonds and $5,380,000 public improvement bonds (transit, street and storm drainage). We are extremely pleased with this particular sale because of the strong interest in the City's bonds, as demonstrated by the fact that six underwriting syndicates submitted competitive bids as compared with the customary two or three. Interest rates bid ran from a low of 7.0675 percent submitted by Merrill Lynch (the winning syndicate) to 7.1568 percent submitted by Goldman Sachs.

Two national rating agencies (Moody's Investor Service and Standard and Poor's Corporation) had reaffirmed the City's triple A credit rating prior to the sale. "The City's fundamental strengths and economic prominence provide the basis for the prime quality rating", commented a spokesman from Moody's. During our recent visit with the rating agencies, we presented the City's long-term financing policies and current sources of funding for debt service that have placed the City in its current excellent financial position to retire existing debt and to provide for future additional debt potential. Both rating agencies expressed the desirability of the City continuing these policies into the future.

The question always arises as to how much does the highest quality credit rating mean to the City. In dollars and cents, when compared with the 20-Municipal Bond Buyers Index (equivalent to a high single A rating) published on November 12, Charlotte's bond rates were 12.1 percent less. This translates to approximately $3.0 million in savings to the City over the life of the bonds. This sale, combined with the $55 million sale in June, 1986, also at a very favorable rate, represents an estimated savings in excess of $6.5 million to the City over the life of the bonds.

FINANCING

POLICY: New Sources of Revenue

Pursue and dedicate new sources of revenue to address unfunded capital needs.

IMPACT:

1. Determine if unfunded capital projects require a strategy to pursue new revenues.

CITY ROLE/
PUBLIC PURPOSE:

ATTACHMENT: Selected Unfunded General Government Capital Projects (Source: FY89-98 Capital Needs Assessment)

SELECTED UNFUNDED GENERAL GOVERNMENT
CAPITAL IMPROVEMENT PROJECTS

PROJECTS(S)	ESTIMATED COST
City Roads	$ 43.9 M
State Roads	569.0 M
Housing Programs	8.3 M
New Satellite Yard Facility	8.6 M
Emergency Operations Center	1.3 M
Expansion of Police/Fire Training Academy	2.9 M
Alexander Street Neighborhood Center Replacement	2.2 M
Convention Center Expansion	220.0 M
New Park Development	11.2 M
New Recreation Center Planning/Construction	1.7 M
Discovery Place - Phase II Expansion and Parking Deck	17.8 M
Spirit Square Expansion	6.1 M
Mint Museum Ancillary Building & Atrium	2.8 M

Source: FY89-98 Capital Needs Assessment

CAPITAL IMPROVEMENT PROGRAM PROCESS

The capital planning process is summarized into the following five categories: 1) Action Steps for City Council, 2) 2005 Plan, 3) Ten Year Capital Needs Document, 4) Project Evaluation Criteria for the five-year Capital Improvement Program, and 5) City Council Policies for the five-year Capital Improvement Program.

1. Action Steps for City Council

The annual process of capital improvement program planning includes the following steps:

Month	Action Step
January	City Council Retreat is held to discuss Council priorities/policies.
March-April	Ten Year Capital Needs document and Preliminary Capital Improvement Program are presented to City Council.
March-April	Workshops are held on the Capital Improvement Program.
June	City Council adopts five-year Capital Improvement Program and one-year appropriation.

2. 2005 Plan

1. A guide for the development and growth of Charlotte-Mecklenburg to the year 2005 and for officials making land use planning and policy decisions.
2. Establishes a common vision for the future based on community values and an open public forum.
3. Presents actions necessary to achieve common vision.
4. Establishes priorities for achieving common vision.

Other Community Plans:

1. Airport Master Plan
2. Housing Policy: Issues, Goals, and Strategies
3. Transportation Improvement Program (TIP)
4. Parks Master Plan(s)
5. Central Yard Master Plan
6. Various Area Plans

3. Ten-Year Capital Needs Assessment:

1. A listing of identified future capital projects required to implement the City's adopted goals and policies within a ten year framework.

2. Bridges the gap between the 2005 Plan and the Capital Improvement Program.

3. Provides a more complete understanding of future capital needs and the fiscal impact on the City.

4. Focuses attention on the importance of defining priorities.

4. Project Evaluation Criteria for the Capital Improvement Program

Before projects are reviewed based on City Council policies, capital project requests are evaluated in terms of the following criteria:

NEED	1.	Is the justification of the Need valid?
ALTERNATIVES	2.	Are there alternative means to meet the need?
	3.	Is the need addressed in the ten-year Capital Needs Assessment, 2005 Generalized Land Plan or other community plan?
COST/BENEFIT	4.	Is there a cost/benefit analysis in dollars or other terms to support the project?
MAGNITUDE	5.	What portion of the need does the requested project meet? Is this an appropriate level?

