

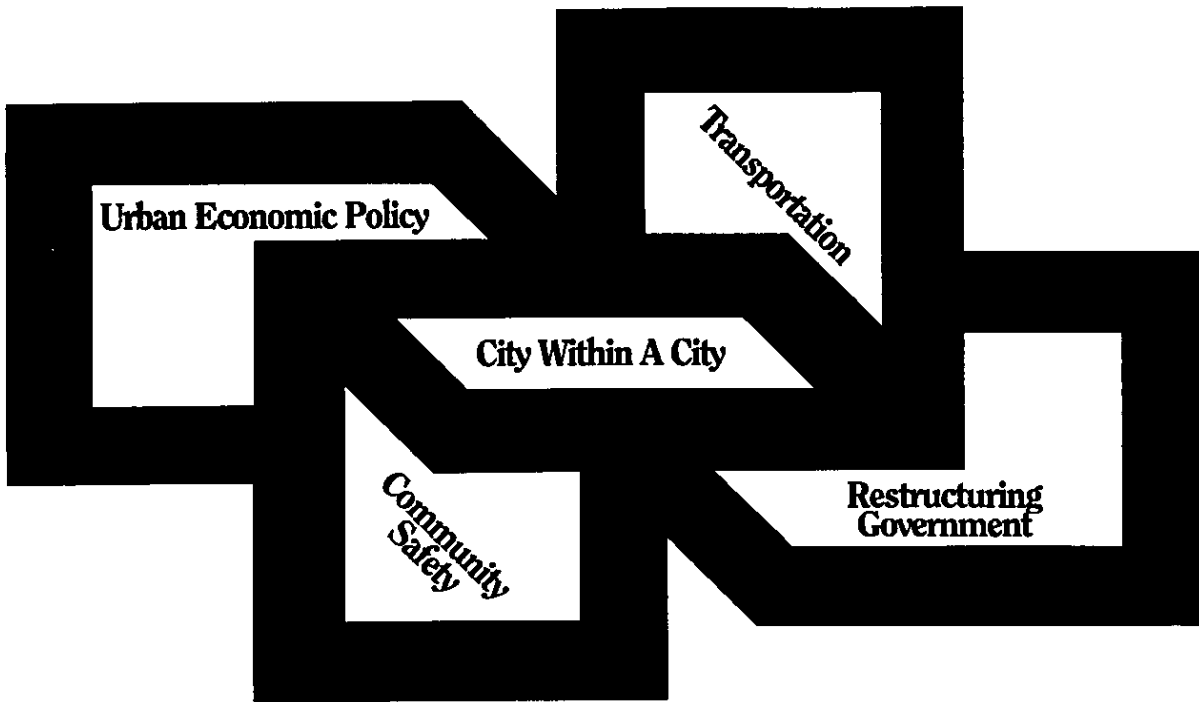
**AGENDA**

Meeting Type:	SPECIAL
Date:	03/29/1996
	COUNCIL MINI-RETREAT

City of Charlotte, City Clerk's Office



**CHARLOTTE.**



**1996  
CITY COUNCIL  
MINI RETREAT**

**MARCH 29**

**CITY OF CHARLOTTE  
MAYOR AND COUNCIL**

**MEMORANDUM**

**DATE:** March 22, 1996

**TO:** Mayor and City Councilmembers

**FROM:** Lynn Wheeler, Chair *Lynn Wheeler / bas*  
Retreat Planning Committee

**RE:** Council Mini-Retreat Materials

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The enclosed materials have been prepared to assist us in making our mini-retreat as productive as possible. Some materials are more pertinent to the day's plan while others are more for our general knowledge. Please be certain to review:

1. The process for how the retreat will be organized
2. The Sourcebook, which will be the basis for our morning discussion

In reviewing the Focus Areas, it may be more helpful to read over the "Areas of Difficulty" for the specific plans that we are scheduled to discuss:

Transportation	Page 1
Economic Development	Page 4
City Within A City	Page 7

Thank you for your commitment to this effort. The Retreat Planning Committee has outlined the materials so that we can receive the greatest benefit from our time together on March 29th. If you have any suggestions, please let me know.

Enclosures

**Council Mini Retreat**  
**Friday, March 29, 1996**  
**7:30 am to 5:00 pm**  
**Discovery Place Special Events Room**

The goal is to focus the Council discussion on issues that look to the future of the City. The discussion will have three components:

1. Set the Stage: What is the City like today?
2. The City's Future: What trends are applicable to Charlotte? What are our opportunities and choices to address these trends?
3. Describe Success for the Focus Plans: What is the strategic link between Focus Plans and the City's future?

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<b>7:30 to 8:00 am</b>	Coffee	
<b>8:00 to 8:30</b>	Review of Retreat Goals, Group Norms and Retreat Process	Lynn Wheeler, Retreat Committee Chair Emmie Alexander, Facilitator
<b>8:30 to 10:00</b>	Presentation on the Center City	Lynn Wheeler, ED Committee Chair Staff Resources: Martin Cramton and Jim Humphrey
<b>10:00 to 10:15</b>	Break	
<b>10:15 to 12:15</b>	Exploring the City's Future: Define/Discuss Issues	Staff Resources: Martin Cramton, Jim Humphrey, Del Borgsdorf

Use the Sourcebook as a discussion Guide. The Sourcebook contains the trends that have resulted in other growing Metropolitan communities and that affect Charlotte. These trends are both positive and negative. The Sourcebook presentation and discussion should include the trends and examine if and how they are valid for Charlotte. The discussion should determine the primary issues for the future of our City and develop direction of those issues.

The morning will be structured by five issue areas; Council will discuss each issue separately and then have a wrap up session.



Some examples for discussion of what trends are most applicable to Charlotte include:

- ▶ How do you think the completion of the outer belt will impact Charlotte?
- ▶ What is the impact on Charlotte as other surrounding cities create economic development programs to avoid becoming “bedroom communities”?
- ▶ How will the cost of the housing differential between Charlotte and surrounding communities impact our demographics?

**12:15 to 1:15** Lunch & Levity

**1:15 to 4:30** Action Agenda for Focus Areas

This session is to link the Focus Plans with the morning discussion by determining the priority and the expectation for achievement. The outlined issues and questions are to be discussed about the Focus Areas in the following order:

<u>Focus Area</u>	<u>Council Committee Chair</u>	<u>Staff Resource</u>
1) Transportation	Sara Spencer	Julie Burch Jim Humphrey
2) Economic Dev.	Lynn Wheeler	Del Borgsdorf
3) City Within A City	Ella Scarborough	Del Borgsdorf Gene Shipman
4) Community Safety	Don Reid	Del Borgsdorf
5) Restructuring Gov't	Charlie Baker	Vi Alexander

Note: The Focus Areas are listed in priority order for discussion. The Retreat Committee requests that the discussion not be limited by time constraints and if necessary, schedule continued discussion at a later dinner meeting.

- a. How are the focus area results linked to the future development of the City?
- b. What specific result do you want to accomplish?
- c. Can this result be achieved?

**2:30 to 2:45** Break

- d. What specific action step(s) are we going to commit money to over the next five years to achieve the result?

**4:30 to 5:00**

Conclusions and actions  
to be taken from the day's  
discussion

Emmie Alexander, Facilitator

**Attachments:** 1) *Agenda*  
2) *Council Norms*  
3) *Retreat Process Guidelines*  
4) *Focus Area Critical Assessments*

**Enclosures:** *Sourcebook*  
*Focus Books*

**CITY COUNCIL MINI RETREAT**  
**March 29, 1996**

**NORMS:**

Govern our interaction with each other

**COUNCIL NORMS**

(Adopted by City Council at February Retreat)

- **Be respectful**
  - of each other
  - time
  - of community trust
  - of staff
  - of other institutions
  
- **Have a sense of humor**
  - avoid sarcasm and put down
  
- **Think outside the box**
  
- **Start on time**
  
- **Stick to the issues**
  
- **Watch our language**
  
- **Listen**
  - don't interrupt
  - be honest
  
- **Critique the idea not the person**
  
- **Balance participation**
  
- **Agree to disagree**

# Retreat Process Guidelines

## General

### 1. Facilitator's role:

Primary responsibility: to structure ways for the group to get its work accomplished.

- Develops group processes for analyzing issues, developing options, making decisions.
- Helps the group stay on task and focused.
- Ensures good use of time.
- Ensures accurate recording of group work and decisions.
- Ensures that all members are involved and have ownership.
- Monitors group dynamics, diagnosing areas where the group isn't functioning to maximum ability and prescribe courses of action to make them more effective.
- Helps group adhere to norms.
- Mediates disagreements.
- Helps group avoid destructive conflict and use conflict creatively to develop good solutions.

### 2. Council roles:

- Observe group norms.
- Fully participate in discussion and decision - making.
- Help monitor time and agenda.
- Help the group stay on task and focused.

### 3. Staff roles:

- Provide information and analysis.
- Participate in discussion to support and advise.
- Record information requiring further action.

## **Morning Session: Exploration and Discussion**

Five issues presented by staff. Each issue will be addressed by the Council using the following steps:

1. Questions from Council
2. Analysis and clarification of trend data
3. State assumptions and draw inferences from data
4. Identify areas of application to Charlotte
5. Identify strategic directions for Charlotte

## **Afternoon Session: Identifying options and Making decisions**

Each Focus Area will be addressed, beginning with Transportation, using the following steps.

1. Identify the links to strategic directions identified earlier.
2. Identify specific results to be accomplished.
3. Use reality testing against priorities.
4. Identify specific action steps to commit money to over the next 5 years to achieve priority results, using nominal group process.
5. Open discussion of merits of choice: advocacy, persuasion, influencing (structured, with time limits).
6. Straw vote on options until 6 votes are achieved.

Steps 1-6 are repeated on each focus area (or until time runs out).

## **Emmie H. Alexander**

### **General Partner, Alexander/Hancock Associates**

M.A. in Organizational Communication, Wake Forest University; B.A. Queens College; graduate of the Executive Management Program, University of North Carolina at Chapel Hill; Member of The American Society for Training and Development, the National Society for Performance and Instruction, the Association for Quality and Participation, and the Association for Psychological Type. *Founding member of Searchnet, a non-profit network of professionals committed to helping communities build consensus through future search conferences.*

Founded Alexander/Hancock Associates with partner Jerry Hancock in 1989. The company provides consulting and training services to clients in 23 states, Canada, Mexico, and Europe. Ms. Alexander has over twenty years experience as a consultant and facilitator. *Before starting her own firm she was an officer in two other consulting and training firms. At LEAD Associates in Charlotte, NC she became Managing Partner and CEO. At Hayes and Associates of Winston-Salem, NC, she was a senior consultant and Senior Vice President/Chief Operating Officer. Ms. Alexander is also co-owner of several small family businesses in Charleston, SC.*

As a Charlotte resident for 33 years, she served in many citizens groups in the Charlotte community, including serving as chair of the Quality Education Committee, special project chair for the Community Relations Committee, and as a Director of The Relatives, an agency serving teenagers in the Charlotte area. Currently she serves as President of United Family Services, and is on the speakers bureau for the Shelter for Battered Women.

# **Transportation Focus Area Critical Assessment**

## **MISSION**

In 1995, a strategic plan was developed for the Focus Area to achieve Transportation's mission:

- Enable citizens and businesses to move easily and safely
- Maintain and establish effective regional, national, and international connections
- Provide citizens with access to markets, employment, education, recreation and other opportunities
- Provide neighborhood and environmental protection.

This paper briefly describes progress made in the Focus Area, identifies areas of difficulty, and poses questions to Council to help guide the successful achievement of the City's transportation goals.

## **PROGRESS/ACCOMPLISHMENTS**

### **Roads**

- City adopted new Thoroughfare Plan in 1994
- Remainder of 1988 road bonds programmed in FY 96-2000 Capital Investment Plan
- Charlotte scheduled to receive \$100 million for accelerating Outer Loop construction if House-approved legislation passes Senate in 1996

### **Transit**

- Uptown Transportation Center opened in December 1995
- Two new services -- University Research Park Express and UNI-PARK Rider -- begun in University employment area
- Charlotte Transit night service expanded

- Three new vanpools added in Fall 1995, increasing total to 23
- Program begun to provide transportation for Uptown hospitality employees when bus service is not available

### **Airport**

- Work begun on Airport Master Plan Update and Environmental Impact Statement for third parallel runway
- NCDOT funds segment of Western Outer Loop past the airport to I-85
- United Parcel Service cargo ramp space completed

### **Land Development**

- 2015 View completed in March 1995; work underway on 2015 Land Plan
- Update of Northeast District Plan completed
- Work underway on planning study in I-85/US 29 corridor in cooperation with Concord and Cabarrus County

### **Partnerships**

- Staff members from the seven-county metro area continued to meet to discuss regional issues
- NCDOT and staff of Mecklenburg-Union, Concord-Kannapolis, and Gaston Metropolitan Planning Organizations have begun work on a regional travel simulation model

### **Environment**

- Work is underway on 50 sidewalk projects, funded with the \$5 million FY96 appropriation
- Local cyclists are helping Transportation staff to establish County-wide map indicating suitability of major roadways for bicycle travel



## AREAS OF DIFFICULTY

### Roads

- The FY96-2000 Capital Investment Plan does not include any funding for roadway or intersection projects for the 1997-2000 period. There is an immediate need for \$14 million to complete six roadway projects being designed with 1988 road bond savings.
- The City's current road construction policy excludes using City funding for improvement to major State numbered routes (NC16-Providence Road, NC27-Freedom Drive, US74-Independence Boulevard, etc.). These roadways generally offer the greatest opportunity for congestion relief. Charlotte motorists want to see improvements regardless of whether it is a State or City responsibility.

### Transit

- The City is currently studying the Ottawa busway system for its applicability to Charlotte-Mecklenburg. This analysis presents Council with some tough choices:

Should the public transit system be targeted to serve only the transit dependent?

Should the transit system be expanded as a key step in improving Charlotte's competitive position for attracting growth and economic development?

## **Economic Development Focus Area Critical Assessment**

The Economic Development Focus Area was established in 1994. In 1995, a strategic plan was developed for the Focus Area to identify local government's role in economic development. The strategic plan was developed with input from economists, economic development professionals, local business leaders and local governmental officials. The vision for this Focus Area is to create a customer-oriented local government environment that:

- supports development of an educated, trained workforce;
- fosters partnership to aid local economic growth;
- retains and attracts quality businesses;
- provides necessary land, infrastructure, and incentives to support business development;
- focuses on opportunities for all citizens to be productive contributors to the economy; and;
- organizes to be responsive to economic development opportunities.

This paper briefly describes progress made in this Focus Area, identifies policy and operational difficulties, and poses questions to Council to help guide the successful achievement of local government's economic development goals.

### **PROGRESS/ACCOMPLISHMENTS**

#### **Business Support**

- Established a business expediter function in the City Manager's office to support local businesses
- Made significant quality improvements in the development permitting process, modified the tree ordinance to establish uniformity with other landscaping ordinances, created uniform City/County development fees and streamlined the erosion control process
- Created a jobs program to provide jobs for inner city workers in the hospitality industry

- The Utility Department worked with Chamber and Manufacturer's Council to assist area industries in implementing the wastewater pre-treatment program and rules
- Provided \$150,000 to the Carolinas Partnership to market the region for economic development

### **Strategic Investments**

- Capital facilities needs are greater than available dollars
- Transportation investments need to support economic development strategy
- Modified the capital facilities review process to include economic development assessment of proposed capital projects
- Completed a review of capital facilities as a means to foster neighborhood stability
- Initiated the Airport Master Plan update
- Entered into a cooperative sewer agreement with Carbarus County
- Disposed of 21 surplus government properties generating \$13.1 million in revenues

### **Urban Focus Initiatives**

- Making revisions to the Center City Urban Design Plan, First Ward Plan, and Third Ward Plan
- Supported economic development initiatives outlined in the City Within A City Focus Area
- Expanded the Business Corridors program to provide business support services and completed or initiated capital improvements in Beatties Ford Road (Five Points), South Boulevard, Central Avenue and North Tryon Street corridors
- Neighborhood Assessment II indicates that attention is also needed in neighborhoods outside of City Within A City.

## **AREAS OF DIFFICULTY**

### **Policy Issues**

- Although some progress has been made, major issues still need to be resolved regarding the development permit function.

- Regional environment has become very competitive for attracting jobs. Traditional and non-traditional business investments - incentives - now play a larger role in determining where businesses locate.
- Local government has focused economic development efforts in both strategic areas such as the Uptown and Airport as well as in targeted areas such as CWAC and Westside. Limited resources prevent a broader community economic development focus.
- Local government's economic development efforts are to both assist local businesses to stay and expand in the area and help recruit new businesses with the Chamber and our other economic development partners. It is difficult to fulfill both roles well with existing resources. Finding the appropriate balance is the key.
- There are numerous areas where local government can help make the local economy more competitive. However, resources are limited. Instead of attempting to respond to all areas of the local economy, perhaps local government should concentrate on strengthening businesses more important to our community's major business establishments (i.e., financial and medical).

### **Implementation Issues**

- Given the broad expanse of the Economic Development Focus Area, it is difficult to concentrate on both community (Coliseum, Convention Center, etc.) and neighborhood (supporting neighborhood businesses, business code enforcement, etc.) business issues that are important to economic development success.
- Coordination among the various agencies - Chamber, Carolinas Partnership, Uptown Development Corporation, neighborhood groups, etc. - is a challenge due to conflicting goals, priorities and timetables.

## **CHANGES IN THE ECONOMIC DEVELOPMENT STRATEGIC PLAN**

Expand Business Support focus and strategies to address economic development issues important to maintaining neighborhood business stability and supporting public safety initiatives. Issues include:

- closing undesirable neighborhood businesses
- recruiting desirable neighborhood businesses
- addressing vagrant issues, addressing business code enforcement and appearance issues, and;
- ensuring zoning supports neighborhood development goals.

