

AGENDA

Meeting Type:	WORKSHOP
Date:	11/04/1996

City of Charlotte, City Clerk's Office

Mayor Patrick McCrory Mayor Pro Tem Al Rousso

<i>Charles Baker</i>	<i>Don Reid</i>
<i>Patrick Cannon</i>	<i>Ella Butler Scarborough</i>
<i>Malachi Greene</i>	<i>Tim Sellers</i>
<i>Mike Jackson</i>	<i>Sara Spencer</i>
<i>Nasif Rashad Majeed</i>	<i>Lynn Wheeler</i>

Council Agenda

CITY COUNCIL WORKSHOP

Monday, November 4, 1996

- 5:00 p.m. **Community Safety: Fire Organizational Study**
- 5:45 p.m. **Dinner**
- City Manager's Report:**
- **Balanced Scorecard**
 - **Budget Process**
- 6:00 p.m. **Economic Development: Follow-up to October Workshop**
- 7:30 p.m. **City Within A City: Neighborhood Quality of Life Index**
- 7:45 p.m. **Economic Development: Area Plans Update**
- 8:00 p.m. **Economic Development: 2015 Plan Update**
- 8:15 p.m. **Adjourn**

COUNCIL WORKSHOP AGENDA ITEM SUMMARY

TOPIC: Update on the Fire Department Organizational Study

COUNCIL FOCUS AREA: Community Safety

KEY POINTS (Issues, Cost, Change in Policy):

- ▶ The Fire Department provides critical public safety services, including fire suppression and emergency medical services, to the community.
- ▶ The Fire Chief initiated a comprehensive study of the department's organization and operations to review efficiency and effectiveness. One of the reasons for undertaking this study was because of the difficulty of benchmarking Fire services through other means, such as competition and privatization.
- ▶ The City contracted with MMA Consulting Group of Boston, a well-known consulting firm in public safety, to do the study.
- ▶ The consultants looked at Fire Department organization, scheduling, communications, staffing, response time, apparatus and station location, selected job classifications and work incentive issues.
- ▶ In addition, the consultants reviewed innovations in Fire services and how other cities are providing these services.
- ▶ MMA concluded that the Fire Department effectively accomplishes its primary objectives.
- ▶ However, MMA found that there are opportunities for improvement; the consultants made 141 recommendations on ways to improve internal processes and service delivery.
- ▶ The Fire Department will deal with each recommendation and has begun the process of studying the issues judged to be most important. Chief Fincher will discuss these in his presentation.

OPTIONS: N/A

COUNCIL DECISION OR DIRECTION REQUESTED: This item is for Council information only; no action is necessary.

ATTACHMENTS: Report Summary

I. REPORT SUMMARY

A. The Charlotte Fire Department

The City of Charlotte, North Carolina has a resident population of approximately 450,000, 170,430 housing units, and covers an area of 212 square miles. The City constitutes approximately 80 percent of the Mecklenburg County population, and a significant percentage of the County's area.

Charlotte has a Council/Manager governmental structure, with business directors (department heads) appointed by the City Manager. City government reorganized two years ago, shifting from twenty-six typical municipal departments to fewer "key businesses," each with a business director. The Fire Department is one of the key businesses.

The mission of the Charlotte Fire Department (CFD) is to provide suppression, prevention, investigations, emergency medical assistance, hazardous materials control, technical rescue services, aviation protection, response to natural and other disasters, and a diverse range of community services. The Fire Department provides administrative, fiscal, personnel, and maintenance functions necessary to support this service delivery mission.

To protect the City, the Charlotte Fire Department will be provided with an operating budget of \$40,166,329 in FY'97. The Fire Department received 48,136 alarms in 1995, which included 3,141 fires and 26,094 medical emergencies. The Fire Department operates 30 fire stations. Operational personnel respond to alarms with 30 engines, 11 aerial ladders and two rescues. The aerial ladder trucks are equipped with a pump ("quint" vehicle) for increased flexibility.

To deliver services, the Charlotte Fire Department currently has 800 positions; 721 are assigned to Fire Operations. The size of the work force has been relatively stable over the last four years, but has shown growth over the last ten years, from 705 personnel in FY'86, to 800 personnel in FY'96, an increase of 13.5 percent. (See Exhibit I-1).

EXHIBIT I-1

PERSONNEL HISTORY: 1986 THROUGH 1996

Fiscal Year	No. of Uniformed Personnel	No. of Civilians	Total No. of Personnel
1987	635	70	705
1988	679	72	751
1989	698	72	770
1990	710	74	784
1991	707	57	764
1992	731	86	817
1993	726	74.5	800.5
1994	726	76	802
1995	724	76	800
1996	724	76	800

The 800 employees of the Fire Department are organized into the administrative structure shown in Exhibit I-5. The chart indicates that there are seven principal managers reporting to the Fire Chief. The existing organization has three Divisions (A, B, and C) each supervised by a Deputy Chief. Each Deputy Chief supervises field forces (suppression and response units) and certain administrative tasks. Administrative Services and Emergency Management units also report to the Fire Chief. Fire suppression personnel work a 24-hour tour of duty, arranged so that the average work week is 52 hours per week. There are approximately 187 fire suppression personnel on-duty 24 hours a day, 365 days a year.

Emergency response personnel and equipment are distributed throughout the City using a five-battalion deployment strategy. There are between five and seven stations

assigned to each battalion. Exhibit I-2 illustrates the distribution of fire stations by battalion, and indicates the units assigned to each fire station.

**EXHIBIT I-2
FIVE-BATTALION ORGANIZATION**

Battalion No.	Stations in Battalion	Engines	Ladders	Rescue	Other Units	Approx. Staffing per Shift
Battalion I	#1, 2, 4, 5, 6, 8	7	3		3*	38
Battalion II	#7, 11, 18, 22, 25, 27, 28	7	2		3*	37
Battalion III	#10, 13, 17, 21, 30	5	1	1	2, 8**	41
Battalion IV	#3, 14, 15, 19, 23, 29	6	2	1	1*	38
Battalion V	#9, 12, 16, 20, 24, 26	5	3		3*	33

* Not staffed ** Two units staffed, 8 not staffed

As the City has grown in population and square miles, the number of alarms has increased from 21,546 in FY'86, to 48,136 in FY'95, an increase of 123 percent. Exhibit I-3 illustrates the total alarms of the Fire Department during that period.

**EXHIBIT I-3
TEN-YEAR HISTORY OF ALARMS**

Year	No. of Alarms	Year	No. of Alarms
1986	21,546	1991	33,661
1987	24,974	1992	38,359
1988	25,828	1993	39,431
1989	28,018	1994	43,445
1990	30,645	1995	48,136

Of the 48,136 alarms in FY'95, fire calls constituted 5.7 percent, emergency medical service calls, 57.4 percent, and all other types of calls 36.9 percent.

The Fire Department responds to incidents with an average response of approximately four and one-half minutes from receipt of a call to arrival on scene.

Exhibit I-4 presents the last four years of the Fire Department's budget. Personnel services are approximately 90 percent of the annual Department budget.

