AGENDA

Meeting Type:	WORKSHOP
Date:	10/05/1988

City of Charlotte, City Clerk's Office

MAYOR AND CITY COUNCIL
WORKSHOP AGENDA
October 5, 1988

5:00 pm Test Ban Resolution

(We have not alloted time for Council discussion of this item thinking that you may wish to defer discussion until the October 10 agenda; however, if Council wishes to discuss this tonight, the timeframe for the other items can be pushed back.)

5:05-5:30 Report of City Manager's Task Force on Belmont Neighborhood

Action: Accept strategy and recommendations

5:30-5:50 Motor Transport Productivity Report

Action: Endorse report recommendations for implementation

5:50-6:10 Dinner

6:10-6:30 Annexation Status Report

Action: Receive preliminary report and approve annexation schedule

6:30-7:00 Review of Policies on Medians, Sidewalks, and Trees for Road Construction Projects

Action: Discuss current policies and determine need for any changes

7:00-7:20 Alternatives for Reducing the Time for Zoning Meetings

Action: Discussion

7:20-7:40 Productivity Committee Response

Action: Accept report and discuss Manager's recommended action plan

TEST BAN RESOLUTION

WHEREAS. A nuclear war would result in death, injury and disease on a scale unprecedented in human history; and

WHEREAS Spending for the arms race is contributing to record budget deficits [redacted], and [redacted] is draining needed funds from communities across the nation, including the city of Charlotte, and

WHEREAS A ban on nuclear testing would promote the security of the United States by constraining new developments in the U.S. - Soviet nuclear arms competition and by strengthening efforts to prevent the spread of nuclear weapons to non-nuclear countries; and

WHEREAS A ban on nuclear testing would be a concrete and easily achievable step toward deep reductions of nuclear arsenals and expenditures, and

WHEREAS A ban on nuclear testing can be verified with high confidence by a worldwide network of seismic monitors, satellites, and other verification of technology operated by the United States and other nations,

THEREFORE, BE IT

RESOLVED That the Charlotte City Council, in meeting assembled, calls upon the President of the United States to immediately offer to join with the Soviet Union in a mutual and verifiable suspension of testing as an important step towards halting and reversing the arms race;

BE IT FURTHER,

~~RESOLVED That the Charlotte City Council, in meeting assembled, calls upon the members of the North Carolina congressional delegation to support legislation that would enact a moratorium on nuclear testing, to be continued as long as the Soviets do not test, and until a formal Comprehensive Test Ban Treaty can be negotiated,~~

RESOLVED That the Charlotte City Council calls upon the Presidential candidates to pledge to initiate a nuclear testing moratorium, provided the Soviets agree to join the moratorium.

(Signatures follow)

NOTES

Belmont Neighborhood Task Force Report

Attached is the Belmont Neighborhood Task Force report which includes detailed recommendations for the revitalization of the Belmont community. Mr. Gus Psomadakis, Task Force Chairperson, will present the major recommendations in this report at the workshop.

Council will be asked to accept the Task Force report. Implementation steps which require additional funding will be considered as part of the 1989-90 budget process.

A REPORT OF

THE

CITY MANAGER'S TASK FORCE

ON THE

BELMONT NEIGHBORHOOD

SEPTEMBER 1988

Gus P. Psomadakis
Chairperson

TABLE OF CONTENTS

PAGE

I. Overview of the Belmont Neighborhood 1

II. Overview of the Belmont Neighborhood Task Force Activities . . 2

III. Recommendation: The Establishment of a Non-Profit Organization In the Belmont Neighborhood. 3

IV. Belmont Task Force Recommendations 5

A. Housing. 5
B. Cleanliness of the Belmont Neighborhood. 12
C. Crime. 16
D. Infrastructure 18
E. Employment 20
F. Child Care 21
G. Business Properties. 23
H. Recreation 25

APPENDICIES

A. The Belmont Neighborhood Task Force and Resource Staff 29

B. Components of the Non-Profit Organization. 30

B1. Community Land Trust 34

C. Resident Comments. 35

D. Resources. 39

EXECUTIVE SUMMARY

BELMONT NEIGHBORHOOD TASK FORCE

Driving through the Belmont neighborhood, one may observe widespread housing deterioration, litter-lined streets, and people loitering on street corners and near commercial establishments. As a consequence of this myriad of problems, the Belmont Task Force began to investigate each problem and their interrelationships. Represented on the Belmont Task Force were City and County department(s), Belmont and Piedmont Courts resident(s), a Belmont business owner and a pastor, and a United Way staff person. (For a complete list of Task Force members, see Appendix A in the attached Task Force report.)

Characteristic problems facing the Belmont neighborhood include:

- Forty-one percent (41%) of the housing units in Belmont are deteriorated or dilapidated.
- Only 15% of the housing stock is owner occupied.
- Accumulations of trash, rubbish, and junk; high weeds and grass; and, abandoned motor vehicles all contribute to an unkept neighborhood appearance as well as the creation of breeding grounds for rodents.
- Several illegal dumping sites exist in the neighborhood.
- The crime rate in Belmont is higher than any other area of equal size and population in the city.
- According to the 1980 Census:
  - Number of Belmont residents - 3346
  - Median age of Belmont residents - 27.3 years
  - Residents below poverty level - 42%
  - Residents unemployed 16-19 years old - 79.6%
  - Residents unemployed 16 years old and up - 15%
  - Residents who are high school graduates - 23.7%
  - Belmont median family income - $7,542
  - City median family income - $20,258
- Several key streets in the neighborhood have no sidewalks and no curbs and gutters.
- There are several areas in Belmont with drainage problems and street flooding which has caused property damage.
- There are an inadequate number of child care centers and slots for Belmont neighborhood children.
- Many of the existing business establishments in Belmont (including grocery stores, lounges, and pool rooms) are aged and deteriorated. They are also contributing factors to disorderliness and drug/alcohol-related problems in the neighborhood.
- There is little organized recreational activity in the neighborhood for Belmont residents.

Over the years, the Belmont neighborhood has undergone both physical and social deterioration. The Belmont Task Force explored the reasons why conditions were allowed to degenerate so completely in this and other inner-city neighborhoods without triggering more responses from public and private agencies. The Task Force also asked why past attempts to alleviate the

Belmont neighborhood's problems had failed. Some possible factors include:

- The lack of a holistic, multi-faceted approach to the problems.
- The lack of follow-up programs and monitoring.
- The lack of resident involvement in an active sense.
- The high turnover of residents resulting in a lack of resident commitment.
- The City of Charlotte does not have a department to act as an advocate to keep low-income neighborhoods from deteriorating at the outset nor to insure the provision of an adequate level of City services.

In addressing the vast needs of the Belmont Community:

1. The Task Force concluded that the lack of a permanent mechanism to insure that appropriate responses occured was one contributing factor to the neighborhood's severe deterioration and related problems. A City government department should be designated to have responsibility for overseeing low-income neighborhoods, insuring the provision of adequate levels of city services. To prevent deterioration, this department should assist low-income neighborhoods in becoming organized or assist in strenghthening existing neighborhood organizations as well as guiding them through City government processes necessary for obtaining special services. (This recommendation should be implemented within twelve (12) months).

2. The Task Force discussed short- and long-term ways to reduce the nature of the problems facing inner-city neighborhoods. In addition to a City government department acting in a neighborhood advocacy role, the Belmont Task Force STRONGLY recommends the establishment of a Belmont neighborhood-based non-profit organization. This organization will be designed to accomplish the Belmont Task Force's long-term goals of.
   - Increasing homeownership by 20 units per year over a five year period
   - Keeping the housing affordable for Belmont residents
   - Stabilizing the Belmont neighborhood
   - Insuring the delivery of an adequate level of city, social and related support services.

   (This recommendation should be implemented within eighteen (18) months).

3. To meet these goals, the non-profit organization will:
   a) Utilize volunteer and resident sweat equity to rehabilitate Belmont's housing stock and to help keep the housing affordable (patterned on the Crestdale community's efforts and the Habitat for Humanity's model).
   b) Access public-private partnerships involved in low-income housing issues and efforts. This will be CRUCIAL for the prevention of future deterioration of the housing stock as well as the implementation of the Task Force's recommendations.
   c) Take a holistic approach to insure the total provision and delivery of social (and related) support services by acting in an information and referral capacity.
   d) Establish a preventative maintenance company to provide ongoing home maintenance services and resident training.

   (This recommendation should be implemented within eighteen (18) months and continued on an on-going basis).

See pages 3 through 5 and Appendix B for a detailed description and financing strategies for this proposed non-profit organization.

A synopsis of the remaining Belmont Task Force Recommendations:

4. Increase the number of Community Development Housing Code inspectors working in the Belmont neighborhood by at least three in order to hasten rehabilitation efforts. (This recommendation should be implemented within twelve (12) months).

5. The Community Development Department's maximum loan amount in the Rental Rehabilitation Program is currently $8,500 for a three bedroom, $7,500 for a two bedroom and $6,500 for a one bedroom which is set by the U.S. Department of Housing and Urban Development. Because many Belmont housing units require more than the minimum loan amount in repairs, these federal funds should be combined with local funds (such as the Innovative Housing Fund) to increase the maximum Rental Rehabilitation loan amount to $10,000 per unit. (This recommendation should be implemented within six (6) months).

6. The Community Development Department should develop a housing counseling program to work with and educate destructive tenants and other households on proper property maintenance. (This recommendation should be implemented within twelve (12) months).

7. Utilize leveraging financing approaches through the Community Development Department or the Housing Authority to maximize the use of public funds for low income housing construction. (This recommendation should be implemented within five (5) months).

8. Target the Belmont neighborhood for intensified Operations Department (the Community Improvement, Special Services, Animal Control, and Sanitation Divisions, for example) services for a period of not less than two years. (This recommendation should be implemented immediately).

9. Initiate a neighborhood-wide education program regarding available Operations Department services and the proper means of containerizing and preparing trash for city collection. (This recommendation should be implemented immediately).

10. Increase police patrol visibility in Belmont by:
    - Initiating a "park and walk" program
    - Adding an additional officer when available to one of the response areas which intersect in the Belmont neighborhood.

    (This recommendation should be implemented within six (6) to eighteen (18) months).

11. Initiate efforts to involve the community in assisting the Police Department with preventing and solving crimes by:
    - Providing information on the CrimeStoppers program
    - Presenting Crime Prevention information at resident organization meetings.

    (This recommendation should be implemented within six (6) months).

12. The City's Engineering Department should initiate as soon as possible a comprehensive assessment of the Belmont neighborhood's drainage system along with proposing solutions to correct the existing drainage problems. The City's Engineering Department should encourage and assist residents in the petition process for obtaining needed curbs and gutters, sidewalks. (This recommendation should be implemented within eighteen (18) months).

13. Decentralize the Employment and Training Department's staff and services to provide employment and job training information and services to Belmont residents. (This recommendation should be implemented within twelve (12) months).

14. The Task Force's Child Care Committee must encourage existing child care providers to expand their services and operating hours to meet Belmont residents' needs. (This recommendation should be implemented within three (3) months).

15. Current Employment and Training Department, Child Care Resources, and CPCC resources should be used to train Belmont area residents to become child care providers and workers. (This recommendation should be implemented within two (2) years).

16. The Belmont business community along with the Belmont Task Force and Belmont resident organization should investigate the possibility of constructing and opening a small-scale, chain grocery store in Belmont. (This recommendation should be implemented within five (5) months).

17. The Economic Development Division in the City's Community Development Department should assist Belmont neighborhood business establishments in upgrading the quality of their businesses in an effort to make them more amendable to resident use. (This recommendation should be implemented within two (2) years).

18. The City's Parks and Recreation Department should move the funding of the Cordelia Recreation Center forward to a 2 to 5 year funding cycle in order to provide a year-round recreation center for Belmont residents. (This recommendation should be implemented within five (5) months).

Background information about the neighborhood, the Belmont Task Force's activities, and the complete recommendations may be found in the full report which is attached.

I. OVERVIEW OF THE BELMONT NEIGHBORHOOD

A. Boundaries

The Belmont Neighborhood is located at the northeasternly edge of Charlotte's central business district. The boundaries of the neighborhood as defined by the Charlotte-Mecklenburg Planning Commission are Little Sugar Creek to the west, Hawthorne Lane to the east, Central Avenue and Tenth Street to the south, and Parkwood Avenue to the north.

B. Background

The Belmont neighborhood evolved around the turn of the century; it was located beyond the northern rim of Charlotte's nineteenth century boundary. Although Belmont contained textile mill housing, it was not a typical, company-owned mill village as found on the edges of Charlotte and other southern cities in the period. Beginning in the 1890's, half a dozen private developers added subdivisions between the mill villages. A wide variety of single family homes sprung up, somewhat more spacious than the mill houses, but mostly compact, wooden, and one-story tall.

The Belmont community thrived through the early 1900's, but in the late 1950's, changes impacted the community. Many of the traditional mill jobs were displaced from the community because of plant closings and relocations which resulted in a population decline. The community began to experience integration with the clearance of the Brooklyn and Greenville areas due to urban renewal in the 1960's. This served to further destabilize the community by causing rapid population turnover and disinvestment.

In the middle 1960's, Belmont became the first neighborhood the City tried to save with federal urban renewal funds. Between 1968 and 1972 the City spent $2.76 million in a Neighborhood Improvement Program that bought 840 homes up to a minimum housing code standards. There were few lasting results due to a lack of follow-up maintenance programs and a hiatus of assistance in the form of loans and/or grants. Today Belmont has the highest concentration of dilapidated housing in the city.

C. Characteristics

- Forty-one percent (41%) of the housing units in the Belmont neighborhood are deteriorated or dilapidated.
- Only 15% of the housing stock is owner occupied.
- The crime rate in the Belmont area is higher than any other area of equal size and population in the city.
- From 1970 to 1985, there was a thirty-two percent (32%) reduction in population from 4,412 to 3,000. If this trend continues, the population in 1990 could be 2,800.
- The median age of Belmont residents is approximately 27 years of age.
- The 1980 census showed Belmont's median family income to be $7,542 and the city's median income to be $20,258.

Although Belmont exhibits the typical problems that accompany poverty - crime, poor housing, unemployment, low levels of education - there are significant strengths in the neighborhood. There is a core of home-owners and other long-time residents in the neighborhood who want to work for the betterment of Belmont.

II. OVERVIEW OF THE BELMONT NEIGHBORHOOD TASK FORCE ACTIVITIES

A. History

In 1986, the Mayor's Task Force on Piedmont Courts noted that the problems associated with Piedmont Courts are only a microcosm of the problems festering in the entire Belmont neighborhood (in which Piedmont Courts is situated). In response to these concerns, the City Manager appointed a working task force to identify the issues and problems facing the Belmont neighborhood as well as to generate recommendations aimed at ameliorating those problems.

B. Establishment

The Belmont Task Force was established by the City Manager in March 1987 with Gus Psomadakis Director of the City's Employment and Training Department, appointed as Chairperson. See Appendix A for the list of Task Force members and resource staff.

C. Charge to the Task Force

The charge to the Task Force was to explore the reasons why conditions have deteriorated so drastically in the Belmont neighborhood. Further, the Task Force was charged to establish the mechanisms for early identification of troubled neighborhoods, plan strategies to address the problems, and establish the mechanisms to insure that appropriate responses occur. The charge, in sum, was to not only identify and set in motion the mechanisms to correct the problems in Belmont, but to also establish policies and procedures to keep similar conditions from arising in other neighborhoods.

Because Belmont's social and physical conditions are closely interrelated, the neighborhood's problems cannot be dealt with in isolation. Recognizing this, the Belmont Task Force adopted a holistic, multi-faceted approach to address all aspects of the problems facing this distressed neighborhood.

D. Strategies Used by the Task Force to Identify Problems

The Belmont Task Force held its first meeting on April 13, 1987. This initial meeting included a tour of the neighborhood and of two residents' homes which exposed Task Force members to the existing conditions in the Belmont neighborhood. The Task Force began an information-gathering process by reviewing past efforts directed toward the community, examining the physical conditions of the neighborhood (housing, litter, infrastructure), looking at social conditions (crime, drugs, employment), and recreational problems.

On July 2, 1987, after five information-gathering meetings, the Task Force held a forum with Belmont neighborhood residents and property owners. The purpose of this meeting was to inform residents of the Task Force's charge, and to hear comments and elicit discussion about the neighborhood from its residents.

This strategy used by the Task Force was significant in developing a holistic approach to problem resolution in the Belmont neighborhood. The Task Force was mindful that any recommendations made in one area will have ramifications in other areas; hence, the holistic approach in considering solutions to the Belmont neighborhood's problems.

III. RECOMMENDATION: THE ESTABLISHMENT OF A NON-PROFIT ORGANIZATION IN THE BELMONT NEIGHBORHOOD.

1. Background

The Belmont neighborhood is and has been besieged with a multitude of social and physical problems. After exploring the historical and current nature of the problems, the Belmont Task Force realized that many problems are interrelated and could not be dealt with in isolation. Several recurrent problems continued to emerge -- housing conditions, overall neighborhood cleanliness, crime, unemployment, and a lack of recreational opportunities. As the Task Force examined ways to reduce the nature of these problems, one concrete idea came to the forefront - the establishment of a non-profit organization. The Belmont Task Force highly recommends the establishment of a Belmont neighborhood-based non-profit organization.

2. Purpose of the Non-Profit Organization

- To take a holistic approach in alleviating the myriad of problems facing the Belmont neighborhood.
- To oversee the implementation of the Task Force recommendations.
- For the promotion and attainment of decent, safe, sanitary, and affordable housing for Belmont residents.
- To accomplish the long-term goals and objectives of increasing homeownership and stabilizing the Belmont neighborhood.
- To serve as a model for other severely distressed neighborhoods.
- To prevent the future deterioration of the housing stock.
- To insure the total provision and delivery of social (and related) support services by acting in an information and referral capacity.
- To act in a coordinating capacity bringing residents and available support services together.
- To establish the mechanism which will insure that appropriate City and County responses occur in the Belmont neighborhood.
- To bridge the gap between residents and available City services.
- Serve as a Community Land Trust
- Recruit Volunteers for Rehab Work
- Raise Funds

3. Components of the Non-Profit Organization

- The organizational chart for the non-profit organization follows on page 3a.
- A brief synopsis of the Components:

. The Housing Development and Maintenance Component includes new construction, rehabilitation, remodeling, and a community land trust. (See Appendix B1. for a description of the community land trust.) In addition to those financing strategies indicated on the chart, other possible sources are local corporations, N. C. Housing Trust Fund, and general obligation bonds. Additional affordability mechanisms include the City's acquisition/repair/resale program and house purchases through FHA foreclosures.
City housing code enforcements are needed to encourage absentee owners to rehabiliatate their property. A neighborhood-based preventative maintenance company is needed to train residents to maintain their houses.

. The Recruitment and Coordination of Volunteers is vital for effective, timely housing rehabilitation efforts.

- The Fundraising and Coordination of Funding Sources Component deals with acquiring funding and material donations to be used for housing rehabilitation and the operation of the non-profit organization. Public monies will be used solely for housing purposes. Some possible funding sources include churches, foundations, individuals, United Way, and the City of Charlotte (Innovative Housing Fund, CDBG, and Economic Development Funds).

- The Neighborhood Organizational Development Component is focused on strengthening the neighborhood organization. The implementation of the Belmont Task Force recommendations depends heavily on resident involvement and participation.

- The Support Service Coordination Component will be concerned with connecting residents with available services, acting in an information-referral capacity, and insuring that City and County services normally provided are maintained in the Belmont neighborhood. For an example of specific services, see Appendix B.

- See Appendix B for a detailed description of the components of the non-profit organization.

4. Preliminary Actions for Operation

a) To become established and incorporated as a private, non-profit organization.
   - Technical assistance may be obtained from the Enterprise Foundation, the Local Initiatives Support Corporation (LISC), the Charlotte/Mecklenburg Housing Partnership, and/or locally-based resources.

b) To create a tripartite Board of Directors which will be the policy-making group and will oversee the operations of the organization. The Board should be comprised of:
   - Belmont neighborhood residents
   - "Public interest representatives" from key institutions and interests (such as Habitat for Humanity or the Charlotte Organizing Project) in the community.
   - Technical assistance people such as a lawyer, accountant, and real estate broker.

c) To hire staff:
   - A full-time Director, possibly a loaned City staff person
   - A full-time Rehabilitation Manager
   - A half-time secretary

5. Operation Priorities

A staging approach should be established for the implementation and completion of tasks.

A prioritized example:
- fundraising and initial volunteer recruitment
- upgrading and rehabilitating the housing stock
- neighborhood organizational development
- the formation of a neighborhood-based construction and rehabilitation company (which could be a for-profit company within the non-profit organization's framework)
- support service coordination

6. Possible Funding Sources
   - The City of Charlotte (primarily for "seed money" or "linchpin moneys")
   - churches
   - foundations (Reynolds, Babcock, or Enterprise Foundations for example)
   - the Charlotte-Mecklenburg Housing Partnership
   - private individuals - -
   - United Way-Foundation for the Carolinas
   - businesses
   - general obligation bond money

7. Concluding Summary
   In April 1987, the City of Charlotte approved a Housing Policy Plan in which the City made a commitment to expand the public role in housing. This commitment includes the City acting in leadership and partnership roles in community-wide coalitions, public and non-profit agencies to holistically address low-income housing needs. The Belmont Task Force views the City, initially, acting in such a role with the proposed non-profit organization. Because the non-profit organization will be taking a holistic approach in addressing the Belmont neighborhood's problems, it can serve as a model for other severely distressed neighborhoods. But, without an initial support network and partnership with the City, the Belmont neighborhood non-profit organization will be thwarted in its efforts and few Belmont Task Force recommendations will be implemented.

IV. BELMONT TASK FORCE RECOMMENDATIONS

A. Housing

1. Problem

   . According to a University of North Carolina at Charlotte Urban Institute survey, the Belmont neighborhood has the highest concentration (41%) of deteriorated and/or dilapidated housing in the city.

   . A City Housing Code inspector estimated the average repair costs for typical Belmont housing units to be between $7,000 and $12,000 just to bring the houses up to the minimum housing code.

   . Fifty-seven percent of the houses in Belmont were built before 1939. The life of an average house is approximately 40 years.

   . Fifteen percent of the households are owner occupied and 85% of the housing stock is owned by absentee landlords.

   . Many abandoned houses and vacant lots exist in the Belmont neighborhood.
   . An undetermined number of housing units are lost through code enforcement and demolition.

2. Past Actions

. Between 1967 and 1972, the federal Neighborhood Improvement Program (NIP) was administered by the Urban Redevelopment Commission. Through NIP financing, 27% of the structurally unsound houses were brought up to housing code standards. Since NIP's termination, there was a hiatus of assistance in the form of loans and/or grants in the Belmont neighborhood as well as a lack of follow-up, maintenance programs which further contributed to the deterioration of the housing stock in Belmont. (A minor repair grant or loan program following the NIP may have delayed or prevented the deterioration).

3. Current Actions

. The City's Community Development Department:

- has initiated, as of July 1, 1987 a targeted housing code enforcement team to focus their efforts on the census tracts with the most deteriorated housing stock.
- has assigned two housing code inspectors to the Belmont neighborhood. At current rates, they are expected to inspect all houses in Belmont within a 5 year time frame.
- has limited compliance time for bringing houses up to the minimum housing code standard. Procedures have also been established for the use of civil penalties in the code enforcement process. When 30 days have elapsed from the final compliance date and the house is still not up to the minimum housing code, In Rem procedures will be initiated. These actions have expedited the housing code enforcement and rehabilitation processes.
- has been providing relocation assistance to tenants displaced from their homes due to housing code enforcements and condemnations. The number of displaced residents may increase due to systematic housing code inspections.

4. Needs

. (Housing projections and goals are based on minimum needs for the Belmont neighborhood.)

. To increase the proportion of homeowners from the current estimate of 175 units to 264 units in five years providing more stability in the neighborhood.

.. Goal: to increase homeownership in Belmont by 20 units per year in a five year period.

. To increase the number of housing code inspections conducted in the Belmont neighborhood.

.. Ascertain the true condition of Belmont housing units in order to set in motion the most effective strategies.

.. Compliance with the City's Housing Code standards in an effort to reduce the number of substandard housing units.

.. Goal: to increase the number of housing code compliances by at least 50 units per year over the next 5 years.

. To increase the supply of decent, safe, sanitary, affordable housing opportunities for Belmont residents.

.. New housing construction to replace code demolished units and rehabilitation efforts to increase the number of habitable structures.

.. Goal: to utilize to the fullest extent Community Development Department programs and other financial resources in alleviating Belmont's severe housing situation.

. Incentives for absentee property owners to take advantage of the Community Development Department's low interest rehabilitation loans.

. Integrated commitment of dollars, energy, and interest levels for low-income housing from the public and private sectors as well as from the Belmont neighborhood and other neighborhoods.

. A strong relocation assistance program for displaced residents because they will be displaced at a greater rate when housing code enforcement is done systematically.

. Careful screening of tenants before an apartment or house is rented to them to help decrease the number of drug users and those people who have a history of vandalizing their past residences.

5. Strategies/Recommendations

In addressing the Housing needs in the Belmont community, the Task Force has formulated the following thirty-seven recommendations which are consistent with the City's Housing Policy Plan:

REHABILITATION

1. The possibility of designating the Belmont neighborhood as a Redevelopment Area should be initiated and implemented by the Planning Commission and the Community Development Department. (This recommendation should be implemented within six (6) to twelve (12) months).

2. Because the Belmont neighborhood has the highest percentage of deteriorated housing in the City, the number of Community Development Housing Code inspectors working in the Belmont neighborhood must be increased by at least 3 in order to address the severe housing problems and hasten rehabilitation efforts. (This recommendation should be implemented within twelve (12) to eighteen (18) months).

   a) Based on the total wages and fringe benefits per housing inspector, approximately $135,000 per year will be needed to fund three inspector positions, which includes the cost of three cars and maintenance schedules.

3. Existing housing units must be preserved when possible in order to keep housing costs down, however the Community Development Department should contract with non-profit housing organizations (such as the Charlotte-Mecklenburg Housing Partnership or Shalom Homes, Inc. when their operations are resumed) and public/private partnerships for rehabilitation and resale of deteriorated houses. (This recommendation should be implemented within six (6) to twelve (12) months).

4. Recycle vacant substandard, abandoned, and boarded-up houses to lower income families through the establishment of a City Acqusition, Rehabilitation, and Resale Program. (This recommendation should be implemented within twelve (12) to eighteen (18) months).