# City Within A City Focus Area Critical Assessment

## PURPOSE

City Within a City (CWAC) is a Council initiative that began in 1991. The mission of the City Within a City Focus Area is *"To design, channel, and support public and private sector activities that contribute to sustained economic development and a high quality of life in Charlotte's older neighborhoods and business areas."* This paper briefly assesses progress made in this area and identifies key questions for Council consideration and discussion.

## PROGRESS/ACCOMPLISHMENTS

### Community Capacity Building

- Neighborhood Matching Grants Fund created with over 125 grants approved since FY93.
- Neighborhood Symposium held November 1995 with over 200 neighborhood representatives attending.
- Three community development corporations (CDCs) have housing projects underway, two new CDCs recently formed.

### Economic Development

- \$15 million CWAC Loan/Equity Pool created with bank and City funds, 162 jobs for inner city residents created in 4 years.
- Business Corridor program expanded to focus on business support as well as capital improvements.
- Shopping center redeveloped, major grocery chain located in Beatties Ford Road Corridor creating 95 jobs.

### Physical Development

- Unprecedented activity in Neighborhood Reinvestment this year: \$7.5 million committed in target areas.
- Targeted housing code enforcement contributed to 32% drop in substandard housing 1990-1993.

- Hundreds of new home ownership opportunities created in Belmont, Greenville, Genesis Park, Optimist Park and Seversville neighborhoods.
- Community appearance in neighborhoods improved through targeted enforcement, education and outreach.
- Environmental Court created, ad hoc Code Team formed for coordinated response to public nuisances.

### **Community Safety**

- Community-based policing implemented throughout CWAC; violent crime down citywide in 1994.

### **Self Sufficiency**

- Charlotte Works job placement program launched July 1995, 138 persons employed.
- Housing counseling programs undergoing evaluation process.

### **Organizational Development**

- Neighborhood Development Key Business created as lead agency for carrying out CWAC Strategic Plan.
- Neighborhood Assessment completed, profiling conditions in 73 CWAC neighborhoods.
- Five Neighborhood Action Plans completed, five more underway.
- Relationships strengthened with other governmental partners, neighborhood leaders, schools, non-profits.

## **AREAS OF DIFFICULTY**

### **Policy Issues**

- Lack of resources to do both prevention and crisis intervention in neighborhoods; no clear policy on targeting "threatened" vs. "fragile" neighborhoods.
- Need to stimulate other players and develop the civic infrastructure such that it assumes an active and coordinating role in addressing community problems.
- No established mechanism or resource priority to respond in coordinated fashion to non-CWAC neighborhoods.
- To be more effective, job training efforts need to give way to workforce development strategies with the private sector leading the way.

### **Implementation/Organizational Issues**

- While much improved, stronger coordination of services in neighborhoods is still needed; extent to which service delivery is neighborhood-based is uneven among Key Businesses.
- City and partners lack a central database for information on neighborhoods and service delivery patterns; this impedes strategic planning and coordination of services.
- Neighborhood services (e.g. grocery, banking, etc.) hard to attract and retain in urban corridors.
- The City needs to work with the religious, civic and philanthropic communities to develop and adopt shared models of *empowerment* as opposed to top-down or enabling strategies; and while more successful in the long run, empowerment takes time.

### **RECOMMENDED CHANGES TO CWAC STRATEGIC PLAN**

After less than one year of implementation, no recommended changes at this time.

# Community Safety Focus Area Critical Assessment

## PURPOSE

The Community Safety Plan was adopted by City Council in May, 1994. The Plan's purpose is to outline a comprehensive, integrated five year strategy to best utilize the City's resources to reduce crime and increase the perception of community safety. The following is an assessment of the accomplishments and current issues of concern in this Focus Area.

## PROGRESS/ACCOMPLISHMENTS

### Neighborhood Based Delivery of Police Services

- Police patrol services decentralized into four areas with district boundaries that reflect neighborhood.s
- Planning for location of 10 district offices in geographic areas that they serve.
- Adam Service Area Center will include personnel from a variety of City departments.
- Community policing and problem solving incorporated into all patrol districts.

### Increased Perception of Community Safety

- 81% of survey participants rated police performance "good or "very good."
- 84% rated their neighborhoods as good.
- *Police Beat Live* in production for a year.
- Environmental Court handles quality of life offenses such as littering and housing code violations.

### Decreased Violent Crime

- Domestic Violence Unit addressed 493 cases of family violence in first six months of operation and achieved a 70% clearance rate through enforcement and counseling services.



- Violent Crimes Task Force which is charged with putting violent criminals in prison under lengthy federal sentences, obtained over 500 federal indictments against members of 80 loosely knit groups involved in criminal activity.
- Six additional homicide investigators achieved 89% clearance rate and formed "cold case squad" to reinvestigate open cases.

### **Youth Crime**

- SHOCAP creates unprecedented partnership with agencies sharing information and targeting youthful offenders for focused enforcement.
- 302 curfew violators in first six months of enforcement.
- 18.4% reduction in youth becoming victims of violent crime during curfew hours.

### **Drug Related Crime**

- Street Drug Interdiction decentralized to better support community policing
- Funding continued for drug court.

### **Repeat Offenders**

- Violent Crimes Task Force has 100% conviction rate in federal court to remove offenders responsible for multiple violent crimes from Charlotte's streets. Obtained life sentences without parole for some 40 offenders.
- Parole Accountability Committee opposed the parole of over 150 violent offenders to Mecklenburg County.

### **Efficient Use of Resources**

- 40 hours of in-service training includes community policing and problem solving skills.
- Increased civilian support and enhanced use of technology have more efficient use of police resources.

## **AREAS OF DIFFICULTY**

### **Policy Issues**

- Other components of the criminal justice system do not have resources to handle the volume of offenders coming into the system, ultimately diluting the effects of many police efforts.
- The success of community policing, including increased empowerment of neighborhoods, has increased the demands upon other City services such as housing code and litter enforcement which are crucial to the community policing and problem solving concept.
- The Police Department currently lacks the technological capabilities to build the information infrastructure to support community policing and problem solving.

### **Implementation/Organizational Issues**

- One impediment to swift implementation of the Community Safety Plan has been the time that it takes to recruit, hire and train new police officers. The Department is looking at ways to shorten the process while still maintaining high standards and selecting officers that reflect the diversity of the community and demonstrate a commitment to community problem oriented policing.
- The Police Department completed a major reorganization in 1995 that centers on the concept of four patrol service areas. This is consistent with the Community Safety Plan goal of decentralized police services. Some of the Department's initiatives, including certain components of the Community Safety Plan, were delayed until new organizational structure was in place to serve as the foundation of delivery of police services.
- Successful police work is dependent upon the timely exchange and analysis of information between the appropriate parties. The lack of an integrated information system and the personnel to support it hinders police administrators in maximizing the effectiveness of the police officer on the street.

## **RECOMMENDED CHANGES TO COMMUNITY SAFETY PLAN**

In April 1995, an additional component was added to the Community Safety Plan to enhance the partnership between Police and Fire personnel in neighborhood based prevention efforts. No further changes are recommended for the Plan at this time.

# **Restructuring Government Focus Area Critical Assessment**

## **PURPOSE**

Restructuring Government is a Council initiative that began in 1992 as the Public Resources Focus Area. The goals of Restructuring Government are to:

- Identify city priorities for services, capital investments and other funding needs and to approve a budget which reflects these priorities and needs
- Fulfill Council policies and guidelines for contracting out services
- Develop City-wide cost cutting ideas
- Achieve cost savings and improvements in City services through consolidation and partnerships
- Ensure that the City has a qualified, productive and motivated work force

This paper briefly assesses progress made in this Focus Area and identifies key questions for Council consideration and discussion.

## **STRENGTHS/ACCOMPLISHMENTS**

- The FY96 operating budget was presented with no increase in the tax rate; 141.5 positions were reduced for a cost savings of approximately \$4.6 million.
- All Key Businesses are developing competition plans. The following services have been opened for competitive bidding or contracted in the first six months of FY96:
  - City print shop
  - Fire station kitchen renovations
  - Sewer ROW clearing and maintenance
  - Telephone installation and maintenance
  - Traffic signal bulb replacement
  - CMUD materials testing
  - CMUD water service location
  - CDOT base failure repair

- COBRA administration, alarm ordinance enforcement
  - Fuel supply and distribution.
  - Council awarded a five year contract to BFI for the collection of residential solid waste for one-fourth of the City which began October 1, 1995.
  - CMUD saved \$300,000 with contracts for odor control, grounds maintenance and janitorial services.
- To date, \$13.1 million has been received from the sale of City owned properties. The following list summarizes the specific parcels and amount of sale:
    - Apparel Center Land (\$8.2 million)
    - Prince Holbrook Land (\$1.65 million)
    - 17 remnant parcels (\$1.01 million)
    - Coliseum Tract I (\$2.1 million)
  - 119 services valued at \$35 million were identified in the budget as candidates for competition/outsourcing during FY96 and FY97
  - The City and County Engineering Departments have consolidated their respective map rooms under County management effective July 1
  - The City and County mainframe computer operations were consolidated under County management
  - Employee health insurance costs were maintained with no increase in premiums for the third year primarily due to the success of managed care

## **AREAS OF DIFFICULTY**

### **Policy Issues**

- Because of the change to recover the loss of police tax equity and because of better than projected revenue growth and interest income, there will be approximately \$30 million available in bond capacity beginning in FY98. While this amount can be used to begin to address high priority needs, it will not be sufficient to address all of Council's goals in transportation, transit, and neighborhood infrastructure improvements.

- Under Council's current policy, all new revenue is dedicated to the capital program. However, there are still high priority operating needs identified in the Focus Area Plans such as the opening of new facilities (ADAM Service Area Center), police information system, additional Housing Inspectors, additional Community Improvement Inspectors. There are no new revenues to address these new programs in the operating budget.
- The FY97 budget and tax rate will be significantly impacted by financial decisions that the County is or will be making. While the budget can be held revenue neutral, the tax rate will increase to offset the loss of County contributions for police tax equity. In addition, the issues of park security and County landfill fees are still unresolved.
- Three areas of potential privatization need to be discussed as possible sources of reallocated revenue for Council Focus Areas or the CIP: small business garbage collection, apartment garbage collection and cemeteries.
- Employee and retiree health insurance continue to need review and renegotiation to keep competitive costs.

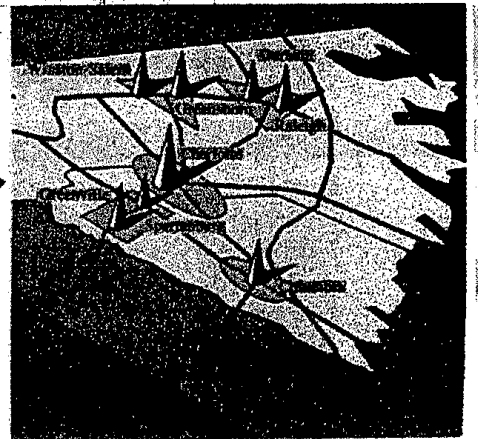
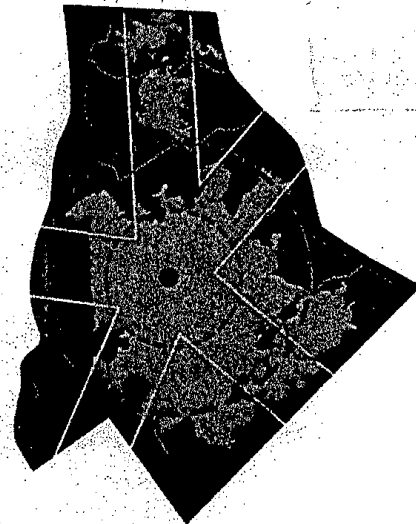
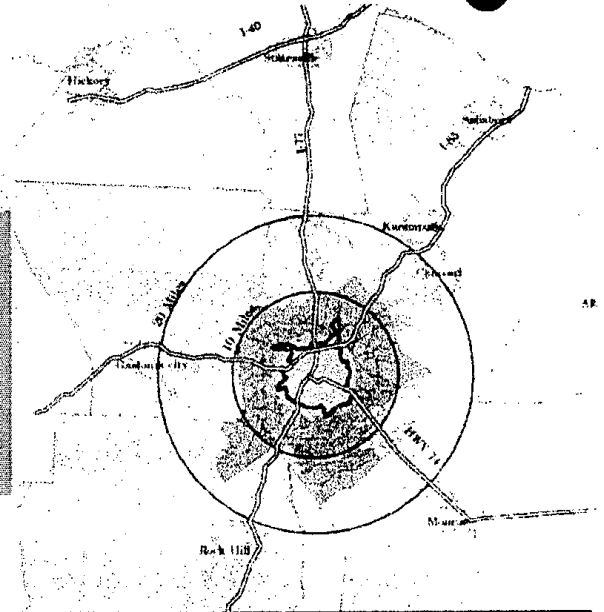
#### **Implementation/Organizational Issues**

- The City Manager's recommended FY97 budget included a 10% reduction in the budget allocation for the financial partners. City Council restored the budget cuts to the financial partners.
- The Manager's budget also recommended that Council adopt a resolution requiring the Auditorium, Coliseum, Convention Center Authority to turn over excess revenues to the City. Negotiations between Coliseum and the major tenant delayed and impacted the ability of the City to implement this goal.

# CENTER CITY CHARLOTTE

*Central Charlotte is the heart of the Carolinas' and of a growing and flourishing region.*

*But, how will people experience the Center City? The answer lies, in large part, in the personality, appearance and livability of the urban center together with its economic strength.*



## DEVELOPMENT PATTERN.

*" A vision for Uptown's future draws from the notion of a compact core coupled with the importance of development beyond the I - 277 Loop, and the linkage of the core area with the pattern of surrounding neighborhoods. "*

*Center City Charlotte - Urban Design Plan, 1990*

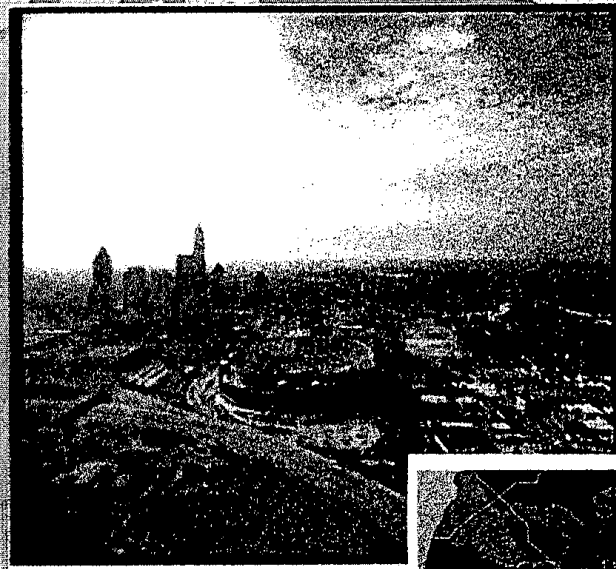
## EXPECTATIONS

- ◆ *Attracting people to live*
- ◆ *Designing for people*
- ◆ *Expanding the job base*
- ◆ *Offering a strong sense of safety*
- ◆ *Enlarging people attractions*
- ◆ *Creating distinctive identities*
- ◆ *Expanding educational opportunities*
- ◆ *Providing for auto, transit and pedestrian mobility*
- ◆ *Fitting the role of parking with development and revitalization expectations.*

**WHY IS THIS AREA IMPORTANT TO THE CITY  
AND THE REGION ?**

CENTER CITY

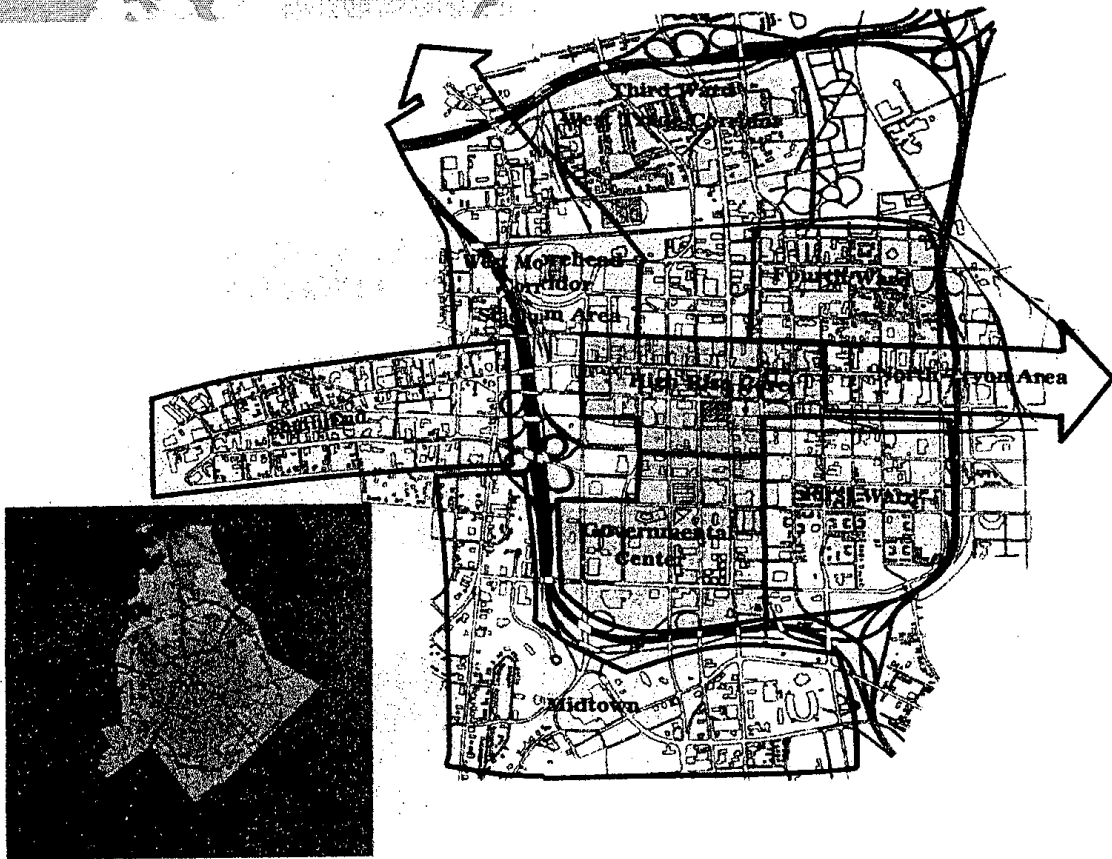
# UPTOWN AND ENVIRONS





CENTER CITY

# DEVELOPMENT DISTRICTS



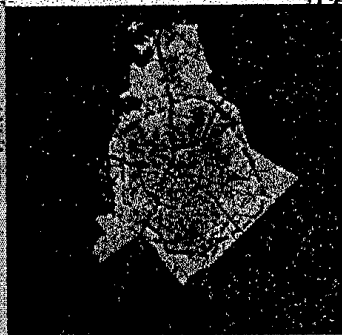
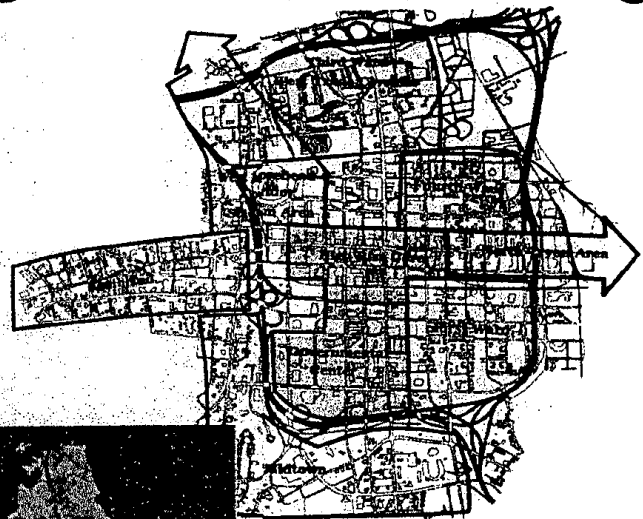
CENTER CITY  
**UNIQUE IDENTITIES**