B. Purpose and Scope of Study

This study was commissioned to provide the Charlotte Fire Department and City of Charlotte officials with a report of the current status of the Fire Department, and how the Department achieves its missions. The report presents findings, conclusions and recommendations. In several instances, options and alternative recommendations are discussed. The function of the study is to help increase the Department's efficiency and effectiveness. This comprehensive organizational study of the Department focuses on many issues, with emphasis on Fire Department organization, time productivity, communications, staffing, response time, station location and apparatus deployment, job classification (rank structure), work incentives, and planning mechanisms.

Information from selected benchmark cities concerning station location modeling, and other related items is presented. Because of the Charlotte Department's strong interest in community service, examples of service efforts in other cities are described for possible adaptation.

In summary, the study, as envisioned by Charlotte officials, was designed to examine those major areas where innovative approaches and programming would have the leverage to bring improved services to citizens at affordable costs. By design, the study did not examine a number of secondary issues, which, while of interest and importance, could not contribute to future plans in such a significant way.

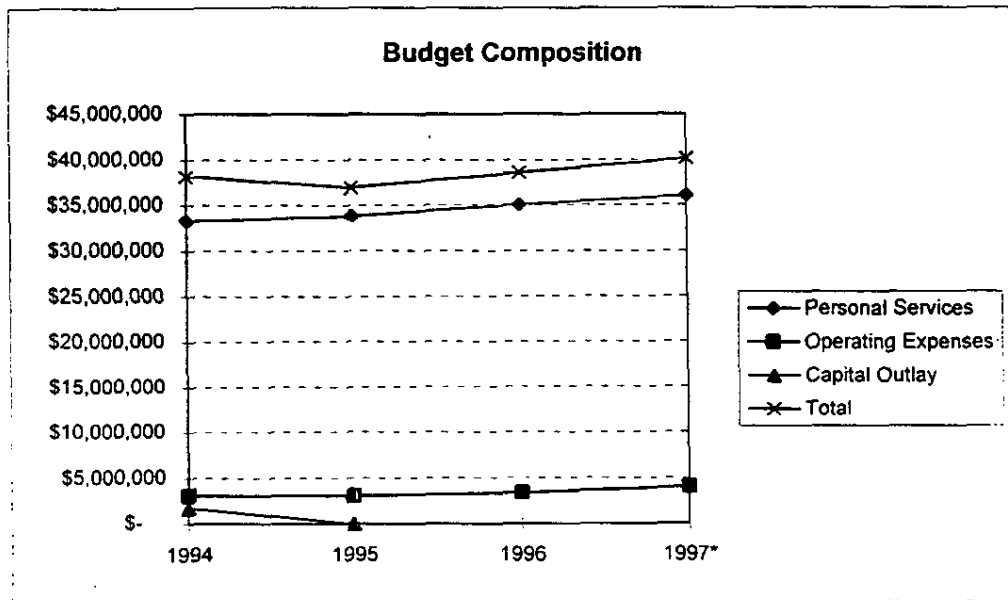
EXHIBIT I-4
Charlotte Fire Department
Budget Composition

	Fiscal Years			
	1994	1995	1996	1997*
Personal Services	\$ 33,302,042	\$ 33,815,351	\$ 35,087,726	\$ 36,081,202
Operating Expenses	\$ 3,140,142	\$ 3,122,002	\$ 3,445,827	\$ 4,085,127
Capital Outlay	\$ 1,740,866	\$ 4,282		
Total	\$ 38,183,050	\$ 36,941,635	\$ 38,533,553	\$ 40,166,329

*There is no longer any capital outlay as a result of lease-purchase arrangements.

Charlotte Fire Department
Budget Composition, Percent Distribution

	Fiscal Years			
	1994	1995	1996	1997
Personal Services	87.2%	91.5%	91.1%	89.8%
Operating Expenses	8.2%	8.5%	8.9%	10.2%
Capital Outlay	4.6%	0.0%	0.0%	0.0%
Total	100.0%	100.0%	100.0%	100.0%



Officials desire to deliver the best possible fire protection, rescue, hazardous materials, and emergency medical services to the City at an affordable cost, through its municipal Fire Department. The Charlotte Fire Department already has an excellent national reputation as an innovative and forward-looking organization. An important objective of this study is to assist in maintaining that position, while the Department operates as a key business element of City government.

C. Study Methodology

In conducting this study, five consultants made site visits to gather data, interview personnel, and appraise operations. Nine site visits were made to observe, interview, and collect data. Four additional team members collected benchmarking information, conducted the computer mapping work, and reviewed data. Monthly reports filed with Department and City officials describe in detail the site visits and interviews made by study team members.

Interviews were conducted with City officials, all available Department officers at the Battalion, Deputy, and Chief levels, civilian staff members, and Training Academy officers and Communications Center staff. Twenty-four of the 30 fire stations were visited at least once, and discussions were held with on-duty officers and crew. Actual response operations were observed. A wide variety of documents and data elements were reviewed.

Conclusions and recommendations found in this report were developed by using several methods, including:

- data analysis
- computer modeling for station response coverage
- normative data comparisons (benchmarking)
- expert opinion
- expert observation
- application of standards
- applicability of innovative practices

- interviews
- review of documents

Meetings were held on a regular basis with the Department and City liaison persons to report progress and to review future steps and remaining tasks. A draft report was prepared and reviewed by City officials and Fire Department personnel. Comments were received and many were integrated into this final report.

All personnel, at every level and position, were very cooperative with study team members, and very helpful in obtaining requested documents and in setting up site visits and interviews.

D. Findings, Conclusions and Recommendations

1. General Findings and Conclusions

The Charlotte Fire Department effectively accomplishes its primary objectives to provide suppression, prevention, investigations, emergency medical assistance, and related services. In addition, the Department has a dedicated and well-trained staff. The Department performs its emergency response functions well, and exceeds expectations in many areas. Training programs, operational strategies, and practices are appropriate. The Fire Department's community service programs far exceed those of other departments.

While there are substantial strengths in the current operations of the Fire Department, there are a number of opportunities for improvement which should be considered. These opportunities are expressed in the recommendations contained in this report. Many of the recommendations build on a sound framework of systems and personnel. A large number of the recommendations focus on the areas of Departmental organization and communications. The Charlotte Fire Department has the management and administrative capacity to implement the recommendations.

2. Principal Recommendations

Some recommendations in this report are rather detailed and technical in nature, others are less so. Moreover, some recommendations are more important than others. Several primary recommendations should be highlighted for the City of Charlotte's policy makers.

