# AGENDA

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|---|---|
| Meeting Type: | WORKSHOP |
| Date | 07/13/1998 |
| | |

City of Charlotte, City Clerk's Office

CHARLOTTE

*Mayor Patrick McCrory* *Mayor Pro Tem Lynn Wheeler*

*Rod Autrey*
*Charles Baker*
*Patrick Cannon*
*Malachi Greene*
*Mike Jackson*
*Nasif Rashad Majeed*
*Don Reid*
*Al Rousso*
*Tim Sellers*
*Sara Spencer*

## *Council Agenda*

# CITY COUNCIL WORKSHOP

**Monday, July 13, 1998**

**Dinner**
**Room 267**

| | |
|---|---|
| **5:00 - 5:10 p.m.** | **Request for Council Action: G. O. Bond Authorization for Storm Water** |
| **5:10 - 6:10 p.m.** | **Economic Development: Convention Center Hotel Briefing** |
| **6:10 - 7:10 p.m.** | **Transportation and Economic Development: Connectivity** |
| **7:10 - 7:15 p.m.** | **Restructuring Government: Process for Next Steps in Review of Methods of Election** |
| **7:30 p.m.** | **Citizens' Forum**<br>**Council Chamber** |

Res #1
Bk35, p. 225

# *COUNCIL WORKSHOP*
# *AGENDA ITEM SUMMARY*

**TOPIC: General Obligation Bond Referendum for Storm Water**

**STAFF RESOURCE:** Richard D Martin

**KEY POINTS:**

- In 1997, City Council adopted a resolution to move the Storm Water program to a true Enterprise fund which included phase out of the City's property tax contribution to Storm Water, and the use of revenue bonds as a funding source for the Storm Water Capital Investment program

- The City's bond counsel discovered a glitch in the State law concerning the authorization to levy storm water fees relative to the use of revenue bonds The present law provides that only one entity may levy a storm water fee in an area where two different governments are providing storm water services

- Through an interlocal agreement, Mecklenburg County levies the fee and remits the City's share of the fee to the City According to the City's bond counsel, if the City and County were to dissolve the Interlocal Agreement (for any reason), neither entity could charge a storm water fee This "possibility" means the buyers of revenue bonds cannot be guaranteed the storm water fee revenue to service the bond debt

- The City Council's legislative agenda for this year's short session includes a bill which authorizes the City to levy a Storm Water fee in an amount adequate to service revenue bonds if any are outstanding, regardless of the status of the interlocal agreement The bill has cleared the Senate and is being considered in the House of Representatives While the legislation is expected to pass, the timing cannot be assured

- The City Council approved Capital Investment Program for Storm Water for FY99 and FY2000 requires $40 million in bond funding (see attached table) <u>If revenue bonds are not available because the needed legislation did not pass in the Short Legislative Session, G.O. bonds are the next best alternative funding source.</u>

- In order to have Storm Water G O bonds placed on the November ballot, City Council must adopt an Authorization to Proceed on July 13, 1998 as the first step in the Bond process <u>If the State Legislature adopts the legislation necessary for revenue bonds this year, the process for G.O. bonds will be suspended.</u>

**OPTIONS:**

July 13, 1998 is the latest that the bond authorization can be adopted in order to have Storm Water bonds placed on the ballot in November

**COUNCIL DECISION OR DIRECTION REQUESTED:**

**Approve a resolution authorizing staff to proceed with the necessary actions to conduct a general obligation bond referendum on November 3, 1998. The referendum will request voter authorization for $40,000,000 for Storm Water Bonds.**

The resolution specifically (1)authorizes application to the Local Government Commission (LGC), (2)authorizes the "Application for Approval" with the LGC, and, (3) approves the projects for bond financing

**ATTACHMENTS:**

List of Storm Water Programs
Resolution

# 1998 Storm Water Bonds

For Fiscal Years 1999 and 2000, over $52 million for improvements to the City's storm water drainage system were approved by City Council on June 15, 1998 The projects listed were

| Program | FY99 | FY00 | Total |
|---|---|---|---|
| Flood Control Projects | $9,000,000 | $10,000,000 | $19,000,000 |
| Repairs to Existing Storm Drains | $9,961,279 | $9,300,000 | $19,261,279 |
| Storm Water Economic Development | $2,000,000 | $2,100,000 | $4,100,000 |
| Storm Water Neighborhood Improvements | $1,650,000 | $1,730,000 | $3,380,000 |
| Channel Restoration | $2,660,000 | $2,790,000 | $5,450,000 |
| Storm Water Pollution Control | $500,000 | $525,000 | $1,025,000 |
| TOTAL | $25,771,279 | $26,445,000 | $52,216,279 |
| Amount Funded by Pay As You Go | | | $12,751,914 |
| Amount Funded by Bonds | | | $39,464,365 |

**RESOLUTION RELATING TO BOND REFERENDUM**
**FOR UP TO APPROXIMATELY $40,000,000 GENERAL OBLIGATION BONDS,**
**TO INCLUDE UP TO APPROXIMATELY $40,000,000 STORM WATER BONDS**

RESOLVED, by the City Council (the "City Council") of the City of Charlotte (the "Issuer") that the appropriate officers of the Issuer be, and they hereby are, authorized to proceed with a general obligation bond referendum to authorize general obligation bonds in an estimated principal amount up to approximately $40,000,000, to include up to approximately $40,000,000 storm water bonds to finance storm water drainage system capital projects, and

FURTHER RESOLVED, by the City Council that it is hereby determined that said capital projects and said bonds are necessary and expedient, the amount of the proposed general obligation bonds is adequate and not excessive to fund said capital projects, the debt management and the budgetary and fiscal management policies of the Issuer have been carried out in strict compliance with applicable law, the total increase in rates for the storm water system to pay debt service on said bonds is estimated to be $ 54 per Equivalent Residential Unit per month, such increase to be implemented over a two year period, which increase is not excessive and no increase in property taxes is contemplated to pay the debt service on said bonds, and

FURTHER RESOLVED, by the City Council that the appropriate officers of the Issuer be, and they hereby are, authorized to submit an Application for Approval of Issuance of General Obligation Bonds to the North Carolina Local Government Commission and that the Director of Finance, the Deputy Director of Finance and the City Treasurer of the Issuer be, and each of them hereby is, authorized to serve as a representative of the Issuer and to sign and file said application and that any actions taken by any of such persons to file said applications are hereby ratified, approved and confirmed, and

FURTHER RESOLVED, by the City Council that the appropriate officers of the Issuer be, and hereby are, authorized to publish a related Notice of Intent to Apply for Approval of Bonds, and

FURTHER RESOLVED, by the City Council that the appropriate officers of the Issuer be, and they hereby are, authorized and directed to do any and all things necessary, appropriate or convenient to carry into effect the foregoing resolutions

# *COUNCIL WORKSHOP*
# *AGENDA ITEM SUMMARY*

**TOPIC:** Convention Center Hotal and Parking Deck

**COUNCIL FOCUS AREA:** Economic Development

**STAFF RESOURCE:** Tom Flynn

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

Presentation by Tom Nelson, Chairman of Hotel Selection Committee and Jeff Sachs, Strategic Advisory Group (project consultant) covering the following topics:

- Need for a Convention Center Hotel
- City's Process
- Proposals Received from the Development Teams in Response to the City's Request for Qualifications
- Amount and Form of Public Assistance Requested by the Development Teams
- Recommendation from the Selection Committee

We have invited the board members of the stakeholder organizations (i.e., CCVB, Coliseum Authority, Charlotte Chamber, HTA, Center City Partners, Uptown Hotel General Managers, Restaurant Association) to a meeting on Tuesday, July 14 We will give them the same presentation and answer their questions.