5. It has been estimated that an abandoned house in Belmont may be purchased and rehabilitated for approximately $30,000. Utilize the City's Rental Rehabilitation Program, Innovative Housing Fund, and any other available resources to target the rehabilitation of boarded-up housing units. (This recommendation should be implemented immediately).

6. Through this program, the City can acquire properties from investors who have a preference for selling as opposed to rehabilitating their property. The City can be a broker getting a potential buyer and seller together or, the City can work through a non-profit organization to put the houses back in use. (This recommendation should be implemented within twelve (12) to eighteen (18) months).

7. Use condemnation where allowable within the law to secure properties neglected by absentee owners. (This recommendation should be implemented within six (6) to twelve (12) months).

8. The City should rehabilitate vacant structures to be used by displaced residents on a temporary basis and as a transition into private housing. (This recommendation should be implemented within six (6) to twelve (12) months).

9. The rehabilitated housing could be sold to a family via second mortgage subsidies or a lease-purchase agreement. (This recommendation should be implemented within six (6) to twelve (12) months).

10. A joint ownership agreement could be established between the City of Charlotte and the Housing Authority, as is done in the existing scattered sites. (This recommendation should be implemented within six (6) to twelve (12) months).

To prevent future deterioration of the housing stock, various programs and resources must be developed to help residents maintain their houses. For example:

11. Utilize the Community Development Department's Minor Repair Program to assist in repairing owner occupied units and the possibility of increasing the maximum grant amount of this program should be explored. (This recommendation should be implemented within six (6) to twelve (12) months).

12. Establish a City Maintenance Assistance loan program possibly in the Community Development Department or via the Self-Help Credit Union. To assist residents in maintaining their homes in a standard condition and To assure the continued standard condition of housing units which have been rehabilitated. (This recommendation should be implemented within twelve (12) to eighteen (18) months).

13. An active campaign directed toward building supply companies must be developed to solicit donations of rehabilitation and maintenance materials. This could be done by the proposed non-profit organization or the Belmont resident organization.

14. Absentee land owners and rental management companies should carefully screen prospective tenants by speaking with previous landlords and doing background checks. This strategy is an attempt to decrease the number of drug users and those people who have a history of vandalizing their residences.

15. The Community Development Department should develop a housing counseling program to work with and educate destructive tenants and other households on proper property maintenance.

Provide more incentives for absentee owners to encourage them to rehabilitate their properties while maintaining affordable rents. For example:

16. The Community Development Department's maximum loan amount in the Rental Rehabilitation Program is currently $8,500 for a three bedroom, $7,500 for a two bedroom, and $6,500 for a one bedroom unit which is set by the U.S. Department of Housing and Urban Development. Because many Belmont housing units require more than the maximum loan amount in repairs, these federal funds should be combined with local funds (such as the Innovative Housing Fund) to increase the maximum Rental Rehabilitation loan amount to $10,000 per unit.
    --Goal: To finance a minimum of 15 housing units per year in the Belmont neighborhood. (This recommendation should be implemented within six (6) to twelve (12) months).

17. Utilize the Community Development Department's Rental Rehabilitation Incentive Program to rehab the more seriously deteriorated housing structures.
    --Goal: To finance a minimum of 5 housing units per year in the Belmont neighborhood. (This recommendation should be implemented within twelve (12) to eighteen (18) months).

18. The Rental Rehabilitation Program has a requirement for borrowers to secure a letter of commitment from a commercial lender offering 50% of the rehabilitation costs. This requirement should be changed to an option, thus allowing more absentee owners to participate in the program and keep housing affordable. (This recommendation should be implemented within six (6) to twelve (12) months).

19. Institute via the Community Development Department an effective marketing plan and community network to better assure community awareness of available low interest rehabilitation loan programs. (This recommendation should be implemented within six (6) to twelve (12) months).

20. Develop a Sweat Equity Home Buyer's program involving prospective buyers and volunteers using the Habitat for Humanity model to reduce home purchase costs for Belmont residents. The development and implementation of this program could be a function of the proposed non-profit organization or the Charlotte-Mecklenburg Housing Partnership. (This recommendation should be implemented within six (6) to twelve (12) months).

Displaced Resident Assistance

21. The Community Development Department's Relocation Assistance Program for Displaced Tenants should be amended for Belmont residents. City Council action will be needed on the following major policy issues. Special efforts should be made to provide relocation for tenants displaced as a result of an absentee owner's decision to demolish a house rather than rehabilitate it, or rent increases that are presumably not retaliatory in the legal sense, but which still put housing out of the tenant's financial means (the rent and utilities being over 30% of the tenant's gross income). (This recommendation should be implemented within six (6) to twelve (12) months).

22. Some legal assistance should be provided for low-income Belmont residents faced with illegal, retaliatory evictions (tenants evicted because they requested a housing code inspection) and/or rent increases made in bad faith. This service could be provided by either:
    - the City or County legal staff, or
    - by a legal service contract comparable to the contract the City has with Family Housing Services.

    (This recommendation should be implemented within six (6) to twelve (12) months).

23. The City Attorney's Office in conjunction with the Community Development Department should develop an educational pamphlet informing tenants of their legal rights concerning evictions and housing inspections and also, how to exercise their legal rights.
    - The pamphlets could be distributed to tenants by housing code inspectors as they conduct inspections.

    (This recommendation should be implemented within six (6) to twelve (12) months).

New Construction

24. At least twenty housing units per year should be constructed in Belmont to replace code demolished units. This will also help to fill the displaced residents' needs. A variety of sources should be drawn upon for new housing construction. The City of Charlotte, the Charlotte-Mecklenburg Housing Partnership, Habitat for Humanity, the Housing Authority, and the private sector are some possibilities. (This recommendation should be implemented within twelve (12) to eighteen (18) months).

25. The City should explore the possibility of donating city-owned property in Belmont to Habitat for Humanity for new housing construction. (This recommendation should be implemented within eighteen (18) to twenty-four (24) months).

26. The City should explore the possibility of buying vacant lots in the Belmont neighborhood and either turning the lots over to Habitat for Humanity, or turning the lots over to a community land trust. (This recommendation should be implemented within twelve (12) to eighteen (18) months).

27. A program similar to the Summit Avenue Project should be initiated in the Belmont neighborhood.
   -The Summit Avenue Project was a program whereby new housing was constructed and made affordable to public housing tenants enabling them to become homeowners. Through the N. C. Housing Finance Agency, NCNB, and the City of Charlotte, tenants received low-interest loans and deferred payment second mortgages. The City executed a tripart agreement involving the John Crosland Company, the Gulf South Development Group (a minority owned marketing firm),and the NCNB Community Development Corporation. The John Crosland Company built the houses, the Gulf South Group worked with the Housing Authority to process and review potential applicants, and NCNB through the State Housing Finance Agency provided tax exempt bond money.
   (This recommendation should be implemented within twelve (12) to eighteen (18) months).

28. The Housing Authority should explore the possibility and feasibility of developing scattered site housing in the Belmont area.
   -The Stepping Stone program should be used in conjunction with the new public housing development. This self-sufficiency program is designed to turn public housing tenants into homeowners or market rate tenants in seven years.
   (This recommendation should be implemented within twelve (12) to eighteen (18) months).

29. The scattered site housing should be built as duplexes or quadruplexes rather than 2- or 3- story buildings so as to blend in with the scale of the existing housing units in the neighborhood. (This recommendation should be implemented within twelve (12) to eighteen (18) months).

30. The Housing Authority's in-fill housing efforts in Belmont may be an impetus for stimulating private sector development in the community. (This recommendatin should be implemented within twelve (12) to eighteen (18) months).

31. Modular construction could be utilized for in-fill housing. The City could provide low interest construction loans through the Innovative Housing Fund to developers who will construct affordable modular homes.
   a) Fewer amenities and a scaled-down structure size will reduce housing costs.
   b) Cluster housing to be built on vacant lots should be considered.
   (This recommendation should be implemented within twelve (12) to eighteen (18) months).

Utilize leverage financing approaches to maximize the use of public funds for low-income housing construction. For example:

32. The provisions of the Community Reinvestment Act should be reviewed for the purpose of encouraging banks to participate more fully in financing the housing needs of low income people. Either the Charlotte-Mecklenburg Housing Partnership or the Community Development Department could initiate this proposal. (This recommendation should be implemented within twelve (12) to eighteen (18) months).

33. Local, state, and national philanthropic organizations must be explored by the proposed non-profit organization or the Charlotte-Mecklenburg Housing Partnership. (This recommendation should be implemented within six (6) to twelve (12) months).

34. Partnerships should be developed and encouraged by the City to maximize public funds by combining them with private funds. Public/private partnerships will be utilized to encourage and develop expanding housing opportunities.
    a) They should include representatives from the public sector, the private sector (especially investment bankers and housing developers), and the philanthropic community.
    b) An example of a public/private partnership: a private investor who would probably own the new housing construction project might contribute 60% of the needed funding. The City might provide 40% of the funding, possibly in the form of construction financing, low-interest loans, or second mortgage subsidies to residents.

    (This recommendation should be implemented within six (6) to twelve (12) months).

35. The City of Charlotte or the Charlotte-Mecklenburg Housing Partnership could increase developers' access to private market resources by encouraging developers to use the low income housing tax credits from the Tax Reform Act of 1986. (This recommendation should be implemented within six (6) to twelve (12) months).

36. A strong lease-purchase program must be developed by the City in partnership with the Housing Authority and the private sector. Such a program will provide expanded home purchase opportunities for low and moderate income residents. Sweat Equity can be incorporated into the program, possibly in lieu of a down payment. (This recommendation should be implemented within twelve (12) to eighteen (18) months).

37. A bond issue over a 5 year period for $2 million a year to be used for low income housing should be proposed. (This recommendation should be implemented within twelve (12) to eighteen (18) months).

B. <u>Cleanliness of the Belmont Neighborhood</u>

1. <u>Problem</u>
   - Accumulations of trash, rubbish and junk; high weeds and grass; and, abandoned motor vehicles all contribute to an unkempt neighborhood appearance as well as the creation of breeding grounds for rodents.

. Some contributing factors in Belmont's litter problem:
  - Loitering near commercial establishments and vacant lots.
  - A high number of rental properties with absentee ownership.
  - Improper pre-collection containerizing by property owners and tenant occupied dwellings.
  - A large number of dogs run loose in the neighborhood and often tear open trash bags scattering trash on the streets.
  - Many residents do not own trash cans and therefore, do not receive backyard collection.

. Several illegal dumping sites exist in the neighborhood.

. The successes associated with the Operations Department's intensified service level in the Belmont neighborhood have spawned similar requests from other communities with similar problems. These requests require additional concentrated manpower and equipment which could adversely impact service levels in other areas of the city.

2. Past Actions
   . The Belmont Neighborhood Strategy Force (BNSF) resident organization planned and participated in 3 neighborhood clean-ups in the summer of 1987. They were assisted by the Special Services Division of the City's Operations Department.

3. Current Actions
   . The City's Operations Department has made a major contribution and service level change in the Belmont neighborhood.

   - As a consequence of the Belmont Task Force's activities and resident concerns, on July 31, 1987, the Community Improvement Division assigned a Neighborhood Enforcement Team (NET) of 4 inspectors to target the entire Belmont community for intensified litter code enforcement. From December 1, 1987 through March 31, 1988, the NET has succeeded in identifying and correcting 549 ordinance violations, along with resolving the Task Force's original concern of cutting all vacant lots in the community. The team cites violations pertaining to trash, junk, weeds and grass, and abandoned/hazardous vehicles. The NET has also been successful in correcting some long standing problems in Belmont. Due to their community-wide efforts, there is a greater propensity on the part of Belmont property owners and residents to correct ordinance violations more promptly.
   - On February 22, 1988, the NET began a 30-day surveillance to identify pre-collection violations. The objectives of this survey were to determine: 1) how much curbside trash was improperly prepared; 2) how much trash was at the curb on the wrong day; 3) how many residents were putting trash at the curb on their backyard collection day; and, 4) what impact curbside trash has on heavily littered streets.
     In summarizing the survey data, an average of 250 locations placed trash at curb on the regular curbside collection day. Approximately 30% of these locations had improperly prepared trash at curb. An average of 126 locations placed trash at curbside on Thursdays and Fridays rather than utilizing the backyard collection service. The survey also indicated that an

average of 50 addresses have trash at curbside illegally on Wednesdays. With trash at the curb during much of the week, there is no doubt that littered streets are inevitable. As response to this problem, the NET has begun issuing fines for pre-collection violations. The NET is also encouraging residents to take advantage of their backyard collection. It is hoped that these steps will help reduce the amount of curbside trash and subsequently help keep the streets cleaner for longer periods.

- In addition to the normally scheduled collection of bulky items, the Special Services Division has increased unscheduled bulky item collections through the use of an additional truck. Street cleaning is done once a month and illegal dump sites within the community are monitored and reported on monthly. Currently, Belmont is a training site for new street cleaning crews.
- The Sanitation Division provided a special collection in Belmont directed toward collecting trash items placed illegally at curbside. NET inspectors followed up on these efforts by advising and educating residents in person as to the proper means of containerizing trash for city collection.
- The Animal Control Division has sought to reduce the number of dogs roaming loose in Belmont. They have done one sweep in which 24 dogs were captured. A two day sweep done in March 1988 resulted in the capture of 39 dogs. Thirty-two citations were issued during the sweep totaling $795. Controlling the number of dogs running loose in the Belmont area has had an impact upon keeping trash from being scattered in the streets.

4. <u>Needs</u>

. The continuance of an intensified service level by the Operations Department.
. Funding for additional personnel and equipment in the Operations Department to allow for the continuation of an intensified level of Operations services.
. Neighborhood participation in conjunction with Operations Department efforts for the long-term improvement of Belmont's appearance.
. Resident education regarding the proper means of containerizing and preparing trash and bulk item for city collection.
. Stronger fines for people who contribute to illegal dumping.
  -Resident assistance in identifying and reporting such people.
. Periodic sweeps by the Animal Control Division to pick up stray dogs.
. Street cleaning on a regular basis.
. Improved procedures for reporting illegal dumping.
. More neighborhood resident and absentee landowner participation in both organized and day-to-day clean-ups.

5. <u>Strategies/Recommendations</u>

In addressing the sanitation needs in the Belmont community, the Task Force has formulated the following six recommendations:

1. The NET <u>must</u> remain in Belmont to continue enforcing the Litter Control Ordinance, correcting violations, and educating residents about available Operations Department services and the proper means of preparing trash for pick up. (This recommendation has been implemented and should be continued on an on-going basis).

2. The NET's continued presence in the community is crucial as they work with residents toward providing permanent solutions to the problems in this blighted neighborhood.
   a) Residents should assist the NET by identifying and reporting those people who are dumping trash and junk illegally. (This recommendation has been implemented and should be continued on an on-going basis).
   b) The NET should periodically attend resident organization meetings to provide education and give updates on the NET's activities. (This recommendation has been implemented and should be continued on an on-going basis).

3. The Belmont neighborhood should be targeted for intensified Operations Department services for a period of not less than two years. In addition to the NET's activities in Belmont:
   a) The Animal Control Division should conduct periodic sweeps of the neighborhood to reduce the large number of dogs roaming loose. It may be beneficial for representatives from this division to give a presentation to the Belmont resident organization regarding animal control. (This recommendation has been implemented and should be continued on an on-going basis).
   b) The Special Services Division should continue to sweep the streets once a month. The division should also continue to provide a supplemental truck to collect any bulk items left at the curbside following the normal bulk item collection. (This recommendation should be implemented within six (6) to twelve (12) months).
   c) The Sanitation Division should make additional efforts in collecting trash at curbside and backyards, taking care not to scatter trash on streets. (This recommendation has been implemented and should be continued on an on-going basis).
   d) The Clean City Committee should continue working closely with the resident organization to plan and carry out scheduled neighborhood clean-ups. (This recommendatin has been implemented and should be continued on an on-going basis).

4. Because intensified Operations Department services in Belmont will adversely impact service levels in other areas of Charlotte:
   a) Additional inspector positions should be created in the Community Improvement Division. (This recommendation should be implemented within six (6) to twelve (12) months).
   b) The Special Services Division has projected that it will cost $1,905 to provide a truck for canvassing Belmont and collecting unscheduled bulky items for a twelve month period. The division has also indicated a need for additional equipment and personnel. (This recommendation should be implemented within six (6) to twelve (12) months).
   c) A yearly cost for cleaning Belmont's streets once a month has been estimated at $3,420. Additional equipment and personnel will be required to maintain this current service level in Belmont. (This recommendation should be implemented within six (6) to twelve (12) months).
   d) The Animal Control Division incurred $790 in overtime wages to conduct an intensive animal control enforcement program in Belmont over a two day period. Additional personnel may be needed to continue periodic dog sweeps. (This recommendation should be implemented within six (6) to twelve (12) months).

5. The dollar amount of fines for illegal dumping should be increased and a more effective procedure for reporting illegal dumpings should be planned and initiated. The person or persons who are doing the illegal dumping should be fined - not the property owner. (This recommendation should be implemented within six (6) to twelve (12) months).
6. The Clean City Committee should work with the resident organization to initiate an "adopt-a-block" program whereby residents monitor littering and improperly containerized trash from their neighbors. (This recommendation should be implemented within six (6) to twelve (12) months).

C. Crime

1. Problem
   - The crime rate in the Belmont area is higher than any other area of equal size and population in the city.
   - The most prevalent crimes are assualts, drug offenses, alcohol-related offenses, robberies, rapes, and homicides usually involving victims and perpetrators who are acquaintances or family members.
   - There are several liquor and drug houses in the Belmont neighborhood as well as many drug abusers.

2. Past Actions
   - Both a vice/narcotics officer and a crime prevention officer have been assigned to work in Piedmont Courts as a result of a Piedmont Courts Task Force recommendation.

3. Current Actions
   - A minimum of seven officers staff the Baker Two District's seven response areas. Three response areas overlap and intersect to encompass the Belmont neighborhood.

4. Needs
   - A safer neighborhood for Belmont residents.
     - More police visibility in the Belmont neighborhood.
     - Resident education regarding crime prevention.

5. Strategies/Recommendations

   In addressing the crime related problems in the Belmont community the Task Force has formulated the following ten recommendations:

To curtail the illegal distribution and use of drugs and alcohol as well as other crimes:

1. Police officers should conduct periodic raids (on a monthly basis if possible) of known drug and liquor houses. (This recommendation should be implemented immediately).
2. Police patrol visibility must be increased, especially at Belmont Avenue and at the corner of Parkwoo Avenue and Pegram Street. (This recommendation should be implemented immediately).
   a) An additional officer should be added when available to one of the response areas which intersect in the Belmont neighborhood. This action could be done on a daily basis and would double police presence in that response area. (This recommendation should be implemented within immediately).

b) A "park and walk" program should be initiated in the Belmont neighborhood. (This recommendation should be implemented immediately).

c) Police officers should attempt to promote a favorable relationship with residents to foster trust between residents and police. (This recommendation should be implemented immediately).

3. A Police Department Special Operation Task Force should be used to saturate the Belmont neighborhood concentrating efforts on the eradication of drug sellers and users. (This recommendation should be implemented within six (6) months).

   a) Concurrent efforts should be made to involve community residents, agencies, and churches in the identification of drug and liquor houses. (This recommendation should be implemented immediately).

   b) A mini-drug task force should be assigned to the Belmont neighborhood. This mini-task force is separate and apart from the regular vice squad activities which will enhance efforts on a department-wide basis. (This recommendation should be implemented immediately).

4. Intensified drug education, intervention, and prevention efforts should be initiated by the Drug Education Center and the Area Substance Abuse Services of Mecklenburg County.

   a) To ascertain the extent of chronic alcohol and drug abuse, the Area Substance Abuse Services of Mecklenburg County should conduct a survey of Belmont residents. This strategy will provide information necessary to initiate and implement appropriate substance abuse interventions.

   b) The Charlotte Organizing Project should continue to assist in and promote the strengthening of the Belmont resident organization. Once residents become empowered, they will gain a feeling of control over their neighborhood and the activities taking place there.

   c) Prevention-oriented educational workshops should be conducted by the Drug Education Center for Belmont residents. The workshops should include such topics as motivation, self-esteem, decision making and problem solving skills.

   d) Residents should be informed of available drug treatment services.

5. The City's Department of Transportation should work with the Duke Power Company to install high intensity street lights throughout the neighborhood. (This recommendation should be implemented within four (4) months following a petitioned request for upgraded lighting by Belmont residents)

Concerted efforts to involve the community in assisting the Police Department must be initiated to aid in preventing and solving crimes:

6. Provide information on the Crime Stoppers program which allows residents to report crimes anonymously and provide Crime Prevention education at resident organization meetings. (This recommendation should be implemented immediately).

7. The possibility of establishing a crime prevention center in the Belmont neighborhood should be explored by residents and the Police Department. The crime prevention center at Piedmont Courts could be used as a model. (This recommendation should be implemented within two (2) months).

8. Make the "authorization to act as agent" program available and stress it as an important aspect in reducing the potential for criminal activity. This program gives police officers the authority to remove loiterers from commercial establishments after business hours. (This recommendation should be implemented immediately and continued on an on-going basis).

9. When the neighborhood becomes more stablized, a neighborhood watch program can be initiated. (This recommendation should be implemented within twelve (12) months).

10. Police Department Crime Prevention and Vice Officers now being utilized in Piedmont Courts should be made available to the entire Belmont neighborhood. (This recommendation should be implemented immediately).

11. Upgrading the housing stock and providing adequate facilities for recreation, health care, and other amenities in meeting the daily needs of Belmont residents should certainly be a factor in the reduction of the rate of criminal offenses.

D. Infrastructure

1. Problem

. Several drainage problems with some street flooding and property damage exist in the neighborhood, particularly in the 1000 block of Van Every Street, 19th Street, and on McDowell and 17th Streets.
. Drainage problems on vacant lots and near abandoned houses will hinder in-fill housing construction.
. Many of Belmont's drainage problems appear to be on private property.
. Sidewalks, curbs and gutters, if existent, are aged and in need of repair or replacement.
. Under the City Engineering Department's petition process for the construction of sidewalks, curbs and gutters, property owners along the block(s) are assessed pro rata. Since Belmont has a high percentage of absentee-owned property, this process may not be a viable program for the neighborhood.
. Aged, mercury vapor street lighting provides minimal illumination.

2. Past Action

. A city-owned vacant lot with drainage problems in the 1600 block of Pegram Street has been cleared of debris and trash, graded, and the drainage ditch reshaped, piped and covered through the joint efforts of the City's Parks and Recreation, Operations, and the Community Development departments.

3. Current Actions

. Currently, citizens can report drainage problems to the City's Engineering Department who will inspect the site and rank it with other drainage problems according to severity. In September 1987, City Council adopted changes to the Stormwater Management Program

which better enabled low income property owners to participate in the program. Assessments for drainage repairs to low income property owners who occupy their homes is limited to $1,000.

. As a result of the Planning Commission's Belmont Special Project Plan, the City's Engineering Department has evaluated the need for sidewalks in several locations throughout Belmont. Four locations are currently in the department's one to two year work plan.

4. Needs

. A comprehensive assessment by the City's Engineering Department of Belmont's drainage problems to ascertain the present condition of the neighborhood's drainage system.
. Street lights placed on several key streets in the neighborhood.
. Sidewalks constructed on the following streets:
    - 17th Street
    - 20th Street
    - North Alexander Street
    - Louise Avenue (Between Belmont Avenue and East 17th Street)
. Street light bulb replacement throughout the neighborhood.
. A more effective, useful curb and gutter petition process for neighborhoods with a high number of absentee-owned properties.

4. Strategies/Recommendations

In addressing the Infrastructure needs in the Belmont community, the Task Force has formulated the following five recommendations:

1. The City's Engineering Department should initiate a comprehensive assessment of the Belmont neighborhood's drainage system along with proposed solutions to correct the existing drainage problems. Additional funds should be allocated to the Engineering Department to enable the staff to carry out this recommendation on a timely manner. (This recommendation should be implemented within twelve (12) to eighteen (18) months).

2. The Belmont Task Force and the Belmont residents' organization should work together to urge property owners to repair and maintain drainage ditches on their property. In the event that these efforts should fail, the City's Engineering Department should be notified, and a Request for City Council action initiated to compel the property owner to repair or maintain the drainage ditch. (This recommendation should be implemented immediately).

3. The City Council should explore the possibility and feasibility of making stormwater management and drainage system maintenance a public utility, assessing user fees. Additionally, the City's Engineering Department should work with the Belmont resident organization to identify the areas where sidewalks, curbs and gutters are needed. (This recommendation should be implemented immediately).

4. A policy change should be made which will allocate funds from the City's Sidewalk Construction Program, giving priority to the construction and repair of the Belmont neighborhood's sidewalks. (This recommendation should be implemented within eighteen (18) months).

5. The City's Department of Transportation (DOT) should work with the Belmont resident organization to identify areas where street light upgrading and installation, and street light bulb replacements are needed. The DOT should also assest residents in initiating the petition process for obtaining the above services. (This recommendation should be implemented within three (3) to six (6) months).

E. Employment

1. Problem
   - In 1980, 42.7% of Belmont households had an income below poverty level.
   - In 1980, 30.8% of Belmont households received public assistance.
   - An inadequate number of child care slots prevents residents from securing gainful employment.
   - Lack of transportation to employment sites not on the regular bus routes.

2. Current Action
   - The City's Employment and Training Department has stationed an Intake Officer in Piedmont Courts to assist in resident enrollment into the department's programs.
   - The Employment and Training Department in cooperation with the City's Department of Transportation are providing transportation, on an experimental basis, for participants who have secured employment in areas not served by normal bus routes.

3. Needs
   - Economic stability in Belmont to prevent future deterioration.
   - Training and educational programs for residents to assist them in finding gainful employment, increasing their earning potential and becoming economically self-sufficient.
   - Day care facilities to enable adults to enter the work force.
   - Job placement assistance for unemployed and underemployed residents.

4. Strategies/Recommendations
   In addressing the employment needs the Belmont community, the Task Force has formulated the following recommendations:

   1. The further decentralization of Employment and Training Department staff and services in order to facilitate resident participation in the department's programs. The staff member stationed at Piedmont Courts could explain the various Employment and Training programs and certify applicants in the entire neighborhood. Unemployed and underemployed residents must be targeted in efforts to actively disseminate the available Employment and Training programs. (This recommendation should be implemented immediatel and continue on an on-going basis).