*A VARIETY OF DISTRICTS AND SPECIAL FEATURES COMPRISE THE CENTER CITY.*

**DISTRICTS:**

- *Employment Core*
- *Government Center*
- *Stadium - Convention Center Corridor*
- *Cultural - North Tryon Area*
- *South End Area*
- *Mid - Town Area*
- *Residential Areas - First, Fourth and Third Wards.*

*The Plan envisions a development pattern that : 1) emphasizes the unique character and potentials of each area ; 2) seeks the best mix of activities and design relationships among the Districts ; and , 3) promotes the best interrelationships of these Districts to the ring of adjacent neighborhoods .*

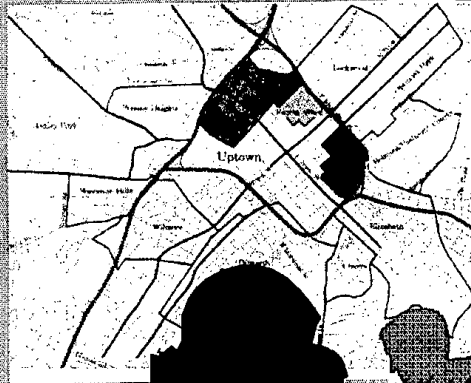


*" A successful core area presents a strong , positive image as the center of a larger region. It is a special place , with a feeling that can't be duplicated anywhere else in the region. "*

# DEVELOPMENT INITIATIVES

## WHAT ARE THE PRIORITIES ?

*NORTH TRYON OFFICE - RESIDENTIAL*  
*NORTH TRYON CORRIDOR - BEYOND 277*  
*COUSINS ENTERTAINMENT*  
*CONVENTION HOTEL*  
*NBA ARENA*  
*NFL STADIUM AREA IMPROVEMENTS*  
*RETAIL CENTER*  
*STRUCTURED PARKING*  
*ON - STREET PARKING*  
*TROLLEY - SOUTHEND TO FIRST WARD*  
*PUBLIC MARKET*  
*SOUTHEND CORRIDOR*  
*AQUARIUM*  
*MIDTOWN PLAN*  
*FIRST WARD PLAN*  
*THIRD WARD PLAN*  
*EARLE VILLAGE REDEVELOPMENT*  
*GOVERNMENT CENTER*  
*MARSHALL PARK*



## WHAT IS THE CITY'S ROLE ?

CENTER CITY

# MOBILITY

*As the Center City's activity increases, so must the area's capacity for safe, convenient access and movement.*

*TRAFFIC FLOW: Freeway loops and ramps, local street improvements.*

*TRANSIT: Bus system expansion, transitway option evaluation and shuttle service improvements.*

*RAIL CORRIDOR: Preservation and development potentials.*

*PARKING: Structured parking capacity, on-street parking expansion and surface lot capacity.*

*PEDESTRIANS: Sidewalks, safety and amenities.*



*" Projections place the Uptown employment figure past the 67,000 mark by 2005."*

*Center City Charlotte - Urban Design Plan. 1990.*

**CAN THE TRANSPORTATION AND PARKING SYSTEM MEET NEEDS OF A GROWING AND REVITALIZING CENTER CITY?**

# INTRODUCTION

## SETTING THE CONTEXT

*Patterns of Change*

*Urban Trends*

*A Decade of Balanced Growth*

## SOURCEBOOK

*Trends, Issues and Choices*

## ENVIRONMENT AND INFRASTRUCTURE

*Preserving, maintaining and enhancing*

## TRANSPORTATION

*Mobility in the Core*

## RESIDENTIAL

*Housing Market Shifts*

*Neighborhood Conditions and Problem Solving*

## ECONOMIC DEVELOPMENT

*Population Growth and Jobs*

*Geographic Focus on Opportunities*

*Business Corridors*

## QUALITY OF LIFE

*Range of Amenities*



## CHOICES WITHIN FIXED BOUNDARIES

*The choices we make during the next decade will affect the quality of life as well as the economic and fiscal health of a community as it comes to exist within fixed boundaries. Choices are being framed by the natural course of metro development and its impact on the central city and core county.*

*Charlotte - Mecklenburg SOURCEBOOK, 1996*

**ARE METROPOLITAN TRENDS APPLICABLE TO THIS REGION  
AND CHARLOTTE-MECKLENBURG ?**

**IF NOT THE ISSUES HIGHLIGHTED, THEN WHAT ARE THE ISSUES ?**

**WHAT OPPORTUNITIES DO WE HAVE OR ARE EMERGING ?**



# PATTERNS OF CHANGE



## THE ECONOMY AND URBAN PLACES

*For Europe and North America, 80% of all goods and services are produced in urban economies that embrace cities and their suburban regions.*

*Keys to success include bringing city and suburbs together, avoiding or undoing the concentration of poverty, having education meet the needs of the economy, positioning the community to compete globally, and finding and developing a market niche.*

*1992 European - North American State - of - the - Cities Report.*

## METROPOLITAN CHARACTER OF THE U.S.

*Nearly one-half of the U.S. population lives in one of 39 metro areas, while 75% resides in urban places.*

## HEART OF THE CAROLINAS'

*Charlotte - Mecklenburg is the heart of the Carolinas' and a growing and flourishing region.*

*Historically, the pattern of development, in the region was a clustering of smaller towns with more densely populated rural areas surrounding Charlotte.*

*In 1950, Charlotte's population was 134,052 people living within a 30 square mile area. The seven county area had a population of 588,170 people.*

*Over the past 45 years, growth has dramatically altered this picture. Today, this is a metro area with about 1.3 million people, and Charlotte's population has grown to nearly 450,000 residing within a 212 square mile area,*

# URBAN TRENDS

## GROWTH

*Metropolitan growth is occurring in the pattern of Los Angeles with its multiple centers spread over an expanding low - density form.*

*Geography of Nowhere, Kunstler 1993.*

## SURVEY OF CITIES

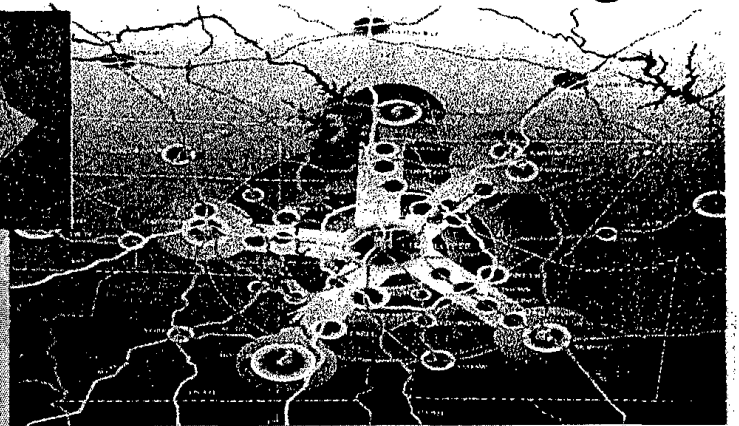
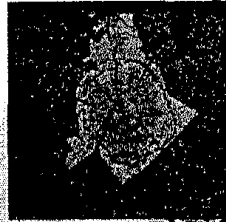
*" ... everywhere growth is forcing cities outwards , to new developments 20 or more miles away , and upwards , to soaring new downtowns ."*

*The Economist, 7/21/95, "A Survey of Cities."*

## URBAN PROBLEMS

*" The next major battleground for urban and social ills will be in medium - sized and smaller cities .... Urban problems in such places are growing more rapidly than in larger cities ... (like) Detroit and Los Angeles ."*

*Natl. Health and Hospital - 1980 - 1993 Data, Charlotte Observer 12/6/95*



CHARLOTTE REGION

## EDGE CITIES

*New edge cities are rising where there were only villages and farm land 30 years ago.*

*Edge city: Life on the New Frontier, Garreau, 1993.*

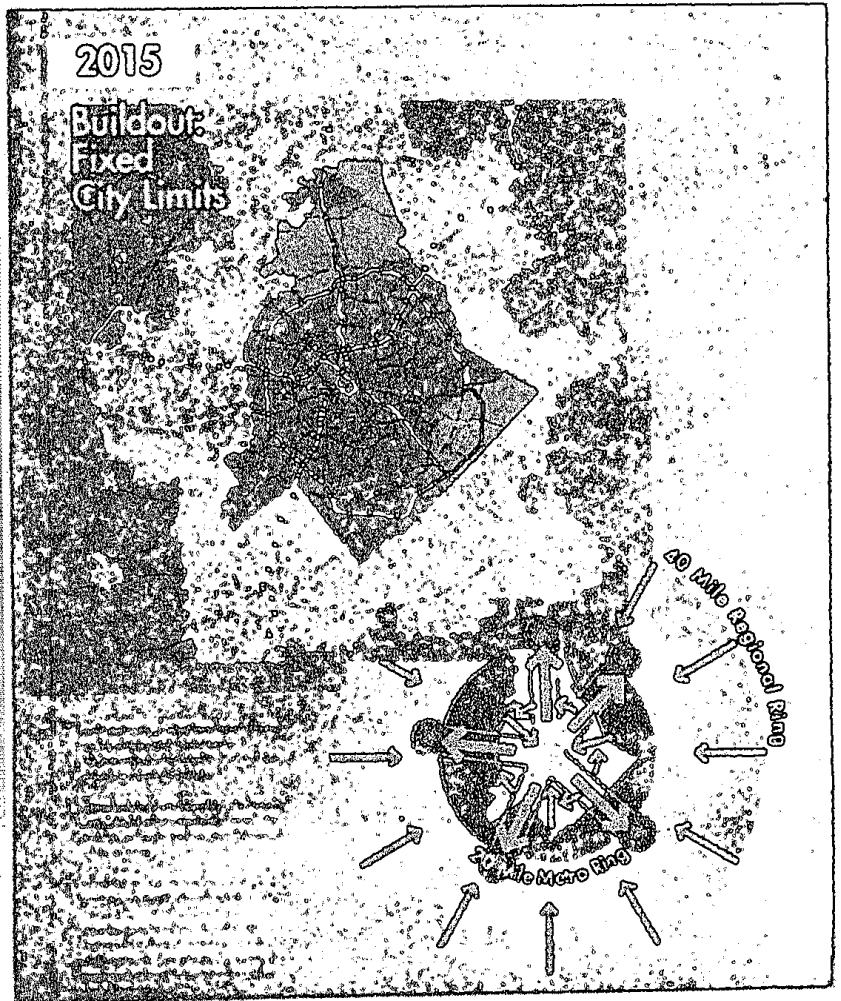
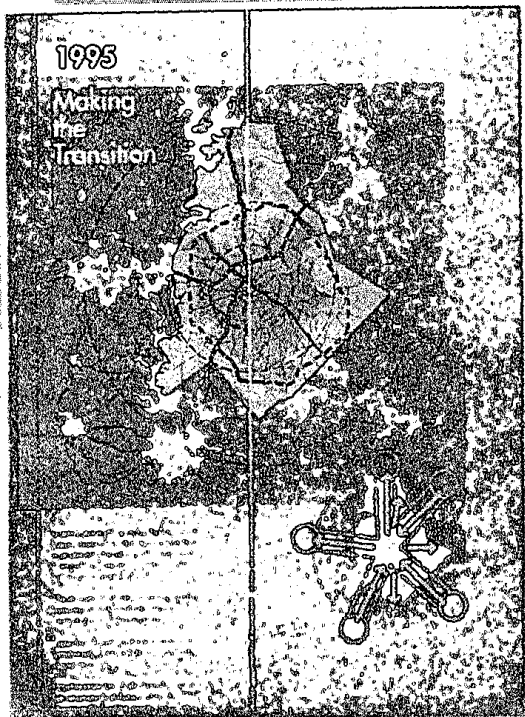
CHARLOTTE, the central city.....

MECKLENBURG, the core county

*" Understanding the stages of metropolitan growth and the key lessons of older metropolitan centers is key to developing effective , appropriate public policies ."*

*Charlotte - Mecklenburg Sourcebook, 1996.*

# STAGES OF GROWTH





# A DECADE OF BALANCED GROWTH

## WHAT LIES AHEAD?

*"This period of transition from expanding and flexible city limits to permanent fixed limits offers us opportunity ...."*

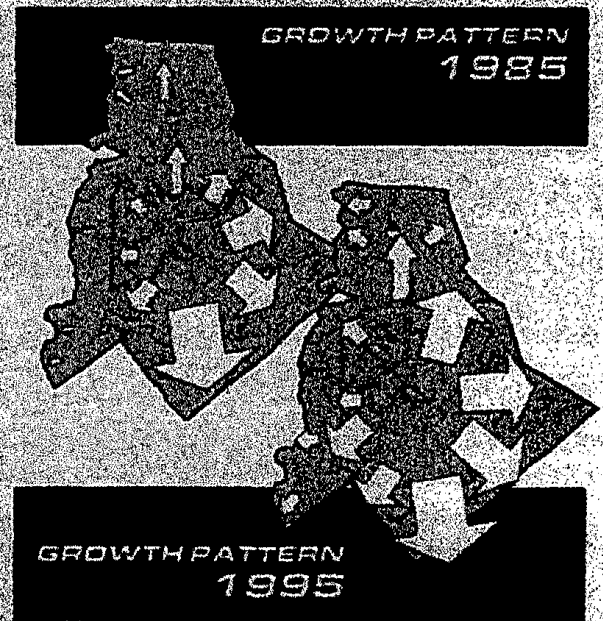
*What are the trends, issues and choices that frame this opportunity?*



## 2015 PLAN

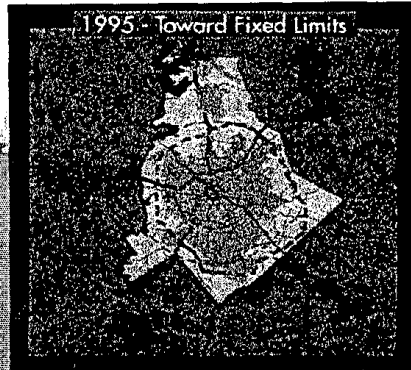
*Over the next 6 months, a public involvement process is being used to detail community issue and choices. Citizen focus groups and issue work groups are being used to assist in preparing community goals and objectives for the following issue topics:*

- \* Economic Development
- \* Transportation and Land Use
- \* Neighborhood Stability
- \* Education
- \* Urban Design
- \* Regionalism



*In the early 1980's development was gravitating to the east and south. While development remains strong in these areas, all other parts of the County are experiencing growth to create a more balanced growth pattern of suburban expansion.*

# STRENGTH OF THE ECONOMY



## HOW MUCH ARE WE GROWING ?

	1980	1990	1995
POPULATION	404,000	515,000	580,000
HOUSEHOLDS	128,000	173,000	229,000
EMPLOYMENT	286,000	427,000	460,000

**GROWTH INELASTICITY**  
 SURROUNDING COUNTIES ARE POSITIONED TO MAKE UP THE MAJORITY OF METROPOLITAN POPULATION GROWTH AND ATTRACT INCREASINGLY MORE JOBS THAN THE CORE COUNTY.

## WHAT ARE THE TREND FORECASTS?

	2015
235,000 MORE PEOPLE	815,000
85,000 NEW HOUSEHOLDS	314,000
148,000 MORE JOBS	608,000

SOURCE: WEFA GROUP, 1993

### DISCONTINUITIES

- \* EDGE CITIES - 20 MILE RING CITIES & SUBURBS
- \* MOBILITY - OUTERBELT COMPLETION
- \* HOUSING - COST DIFFERENTIAL.