City Council Policies

The following policies provide the general parameters for the development of the Capital Improvement Program:

1. To evaluate Capital project requests according to the following priority ranking system:

   1st Priority: Rehabilitation or Maintenance of Existing Facilities

   2nd Priority: Replacement of Existing Facilities

   3rd Priority: Expand Existing Facilities

   4th Priority: New Facilities

2. To continue a capital program for general government which meets the highest priority needs as identified in the ten-year Capital Needs Assessment.

3. To ensure that existing infrastructure is maintained and replaced as needed.

4. To provide for some new capital projects to help meet the highest priority growth needs in the community.

5. To provide a balanced capital program which will not fund all identified needs, but will fund projects in a variety of program areas.

6. To pursue and dedicate new sources of revenue to address unfunded capital needs.

DO THESE POLICIES REFLECT COUNCIL'S OBJECTIVES FOR THE CAPITAL IMPROVEMENT PROGRAM?

The following policies provide for review of projects within the specific program areas. The "Funded" sections reflect projects included in the FY88-92 Capital Improvement Program. The "Unfunded" sections reflect projects included in the FY89-98 Capital Needs Assessment.

TRANSPORTATION

NEED: The Preliminary Capital Needs document identifies $677.4 million in road needs over the next five year period.

POLICY ASSUMPTIONS:

1. To construct City roadway improvements as identified in the 1995 Road List.

2. To continue the emphasis on cost effective transportation system management improvements.

3. To provide sidewalks on both sides of major streets and landscaping for both City and State road projects.

4. To provide for a citizens involvement process on major intersection and road projects.

NOTE: The policy assumptions can be revised on Saturday to reflect Friday's discussion of transportation policies.

PROJECTS WITHIN POLICY SCOPE:

FUNDED

N.C. 51	$ 8.2 M
Tyvola Road	1.0
Delta Road	3.6
Rama Road	2.2
Park Road	2.7
Shamrock Road	1.3
Parkwood Avenue	.6
Idlewild Road	.9
Caldwell Street	.2
State Leveraging	32.5
Other Projects	19.6

UNFUNDED

Hebron Street Extension	$ 3.6 M
Idlewild Road Widening	3.4
Minor Roadway and ROW Programs	1.7
Participation in State Roadway Projects (25%)	2.6
Shamrock Drive	10.6
Colony Road Extension	3.0
Sardis Road Widening	14.0
Colony Road Extension - Phase II	5.0

PROJECTS OUTSIDE POLICY SCOPE:

STATE ROADS ON PRELIMINARY 1995 ROAD LIST

Westinghouse Boulevard	$ 7.0 M
Freedom Drive Widening	30.3
Statesville Avenue Widening	6.0
Park/Johnston Roads Widening	35.0
Providence Road Widening	15.0
Graham Street Extension	10.0
Westinghouse Boulevard Widening and Extension	13.0
Lawyers Road Widening	20.0
Beatties Ford Road Left Turn	2.3
Billy Graham Parkway and Wilkinson Boulevard Interchange	6.0
Old Dowd Road Relocation	8.0

HOUSING

NEED: The Preliminary Capital Needs Document identifies $43.7 million in Housing projects needs over the next five years.

POLICY ASSUMPTIONS:

1. To provide funding for innovative Housing Programs.

2. To emphasize housing rehabilitation as the focus of Community Development Programs.

3. To continue programs traditionally funded through the Community Development Block Grant for economic development loan funds, human services contracts and program delivery.

PROJECTS WITHIN POLICY SCOPE:

FUNDED

Housing Rehabilitation and Community Development	$19.6 M
Innovative Housing	14.0
In Rem and Code Relocation	.9
Stepping Stone	.8
Wilmore Neighborhood Housing Services	.2
Housing Modifications for the Handicapped	.5

UNFUNDED

Housing Rehabilitation and Community Development	$ 2.0 M
Innovative Housing	1.2
Housing Relocation Revolving Fund	2.5
Boarded-up Structures, Acquisition/ Repair/Resale	1.2
Housing Authority Modernization Needs and Improvements	1.4
Housing Modifications for the Handicapped	.7

PROJECTS OUTSIDE POLICY SCOPE: NONE

NOTE: The unfunded housing needs are understated.

GOVERNMENT FACILITIES

NEED: The Preliminary Capital Needs document identifies $49.0 million in government facility needs over the next five year period.