   2. A certain number of training slots should be reserved for Belmont residents. Currently a specified number of training slots are reserved for residents of public housing. (This recommendation should be implemented immediately and continued on an on-going basis).

3. Committments should be solicited from private sector employers to give priority to hiring Belmont residents who have successfully completed a training program. (This recommendation should be implemented immediately and continued on an on-going basis).

4. The Employment and Training Department should coordinate with the Department of Social Services (DSS) to enroll employable adults in their department's programs. (This recommendation has been implemented and should be continued on an on-going basis).

F. Child Care

1. Problem
   - There are an inadequate number of child care centers and slots for Belmont neighborhood children.
   - Facilities in and near the neighborhood, accessible for child care services, lack needed funding to provide the services.
   - Inadequate child care services impede the progress of educational, employment, and housing programs because potential participants cannot find places to care for their children.
   - When Piedmont Courts reaches capacity occupancy, the need for child care services will increase.

2. Current Action
   - The St. Paul Baptist Church, located in the Belmont neighborhood, is planning to provide child care services to begin operation before the end of 1988. They anticipate a capacity of 60 children with preference given to Belmont children.
   - The Johnston Memorial YMCA, located on North Davidson Street, has a strong interest in providing child care. The YMCA is searching for a child care site on the fringes of Belmont in order to attract full paying clients as well as Belmont clients. (Lacking the funding, the Johnston Memorial YMCA is currently prevented from operating a child care service.)
   - Purchased care for two hundred (200) children - infants through age 5 - has been estimated at $582,000 per year. Purchased after school care for one hundred (100) children has been estimated at $180,000 per year.
   - The YWCA has launched a marketing program to increase enrollment in the Belmont Regional, Piedmont Courts Child Care, and Alexander Street YWCA Centers.

3. Needs
   - Two hundred eighty-seven (287) child care slots for Belmont neighborhood children 6 weeks to 5 years old just to meet current requests for child care services.

4. Strategies/Recommendations
   In addressing the Child Care needs in the Belmont community the Task Force has formulated the following eight recommendations:

   1. The establishment of a Child Care Committee to serve the purpose of promoting the child care needs in the Belmont neighborhood; negotiating and encouraging the expansion of day care services by local service providers; soliciting additional funding from

Mecklenburg County government for the provision of child care services in efforts to alleviate Belmont's child care shortage; and to orchestrate the implementation of the Belmont Task Force's child care recommendations. The Child Care Committee should include representation from The Belmont Task Force, Child Care Resources, the Department of Social Services and Mecklenburg County. (This recommendation should be implemented within three (3) months).

2. Child care services to the working poor in Belmont must be increased by at least 300 slots. This will involve the establishment by Child Care Resources of a network of family day care homes to serve as satellites for existing child care centers or operated as separate modules. This action will serve the dual purpose of increasing child care slots and creating opportunities for community residents to operate small businesses. Implementation of this recommendation relies on the assistanee of Child Care Resources, Inc., the Department of Social Services and the County Commission. (This recommendation should be implemented within twelve (12) to eighteen (18) months).

3. Expand the operating hours of existing child care and after school care programs to include evening hours in order to allow the working poor and participants of employment and/or educational programs to simultaneously upgrade their skills and work to support themselves. The Child Care Committee and Employment and Training Department staff should encourage job training participants to enroll their children in these facilities and parents in the Belmont area should be encouraged to participate in the parent involvement activities of their child care facility. A sliding scale for fees should be executed in these centers. (This recommendation should be implemented within six (6) to twelve (12) months).

4. Through the existing resources of the Employment and Training Department, Child Care Resources, Inc., and CPCC a classroom training program should be administered to train fifty (50) area residents for employment as child care service providers and/or day care facility workers. When child care enrollment increases, existing facilities can launch an espansion program and promote hiring a trained staff from within the community. Additionally, Child Care Resources, Inc. should design a training program to prepare new staff for work in child care facilities. (This recommendation should be implemented within three (3) to six (6) months).

5. Funding should be allocated and dollars leveraged for the operation of child care services from existing facilities that lend themselves to such services. United Way may be able to assist in this proposal. (This recommendation should be implemented within three (3) months).

6. Developers building new housing units in Belmont should be solicited for committments of space or one unit for use in providing child care services or for financial contributions to a Child Care Resources, Inc. fund designated solely for Belmont children. This fund could be used for Belmont child are scholarships or child care training for Belmont residents. (This recommendation should be implemented within twelve (12) to eighteen (18) months).

7. City owned property (Possibly at 1305 Harrill Street or in the 1600 block of Harrill Street) that could be improved to accommodate 100 children at 2 sites for children 6 weeks to 5 years of age must be identified by the aforementioned Child Care Committee and developed by current or new child care providers. Pre-manufactured buildings could be utilized at the sites and could be adapted for the provision of child care. The cost of one (1) pre-manufactured building amendable to child care services has been estimated at $113,000.00. (This recommendation should be implemented within twelve (12) to eighteen (18) months).

8. Child Care Resources, Inc. should conduct classes on parenting skills, choosing child care, operating a family day care home, child development, and other relevant topics for Belmont residents. (This recommendation should be implemented within three (3) months).

G. Business Properties

1. Problem

- Deteriorating businesses at the corner of Parkwood Avenue and Pegram Street are an eyesore and encourage loitering and drug traffic.
- Abandoned, boarded-up businesses exist on the corner of Pegram Street and Belmont Avenue.
- Aging, small grocery stores exist on Belmont Avenue and are unclean inside as well as encourage loitering.
- Industrial use businesses on Seigle Avenue and Otts Street present an unsightly view to the neighborhood.
- Pool rooms and lounges in Belmont are frequently sites for illegal activities and violence; and, residents have expressed the concern that the pool rooms and lounges contribute to a negative image for the neighborhood.

2. Current Actions

- Crowder Construction Company on Tenth Street has done landscaping to provide screening of their facility.
- Allison Fence Company bordering Tenth Street and Seigle Avenue is in the process of providing landscaping and screening around their business property.

3. Needs

- A large, reasonably-priced grocery store for Belmont residents.

- The consolidation, removal, renovation, and/or revitalization of abandoned businesses on Belmont Avenue and Pegram Street to upgrade the area.
- The removal of pool rooms and lounges in the neighborhood in an effort to reduce illegal activities and to address the negative social aspects in the neighborhood.
- Regular inspections by the Health Department of grocery stores in the neighborhood for health code violations.
- Landscaping and screening around the City's property on Otts Street.

4. Strategies/Recommendations

In addressing the Business needs in the Belmont community, the Task Force has formulated the following six recommendations:

1. Investigate the possibility of constructing and opening a small scale, chain grocery store (for example Harris Teeter) on the corner of Parkwood Avenue and Pegram Street. This project should be a collaborated effort among the Belmont business community, resident organization, and Task Force. Businesses on Belmont Avenue might be consolidated to make the neighborhood economically attractive to a grocery store chain.

2. Grocery store owners in the Belmont neighborhood must take steps to improve and revitalize their property in a effort to remove the negative aspects associated with the stores. Measures in of this should include the development of an effective marketing plan for the Community Development Department's Economic Development loan programs to ensure an awareness of these programs among Belmont business owners and as an incentive to these business owners, some of the loan programs requirements maybe relaxed. Additionally, business owners in Belmont should be encouraged to utilize the Police Departments "authorization to act as agent" program which enables police officers to remove loiterers after business hours. The inspection of existing businesses for building code violations and Health Department violations should be conducted regularly to further ensure an acceptable business

3. The Alcoholic Beverages of Control (ABC) officials should periodically inspect lounges for illegal alcohol sales and investigate the possibility that lounge owners may hold invalid liquor licenses.

4. The screening and the upgrading of businesses on Tenth Street and Seigle Avenue must be promoted and encouraged by the Planning Commission and Belmont residents and the City should screen and landscape their property on Otts Street and Seigle Avenue as well.

5. The City Council and the City's Attorney's Office should explore the possibility of making property tax credits available for business owners who upgrade curbs, gutters, and sidewalks around

their property. The possibility of designating the Belmont neighborhood a special tax district should be considered. This measure would serve as an incentive for business owners to improve the infrastructure around their property which in turn would be a positive contribution to the City and the retention of tax dollars in the area.

6. Business owners on Seigle Avenue across from Piedmont Courts should petition for curb and gutter construction.

H. Recreation

1. Problem
   - Lack of clean, safe, useful park space in the Belmont neighborhood.
   - Lack of year-round, organized recreational activities.
   - Lack of transportation impedes residents participation in available recreational programs.
   - Social and physical barriers prevent residents in the Belmont, Optimist Park, and Earle Village neighborhoods from participating in recreational activities.
   - Lack of coordination among existing recreation providers and programs.
   - Due to the lack of recreational opportunities, many children play in the streets.
   - The Hawthorne Junior High School gymnasium, playground, and athletic areas is underutilized by Belmont residents.

2. Current Actions
   - The Salvation Army Boys and Girls Club in Belmont provides programs:
     - for youth aged 5 - 18
     - on a year-round basis
     - whose content is centered around seasonal sports and low organized games
     - which are limited due to staff and facility size
   - The Housing Authority serves as a facilitator by making space available for other agencies to provide recreational services to Piedmont Courts and Belmont residents.
   - St. Paul Baptist Church in the Belmont neighborhood:
     - provides educational, scouting, and after school programs
     - operates summer day camp programs
     - provides athletic programs as a joint venture with PAL
     - is available for a neighborhood meeting place
   - The Johnston Memorial YMCA:
     - offers comprehensive recreational programs year-round
     - coordinates activities with the City's Parks and Recreation Department
     - is on the fringe of the Belmont neighborhood which presents a transportation problem for youth

- enables low-income youth and families to join the YMCA for a nominal fee
- is willing to participate in widening the scope of recreational opportunities, but lacks the necessary funding to initiate programs.

. The City's Parks and Recreation Department:
- operates four parks within the Belmont area
- offers summer programs and staff at Cordelia Park and Piedmont Courts
- operates a three day per week program at Piedmont Courts during winter months
- offers limited services due to a lack of a year-round facility in Belmont and adequate staffing

. The Johnston Memorial YMCA in collaboration with the City's Parks and Recreation Department, Belmont Salvation Army Boys' and Girls' Club, and the Charlotte-Mecklenburg school system have developed a comprehensive summer program.
- This program is aimed at youth 6-15 years old from Belmont and the surrounding communities.
- Program dates are from June 27 through August 6, 1988.
- The following sites will be utilized in this summer program:
  -- Johnston Memorial YMCA
  -- Piedmont Courts (Alexander Street Park)
  -- Hawthorne Junior High School
  -- Dilehay Courts (Tryon Hills Elementary School)
  -- Belmont Salvation Army
- Weekly themes have been established to produce site-to-site consistency. All sites will join together at the Johnston Memorial YMCA for large group activities and competition.
- The Parks and Recreation Department has received a grant of $5650 to help defray costs for this summer recreation program.

3. <u>Needs</u>

. Funding for a year-round recreational facility at Cordelia Park for Belmont resident use.
. Meaningful, organized recreational opportunities offered for and by Belmont youth and adults on a long-term basis.
. Allocation of funds to expand existing recreational services.
. The gymnasiums, playgrounds, and athletic areas of Hawthorne Junior High and Piedmont Open Middle Schools need to be made available for resident utilization.
. Provision of transportation allowing residents to participate in available recreational programs (particularly at the Johnston Memorial YMCA).
. Coordination of recreation providers to increase the range of opportunities available.
. Resident volunteers to serve in leadership capacities for organized sports teams.
. Keep Little People's Park open.
. One staff member and additional funding for the comprehensive summer program.

4. Strategies/Recommendations

In addressing the Recreational needs in the Belmont community, the Task Force has formulated the following eleven recommendations:

1. The funding of the Cordelia Recreation Center must be moved forward to a 2 to 5 year funding cycle to provide a year-round recreation center for Belmont residents. (This recommendation should be implemented within three (3) to six (6) months).

2. The Hawthorne Junior High School gymnasium, playgrounds, and athletic areas must be opened to meet the Belmont residents' recreational needs. Preference should be given to Belmont organizations and residents rather than outside organizations. (This recommendation should be implemented within six (6) to twelve (12) months).

3. Existing facilities in the area that lend themselves to recreational opportunities should be utilized to the maximum extent. (For example, the Salvation Army, the Johnston Memorial YMCA.)
   a) Little People's Park should be kept open and playground equipment installed. Neighborhood churches might install the equipment and maintain the grounds. (This recommendation should be implemented within six (6) months).
   b) Progressive Park should be monitored more closely to disallow vandalism and drug traffic. (This recommendation should be enacted immediately).

4. Belmont neighborhood church vehicles should be made available to transport residents to recreation sites. This strategy will:
   a) ease transportation problems,
   b) prevent the need for children to cross major streets in order to get to the facilities, and
   c) overcome social and physical barriers of recreation participation.

   (This recommendation should be implemented within six (6) to twelve (12) months).

5. Recreation service providers in the area should coordinate their activities and develop a long-term comprehensive recreation program to be implemented as a joint venture. The Belmont Task Force Recreation subcommittee could spearhead this effort. (This recommendation should be implemented within six (6) to twelve (12) months).

6. Resident input and involvement must be solicited regarding recreational needs, program planning, and implementation. (This recommendation should occur on an on-going basis).

7. Information about currently available recreational opportunities must be publicized. (This recommendation should occur on an on-going basis).

8. A task force consisting of all recreation providers in the area should be established to:
   - plan a comprehensive pilot program for summer 1988 implementation
   - plan and implement long-term recreational programs for Belmont youth and adults

   (This recommendation should be implemented within six (6) to twelve (12) months).

9. Senior citizens as well as youth aged 9 - 15 years of age should be targetted for recreational programs. (This recommendation should be implemented within six (6) to twelve (12) months).

10. The possibility of expanding the Parks and Recreation Department's subcontract with the Johnston Memorial YMCA might be explored. This would allow the Johnston YMCA to organize, advertise, administer and fund after school programs on a long-term basis. (This recommendation should be implemented within six (6) to twelve (12) months).

11. Students in the Health and Physical Education program at UNC-Charlotte, CPCC, or JCSU should be utilized on an internship basis to fill in recreation staffing gaps. (This recommendation should be implemented within six (6) to twelve (12) months).

Appendix A

The Belmont Neighborhood Task Force

Gus Psomadakis, Chairperson - Employment & Training Department

Johnnie Wallace, Jr. - Neighborhood Centers Department
(Alexander Street Center)

Marvin Billups, Jr. - Parks and Recreation Department

Walter Abernethy - Operations Department
(Community Improvement Division)

Hoyle Martin - Community Development Department
(Housing Development Division)

Charles Page - United Way of the Central Carolinas, Inc.

Paul Drummond - St. Paul Baptist Church

Clarence Westbrook - Piedmont Courts Resident

Janice Morris - Belmont Resident

Hattie McClain - Belmont Resident

Dr. John Hayes - Charlotte Housing Authority

Captain Earl Smith - Police Department

Charles W. Allison, III - Allison Fence Company

Richard Hill - Mecklenburg County Youth and Family Services Department

Resource Staff

Nahketah Wright - Charlotte-Mecklenburg Planning Commission

Dr. James Cook - University of North Carolina at Charlotte
Psychology Department

Danette Webb - City of Charlotte Employment & Training Department

Mark Hollowell - Johnston Memorial YMCA

Appendix B

Components of the Non-Profit Organization

a. Housing Development and Maintenance Component
   i. Needs
      1. To reduce the number of substandard housing units.
      2. To increase the low-income rental housing stock at affordable rents.
      3. To increase homeownership levels at affordable prices.

   ii. Development Goals
      1. New construction
         a. Owner Occupied
         b. Rental Units
      2. Rehabilitation
         a. Owner Occupied
         b. Rental Units
      3. Remodeling
      4. Community Land Trust - a nonprofit organization created to hold land for the benefit of a community and its residents. The CLT acquires land through purchase or donation with an intention to retain title in perpetuity, thus removing the land from the speculative market and assuring affordability. Although residents lease the land from the CLT rather than owning it, they may own buildings and other improvements on the land. (See Appendix B1 for a detailed description of a CLT.)

   iii. Financing Strategies
      1. City of Charlotte
         a. Community Development Block Grants
         b. Innovative Housing Fund
      2. Charlotte-Mecklenburg Housing Partnership
      3. Churches - neighborhood based and city-wide
      4. Public-Private Partnerships
      5. Non-Profit Organizations (such as Habitat for Humanity or Shalom Homes when their operations are resumed)
      6. Private Investors
      7. Foundation/Grants
      8. United Way
      9. Local Corporations
      10. N. C. Housing Trust Fund
      11. General Obligation Bonds
   iv. Affordability Mechanisms
      1. Sweat Equity
      2. Second Mortgage Subsides
      3. Lease-Purchase (rent with the option to buy. A portion of a tenant's monthly rent could be applied to the down payment).

4. Rent Subsidies
5. Urban Homesteading
6. Low Interest Loans-possibly with deferred payments
7. In Rem Remedy Program
8. Boarded-Up Structures Acquisition/Repair/Resale Program
9. Acquisition of FHA foreclosures

v. City Housing Code Enforcement
1. To identify substandard housing units
2. To encourage owners to bring their houses up to code

vi. Neighborhood-Based Preventative Maintenance Company/Training
1. To provide preventative housing maintenance on an on-going basis, guarding against future deterioration of the housing stock.
2. To serve as a training ground for residents, empowering them to become more self-sufficient in housing rehabilitation and in home maintenance.
3. Possibly financed through the City's Economic Development Loan Program.
4. To be done, in part, through the resident organization.

vii. Property Management (as part of the Preventative Maintenance Company)
1. To manage property held by the Community Land Trust.
2. To manage property owned by private investors who do not wish to manage their property on a day-to-day basis.

b. Recruitment and Coordination of Volunteers Component

i. Volunteers will be needed to assist in rehabilitating and upgrading the housing stock (similar to Habitat for Humanity, Shalom Homes, and the Crestdale neighborhood efforts).

ii. Volunteers need to be recruited from the Belmont neighborhood and city-wide.

iii. Coordination of volunteers will prevent duplication and result in the effective utilization of volunteer efforts.

c. Fundraising and Coordination of Funding Sources Component

i. Possible funding sources:
1. Churches
a. In the Belmont neighborhood
b. City-wide
2. Foundations, possibly:
a. The Babcock Foundation
b. The Reynolds Foundation
c. The Enterprise Foundation
d. LISC (Local Initiatives Support Corporation)
3. Individuals

4. United Way (Grants through the Foundation for the Carolinas).
5. City of Charlotte, for example:
   a. Innovative Housing Fund
   b. CDBG
   c. Economic Development Funds

ii. Can also include material donations to assist in housing rehabilitation.

iii. Public moneys to be used strictly for housing.

d. Neighborhood Organizational Development Component

i. The Belmont Neighborhood Strategy Force (BNSF-resident organization):
   1. Formed in February 1987
   2. Has elected officers and organizational bylaws
   3. Two members of the BNSF are on the Belmont Task Force

ii. Implementation of Belmont Task Force recommendations depends on resident involvement and participation.

iii. To provide instruction in leadership and organizational skills, enabling residents to assume more responsibility and control for their neighborhood.

iv. By strengthening the BNSF, it can develop into a viable, effective organization for promoting the social, economic, and political welfare of Belmont residents.

v. The neighborhood organization once it is more developed will manage the non-profit organization.

e. Support Service Coordination Component

i. Needs
   1. To coordinate a wide-range of support services to assure adequate household financial management, good health and job security.
   2. To connect residents with available services and act as a forum for information exchange.
   3. To educate residents on how to access available support services.

ii. Develop a comprehensive insurance package to act as a buffer for unexpected emergencies. Includes: hospital/medical insurance, homeowner's insurance, fire insurance, and some type of maintenance insurance.

iii. Insure that City and County services normally provided are maintained in the Belmont neighborhood.

iv. Representatives from the City's Operations, Police, Employment & Training, Neighborhood Centers, Parks and Recreation, and Community Development departments as well as representatives from the residents organization should meet not less than quarterly for a period of not less than three years to oversee the delivery of City service.

v. To provide information and referral services.

vi. Specific Services
   1. City
      a. Police
      b. Parks and Recreation
      c. Operations
      d. Employment and Training
      e. Neighborhood Centers
      f. Community Development
      g. Department of Transportation
      h. Housing Authority
   2. County
      a. Drug Education
      b. Teenage Pregnancy
      c. Homemaker Education
      d. Welfare Assistance
      e. Education
      f. Budget and Resource Management
      g. Center for Human Development
      h. Community Relations Committee
      i. Environmental Health Department
      j. Legal Aid
   3. Non-Profit Organizations
      a. Child Care
      b. Family Housing Services-including money management or budget counseling for the new homeowner.
      c. United Way
      d. Churches

Appendix B1

COMMUNITY LAND TRUST

"The Community Land Trust is an organization created to hold land for the benefit of a community and of individuals within the community. It is a democratically structured non-profit corporation, with an open membership and a board of trustees elected by the membership. The CLT acquires land through purchase or donation with an intention to retain title in perpetuity, thus removing the land from the speculative market.

Normally, the CLT offers lifetime or long-term leases, which may be transferred to the leaseholders' heirs if they wish to continue the use of the land. Leaseholders pay a regular lease fee - based on "use value" rather than "full market value" of the land - but they do not need to make down payments and do not need conventional credit or financing to gain access to the land. While the leaseholders do not own the land they use, they may own buildings and other improvements on the land. The first leaseholder is guaranteed equity in the improvements, and the succeeding leaseholder is able to buy the improvements at a fair price. No seller will profit from unearned increases in market value, and no buyer will be priced out of the market by such increases. Thus, neither the CLT nor the leaseholder holds the land itself as a commodity. The CLT holds it as a basic resource in which the community and individuals within the community are acknowledged to have certain legitimate interests."

(Excerpted from The Community Land Trust Handbook, 1982, pages 18 - 19.)

Appendix C

Belmont Task Force - Residents - Property Owners
Community Meeting
July 2, 1987
Belmont Regional Center

RESIDENTS' COMMENTS

HOUSING

"There's a problem getting the landlords to do something (make repairs). They wants to go up on the rent. These houses are old and they raise the rent for old houses like they was new houses."

"I think getting landlords involved (in the neighborhood) is a good step in the right direction."

"I'm buying my home. When I moved in it was fixed up decent enough to live in. Now it's all run down - the floors in the kitchen are wobbling, the cabinets don't close, the roof . . . This all happened in the past six months. The house looked ok at first."

"If you know (the house) is yours, you're going to take better care of it. Then (the neighborhood) won't get back to the same way it is now."

"There's a boarded-up house down the street from me and snakes comes out of there."

"Boarded up houses should be fixed up or torn down. They could cause someone a great tragedy."

"There's too many boarded-up houses."

"There are people out there, sir, that don't have nowhere to live. They are sleeping on the streets. These people need places to live and we don't have that in this area."

(Regarding the Neighborhood Improvement Program (NIP) -- 1967 - 1972)

"Something positive about the NIP rehab was that they made more space for bunkbeds to be built in the walls. It was a great help for our family. They changed our heat from coal to gas. It made it a much nicer place for us to live."

"The work lasted long enough to get through the insp-- ion."

"A lot of residents cannot read. They were glad to have the work done, so they signed the contract anyway. Now they have a distrust of people."

(During the NIP),"they made our back porch into two rooms. The roof leaked when it was a porch and it still leaks. We had someone to come look at it and he said that a pipe should have been taken out before we closed the porch off."

"The services of the neighborhood folks weren't used. Folk in the neighborhood could do some of the work themselves."

CLEANLINESS OF THE BELMONT NEIGHBORHOOD

"If you just have neighborhood clean-ups, the same people will still be living there and will just keep dirtying it up again. If there were inspections and fines, they'd have to keep it clean."

"The neighborhood is dirty all the time. People throwing trash around. There's a dump on Pamlico Street. What's the City's responsibility for getting this stuff up?"

"We can't tell what's any good (in the Belmont neighborhood) unless we clean the trash up. Everything in the neighborhood is not bad. It looks like the bad outweighs the good, but there's going to have to be a turn-around made. And when we clean up, I think that's going to come about sooner or later."

"You have to motivate people to want to clean up. There's a handful of people who care. We need to put a bomb under their feet (to get others motivated)."

"If you can get your neighbor to clean up a little bit, you feel more like cleaning up. The best way to get your neighbor to clean up is for you to do some of it yourself."

"If you make a fine (for littering), they'll do better."

"The don't always pick up the garbage, I put something on the curb and it was still there 3 weeks later."

"The garbage men don't pick it all up. The lids get separated from the cans. There's no reason to buy a can. They don't take care of it."

"I'm trying to clean up the lot in front of my house. There's snakes and rats in that lot and a few years ago, they found a dead body in there."

"They takes that lot for a garbage bin. Peoples just comes from everywhere and just throws cans. This is my neighborhood, too. You're out there trying to keep your property looking decent. You're just ashamed to have anyone to come. The garbage in that vacant lot smells."

"There's a house for sale near me and the grass is so high. It's a hazard. You can't see to get on to the street."

"We need illegal dumping signs on the vacant lots."

"The (vacant) lot near my house has rats and it smells bad. I tries to keep my place clean, but they (litterers) don't care."

Regarding the rat problems in Belmont: When the Chairperson asked how many people present were having rat problems, his question was met with laughter. Almost every hand was raised - the exception being the absentee landowners.

"I've seen rats as tall as I am behind my house."

"My friend's baby got bit on the finger by a rat. You can't have no rats in a house where you have little kids."

This question was asked to the residents - If you had one hundred dollars to spend on the solutions to the problems out here, how would you spend it? What's your first priority?"

Several residents replied in unison - "Housing".
"The trash problem"
"Housing - because the rats and roaches are really a problem"
"I'd spend part of it on a screen for my front porch so people don't steal my house plants."
"Education. Educate the residents about how they can take care of some of their problems with their homes and with rats, and the persons or places to contact for assistance."

CRIME

"In other neighborhoods, the police are patrolling around a lot. You don't see as many police patrolling around here. We need more (police) visibility where people are meeting."

"Who do we contact about getting something done with (illegal) liquor houses around here?"

"Education (about available services) is good, but there's crime, high rents, fear, people getting shot. Something's wrong."

"Those drug people have a nest and if you move the nest, they'll just find another place."

"We need to look out for each other. We know who's taking these things. We know who dumps the stuff on the corners. We need to start to get names and tag numbers."