**COUNCIL DECISION OR DIRECTION REQUESTED:**

Council is requested to refer the Selection Committee's recommendations to the Council's Economic Development and Planning Committee. We would plan to bring the Economic Development Committee's recommendation to Council on August 24. At that meeting, City Council would decide whether and how to proceed with the Convention Center Hotel project.

Council members will have the opportunity for individual meetings with the City's consultant to review the proposals in detail and ask additional questions before the August 24 meeting.

**ATTACHMENTS:**

Executive Summary of the Convention Center Maximization Committee Report

# EXECUTIVE SUMMARY
## Report of the Convention Center Maximization Committee

The City's investment in the Charlotte Convention Center is not having the full economic impact because the Center lacks the following:

1. Convenient parking
2. A Convention Center Hotel willing to block 600 rooms for the Convention Center
3. Committable hotel rooms to service the Convention Center.

In recent years, the private sector has not built convention center hotels without a partnership with the city Many other cities, including Denver, Miami Beach, Tampa, Minneapolis and Philadelphia, have formed partnerships with the private sector to develop convention center hotels to serve their convention centers These partnerships have taken many forms, depending upon the market conditions in the particular city

The Committee recommends focusing Charlotte's partnership on the needed parking deck, and the parking and air rights assets created by this deck. We believe the City of Charlotte should quickly issue a Request for Qualifications (RFQ) for a Convention Center Hotel and Parking Deck to determine the value of these assets to a hotel developer

The City can fund its investment in this partnership from the existing $25.3 million Convention Center Fund Balance and revenue bonds paid off by the parking deck revenues The City's investment will be recovered by the City in the following ways.

1. The incremental tax impact of the hotel to the City of Charlotte is expected to be $665,775 per year, totaling $5 1 million over the first five years of the hotel's operation
2. The parking deck will be funded by revenue bonds that can be repaid from revenue generated by the parking deck
3. The City would also expect to negotiate for revenue from leasing air rights above the parking deck.

The Committee recommends targeting a Convention Center Hotel of 800 rooms However market conditions will dictate the exact number of rooms The RFQ should be open to allow developers to give the City their perspective on the number of rooms appropriate in Uptown Charlotte at this time We recommend a 1,000 car parking deck to accommodate the Convention Center (500 spaces) and the hotel (500 spaces).

An 800 room Convention Center Hotel will impact the existing Uptown Hotels in the short term. This has caused some of the General Managers of the existing hotels to resist adding more than 400 rooms at one time. The Committee has seen evidence that this impact will be softened by the growing business travel market and induced demand from the Convention Center Hotel The Committee recommends additional Convention Center marketing resources to further reduce this impact during the start up years of the new hotel

The Committee believes the best locations for this hotel are the 400 block of South Tryon, the 500 block of South Tryon and the Westin expansion site The RFQ should state a strong preference for those sites.

Finally, the Committee believes the current national and local economic conditions and private sector interest in developing Uptown Charlotte offer the City a window of opportunity for this project The City should quickly issue an RFQ to take advantage of this current opportunity

# *COUNCIL WORKSHOP*
# *AGENDA ITEM SUMMARY*

**TOPIC:** Connectivity

**COUNCIL FOCUS AREA:** Transportation & Economic Development

**STAFF RESOURCE:** Randy Jones, Keith MacVean, Bill Finger

**KEY POINTS:**

At the January retreat, the City Council identified "Connectivity" as one of its top priorities for 1998.

This item was deferred from the June 1, 1998 workshop. In the interim between the two workshops, staff has met with the Charlotte-Mecklenburg Subdivision Committee, which consists of builders, developers and staff of REBIC, and have incorporated their issues and concerns into this effort.

Staff is providing a presentation and an issues paper on "Connectivity" for the Charlotte City Council. The paper focuses on the issues and options for adjacent land development, primarily residential, with streets, sidewalks, and bicycle paths. This paper is not intended to provide the answers, but rather to identify the scope of the issues which will need further evaluation.

**COUNCIL DECISION OR DIRECTION REQUESTED:**

- Council is asked to provide direction about proceeding with further study of Connectivity.

- One possible process for Council to proceed from the presentation.

  1) Comment on the Issues Paper· Have all the issues been identified? What additional questions or concerns need to be addressed?

     and

  2) Refer to Council Committee for review and recommendation, including a stakeholders' and community involvement process.

**ATTACHMENTS:**

Connectivity Issues Paper

# *Connecting Neighborhoods,*

# *Connecting Streets ...*

July 13, 1998

Version 4 0

Staff Resources

Linda Beverly, Planning
Larry Blydenburgh, Police
Bill Finger, Transportation
Randy Jones, Transportation

# Summary

This report is an issue paper for the Charlotte City Council The paper focuses on the issues and options surrounding connecting neighborhoods and commercial areas, with streets, sidewalks, and bicycle paths This paper is not intended to provide the answers, but rather to identify the scope of the issues which will need further evaluation

## Process

The next steps Council may wish to consider

- Comment on the issues in this paper
- Assign to Council Committee, including expectation of stakeholders' involvement in process

# Table of Contents


I. Introduction . . . . . 1

II. Current Ordinance Provisions . . . . . 2

III. Issues . . . . . 6

- Market Forces . . . . . 6
- Physical Constraints . . . . . 7
- Regulatory Constraints . . . . . 8
- Private/Public Policy Forces . . . . . 8
- Land Development Issues . . . . . 10
- Transportation Issues . . . . . 10
- Pedestrian/Bicyclist Issues . . . . . 13
- Neighborhood Through Traffic Issues . . . . . 14
- Emergency Services Access . . . . . 16
- Environmental Issues . . . . . 17

IV. Classifying Collectors . . . . . 19

Options For Further Evaluations . . . . . 22

Recommendations . . . . . 23

Appendix

- Charlotte-Mecklenburg Subdivision Subcommittee . 24
- Definitions . . . . . 25
- Street Classifications Standard Cross Section . . . 26

# I. Introduction

## Retreat Directive To Staff

City Council's request to staff to look at the issue of connectivity arose out of the Council's January 24, 1998 retreat

## Definition & Meaning of Connectivity

"The quality or state of being connective or connected, especially the ability to connect to or communicate ..." - Webster's Electronic Dictionary (http //www m-w com/cgi-bin/ dictionary)

In planning the future of Charlotte, connectivity means joining neighborhoods and commercial areas by connecting streets, sidewalks and bicycle paths It provides increased opportunity to travel between neighborhoods

A view of Uptown Charlotte from a neighborhood built on connectivity - Dilworth

## Charlotte-Mecklenburg Subdivision Committee

Staff has met with the Charlotte-Mecklenburg Subdivision Committee and has incorporated its issues and concerns into this document The Committee consists of builders, developers and the staff of REBIC, the local builders association A list of the members of the group's subcommittee which reviewed the paper is attached