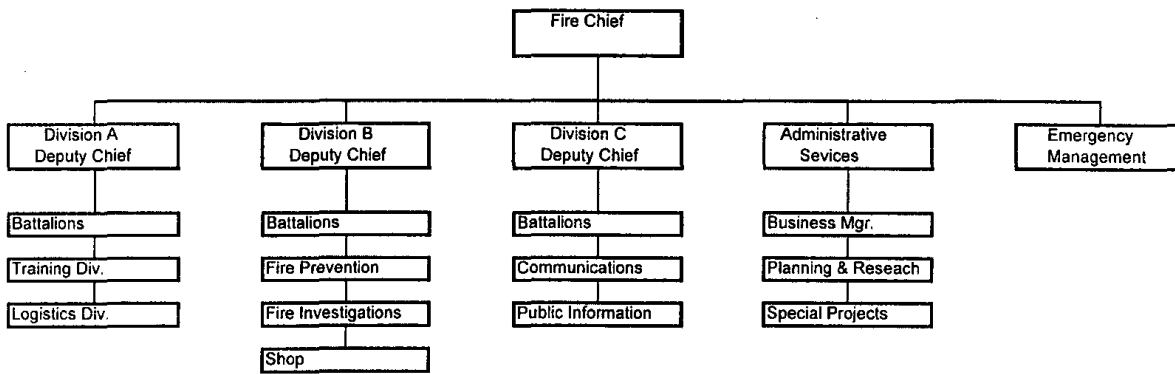
a. Fire Department Organization and Job Classification/Rank Structure

The existing *organization and command structure* of the Fire Department requires restructuring. While the organizational structure is basically sound for the delivery of emergency services, there is a need to restructure positions at the senior staff level, chief officer level (Fire Chief, Deputy Chief and Battalion Chief), and at the Company Commander, and Firefighter-Engineer level. At the chief officer level, Deputy Fire Chiefs work the 24-hour work schedule. They are required to juggle administrative and operational functions, which hampers the effective management of the Department. This structure results in the creation of three functional units, rather than one operational unit. In Chapter III of this report, we show three alternative organizational structures; each has characteristics more desirable than the current structure. One alternative calls for the re-establishment of the position of Assistant Chief for Operations and an Assistant Chief for Support Services, coupled, in the long term, with the possible elimination of the Deputy Chief positions.

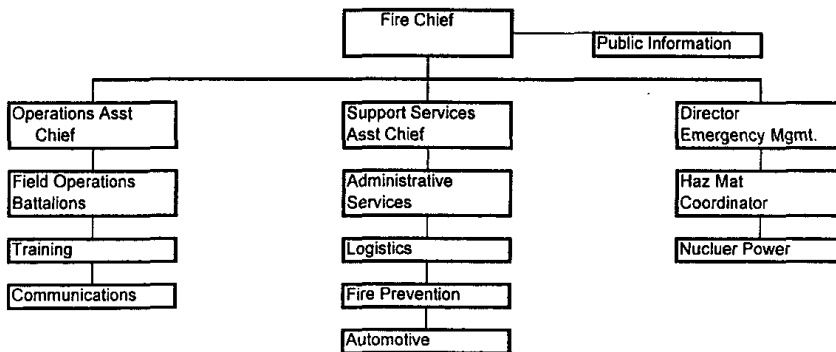
Exhibit I-5 compares the existing organization structure with the proposed structure; the most desirable of the alternatives recommended. The proposed organization is intended to establish consistency of direction and administrative control.

**EXHIBIT I-5
Current and Proposed Organization of the Charlotte Fire Department**

Current Organization: Charlotte Fire Department



Proposed Organization: Charlotte Fire Department (Desirable Model)



In addition to making alterations in command rank structure, several recommendations are made in the report relative to strengthening the management and supervisory role of Battalion Chiefs. Current practice often results in one Battalion Chief position unfilled. The Fire Department should maintain five Battalion Chiefs in service at all times, either by employing relief Battalion Chiefs, or appointing suitable Captains to act as a Battalion Chiefs, when needed.

Fire Operations employs 721 personnel, deployed at the 30 fire stations. At the Company Commander, or officer level, the Department has approximately 165 Captains who, when assigned to a fire station, share responsibility for the management of facilities, and implementation of policies and procedures. As a result, no one is ultimately accountable, or has ultimate decision-making authority. Personnel function as shift commanders, not station commanders. One approach to this situation is to designate one Company Commander as senior Captain for each Fire Company, responsible for direction and policy at double company stations. In the long term, the Fire Department should consider maintaining the Captain and Senior Captain structure, or establishing the rank of Lieutenant and reducing the number of Captains. While there would be the same number of company officers, the rank structure would be altered. As part of the restructuring effort, the Department should re-establish the Safety Committee, and create a Safety Officer.

At the firefighter level, the Department has the ranks of Firefighter I, Firefighter II and Firefighter-Engineer. The essential functions of the positions of Firefighter-Engineer and Firefighter II are similar; the positions should be merged into one position.

b. Productivity

Fire and rescue services, by their very nature, must have built into the system sufficient capacity to respond when emergencies arise. If the utilization of units is too great, then emergency response (response times) may suffer. The Charlotte Fire Department has an increasing demand for service (Exhibit I-6), which is a function of growth, as well as the demand to provide first responder services to the public. Because of the "excess capacity" which must be maintained, fire and rescue services are inherently expensive.

The Fire Department also commits a substantial amount of resources to community service programs. While we have suggested in this report that the Department impose more structure on its community service programs, the extent and the nature of program is greater than members of the consulting team have seen in other jurisdictions.

c. Communications

Communication is a principal need in an emergency services organization. The better the communication structure, the more effective the response. There are more than 40 recommendations made concerning short-term and long-term improvements affecting emergency communications. Many of these recommendations are of a technical nature, but several recommendations raise significant City and County-wide policy issues. We have suggested that there be a slight increase in the staffing of the emergency communications function. Additionally, as a long-term measure, the City should examine the practicality of merging the existing emergency communication operations serving the County.

d. Staffing

The number of staff assigned to each apparatus has been subject to a nation-wide debate. In 1995, an important stipulation became effective. A minimum of four trained personnel must be at the scene of a structure fire before an interior attack can be launched, except under the most extenuating circumstances. Both the Occupational Safety and Health Administration (OSHA) and the National Fire Protection Association (NFPA) have issued documents concerned with staffing and launching an interior attack. Existing Charlotte Fire Department crew staffing generally meets this requirement.

Charlotte Fire Department operates each unit with a minimum staffing of four (one officer and three firefighters). The Department takes a company out of service if staffing is not available, a daily occurrence. As a matter of practice, the Department should consider deactivating a squad company, rather than an engine company, when it is necessary to deactivate a company. Additionally, recommendations are made which require the Fire Department to have five Battalion Chiefs on-duty at all times, to ensure

supervision in the event of incidents. A suitable Captain, acting out of grade, is an acceptable alternative.

e. Response Time

The median response time for engines and ladder companies was 4:22 minutes in FY'95, and 4:29 for the first eleven months of FY'96. Response time is measured from receipt of call to arrival on scene. A distribution analysis of response time from July 1994 through March 1996 (more than 87,000 responses) was undertaken. This analysis indicates that for all emergency responses, the Fire Department arrives at the scene of an incident within four minutes at 47 percent of all incidents, within six minutes at 84.7 percent of all incidents, and 97.5 percent of the time within eight minutes of receipt of a call. This response information parallels the computer modeling of response capability. Computer modeling uses a geographic based information system (Chapter IV). The computer modeling uses conservative response assumptions, and predicts that the Fire Department would arrive on scene (in all areas of the City) in 57 percent of the City within six minutes from the receipt of a call, and 85 percent of the City within eight minutes of receipt of a call. It is important to note that the actual response time information reflects the ability to respond to the number of incidents. The computer modeling measures response across the City without regard to the location of incidents.