INFRASTRUCTURE

"There's no sidewalks on Umstead (Street)."

"I spent over 300 dollars to get the water thrown off my front yard. The water just lays there when it rains. I live in the 1200 block of Kennon (Street)."

"There are stopped up drains here (in the neighborhood). I pay taxes. It's like the city cut a hole here."

"Traffic's heavy on Parkwood Avenue. It's hard for adults to cross. There's a lot of accidents there - people run over. We need a stoplight at Parkwood and Pegram or reduce the speed limit."

EMPLOYMENT

"We have a lot of unemployment in our neighborhood. If we can, let's use the youth in our neighborhood to create some kind of mechanism to put them to work. These guys (the youth) will stay in the neighborhood and work in the neighborhood and the economics will come back to the neighborhood."

BUSINESS PROPERTIES

"We need a nice place to buy our groceries."

"The small (neighborhood) stores (prices) are so high you can't hardly afford it."

RECREATION

"We need recreation for the young kids."

"There's not enough activities for the young folks. Sometimes at 1:00 or 2:00 at night, the kids are still out in the street. They need some place to go."

MISCELLANEOUS

"This neighborhood is like a sore. If you don't take care of it, it get worse. And that's what happened to the Belmont area."

"People from Belmont, Villa Heights, and in-between should come together, work together. . .Together we stand. Divided we fall."

"We need skill enhancement programs. Each person in the area should make a contribution to help their area - pool their resources, do productive things."

"We need information (about available City-County services)."

"The City needs to do its job. What's the city's responsibility out here?"

Appendix D

RESOURCES

The Belmont Neighborhood: An Assessment, The University of North Carolina at Charlotte, Department of Psychology, Dr. James R. Cook, 1986.

Belmont Special Project Plan, The Charlotte-Mecklenburg Planning Commission, August 1987 (Adopted by Charlotte City Council in September 1987).

Charlotte/Mecklenburg Housing Partnership: Proposed Design - Draft, November 1987.

City of Charlotte Housing Policy Plan, (Approved by Charlotte City Council on April 6, 1987).

The Community Land Trust Handbook, The Institute for Community Economics, Inc., Greenfield, Massachusetts, 1982.

Housing Gap Symposium: Policy Issues and Summary Report, December 17, 1986.

NOTES

GENERAL SERVICES DEPARTMENT
EQUIPMENT SERVICES DIVISION

Results of Organization Analysis and Development of Productivity Planning and Reporting System

Several years ago, as part of the on-going effort to improve productivity in City departments, the City Manager invited department heads to participate in productivity studies in their departments. To date, studies have been completed and implemented in Police, Engineering, Utilities and Parks and Recreation. This report summarizes the findings and recommendations of the consultant as he has completed his study and prepared a final report on the Equipment Services Division (formerly Motor Transport Division) of the General Services Department.

City Council approved a contract with Murphy and Associates in June, 1987 for this study. The organizational analysis was completed and a final report delivered in November, 1987. The second phase, development and implementation of a productivity planning and reporting system was completed in June, 1988.

Highlights of the results of these two phases are below:

Organization Analysis Recommendations:

- Reorganize the division into two groups: Technical Services - to include all repair related personnel; and, Administrative Services - to include all other personnel not directly related to the repair function.
- Centralize fleet ownership in the Equipment Services Division.
- Organize a service writer function; assign experienced personnel to service writing.
- Increase shop floor supervision.
- Initiate parts packaging for preventive maintenance inspections.
- Organize quality control function.
- Organize road call service.
- Provide additional mechanic resources.
- Adopt formal replacement planning criteria.
- Reduce size of fleet.
- Upgrade computerized fleet management information system.

Productivity Planning and Reporting Recommendations:

- Adopt productivity planning and reporting system including use of standard times, job estimating and shop scheduling.

- Adopt redesigned preventive maintenance program with emphasis on increased preventive maintenance, reduced contract repair costs, increased service life of equipment, and reduced in-service failures.

Implementation:

The implementation of the recommendations is underway.

- The reorganization of the Equipment Services Division into two groups is complete. A new Equipment Services Superintendent has been hired.

- A phased-in approach to centralization of the fleet has begun. On July 1, 1988, the ownership of General Fund light vehicles (autos, vans and mini-pickup trucks) was transferred to Equipment Services with a flat rate, monthly fee charged to the departments for use of the vehicles. Planning for additional centralization is underway.

- Specific recommendations regarding shop operations have been implemented under a pilot program concept at the heavy vehicle garage on Louise Avenue. These recommendations include increased shop floor supervision, service writers, parts packaging, quality control, and road call service.

- As part of the pilot project, a productivity planning and reporting system was developed and implemented for the heavy vehicle fleet maintained by the Louise Avenue Shop. As staff become proficient in using this program, the concepts and plans will be implemented in the other three maintenance facilities.

- The process to reduce the overall size of the fleet is underway. Changes in the auto policy are being made to reduce the number of take home vehicles and to increase the use of a cost reimbursement plan for use of personal vehicles. Additional reductions are anticipated through a reduction in the reserve fleet size when Equipment Services implements an enhanced preventive maintenance program and possible third shift service and through central ownership of heavy equipment which will enable several departments to share specialized pieces of equipment. These fleet reductions will likely take several years to achieve as they are contingent upon centralized fleet ownership and the normal replacement schedule for vehicles and equipment.

Copies of the executive summaries from the final reports of Phase I and Phase II are included for your information. A complete copy of each report and the flat rate manual for the heavy vehicle shop are available in the Council Library.

EXECUTIVE SUMMARY

PHASE I

DISCUSSION

Organization and staffing - The equipment services division was organized as a centralized maintenance division of the general services department in the late 1970s A superintendent was appointed to organize and manage the division and the same person continues in that position today The organization is divided into three main groups - technical, administrative and computer systems The staff numbers 80 people - 30 support positions 47 repair positions and 3 security guards The fleet consists of 1782 vehicles and 452 units of nonvehicle type equipment (trailers, generators etc) Major problems being experienced are

- We/they attitude exists at all levels The management personnel are constantly on the defense against user complaints

- Lack of user confidence in the division Users have a long standing gripe about high cost and poor quality work There is merit to the users position although users have not maximized operator involvement in the repair program If users had an option to use alternative repair facilities, most users would abandon the division

- Concern with administrative work and projects which detracts from the technical requirements of the shops

- Lack of adequate staff based on historical trends (fleet size up 38%, staff down 2% since fiscal year 1980-1981) and compared to staffing levels at comparable municipalities

Shop operations are conducted at four locations Users are generally involved with more than one location Shop procedures are conventional for the most part except service writing is a clerical function Extensive use is made of contract wrecker services Preventive maintenance is time related (usage is converted to time) and compliance with the program is good. Quality control of repairs is performed informally Contract maintenance is performed by private sector vendors - approximate annual cost of $950,000 Major problems being experienced are

- Customer service is perfunctory

- Preventive maintenance intervals are based on time and appear to be a function of the staff available rather than equipment needs

- Quality control of mechanic work and operator practices is not adequate

- Shop supervision is compromised due to excessive administrative demands placed on the equipment services supervisors and the chief automotive mechanics

Acquisition, utilization and disposition of equipment - The overall process of vehicle/equipment replacement planning is informal but well developed Criteria used are age, mileage, maintenance cost and condition Additions to the fleet are justified by users Technical specifications are a shared responsibility of users and the division Disposal of equipment is by auction City personnel can bid on the equipment Policy guidelines exist regarding the use of fleet vehicles Problems being experienced are

- The initiation of the replacement process is for the most part dependent on nontechnical personnel (users)

- Fleet size reduction is not seriously considered in the replacement process

- Utilization data is not routinely used to decide on whether units should be replaced

- Policy guidelines regarding vehicles used for on-call personnel are liberally interpreted resulting in vehicles being used for commuting rather than legitimate on-call needs

The equipment management information system was installed in 1983 The system is marketed by Diagonal Data Corporation, a Division of GELCO, Inc The system is installed at many municipalities and a user's group meets annually to discuss problems experienced, enhancements available and similar systems related issues Major problems being experienced are

- The system is underutilized in supporting the management process of the division

- The system is inflexible to some extent and division personnel lack the know-how to extract nonstandard data

RECOMMENDATION HIGHLIGHTS

Organization and Staffing

Reorganize the equipment services division into two major groups - technical services and administrative support The technical services group should be under the direction of an assistant superintendent for technical services and include all repair related personnel The administrative support group should be under the direction of an assistant superintendent for administrative support and include all personnel not directly related to the repair function

Reassign the present superintendent to project type work in the general services department or other department. Our evaluation of the skills of the present superintendent indicate those skills are more in keeping with the requirements of project type work His entire career has been involved in project work and the time is right to take advantage of that experience by the proposed reassignment The problems cited (e g emphasis on project type work, user dissatisfaction with quality and cost of repairs, we/they attitude with users, absence of consideration of users' needs, inaccurate cost information) indicate the reassignment is appropriate and should be a high priority An interim replacement and a permanent replacement are discussed in the following recommendations

Appoint an individual to be the interim superintendent for six months The person selected would provide management direction in three areas routine day-to-day operations of the division, supervision of the adoption of recommendations in this report and assist in recruiting the superintendent The interim superintendent could be selected from existing management level personnel or could be a contractor

Recruit an individual to be the superintendent of the equipment services division The individual recruited should be an experienced municipal fleet manager or assistant fleet manager with a track record of success in managing day-to-day operations

Appoint the operations supervisor to the position of assistant superintendent for administrative services. Our evaluation of the skills of the operations supervisor indicate that those skills are more in keeping with the responsibilities of the administrative services side of the business

Recruit an individual to be the assistant superintendent for technical services. The individual recruited should be experienced in the technical requirements of the municipal fleet management function The individual recruited should be able to function as the assistant superintendent for technical services or as a staff assistant to the superintendent The superintendent, together with the department director, should decide on the exact role to be played by the individual recruited

Assign all fleet related activities to the equipment services division. The division should be assigned custody of all city vehicles and equipment Users should be in the position of customers with a transfer pricing system worked out for operating, maintenance, and capital costs The equipment services division is in the best position to specify the maintenance and replacement policies for the city which is the most important reason for centralizing "ownership " We believe this recommendation should not be adopted until the equipment services division has demonstrated that the repair function is under control For planning purposes, fiscal year 1990-1991 should be targeted as the date for adopting this recommendation That date will permit an assessment of the division's performance and allow adequate lead time for administrative routines and systems development efforts to be designed, installed and staffed

Shop Operations

We believe the shops need to concentrate on the technical side of the business It would be an oversimplification to list a variety of improvement recommendations as a means of improving shop performance The implication would be that shop problems can be overcome by procedural changes when the root cause of many of the problems are behavioral As a

result, we believe your best interest is served by undertaking a major shake-up of the shop organizations and use the Louise Avenue facility as a demonstration site Accordingly, our recommendations involve the following actions

- Change the personnel involved by switching the equipment services supervisor from the Sweden Road shop to the Louise Avenue shop and the Louise Avenue supervisor to Sweden Road The present Sweden Road supervisor has recent experience in shop procedures similar to those proposed for the demonstration project and has the management perspective to deal with a major change in attitude and procedures After the change, allow the supervisor to appoint the chief automotive mechanics he believes will support the program Also allow him full participation in transfer termination or promotion of affected employees

- Organize a conventional service writer function to assist in the diagnosis and authorization of repairs Experienced technical personnel should be assigned to service writing

- Remove all administrative work (except performance appraisal and associated supervisory work) from the equipment services supervisor and the chief automotive mechanics. Assign all such work to administrative employees Assign a shop clerk to follow up vendor repair shops and to expedite vendor repairs

- Assign the parts room to report to the equipment services supervisors and arrange for the parts room to chase parts on an as-required basis

- Arrange for shop floor supervision to be performed by the chief automotive mechanics This should begin by instructing mechanics at the time work is assigned and review of work-in-process at regular intervals

- Arrange for a quality control inspection of all repairs Initially the inspections should be performed on 100% of the repairs. The inspection should include a review of work order charges for reasonableness Any unusual charges should be discussed with users

- Arrange for mechanic training on the more difficult units to maintain Have vendor representatives participate in the training and in developing preventive maintenance checklists

- Initiate a program for packaging parts to support the repair activity Parts packaging should be done for all preventive maintenance inspections for those parts typically used on each inspection

- Arrange for road call service as the first response to road failures. Contract wreckers should be dispatched after a mechanic has determined that the vehicle requires towing The road call vehicle should be outfitted with parts and supplies necessary to repair most road failures

- Arrange for the necessary resources to perform the work. To the extent possible, employees should be transferred to Louise Avenue or contractors should be retained As an initial step in the program, and to minimize the work load on existing staff, a contractor should be recruited to respond to road calls A by-product benefit will be to send a positive signal to the organization that customer service is in fact going to improve

Acquisition, Utilization and Disposition of Vehicles

Adopt a formal list of vehicle replacement planning criteria Exhibit 1 in Section III illustrates proposed criteria which should be modified based on future experience The criteria should not result in automatic replacement of vehicles The criteria should be used as flags to identify vehicles requiring replacement consideration Adopt a program of secondary users of equipment At the auction on October 3, 1987, several police department units were ideal candidates for this purpose

Require users to rejustify replacement units during the budget process. First consideration should be given to not replacing units Usage should be available to users for their deliberations in deciding on replacement units Each user should be asked to prepare justification for the number and type units needed

Reduce the size of the fleet by performing the steps outlined on Exhibit 3 in Section III Exhibit 3 illustrates the data needed for analysis The approach described should be built-in to the annual capital budget process

Formalize on-call criteria Hold department/division management personnel accountable for approving on-call assignments according to the established criteria A conservative rather than a liberal interpretation of on-call assignments should be the rule

Restrict city employees from bidding at the auctions. This point has general applicability to all sales of city equipment

Management Information System

Consult with the system vendor and other system users to develop a full understanding of the capability of the existing system This step should be undertaken with equipment services division personnel and personnel from the city's central data processing organization The objective is to bring as much technical talent to bear on understanding existing capability

Perform an information needs analysis of division, user and general management personnel. Solicit input from other users of the same system The result of this step is a definition of information needs to be satisfied

Upgrade the system based on the information needs analysis and the discussions held with the vendor and other system users. Perform only the most urgently required upgrades

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Additional recommendations are included in the main body of the report

EXECUTIVE SUMMARY

PHASE II

PRODUCTIVITY PLANNING AND REPORTING

A productivity planning and reporting system was designed and installed to

- Control day-to-day activities
- Improve labor utilization and productivity
- Improve customer service

Reports are available by individual shift, location and the Division to report on performance against standards for each repair performed

The installation of the system took place at the Louise Avenue facility on a demonstration project basis The mechanics of the system are in place and are being refined Personnel have been trained in the system's features The training should continue until a satisfactory level of productivity is achieved. Other cities with private sector contractors are suggested as models for comparison to Charlotte's level of productivity

The preventive maintenance program was redesigned as part of the demonstration project The new program calls for an increase of 16.174 hours The program is comprehensive and should result in the following

- More preventive maintenance as a percent of total maintenance. A target of 60% was established
- Increased productivity due to the predictability associated with preventive maintenance
- Reduced contract repair costs
- Increased service life of equipment
- Fewer in-service failures and the resulting increase in customer service and user productivity.

The new program was installed during the demonstration program and served as the basis for determining staff needs

Staffing has been held constant for many years Since the 1980-81 fiscal year, fleet size increased by 38% and personnel decreased by 2% Comparisons to other municipalities indicate that Charlotte is understaffed The requirements of the new preventive maintenance work load indicate an increase of eight additional mechanics Supervisory needs of one chief automotive mechanic and one service writer position make a total of 10 additional positions required at Louise Avenue The additional cost will be approximately $300,000 This annual cost can be more than offset by the following·

Reduced contracted repairs

Increased service life of equipment

Reduced road failures and reduced idle time of crews

The reduction in contracted repairs for Louise Avenue is valued at $265 000 If Siegle Avenue and Sweden Road are included, the reduction would be over $400 000 in the first full year after the technical personnel required are recruited and hired

RESULTS OF THE DEMONSTRATION PROJECT

The demonstration project was undertaken to implement many of the shop related recommendations in the November 20, 1987 report The major steps were

Development of an implementation work program

Development of the steps necessary for each work program task

Performance of the work program

All tasks have been accomplished or are nearing completion Exhibit 1 on pages II - 5, 6 and 7 describe the status of the 21 items on the implementation work program

ADDENDUM

Three additional items are included in this section

- Approach to Predictive Maintenance - requires replacing components on a planned rather than a failure basis

- Monthly Equipment Services Division Report - a report on important statistical data and the status of programs

- User Briefing - Adoption of User Fees for Repair Services - a suggested approach for briefing users on the way in which users will pay for repair services

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Additional details are included in the main body of the report

NOTES

Policy On Medians, Sidewalks and Trees
For Road Construction Projects

Description

While no formal policy exists for installation of street amenities (sidewalks, planted medians, trees) in conjunction with transportation improvement projects, there is a sound basis for the current practice.

1. The subdivision ordinance has required (since 1960) that all subdivisions adjacent to thoroughfares install sidewalk as part of the development process.

2. The City Code (mid 70's) requires that all projects requiring a building permit (other than single-family residential) install sidewalk and street trees.

3. Sidewalks have been installed as part of all thoroughfare projects funded through the CIP since 1960.

4. Planted medians have been part of staff design considerations since the widening of The Plaza from Eastway Drive to Milton Road in the early 70's.

5. Landscaping and planted medians are routinely recommended in streetscape plans approved by Council as part of Small Area Plans and other land planning decisions.

Current Practice:

Sidewalks - A 5-foot sidewalk is installed on both sides of the roadway if adjacent to curb. A 4-foot sidewalk if separated from curb by planting strip. Meander sidewalk to avoid specimen trees. Replace sidewalk if existing and requires relocation.

Planted Medians - Installed where possible, generally where pavement with markings or concrete island would be installed otherwise. A 4-foot minimum for maintenance and root growth purposes. Sometimes as temporary (where future lanes may be added). Consideration of cost, safety, impacts on adjacent property and urban design. Generally landscaped at intervals with small trees, shrubbery, and/or flower beds.

Landscaping Adjacent Roadway - Trees (40 feet on center) within planting strip between curb and sidewalk or on easements behind sidewalk on private property. In commercial areas where cost of right-of-way or easements high, may omit landscaping altogether Supplement existing trees rather than replace where possible. Landscaping in easements become maintenance responsibility of property owners.

Street amenities are routinely requested by citizens affected by City projects. All current projects are being designed based upon the above referenced practice. Landscaped medians are proposed on Beatties Ford Road primarily for safety and urban design reasons. A planted median was suggested for consideration in the Council approved area plan. A median is proposed on Colony Road so that additional lanes can be added in the future if needed. Park Road Widening from Glen Eagles south is being designed with a 15-foot median. A previous Council made the decision to install a landscaped median on Highway 51 for urban design purposes and to limit left turns. A median was added to Fairview Road after it was widened several years ago. Council has consistently approved municipal agreements with the State for installation of sidewalks and landscaping along State projects at City expense.

All projects currently under design include some or all of the amenities package. Attached is a list of major projects and their proposed amenities.

Also attached is information commenting on each amenity from a capital cost, maintenance cost, safety and urban design and land use perspective.

CAPITAL COST

Sidewalks - Current construction cost ±$20/SY or $11.10/LF for 5' sidewalk and $8.90/LF for 4' sidewalk. Assumes shoulder and right-of-way would be provided if sidewalk were not constructed.

The cost of sidewalks on the Parkwood Avenue Extension project is $89,000 or 4% of the total project cost. The cost of sidewalk replacement on the Sharon Amity/Albemarle Road intersection was $38,000 or 7% of the total project cost.

Planted Median -

Case 1: Planted median installed as safety and urban design feature rather than pavement with pavement markings and/or concrete island. This applies to overwhelming majority of instances where medians are proposed. Cost slightly less than pavement and/or concrete island. The cost of removing pavement and replacing with planted median was $212,000 for Fairview Road Widening (Providence to Sharon) or $94,500/mile in 1978.

Case 2: Planted median installed specifically as urban design amenity where pavement and/or concrete island would not be installed otherwise. Additional right-of-way required. Approximate cost $650,000/mile (based upon NC 51 widening cost estimates).

Landscaping Adjacent Roadway - Costs for Sharon Amity/Albemarle Road intersection was $15,000 or 2.7% of total project cost. Cost of landscaping adjacent Hebron Street was $17,000 or 1.6% of project cost.

MAINTENANCE COST

By City Code, sidewalks are a maintenance responsibility of the adjacent property owner.

According to Parks and Recreation, at the present time, the maintenance of grassed medians is costing approximately $150 per month during the 7-8 month growing season for a typical median stretch of 1 mile. One 3-man crew, consisting of 2 permanent and 1 temporary employees, currently provides this service. This is for litter removal and mowing on a 3+ week schedule (Park Operations is proposing to increase this schedule to every 10 days). In addition to regular grass cutting, we provide annual fertilization and edging. For example, the 0.4 mile median proposed on Colony Road extension will cost approximately $480 for the City to maintain on a yearly basis.

As additional medians are developed, greater impact will be felt on maintenance staff and additional personnel and equipment will be necessary to provide maintenance. The inclusion of flower beds increased maintenance costs by approximately an additional $100 per month.

Trees planted within the right-of-way are maintenance responsibility of the City requiring minimal cost. Trees planted on easements outside the right-of-way are maintained by the City for 2 years, then revert to the property owner.

SAFETY

Sidewalks - Sidewalks provide for the safety of pedestrians who walk along the street and/or cross at intersections. On thoroughfares, sidewalks on both sides of the street are extremely important to the public's safety, even if low numbers of pedestrians walk along the roadway. Pedestrian crosswalks and traffic signal control are added to roadway project to complement sidewalk improvements.

Medians - Separation of opposing through traffic (either by a median or center turn lane) is safer than separation by a painted centerline. Medians channelize opposing traffic and provide space for left-turn lanes initially or in the future. Medians also provide a refuge area for pedestrians crossing the street at intersections.

URBAN DESIGN

The City's image as a City of trees and beauty is tied to its streetscapes. This is not only an aesthetic issue but a matter of how our image contributes to economic competitiveness on a national level.

The streetscape of the roadway is defined by the street amenities or lack thereof. A streetscape will set the image for any given area and is a critical element in the long term viability of an area. In cases of road widenings, street amenities become even more important in order to replace the existing environment to soften the impacts of a widened road, and to preserve adjacent land uses. Wherever possible, Planning staff strongly recommends a planting strip between the curb and sidewalk to form a more defined and separate pedestrian zone. In most every case, Planning staff strongly recommends sidewalks and landscaping as part of road improvement projects.

LAND USES

Street amenities can compliment and to some degree control adjacent land use. A good relationship between land use and transportation can only be achieved through proper planning for various street amenities whether to screen parking lots, enhance developments or buffer residential areas. Landscaped medians especially help to preserve adjacent land uses in residential areas.

PROPOSED AMENITIES ADJACENT CURRENT MAJOR PROJECTS IN PLANNING/DESIGN

PROJECT	SIDEWALK	MEDIAN	LANDSCAPING
Monroe Road Widening	X		X
Park Road (thru Park)	X	X(partial)	X
Park Road (Goneway to Sharon)	X	X	X
Park Road (Sharon to NC51)	X	X	X
Shamrock	X		X
Colony	X	X	X
Westinghouse	X		X
Idlewild	X		X
Delta Road (Phase I & II)	X		X

NOTES

OPTION I STATUS QUO

OPTION II ZONING COMMITTEE HEARING/RECOMMENDATION

1. Zoning Committee performs the following duties.

   A) Holds public hearing
   B) Prepares a report of facts of the petition and information presented at hearing
   C) Prepares a recommendation for decision by

2. City Council acts upon the written report and recommendation of the Zoning Committee within the following procedural options:

   A) Decision based upon the record

   B) Decision considering additional written material

   C) Decision after a new public hearing to be held by City Council The call for a new hearing will be based upon a need demonstrated by the applicant or a speaker appearing at the public hearing.

   D) Decision to refer the petition back to the Zoning Committee for additional consideration of specific features of the petition

OPTION III ZONING COMMITTEE HEARING/DECISION

1. Zoning Committee performs the following duties:

   A) Holds public hearing
   B) Prepares a report of facts of the petition and information presented at hearing
   C) Adopts a decision based upon the report of facts and hearing information

2. City Council receives and acts upon decisions by Zoning Committee as a part of their consent agenda unless an appeal is filed or unless they call out a petition for further consideration.

3. City Council receives appeals of Zoning Committee decisions within the following procedural roles.

   A) Appeal by applicants or a speaker at the public hearing
   B) Appeal on the record; or,
   C) A new public hearing based upon a need demonstrated by appellant

OPTION IV HEARINGS EXAMINER

This option would require employment of a hearings examiner who would conduct the hearing, prepare the record and render a decision subject to appeal to City Council or a request by Council itself to consider the petition.

A BILL TO BE ENTITLED

AN ACT TO AMEND G.S. 160A-364 TO AUTHORIZE THE CHARLOTTE-MECKLENBURG PLANNING COMMISSION TO HOLD THE PUBLIC HEARING FOR AMENDMENTS TO ZONING BOUNDARIES AND MAPS AND MAJOR PLANNED DEVELOPMENT PERMITS

THE GENERAL ASSEMBLY OF NORTH CAROLINA ENACTS:

Section 1. G.S. 160A-364 is hereby amended by adding after the first sentence the following language:

> "The city council may assign to the planning agency the responsibility for holding the public hearing required under the provisions of this section and the responsibility for holding the public hearing for approving or denying major planned development permits. After this hearing, the planning agency shall forward to the city council a recommendation for action and a summary of comments made at the hearing. No further public hearing shall be required."

Sec. 2. This Act shall apply to the City of Charlotte only.

Sec. 3. All laws and clauses of laws in conflict with this Act are hereby repealed.

Sec. 4. This Act shall become effective upon ratification.

NOTES

PRODUCTIVITY TASK FORCE RECOMMENDATIONS
PROPOSED ACTION PLAN
EXECUTIVE SUMMARY

In May and June, 1988, the Mayor and City Council's appointed Task Force on Productivity reviewed City operations with a threefold purpose:

1. Determining which areas or aspects of City government appear to warrant further study for productivity improvements.

2. Stating why these areas appear to warrant further study.

3. Submitting the Task Force's recommendations to the City Council as to how each proposed study might be conducted.

On September 16, 1988, the Productivity Task Force submitted their written report.