POLICY ASSUMPTIONS:

1. To construct new and expanded facilities to meet service requirements for annexation areas.

2. To implement the Government Center Complex concept.

3. To rehabilitate and renovate facilities where cost-effective results would be obtained over the construction of new facilities.

PROJECTS WITHIN POLICY SCOPE:

FUNDED

Building Improvements	$ 2.5 M
Parking Lot Repairs	1.2
Communications Antenna Tower	.3
Sweden Road Operations Center	.4
Relocation of City Divisions	2.3
City Hall Renovations	2.3
Construction of Annexation Fire Stations	1.6
Police and Fire Academy Improvements	.5
Central Yard Improvements	.6
Fire Station No. 1 Relocation	2.1
Government Plaza Construction	1.2
New Satellite Yard Planning	.4

UNFUNDED

Government Plaza	$ 4.3 M
Emergency Operations Center	1.3
Defensive Driving Course	3.4
Alert and Notification System	2.6
Intersection Opticoms	.6
Expansion of Police and Fire Academy	2.9
Fire Maintenance Shop	1.2
Future Annexation Fire Stations	1.9
Gynmasium for Police and Fire Adacemy	3.1
Alexander Street Center	2.2
Multi-Service Center	6.1
New Satellite Yard	8.2
Animal Shelter Expansion	2.6
Baker Four District Office	.5
Canine Training Facility	.1
Police Indoor Firing Range	.5
Baker Two District Office	.5

PROJECTS OUTSIDE POLICY SCOPE: NONE

ECONOMIC DEVELOPMENT

NEED: The Preliminary Capital Needs document identifies $252.9 million in Economic Development related projects over the next five year period.

POLICY ASSUMPTIONS:

1. To stimulate economic growth in depressed areas through leveraging public investment and improvements to encourage private development.

2. To provide public resources to invest in partnerships for the purpose of promoting economic development.

3. Provide a revolving loan fund to stimulate growth and development of small businesses as a stimulus in creating jobs.

NOTE: The policy assumptions can be revised on Saturday to reflect Friday's discussion of economic development policies.

PROJECTS WITHIN POLICY SCOPE:

FUNDED

Business Corridor Revitalization	$ 6.0 M
Trade Mart Land Acquisition	5.6
Revitalization and Economic Development Fund	1.1

UNFUNDED

Convention Center Expansion (Public/Private Venture)	$220.0 M
Convert Overhead Wiring to Underground	2.5
Economic Development Business Incubator	.6
Revitalization and Economic Development Fund	19.3
Street Access to Overstreet Pedestrian System	Unknown

PROJECTS OUTSIDE POLICY SCOPE:

Convention Center Expansion (Public Funding Only)	$220.0 M

PARKS AND RECREATION

NEED: The Preliminary Capital Needs document identifies $56.2 million in Parks and Recreation project needs over the next five-year period.

POLICY ASSUMPTIONS:

1. To identify and acquire open space for future park development before land becomes too expensive.

2. To maintain and upgrade existing park lands and recreation facilities.

3. To continue the development of York Road Renaissance Park and Reedy Creek Park.

PROJECTS WITHIN POLICY SCOPE:

FUNDED	
York Road Renaissance Park	$ 3.0 M
Reedy Creek Park	2.0
Park Land Acquisition	12.5
Improvements to Existing Parks	6.8
UNFUNDED	
York Road Renaissance Park	$ 8.7 M
Reedy Creek Park	3.9
Park Land Acquisition	4.5
Freedom Park Reconstruction	1.4
Marion Diehl Center Additions	.4
Marshall Park Redesign	1.1

PROJECTS OUTSIDE POLICY SCOPE:

New Recreation Centers	$ 1.7 M
New Park Development	11.2
Senior Center	1.1
Swimming Pool Construction	1.4

NEIGHBORHOOD IMPROVEMENTS

NEED: The Preliminary Capital Needs document identifies $68.6 million in neighborhood improvement needs over the next five year period.

POLICY ASSUMPTION:

1. To maintain, preserve, and enhance the quality of life in Charlotte neighborhoods by providing a continued program of public improvements as identified in community development and small area plans.

2. To address storm drainage problems in the public right-of-way and on private property.

PROJECTS WITHIN
POLICY SCOPE:

FUNDED

Area Plan Improvements	$ 2.5 M
Storm Drainage Improvements	2.5
Storm Drainage Repairs	2.5

UNFUNDED

Storm Drainage Utility	$60.0 M
Area Plan Improvements	Undetermined

PROJECTS OUTSIDE
POLICY SCOPE: NONE

CULTURAL FACILITIES

NEED: The Preliminary Capital Needs document identifies $89.8 million in cultural facility needs over the next five year period.