A recommendation is made that the Fire Department adopt a response capability objective which can be used to judge performance and the location of future stations. This response capability objective is based on response time as it relates to the properties of fires, as well as emergency medical service benchmarks. The response capability objective should be considered a benchmark to achieve. The objective should be:

Proposed Response Capability Objective

The initial apparatus shall arrive at the scene of the alarm within four minutes of receipt of the alarm in 90 percent of the incidents; and/or,

the full response complement shall arrive at the scene of the alarm within eight minutes of receipt of the alarm in 90 percent of the incidents; and,

the response time goal shall be consistent with the recommendation of the American Heart Association and the American Medical Association for response to medical emergencies.

It is probably not possible for the City to staff and deploy personnel in a way that all geographic areas and all incidents can be reached. Geographic limitations, activity level, and costs suggest setting a goal of achieving a response to 90 percent of incidents as reasonable..

f. Station Location and Apparatus Deployment

Fire stations locations and the assignment of personnel and equipment to stations is appropriate. In Chapter IV we examined fire station locations, their distribution and the areas of the City that can be served. Our analysis outlines several alternatives for enhancing service response, and the approximate costs of the enhancement. In Chapter IV we show that it is impossible to service all areas equally, but the current geographic distribution of fire stations is fundamentally sound. The only fire station which may offer an opportunity for relocation is Station #4, which is located in the central part of the City. To enhance coverage, several alternatives are presented, including the construction of two new fire stations and the relocation of a station. The extent of improved coverage possible and the cost of the improvement is shown.

The Charlotte Fire Department operates 30 engines and 11 aerial ladders, which is the appropriate mix of ladders and engines. Moreover, the Fire Department has developed a strategy which increases apparatus flexibility. The Department operates "quint" type vehicles which are generally deployed as ladder companies, but are equipped with a pump. If the Department expands service areas as a result of annexations, the Fire Department should staff new service areas with quint type apparatus.

g. Work Incentives

The fundamental incentive system is the compensation system. The public safety compensation plan resulted from a recommendation from an employee committee, which

sought to move away from a broadbanding system. The system appears generally accepted and is linked to an educational incentive system which provides percentage increases in pay with the receipt of a Associate's Degree or a Bachelor's Degree.

Linked to the pay plan is a performance appraisal program which has been developed recently. This appraisal process envisions a quarterly performance appraisal process, and was developed by an internal Department committee. The appraisal system appears well-designed and workable. Like all such systems, it will require some time to achieve effective operation. This performance tool should have an effective influence in performance of employees. The system also requires regular dialogue between the employee and the supervisor to provide true communication within the organization.

h. Planning Mechanisms

The Charlotte Fire Department is moving to create a Master Plan, designed to meet future service needs. While many of the recommendations which are contained in this report should be integrated into the Master Plan, the planning process is almost as important as the plan which is developed. The planning process will be greatly enhanced by restructuring the organization of the Department which will place the leadership on a 40-hour work schedule. This will enable greater daily communication among key chief officers and with administrative and planning personnel. An opening of the communication channels will enable all personnel to operate at maximum effectiveness.

The purpose of a master planning process is to provide objectives for the necessary strategic and tactical planning of the Fire Department. Thus, it is important that the process include participation by senior officers, the planning officer, administrative personnel, and other staff members with expertise. The planning process must be linked to the policy goals of the City government as whole. Additionally, the plan should address some of the issues outlined in this report, including developing a plan to service annexed areas; strengthening the Communications Center, to ensure response capacity; standardizing the three-shift operating and management; strengthening the role of Battalion Chiefs.

The review of the Fire Department's role in emergency medical services was outside the scope of this study. However, it is apparent that the outcome of any debate of the role of the Fire Department in providing, or supporting, the provision of emergency medical services will have a significant impact on the organizational structure, training regimen, equipment purchased and the ultimate deployment of resources. One recommendation which should be considered, whatever the outcome of the decision regarding the future of emergency medical services, is the purchase and deployment of defibrillators on each emergency response vehicle. Currently, the Department equips some units. Initially, the Department should equip all pumpers with defibrillators, and eventually equip all other emergency response vehicles.

The balance of this report is organized into several Chapters. Chapter II discusses fire and rescue and EMS service delivery in Charlotte; Chapter III discusses the organizational structure of the Department, administrative operations, and communications, as well as other subjects. An important part of Chapter III discusses the internal communication within the Department. Chapter IV focuses on station and apparatus locations and response capability. Response time information is shown, as well as several computer maps. An underlying principal outlined in this Chapter is that the Fire Department should adopt a response capability objective as a benchmark. Chapter V discusses Departmental training. Chapter VI provides data on five benchmark jurisdictions, for comparison purposes Chapter VII describes support services, with an emphasis on emergency communications. Chapters VIII and IX discuss community service programs and long-range planning, respectively, and Chapter X provides a list of recommendations included in this report.

COUNCIL WORKSHOP AGENDA ITEM SUMMARY

TOPIC: City Economic Development Goals and Roles

COUNCIL FOCUS AREA: Economic Development

KEY POINTS (Issues, Cost, Change in Policy):

- Since City Council's February, 1996 Retreat, the Council has held a series of meetings and workshops to discuss the City's interest in economic development, potential goals and roles for the City in economic development and some of the City's current economic development projects. The chronology of those meetings has been:
 - * *February Retreat* - Brainstormed and identified areas of interest.
 - * *March Mini-Retreat* - Brainstormed and identified potential actions steps.
 - * *September Workshop* - Begin discussion of City interests, goals, criteria and projects.
 - * *October Workshop* - Met with local practitioners - Dr. John Connaughton, Carroll Gray, Clayton Lovell and Tony Norman - to discuss issues/trends and the City's interest in economic development.

The purpose of these Council discussions has been to:

- * Understand the City's interest in economic development;
 - * Establish City's goals for economic development;
 - * Clarify the City's roles and criteria for participating in economic development initiatives; and
 - * Identify the City Council's *high priority* economic development projects for this fiscal year.
- At the November Workshop, City Council will continue its discussion of economic development by focusing on goals for the City and establishing the appropriate City roles for each goal area. The City staff will facilitate discussion. The private sector participants from the October Workshop have also been invited to attend. In a future workshop, City Council will discuss economic development criteria and project priorities.

OPTIONS: Not Applicable

COUNCIL DECISION OR DIRECTION REQUESTED: Define City goals and roles in Economic Development.

ATTACHMENTS: Economic Development Goals and Roles Discussion Guide and Explanation of Current Economic Development Initiatives.

ECONOMIC DEVELOPMENT FOCUS AREA
November 4, 1996 Workshop

Objective: Define City goals and roles for Economic Development.

Potential City Economic Development Roles	
1.	Policies and plans - (e.g., Transportation, Land Use, and Capital Program)
2.	Regulations - (e.g., Transportation, Zoning, Land Development, Housing and Subdivision)
3.	Infrastructure - (e.g., Transportation, Utilities, and Neighborhoods)
4.	Services - (e.g., Police, Fire, and Job Training)
5.	Public Lands - (e.g., Rights-of-Way, Parks, and Plazas)
6.	Public Facilities - (Public Buildings)

ISSUES/TRENDS

GOALS

PUBLIC/PRIVATE ROLES

Overflow Trend – Loss of population, business and tax base.