The following information presents the City's proposed action plan in response to the Productivity Study Recommendations.

The Proposed Action Plan summarizes the City's response to ten recommendations drawn from the written report. For each recommendation, staff has:

1. Stated the recommendation including insight drawn from the written report and from Task Force meetings;

2. Presented a proposed action plan;

3. Identified a preliminary schedule for implementing the proposed action plan; and

4. Identified and provided background material in support of the Task Force's recommendation or the proposed action plan.

City Council is requested to review the Task Force recommendations and proposed action plan. Two of the recommendations--the benchmark and City-County consolidations--are identified as policy decisions. The remaining eight recommendations are staff or organizational issues and action has already begun to implement or address the recommendations.

PRODUCTIVITY TASK FORCE RECOMMENDATIONS
PROPOSED ACTION PLAN

I. Recommendation:

Establishment of a reasonable, financial goal (benchmark) that General Fund expenditures not exceed the existing cost per capita adjusted for the consumer price index beginning with the Fiscal Year 1989 budget as the base.

Spending above the recommended benchmark level would be permitted only for compelling, readily explainable reasons such as major unforeseen events or sizable externally mandated programs, the cost of which would be impossible to meet with savings from elsewhere in the budget.

Proposed Action:

Implementation of this recommendation is a policy decision and may require City Council to change an existing financial policy. The City's current financial policy as affirmed at the January 1988 Council Retreat is as follows:

> "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."

Since the Task Force's primary recommendation is the establishment of an expenditure benchmark, staff has prepared a detailed analysis (Attachment #3) on the use of a benchmark. The analysis presents a ten-year perspective (FY79-88) of the use of a benchmark assuming a benchmark was instituted in FY79.

Schedule:

October 1988 workshop:	Council review of a ten-year history of budgets using a FY79 Benchmark.
January 1989:	If approved, Council may review estimated impact of Benchmark on upcoming FY90-91 Budget.

Background:

Attachment 1: Productivity Task Force Report, reference pages 1-2
Attachment 2: Charts presented to Productivity Task Force
Attachment 3: General Fund Operating Budget Expenditure Benchmark Analysis

II. Recommendation:

Develop and establish other measures for evaluating and monitoring City performance.

The Task Force acknowledged that the recommended benchmark is only one indication of the degree to which management is being efficient.

Proposed Action:

The City has initiated an on-going information exchange with eight cities and provides and receives information from cities all over North Carolina, the Southeast region and the United States.

1. The City will continue its information exchange with in-state and regional cities in order to compare services, service delivery, and costs of services.

2. The City will develop and monitor other intra-City measures of performance which may include:

   - Employees Per 1,000 Population
   - Property Tax Rate
   - Expenditure Per Capita (By Service)
     - Fire Protection Per Capita
     - Police Protection Per Capita
   - Expenditure Per Household (By Service)
     - Garbage Collection Per Household

Schedule:

January 1989:	Council will review performance measures and comparisons with other municipalities.

Background:

Attachment #1: Productivity Task Force Report, reference page 2.
Attachment #2: Charts presented to Productivity Task Force.

III. Recommendation:

Complement the City's Management by Objectives (MBO) program by developing clear and measurable departmental objectives which measure and monitor efficiency.

The Task Force acknowledges the City's objectives program which emphasizes service delivery and quality services. The recommendation is meant to complement the goal for quality with emphasis on efficiency.

Proposed Action:

The City's Management by Objectives program currently includes objectives which measure service levels and quality of services (effectiveness) and productivity of service delivery (efficiency). Emphasis is placed on effectiveness through measurement of response time and citizen complaints.

1. The City will implement efficiency objectives as part of Productivity Studies. The Police Productivity Study recommended balancing efficiency measures (workload) with quality of service (response time). For new productivity studies, the City will require consultant or in-house staff to evaluate and develop efficiency measures and objectives for City operating departments.

2. The City will develop additional efficiency objectives for departments as part of the FY90-91 budget.

Schedule:

October workshop:	Equipment Services Productivity Study Presentation and Implementation Plan.
December 1988 - March 1989:	Develop efficiency objectives for Equipment Services Division.

Background:

Attachment #1: Productivity Task Force Report, reference pages 2-3.

IV. Recommendation:

Assess the current organization and its appropriateness to accomplishing the City's goals ("Is the structure in place appropriate for the job to be done?")

During discussions, the Task Force often drew parallels to the private sector. Many businesses, because of increased competition and the drive to improve profit margins, have been required to cut-back, downsize or reorganize.

Proposed Action:

In advance of the Task Force Productivity Review, the City Manager initiated a review of the City-wide and departmental organization structure. The purpose of the effort was and is to explore alternative organizational structures which might improve efficiency and increase productivity.

1. The City will solicit volunteers from local corporations and businesses to jointly evaluate, with City Management, the City's efforts in identifying and implementing changes in the City's organization.

Schedule

October 1988:	Solicit local corporate and business volunteer.
November 1988 - February 1989:	Identify and review organization change with City departments.

Background

Attachment #1: Productivity Task Force Report, reference page 3.
Attachment #4: Staff Comments on Organizational Structure Review, May 1988.

V. Recommendation:

Identify (to the degree they do not already exist) clear-cut, quantitative employee performance standards which would be closely coupled with a productivity incentive program.

Proposed Action:

1. The City will review the City's current performance appraisal and performance pay system. The review is recommended to be evaluated jointly with City staff and local compensation and personnel management executives.

Schedule:

September - October 1988:	Survey other cities
October 1988:	Appoint Advisory Group of local work measurement and compensation specialists.
November 1988 - January 1989:	Study period

Background:

Attachment #1: Productivity Task Force Report, reference pages 3-4.

VI. Recommendation:

Continue to identify opportunities where privatization is a viable option.

Proposed Action:

The City's approach is to evaluate each opportunity, prepare performance contracts, and then compare costs and quality of services offered through these contracts before making a decision. An administrative policy is in place which establishes formal procedures for contracting out services.

1. The City will present a minimum of two privatization opportunities to City Council per year.

Schedule:

On-going

Background:

Attachment #1: Productivity Task Force Report, reference page 4.
Attachment #5: Listing of past privatization efforts.
Attachment #6: Contracting-Out Services Policy.

VII. Recommendation:

Pursue areas of consolidation with Mecklenburg County. Specific examples of City-County consolidations identified by Task Force members for recommended serious further study includes Police, Parks and Recreation, Engineering and Data Processing.

Proposed Action:

This is a policy decision. The City and County have experienced past success with consolidation efforts. Currently, the City has approached the County about a statement of roles between the City and County Parks and Recreation Departments.

1. The City will evaluate one consolidation per year for City Council consideration.

Schedule:

November - December 1988:	Evaluation and proposal of FY90 consolidation.

Background:

Attachment #1: Productivity Task Force Report, reference page 5.

VIII. Recommendation:

Pursue areas of consolidation of operations within the City.

Proposed Action:

Over the past several years, the City has implemented consolidation of functions in order to improve service delivery and reduce costs. These consolidations include:

Real Estate
Equipment Services (Motor Transport)
Park Operations (Landscaping)

1. The City will review two consolidations per year.

Schedule:

Background:

Attachment #1: Productivity Task Force Report, reference page 5.

IX. Recommendation:

Continue use of current policy of Capital Project Financing. The Task Force endorses the City's traditional policy of capital project financing which combines a ten-year financial plan with the "sinking fund" concept. The City's "sinking fund" is called the Municipal Debt Service Fund.

The Task Force acknowledged the following primary advantages to the City and the taxpayers:

- Allows the City to fund debt for its Capital Improvement Program without erratic increases or decreases in the property tax rate.
- Insures that adequate cash is on hand to make annual debt service payments as they come due.
- Provides the flexibility for short-term advance funding of capital projects in order to time permanent bond financings to take advantage of the most favorable rates.
- Minimizes the impact of a decline in revenue form any one tax source.
- Can be used as a temporary hedge, if necessary, against downturns in the economy.
- Is the basis for City's statement that the forthcoming bond issue will not result in increased taxes.
- Helps maintain the City's AAA bond rating.

Proposed Action:

1. Each year, the City will update the ten-year financial plan and evaluate the City's status and capability of its debt and capital program.

Schedule:

On-going

Background:

Attachment #1: Productivity Task Force Report, reference pages 5-6.

X. Recommendation:

Improve the clarity and frequency of efforts to inform the public of City policies, goals and efforts.

Proposed Action:

1. The City will utilize existing resources to identify and develop strategies to improve the flow of information to the public.

Schedule:

On-going

Background:

Attachment #1: Prodcutivity Task Force Report, reference pages 1 and 6.

CHARLOTTE SM

1988
Productivity Task Force

Final Report

Productivity Task Force Members
Hugh L. McColl, Jr, Chairman

Henry L. Cranford
David Fater
Dr E K. Fretwell, Jr
Liz Hair
Dale Halton
Bob Humphries
Kenneth Iverson
Franklin McCain
Mark Ruocco
Bill Seymour
David Taylor
Austin C Thies

September 16, 1988

PRODUCTIVITY TASK FORCE

I. TASK FORCE CHARGE AND PROCESS

During the past two months, the Productivity Task force has conducted an overview of the operations of the Charlotte city government with a threefold purpose:

1. Determining which areas or aspects of city government appear to warrant further study for productivity improvements.

2. Stating why these areas appear to warrant further study.

3. Submitting the Task Force's recommendations to the City Council as to how each proposed study might be conducted.

In pursuing our charge, we met on six separate occasions, and requested and received information from City staff including an overview from Tom Finnie, Deputy City Manager. We also extensively discussed such subjects as how techniques used in the business community might benefit the City government, and how productivity is more readily enhanced by improving the work process than by expecting most individuals to work harder. The Task force is pleased to submit the following recommendations.

II. INTRODUCTION

In the course of our overview of City operations, it has become clear that the Task Force members have a high regard for the overall performance of our city government and are of the opinion that Charlotte compares very favorably with peer cities nationwide. Our fine community is administered by capable professionals who are dedicated to providing a wide range of quality services which they believe are responsive to the policy directives of the City Council as well as to the taxpaying public's desires and needs. As outlined below, we believe this performance could have been even better had certain additional guidelines been in place which are suggested in this report.

The Task Force members have acquired over the sixty day study period a more accurate picture of City operations and a better understanding of the organizational opportunities and constraints facing the City. Our recommendations reflect our improved understanding and knowledge of City operations and how services are provided to the taxpayers. On more than one occasion, Task Force members noted the need for increased efforts to more clearly explain City policies to our local residents.

III. RECOMMENDATIONS

A. General Fund Operating Budget Expenditures

Establishment of a reasonable financial goal (benchmark) that General Fund operating budget expenditures not exceed the existing cost per capita adjusted for the Consumer Price Index, beginning with the Fiscal Year 1989 Budget as the base.

Spending above the recommended benchmark level would be permitted only for compelling, readily explainable reasons such as major unforeseen events or sizable externally mandated programs, the cost of which would be impossible to meet with savings from elsewhere within the annual budget. Those portions of the budget such as those relating to the Airport, Public Transportation and Water and Sewer Funds would be excluded from this formula, as their operations are wholly or partially financed through user fees rather than general tax revenues.

Maintaining efficient operations in any large organization is a continuing challenge deserving of constant management attention and at times calling for the assistance of staff specialists, internal task forces and studies by outside consultants, all of which techniques have been employed by the City. However, the Task force concluded that the City's ongoing efforts to increase productivity would achieve greater success if an approach to municipal spending could be adopted which would provide an overriding discipline to controlling budget expenditures. In other words, an affordable target spending figure within which the costs of city government could be contained, and within which the sometimes very difficult decisions of establishing priorities and determining staffing levels could be more readily made.

In making this recommendation, the Task Force recognizes that there is no single ideal way to measure the appropriateness of a given level of municipal spending, or to control such spending. However, we believe the recommended approach to be practical, reasonable and equitable, particularly since it provides for unexpected and unavoidable spending requirements not reflected in previous budgets. Since the recommended benchmark is only one indication of the degree to which management is being efficient, the Task Force suggests that the City continue to develop other measures for evaluating and monitoring management performance.

B. Priority Areas For Improving Productivity

The Task Force identified five priority areas which it believes offer the greatest potential for achieving savings and "doing more with less." The suggested actions concerning these five areas are intended to complement the overall spending benchmark recommended above.

1. City and Departmental Goals and Performance Standards. First, the Task Force believes that productivity would be enhanced by the establishment of clear and measurable performance goals for the City. These city-wide goals should be few in number, and specific in intent so that all city employees can understand them, personally participate in their achievement and be rewarded for their achievement. Examples might include rewards for increasing productivity or holding

costs to a certain level, for safety on the job or for exemplary attendance. Second, the Task Force recommends development of more specific departmental performance standards. These would be used as the basis for determining the degree to which departments have met their goals and therefore the level of employee incentives to be awarded individuals making meritorious contributions within those departments. The standards would link departmental and employee performance to the recommended overall spending benchmark and the City's other goals. The Task Force believes that individuals in the City workforce will be more productive and efficient if they understand what is expected of them in order to meet the City's goals.

This recommendation is not to imply that the City is not aware of this management principle or does not have goals in place. City staff did an excellent job in explaining to the Task Force the City's Management by Objectives program, including its emphasis on the timely delivery of quality services. The Task Force recognizes City Council's and therefore City management's interest in this area. However, our recommendation is based on the Task Force's charge to examine the efficiency of operations and is meant to complement rather than compromise the City's concern for the quality of services provided.

2. Organizational Review to assess the current organization and its appropriateness to accomplishing the City's goals.

   Although individual Task Force members offered specific opinions with regard to the organizational structure ("too many one-on-one supervisory relationships", "small spans of control" and "too many assistants"), the recommendation addresses the basic management question: "Is the structure in place appropriate for the job to be done?"

   The Task Force feels that this area may have the potential for meaningful cost savings. A lean, streamlined organization provides for better communications, increased responsiveness and a smaller overall staff.

   This is an area in which the Task force feels there is sufficient local expertise within the private sector to provide an objective evaluation of the City's organization. The City management has shared with the Task Force their efforts to date and their willingness to take advantage of any expertise which could be provided from within the community. They should be encouraged by Council to do so.

3. Compensation System Review to identify (to the degree they do not already exist) clear-cut, quantitative

employee performance standards which would be closely coupled with a productivity incentive program. Employees achieving or bettering the performance standards could then be directly rewarded, thus motivating the workforce and reinforcing the relationship between improving efficiency and reducing the overall cost of providing municipal services. Although the Task Force recognizes that it is somewhat more difficult to quantitatively evaluate performance in the public sector than in the private sector, with clear performance standards and the right monetary and other incentives, further efficiencies will result.

The Task Force also recognizes that the City employees themselves are in an excellent position to identify ways to reduce the costs of operating our local government. A possible incentive to eliminate unnecessary costs would be to award a percentage of the savings to the involved employees, so long as service standards were maintained and operating standards met. (It was pointed out during our discussions that very useful answers can emerge when staff are individually asked such questions as "What is it about your job that prevents you from performing as efficiently as you'd like?" and "What kinds of tools are you lacking that would make you more efficient and effective?") The Task Force members also believe that employee performance appraisals are currently geared largely to subjective evaluations of how well the job is performed. However, they are not necessarily geared to how efficiently the job is done, a criterion the Task Force believes should weigh more heavily in the rewards process.

The Task Force feels that this also may be an area in which the City can effectively use community expertise or perhaps professional consulting services from outside Charlotte. Several members of the Task Force commented that their businesses have successfully used recognized outside consultants for this purpose.

4. Privatization. Further study of this area would continue the City's ongoing effort to transfer services to the private sector wherever it is cost-effective to do so and without sacrificing quality.

City staff provided information to the Task Force concerning the City's existing approach to privatization, including past successes and trial arrangements which were not satisfactory. (The City's approach is to evaluate each opportunity, prepare performance contracts, and then compare cost and quality of services offered through these contracts before making a decision.)

The Task Force's recommendation is based on the belief that privatization remains a viable option and that through its own resources the City should continue to look to the private sector to provide services.

5. Consolidation of Functions. The Task Force recommends the City further pursue consolidation of like activities with the Mecklenburg County government and within the various departments of City government. This will build on the City's consolidation successes of past years. Specific examples of City-County consolidation identified by Task Force members for recommended serious further study included City and County Police, Parks, Engineering, and Data Processing.

IV. IMPLEMENTATION

We believe that our efforts have resulted in sound recommendations which meet the charge of our Task Force—to identify areas for increased productivity and efficiency.

The Task Force recognizes that City Council is responsible for setting broad policy direction for the City and is also responsible for the direction and review of the management of the City. Assuming their concurrence with the recommendations put forward by this Task Force, then we encourage the City Council to request the City's management team to develop an action plan for implementation of these recommendations and report back to the Council at a specified future date. (As already noted, in accomplishing the implementation, management could draw not only upon the considerable talents of City staff but also the excellent resources available elsewhere within the community.)

V. ADDITIONAL RECOMMENDATIONS AND INSIGHTS

This final section of the report identifies other areas of Task Force discussion and in some cases outlines recommended actions.

A. Municipal Debt Service Fund

The Task Force endorses the City's traditional policy of capital project financing which combines a ten-year financial plan with the "sinking fund" concept. The City's sinking fund is called the Municipal Debt Service Fund.

The Municipal Debt Service Fund is financed by dedicated revenue sources including sales taxes, property taxes, occupancy taxes and intangibles taxes, as well as interest income. In effect, the fund is then used to pay for capital projects as their costs are actually incurred. The alternative to carrying a sinking fund balance is for the City to appropriate to the Debt Service Fund only the amount needed in a given year to cover that year's payout. The problem with this alternative is that the government's need for revenues (and therefore taxes) can vary widely from year to year. The problem is avoided through the smoothing effects of a sinking fund. A second advantage of the fund is that it can be used as a source of funds for new capital projects and on an interim basis avoid the need for borrowing in debt markets at times when interest rates are unfavorable.

We see the following primary advantages to the City and to the taxpayers of using this approach:

- Allows the City to fund debt for its Capital Improvement Program without erratic increases or decreases in the property tax rate.

- Insures that adequate cash is on hand to make annual debt service payments as they come due.

- Provides the flexibility for short-term advance funding of capital projects in order to time permanent bond financings to take advantage of the most favorable rates.

- Minimizes the impact of a decline in revenue from any one tax source.

- Can be used as a temporary hedge, if necessary, against downturns in the economy.

- Is the basis for City's statement that the forthcoming bond issue will not result in increased taxes.

- Helps maintain the City's AAA bond rating.

B. Informing the Public and City Staff

The Task Force believes that the community at large has only a limited knowledge of the workings of city government, and stresses that greater clarity is needed in informing the public of the City's financial and other policy goals. A more frequent effort should be made to clearly inform the public about such policies, including the City's ten-year financial planning approach, its "sinking fund" capital improvement mechanism and, should it be adopted, the proposed benchmark for General Fund operating budget expenditures. Any extraordinary circumstances that might cause an adopted budget to be exceeded should be appropriately communicated to the community as well.

Similarly, during the Task Force's deliberations, the point was made that a municipal workforce as large as Charlotte's needs deliberate communications strategies to keep staff informed, and perhaps this is another area the City would like to review.

C. Additional Suggested Actions

The following additional suggestions by individual Task Force members are provided as part of this report, although no action was taken or consensus developed among Task Force members on these topics.

1. Review Charlotte's performance goals and standards as compared to those of other cities.

2. Review and identify areas which may not have been thoroughly mechanized or computerized, or are dependent upon outdated systems.

3. Review management styles and evaluate quality of front-line managers and supervisors.

4. Review the success of using civilians in support positions and other efficiency improvement programs conducted within the Police Department.

5. Review the trade-off between different levels of service (including response times) and their costs.

6. Review the effectiveness of the Citizens Budget Advisory Group which is already in existence.

D. Citizens Oversight Committees (Not Recommended)

Also in the interest of improving productivity, three proposals recommending variations of a citizens oversight committee for City operations were presented to the Task Force. Although the following three proposals are neither unique or necessarily controversial, they received little support among Task Force members.

1. Recommend to City Council the establishment of a citizen oversight committee that would monitor efficiency and productivity of the municipal workforce and serve as consultants to City Council.

2. Recommend to City Council Councilmember Gus Campbell's suggestion of establishing a permanent professionally staffed commission (a local version of the Federal Government's General Accounting Office) to review city, county and school system operations.

3. Recommend to City Council the appointment of a group of "loaned executives", accountable to City Council, to perform an internal audit of City operations for one year, with the City paying their salaries.

It is safe to say that two general feelings among Task Force members led to defeat of the three proposals, even though the group recognizes the value of consultants in a wide variety of circumstances. First, the electoral process brings with it accountability, and City Council is ultimately responsible for the management of the City. If a group is introduced into the governmental process which is not accountable to the voters, their acts may be too narrowly focused or have a limited specific interest as a goal. In business terms, the situation would compare to a splinter group of shareholders trying to influence the operation of a corporation. The chief executive officer, however, must only take direction from the board of directors, which legally represents all of the shareholders. Second, operating a large municipal government is not a part-time occupation. To be successful, advisory or oversight groups require a genuine and lasting commitment from all participants, as well as significant continuing education concerning the governmental process. Nonetheless, the Task Force believes that staff should certainly use available community expertise as previously suggested.

PRODUCTIVITY TASK FORCE

Mr. Hugh L. McColl, Jr. (Chairman)
Chairman, NCNB Corporation.

Mr. Henry L. Cranford
Senior Vice President, Personnel, Duke Power Company.

Mr. David Fater
Managing Partner of Arthur Young & Co.'s Charlotte accounting office.

Dr. E. K. Fretwell, Jr.
Chancellor of University of North Carolina - Charlotte since 1979. Board Member of the University Research Park.

Ms. Liz Hair
President of Sunbelt Communications, Inc., and a former Chairman of the Mecklenburg County Commission.

Ms. Dale Halton
President and Board Chairman of Pepsi-Cola Bottling Co. of Charlotte. Her company is sponsoring the local "Come Out and Play Charlotte" program for the Charlotte Parks and Recreation Department.

Mr. Bob Humphries
Senior Vice President with Royal Insurance.

Mr. Kenneth Iverson
Chairman, NUCOR Corporation, a local steel manufacturer, and a member of Citizens for Effective Government.

Mr. Franklin McCain
Executive with Hoechst-Celanese.

Mr. Mark Ruocco
Assistant Director of Governmental Affairs with International Business Machines Corporation.

Mr. Bill Seymour
Vice Chairman, Broadway & Seymour, Inc. a local computer software company.

Mr. David Taylor
Former Vice President with Celanese Corporation. A member of the 1977-78 City productivity panel.

Mr. Austin C. Thies
Mercy Hospital Board Chairman and former Duke Power Company Executive Vice President.