POLICY ASSUMPTIONS:

1. To provide public assistance for cultural facility capital program expansions or rehabilitations on a 50/50 matching basis.

2. To maintain the basic structural soundness of City facilities leased by cultural organizations.

PROJECTS WITHIN POLICY SCOPE:

FUNDED

Mint Museum Parking	$ .2 M
Performing Arts Center	15.0

UNFUNDED

Performing Arts Center	$45.0 M
Ovens Auditorium Improvements	1.8
Children's Theatre - General Improvements	.1
Discovery Place - Phase II Expansion and Parking Deck	17.5
Discovery Place - Ivey Addition	.3
Mint Museum - Expanded Parking	.7
Mint Museum - Ancillary Building	.6
Mint Museum - Expanded Atrium	.6
Nature Museum - New Facility	.9
Spirit Square - Annex	6.1
Spirit Square - Sculpture Garden	.3

PROJECTS OUTSIDE POLICY SCOPE: NONE

WATER

NEED: The Preliminary Capital Needs document identifies $74.8 million in water projects over the next five year period to maintain and expand the water distribution and treatment system in Charlotte and Mecklenburg County.

POLICY ASSUMPTIONS:

1. To continue to meet Environmental Protection Agency (EPA) water treatment and quality standards by ensuring adequate water system capacity and treatment capability.

2. To service developing areas of the County by providing water distribution systems and water infrastructure where financially feasible.

3. To continue to maintain and upgrade existing water system infrastructure.

4. To provide water services to newly annexed areas within two years according to annexation laws.

5. To redirect growth to the Northeast and Northwest sections of Charlotte and Mecklenburg County by providing necessary water distribution infrastructure as an incentive for development

PROJECTS WITHIN POLICY SCOPE:

FUNDED (SELECTED PROJECTS)

Raw Water Line	$ 5.6 M
Franklin Treatment Plant to 72 Million Gallons per Day	9.9
Water Main Along N.C. 16 East	3.0
Water Main Along Sardis Road Phase I	1.0
Water Main Along I-85	1.6
Booster Pump Station - Monroe Road and Idlewild Road	.5
Water Main Along Idlewild Road	.9
Large Transmission Main from Franklin Plant to 54" Water Main	8.0
Water Main Along Sardis Road - Phase II	2.1
Water Main Along Gilead Road	.9
Storage Tank on N.C. 51	2.0
Redirection of Growth Water Mains	4.5
Utilities Operation Satellite Yard	.8

UNFUNDED (SELECTED PROJECTS)

Raw Water Line	$ 3.5 M
Water Main Along I-85	.2
Utilities Satellite Yard	.6
Various Water Mains	29.2

Water main projects can be included in the CIP as "funded" or "unfunded" projects. Projects which are included in the CIP and constructed by developers qualify for a five-year reimbursement in accordance with the Water and Sewer Extension Policy.

PROJECTS OUTSIDE POLICY SCOPE: NONE

SEWER

NEED: The Preliminary Capital Needs document identifies $82.7 million in sewer projects over the next five year period to maintain and expand the wastewater collection system and sewage treatment plants.

POLICY ASSUMPTIONS:

1. To continue to meet Environmental Protection Agency (EPA) wastewater treatment standards by ensuring adequate treatment capacity for all treatment plants.

2. To service developing areas of the County by providing sewer collection facilities and sewer infrastructure where financially feasible.

3. To continue to maintain and upgrade the existing sewer infrastructure.

4. To provide sewer facilities to the newly annexed areas within two years according to annexation laws.

5. To redirect growth to the Northeast and Northwest sections of Charlotte and Mecklenburg County by providing necessary sewer facilities and infrastructure as an incentive for development.

PROJECTS WITHIN POLICY SCOPE:

FUNDED (SELECTED PROJECTS)

Mallard Creek Wastewater Treatment Plant Addition	$ 6.0 M
Long Creek Outfall - Phase V	1.9
Lower Sugar Creek Outfall	3.0
McDowell Creek Wastewater Treatment Plant Additions	6.0
Sugar Creek Wastewater Treatment Plant Improvements	2.5
Irwin Creek Wastewater Treatment Plant Improvements	2.5
McAlpine Creek Wastewater Treatment Plant Expansion	28.0
Dixon Branch Outfall	.8
Long Creek and Paw Creek Wastewater Plant Study	.2
Redirection of Growth Sewer	5.5

UNFUNDED (SELECTED PROJECTS)

Six Mile Creek Lift Station, Force Main, and Outfall	$ 8.0 M
Various Sewer Outfalls	17.5

Sewer outfall projects can be included in the CIP as "funded" or "unfunded" projects. Projects which are included in the CIP and constructed by developers qualify for a five-year reimbursement in accordance with the Water and Sewer Extension Policy.