(Comments from October Workshop)

- Develop database to keep track of businesses that are leaving and why they are leaving.
- Comparing Mecklenburg County to the State: 1 in 12.5 people live in Mecklenburg County, 1 in 8.2 work in Mecklenburg County, and \$1 in \$6.50 dollars is generated in Mecklenburg County.
- Today we have tremendous Economic Development in the County.
- How much longer will growth continue before it tapers off?
- Population Overflow effect - Housing is becoming more expensive in Charlotte.
- 103,000+ Net Commuters.
- 10-15 year delay before we see job growth transfer to the surrounding counties.
- This happens in other metropolitan areas – Economic growth becomes stagnant or decline.
- Public response is to send \$\$\$ to targeted areas.
- Need to foster better relations with our regional neighbors. There is a herd mentality in the industry...Everybody stampede to the hot market...To the greenfields beyond the Outbelt.

- * Keep existing businesses
- * Recruit new businesses
- * Fiscal position – Maintain AAA Bond rating, property value and sale tax growth
- *
- *



ECONOMIC DEVELOPMENT FOCUS AREA
November 4, 1996 Workshop

Objective: Define City goals and roles for Economic Development.

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ISSUES/TRENDS

GOALS

PUBLIC/PRIVATE ROLES

Workforce Development - Quality of workforce and lack of inner city employment opportunities.

(Comments from October Workshop)

- Address the education aspects of economic development.
- Work Force Development Board job is to provide training opportunities to prepare people for jobs. We have a good supply of high paying jobs, but not good unemployed population match.
- With the end of welfare in the next two years another 2,500 people locally will be coming into the workforce.
- Critical issues are:
 - How to get people to jobs?
 - How do we provide child care(particularly 2nd and 3rd Shifts).
 - How do we address the underemployed? (Downsizing, rightsizing, etc. are putting older worker back into the workforce).
- Workforce Development has to be part of the solution.
- Develop jobs in the inner-city... Will not come by themselves.

- * Support development of a quality workforce
- * Create inner-city employment opportunities
- * Provide training for unemployed and underemployed residents (Welfare Reform)
- * Provide transit to access jobs
- *
- *

ECONOMIC DEVELOPMENT FOCUS AREA
November 4, 1996 Workshop

Objective: Define City goals and roles for Economic Development.

Potential City Economic Development Roles

1. **Policies and plans** - (e.g., Transportation, Land Use, and Capital Program)
2. **Regulations** - (e.g., Transportation, Zoning, Land Development, Housing and Subdivision)
3. **Infrastructure** - (e.g., Transportation, Utilities, and Neighborhoods)
4. **Services** - (e.g., Police, Fire, and Job Training)
5. **Public Lands** - (e.g., Rights-of-Way, Parks, and Plazas)
6. **Public Facilities** - (Public Buildings)

ISSUES/TRENDS

GOALS

PUBLIC/PRIVATE ROLES

Infrastructure – Address needs, priorities and financing.

(Comments from October Workshop)

- City provides the infrastructure ... bring people to the table.
- Lack of capital facilities in suburban and newly annexed areas.
- Duke Power and Piedmont Natural Gas are inexpensive utilities.
- U.S. Air is very important as a selling point.
- Advantage is good transportation (e.g., air, roads, sea, and trucks).

- * Maintain established infrastructure
- * Meet urban revitalization needs
- * Support suburban area needs
- *
- *

ECONOMIC DEVELOPMENT FOCUS AREA
November 4, 1996 Workshop

Objective: Define City goals and roles for Economic Development.

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1.	Policies and plans - (e.g., Transportation, Land Use, and Capital Program)
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3.	Infrastructure - (e.g., Transportation, Utilities, and Neighborhoods)
4.	Services - (e.g., Police, Fire, and Job Training)
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6.	Public Facilities - (Public Buildings)

ISSUES/TRENDS

GOALS

PUBLIC/PRIVATE ROLES

Transportation – *Increased congestion, role of transit, expansion of aviation and maintain livability.*

(Comments from October Workshop)

- 103,000+ net commuters.
- A negative is transportation - Some congestion, but we are building more roads.
- Advantage is good transportation (e.g., air, roads, sea, and trucks).

- * Develop Airport and vicinity
- * Plan and finance transportation system - roads and transit
- * Balance transportation and community livability
- *
- *

ECONOMIC DEVELOPMENT FOCUS AREA
November 4, 1996 Workshop

Objective: Define City goals and roles for Economic Development.

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1.	Policies and plans - (e.g., Transportation, Land Use, and Capital Program)
2.	Regulations - (e.g., Transportation, Zoning, Land Development, Housing and Subdivision)
3.	Infrastructure - (e.g., Transportation, Utilities, and Neighborhoods)
4.	Services - (e.g., Police, Fire, and Job Training)
5.	Public Lands - (e.g., Rights-of-Way, Parks, and Plazas)
6.	Public Facilities - (Public Buildings)

ISSUES/TRENDS

GOALS

PUBLIC/PRIVATE ROLES

<p>Fiscal Conditions – Cost of government, cost of regulations, infrastructure and land</p> <p>(October Workshop Comments)</p> <ul style="list-style-type: none"> • We have two of the top ten banks in the Country - capital is available. • When costs becomes too great people start to look else where. • A negative is annexation - running out of opportunities. • Expand role of market to the region ... City and County has an interest. • Major ED projects could not happen without the City involvement. • Things changed in the marketplace ... important that we understand the changes and stay ahead of the curve. • Incentives is an issue...How do we address them? • Retention is becoming a larger issue with the Chamber. • Preparation is the key... the Cities that are prepared will get the growth. • Must attract the jobs that we want or they will go to other areas. • Define current weaknesses and ways to address those weaknesses. • Need to get serious about taxes. (Look at long term incentives.) 	<ul style="list-style-type: none"> * Keep cost of government competitive (Property, Sales, State, Utility, Service taxes and fees) * Establish priorities for services, infrastructure and land improvements * * 	
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ECONOMIC DEVELOPMENT FOCUS AREA

November 4, 1996 Workshop

Objective: Define City goals and roles for Economic Development.

Potential City Economic Development Roles

1. **Policies and plans** - (e.g., Transportation, Land Use, and Capital Program)
2. **Regulations** - (e.g., Transportation, Zoning, Land Development, Housing and Subdivision)
3. **Infrastructure** - (e.g., Transportation, Utilities, and Neighborhoods)
4. **Services** - (e.g., Police, Fire, and Job Training)
5. **Public Lands** - (e.g., Rights-of-Way, Parks, and Plazas)
6. **Public Facilities** - (Public Buildings)

ISSUES/TRENDS

GOALS

PUBLIC/PRIVATE ROLES

Community Safety – Growing violent and youth crime, and substance abuse

(October Workshop Comments)

- Addressing crime is a key to an area attractiveness.
- Need to get serious about crime.