CHARLOTTE - MECKLENBURG  
**SOURCEBOOK**

**A HEALTHY COMMUNITY -----  
DESPITE FIXED LIMITS**

**TEAM EFFORT**

*Preparation of the Sourcebook was a team effort of both Sponsors and compiling the document.*

*"By 2015, Charlotte-Mecklenburg will reach geographic inelasticity... (It) will no longer be able to grow through annexation... growth must come through infill, reurbanization, and regeneration."*

*The suburbs of the 21st Century are beyond the boundaries of Mecklenburg County.*

**SHAPING GROWTH**

*"Edge-city growth, development, and acceptance, just like that of their central-city siblings, depends on the public's willingness to provide infrastructure, tax abatement, land, and other development tools controlled by local officials."*

*Cityscapes and Capital, Pagano and Bowman, 1995*

**SIGNIFICANT TRENDS ?**

**KEY QUESTIONS ?**

**IMPORTANT CHOICES ?**

**A DEVELOPMENT STRATEGY** must focus on the critical issues and moments of opportunity facing Charlotte as the central city and Mecklenburg as the core county within a rapidly expanding, suburban metropolitan region.

**CHARLOTTE - MECKLENBURG  
SOURCEBOOK**

**DISCUSSION GUIDE**

***IT IS NOT A PLAN***

***IT IS INTENDED TO:***

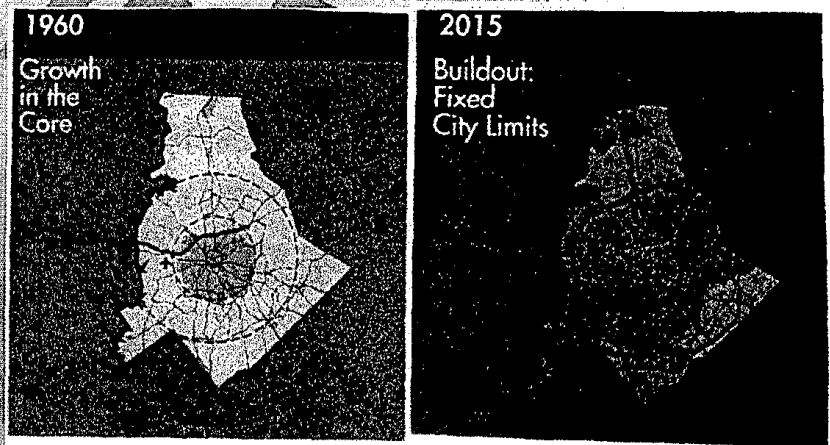
- *Document the natural course of metro development,*
- *Its impact on core cities and county, and*
- *The public policy issues requiring attention in order to have a healthy, prosperous community.*

***IT DESCRIBES THE STAGES OF METRO GROWTH AND ITS IMPLICATIONS FOR CENTRAL CITY AND CORE COUNTY DEVELOPMENT PATTERNS.***

***IT HIGHLIGHTS FIVE ISSUE AREAS:***

- Transportation*
- Environment and infrastructure*
- Residential*
- Economic Development*
- Quality of Life*

***IT OUTLINES A DIRECTION FOR DISCUSSION AND CONSENSUS BUILDING.***



*STAGES OF GROWTH*

***ARE METROPOLITAN TRENDS APPLICABLE TO THIS REGION AND CHARLOTTE - MECKLENBURG. ?***

***IF NOT THE ISSUES HIGHLIGHTED, THEN WHAT ARE THE KEY ISSUES ?***

***WHAT OPPORTUNITIES DO WE HAVE OR ARE EMERGING ?***



# ENVIRONMENT AND INFRASTRUCTURE

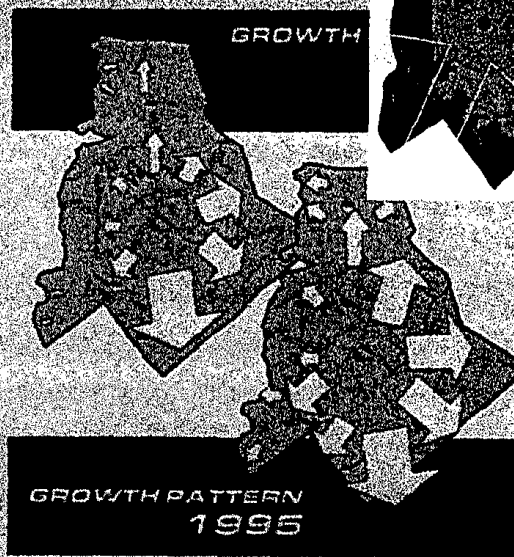
*"The natural beauty of the environment continues to be one of the most important assets of the County."*

LAKES AND RIVERS  
PARKS AND GREENWAYS  
DRAINAGE BASINS  
SCENIC RESOURCES  
TREES AND STREETSCAPES

*"Because our geographic growth is finite, we should plan infrastructure that will accommodate more compact development ..."*

*As Charlotte ages, the need to replace older infrastructure will become a major expenditure, especially in the aging core area."*

**WHAT ARE THE EXPECTATIONS FOR A QUALITY ENVIRONMENT AND ADEQUATE INFRASTRUCTURE ?**



*"... the critical elements in transforming a community into the cityscape of tomorrow are the vision of its leaders, their commitment to pursue the vision, and their capacity to mobilize public capital for the attainment of the vision."*

*Important too are the strengths, diversity, and resilience of the underlying economy."*

*Cityscapes and Capital. Pagano and Bowman. 1995.*

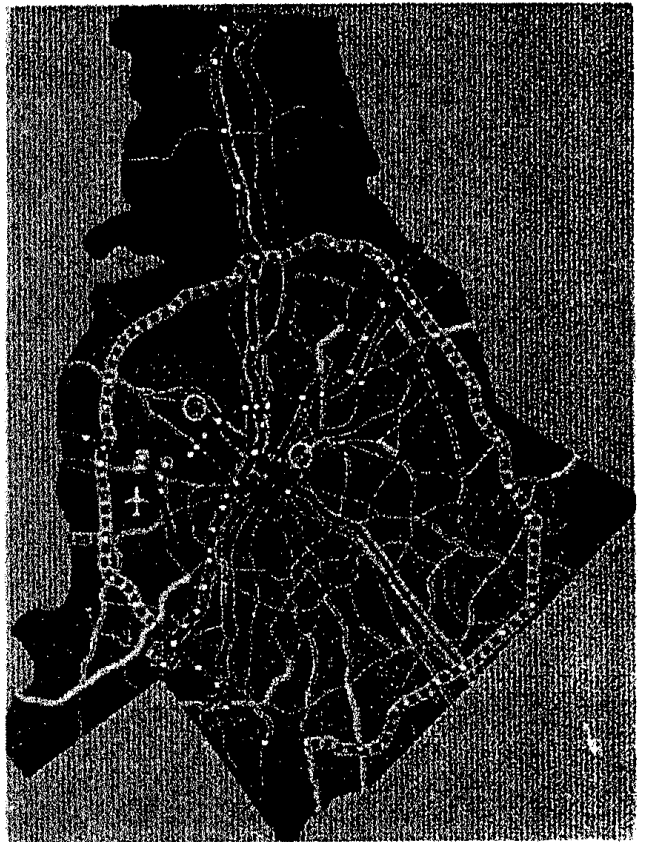
# TRANSPORTATION

*For the Central City and Core County, ease of movement and accessibility are pre-conditions to successfully competing as a good place to live and do business.*

## *TRANSPORTATION CONTEXT*

- ◆ *Global Connections -- Airport Improvements*
- ◆ *Regional Relationships -- Metro Roadway System*
- Community Circulation Today -- Need for Road Improvements*
- Mobility Tomorrow -- Role of Transit*

**WHAT ARE THE TRENDS AND VISION FOR TRANSPORTATION ?**



# RESIDENTIAL CHOICES

## HOUSING MARKET SHIFTS

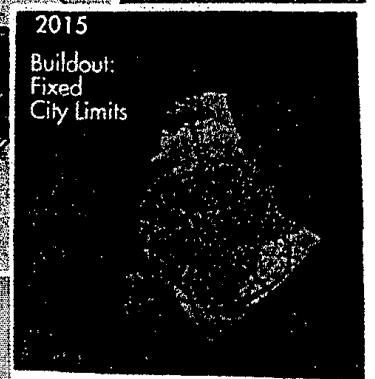
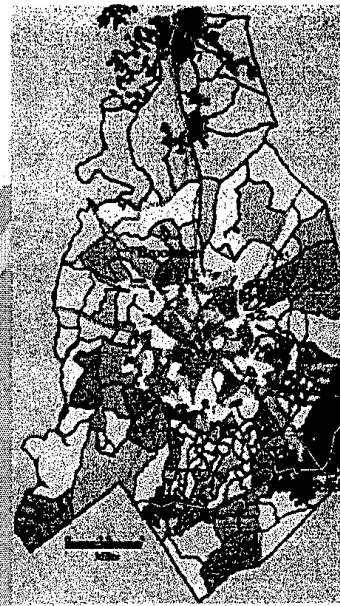
*In other metro areas, when central-city limits become fixed and growth continues on the metro perimeter, significant demographic shifts occur. Changes are reflected in lower new housing costs at the metro edge. This encourages an exodus of middle income families.*

*Also, there is an expanding pattern of deterioration in not only low, but older middle income neighborhoods.*

## STRENGTH IN OUR CHOICES

*Today, there is a wide variety of residential choices -- from middle-income to high value -- located throughout the County and Charlotte.*

**WHAT IS OUR VISION FOR THE REVITALIZATION AND PRESERVATION OF NEIGHBORHOODS ?**



## TAX BASE

*"Residential development accounts for 63% of the County's tax base and 62% of Charlotte's tax base. These percentages illustrate the importance of maintaining Charlotte-Mecklenburg as an affordable place to live...."*

*Protecting existing neighborhoods and providing higher-density residential will keep the residential tax base strong and meet future market demands for variety in housing options."*

*Charlotte - Mecklenburg Sourcebook 1996.*

# ASSESSMENT

## LIVABILITY

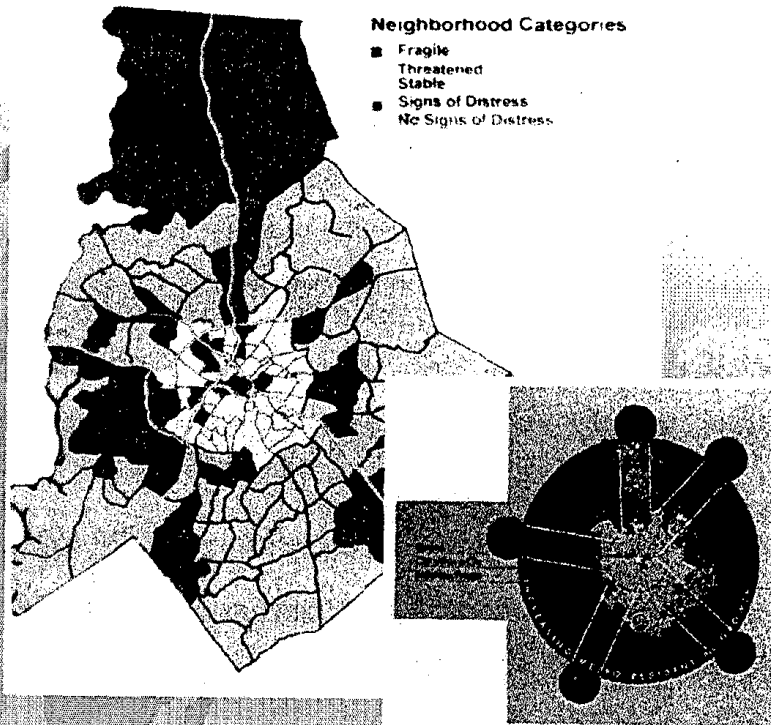
*To a great extent livability is determined by how people feel about their neighborhoods together with how they feel about the prospects for their lives and community.*

## NATIONAL ISSUE FOCUS

*"Issues that are important to quality of life ... low crime and safe streets, ... a good personal financial situation, a strong family and good health."*

## LINKING CITY AND SUBURBS

*"The long-term welfare of suburban residents is still closely linked to how well center cities and their residents perform economic and social functions."*



**WHAT IS THE VISION FOR NEIGHBORHOOD CONDITIONS THROUGHOUT THE COMMUNITY?**



# NEIGHBORHOOD SERVICE DELIVERY



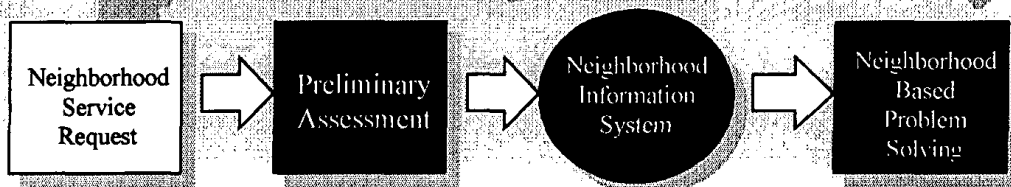
*Neighborhoods - residential and commercial - are the key building blocks of the community. Consequently, local government needs to pay increasing attention to helping neighborhoods . . .*

*What are the expectations for neighborhood service delivery?*

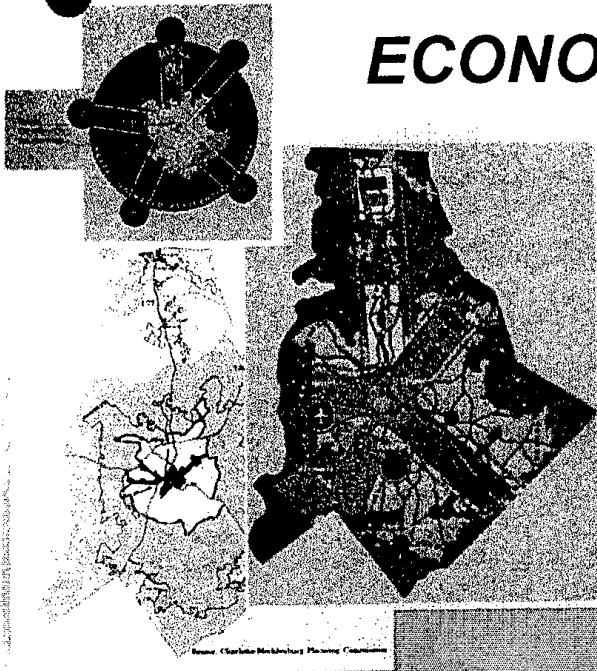
## Service Delivery Strategy

- Coordination of Service Delivery
- Information Base on Neighborhoods
- Team Based Response System

## Process Steps



# ECONOMIC DEVELOPMENT



## COMMERCIAL VALUE

*"Commercial taxes represent 37 % of the County's tax base and 38 % of the City's tax base. ... In many central cities and core counties, fixed city limits have lead to business and job loss. The resulting erosion of the commercial tax base, decline in tax revenues and added demand on existing taxes increase the tax burden on the residents and businesses that remain ..."*

*Charlotte - Mecklenburg Sourcebook, 1996.*

## GEOGRAPHIC FOCUS

- ◆ *Regional and local CORRIDORS — Business Corridors*
- ◆ *Development Centers — Airport, Uptown, University, S. Park*
- ◆ *Growth or Redevelopment Districts — CWAC, West Side.*

## JOBS

*"As expected, job growth parallels the trend in population growth... What many inelastic areas have lost is the ability to compete." — David Rusk.*

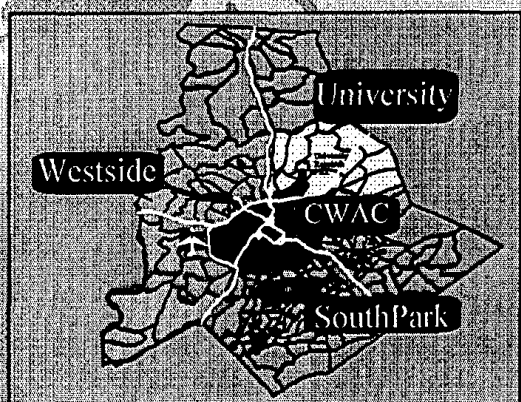
## ASSESSED VALUE

*Average annual growth of assessed valuation for 1991 - 96 was 7.7 %. Over the past year it was 2.8 %. (Total current value — 42 billion \$.)*  
*2/22/96 Moody Credit Report.*

*"Sustaining continued economic development and enhancing the commercial tax base are fundamental elements in maintaining a healthy City and County."*

**WHAT ARE THE EXPECTATIONS FOR THIS AREA AS A COMPETITIVE LOCATION FOR BUSINESS AND JOBS (Manufacturing Jobs Issue) ?**

# BUSINESS CORRIDORS and DEVELOPMENT AREAS



*The health and quality of our neighborhoods and business corridors will ultimately determine the overall quality of life of the community.*

City Within A City Needs Assessment identified 43 urban neighborhoods as fragile or threatened. Neighborhood Statistical Assessment identified 18 suburban neighborhood clusters as showing signs of distressed. The Business Corridor program is focusing on 9 distress business corridors.



*What are the expectations for meeting the needs of various urban corridors?*

- North Tryon
- South End
- 7th Street and East Boulevard
- Beatties Ford Road
- West Boulevard

# QUALITY OF LIFE

## LIVABILITY FEATURES

- ◆ Safety
- ◆ Education
- ◆ Health
- ◆ Human Services
- ◆ Historic Resources
- ◆ Culture and Arts
- ◆ Entertainment and Sports
- ◆ Recreation

*"Quality of life depends on the breadth and depth of the amenities a community offers ..."*

*Quality of life is not dependent on a single category, but on the entire range of educational, recreational, cultural, medical, human, and government services and entertainment opportunities."*

**WHAT ARE THE KEY ELEMENTS OF A HIGH QUALITY OF LIFE ?**



## LAND USE PATTERN.....

*"Our community is undergoing a dramatic evolution... the question is not whether Charlotte-Mecklenburg will be urban. but what kind of urban area it will become."*

Generalized Land Plan - 2005.



# REFERENCES

*The Next American Metropolis.* Peter Calthorpe. Princeton Architectural Press. 1993.

*Cities Without Suburbs.* David Rusk. Woodrow Wilson Center Press. 1993.

*Cityscapes and Capital.* M. Pagano and A. Bowman. Johns Hopkins University Press. 1995.

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*New Visions for Metropolitan America.* Anthony Downs. The Brookings Institute. 1994.