ATTACHMENT #2

CHARTS PRESENTED TO PRODUCTIVITY TASK FORCE

Chart #1: Average Monthly Water and Sewer Bill from FY79 to FY87 (in 1979 Constant Dollars)

Chart #2: Water and Sewer Rate Comparison of Selected Cities (FY88)

Chart #3: Charlotte Transit System: Cost Per Mile of Operation from FY82 to FY87 (in 1982 Constant Dollars)

Chart #4: General Fund Budget Per Capita: Comparison of Selected Cities (FY88)

Chart #5: General Fund Expenditures Per Capita from FY79 to FY87 (in 1979 Constant Dollars)

Chart #6: Property Tax Revenue Per Capita as a Percent of Per Capita Income from FY79 to FY87

Chart #7: City Employees Per 1,000 Population: Comparison of Selected Cities (FY88)

Chart #8: City Employees Per 1,000 Population from FY79 to FY87

WATER AND SEWER RATES

CHARLOTTE-MECKLENBURG UTILITY DEPARTMENT
AVERAGE MONTHLY BILL FOR CITY RESIDENT (900 CUBIC FEET)
FY79-FY87

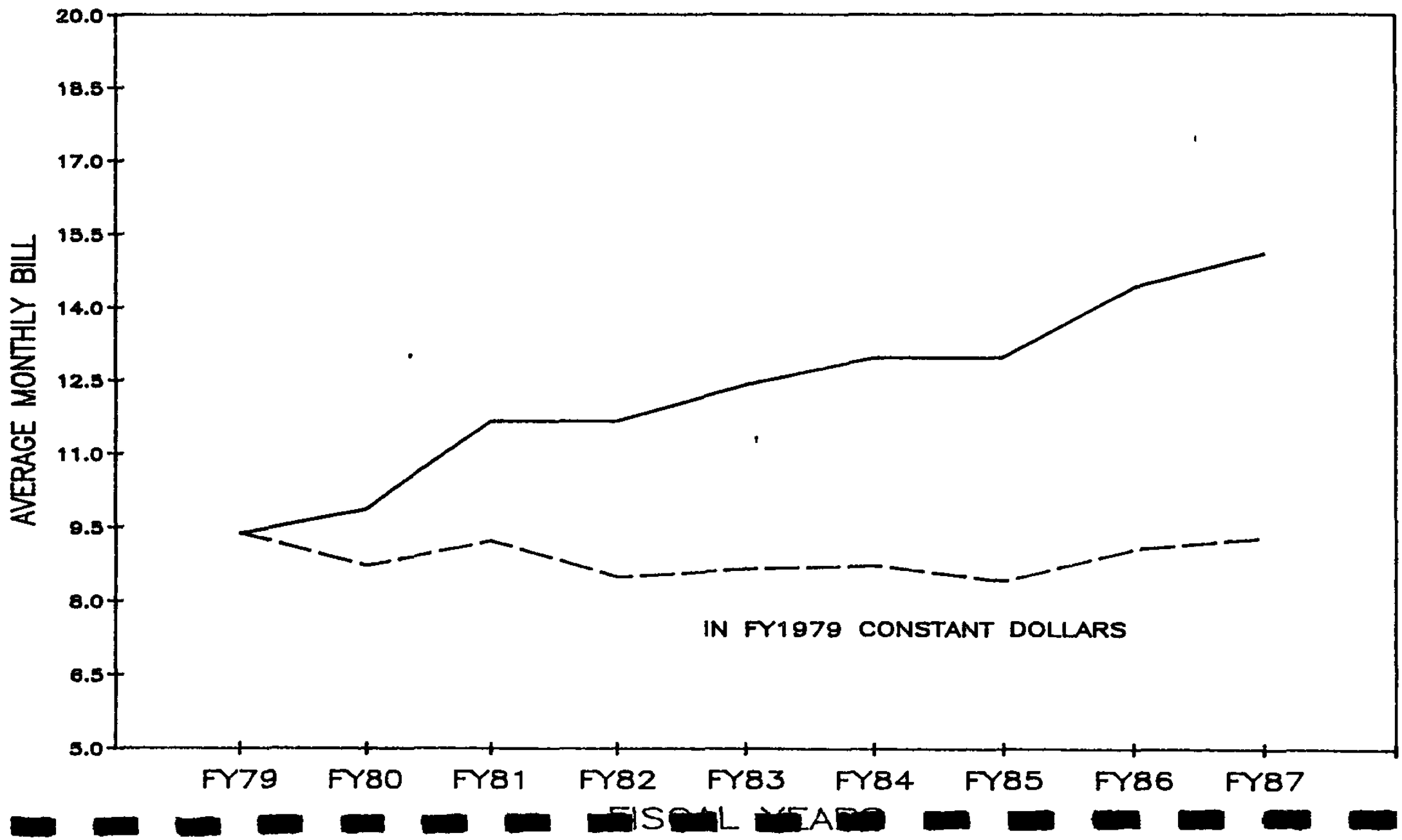


CHART #1

WATER AND SEWER RATE COMPARISON

RESIDENTIAL METER (1000 CUBIC FEET)
AVERAGE MONTHLY BILL

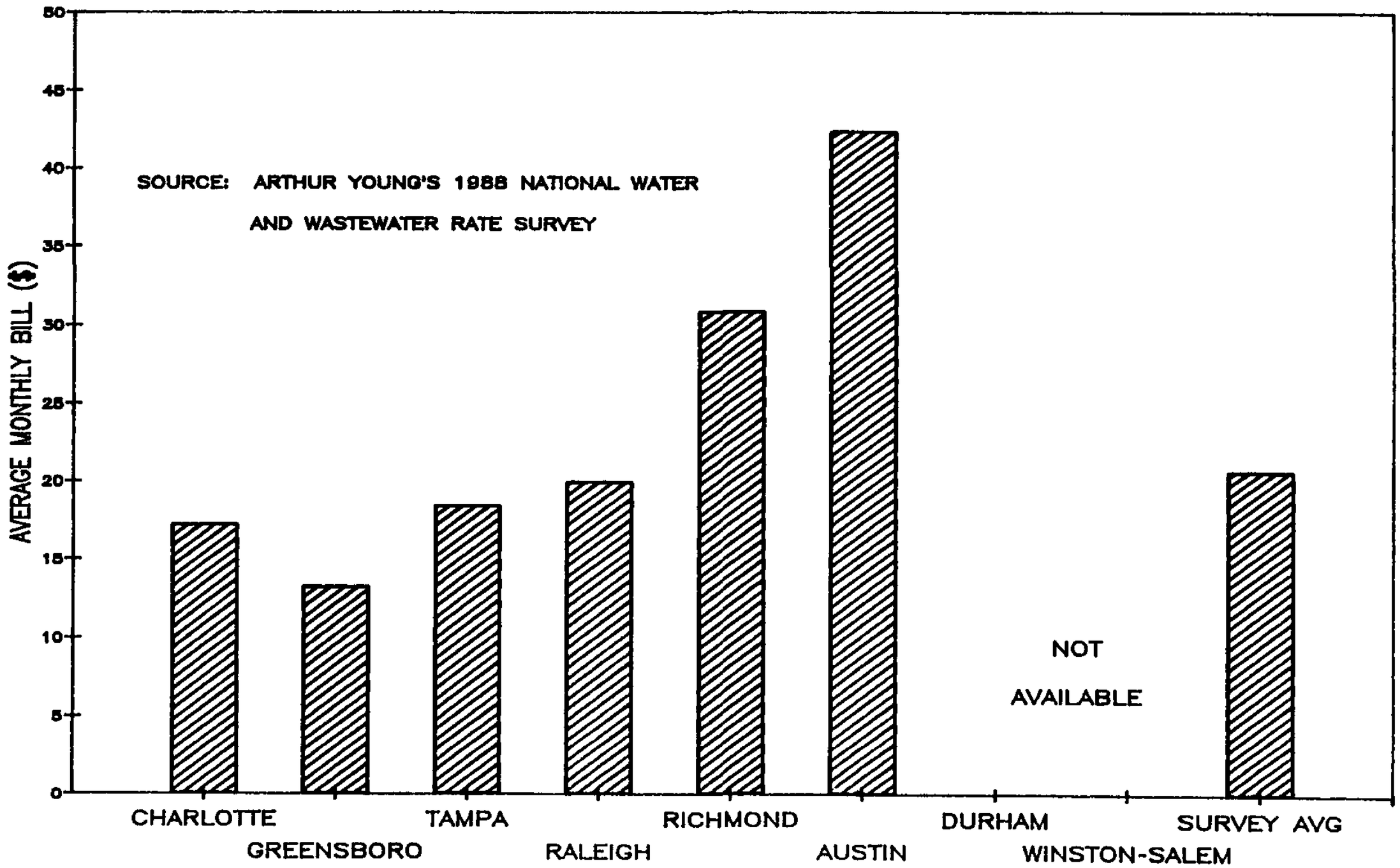


CHART #2

CHARLOTTE TRANSIT SYSTEM
COST PER MILE OF OPERATION
FY82-FY87

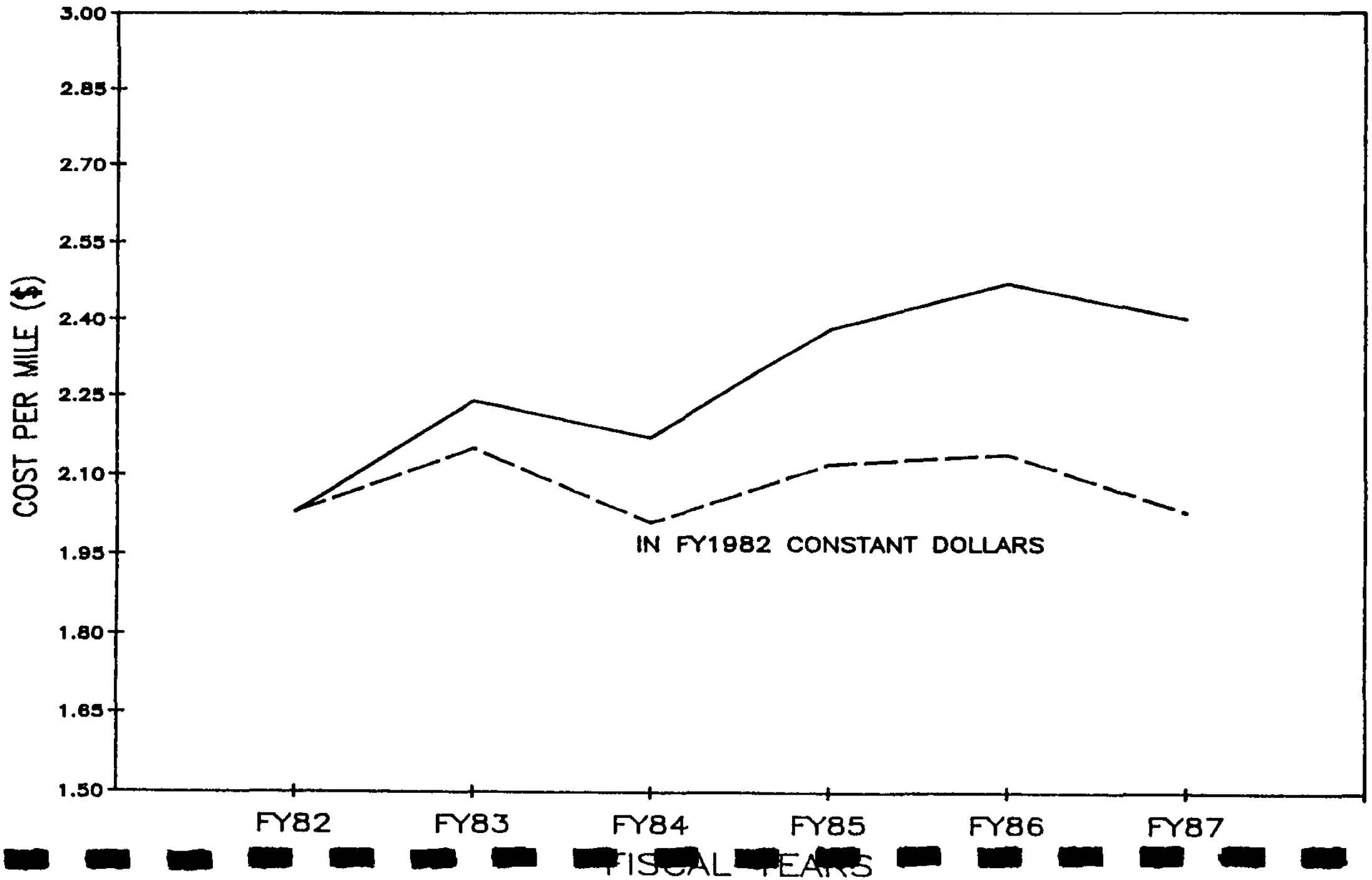


CHART #3

GENERAL FUND BUDGET PER CAPITA
FY88 BUDGET

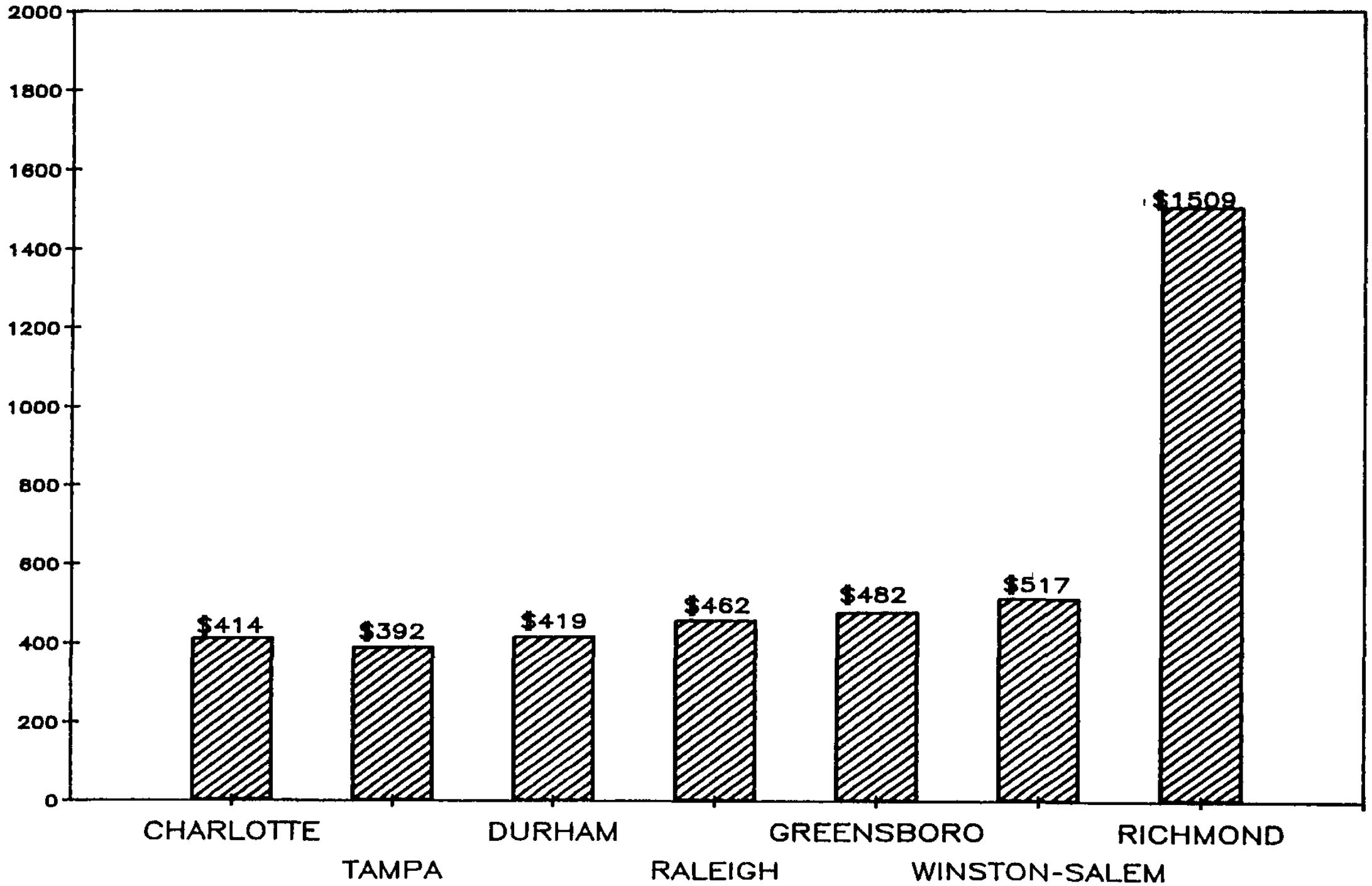


CHART #4

GENERAL FUND EXPENDITURES PER CAPITA

CITY OF CHARLOTTE
FY79-FY87

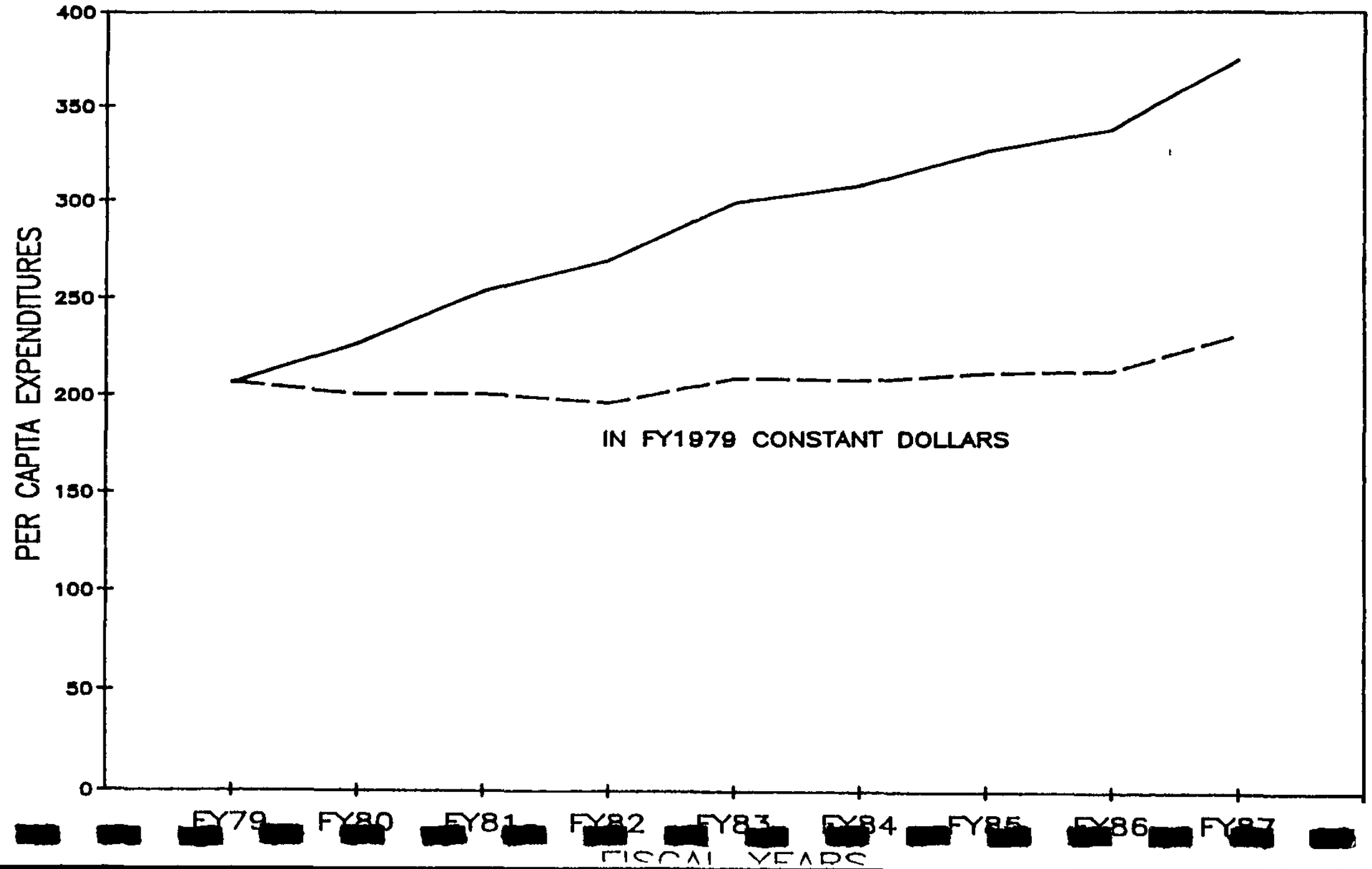


CHART #5

PROPERTY TAX REVENUE PER CAPITA AS A PERCENT OF PER CAPITA INCOME

CITY OF CHARLOTTE
FY79-FY87

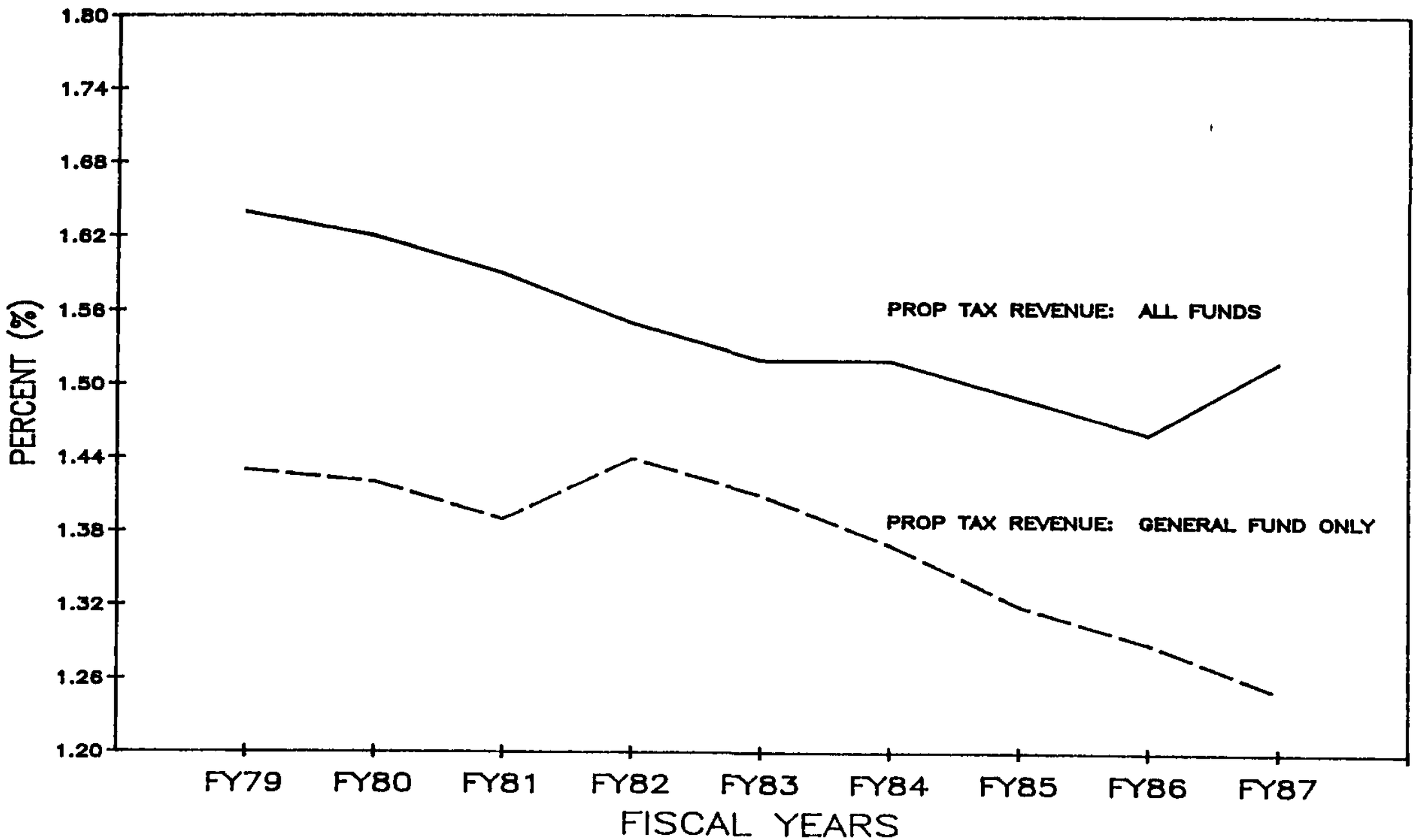


CHART #6

CITY EMPLOYEES PER 1000 POPULATION

CITY COMPARISON
FY88

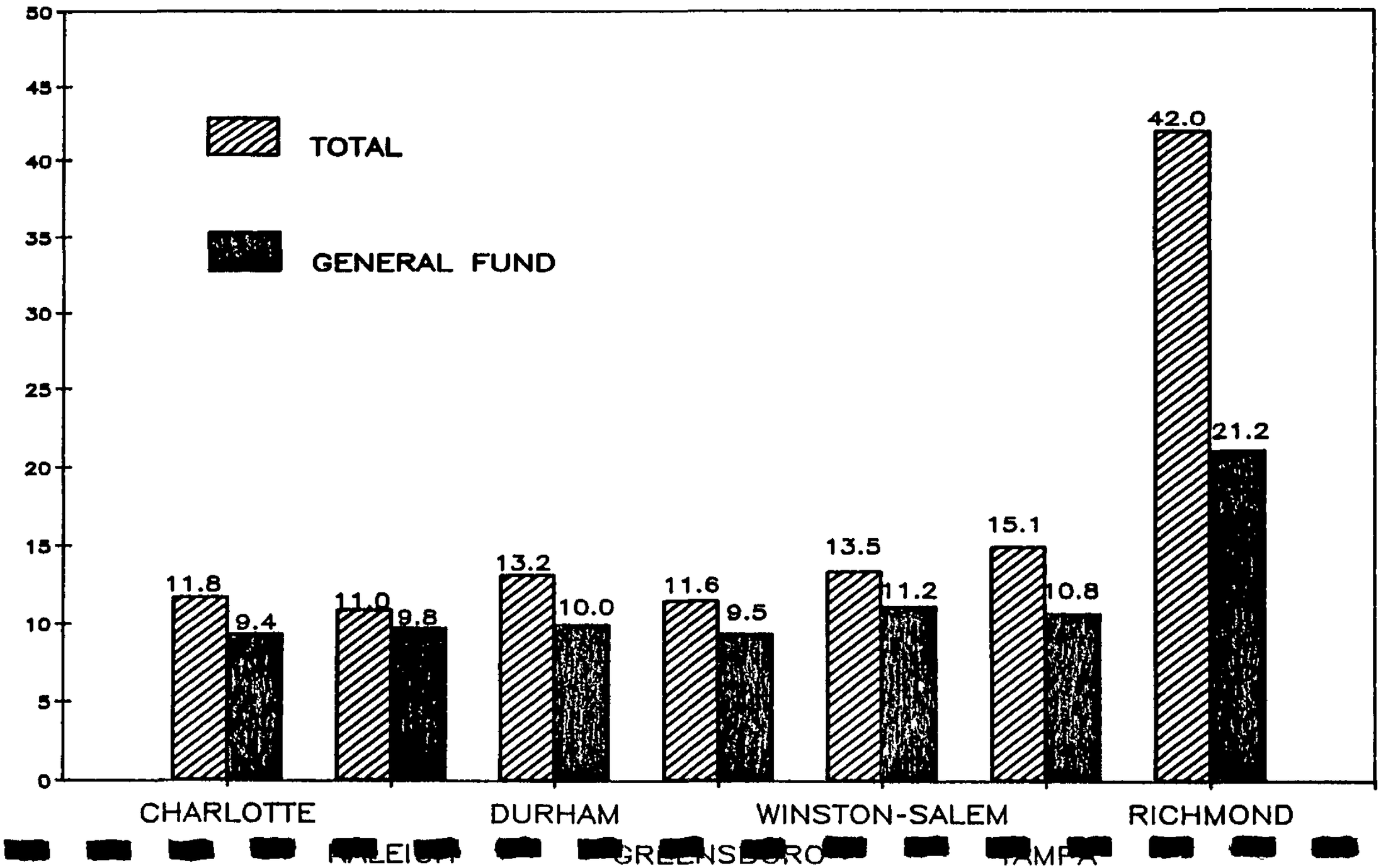


CHART #7

CITY EMPLOYEES PER 1000 POPULATION

CITY OF CHARLOTTE
FY79-FY87

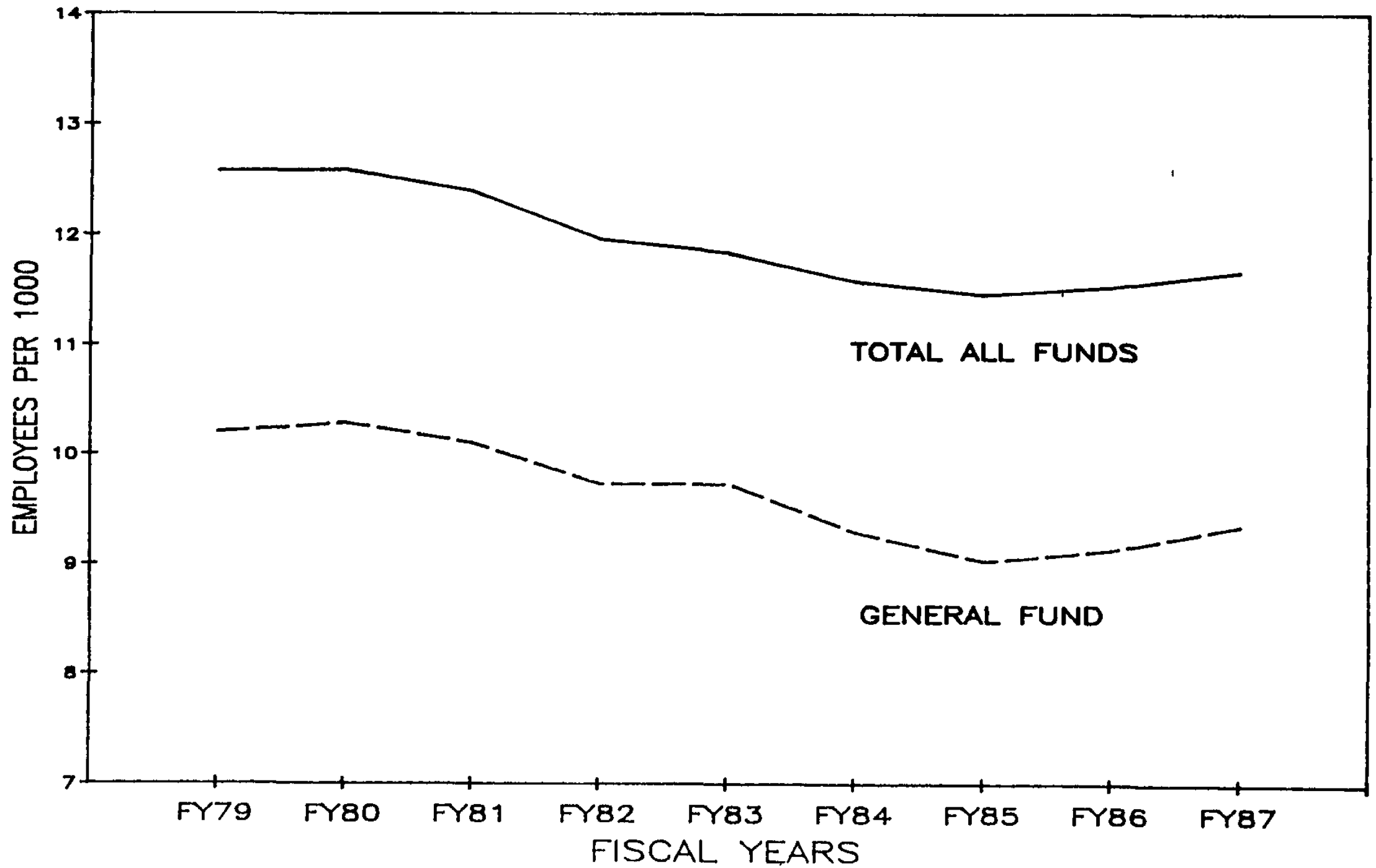


CHART #8

ATTACHMENT #3

GENERAL FUND OPERATING BUDGET EXPENDITURE BENCHMARK ANALYSIS

Introduction:

The Mayor's Productivity Task Force recommends the "establishment of a reasonable financial goal (benchmark) that General Fund expenditures not exceed the existing cost per capita adjusted for the consumer price index beginning with the Fiscal Year 1989 budget as the base."