### Residential vs. Non-Residential

This paper primarily focuses on the issue of connectivity in residential areas, but also includes commercial connectivity, since residential areas connect to the commercial areas on thoroughfares Also, many residential areas are adjacent to commercial areas How the two connect has a direct bearing on the quality of life in residential areas

Connectivity links different land uses This paper will also look at the need to connect residential areas to adjacent commercial retail and office development with streets, sidewalks and bicycle paths

## II. Current Subdivision Ordinance Provisions

The City of Charlotte Subdivision Ordinance requires that connectivity be provided between compatible adjacent land uses In addition, the subdivision ordinance requires that local, residential streets be laid out to discourage through traffic and minimize the impacts of undesirable transportation and land use relationships While these provisions may seem contradictory, Planning staff, with assistance from the Engineering and Transportation Key Businesses, makes a special effort to balance these objectives by making connections less direct, permitting traffic linkage without encouraging cut-through traffic Cut-through traffic is defined as "Vehicles on a non-thoroughfare neighborhood street which are traveling between two thoroughfares outside of, or on the edge of, the neighborhood, without stopping in that neighborhood " See Definitions page at the end of this paper

Applicable sections of the Charlotte Subdivision Ordinance

Section 6 200 General Requirements

2 **Conformity** All proposed subdivisions should be planned so as to facilitate the most advantageous development of the entire neighboring area In areas where existing development exists, new subdivisions should be planned to protect and enhance the stability, environment, health and character of the neighboring area Emphasis will be placed on the

protection of existing residential areas from the potential effects of traffic circulation from new development

3 **Extension of existing streets** The proposed street system should extend existing streets on their proper projections at the same or greater width than the minimum required by this ordinance unless such extensions would result in the potential for undesirable traffic or land use relationships for existing or future development Emphasis will be placed on the adopted thoroughfare plan and any adopted small area plans in the determination of street extensions and connections

4 **Access to adjoining unsubdivided property.** The proposed street system should be designed to provide for desirable access to and not to impose undue burden upon unsubdivided property adjoining the subdivision and to provide interconnection to similar adjacent uses when such connection would facilitate traffic movement in the area

8 **Discourage through traffic** Streets should be laid out so as to discourage through traffic unless the street is designated as a thoroughfare in the adopted thoroughfare plan or is a designated collector street

## Street Classification

The Charlotte Subdivision Ordinance also establishes a classification system for public streets and the appropriate right-of-way widths and construction standards for those streets The Planning staff, assisted by the City Engineering and Transportation Departments, are responsible for the determination of the classification of streets in new developments Coordination with the adopted thoroughfare plan is also considered during the subdivision review process The street classifications are used most often in residential development They are

- Local Residential Street
- Local Limited Residential Street
- Collector Street

A typical cross-section of these streets is shown in the appendix at the end of this paper

## Local Residential Streets/Local Limited Residential Streets

The majority of residential streets will be classified as Local Residential Streets This is the basic two-lane residential street and is designed to directly access adjoining low to medium density land uses A residential street that is permanently terminated at one end with a cul-de-sac is a Local Limited Residential Street and cannot be longer than 1000 feet or serve more than 50 dwelling units

## Collector Streets

The current subdivision ordinance also provides a mechanism for requiring collector streets to be planned for and incorporated into new development The standards for collector streets provide for a wider type street design to accommodate for greater traffic volumes

The City of Charlotte Subdivision Ordinance defines a *collector street* as a roadway which assembles traffic from local streets and distributes it to the nearest arterial street The collector street is intended to provide direct primary access to low/medium density land uses and is designed to carry low to moderate traffic volumes at low to moderate speeds

Beverley Crest Rd , an excellent example of a recently installed collector street

The designation of a collector street, or the determination of the need for a collector street is based on the criteria provided in Section 7 180 of the subdivision ordinance If the street in question meets at least two of the criteria listed below, then the street is designated as a collector street and must be built or improved to the appropriate collector street standard

Candlewyck, directly across from Beverly Crest, is also a collector street

1 The street intersects directly with an arterial street and provides access to an area with an overall density of more than 1 0 dwelling unit per acre, or provides access to more than 125 dwelling units

2 The street by its general configuration, in relationship to the existing development of the area, in effect serves a collector function

3 The street extends into an undeveloped area in such a manner as to serve a future collector function

4 The street serves as a primary access to a significant nonresidential, institutional, or recreational land use, as well as an access to a residential area

Not all new development is subject to the subdivision ordinance Therefore, the discussion of connectivity needs to be expanded beyond just the subdivision ordinance process

How connectivity occurs outside of Charlotte's corporate limits is governed by the Mecklenburg County subdivision regulations, but it is important to track as Charlotte continues to annex those areas Therefore, it is critical that any new philosophy be coordinated with the governing body of Mecklenburg County

# III. Connectivity Issues

## Market Forces:

- *Cul-de-sacs continue to be popular*

Cul-de-sacs may occur in new neighborhoods or as infill provides opportunities for developers Sunderland Rd off Sharon Rd is shown above

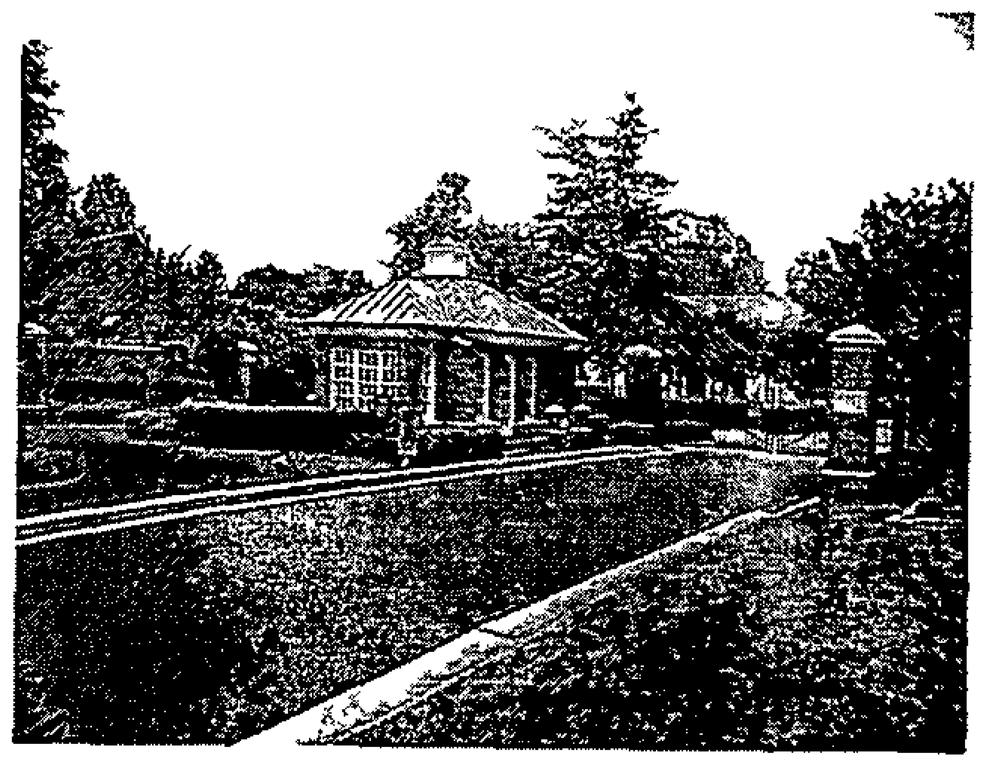
Two recent surveys were conducted for the building industry by American Lives, Inc and InterCommunications, and their conclusions were published in the February, 1997 issue of Urban Land magazine The surveys researched consumer preferences and found that home buyers want quiet, low traffic streets (93%) and desired cul-de-sac neighborhoods with circles and courts instead of through streets (77%)