- * Continue Community Policing
- * Provide Neighborhood Services
- * Support Youth Services
- *
- *

ECONOMIC DEVELOPMENT FOCUS AREA
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ISSUES/TRENDS	GOALS	PUBLIC/PRIVATE ROLES
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<p>Quality of Life – Maintaining healthy physical environment and community amenities</p> <p>(October Workshop Comments)</p> <ul style="list-style-type: none"> • Address the people needs. • An advantages of the community is good weather. • All business sectors are looking for good community characteristics. • 1 in 4 residents in Mecklenburg have taken a course at CPCC. Local Colleges are an asset. • Environmental issues are not a big concern. • We have good growth in a natural sense. • We have a good amenity package - NFL, NBA and Hockey are selling points. • Chamber is a selling tool. • Elected Officials and Staff are a good selling tool. • Increased awareness of neighborhoods and their needs is necessary. • Need to ease transition in neighborhoods when businesses leave. (Seek national model) 	<ul style="list-style-type: none"> * Healthy neighborhoods and business areas * Support Education, Arts and Recreation * Support civic involvement and participation * * 	
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Current Economic Development Opportunities

Explanation of High Priority Projects

- **Airport** - To complete the 21st Century Development program which includes updating the FAR Part 150 Noise Compatibility Program and preparing an environmental impact statement for the proposed parallel runway.
- **Business Relations** - Develop and maintain positive relations (*Manager's Office, City Expediter Office, Utilities, etc.*) with local businesses and organizations to identify and address service and infrastructure needs.
- **Business Retention Strategy & Action Plan** - Develop a plan which articulates the City policy, strategies and action steps for retaining and expanding of local businesses.
- **Capital facilities investments to support economic development objectives** - As an ongoing effort, continue to identify and support capital investment projects which achieve the City's Economic Development goals.
- **Convention Center Support (*Parking, Hotel & Facility Expansion*)** - Develop City strategies to support parking, Hotel development and facility expansion plans to enhance the marketability and operations of the Convention Center.
- **CWAC Business Park Development** - Develop a partnership with the Chamber and private developers to develop ways to create a business park in the City Within A City area to provide job opportunities for inner-city workers.
- **Develop business incentives policy** - Develop City policy, strategies and criteria for providing incentives to aid in retaining and recruiting businesses.
- **Eastland Mall Area Initiative** - Develop and maintain positive business relations with the Eastland Mall area business community to identify and address business service and infrastructure in the Eastland Mall area.
- **Entertainment Complex** - Provide support toward development of an Uptown Entertainment complex.
- **First Ward Plan** - Develop plans, provide infrastructure and other City services to support the redevelopment of the First Ward community.
- **Hornets & Coliseum** - Review proposals and assess options for assisting the Charlotte Hornets.

- **Retail Complex** - Work with the School Board and the County to develop Request For Qualifications, review responses and assess options for assisting in developing an Uptown retail complex.
- **SouthPark Initiative** - Develop and maintain positive business relations with the SouthPark business community to identify and address business service and infrastructure in the SouthPark area.
- **Trolley** - Explore options for expansion of the trolley route as a tourist attraction for the community between South End and the First Ward communities.
- **University Area Initiative** - Develop and maintain positive business relations with the University Area business community to identify and address business service and infrastructure in the University area.
- **Westside Strategy** - Identify issues affecting growth and development on the Westside and proposed strategies for addressing those issues.

COUNCIL WORKSHOP AGENDA ITEM SUMMARY

TOPIC: Neighborhood Quality of Life Index

COUNCIL FOCUS AREA: City Within a City

KEY POINTS (Issues, Cost, Change in Policy):

- ▶ The question of how we measure success has long been a part of discussions about the CWAC initiative.
- ▶ Neighborhood Development and Planning have contracted with UNCC's Urban Institute to help answer this question. The Urban Institute will develop a Quality of Life Index for the 73 CWAC neighborhoods.
- ▶ The index will provide a snapshot of social, economic and physical conditions in each neighborhood at a given point in time. The 1996 index will create a baseline of neighborhood health and vitality, and updates may be done at specific intervals (e.g. every 2 years).
- ▶ This tool will allow us to gauge our progress in meeting Council's CWAC goals and begin to measure the outcomes associated with various City investments and interventions.

OPTIONS: N/A

COUNCIL DECISION OR DIRECTION Requested: Information only; no Council action requested.

ATTACHMENTS: Neighborhood Quality of Life Index Report.

NEIGHBORHOOD QUALITY OF LIFE INDEX

What is the Neighborhood Quality of Life Index?

- The Neighborhood Development and Planning Key Businesses have contracted with UNCC's Urban Institute to develop and construct a Neighborhood Quality of Life Index by February 1997.
- This index will measure quality of life in the 73 City Within a City (CWAC) neighborhoods by tracking a wide variety of conditions that affect neighborhood life. Categories of variables include economic opportunity, social fabric, environment, education, physical conditions, community health, community safety and civic engagement.
- Each neighborhood will be assessed according to selected indicators and will also receive a composite index measurement of neighborhood quality of life. 1996 data will form the baseline, and biennial updates are anticipated.
- This data will permit neighborhoods to be compared to each other, to the city as a whole and--in future years--to themselves over time.

Why are we doing this?

- For as long as City Within a City has been a Council priority, the problem of how to measure success has been an issue. While we have become adept at measuring *output* (the number of loans made, houses built, etc.), we have generally lacked a way to track *outcomes*. Did a particular investment or intervention really make a difference in the quality of life for residents? Are neighborhoods turning the corner or deteriorating?
- The Neighborhood Quality of Life Index is a starting point for getting at some of these issues.

What will be the end result?

- The result will be a report prepared by the Urban Institute that includes the neighborhood findings and becomes the property of the City of Charlotte. Other parties who are likely to be interested in the findings include Mecklenburg County agencies, state officials, businesses, nonprofit agencies, neighborhood organizations and community residents.
- Neighborhood Development and other key businesses will use the Index as a reference point for organizational goal setting, making recommendations for resource allocation decisions and as a yardstick for measuring performance progress.

COUNCIL WORKSHOP AGENDA ITEM SUMMARY

TOPIC: Area Plans Update

COUNCIL FOCUS AREA: Various types of plans provide the framework for Council to systematically address issues in all of the five focus areas: Community Safety, City Within A City, Restructuring Government, Transportation, and Economic Development.

KEY POINTS (Issues, Cost, Change in Policy):

- Council sets the vision for the community, and carries out actions to achieve that vision through various types of plans.
- Three major categories of plans which Council is involved in are Policy Plans, Geographic Area Plans and Facility Plans.

Policy Plans have a broad scope. They look at the "big picture" and set the direction or approach that guides future decision making. The *2015 Plan* is an example of a policy plan which will be coming to Council this year for consideration.

Geographic Plans are prepared for specific areas. The broadest of these geographic plans were prepared for the seven planning districts which make up Charlotte-Mecklenburg: **North, Northeast, East, South, Southwest, Northwest and Central**. Geographic Plans for smaller areas within these seven districts are prepared for neighborhoods, corridors and business areas. *A Third Ward Future*, is an example of a geographic plan for a neighborhood. These plans provide a vision for the future and contain strategies for achieving that vision.

Facility Plans usually address a single type of public facility or functional area such as transportation, parks, or schools. While a facility plan is narrow in subject, it usually provides an in-depth look at the particular subject it addresses. Recommendations from facility plans, like the *2015 Transportation Plan*, feed into the overall *Capital Improvements Plan* and are eventually carried out through the City's *Capital Improvements Program*.