PROJECTS OUTSIDE POLICY SCOPE: NONE

Capital Improvements
Financing Alternatives

Introduction

The City's overall capital program includes the use of debt as an integral element of a comprehensive capital funding strategy. Use of debt for funding capital improvements has resulted in additional capital facilities designed to meet future population and service growth requirements. The City has used a balanced combination of pay-as-you-go Federal and State Grants, donated capital and debt financing to add over $176,500,000 in new assets over the last five years.

In its effort to come to terms with the budget deficit, the federal government is directly affecting local governments negatively. General revenue sharing was eliminated last year and other grant programs for transit and community development are being cut severely. Also other 1986 tax reform initiatives such as arbitage/ rebate are having a negative impact on local government financing. In addition, the N.C. State Legislature repealed taxation of household personal property effective in fiscal year 1988 and repealed taxation of business inventories for retailers and wholesalers effective in fiscal year 1989. All of these actions have resulted in a shifting of the tax burden onto the City at a time when mounting pressures to provide capital facilities such as roads and other facilities for an emerging regional city are more demanding than ever before. The decreasing availability of federal and state grants, the state's inaction to fund roads, and other federal legislation aimed at undermining the tax exempt nature of local government financing for certain facilities will require an increased use of pay-as-you-go and debt financing of general government facilities in the immediate future to meet the needs of the Community.

For a number of years enterprise capital programs such as Water and Sewer and the Airport have been structured to be self-sustaining without capital revenue support from general revenues and are therefore not part of this discussion.

Historical Perspective

Over a period of a number of years the City has developed and implemented comprehensive financial policies making possible an effective and efficient process leading to the investment in public facilities designed to meet present and future population and service growth requirements. The benefits of these policies have been significant and tangible: the highest credit ratings, the lowest cost of debt, and a moderate level of per capita debt. Historically, the City has dedicated specific revenue sources to fund debt service for general government facilities. Within the last

several years new sources have been added such as the occupancy tax, interest income from the general and capital project funds, and the new one-half cent sales tax (effective January 1, 1987) to provide additional funds for pay-as-you-go capital and to add to current and future debt capacity. Policies and specific revenues supporting the City's capital program are outlined below:

Current Policies

- Diversify revenue sources dedicated to capital formation and debt service.
- Maintain a balanced mix of dedicated revenue sources for funding capital projects including pay-as-you-go, grants (when available) and debt funded, without excessive reliance on any one source.
- Provide for issuance of additional debt at reasonable time intervals without increasing taxes, and timed in such a way as to avoid erratic impacts on tax rate changes.
- Maintain highest credit ratings by scheduling and issuance of debt that sustains reasonable ratios.

Specific revenues dedicated to the municipal debt service fund include:

- .0650 cent of tax rate.
- All of the City's proceeds from occupancy tax.
- Investment (interest) income transferred from the General Fund and Capital Projects Fund.
- New 1/2 cent sales tax authorized in January, 1987.
- Contribution from Mecklenburg County representing its prorata share of debt cost of new office building.
- Contribution from the general fund for municipal facilities lease-purchase transaction.
- Other/miscellaneous revenues include a portion of the intangibles tax, ABC profits and beer and wine license revenues.

On an annual basis the Finance Department updates the City's capital financing plan. The plan covers a ten year horizon to coincide with the ten year capital needs assessment. The plan approved during the FY88 process provided for approximately $93.5 million in additional debt capacity in the next five-year period (88-92) and an additional capacity of $130 million in the subsequent five year period (93-97). Of the $93.5 million of additional capacity reflected in the 88-92

time frame, $73.5 million was approved by the voters in November, 1987. As in prior years, this plan along with pay-as-you-go financing from the Municipal Debt Service Fund balance and other sources represented the City's capital funding plan for the next ten year period.

- Conclusion

Subsequent to the adoption of the above program by City Council there have been numerous community discussions relating to the need for additional capital funds in the upcoming five year period. These discussions have dealt primarily with roads and road improvements. As a result of these discussions and in conjunction with the upcoming budget cycle we have developed various funding alternatives for Council consideration. These funding alternatives are applicable only to general government capital needs using the City's currently dedicated revenues as previously outlined. These alternatives will be presented and discussed in detail at the Council retreat.