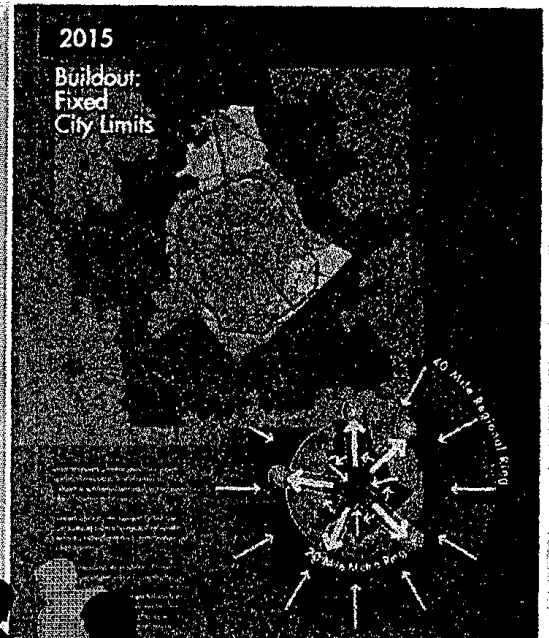
## LOCAL REFERENCES

*Focus 95.* Charlotte City Council.

*Regional Sourcebook - Charlotte Metropolitan Region.* 1995.

*Regional Land Use Vision - Charlotte Metropolitan Region.* 1995.

*2015 View.* 1995.



# Mini-Retreat Process

Understand  
Trend Data



Interpret & Clarify  
Meaning of Data



Infer Significance  
and Applicability  
to Charlotte



Identify Strategic  
Directions  
for City



Prioritize *Desired Results*  
in Each Focus Area



Select Specific  
Action Steps

## Definitions

### Result

\* A specific description of a desirable condition or state in the future, what we ultimately want life in Charlotte to be like (in the area under discussion).

vs.

### Action Step

\* One or more specific tactics to be used to achieve the desired result; action that can be accomplished in a specified time frame at a specified cost.

### Interests

\* Desired results, the reason behind the interests (why we want it).

vs.

### Positions

\* Opinions or decisions about what action steps are appropriate (what we want).

### Debate

\* Advocating a position; attempting to influence others; challenging others positions by pointing out weaknesses and/or fallacies.

vs.

### Dialogue

\* Asking questions in order to clarify or to increase understanding.  
\* Actively listening in order to understand different points of view.  
\* Willingness to be influenced.

**Data:** Facts or numbers you can prove

**Inference:** What these facts or numbers might mean.

**Assumption:** Something taken for granted as true

## EXAMPLE

**Trend Data:**

Central City and Core County will reach "inelasticity" by 2015. [Assumptions: Current pattern will continue for next 20 years; no major shift in direction is foreseen.]

**Interpretation, Implications**

With no further geographic growth, future growth must come through infill, reurbanization, and regeneration.

**Significance and application to Charlotte**

Charlotte-Mecklenburg can't wait until 2015 to consider/promote other types of growth; need to make decisions now to shape that growth. [Assumption: Growth must be promoted in order to prevent a declining tax base.]

**Strategic Direction**

Preserve middle income residential opportunities in the central city and core county.

**Desired Result**

Existing neighborhoods will be preserved and there will be increased higher-density residential development in the central city and core county.

**Action Step:**

Through partnerships, to increase owner-occupied housing in \_\_\_ neighborhood by 10% per year for the next 5 years.



# CHARLOTTE - MECKLENBURG SOURCEBOOK

WHEN ALL  
AVAILABLE LAND IN  
MECKLENBURG COUNTY  
HAS BEEN ANNEXED,  
CITIES MUST FIND  
NEW WAYS  
TO GROW



HUNTERSVILLE



DAVIDSON



MECKLENBURG



CORNELIUS



MINT HILL



PINEVILLE



MATTHEWS



CHARLOTTE

ISSUES & INFORMATION  
LESSONS & OPTIONS  
CHOICES & ACTIONS



# Future is Today

## Contents

This sourcebook documents the natural course of metro development, its impact on the core cities and county, and the public policy issues that need to be addressed in order to create a prosperous future.

### Context

Understanding the stages of metropolitan growth and the key lessons of other older metropolitan centers is key to developing effective, appropriate public policies.

### Issues

Five key issues will play a major role in influencing our community's growth and development.

### Future is Today

### Stages of Growth

### Key Lessons

### Transportation

### Environment & Infrastructure

### Residential

### Economic Development

### Quality of Life

### Selecting Our Future

## The Decade of Decision

Mecklenburg County and its municipalities — Charlotte, Pineville, Matthews, Mint Hill, Huntersville, Cornelius and Davidson — are facing a dramatic change in the way they grow. This change will hold challenges and opportunities for all of us who live and work here.

Traditionally, our municipalities have increased their resources and tax base by annexing land adjacent to them. Urban expert David Rusk calls cities that grow in this fashion "elastic." However, by 2015 — just 20 years from now — these cities will have annexed all remaining unincorporated parts of Mecklenburg County. They will be "inelastic"; they will no longer be able to grow by simply adding territory.

The decisions we make in the next decade will determine how successful we are in keeping our cities — as well as Mecklenburg County and the entire metropolitan area — healthy and prosperous despite this inelasticity. The Charlotte-Mecklenburg Sourcebook describes the challenges we face and their impact on us; it also outlines some of the public policy issues we must address in order to ensure our success.

### Charlotte The Center City

Within the concentric and radial metro area, the city of Charlotte occupies the central position located primarily within the 10-mile ring.

The health of the central city is vital to both Mecklenburg County and the greater metropolitan area.





"Elastic cities ... (have) the political and legal tools to annex new land."

David Rusk, "Cities Without Suburbs," 1993

Elastic refers to a condition in which open space is available for a city to annex in order to maintain social and economic balance.

"Inelastic cities ... are unable or unwilling to expand their city limits."

Inelastic refers to a condition in which cities can no longer use annexation as a tool for maintaining their balance and health.

Decisions made during the next decade are key to the future as Mecklenburg's seven cities reach their geographic limits.

Mecklenburg's cities reach a new and different stage in their history.

What key lessons can we learn from older central cities and core counties that have already passed through this transition?

As the metro area fills in, Charlotte-Mecklenburg needs to maintain accessibility and mobility.

Continued urbanization will put increased pressure on the environment and infrastructure.

Maintaining residential balance is increasingly important as residential growth accelerates in surrounding counties.

Sustaining economic growth in the multiple, diversified economic centers throughout the core county will be imperative.

The desirability of living and working in the core county will depend on maintaining the quality of life.

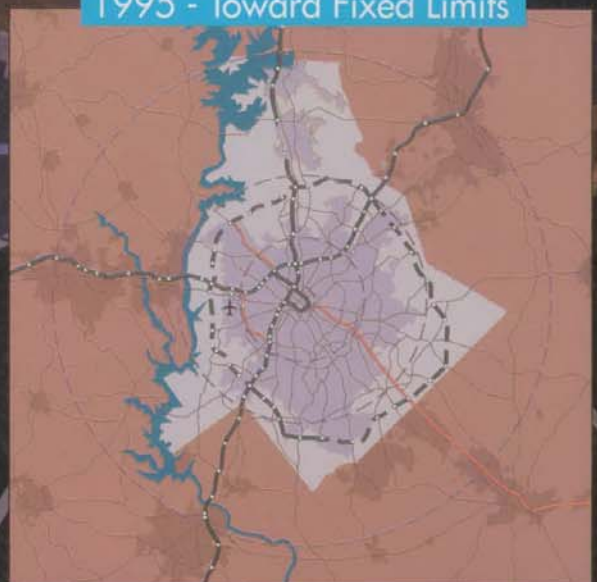
Mecklenburg and its cities must have a policy framework to make our vision a reality.

## Mecklenburg The Core County

Mecklenburg's eccentric and elongated shape presents special opportunities and challenges. Mecklenburg's largest city occupies the center; its other cities are located on the 10-mile ring and extend to the north metro perimeter.



## 1995 - Toward Fixed Limits

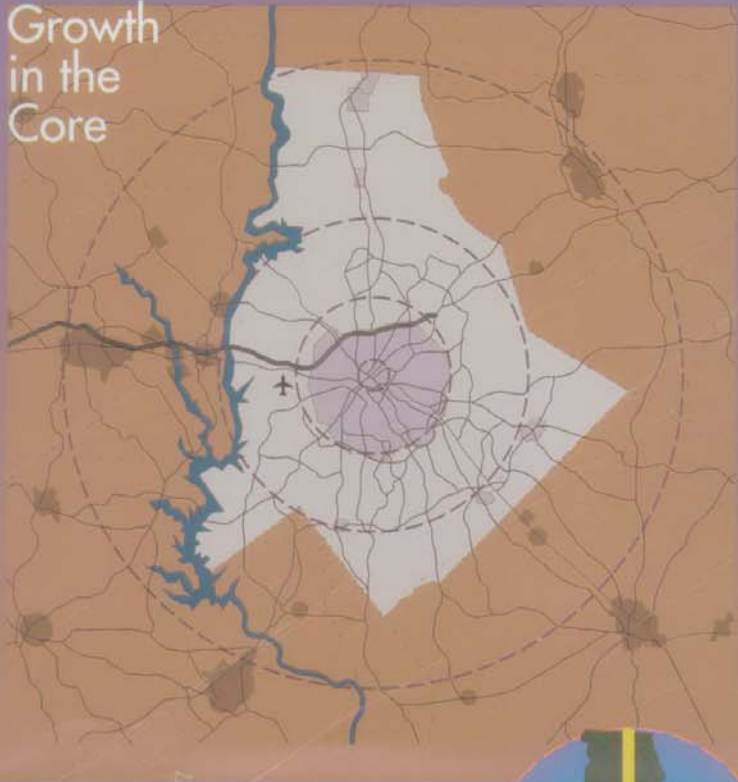




# Stages of Growth

1960

## Growth in the Core



- In 1960, only Mecklenburg County and its seven municipalities formed the metropolitan area, or the census-designated Metropolitan Statistical Area (MSA).
- Population growth was heavily concentrated in the central city (Charlotte) and the core county (Mecklenburg).
- Charlotte was the job center for residents of Mecklenburg and surrounding counties.



1995

## Making the Transition



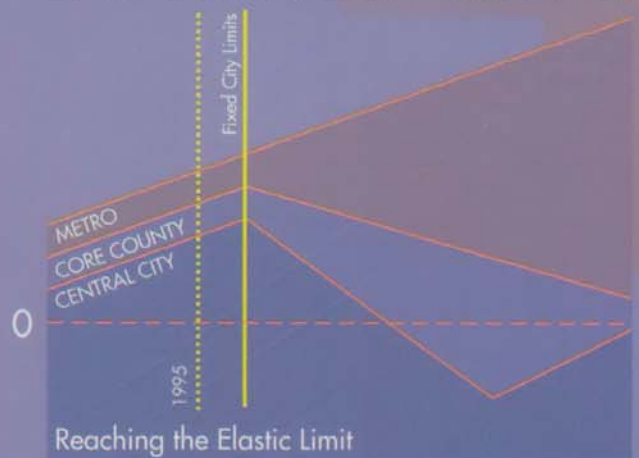
- Metropolitan area (and census-designated MSA) includes seven counties: Mecklenburg, Gaston, Cabarrus, Lincoln, Rowan, Union (NC) and York (SC).
- Population growth has begun to accelerate in the counties surrounding Mecklenburg.
- Jobs are being created at an increasing rate in the surrounding counties.
- Manufacturing and distribution businesses are beginning to relocate to surrounding counties.

## Metro Growth and the Core

Experiences in other metropolitan areas show that the core county and the perimeter experience maximum growth at different points in the metropolitan growth cycle. In the early, formative stages, the core county experiences high growth, while the perimeter experiences slow growth. As the metro area continues to grow, the cities in Mecklenburg County will eventually annex all available land in the county and will develop fixed city limits. Because the cities are unable to grow through annexation, the core city's and Mecklenburg County's population growth will slow and the city and county could even lose population, while growth beyond Mecklenburg on the metro perimeter will accelerate.

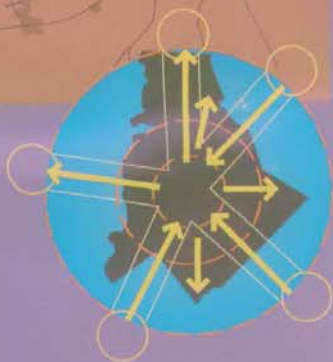
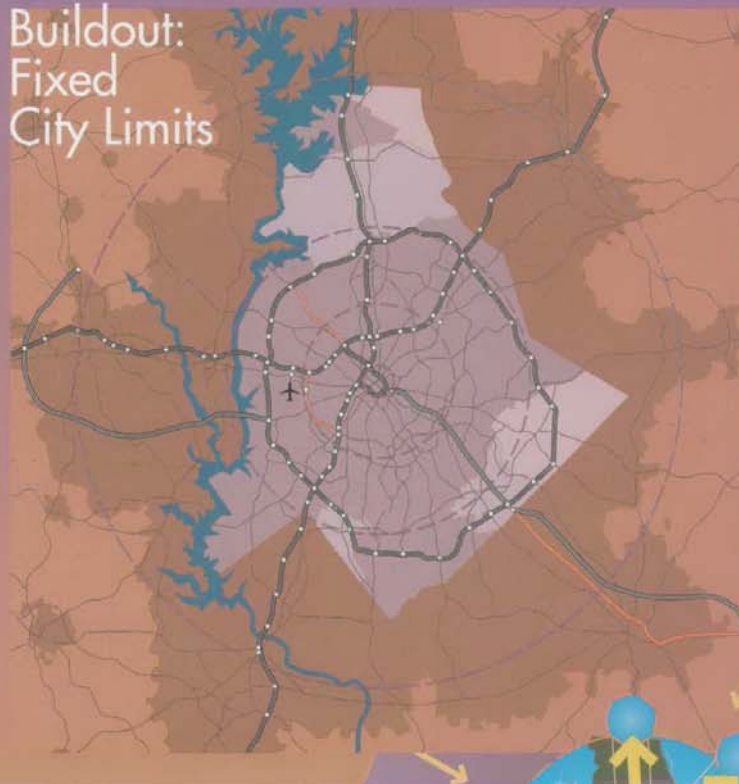
## Percent Growth Rate

While the metro area continues to grow thanks to continued geographic elasticity, the core county's growth rate typically declines.



2015

## Buildout: Fixed City Limits

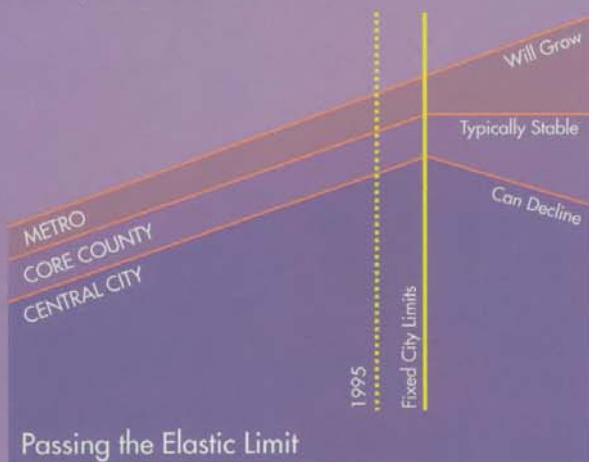


- Surrounding counties will make up the majority of metro population and create more jobs than the core county.
- Cities in the core county will reach geographic inelasticity and will no longer be able to grow through annexation.
- A 40-mile regional ring will develop around the central city.
- Businesses will migrate from the central city and core county to surrounding counties, causing a decline in tax revenues for the core county.



## Trends in Total Population

While the metro area continues to gain population, areas in the core may lose residents.



## Growth Despite Inelasticity

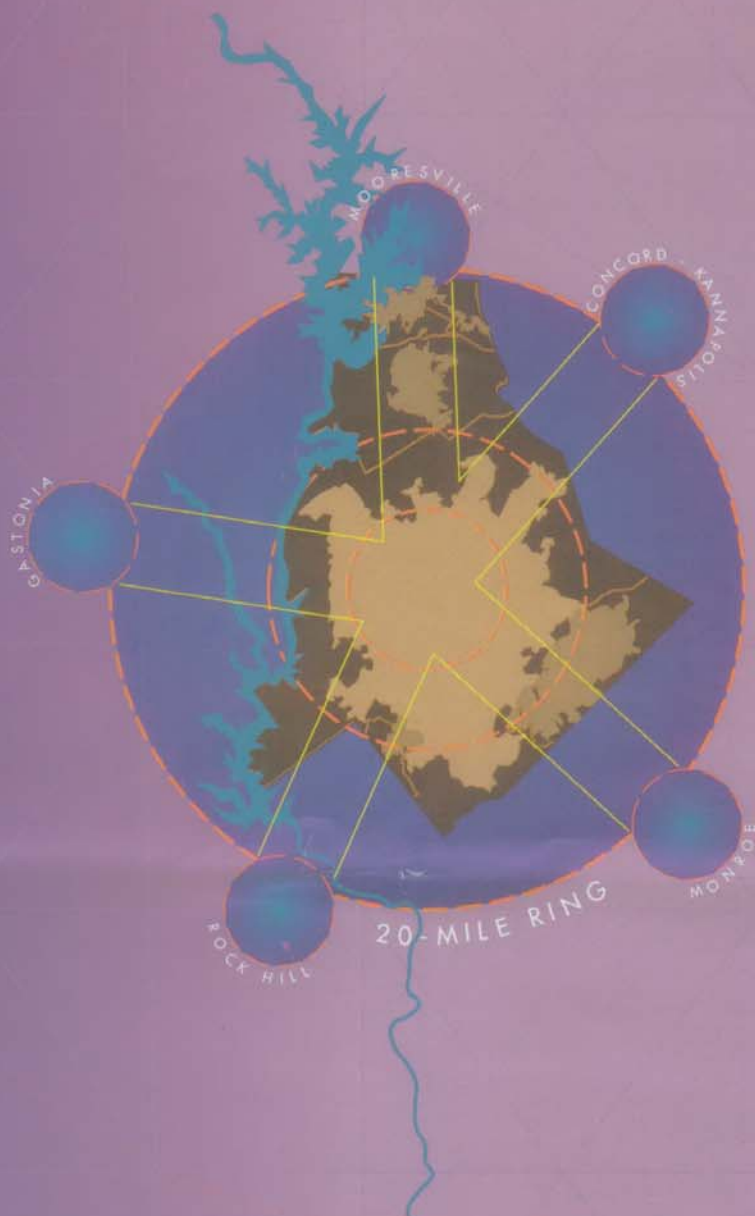
As stated previously, by 2015 Charlotte-Mecklenburg will reach geographic inelasticity and will no longer be able to grow through annexation.