The following information presents a historical review of Charlotte budget (expenditure and revenue) information beginning in FY1979 and moving forward through FY1988. The purpose of this ten year perspective is to analyze the impact of an expenditure benchmark on City budget decisions, assuming a benchmark was instituted in FY1979.

Such a review surfaces many of the advantages and disadvantages of using a benchmark and identifies many of the "mitigating circumstances" (compelling, readily explainable reasons) which may cause the City to deviate from the expenditure benchmark. This summary is intended to provide greater information and insight into the merits and pitfalls of a benchmark. It's adoption and on-going assessment in budget deliberations is a City Council policy decision.

Summary Observations and Highlights:

1. Budget (and tax rate) decisions are not driven solely by municipal expenditures but also by revenues which are estimated to be available. Chart #1 shows the trend for per capita property tax revenues from FY1979 to FY1989.

2. During periods of slow revenue growth and/or high inflation, municipalities avoid service level expansions and may look to reduce service levels or delay (capital) expenditures. During periods of above average revenue growth and low inflation, municipalities have the opportunity to expand service levels, provide new services and replace needed capital equipment. Chart #1 illustrates the relationship between property tax revenues per capita and the General Fund Budget per capita. Chart #6 illustrates the adjustments to the property tax rate (both increases and decreases) which would have been required to meet the expenditure benchmark.

3. The per capita expenditure pattern between fiscal years 1979 through 1987 is consistent for many municipalities. This reflects the expenditure-revenue relationship identified in #1 and #2 above. Charts #2 and #3 illustrate expenditure per capita trends for the City of Charlotte and the City of Phoenix. As the trends indicate, expenditures per capita declined over the period FY79 through FY82 (when inflation was high and per capita revenue growth constrained) and increased from FY83 through FY87.

4. A per capita expenditure benchmark (adjusted for consumer price index and allowing for normal population growth) is valid given a static environment. However, since FY79, the City of Charlotte has opened the following new facilities which have required operating expenditures to support: York Road Renaissance Park, Reedy Creek Park, Marion Diehl Center and Pool, two new recreation centers, Tryon Street Mall, New Mint Museum, and Charlotte-Mecklenburg Government Center.

5. Growth through annexations is not intended and does not necessarily reduce the per capita costs of government. The purpose of annexation is to recognize the urban characteristics of contiguous areas at the fringe of the existing City limits. In the past, annexations have not been approved nor disapproved based on a high or low per capita cost of annexation. In fact, annexations usually require higher front-end (first year) costs as departments acquire the necessary rolling stock to support annexation areas. Annexations also highlight the revenue-expenditure link. Some annexation areas provide significant revenues and require little expenditures upon annexation, while other areas may produce little revenues to the City and require significant expenditures. Chart #4 illustrates estimated expenditures per capita for the upcoming FY90 annexation and also illustrates the fact that the first year costs of $642 per person will far exceed second year costs of $384 per person. For comparison purposes, the FY89 per capita figure for all General Fund services is $421.54.

6. Charlotte's expenditures are driven by regional demands in addition to local demands and needs. Therefore, Charlotte's population increase and per capita expenditures may not be able to keep pace with regional growth and expectations. The City's roadways, traffic systems, parks and recreation facilities, and Mint Museum are utilized by more than just the citizens of Charlotte.

7. Charlotte's expenditure history (and future) is linked to Mecklenburg County. Over the years, several consolidation of functions have transferred expenditures across governmental boundaries. The City's General Fund budget includes expenditures for City-County Purchasing, Community Relations, Planning, and Emergency Management. The per capita expenditure reflects these City-County costs which are, in part, driven by County-wide needs without recognizing (on the revenue-side) the proportion of funds provided to the City from Mecklenburg County for the provision of these services.

8. Charlotte's expenditure history (and future) is linked to the Federal Government's support for Job Training, Housing and Community Development and Urban Mass Transit. In FY79, the General Fund provided $1,615,494 in support for Urban Redevelopment and Public Transit. In FY86, the General Fund provided almost $7.2 million in support of Public Transit, Community Development, Employment and Training and the Capital Improvement Program. Chart #5 shows the General Fund contributions in support of other funds over the ten-year period FY79-FY88.

9. Budgetary, administrative, and accounting adjustments are approved and implemented in the City's annual operating budget. These changes may artificially elevate or decrease per capita expenditures. For example, in FY87, the City transferred 35 positions from the Water and Sewer Fund to the General Fund-Finance Department to better reflect the supervisory and administrative relationships to Finance. Since the positions were and are funded 100% by the Water and Sewer Fund, no additional costs to the City were incurred, however, the transfer increased the FY87 General Fund expenditures by $2.0 million or $5.46 per capita.

10. Some General Fund services are supported by user fees. As the demand for these services increases, additional resources may be added to the General Fund (and additional user fee revenues will be received) to support the positions. A per capita benchmark does not account for user fee supported resources.

The next section presents a year-by-year review (from FY79 through FY88) of budget decisions assuming an expenditure benchmark--like the one proposed by the Productivity Task Force--was instituted in FY79.

Chart #6 illustrates the property tax rate adjustments which would have been necessary to equal the FY79 benchmark.

FY1979 through FY1988: A Historical Perspective:

In FY79 the population of Charlottee was 305,000; no one had heard of a Solid Waste Management Plan; York Road Park was still a landfill; the General Fund operating budget was $64.5 million; there were 3,837 full-time City employees; General Revenue Sharing was a viable federal program; and Texas banks were still owned by Texans.

FY79	Tax Rate:	88.0¢
	General Fund Tax Rate:	77.0¢
	Recommended General Fund Budget Per Capita:	$211.44

FY79 represented the seventh straight year of no increase in the effective property tax rate, a full year's cost for the 1978 annexation was included in the General Fund budget and Parks and Recreation had become a City department. In addition, the Charlotte-Mecklenburg Local Government Productivity Task Force, in May 1978, had presented their report on "Opportunities for Improving Productivity in the Governments of the City of Charlotte and Mecklenburg County".

This analysis assumes that Charlotte City Council adopted in FY79 a "benchmark that General Fund expenditures not exceed the cost per capita adjusted for the consumer price index."

FY80	Tax Rate:	88.0¢
	General Fund Tax Rate:	77.0¢
	Recommended General Fund Budget Per Capita (adjusted):	$206.87

In FY80, City Council approved an operating budget for General Fund expenditures which totaled $206.87 for each City resident adjusted for the consumer price index. This compared to the FY79 budget benchmark of $211.44 per person.

Benchmark Decision(s):

1. Increase Taxes:

   In FY80, General Fund expenditures could have increased approximately $4.50 per person and still have been within the benchmark figure of $211.44. To maintain or reach that expenditure level, Council could have raised General Fund revenues by approximately $1.6 million. Assuming the revenues would be raised through property tax revenues, a 2-3 cent tax increase would have been justified.

FY81	Tax Rate:	90.5¢
	General Fund Tax Rate:	79.5¢
	Recommended General Fund Budget Per Capita (adjusted)	$207.77

City Council approved a 2½¢ increase in the property tax levy for the General Fund and reduced some City service levels to maintain the modest tax increase. Leaf collection and commercial refuse collection were the services phased-out in order to keep the tax increase at 2.5¢.

Benchmark Decision(s):

1. Increase Taxes (over and above the 2.5¢ increase):

   In FY81, General Fund expenditures could have increased approximately $4.35 per person and still have been within the benchmark figure of $211.44. To meet the expenditure benchmark, a 2-3¢ tax increase would have been necessary over and above the 2.5¢ increase approved by City Council.

   A total tax increase of approximately 5¢ would have kept General Fund expenditures within the FY79 benchmark and provided resources to maintain the services which were eliminated.

FY82	Tax Rate:	90.5¢
	General Fund Tax Rate:	84.5¢
	Approved General Fund Budget Per Capita (adjusted):	$203.70

FY82 brought about the lowest per capita budget (compared to the benchmark of $211.44), however, City Council was still required to transfer 5¢ from the Municipal Debt Service Fund to the General Fund in order to support the General Government service levels. The opening sentence in the City Manager's transmittal letter to City Council read: "High inflation rates and a slow pace in revenue growth continue to challenge the City's ability to provide levels of services which the community is accustomed to receiving. In spite of these problems, the proposed FY82 budget is balanced without a property tax increase and without reducing services."

Being a revenue-tight budget year, the City Manager did not include service level changes in the proposed FY82 budget.

Benchmark Decision(s):

1. Increase Taxes:

   In FY82, General Fund expenditures could have increased approximately $7.75 per person and still have been within the benchmark figure of $211.44. To stay within the expenditure benchmark, Council could have raised taxes 5¢.

FY83		
	Tax Rate:	90.5¢
	General Fund Tax Rate:	84.5¢
	Approved General Fund Budget Per Capita (adjusted):	$212.26

Fiscal Year 1983 began a six-year increase in the budgeted per capita costs of General Fund services (adjusted for inflation).

Benchmark Decision(s)

1. Reduce Taxes: In FY83, a decrease of approximately $390,000 ($0.5¢ reduction in the property tax levy) in General Fund expenditures would have been required to stay within the per capita benchmark.

   To reduce budgeted expenditures, Council could have:

   a. maintained the General Fund subsidy of the Transit System at FY82 levels ($700,000 reduction),

   b. reduced some or all of the 27 additional Police Officers included in the budget as a result of Council priorities established at the January 1983 retreat,

   c. reduced the General Fund contribution to the Capital Improvement Program ($80,000 reduction),

   d. reduced the pay plan and benefits package which provided a 5% increase for all City employees,

   e. reduced or eliminated other General Fund service levels.

FY84		
	Tax Rate:	63.0¢
	General Fund Tax Rate:	57.0¢
	Approved General Fund Budget Per Capita (adjusted):	$218.84

FY84 was a year of revaluation representing the first revaluation in eight years for most residential properties. This resulted in a lower overall tax rate; however, the approved tax rate was still 2.75¢ higher than the "equivalent tax rate". The tax rate allowed the City to increase the percentage of the tax levy dedicated to the Debt Service Fund.

FY84 also represented the first complete year of several consolidation successes. Building Standards become a Mecklenburg County Department, while the City began administering the Charlotte-Mecklenburg Animal Control. In addition, the City and County began funding the Dispute Settlement Program through the City administered Community Relations Committee.

This reshuffling created upswings and downswings in both the City and County General Fund Budget and Expenditures.

The FY84 approved budget represented a $7.40 per capita increase over the FY79 benchmark of $211.44.

Benchmark Decision(s):

1. Reduce taxes: In FY84, a decrease of approximately $3.7 million (3.0¢ reduction in the property tax levy) in General Fund expenditures would have been required to meet the per capita guideline. To reduce budgeted expenditures, Council could have:

   a. maintained the General Fund subsidy of the Transit System at FY83 levels ($400,000 reduction),

   b. reduced (by a greater extent) the Community Development Program and eliminated the first General Fund contribution to Community Development ($491,410 reduction),

   c. eliminated the General fund contribution to the Capital Improvement Program ($80,000 reduction),

   d. reduced the pay plan adjustment for City employees,

   e. reduced or eliminated other General Fund service levels.

FY85	Tax Rate:	64.0¢
	General Fund Tax Rate:	57.0¢
	Approved General Fund Budget Per Capita (adjusted):	$220.47

In FY85, the City Manager's recommended budget recommended the transfer of 1.0¢ from the General Fund to the Municipal Debt Service Fund. During the budget workshop, the City became aware of State actions to withdraw their support for the Law Enforcement Officers' (LEO) Retirement System. This required City Council to approve a 1.0¢ tax increase to support LEO. If the State had not withdrawn support for LEO, the recommended tax rate for the General Fund would have been 56.0¢.

Benchmark Decision(s):

1. Reduce taxes:

   In order to maintain the General Fund per capita expenditures at the FY79 benchmark level, City Council would have had to eliminate $4.9 million (3-4¢ reduction in the property tax levy) from the FY85 budget. To reduce budgeted expenditures, Council could have:

   a. declined local funding for the Law Enforcement Officer's (LEO) Retirement System,

b. reduced the General Fund contribution to Public Transit ($4.1 million), Community Development ($468,000), Employment and Training ($30,700),

c. reduced the pay plan for City employees,

d. reduced or eliminating other General Fund service levels.

FY86		
	Tax Rate:	64.0¢
	General Fund Tax Rate:	56.75¢
	Approved General Fund Budget Per Capita (adjusted):	$229.33

Although the FY86 budget reduced the property tax levy dedicated to the General Fund, an increase in the budgeted expenditures per capita was realized.

The FY86 Budget presented options for dealing with the impending loss of General Revenue Sharing (GRS). The budget included a contribution from the General Fund to the Capital Program totalling $1,658,500, in part, to help offset a possible loss in General Revenue Sharing.

The Manager's transmittal letter also relayed the demands placed upon the City: "The Operating Budget recommended for next year recognizes Charlotte's growth and the increased demands being made on City government". Thirty-one General Fund positions were added to:

Open New Facilities (Tryon Street Mall, New Mint Museum): 5
Citizen Storm Drainage Program: 8
Capital Program and Public Service: 10
Other Workload and Productivity: 8

Benchmark Decision(s):

1. Reduce Taxes:

The FY86 approved budget represented a $17.89 per capita increase over the FY79 benchmark of $211.44. To reduce budgeted expenditures by $10.0 million (7.4¢ on the property tax levy) in order to meet the per capita guideline, Council could have:

a. reduced the General Fund contributions to Public Transit ($4.75 million); Community Development ($587,424); Employment and Training ($183,880), and/or Capital Improvement Program ($1,658,500),

b. reduced or delayed staffing for new programs (i.e. Citizen Storm Drainage), new facilities (i.e. Tryon Street Mall), or capital program or other workload needs,

c. Reduced the pay plan for City employees,

d. reduced or eliminated other General Fund Services.

FY87		
	Tax Rate:	69.0¢
	General Fund Tax Rate:	56.75¢
	Approved General Fund Budget Per Capita (adjusted):	$239.72

City Council approved a 5¢ property tax increase for pay-as-you-go capital projects to off-set the loss of General Revenue Sharing (GRS). The property tax levy to support General Fund services did not increase, however, adjusted per capita expenditures continued to increase over the FY79 guideline.

Some of the significant factors for the increases are categorized below:

- The FY87 General Fund budget included approximately $3.0 million to provide services in 12 annexation areas.
- The FY87 General Fund budget included increased contributions to the Community Development and Public Transportation Funds.
- An organization change of the Water and Sewer Accounts and Revenue Divisions to the Finance Department in the General Fund accounted for an additional expense in the General Fund of approximately $2.0 million (approximately $5.46 per capita).

Benchmark Decision(s):

1. Reduce Taxes:

The FY87 Budget represented a $28.28 per capita increase over the FY79 benchmark of $211.44. To reduce budgeted expenditures by $16.8 million ($11.5¢ on the property tax levy) in order to meet the per capita guideline, Council could have:

a. reduced the General Fund contributions to Public Transit, Community Development, Employment and Training, and Capital Improvement Program,

b. reduced or delayed staffing increases for opening new facilities (new Mint Museum: 4 positions and CMGC: 19 positions), and other staffing increases,

c. reduced the pay plan for City employees,

d. reduced or eliminated other General Fund services.

FY88		
	Tax Rate:	62.75¢
	General Fund Tax Rate:	51.75¢
	Approved General Fund Budget Per Capita (adjusted):	$245.19

FY88 was a year of revaluation. This resulted in a lower overall tax rate for property owners as the tax rate was established to the estimated "equivalent tax rate".

FY88 also represented the first complete year of the change in the refuse collection system, as the City deleted 61 positions by switching to a once-a-week curbside collection system. In addition, contributions to Community Development and Employment and Training were increased, and four areas were annexed into the City.

Benchmark Decision(s):

1. Reduce Taxes:

   The FY88 Budget $33.75 per capita increase over the FY79 benchmark of $211.44. To reduce budgeted expenditures by $19.5 million (11.5¢ on the property tax levy) in order to meet the per capita guideline, Council could have:

   a. reduced the General Fund contributions to Community Development, Employment and Training and the Capital Improvement Program,

   b. reduced or delayed staffing for new programs (i.e. Cable TV franchise agreement), new facilities (i.e. Marion Diehl Pool and the Charlotte-Mecklenburg Government Center, or other workload needs),

   c. reduced the pay play for City employees,

   d. reduced or eliminated other General Fund services.

The FY89 General Fund Budget and Beyond

The Productivity Task Force recommends that the General Fund per capita benchmark begin with the FY89 Budget.

FY89	Tax Rate:	62.75¢
	General Fund Tax Rate:	51.25¢
	Estimated Approved General Fund Budget Per Capita (not adjusted):	$421.54

City Council approved the transfer of ½¢ of the property tax levy from the General Fund to the Municipal Debt Service Fund, thereby reducing the tax rate supporting the General Fund.

The approved General Fund Budget per capita figure of $421.54 is an estimate based on a 1.5% increase in population. A higher population increase will result in lower per capita expenditure figure while a lower population increase will result in a higher per capita expenditure figure. This per capita figure may guide future City budget decisions.

Looking Ahead

In looking ahead, it is important to note that the future per capita figures (adjusted to FY89 as the base year) will be dependent on two primary assumptions:

1. The estimated population increase of Charlotte, and
2. The estimated consumer price index figure (inflation) for the upcoming year.

Further, compliance with the FY89 benchmark assumes a continuation of current service levels without taking-on new service responsibilities, or a trade-off in services if the City assumes new service responsibilities. City Council, however, can elect to deviate from the benchmark as future circumstances may dictate.

As we look forward, there will be external pressures for the City to assume expenditures for services not included in the FY89 budget. On the horizon:

- City-wide Recycling
- Performing Arts Center Operating Subsidy
- Increasing Landfill Tipping Fees
- City maintenance of current State roads.

In summary, the use of a benchmark poses the following advantages and disadvantages.

Advantages

- Focuses decision-making on expenditures
- A benchmark using the consumer price index is commonly identifiable and understood
- During periods when revenues exceed expenditures, Council would have the option to:
  - lower taxes
  - transfer operating funds to the capital program
  - set aside funds when expenditure growth exceeds revenues

Disadvantages

- Imposes an artificial limitation on expenditures
- Isolates decisions on expenditures without considering revenues
- Expenditure benchmark does not allow for:
  - increased demands driven by County-wide or Regional needs
  - reduction in State or Federal funding
  - increased demand for user fee supported services

CHART #1

GENERAL FUND BUDGET AND PROPERTY TAX REVENUES
PER CAPITA (ADJUSTED TO 1979 CONSTANT DOLLARS)

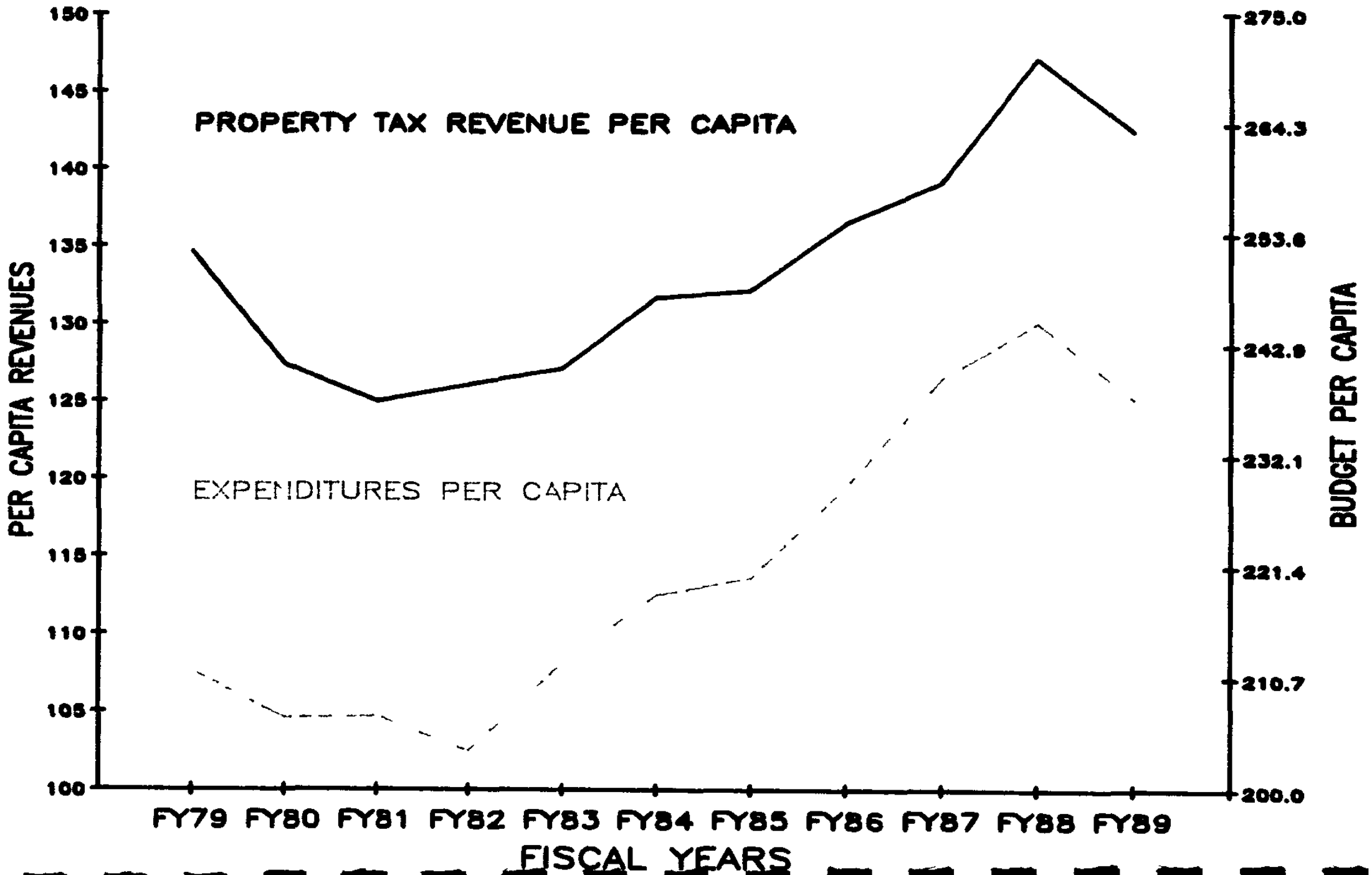
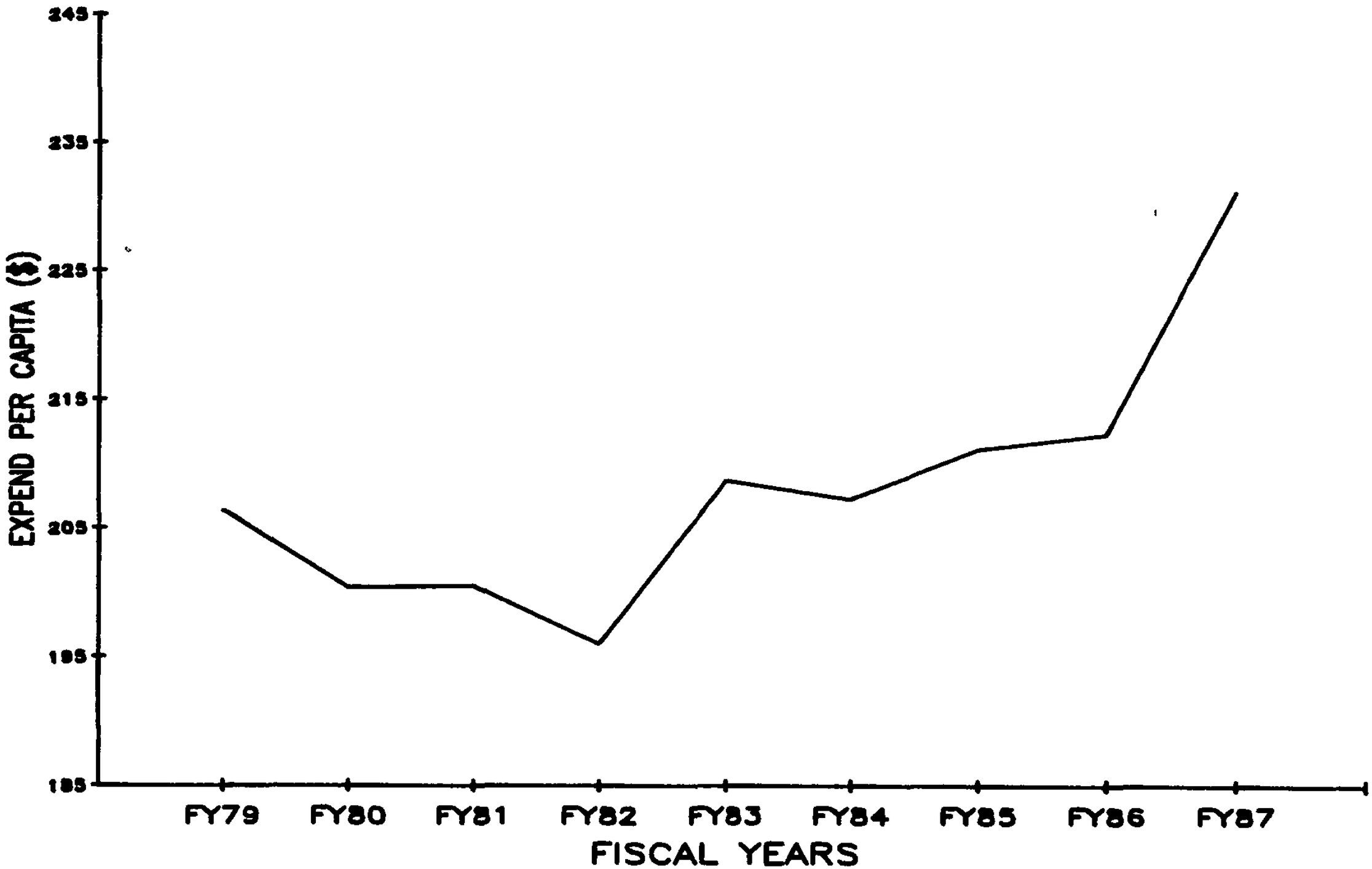