- *Singular access and village development is a popular marketing tool*

Different housing products within a development are often segregated by the street pattern into individual "villages" usually with individual names This also

provides market exclusiveness for individual homebuilders Builders like to market within their own development

- *Bounded or walled/gated communities provide security*



Morrocroft is an example of the new gated communities which inhibit connectivity to adjacent neighborhoods

The survey information indicated that the home buyer fears have been rising Consumer preferences have changed from unprotected open suburbs to the safety and security of bounded and even walled and gated communities A less expensive design alternative is the internalized community without any through traffic

## Physical Constraints

Many subdivisions and other adjacent developments are designed based on the size, shape and topography that a developer has purchased Often it is difficult for developers to coordinate with adjacent properties to ensure future connectivity

A neighborhood with lots of cul-de-sacs or a land use pattern that is not interconnected

- Reduces the need for cut and fill as road follow the topography
- Minimizes stream crossings that may contribute ti the degradation of streams
- Requires less road and requires less impervious surface

Gorham Dr in Pellyn Wood is an example of a street with cul de sacs that developed as a result of topography

## Regulatory Constraints

Other statutory requirements may also affect the ability to connect neighborhoods

- Wetlands regulations
- NCDOT Street Design Standards
- Zoning Ordinances
- Watershed Regulations
- US-EPA Air Quality Regulations

More information on the environmental issues will be provided later in the section on environmental issues

## Public/Private Policy Forces

Although City Council sets policy, both developers and neighborhoods influence the degree of connectivity, and the policies and procedures that govern them

Developers often resist providing stub streets for future extension, due to

- Additional cost
- Possible loss in lots
- Elimination of market exclusivity
- Consumer preferences

*Another view of Gorham Dr which uses its lack of connectivity to promote its exclusivity*

Residents often resist connecting stub streets, because of

- A concern about additional traffic
- The fear of through traffic where there was none
- Their children may often play in a street which doesn't have sidewalks
- Perceived market incompatibility with adjacent neighborhoods, which may impact property values

*Chadmore Dr where Council recently agreed to not open a stub street then Harrisonwoods on the other side*

In the end, due to these conflicting forces, both the public and development interests may be disappointed in the resulting development pattern

## Land Development Issues

- **Development of "Community."** Connectivity may provide for the interaction among people in neighborhoods and between neighborhoods, which aids in the development of a larger "community " For example, Dilworth is really a number of sub-neighborhoods, which because of their connectivity, act as a much larger neighborhood Had they lacked connectivity, and been single entrance neighborhoods, they would have been considered as many separate neighborhoods

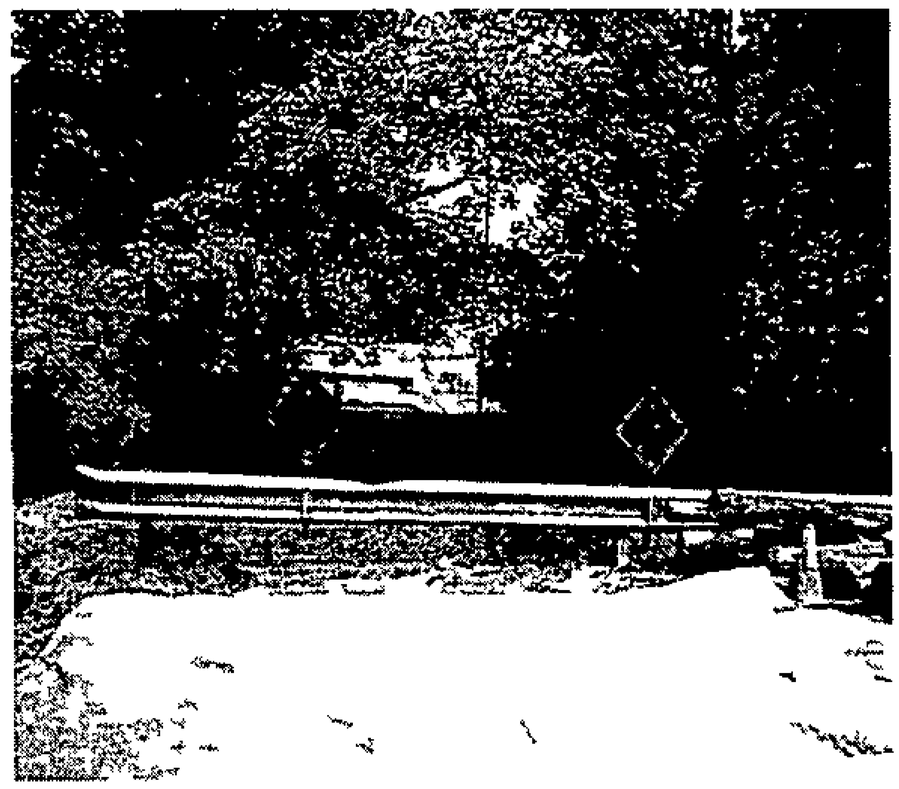
- **Emergency Response.** Connectivity can provide faster response times for emergency services (See later section on this )

## Transportation Issues

- **Transit Access.** Before the 1950's, when developers laid out subdivisions, connectivity was an important requirement One reason was that, to sell houses, subdivisions had to demonstrate access to the transit system Connections between neighborhoods and commercial areas were necessary so that buses could travel through the neighborhoods and bus routes could be within a short walk of all homes

Dilworth Rd West a street built for transit when transit was required for a subdivision to succeed

- **Multiple & Single Entrance Neighborhoods.** The move towards disconnected neighborhoods, which really began in earnest in the 1970's, created a greater dependence on thoroughfares because thoroughfares were needed not only to go long distances, but to go from one neighborhood to another, or to go from the neighborhood to the nearest grocery store, post office, church or park As the move towards unconnected subdivisions with many cul-de-sacs continued, a new burden arose at each access point for each of the subdivisions The result is that few subdivisions served by a single access point can gain access to the thoroughfare system at a traffic signal The result is that residents of many subdivisions along thoroughfares regularly request a traffic signal



Old Farm neighborhood accesses only Providence Rd
CDOT receives regular requests for signalization

