AGENDA

Meeting Type:	WORKSHOP
Date:	02/06/1995
SUBJECT	

City of Charlotte, City Clerk's Office

CITY COUNCIL WORKSHOP
February 6, 1995
AGENDA

5:00 p.m. ***Community Safety: Children's Services Network***

- *Report on the Future*
- *Common Identification System (Decision Support Database)*

5:30 p.m. ***Dinner***

5:45 p.m. ***Restructuring Government:***

- *The Picture, and Goals*
- *Action Steps and Progress to Date*
- *Meetings with Financial Partners*
- *FY 96/97 Budget Goals and Philosophy*
- *Services Assessment/Citizens Survey*

7:00 p.m. ***Restructuring Government: Competition/Privitization Update***

- *Solid Waste RFP Schedule*
- *Costing*

7:30 p.m. ***City Within a City:***

- *Consolidated Plan for Federal Funding*
- *Enterprise Community Grant Implementation*

8:00 p.m. ***Council Focus Areas:***

This time is to give Councilmembers an opportunity to ask questions, offer comments or discuss the Strategic Focus Areas for City Government:

- *Economic Development*
- *Transportation*
- *Community Safety*
- *City within a City*
- *Restructuring Government*

8:30 p.m. *Adjourn*

COUNCIL WORKSHOP
AGENDA ITEM SUMMARY

TOPIC: Children's Services Network 1) Information Briefing on the Report on the Future

COUNCIL FOCUS AREA: Community Safety

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

Report on the Future:

- The Children's Services Network recently completed its second annual Report Card on the well-being of children in Charlotte-Mecklenburg
- The composite grade for the community improved from a D+ to a C-
- Five indicators showed improvement Greatest improvement was found in "reduction of teenage pregnancy" and "learning readiness "
- Two indicators worsened "children in poverty" and "low birth weight "
- No new data is available for substance abuse
- Academic indicators have shown gains, but the number of students excluded from their home school is up dramatically
- The overall youth crime index has levelled out, but the arrest rate for 11-15 year olds continues to rise
- The Report on the Future summarizes CSN Board priorities for 1995 as develop recommendations for 0 to 5 age group, pursue the decision support database, and monitor existing strategies

OPTIONS: N/A

COUNCIL DECISION OR DIRECTION REQUESTED: This item is for Council's information No action is required

ATTACHMENTS: The Children's Services Network Report on the Future has been sent to Council under separate cover with the Workshop packet

COUNCIL WORKSHOP AGENDA ITEM SUMMARY

TOPIC: Children's Services Network 2) Decision Support Database (Common Identification System)

COUNCIL FOCUS AREA: Community Safety

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

Decision Support Database:

- One of the Children's Services Network priorities for 1995 is to pursue the development of a "Decision Support Database" for services provided to children

- Many different public, private and non-profit agencies serve children There is no one source of information about the types and extent of services any one child is given Not being able to track the children being served makes it difficult to evaluate the effectiveness and efficiency of any of the services

- Assigning each child served an identification number, such as a social security number, would allow agencies to track children through the social service system A "decision support database" would link files of individual children being served by the various agencies, not as individual case histories, but in the aggregate

- The database would provide a guide for policy makers by
  - producing aggregate, descriptive analyses of caseloads, outcomes and costs,
  - modeling and analyzing children's service demands,
  - mapping system-wide services, providing information about overlap and gaps

- The Children's Services Network would like the City, County, School District and the juvenile justice system to participate in the proposed database Other service providers could participate if technologically feasible

- Participants would agree to participate in a planning process, use a common identification system, such as a social security number to track all clients, and agree to share data once the database is established

- The Urban Institute at UNCC has agreed to house the database if it can be established through grant funding

- Planning for the common database is estimated to cost $60,000 to $75,000 Implementation will require one-time costs of $400,000 to $750,000 *It is the intention of the Network and UNCC to pursue grant funding for both planning and implementation No City funds are being requested for this purpose*

Decision Support Database: (continued)

- City staff has surveyed Key Businesses to determine the usefulness and impact of a common database for children' services There is consensus that a common tracking system would be beneficial Participating in the database, i e assigning a common id number to cases, would not be difficult to implement Further, the Police Attorney has advised there are no legal barriers to the proposed use of social security numbers, as long as appropriate safeguards are in place to ensure privacy of privileged information

OPTIONS N/A

COUNCIL DECISION OR DIRECTION REQUESTED: The Children's Services Network asks for Council endorsement of the concept of developing a decision support database for children's services and to direct City staff to work with staff of the Network and the other four sponsors (County, School District, United Way and Chamber) to evaluate how it can be implemented

ATTACHMENTS: Information packet on the proposed Decision Support Database from the Children's Services Network

Children's Services Network

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The Children's Services Network requests that the City of Charlotte