However, inelasticity does not have to mean that Charlotte-Mecklenburg stops growing. Instead, it means that growth must come in other ways — for example, through infill, reurbanization and regeneration. Planned and managed well, these types of growth can ensure that the county and its cities will have the tax base and resources they need to remain healthy and strong.

To create a viable future, Charlotte-Mecklenburg cannot wait until inelasticity occurs to consider other types of growth. The choices we make during the next decade can help promote continued growth within the fixed boundary we know lies ahead. A comprehensive and integrated growth strategy for the next decade should focus on five key issues: transportation, environment and infrastructure, residential, economic development and quality of life (including education, recreation, culture and the arts).



## Key Lessons for the Core



## Lessons for the Core

We can learn lessons about ways to encourage growth by looking at the successes and challenges of more developed central cities and counties that have already experienced the stage of growth that Charlotte-Mecklenburg will face in the next decade.

The metro areas profiled in this sourcebook were chosen on the basis of their similarities in metro configuration, population and area or on their stage of evolution. Similar facts about Charlotte-Mecklenburg have been listed for comparison.

In a concentric metro area, such as the Charlotte metro area, the central city and core county have both advantages and disadvantages. The advantage is that the central city and core county will always remain geographically central to metro-area businesses and residents.

The city and county, however, face two disadvantages. The first is the danger of becoming locked in and isolated. The second is the potential for a declining tax base. As the core builds out and commercial development and residential growth shift to surrounding counties, it becomes difficult for the core to maintain an adequate tax base.

## Charlotte - Mecklenburg County

### Statistics

Size of City / County: 212 sq. miles / 528 sq. miles

Population Change: City population 455,367 in 1995, increased from 1970 total of 241,420; county 581,466 in 1995.

Tax Base: \$32 billion (county)

Bond Rating: AAA

### Successes

- Sports, including Charlotte Hornets, Carolina Panthers, Olympics-related events in 1996, professional golf tournaments
- Airport — Federal Aviation Administration-designated major air hub; USAir commercial passenger hub
- Corporate headquarters, including NationsBank, First Union, Duke Power, Belk Stores Services, Nucor, National Gypsum, Continental General Tire, Sea-Land Services, Royal Insurance, United Dominion
- UNC Charlotte — designated level 4 Ph.D.-granting research institution
- Business, sports and cultural facilities, including Convention Center, Coliseum, Performing Arts Center, Discovery Place, Mint Museum, Carolina Stadium, Spirit Square, Afro-American Cultural Center

### Challenges

- Regional transit, roadway and land-use planning — funding for needed transportation improvements and maintaining access to the core
- Parks and recreation — balancing open space and recreational opportunities with population
- Education, both K-12 public education and higher education
- Healthy neighborhoods
- Rising social service costs
- Predominant land-development patterns require automobile use
- Widening income and race gap between suburbs and central city

### Issues to Consider

Policies and strategies must be developed to ensure long-term residential stability, commercial viability and accessibility in the central city and core county. To remain stable residentially, the core must maintain a high quality of life. To remain an employment center, the core must remain accessible to workers in the metro and regional labor force. To remain accessible, the core must have an effective transportation network. To remain attractive, the core must offer a range of jobs and housing for residents.

To provide the features that will keep the core viable, the core must focus on planning and services in the five key issues identified in this sourcebook: transportation, environment and infrastructure, residential, economic development and quality of life.

### The Role of Public Policy

Public policy establishes guidelines for regulating, investing in and operating the city and county. It is a fundamental and important tool in sustaining, enhancing and strengthening the social and economic growth of Charlotte-Mecklenburg. The public sector will need to play an increasing role in remodeling and reinventing older urban neighborhoods and business districts as fixed limits become a barrier to incorporating new developments.

Building positive relationships among all cities and counties in the metro area can establish a framework for maintaining the health and vitality of all the communities in the metro area. Local public policy that recognizes growing regional relationships and meshes local concerns with regional goals and policies is the most effective way to provide high-quality infrastructure to the core and the growing suburbs.



## Atlanta - Fulton County

Size of City / County: 131.8 sq. miles / 528.7 sq. miles

Population Change: City Population 393,929 in 1990, declined from high of 497,000 in 1970.

### Successes

- Construction of rail system linked to airport secures Atlanta's position as the most accessible point in the metropolitan area, resulting in billion-plus investments in new office development, strengthening tax base and adding thousands of new jobs
- Pursuit of international strategy strengthens Atlanta's image as an international business and distribution center
- Continuous support of Hartsfield International Airport gives Atlanta the Southeast's major passenger and freight airport

### Challenges

- Suburban growth and lack of a regional strategy threatens to erode Atlanta's and Fulton County's successes as population and jobs move beyond the outerbelt freeway
- EPA rated air quality as "serious"



## Cleveland - Cuyahoga County

Size of City / County: 77 sq. Mi. / 458 sq. miles

Population Change: City population 505,616 in 1990, declined from 1970 high of 743,040.

### Successes

- Strong center-city employment
- Revitalization efforts, including a renewed uptown waterfront
- Creation of "Growth Cleveland," a coalition of civic leaders that helps promote growth and redevelopment of the central city
- Developed an extensive public riverfront park system through the heart of the county
- Very strong visual and performing arts institutions

### Challenges

- Very low bond rating
- Lacks strong positive image
- Extensive loss of manufacturing jobs in the central city
- EPA rated air quality as "moderate"



## Houston - Harris County

Size of City / County: 594.12 sq. miles / 952 sq. miles

Population Change: City population 1,630,864 in 1990, increased from 1970 total of 1,233,000.

### Successes

- Oil capital of the United States
- Has attracted many national and international headquarters
- Strong medical establishment
- Home to the NASA Space Center
- Extensive radial and loop freeway network
- Maintained ability to annex

### Challenges

- Uncontrolled low-density sprawling urbanization results in need for extensive, costly infrastructure
- Lack of coordinated transportation and land-use policy reduces efficiency of transportation investments
- Crosstown mobility handicapped by lack of continuity in the local street network
- EPA rated air quality as "severe"







Legend

1990 incommute / % increase 1980-90

**Q: How should we reduce commuting times, which is projected to double?**

**Q: Should we reserve corridors now for future transitways?**

## Mobility in the Core

The central city and core county in a concentric and radial metropolitan area, such as the Charlotte metro area, have the advantage of being the most accessible locations to the greatest number of people. They also have the disadvantage of having the worst traffic congestion, because both local and through traffic are concentrated in the central city. Many central cities have learned, at great expense, that a coordinated, cost-effective transportation and transit strategy is the foundation for sustaining continued urban growth. The Charlotte metro area has already taken many steps to ensure its transportation future, yet needs to take others. The "Centers and Corridors" land-use vision, developed by the Committee of 100, can guide local land-use planning and capital investment decisions. Many central cities have learned, at great expense, that a coordinated, cost-effective transportation and transit strategy is the foundation for sustaining continued urban and economic growth. The Charlotte metro area has already taken many steps to ensure its transportation future, yet needs to take others. The "Centers and Corridors" land-use vision, developed by the Committee of 100, can serve as a guide to local land-use planning and capital investment decisions.

## The Global Connection

Charlotte/Douglas International Airport is Charlotte's, Mecklenburg's and the region's gateway to the world and a key factor in the development of the region. Maximizing the development potential of the airport and ensuring the region's long-term accessibility to this facility must be a top priority. Opportunities also exist to create a truly multimodal center incorporating air, rail, bus, passenger and freight transportation for the region to connect to points all over the world.

## Regional Relationship

Mecklenburg companies depend on workers incommuting from surrounding counties. At present, some 88,000 employees come into Mecklenburg from other counties. To remain economically competitive, Charlotte-Mecklenburg must provide a transportation network that encourages people and businesses to work and locate within the core county.

## Railroads

Charlotte's freight connections to East Coast ports provide the opportunity to develop an inland port. Charlotte has daily passenger service to the Triad and Triangle. The Richmond-Raleigh-Charlotte corridor has been designated by the U.S. Department of Transportation as one of five future high-speed rail corridors in the nation. The N.C. Department of Transportation and Charlotte are active in corridor preservation.

## Metropolitan Roadway Plan

The Metropolitan Roadway Plan, developed by the Committee of 100, is a 500-mile network of key regional highways connecting Charlotte-Mecklenburg and the 20-mile ring cities in a systematic metro roadway network. Coordinating metro land use with the plan will make these road and transit improvements cost-effective.

## Airport Accessibility

In 1994, Charlotte/Douglas International Airport set a new record for passenger boardings with 10.4 million, up 20% from 1993. Airports throughout the United States are finding that limits on landside transportation (i.e., road and rail connections) are creating a more serious obstacle to growth than airside limits (runways and facility).



**Q: How can we maximize the airport's role as a point of global connection?**



# A Healthy City and County need an **accessible, convenient transportation system.**

## The Need for Road Improvements

Approximately \$1.7 billion will be needed over the next 20 years to improve Charlotte-Mecklenburg's highway and street network and accommodate projected auto travel. Beyond the year 2015, road expenditures will rise exponentially as land and building costs rise in an urban county where open space for roads has disappeared.

If only those improvements that have been funded to date are made to the roadway system over the next 20 years, average travel speeds on city streets will fall from 24 mph to 12 mph; average speeds on freeways will fall from 50 mph to 25 mph.



Q: Will we need better transportation from the central city to jobs in the suburbs?

Q: How can we strengthen the regional road system?

Q: How should we coordinate land use and transportation?

Q: What formula should we use for transportation funding?

## Future Role of Public Transit

In fiscal 1995, Charlotte Transit served 12.5 million passengers, a record for the system. Transit is a key and vital tool in increasing accessibility to central cities that are dependent on continued commercial growth. Examples of cities with well-planned transit include Atlanta, San Francisco, Boston, Washington and Portland.

The Committee of 100 recommended increasing funding to expand local transit services so Charlotte-Mecklenburg residents have travel options, recognizing the need to identify and protect future corridors for high-capacity transitways and ensuring transit options for central city residents traveling to suburban jobs.

Q: What role will transit play for the central city, core county and region?

## Transportation Funding

Charlotte-Mecklenburg needs an additional \$20 million per year over the next 20 years from the N.C. Department of Transportation in order to complete identified roadway projects on state-system-highways. In 1994, the Committee of 100 recommended a sales tax of up to 1% for roadway and transit improvements. The tax would be levied on a county-by-county basis. The committee suggested holding a local referendum before enacting the tax.





## Legend

- ◆ Neighborhood Parks
- ▲ City Parks
- Regional Parks
- Streams & Creeks
- Drainage Basin

**Q: Do we have enough parks and greenways?**

## Regional Relationships

Opportunities exist for the coordination of infrastructure on a regional basis. As cities in our region reach their geographic limits, much of the infrastructure demand can be better served from adjacent political jurisdictions. The issue is not who provides or operates the infrastructure, but how it can be provided to all areas in the region most efficiently.

## Lakes & Rivers

The Charlotte metro area is the only one of the four largest Piedmont metro areas to have a large river (the Catawba) and three lakes directly adjacent to the central city and core county. The river and lakes offer a multiuse opportunity to meet water, open space, recreation and reclaimed water needs.

## Parks & Greenways

As population totals and densities increase, the need for open space and access to lakes and streams also will increase. Compared with a city like Cleveland, Charlotte-Mecklenburg is woefully behind in providing park space to its population. For example, Cleveland offers 59 acres of parkland for every 1,000 people, Charlotte-Mecklenburg's total is 19 acres per 1,000.

## Drainage Basins

Mecklenburg County is divided into two main drainage basins, the Catawba River and the Rocky River. Managing these basins will require regional cooperation with adjacent cities and counties.

## Growth and Environment

Mecklenburg County, located in the Carolina Piedmont's rolling hills, is known for its beautiful landscape. However, urban growth will change many of the familiar open sites within the county. The open fields, farmlands and forests will become residential and commercial development sites. Remaining scenic areas with recreational potential will become increasingly valuable as the county builds out.

## Streetscaping

There are two images of Charlotte-Mecklenburg — the skyline and the tree-lined streets in our older neighborhoods. While both images are important, the streetscape characterizes Charlotte's warmth and quality of life. We must protect our existing tree-lined streets and plan for the enhancement of many other streetscapes in our community.

## Infrastructure

The county and city infrastructure consists of several layers of overlapping utilities, power, waste disposal and communications networks. While necessary and costly, infrastructure also can be a catalyst for our community's growth. In turn, land-use planning can direct the delivery and placement of infrastructure to better serve Charlotte-Mecklenburg. Because our geographic growth is finite, we should plan infrastructure that will accommodate more compact development in certain locations, especially along the "Centers and Corridors" land development pattern.

As Charlotte ages, the need to replace older infrastructure will become a major expenditure, especially in the aging core area. In addition, the impact to the built environment will be tremendous. We must plan for this inevitability and look for opportunities to promote reurbanization, increased capabilities and improved streetscapes.

**Q: Can we afford to maintain, expand or replace our current infrastructure?**

## Our Environment

Mecklenburg County is located in the piedmont and situated along the Catawba River with beautiful rolling hills, streams, forests and fields. The natural beauty of the environment continues to be one of the most important assets of the county. The environment provides us with a wide and diverse range of scenic, recreational, open space and utilitarian functions to enhance the quality of life. Growth increases pressure on the environment to serve the multiple demands posed by an urban area. These demands include serving both recreational and open-space needs as well as infrastructure needs, such as water/sewer and solid, medical and hazardous waste. These multiple needs are often in conflict and are considered some of the most important long-term issues cities face. Preserving, maintaining and enhancing the environmental qualities of the city and county as urbanization continues, is one of the most important challenges facing Charlotte-Mecklenburg.



# A Healthy City and County depend on a clean **environment** and an adequate **infrastructure**.

## Power & Communications

Preparing for the 21st century's "information economy" is necessary for Charlotte-Mecklenburg to be a competitive player in the world economy. The communications and electric power grid form a continually evolving and expanding infrastructure that form the foundation for the "information age" and the economic activities that increasingly depend on a well-developed network. Advances in technology are leading toward the integration of the power and communications grids. Coordinating urban development with the power and communications infrastructure will be important to maintaining and strengthening the urban core.

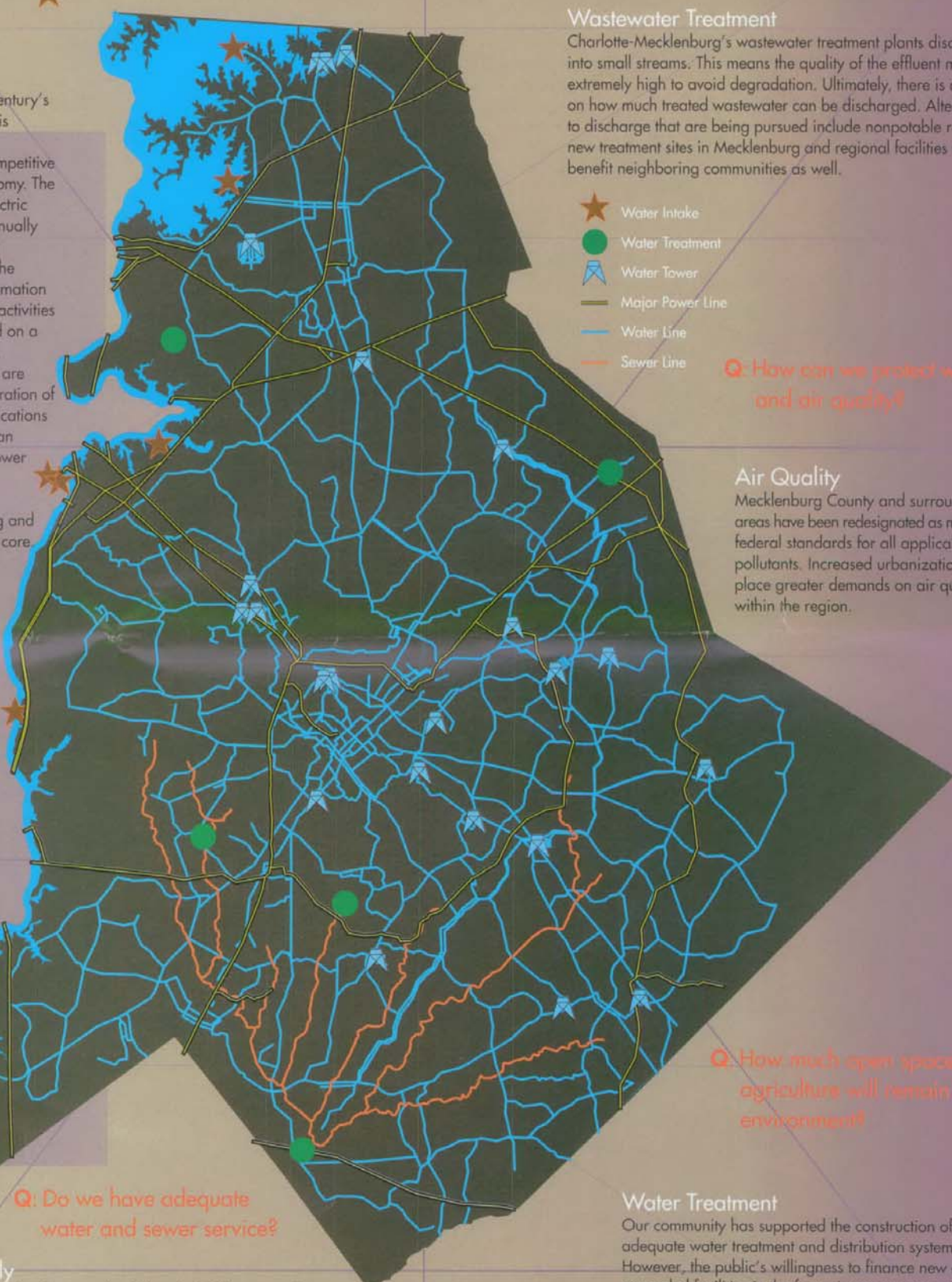
**Q: How will we handle solid waste?**

## Solid Waste Disposal

Many issues are associated with solid waste, but none is more pressing than available sanitary landfill space. Currently, no sanitary landfills are in operation in Mecklenburg County. Efforts to develop additional sites are continuing, but this problem will increase as the core county grows.