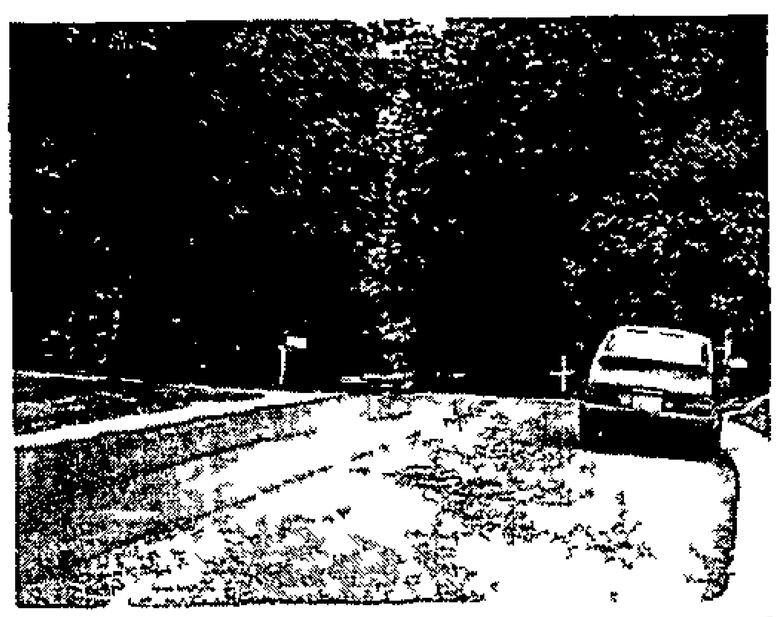
- **Automobile Dependence.** In suburban Charlotte the typical subdivision has evolved to be an area that is totally dependent on the automobile for all forms of travel Walking or even riding a bike is not a reasonable alternative to driving in most neighborhoods in suburban Charlotte The result is that parents drive their children to go to recreation and other activities, due to a lack of alternatives Even a trip to see a nearby neighbor in another subdivision may need be done by driving a considerable distance On the other hand, many neighborhoods fear that opening up their neighborhood to adjacent commercial and residential uses may decrease their security

Dovershire - another street in Heritage Woods (Chadmore shown earlier), has a single entrance Parents transport their children to the community swimming pool by car

- **Spreading the Burden.** Connectivity between neighborhoods allows a spread of the traffic burden across the whole street network and improves access/egress opportunities for the residents of the neighborhoods

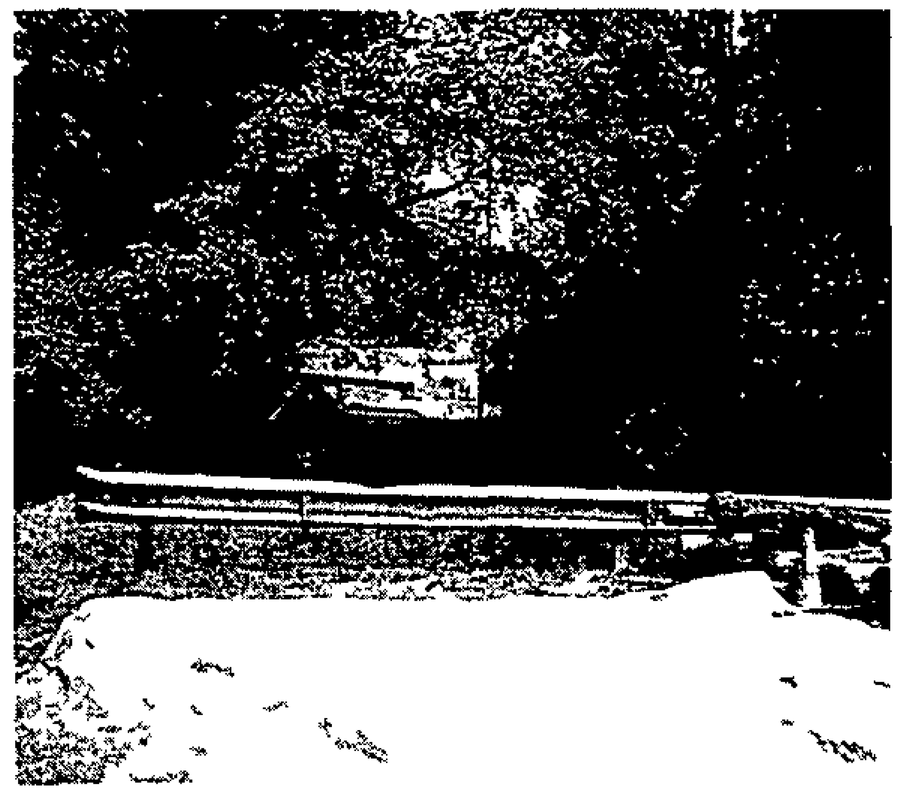
- **Discontinuous Streets.** The lack of connectivity may frustrate many citizens and can cause problems in emergency response The problem results from streets with the same name which are not continuous Most Charlotte maps do not make these discontinuities clear

  Numerous stub streets have never been interconnected The pieces of street could be connected if connectivity were the important factor In the late 1970's, the City tried to interconnect stubbed streets, but quickly found most residents objected



Shady Bluff Rd in Sherwood Forest was part of the City's earlier failed Discontinuous Streets Program It was never connected

Anyone looking for an address along one of these streets may find themselves at the stub of a street in one subdivision looking across a creek to the piece of road they are seeking



Doncaster is another Sherwood Forest street not connected due to a separating creek

## Pedestrian Issues

- **Sidewalk Connections.** We continue to hear from the citizens of Charlotte that they need sidewalks with planting strips along the roads in their neighborhoods However, we cannot walk from one neighborhood to an adjoining development if the streets do not connect unless there is a pedestrian connection Pedestrian connections between neighborhoods and adjoining development, complete with adequate street lighting would be of real value and could provide for some reduction in dependence on the automobile In considering street standards, Council may wish to consider a design standard for connections between adjacent development, including sidewalks, planting strips and street lighting Charlotte City Council on April 27, 1998, made a step to address this issue by changing the subdivision ordinance to include sidewalks on both sides of most new streets

- **Creek Bridges.** The City already maintains about a dozen of pedestrian-only bridges across local creeks Nonetheless, if connectivity is to be improved, additional connections across the creeks should be considered Pedestrian-only