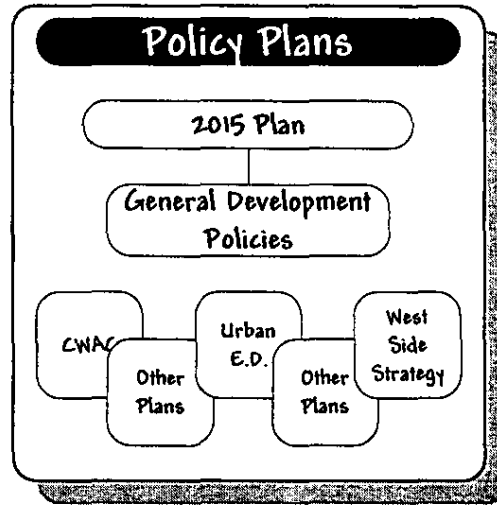
OPTIONS: N/A

COUNCIL DECISION OR DIRECTION REQUESTED: For information only; no Council action requested at this time. Council will be asked to review and approve a number of plans over the next several months according to the attached schedule.

ATTACHMENTS: *How Council Acts Through Plans*, Planning Commission 10/96; and, *Schedule of Upcoming Plans for Council Review*

HOW COUNCIL ACTS THROUGH PLANS

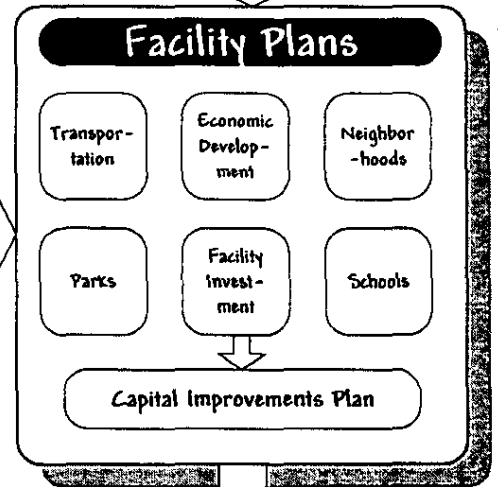
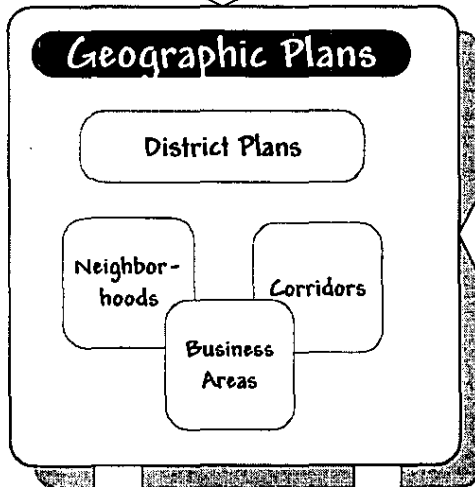
Policy



City Council Role

Set Vision: Receive Recommendations; Review Plans; Hold Public Hearings; Approve Plans; Direct Staff to Implement Plans

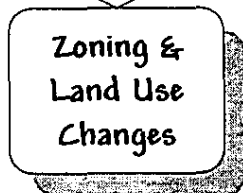
Strategy



City Council Role

Refine & Apply Policies: Receive Recommendations; Review Plans; Hold Public Hearings; Approve Plans/Plan Amendments

Action



City Council Role

Approve Zoning Changes; Authorize Capital Expenditures; Direct City Manager

Schedule of Upcoming Plans For Council Review
Planning Commission: FY 97 Plan Development and Approval Status

PLAN DEVELOPMENT

CITY COUNCIL REVIEW & APPROVAL PROCESS**

Plan Name	Type *	Elements to be Adopted	Plan Development	Planning Committee	Dinner Meeting	Public Hearing	Council Committee	Council Approval
Graham Street	G: business	None	✓	✓	NA	NA	NA	for info. only
Mt. Holly	G: neigh/business	Land Use	✓	✓	✓	✓	NA	✓
Oakhurst	G: neighborhood	Land Use	✓	✓	✓	✓	✓	✓
First Ward	G: neighborhood	Land Use	✓	✓	✓	✓	underway	
Third Ward	G: neighborhood	Land Use	✓	✓	Oct. 28	Oct. 28		
Wingate	G: neighborhood	Land Use	✓	✓	Dec. 16	Jan.		
Midtown	G: business	Land Use	✓	✓	Nov. 18	Dec. 16		
Freedom Dr.	G: corridor	Land Use	✓	Nov.	Dec. 16	Jan.		
2015 Plan	Policy	Goals & Obj.	✓	Oct. 21	Nov. 4 Status	w. County - Jan.		
Wesley Heights	G: neighborhood	Land Use	✓	Nov.	Jan.	Feb.		
Center City	G: neigh/business	Land Use	underway	Nov. 18				
NC 49	G: corridor	Land Use	underway	Dec.	Jan.	Feb.		
West Blvd.	G: corridor	Land Use	underway					
N. Tryon Street	G: corridor	To be determined	underway					
Wilkinson Blvd.	G: corridor	To be determined	underway					
Druid Hills	G: neighborhood	To be determined	underway					
Northwest	G: district	Land Use	11/96					
Wilmore	G: neighborhood	To be determined	11/96					
Southwest	G: district	Land Use	6/97					
West Morehead	G: business	Land Use	FY97					
Central Avenue	G: business	Land Use	FY97					

* G--Geographic Area Plan

**Acceptance/approval of geographic area plans does not imply approval of any proposed zoning change. Any proposed rezoning must be fully considered through a public hearing and review process. Acceptance/approval also does not mean automatic inclusion of any capital improvement projects in the next budget cycle. These improvements will only be funded through the existing capital improvement program and are recommended for inclusion on a priority basis, weighed against all capital needs identified through the budgetary process.

COUNCIL WORKSHOP AGENDA ITEM SUMMARY

TOPIC: *2015 Plan* Status Report

COUNCIL FOCUS AREA: *The 2015 Plan* addresses issues in each of the five focus areas: Community Safety, City Within A City, Restructuring Government, Transportation, and Economic Development.

KEY POINTS (Issues, Cost, Change in Policy):

- A draft of the *2015 Plan* was completed in August, and is currently being reviewed by the Planning Commission.
- City Council will be asked to hold a joint public hearing on the *Plan*, with County Commission, in December or January.
- The purpose of the 2015 Plan is to:
 - 1) Assess growth assumptions set forth in the *2005 Plan* and extend projections to the year 2015
 - 2) Identify key community issues
 - 3) Establish goals to address issues
 - 4) Provide direction related to issues and goals (objectives)
 - 5) Link initiatives to identified community issues (department work programs)
- The *Plan* identifies and discusses issues in the following areas: Transportation, Land Use and Design, Economic Development, Education, Parks and Open Space, Neighborhoods, and Regionalism.
- The *Plan* is a big picture look at our future. Specific action steps will be developed once we have reached consensus on this direction for the future.

OPTIONS: N/A

COUNCIL DECISION OR DIRECTION REQUESTED: For information only. The completed *Plan* will be presented to Council during December, 1996.

ATTACHMENTS: *2015 Summary*, October 15, 1996.