## Water Supply

The Catawba River has been a plentiful and reliable source of water for the community. However, the river is facing substantial pressure from increasing withdrawals and discharges. As more development takes place, water quality degradation from stormwater runoff and point source discharges will become an increasingly important issue.



## Wastewater Treatment

Charlotte-Mecklenburg's wastewater treatment plants discharge into small streams. This means the quality of the effluent must be extremely high to avoid degradation. Ultimately, there is a limit on how much treated wastewater can be discharged. Alternatives to discharge that are being pursued include nonpotable reuse, new treatment sites in Mecklenburg and regional facilities that will benefit neighboring communities as well.

-  Water Intake
-  Water Treatment
-  Water Tower
-  Major Power Line
-  Water Line
-  Sewer Line

**Q: How can we protect water and air quality?**

## Air Quality

Mecklenburg County and surrounding areas have been redesignated as meeting federal standards for all applicable air pollutants. Increased urbanization will place greater demands on air quality within the region.

**Q: How much open space and agriculture will remain in the environment?**

## Water Treatment

Our community has supported the construction of adequate water treatment and distribution systems. However, the public's willingness to finance new or expanded facilities in the future is not guaranteed. Increased public sensitivity to water-quality issues and the pressure that this awareness places on regulators will create new treatment needs and increased capital and operating expenses.

**Q: Do we have adequate water and sewer service?**





**Regional Relationships**

The growth of suburbs in surrounding counties increasingly offers middle-class residents an acceptable, even highly desirable residential location beyond the outerbelt. As a result, maintaining the middle class is becoming one of the most important issues for urban Mecklenburg County.

**City Within a City**

Current population and employment trends in the City Within a City (CWAC) foreshadow the future of Charlotte and Mecklenburg County. Today, annexation masks CWAC's growing problems and their growing negative impact on the county's social and economic health. The declining areas in CWAC exemplify the result of losing middle income families.

**Strategies for Sustaining and Expanding Middle-Income Housing**

Loss of quality of life in the core county is the reason most often cited for the loss of middle-class families. The loss of quality of life is often attributed to increases in crime, traffic congestion and taxes as well as declines in recreational, educational and cultural opportunities. Other cities' experiences show that if we do not invest in our middle-income neighborhoods and make them places where families want and can afford to live, then only the very poor and the very rich will remain in our core county. The "City Within a City" area exemplifies the result of losing stable, middle-income neighborhoods.

**Q: What is the best pattern of development for new suburbs?**

**Q: How can we preserve middle-income residential opportunities in the core county?**

**A Variety of Choices**

Charlotte and Mecklenburg County have a wide range of residential choices — from low-income and affordable through middle-income to high-value — located throughout the county, primarily in its cities. Annexation has been an important tool in maintaining cities' residential balance. Yet in other metro regions, when central-city limits become fixed and growth continues on the metropolitan perimeter, significant demographic changes occur. These changes are most clearly reflected in the residential housing market, which typically registers a significant loss of middle-income families and deterioration of the central-city housing stock. Comprehensive strategies must address the need to maintain residential balance by strengthening residential neighborhoods and offerings throughout the city and county.

**Tax Base**

Residential development accounts for 63% of the county's tax base and 62% of Charlotte's tax base. These percentages illustrate the importance of maintaining Charlotte-Mecklenburg as an affordable, safe and desirable place to live. As many larger metropolitan areas (and our own "City Within a City") have experienced, the loss of population will create an imbalance between the need for social services and the tax base to pay for those services. In a few years, Charlotte will be unable to correct this imbalance by annexing new residential areas. Protecting existing neighborhoods and providing opportunities for higher-density residential development will keep the residential tax base strong and meet future market demand for a variety of housing options.

**Q: How can we encourage more innovative housing approaches?**



# A Healthy City and County depend on **balanced residential mix.**

## Neighborhoods

While people live in houses, more importantly they live in neighborhoods. Sustaining neighborhoods is key to maintaining a good housing mix.

Q What is the best way to strengthen and preserve existing neighborhoods?

## Central Business Districts



There are seven contrasting central business districts (CBDs) in Mecklenburg County. CBDs offer opportunities for residential reurbanization and higher-density living. Charlotte, the largest and with extensive office space, hotels, sports, culture and governmental facilities, is a contrast to the historic and intimate downtowns of Davidson, Matthews and Pineville.

## Older Suburbs

Many suburbs once located on the edge of town have been engulfed by urban growth and now form core-area neighborhoods. While many resources go into the creation of new suburbs, these old suburbs are the foundation for maintaining the middle class and a healthy residential balance for the city and county.

## Urbanizing Edge

Surrounding each of Mecklenburg's seven cities is a belt of rural land that is in the process of being urbanized. Where the cities already merge, this belt has already disappeared. However, it still remains in some outlying parts of the county. The pattern of residential development that will take place on this remaining land can either be a formless sprawl or the foundation for a series of appealing neighborhoods and communities.

## Edge Cities

Throughout the metropolitan area, several "edge cities" have emerged or are emerging, primarily along the outerbelt. Edge cities offer residential opportunities in close proximity to job locations. SouthPark, a typical edge city, is on the 5-mile ring. To the south, the 10-mile perimeter development of Ballantyne and nearby Carolina Place are developing as edge cities. To the northeast, University City (with Kings Grant) is now forming. To the west, between Billy Graham Parkway and the outerbelt, Charlotte/Douglas International Airport forms the core of a specialized industrial, distribution and office edge city.

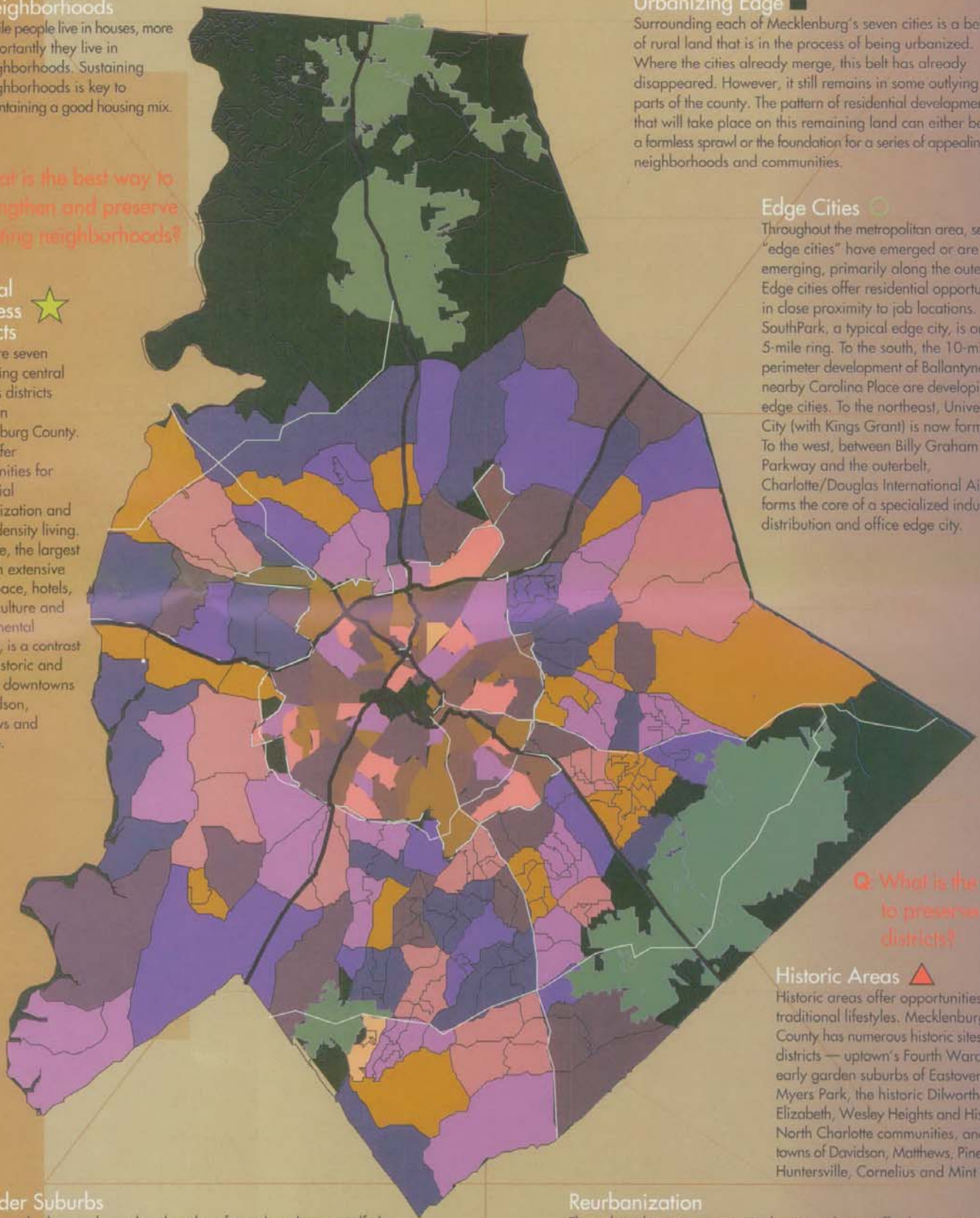
Q What is the best way to preserve historic districts?

## Historic Areas

Historic areas offer opportunities for traditional lifestyles. Mecklenburg County has numerous historic sites and districts — uptown's Fourth Ward, the early garden suburbs of Eastover and Myers Park, the historic Dilworth, Elizabeth, Wesley Heights and Historic North Charlotte communities, and the towns of Davidson, Matthews, Pineville, Huntersville, Cornelius and Mint Hill.

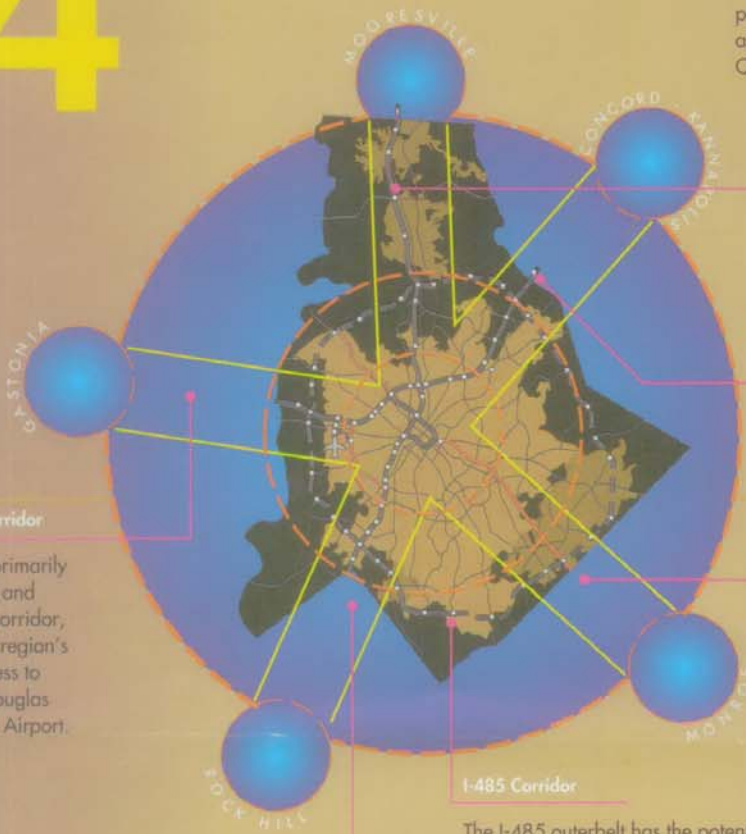
## Reurbanization

Throughout the county, innovative housing solutions offer the opportunity to upgrade and expand residential choice — for example, the reurbanization of existing sites, such as the Dilworth Crescent project, which created higher-density townhomes on a site that was formerly single-family and institutional, and the adaptive reuse of commercial structures such as the Ivey's building uptown and Atherton Mill on South Boulevard.





"As expected, job growth parallels the trend in population growth. The more elastic an area is, the higher its job creation." - David Rusk



## Development Corridors

Charlotte-Mecklenburg has a radial and loop corridor pattern, with five major metro transportation and development corridors and a developing outerbelt. Policies and strategies that maximize the economic potential — private development, investment and job creation as well as public tax base and revenues — are vital to the future of Mecklenburg County and its cities.

### I-77 North Corridor

I-77 North, which is emerging as a mixed-use office, retail and business park corridor, connects the central city to the Lake Norman residential and recreation areas.

### I-85 North Corridor

The last of the five major radial connectors to emerge, I-85 North is gaining strength as the primary north metro service corridor due to the emergence of University City at its eastern end.

### US 74 East Corridor

Independence Boulevard (U.S. 74 east) is a continuous highway-oriented commercial strip. Major concentrations of retail facilities stretch from uptown to the county line.

### I-85 South Corridor

I-85 South, primarily an industrial and distribution corridor, provides the region's primary access to Charlotte/Douglas International Airport.

### I-77 South Corridor

I-77 South is the major office space corridor in the metro pattern, containing more than 80% of the region's office space, from uptown Charlotte to Arrowood. The I-77 South Corridor is also the largest industrial and manufacturing center in Mecklenburg County.

### I-485 Corridor

The I-485 outerbelt has the potential to become a major economic development corridor, as have similar loop roads in Atlanta and Houston. Already, three major perimeter developments are emerging: to the south, Ballantyne/Carolina Place; to the northeast, University City; and to the west, Charlotte/Douglas International Airport.

## City Within a City

Job migration out of the "City Within the City" has already begun. Unless strategies and actions aimed at reversing this trend are developed, significant job loss and tax base erosion will occur, resulting in higher levels of unemployment and neighborhood decline.

**Q: How can we maximize the development value in Charlotte-Mecklenburg's transportation corridors?**

## The Core Economy

"What many inelastic areas have lost is the ability to compete." — David Rusk

Charlotte and Mecklenburg County historically have been the business and job center of the metro region. Charlotte-Mecklenburg has built and sustained a strong economy across a wide variety of locations that include a series of specialized business centers such as the uptown, airport, SouthPark, University City and Arrowood areas. However, as remaining unincorporated land is urbanized and annexed, the city and county will face the same economic problems that have been well documented throughout metropolitan America. The inability of central cities to compete for continued, diversified job growth is typically due to crime, congestion, pollution, inadequacies in public education, middle-class population decline, higher taxation and poorer-quality government services. Job growth will increase on the metro perimeter as workers seeking to limit commute time avoid central-city congestion by choosing jobs closer to their suburban homes. Strategies to sustain growth will be required if Charlotte-Mecklenburg is to remain a viable choice for continued business and job development.

## Tax Base

Commercial taxes represent 37% of the county's tax base and 38% of the city's tax base. The commercial tax base allows the city and county to provide higher-quality services at a lower cost to citizens. In many central cities and core counties, fixed city limits have led to business and job loss. The resulting erosion of the commercial tax base, decline in tax revenues and added demand on existing taxes increase the tax burden on the residents and businesses that remain due to a combination of a declining tax base and growing social-service expenditures. Sustaining continued economic development and enhancing the commercial tax base are fundamental elements in maintaining a healthy city and county.

**Q: Are there undeveloped areas in Charlotte-Mecklenburg that should be used to improve commercial tax base and job creation?**

**Q: Will the city's development centers provide the commercial tax base and job growth we need?**



# A Healthy City and County depend on **business and job base.**

## Development Centers

To ensure Charlotte-Mecklenburg's long-term economic health, the city and county must seek policies and strategies that maximize continued growth of major development corridors.

## Airport

Charlotte/Douglas International Airport is entering a new stage in its evolution as the region's point of global connection: It has the potential to develop as a major mixed-use, multimodal, industrial/distribution edge city that is centered on the most advanced and integrated transportation and communications hub in the United States. Key elements are the ground transportation network (the airport is bounded by two interstates and a parkway, crossed by the Norfolk Southern mainline and is in close proximity to the CSX line) and an advanced satellite, wireless and cable communications infrastructure.

**Q: How can we strengthen the airport as a manufacturing and global distribution center?**

## Arrowood

With more than 20,000 jobs, the Arrowood/Westinghouse area is the largest industrial center in the Carolinas and provides the largest and closest manufacturing job opportunity for many core-city residents. The area has diverse business parks with numerous office, manufacturing and distribution companies and facilities. However, it also suffers from traffic and labor problems.

**Q: Are there older commercial properties that should be redeveloped?**

## Uptown

Uptown Charlotte is the business, employment and cultural center of the metro region and the largest employment center in the Carolinas. One of the nation's largest financial centers, it also is home to numerous law, real estate development, insurance and investment companies, as well as city and county government. Adjacent to uptown are the region's largest hospital complexes and the state's largest community college, with more than 60,000 full- and part-time students. Cities (for example, Detroit) that lose business and employment in their uptowns suffer associated declines throughout their economy. Policies and strategies should encourage uptown neighborhood shopping areas, increase public transportation to suburban employment centers and improve the old infrastructure (drainage, curbs, sidewalks, parks and maintenance), which is not up to suburban standards.