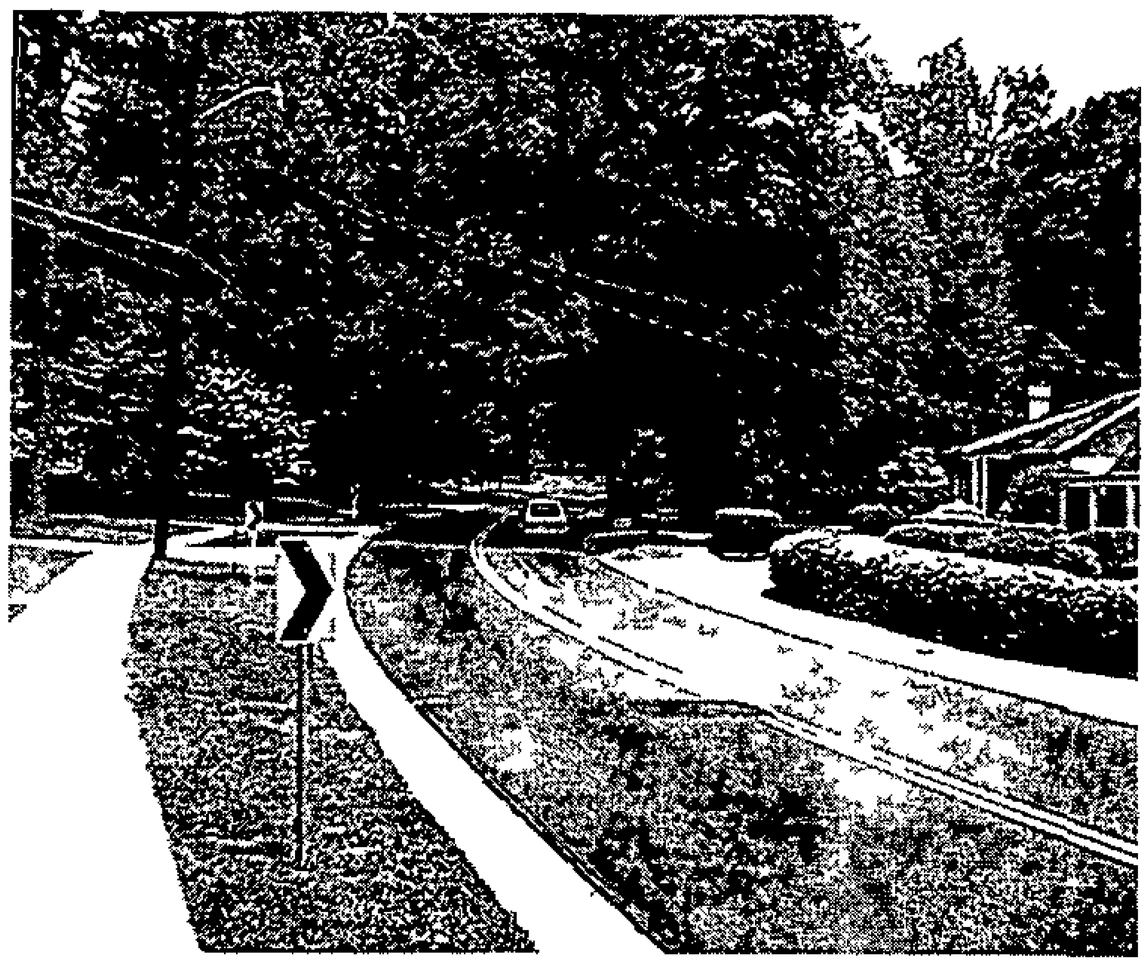
bridges are less objectionable to many neighborhoods than full street bridges

The bridge over Sugar Creek between Tranquil Ave and Park Rd Elementary School

## Neighborhood Through Traffic Issues

- **The Status Quo Paradox.** The City of Charlotte has been involved extensively in neighborhood through traffic issues since the late 1970's Although many efforts have been made to reduce or slow through traffic, very few neighborhoods are actually interested in having roads fully closed to eliminate through traffic Conversely, neighborhoods which are not connected rarely would consider connection There is a paradox with this issue - the connection is valuable to people who have it, but a fear to people who do not

- **Appropriate Treatment of Major Streets** A major issue still to be resolved is the appropriate use of traffic calming on major streets, which include both major collectors and minor thoroughfares Certainly, some controls are acceptable on minor collectors, whereas, on major collectors that are functioning as thoroughfares, most traffic calming measures may not be appropriate If these major streets have traffic disrupted by traffic calming devices, the street network will not be able to accommodate the City's traffic, and local neighborhood streets will have to bear an increased amount of commuter traffic, thus creating a negative connectivity impact



Sharon Rd is currently requesting speed humps

- **Impacts of Traffic Calming on Connectivity** Care must be taken in the use of neighborhood traffic calming if connectivity is important First, this includes resolving neighborhood concerns about opening existing stubbed street connections Second, certain controls such as multiway stop signs, under some conditions may discourage connectivity, while others, such as humps, generally have little impact

Barclay Downs Dr currently has three humps and two multiway stops and is requesting another hump and another stop, yet it carries 13 000 vehicles per day and is access to the second largest "downtown" in NC

- **Proper Planning.** Proper planning and subdivision regulation minimizes the need for traffic calming devices

- **Lack of Completed Thoroughfares.** When there are missing links in the thoroughfare system, of if thoroughfares have been removed from the Thoroughfare Plan, the planning connectivity is absent. Motorists then will seek travel paths through neighborhoods

- **Speeding and Enforcement** Speeding tends to be the primary issue in neighborhoods The Police Department supports the concept of connectivity between neighborhoods The department realizes, however, that a fine line exists between "connectivity" and "cut-through traffic" in regards to vehicular traffic Providing residents with multiple points of ingress and egress can benefit the neighborhood as well as emergency services. Providing cut-through traffic with the ability to move from one thoroughfare to another via neighborhood streets could lead to a negative impact on the neighborhood's quality of life, without a noticeable benefit of reduced traffic on the major streets

Connectivity through bicycle and pedestrian paths would seem to benefit neighborhoods and Police by facilitating interaction between communities Roadway connectivity could also improve neighborhood quality of life as long as traffic flow can be limited to local residents, i e , by not being a desirable or efficient cut-through Street connectivity must be planned to the extent that local streets do not become inadvertent cut-through routes

The Police Department feels that neighborhood streets that facilitate movement from one thoroughfare to another also lead to increased complaints of speeding Police must address these complaints - usually through speed enforcement These problems can be avoided through careful planning and engineering, at the benefit to neighborhoods Staff reviews new subdivision plans and requires

connections to be made as indirect as possible to require multiple vehicle stops and turns This minimizes speeding and cut-through traffic

## Emergency Access Issues

- **Conflicting Security Issues for Police** The Police Department's ultimate goal is to help prevent the next crime in a neighborhood We want to facilitate residents making their homes and communities a less likely target for criminal activity Prevention is much more desirable than trying to solve a crime after it has been committed As such, the issue of a quick response time or the ability to "trap" a criminal in a neighborhood is of lesser importance than the ability to help residents make their neighborhoods a safe place to live Neighborhoods perceive that direct vehicular connectivity to adjacent communities may decrease security for its residents (less cut-through traffic, perhaps even a lesser chance of "strange" cars passing through) The result is that such neighborhoods will tend to try to limit ingress and egress capabilities Such limits would not appreciably impact Police response

- **Need for Quickest Emergency Response** The ability to gain quicker access to neighborhoods is beneficial to Police, but this ability seems to be of secondary importance to neighborhoods that desire a minimal amount of traffic on their streets

## Environmental Issues

- **Surface Water Improvement And Management Committee (SWIM).** The Board of County Commissioners has tasked SWIM to "develop a plan addressing where and how to establish and maintain vegetative buffers along streams beginning with but not limited to perennial streams " The plan is to be comprehensive and encompass issues such as which streams will participate, width of buffers, permitted uses and crossings The SWIM Committee has approximately five months to complete its work and report to the Commission

  One potential limitation to be discussed by SWIM is a limitation on the number of crossings which might be permitted for streams subject to buffer

requirements To the extent that connectivity might require more crossings, SWIM and connectivity might be in conflict

- **Water Quality.** The current rules imposed by NCDEHNR restrict the size and number of stream crossings allowed per development (both residential and non-residential) If connectivity requires more crossings, there may be a conflict with this regulation