CHART #2

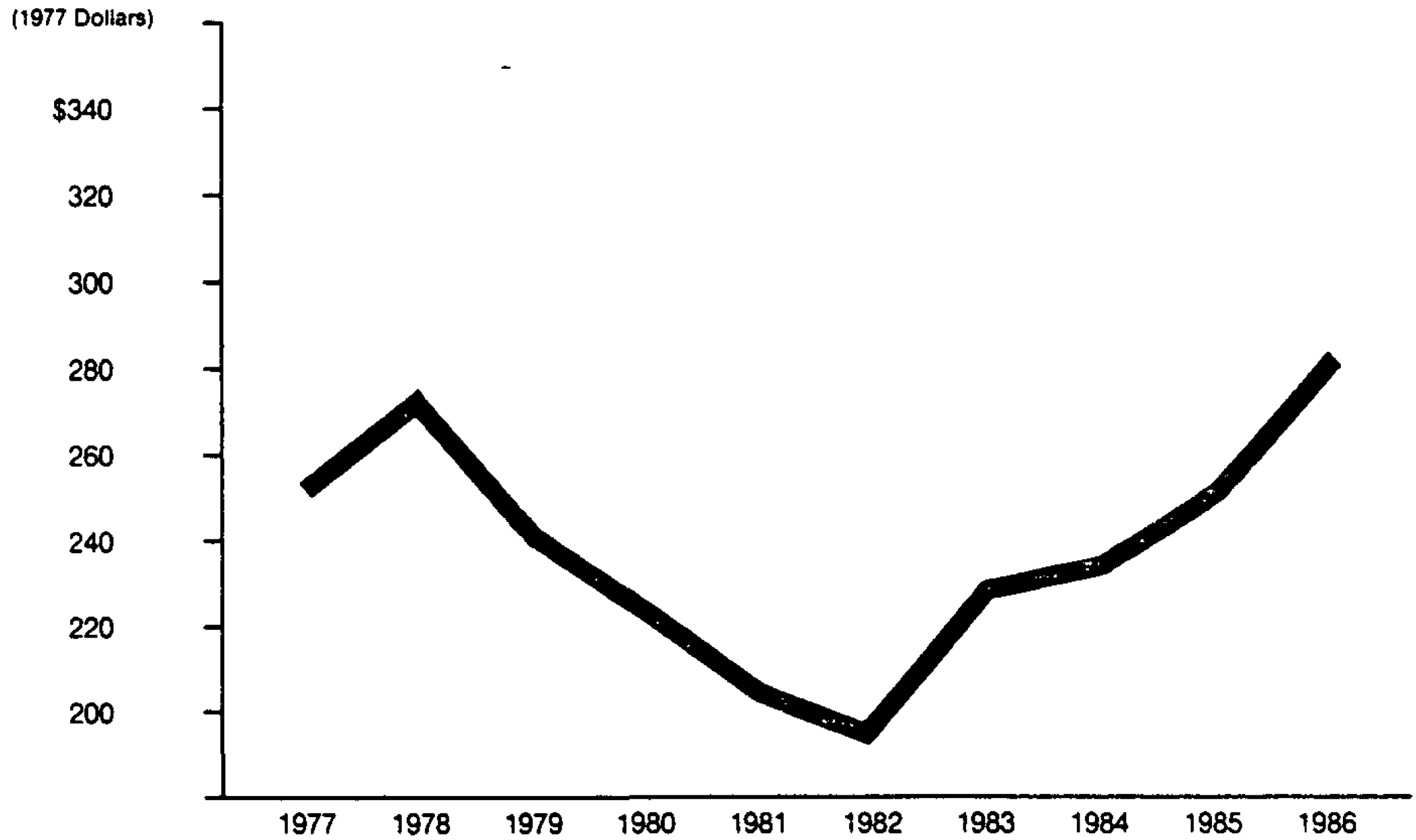
CITY OF CHARLOTTE: GENERAL FUND EXPENDITURES
PER CAPITA (ADJUSTED TO 1979 CONSTANT DOLLARS)



CITY OF PHOENIX, ARIZONA

FINANCIAL INDICATOR REPORT

INDICATOR 9 — EXPENDITURES PER CAPITA



Description Governmental-type fund operating expenditures in 1977 constant dollars per capita Governmental activities include Criminal Justice, Transportation, Public Safety, Community Enrichment Urban Development and Housing Human Resources and General Government

Data

	1977	1980	1983	1984	1985	1986
Expenditures (in millions)	$168 6	$251 2	$328 9	$369 2	$417 1	$479 1
Expenditures (in millions) (1977 Constant Dollars)	$168 6	$176 6	$192 9	$205 0	$218 6	$248 8
1977 Constant Dollar Expenditures Per Capita	$247 09	$223 57	$229.33	$236 53	$248 44	$276 82

Trend **FAVORABLE**

Comments Since 1981-82 the City's per capita operating expenditures have shown consistent annual real growth The City's strong per capita revenue growth (Indicator 1) has allowed the City to support this expenditure trend, while keeping its financial position well in balance

CHART #4

ANNEXATION PER CAPITA COSTS BY AREA
PRELIMINARY COST DATA

	I-77 CORRIDOR		HEMPHILL		REA RD/ELM LANE		ARROWOOD I		ARROWOOD II		TOTAL	
	YR 1	YR 2	YR 1	YR 2	YR 1	YR 2	YR 1	YR 2	YR 1	YR 2	YR 1	YR 2
POPULATION	3,098	3,144	1,054	1,070	3,996	4,056	9	9	29	29	8,186	8,309
GENERAL FUND EXPENDITURES												
POLICE	707,961	582,543	94,365	72,827	125,053	96,547	398,948	329,102	125,053	101,374	1,451,380	1,182,393
FIRE	783,745	581,852									783,745	581,852
OPERATIONS-ANIMAL CONTRL	40,343	29,813									40,343	29,813
-COMM IMPROVE	41,259	42,482									41,259	42,482
-SANITATION	248,669	159,252			452,967	291,865					701,636	451,117
-STREET MAINT	1,205,152	516,759			209,047	72,499					1,414,199	589,258
-STREET CLEAN	228,452	101,233									228,452	101,233
BULKY TRASH					78,389	40,391					78,389	40,391
PARK OPERATIONS	184,061	88,264	32,259	33,872	52,637	23,769	47,601	7,981	2,115	2,221	318,673	156,107
TRANSPORTATION	138,226	100,804	33,261	25,289	54,387	34,814	74,517	55,401	19,300	20,234	319,691	236,542
ENGINEERING	15,000	0	3,000	0					3,000	0	21,000	0
TOTAL GENERAL FUND EXPEND	3,592,868	2,203,002	162,885	131,988	972,480	559,885	521,066	392,484	149,468	123,829	5,398,767	3,411,188
TOTAL GENERAL FUND EXPEND PER CAPITA	$1,159.74	$700 60	$154.54	$123 38	$243 36	$138 04	$57,896.22	$42,964 86	$5,154.07	$4,206 86	$659 51	$410 55

CHART #5

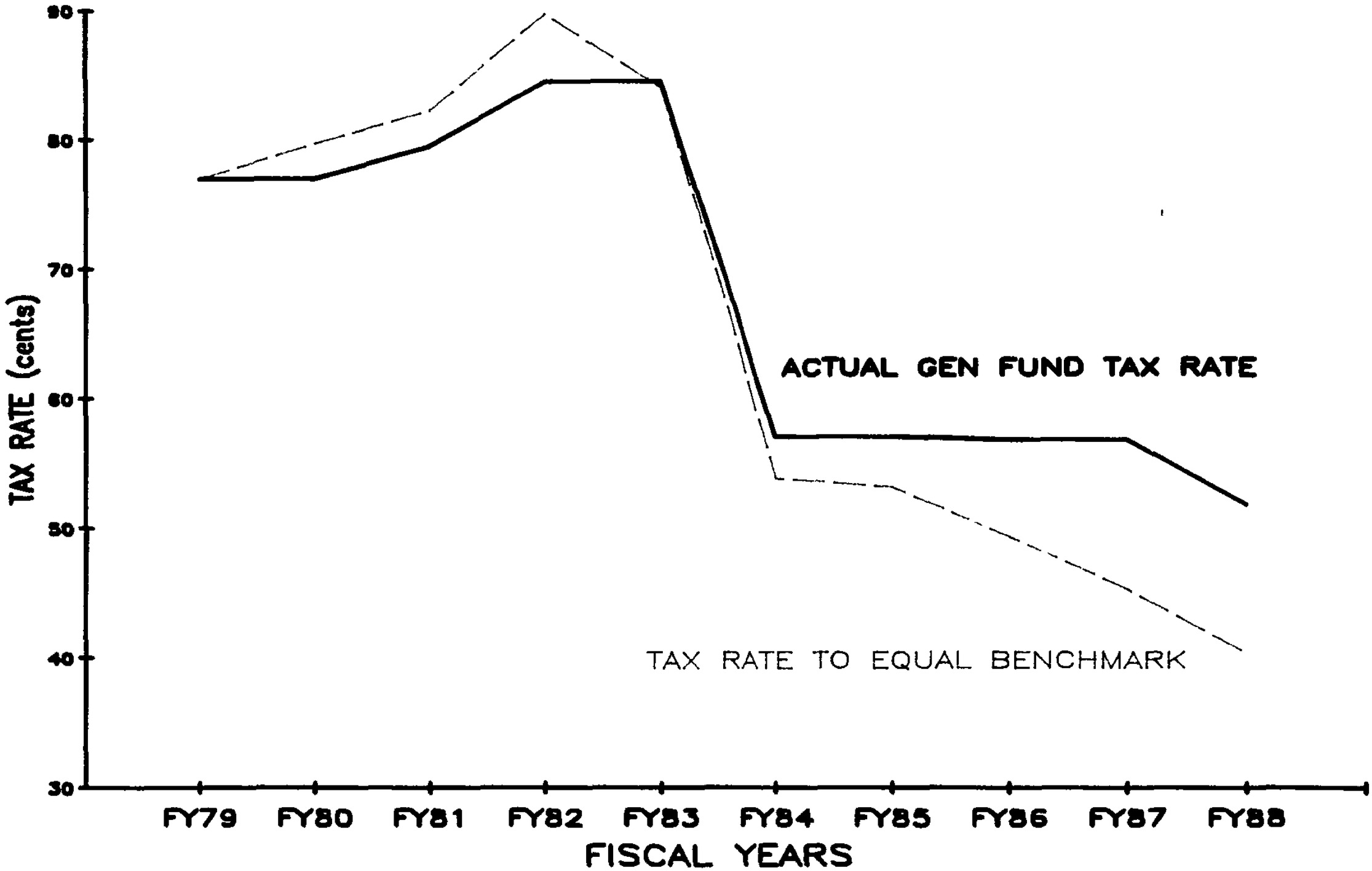
GENERAL FUND CONTRIBUTIONS TO OTHER FUNDS

	FY1978-79	FY1979-80	FY1980-81	FY1981-82	FY1982-83	FY1983-84	FY1984-85	FY1985-86	FY1986 87	FY1987-88
GENERAL FUND CONTRIBUTION TO·										
PUBLIC TRANSPORTATION	1,560,494	1,965,431	2,228,060	3,200,000	3,853,228	3,981,404	4,083,666	4,750,000	1,400,237	
COMMUNITY DEVELOPMENT						491,410	463,208	587,424	1,090,023	1,496,964
DEBT SERVICE							387,373			1,613,510
URBAN REDEVELOPMENT	55,000	60,000	65,000	65,000	40,000	40,000	46,248			
EMPLOYMENT AND TRAINING							30,700	183,880	183,880	716,167
CAPITAL IMPROVEMENT PROGRAM					80,000	80,000		1,658,500	2,199,525	1,127,980
TOTAL	1,615,494	2,025,431	2,293,060	3,265,000	3,973,228	4,592,814	5,011,195	7,179,804	4,873,665	4,954,621
EXPENDITURE PER CAPITA	$5 30	$6 42	$7 16	$9 89	$11 85	$13 50	$14 32	$20 31	$13.31	$13.25
EXPENDITURE PER CAPITA (ADJUSTED TO 1979 DOLLARS)	$5 30	$5.67	$5 67	$7.20	$8.27	$9 08	$9.28	$12 79	$8 20	$7 85

CHART #6

GENERAL FUND PROPERTY TAX RATE

ACTUAL VS. BENCHMARK EQUIVALENT



ATTACHMENT #4

ORGANIZATIONAL STRUCTURE

During the past year, the Personnel and Budget & Evaluation Departments have worked with the departments in reviewing current organization structures including issues such as span of control, levels of management, facilitating decision making, encouraging career paths, etc.

This review has resulted in seven general comments. This review and the comments and recommendations it generated is being used to stimulate discussions and to explore alternative organizational structures which might improve efficiency and increase productivity.

GENERAL COMMENTS

1. The use of Assistant Department Heads has been questioned. Eighteen of the twenty-six City departments have assistant or deputy directors or assistant chiefs. While these appear to be separate layers of management on organizational charts, more often the department head and assistant function as a management team, clearly delineating separate roles and responsibilities. Frequently, the assistant assumes responsibility for overseeing the day-to-day operation of the department, including budget and expenditures, objectives and personnel matters. The department head, then may focus his/her time on larger policy issues, coordination and planning with other departments in the City or County and with outside agencies or State or Federal agencies.

   In addition, the position of an assistant director frequently provides a career ladder for qualified staff promotions from the professional level to the management

level. Assistant directors serve as substitutes for department heads and frequently are the only other staff member of a department with an overall view of issues and topics being dealt with in the department.

The use of an assistant director is, however, a decision made by each department head depending upon his or her management style. A number of departments who have had assistant positions have given them up; departments without assistants have requested them. Departments without assistants either are small departments or are larger departments which perform a variety of tasks. In the latter case, each separate division is headed up by a strong management position who reports directly to the department head.

2. A policy has been adopted which designates a crew chief on each crew working for the City. This practice results in a short span of control for some crew chiefs who supervise two or three-man crews. Because of the mobility of these crews and the independence of activity of each crew, it was decided that a person had to be designated as a crew chief on each crew and to be held accountable for the supervision and performance of the crew. It is the intent of the City to have <u>working</u> crews chiefs on all crews. However, it is recognized that there are a few, very large crews who perform complex tasks which may require full time supervision by the crew chief.

3. Departments which have numerous, fixed service locations will have a designated supervisor for each location. As in the crew structure, it was determined that one person had to be accountable for the activities conducted at the site and to supervise other staff on the site. (Examples include Recreation Centers, Neighborhood Centers, Motor Transport.)

4. There are numerous examples where a professional position supervises one or more technical or paraprofessional positions with a short span of control as a result. It is the policy of Personnel to classify a professional position based on the workload assigned to the position and the range of independence of activity and judgement required of the position. At the professional level, the supervision of a limited number of subordinates is incidental to the work assigned to the position and would not impact the classification of that position. In other words, a professional position will have a fully justified workload and job definition which does not necessarily include the supervision of subordinates. By nature of it being a professional position, it is the policy of Personnel to add supervision of a limited number of subordinates without changing the position description or job classification.

5. Over the past few years, numerous positions have been added to City departments which are called Administrative Officers. (Personnel conducted a study in 1986 which combined the old classes of Administrative Assistants and Administrative Service Officers under a new title of Administrative Officers.) There are now 85 Administrative Officers in all City Departments. The joint review of these charts by Budget and Personnel identified numerous problems with the way the positions were being utilized, the quality of work being generated by these positions and the level of review and checking by a higher level Administrative Officer over lower level officers. These problems were especially apparent when there were Administrative Officers in a division and also in the central office of the department.

6. Within numerous position titles there are numerical progressions or series (Personnel Analyst I, II, III; Civil Engineer I, II, III; Office Assistant I, II, III, IV, V, VI, etc.). These progressions were established to recognize increasing levels of skills, complexity of jobs, independence of judgment and supervisory responsibilities. The CFEG paper suggesting fewer classes and broader pay ranges is in many ways handled by these progressions. The current system has the advantage of <u>not</u> rewarding simple longevity in a position, but requires promotion or reclassification to a higher position based on performance.

7. There are several examples of technical position titles and functions which appear in more than one department. Some of these areas are potential areas for functional consolidation under one existing department. Examples include Systems Analysts in Finance Systems, Electronic Systems (DOT), Police Data Processing and Operations Administration which could be consolidated under MIS; Civil Engineers in DOT - Engineering and Utilities - Engineering which could be consolidated under the Engineering Department; building and grounds maintenance functions under Parks and Recreation and Utilities which could be consolidated under Central Services (building maintenance); law enforcement activities such as Park Rangers and Airport Security which could come under Police; vehicle maintenance at the Airport and Fire Department could be consolidated under Equipment Services (Motor Transport).

ATTACHMENT #5

PRIVATIZATION

Privatization falls largely into two categories:

Contracting Out Services: The government contracts with a private sector organization to provide a specific service instead of doing the work itself.

Operation of Facilities: A private sector organization or another body operates a government-owned facility for the government.

CURRENT PRIVATIZATION EFFORTS:

The City of Charlotte has pursued privatization in many areas of government operations:

Contracting Out Services:

1. Dumpster refuse collection from multi-family residential locations
2. Specialized planning studies, i.e. Lane-Frenchman First Ward Plan
3. Custodial services for recreation centers and the Charlotte-Mecklenburg Government Center
4. Security services for the Governmental Center area
5. Tree planting
6. Transit operations are under contract with American Transit Enterprise
7. Land application of sludge
8. Engineering services for project management, survey, project design and construction
9. Right-of-way acquisitions
10. Productivity studies
11. Right-of-way mowing
12. Street Resurfacing
13. Job Training Programs

Operation of Facilities:

1. Golf Course management of Revolution and York Road Golf Courses

2. Parking deck operation for City-owned parking structures

3. Housing Authority operation of public housing

4. Coliseum, Auditorium and Convention Center Authority operation of these City-owned facilities (by City Charter)

In the past several years, the City has evaluated services for privatization versus providing the service with City resources. The following services are now provided by City staff due to lower cost or better responsiveness to service delivery.

1. Systematic Tree Trimming

2. Maturation of the York Road Golf Course

3. Mint Museum Security

The City is currently in the process of finalizing an administrative policy to establish a uniform practice for soliciting private sector bids for City services and to ensure comparative cost estimates for the delivery of City services are obtained. This policy is modeled after a policy used by the City of Phoenix.

POTENTIAL PRIVATIZATION OPPORTUNITIES:

Further, information from other jurisdictions and consultants identify the following municipal services which may be potential candidates for privatization.

1. Administrative Functions (Legal, Accounting, Payroll, Revenue Collections)

2. Data Processing

3. Solid Waste Collection (Residential Collection and Recycling)

4. Building and Grounds Maintenance

5. Crime Lab

6. Vehicle Maintenance

7. Facility Management (Memorial Stadium/Grady Cole Center, Treatment Plants, Airport, Cemeteries)

Some of these services have been summarily reviewed in the past several years with similar services in the private sector. Further study will be required to determine cost and service impact of privatizing the above service or operation of facilities.

Charlotte

ADMINISTRATIVE POLICIES AND PROCEDURES

- Subject: Contracting Services Traditionally Performed by City Forces
- Effective Date: September 20, 1988
- Code: 1.19
- Approved:

Objective

Pursuant to the direction of City Council and the City Manager, City operations shall be performed at the most economical cost while maintaining desired service levels. In order to achieve this goal, the City periodically may call for bids or proposals from private industry for the purpose of evaluating the cost of performing selected City services. The objective of this policy is to establish a uniform procedure whereby comparative cost estimates for the delivery of City services can be obtained.

Policy

On occasion, the City Manager and Department Heads may wish to examine for comparison purposes the private sector cost of a service they themselves deliver or a service they receive from another City department. The goal of examining the private sector cost for delivery services is to: 1) reduce the cost of providing the same level of service as the City currently provides; or 2) to provide an enhanced level of service at the same cost as the City incurs in providing the current level of service. This policy establishes a process whereby the examination can be made for comparison purposes and establishes implementation procedures. Implementation of this policy is the responsibility of department heads. Contractual arrangements excluded from this policy will include architectural and engineering services, construction contracts and goods/equipment purchases.

Procedures

1. Departments desiring to explore private sector contracting must submit a request for such an examination to the Budget and Evaluation Department. Elements to be included in the request are:

    a. Description of service currently provided and any change in service to be provided.

b. Designation of desired contractual period.

c. Designation of the current provider of services.

d. Reason(s) the City should consider private sector contracting.

e. Impact of not examining an alternative service provision.

2. The Manager's staff Policy Committee and the City Attorney's Office shall review the request with regard to current policies and operations and legal considerations and will decide whether or not it is appropriate to proceed with the examination process.

3. Written notification of the Policy Committee's decision and the basis for the decision will be provided to the requesting department.

4. If the Policy Committee determines that the examination should not be pursued, the process ends at this point. If an examination is supported, one of two avenues shall be followed:

   a. Informal: The department currently providing the service and the department requesting the service will be notified in writing of the intent to conduct informal cost comparison with private sector service providers.

      1. The department currently providing a service in cooperation with the department receiving the service will prepare a brief description of current or desired service specifications.

      2. The department currently providing the service will prepare a general estimate of the cost incurred by the City in providing the current service.

      3. The department currently providing the service in cooperation with the department receiving the service, will identify potential private sector vendors who could, or already do, perform similar services.

      4. The service description and City cost estimates will be mailed to private vendors with the request that they review both items and comment on whether the private sector could perform similar services at a significant cost savings and, if so, where City costs exceed private sector costs.

5. The Policy Committee will review the private sector comments regarding the service specifications and City cost estimates. The Policy Committee may decide that there is not a strong potential for cost savings under a private contract, and the examination will end at this point. Both providing and receiving departments will be notified in writing of the Policy Committee's decision. However, if the Policy Committee determines that the potential exists for significant cost savings or enhanced service levels, the formal process will be initiated, as set forth in paragraphs 5-7 below.

b. Formal: The steps set forth below in paragraphs 5-7 shall be followed.

5. The department currently providing the service and the requesting department will be notified in writing of the intention to explore alternative service delivery.

6. The department(s) currently providing the service in cooperation with the department(s) receiving the service will develop service delivery specifications sufficient for use in a formal bid process in the event that the inquiry advances to that phase.

NOTE: All Requests for Proposal should include the following statement: "The issuance of this Request for Proposal and receipt of responder proposals in no way commits the City of Charlotte to any contractual agreement for performance of the services described."

7. The department currently providing the service or desiring to provide the service will prepare a resource and service level report to include on an annual basis (or the desired contract period):

a. Description of service currently provided.

b. Description of service to be provided (may be the same as a.)

For Current Services Provided:

c. Listing of objectives affected.

d. Listing of specific positions involved with incumbent names and designation of tenure with the City and in the specific position.

e. Listing of present capital equipment necessary for performance of the service.

f. Annual personnel costs.

g. Annual personnel benefits costs.

h. Contractual service costs (line item specific).

i. Commodities (line item specific).

j. Capital outlay (line item and equipment specific).

k. Impact on departmental charges.

l. Impact on other budgetary center in the City.

m. Impact on service to their departments/citizens.

n. Present indirect costs.

o Designation and cost of overhead resources necessary if contract is implemented.

p. Department recommendation regarding contracting with the private sector for this service.

8. If the service to be contracted is different from current services provided, prepare a resource and service level report including the information requested above in paragraphs 7c - 7p as applicable.

NOTE: If the service to be performed is currently a contracted service, formal bid documents will replace #6 and #7 above for comparison to the in-house estimate.

9. The above information (from items 6 and 7) will be provided to the Budget and Evaluation Department for review. If attrition or layoff of personnel are involved, the Budget and Evaluation Department will notify the Personnel Department of the need for their participation in the evaluation process.

10. The Budget and Evaluation Department will present information to the staff Policy Committee in order for a final determination on the alternative bid for the service(s) to be made.

11. The affected departments will be notified in writing of the Policy Committee's decision and their basis for their decision.

NOTE: If the Policy Committee determines that the examination should not be pursu[illegible] the process ends at this point. If an examination is supported:

12. The requesting and affected departments shall contact the Purchasing Director to proceed with the formal request for proposal process.

13. Pre and Post bid conferences will be held as appropriate.

14. At the formal proposal/bid opening, the City's cost estimate providing the desired service will be announced.

15. Evaluation and acceptance of a bid will follow established City policies and procedures, and shall include review by the department currently providing the service as well as the department(s) receiving the service.

NOTES