2015 PLAN SUMMARY

October 15, 1996

Purpose

Since the completion of the *2005 Generalized Land Plan* in 1985, we have not paused as a community to assess how all the pieces of our planning efforts are fitting together within the context of recent physical, social and economic changes. The *2015 Plan* provides this assessment, builds on the planning work that has been done in the last decade, and determines where the community's efforts should be directed in the next five to ten years to ensure long-term economic growth and an excellent quality of life.

The *2015 Plan* identifies priority issues in the community and develops goals to address these issues. The *Plan* is to be used to link City and County initiatives to these community issues and priorities by serving as a framework and organization tool for developing future policies and initiatives. The *Plan* itself is a "big picture" look at our future. Specific action steps will be developed at the implementation stage, once we have reached consensus on this direction for the future.

Planning Process



The *2015* planning process "officially" began in October, 1995. To date, planning staff have held three citizen orientation sessions, 14 focus groups, 36 work groups, and three public meetings. Planning staff have made numerous presentations to community groups including neighborhood and civic organizations, churches, schools and housing and development-oriented committees. In addition, staff have presented information, and provided opportunities for input to key business executives and other staff, as well as City

Council, County Commission and School Board representatives.

The *2015 Plan* Community Work Groups completed a draft document of the issues, goals and objectives which provides the foundation of the *2015 Plan*. Each of the seven issue areas identified in the work group document were discussed during a series of three public meetings in April and May, 1996. City and County staff had an opportunity to comment on the work group draft during a formal review on June 4, 1996.

Planning staff has incorporated comments from the public meetings and staff review sessions into a revised draft plan that is currently being reviewed by the Planning Commission. The Planning Commission is expected to complete its review in November, with recommendations going to the elected officials in December. A joint public hearing will be scheduled in December or January to provide an opportunity for additional public input. City Council and County Commission adoption of the *2015 Plan* is expected in early 1997.

The information provided below highlights the key concepts from the draft *2015 Plan*. For more detailed information, please consult the most recent draft *2015 Plan*, available upon request from the Planning Commission, 336-2205.

Highlights of the Draft *2015 Plan*

- ◆ **Land Use & Design:** Historically, Charlotte-Mecklenburg has accommodated new growth by developing land further and further out from the Center City. But, there is a limit to how long we can continue to grow in this fashion. We are now reaching the point where commercial development and residential growth is beginning to shift to surrounding counties. This fact is becoming increasingly clear as the



completion of the outer loop (I-485) spurs development in the far reaches of Mecklenburg County and beyond.

New strategies to accommodate future growth within Mecklenburg County must, therefore, be implemented. Charlotte-Mecklenburg's future success lies in its ability to develop as an attractive and unique urban center of a suburban region. This will require greater support for higher density developments, especially within key transportation corridors and centers. It will also require that new development meet higher standards and that initiatives are undertaken to ensure that existing neighborhoods are maintained and enhanced.

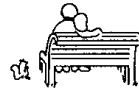
- ◆ **Neighborhoods:** Neighborhoods are the building blocks of our community and we must ensure that the support and resources are provided to make all neighborhoods successful. Whether it be making infrastructure improvements, working to eliminate substandard housing, or providing training for neighborhood leaders, we must focus on the unique needs of neighborhoods.

Neighborhood residents often feel strongly about preserving the character of their neighborhoods and prefer stability to change. The challenge is to find a balance between the need for change and the need for stability. Preserving existing neighborhood property values, while accommodating the necessary and inevitable forces of change will ensure that neighborhoods are healthy and economically viable, and that they positively contribute to the community's tax base and to the overall quality of life in Charlotte-Mecklenburg.

Housing choices must be provided to meet the needs of an increasingly diverse population. The need to provide

housing opportunities for all income levels and lifestyles must be addressed. Demographic trends, particularly the overall aging of the population, will likely create a demand for different housing styles, including condominiums and townhouses.

- ◆ **Parks, Recreation & Open Space:** The need for green space and recreation areas is often overlooked. Given the current pace of development, it is critical that land is reserved now, so that it will be available to meet the



needs of our future population. To do this, we need to look to partnerships and creative funding opportunities. We may also need to begin thinking more creatively about how green/open space can be incorporated into new and existing development, including roadway designs. Providing "traditional" parks may not always be feasible, or the best way to meet community needs. The updated Parks Master Plan should provide the planning and prioritization for parks and open space. However, we must pursue all avenues, such as donations, conservation easements, temporary use, development incentives and regulations, to ensure that parks, recreation facilities and open spaces are adequately available and accessible to all our citizens.

- ◆ **Transportation:** A good transportation system is essential to Charlotte-Mecklenburg's long-term viability. It allows citizens access to jobs, shopping and services, and allows businesses access to employees, customers, goods and services. Recognizing that there is a practical limit to expanding the road system, it is becoming increasingly evident that we must find alternative ways to meet transportation needs.

We must begin to develop a transit system today to meet the needs of a growing population. Small changes in the

existing bus system will not be enough, a major initiative is needed for transit to work in Charlotte-Mecklenburg. Along with providing transit, facilities for pedestrians and bicyclists must be provided and initiatives which encourage the use of other alternate means of transportation (i.e., car pools, van pools) must be strengthened. A transportation system that includes roads, mass transit, aviation, bicycles, and pedestrians will be necessary to meet future transportation needs.

- ◆ **Regionalism:** Land use, transportation, utility and environmental planning and public service delivery should be coordinated throughout the metropolitan region to increase efficiencies and to eliminate duplication.



Such cooperative efforts, however, must also be coordinated at the local level to ensure that initiatives are not at cross-purposes and that they do not conflict with our overall vision for Charlotte-Mecklenburg. Such local coordination can also ensure that the best interests of Charlotte-Mecklenburg are at the forefront of our decision making.

- ◆ **Education:** A quality education system is a vital part of a healthy community, and; a healthy community is essential to developing a quality education system. It is especially important, therefore, that all of our learning institutions be active players in preparing for this community's future and in implementing plans to enhance its livability and viability. From sharing facilities with other agencies and organizations, to involving the community in mapping its educational future, to working hand-in-hand with City and County agencies to plan for the challenges of growth and development, the education system must be an integral part of the solution.



We must challenge ourselves to re-think the ways we have traditionally delivered educational resources, especially within the public school system. A school facilities master plan must be developed which is innovative and comprehensive in approach and which is based on changing demographic and economic trends. Part of this plan must include policies for locating schools and criteria for developing schools in urban areas. The education system must be a cradle to the grave system serving the needs of all segments of the population - the emerging work force, existing work force, transitional work force and entrepreneurial work force.

- ◆ **Economic Development:** The focus should be on providing an environment where businesses can grow and prosper, yet not at the expense of lessening the quality of life. We need to support existing business, and recruit new business that will help the economy remain adaptable to changing trends, and also provide jobs for a diverse work force. We also need to ensure that we have a trained and well-educated work force to meet the changing needs of a global economy. Further, we must ensure that employers have an available work force and that people can get to the available jobs.

Economic development initiatives should address the revitalization of deteriorating business corridors and fragile and threatened neighborhoods; as well as the maintenance and enhancement of more stable areas. Existing sites sitting vacant in the inner city must be improved and marketed more effectively. Further, we must demonstrate that housing and employment can complement each other and, together, provide economic stability in a neighborhood.