- **Air Quality.** Each time a car stops, then starts up again, more gas is burned and more pollution created Every extra mile a vehicle must travel due to lack of connectivity, pollution is created Every lack of pedestrian opportunity creates pollution Consideration to connectivity, traffic calming, and traffic flow must be given in order not to exacerbate this problem

# V. Classifying Neighborhood Collectors

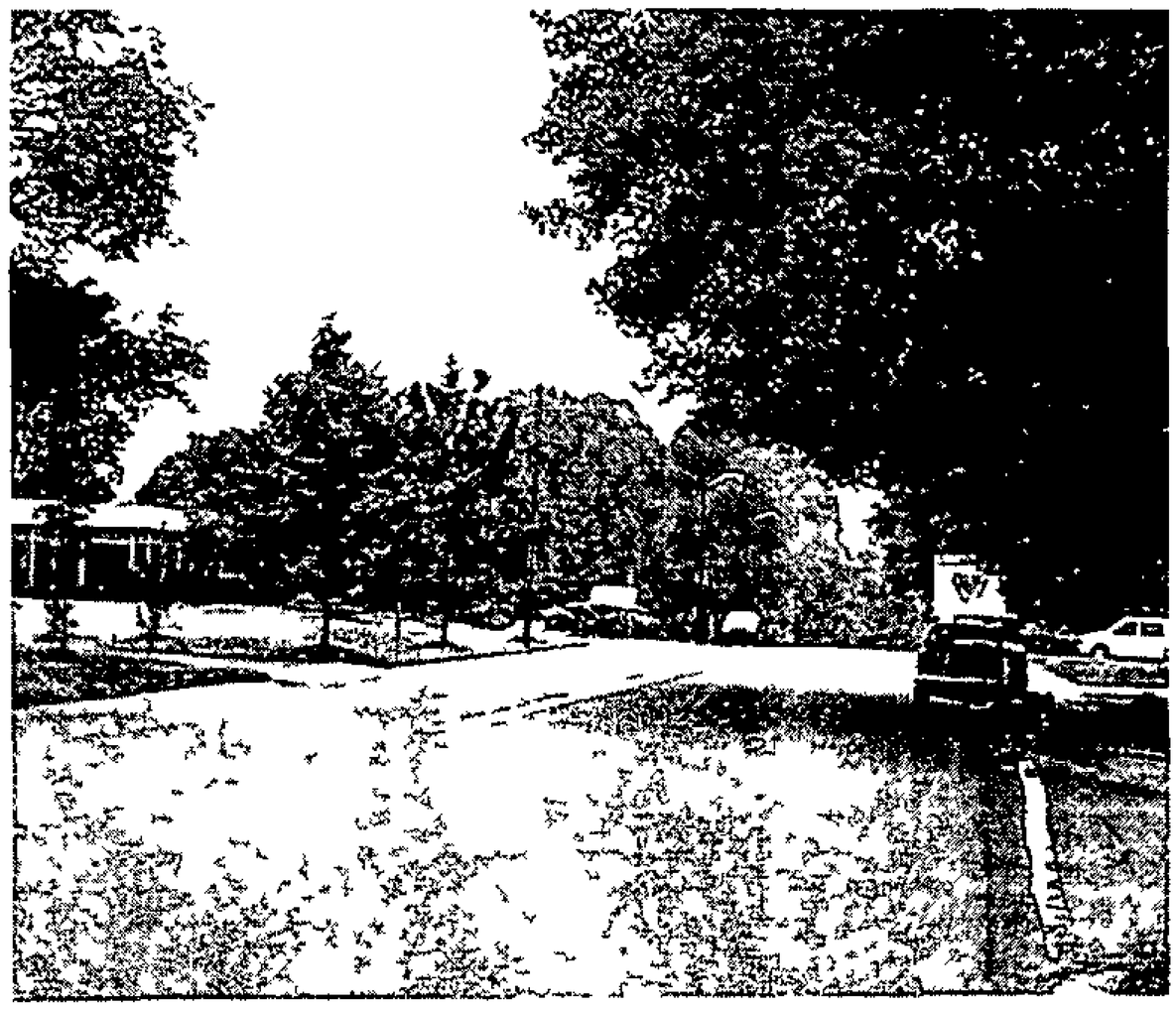
## Neighborhood Street Access

The key requirement for a neighborhood collector is that it provide access to neighborhood streets If a collector street performs only this function, then there is no through traffic

Seneca Place is a good example of a collector serving its neighborhood, however it does perform other functions that add traffic

## Connectivity To Various Land Uses

In some situations, a neighborhood collector provides access to other land uses such as parks, schools and churches Connection to other land use can result in higher traffic volumes than might be experienced on some "through traffic" collectors which connect thoroughfares



Seneca also serves other land uses such as a school

## Thoroughfare System Connectivity

A key way to classify collectors is how they connect to the thoroughfare system From a through traffic standpoint, collector streets which connect to only one thoroughfare, have little or no through traffic, while those that connect and cross paralleling thoroughfares have the greatest amount of traffic Some subdivisions have only one collector which connects in only one place to only one thoroughfare These collectors have no through traffic Other subdivisions have more than one street connecting to the same thoroughfare Collector streets providing these connections generally would have little or no through traffic

Seneca connects two parallel major thoroughfares - Park Rd and South Blvd

Another pattern is a system of collector streets that connect two crossing (perpendicular) thoroughfares Some drivers will use these collector streets instead of going up to the traffic signal where the two thoroughfares intersect and making a turn at that location The highest volume of through traffic comes from collector streets that connect to parallel thoroughfares. This is particularly evident where there are no paralleling collector roads in the subdivision and all of the through traffic uses one collector routing Through traffic is also greater when the collector street continues across the thoroughfare into another subdivision

## Classification By Volume

Collectors could be classified simply based on the daily traffic volume they serve One criteria, used in other cities, would be to identify minor collectors as those that serve less than 7,000 vehicles per day and major collectors as those that serve over 7,000 vehicles per day

# *Connectivity -*

# *Options for Further Evaluations:*

- **Vehicular Connections**
  - **Regulatory changes** ( long, drawn-out process )
  - **Incentives** ( staff & committee working with stakeholders ) *
  - **Constructing connections** ( complex, intensive process with a lot of public input )

- **Pedestrian & Bicycle Only**
  - **Bridges & paths** ( straight forward process with a consultant & a lot of public input ) *
  - **Bicycle System Plan** ( already underway )

- **Amend Thoroughfare Plan** ( Committee & staff develop recommendation for Council & MPO with a lot of public input)

- **Collector Street Plan (map)**
  - **All Collectors** ( complex, intensive process with a lot of public input )
  - **Major Collectors Only** ( straight forward process involving Committee & public input ) *

- **Traffic Calming on Major Collectors** ( can't begin w/o major collector map ) *

- **Other**

* **Staff Recommendations**

# *Connectivity -*

# *Further Evaluations:*

## Recommended by staff (in priority order):

1. **Bicycle System Plan** ( already underway )

2. **Map of Major Collectors** ( straight forward process involving Committee & public input )

3. **Vehicular Connections - Incentives** ( staff & committee working with stakeholders )

4. **Pedestrian & Bicycle - Bridges & paths** ( straight forward process with a consultant & a lot of public input )

5. **Traffic Calming on Major Collectors** ( can't begin w/o major collector map )