**Q: How can we diversify development and use in the uptown?**

## Northeast Perimeter University City

The University of North Carolina at Charlotte, which moved to its present location in the mid-1960s, forms the core of an emerging Northeast Perimeter Edge City. This multidimensional edge city is becoming one of the region's most important long-term economic centers, providing a wide variety of business and job growth.

**Q: How can we maintain the region's job center in the core county?**

## SouthPark

SouthPark, which began as a retail mall in the early 1970s, has followed the path of development well documented by Joel Garreau in his book, "Edge Cities." SouthPark, the second largest office concentration in the metro region, has many commercial components traditionally associated with center cities. Heavily developed reurbanization strategies offer the possibility of continued economic expansion.

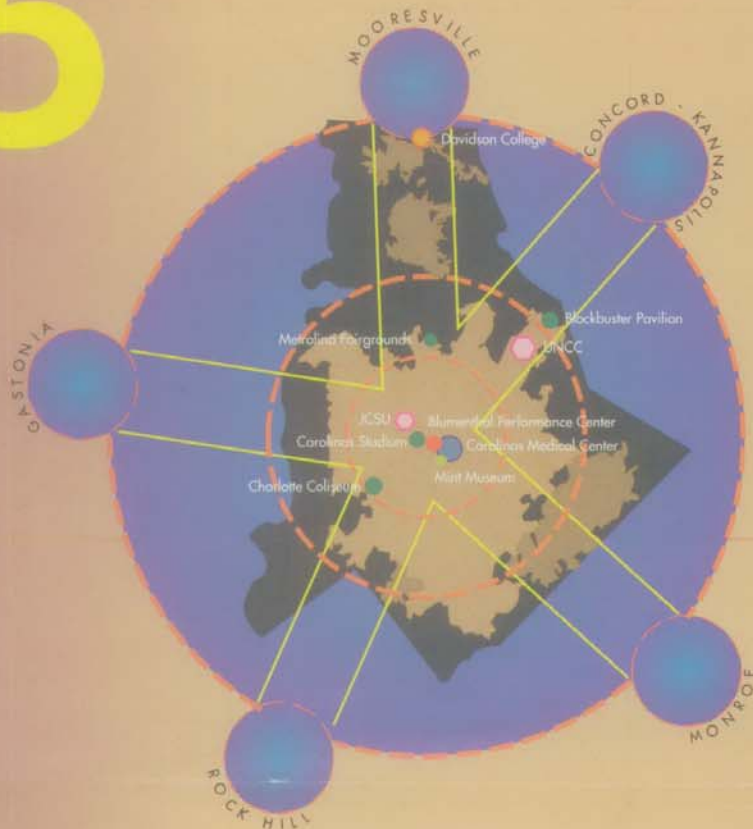
**Q: How can we ensure that the core county has a full range of jobs, in terms of income and skill level?**

## South Perimeter

The recently announced Ballantyne, combined with Carolina Place and the N.C. 51 corridor, is emerging as a major economically diversified office, retail, medical and residential South Perimeter Edge City.







Charlotte-Mecklenburg's Regional Resources

## Regional Relationship

Charlotte has the largest concentration of culture, arts, educational, college, professional sports and medical facilities which serve the region. Maintaining the quality of these facilities will preserve their role in the region and strengthen the attractiveness of Charlotte-Mecklenburg as a place to live and do business. These facilities depend on transportation accessibility, a regional audience and a strong local tax base.

## Social Services

While human-service needs have continued to decrease countywide during the last nine years, they have significantly increased in the core "City Within a City" area.

## Mental Health

Efforts should focus on the needs of children and older adults in the core county. Providing affordable housing, adequate parks and services through the school system are critical. Efficient transportation to services and/or decentralization of services will help ensure that older adults have access to the mental-health services they need.

## Public Health

The continual increase in community health problems should be addressed through collaborative approaches and progress made toward established, measurable goals. Mobilizing and coordinating community resources, both public and private, can help us achieve success in addressing priority public health problems, such as cancer, heart disease, infant mortality, adolescent pregnancy, sexually transmitted diseases, substance abuse and violence.

**Q: How can we reduce the need for human services in the central city?**

**Q: How can we maintain a safe and secure community?**

## Quality of Life

Quality of life depends on the breadth and depth of the amenities a community offers. In a high-tech economy increasingly dependent on an educated work force, quality of life often becomes the deciding factor in residential and business relocation. Quality of life is not dependent on a single category, but on the entire range of educational, recreational, cultural, medical, human and government services and entertainment opportunities. Buildout is associated with declining quality of life, which becomes a major barrier to maintaining residential balance and continuing economic growth.

## Human Services

Sustaining and increasing the growth of a community is easier when all citizens are included in the effort, encouraged to join the effort and have the services available to help them make the effort. Charlotte-Mecklenburg should provide public health and social services that encourage citizens to work to improve their quality of life, their families and their neighborhoods. Besides the transportation, residential and job opportunities mentioned elsewhere in this sourcebook, Charlotte-Mecklenburg should provide education and training opportunities that prepare citizens to participate in the world economy. In addition, a collaborative approach that includes residents, businesses, public safety providers, educators and human-service providers can help seek ways to prevent and address neighborhood problems.

**Q: What is the best way to provide human services?**



# A Healthy City and County depend on recreation, education, history, culture and the arts, health, and sports.

Q: How can we ensure that secondary schools and colleges turn out students who will be in demand by employers?

## Culture & Arts

Important visual and performing arts facilities and programs are located throughout the seven cities and the county — for example, museums, performing arts centers, dance and theater companies, symphony and opera associations, and college and university arts departments.

- Museums
- Performing Arts
- Public Art

Q: How do we maximize our cultural opportunities?

## Historic Resources

Historic centers provide a connection with city and county traditions. Individual buildings mark specific points; districts offer an intimate and traditional lifestyle. As a component of the urban matrix, the centers add an important depth and dimension to life in Charlotte-Mecklenburg.

- Historic Districts / Neighborhoods
- Historic Sites

## Education

Educational achievement is the foundation for the continued economic development of the city and county. Charlotte-Mecklenburg offers a wide range of educational opportunities, from preschool to Ph.D.s in math and engineering.

Q: How will we meet our educational needs for K-12?

- Elementary Schools
- ▲ Middle Schools
- ★ High Schools
- Community Colleges / 2-Year Technical Schools
- 4-Year Colleges
- ⬡ Universities

## Health

Health is an increasingly complex issue involving the interrelationship of wellness, prevention and treatment, community health and individual physical and mental health. Charlotte-Mecklenburg has the largest concentration of physicians and facilities in the region. Two major facilities, Carolinas Medical Center and Presbyterian Hospital, form the core of health-care facilities.

- Hospitals

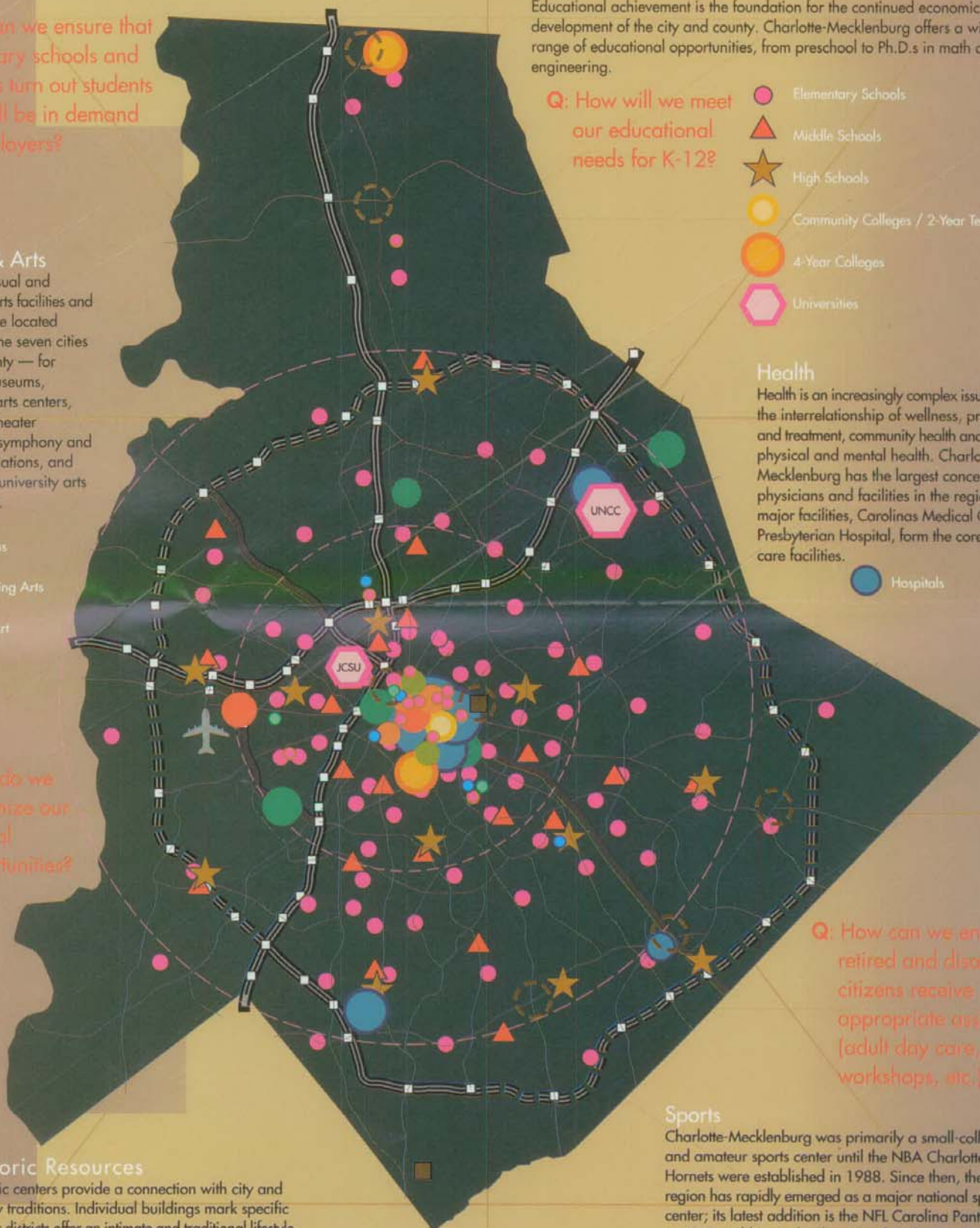
Q: How can we ensure that retired and disabled citizens receive appropriate assistance (adult day care, sheltered workshops, etc.)?

## Sports

Charlotte-Mecklenburg was primarily a small-college and amateur sports center until the NBA Charlotte Hornets were established in 1988. Since then, the region has rapidly emerged as a major national sports center; its latest addition is the NFL Carolina Panthers in 1995. Adding to the diversity of professional sports opportunities are the Charlotte Knights baseball team and the Charlotte Checkers hockey team.

- Stadiums / Coliseums

Q: How will we meet our higher-education needs?





# Selecting Our Future

## A Vital Core

As the business, educational, medical, sports, and cultural center of the metro region, Mecklenburg County has the opportunity to be the most attractive and desirable place to live in the metro region. A vital core depends on establishing visions and policies and selecting options that strengthen accessibility, environment, infrastructure, residential balance, economic activities and quality of life.

While some central cities — for example, Boston, Portland and Minneapolis — have sustained their vitality, others have not. No city has developed an effective strategy to reverse decline once it begins. The core counties and central cities that have remained viable attribute it to developing strategies to prevent decline before it happens.

The visions on these pages are linked to this sourcebook's key issues. These visions — whether specific or general — can provide the direction that helps guide development of public policy and strategy for Charlotte-Mecklenburg.

## Transportation

Our goal is to provide an efficient, effective, safe and interrelated transportation system, including the roads, transit, aviation and related facilities and services needed for mobility in a rapidly growing urban region. In addition, this system should serve other goals of the urban area and contribute to the quality of life.

- Begin the planning process for Charlotte/Douglas International Airport's 21st Century Development Program. This includes the Airport Master Plan and Noise Compatibility Program Updates, Strategic Development Plan and the Environmental Impact Statement for the third parallel runway.
- Continue cargo ramp and facility development in the CLT Air Cargo Center.
- Develop land acquired through airport expansion and the noise compatibility program.
- Develop a roadway system in which travel speeds in 2015 are comparable to current speeds.
- Develop a 20-mile transitway system that transports more than 30,000 passengers daily, complemented by an expanded bus system that carries an additional 60,000 riders each day.
- Create a sidewalk network with walkways on both sides of all thoroughfares and on one side of key local streets in Charlotte.
- Create a single metropolitan planning organization for the Charlotte metro area (Mecklenburg, Gaston, Union, Cabarrus, York, Rowan, Lincoln and Iredell counties).
- Look for opportunities to improve transportation and transit to/from and within uptown Charlotte.
- Continue planning for high-capacity transit included in the "Centers and Corridors" land-use vision, with rights-of-way protection as a first step.

## Economic Development

A strong and diversified core economy located in a series of major and minor centers and corridors will provide the foundation for maintaining the employment and tax base.

- Establish policies and actions that sustain, strengthen and expand economic development.
- Strengthen the many diversified economic centers.
- Target business recruitment and promote increased exporting for all industry within our region.
- Improve the accessibility and infrastructure of uptown, and continue to support continued diversified financial and business development uptown.
- Increase the number of job centers in the core county and rehabilitate underused and outmoded older core job centers.
- Expand manufacturing jobs in the core county.
- Establish common regional incentive offerings for businesses relocating within the region.
- Promote superior public education programs that maximize the potential of our work force and are the ultimate incentive for business growth.



## Environment & Infrastructure

A well-developed, coordinated regional infrastructure system and extensive recreational opportunities, based on our existing network of parks, greenways and open spaces, will serve our growing population and enhance quality of life.

- Promote awareness and understanding of the relationship between a strong economy and an environmentally sound infrastructure.
- Create a well-planned, well-funded regional infrastructure system.
- Develop a program to enlarge and expand the parks and greenways throughout the city, county and metro area.
- Establish a process to ensure greater public/private regional cooperation for solutions that protect, preserve and improve air and water quality and our tree canopy.

## Quality of Life

Charlotte-Mecklenburg should develop educational, historic, cultural, arts and sports offerings to create the highest quality of life for our growing urban population. Special emphasis should be placed on recognizing and supporting such amenities in uptown Charlotte.

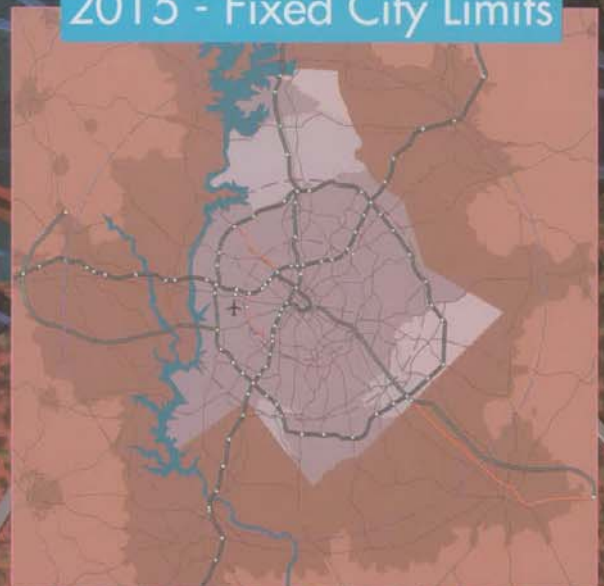
- Enhance historic districts and sites.
- Promote cultural and arts facilities and programs.
- Continue to support sports, entertainment and recreational offerings in the city and county.
- Promote the long-term continued development of higher-education institutions, including UNCC as a major Ph.D. research university and the quality of private, four-year colleges and universities.
- Support Central Piedmont Community College's efforts to become a national leader in work force development.
- Encourage increased cooperation between high school tech prep programs and community college students.
- Set goals for Charlotte-Mecklenburg's K-12 public schools so that students are educated to the fullest of their capabilities and equipped to meet the ever-changing needs of the job market.

## Residential

By creating, maintaining and enhancing the broadly diverse neighborhoods and residential opportunities throughout Mecklenburg County, the core county will remain a highly desirable place to live.

- Focus on strengthening older neighborhoods and historic communities to avoid deterioration and decline.
- Enhance middle-income housing opportunities to maintain residential balance.
- Pursue reurbanization strategies to develop innovative housing alternatives for regenerating the existing urban fabric.
- Promote high quality development standards for all residential communities.
- Avoid formless sprawl in the urbanizing fringe by creating appealing and definable communities.
- Utilize the potential for higher density residential development in key centers and corridors.
- Maximize the transit oriented residential potential of the emerging edge cities and "neo-traditional" villages.

## 2015 - Fixed City Limits





Sponsors

- City of Charlotte  
Wendell White, City Manager
- Mecklenburg County  
Jerry Fox, County Manager
- Charlotte/Douglas International Airport  
Jerry Orr, Director
- Charlotte Chamber of Commerce  
Carroll D. Gray, President
- Charlotte Department of Transportation  
Jim Humphrey, Director
- Charlotte-Mecklenburg Utility Department  
Douglas Bean, Director
- Charlotte-Mecklenburg Planning  
Martin Cramton, Jr., Director



CHARLOTTE/DOUGLAS INTERNATIONAL AIRPORT



UNCC

Across the United States, central cities and core counties have experienced the same metropolitan growth pattern: When cities reach their geographic limits and all available land has been annexed, decline and urban decay begin.

Mecklenburg County's cities — Charlotte, Pineville, Matthews, Mint Hill, Huntersville, Cornelius and Davidson — have traditionally benefited from an abundant supply of land available for annexation and development. However, land is a limited and finite commodity. The land in Mecklenburg County that is available for annexation will significantly diminish within the next decade, and the cities will have to seek ways to sustain growth despite fixed city limits.

This period of transition from expanding and flexible city limits to permanent and fixed city limits offers us an opportunity to develop the strategies necessary to ensure a safe, stable and desirable community for all residents and businesses. To promote the quality of our community, we must establish a vision, goals and objectives today that provide a guide for growth in the future.



SOUTHPARK



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