## Other Options (in order of difficulty):

1. **Amend Thoroughfare Plan** ( Committee & staff develop recommendation for Council & MPO with a lot of public input)

2. **Vehicular Connections - Regulatory changes** ( long, drawn-out process )

3. **Map of All Collectors** ( complex, intensive process with a lot of public input )

4. **Vehicular Connections - Constructing connections** ( complex, intensive process with a lot of public input )

# Charlotte-Mecklenburg Subdivision Committee
# Connectivity Subcommittee Members

Carla Knotts

Lee McLaren

Tom Waters

Sam Williams

Ann Marie Howard

Steve Pace

Linda Beverly

Randy Jones

# Definitions

**Collector Street**

A street which is intended to gather traffic in a neighborhood or commercial area and distribute it to the nearest thoroughfare

**Connectivity**

"The quality or state of being connective or connected, especially the ability to connect to or communicate ..." - Webster's Electronic Dictionary (http //www m-w com/cgi-bin/ dictionary)

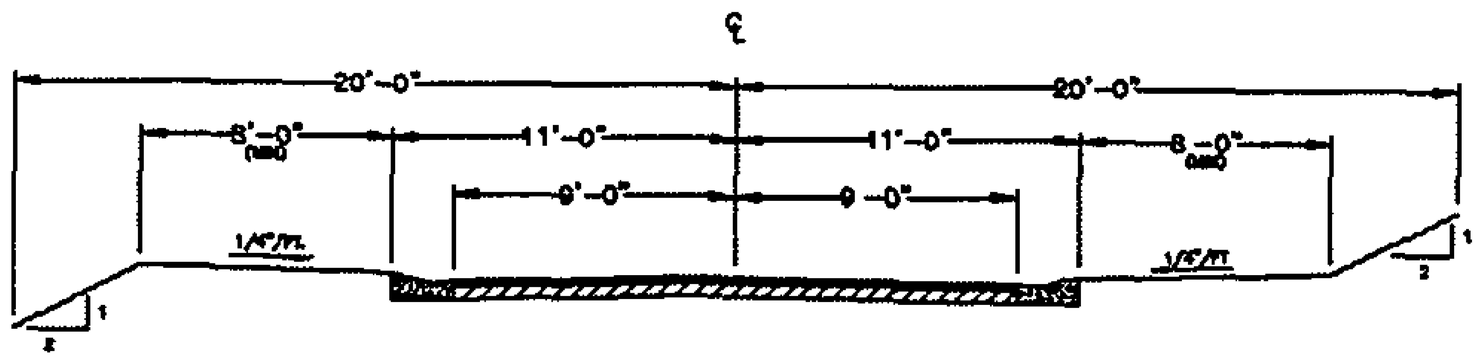
**Cut-Through Traffic**

Vehicles on a non-thoroughfare neighborhood street which are traveling between two thoroughfares outside of, or on the edge of, the neighborhood, without stopping in that neighborhood

**Thoroughfare**

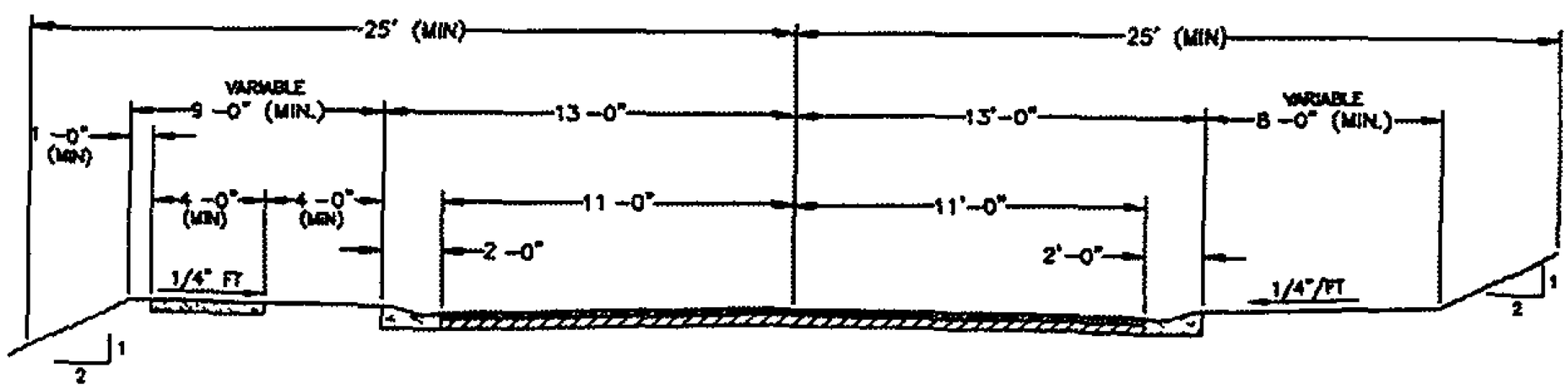
A street officially designated to carry traffic through an area

## 40' R/W (MINIMUM)



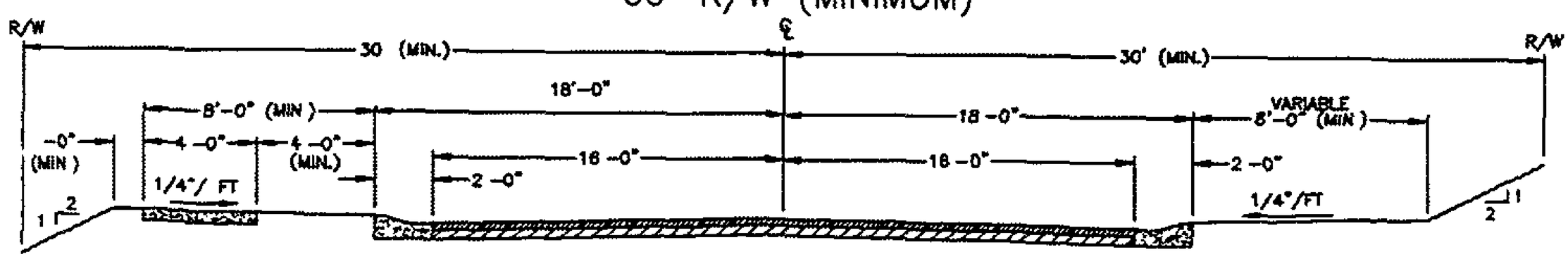

LOCAL LIMITED RESIDENTIAL STREET

## 50' R/W (MINIMUM)




LOCAL RESIDENTIAL STREET

## 60' R/W (MINIMUM)




COLLECTOR STREET

# *COUNCIL WORKSHOP*
# *AGENDA ITEM SUMMARY*

**TOPIC:** Process for Next Steps in Review of Methods of Election

**COUNCIL FOCUS AREA:** Restructuring Government

**STAFF RESOURCE:** Julie Burch, Assistant City Manager
DeWitt McCarley, City Attorney

**KEY POINTS·**

Following the June 22 Public Hearing on several proposed Charter amendments, the Mayor and Council asked that research be conducted on the form of government, method and mode of election, and voter turnout in appropriate national benchmark cities and other North Carolina cities A report will be made to the Mayor and City Council at the July 27 City Council meeting

**OPTIONS:** None

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

**ATTACHMENTS:** None