1) Endorse the concept of developing a decision support database of children s services, and

2) Direct its staff to evaluate the model represented by the "Chapin Hall Project" as an implementation approach which the community could pursue This evaluation should be completed by March 15, 1995

We are proposing using a model similar to the Chapin Hall Project at the University of Chicago Attached are several documents which describe the concept of a Decision Support Database

Proposal Summary
Examples of uses for the Database
Summary of the Chapin Hall Project
Data collected for use in the Chapin Hall Project
Excerpts from "Longitudinal Children's Services Database Research Developing a Tool for Better Information" by Robert Goerge, Chapin Hall Director
Excerpts from "Glass Walls" a study of confidentiality issues by the Youth Law Center in San Francisco

Proposal for the development of a Decision Support Database

What. An integrated database of services provided to children It would link files of individuals across agencies but would not report individual case histories Data would only be reported in aggregate

Purpose: This database would provide a guide for policy makers by

1) producing aggregate descriptive analyses of caseloads, outcomes and costs,
2) modeling and analyzing children's service 'careers,"
3) mapping system-wide service provision and overlap,
4) conducting analyses of service provision and receipt within communities [1]

Participants: At a minimum, participants should include C-M Schools, Mecklenburg County, the Juvenile Justice System and the City of Charlotte Private agencies could participate if technological capabilities allow Participants must agree to participate in a planning process, use a common ID system for clients and agree to share data once the database is established

Location: The Urban Institute at UNCC has agreed to house the database if it can be established through grant funding

Access: The database could be used by UNCC, CSN or any of the participants to do research and analysis of children's services However, system users would not be able to identify individuals within the database

Confidentiality. It appears that appropriate confidentiality can be maintained through database security and the use of data only in aggregate form

Systems Integrity: The database would be off-line Participating organizations would provide data periodically (say quarterly) in the form of an electronic tape It would be current administrative data Therefore, it requires no systems change and will not breach any participating organization's security The schools already provide the Urban Institute information in this format to explore questions around pupil assignment

Cost Planning is estimated to cost $60 000 to $75,000 Implementation will require one time costs of $400 000 to $750 000 which will be determined during planning Ongoing maintenance costs will be far less It is the intention of CSN and UNCC to pursue grant funding for the planning and establishment of the database No public funds are requested Participating organizations would have to commit sufficient staff time to planning

Planning Based on a commitment to participate, CSN and the Urban Institute will pursue a planning grant During a one year planning period the team of participant staff members and a CSN/Urban Institute appointed project leader would answer specific questions of system architecture, confidentiality security data to be tracked, and access to information

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[1] Robert Goerge, University of Chicago The University of Chicago maintains just such a database for the State of Illinois with over two million unduplicated records

Hypothetical approach to policy and program development using information from a decision support database

The Chapin Hall Center for Children at the University of Chicago maintains a database of services provided to children in Illinois It covers education, physical and mental health, child welfare, juvenile justice, AFDC, Food Stamps and Medicaid The following hypothetical policy approach is drawn from a single analysis run on the Illinois database A chart is attached This example demonstrates how such a tool can be used to effectively target resources

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The state-wide rate of abuse and neglect is approximately 33 per 1000 children

The rate of abuse and neglect for children receiving special education is 40% higher at 46 per 1000 (Currently in Mecklenburg, we cannot get to even this first cut analysis)

This might lead one to the conclusion that particular training in parenting skills is needed for the parents of children in special education There are 234,209 such children in Illinois whose families are identified and could be reached for parent training Assuming the cost of delivering some training and providing a follow up visit is a modest $150 per family, the program cost would be **$35 million.**

However, with the decision support database, one can refine the policy assumptions to target the expenditure of resources

Looking again, we find that children receiving special education and none of the other services (182,352) actually suffer a lower rate of abuse and neglect, 19 5 per 1000

Excluding those already in the custody of the state, there remain 42,741 children receiving special education who suffer abuse and neglect at a rate of 161 5 per 1000 The state could double the per family cost to this group and still spend only **$12.8 million.**

In this example, the state would experience a greater reduction in abuse and neglect by spending a targeted $12 8 million rather than a broad $35 million.

This kind of analysis can only be performed with information from multiple organizations linked to individual cases

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The Chapin Hall Center is using the database not only for policy planning but also for program evaluation and budgeting The Division of Child and Family Services has begun implementation of targeted case workers for children with special needs The database will be used to compare these children to a control group to evaluate any differences in services due to the participation by a case worker It will also address the question of effectiveness under the least restrictive placement concept and the effect of wrap-around services The results are expected to have budgetary implications

Charlotte Mecklenburg is currently dealing with both of these issues on a daily basis with no current mechanism for detailed evaluation A Decision Support Database would fill this need

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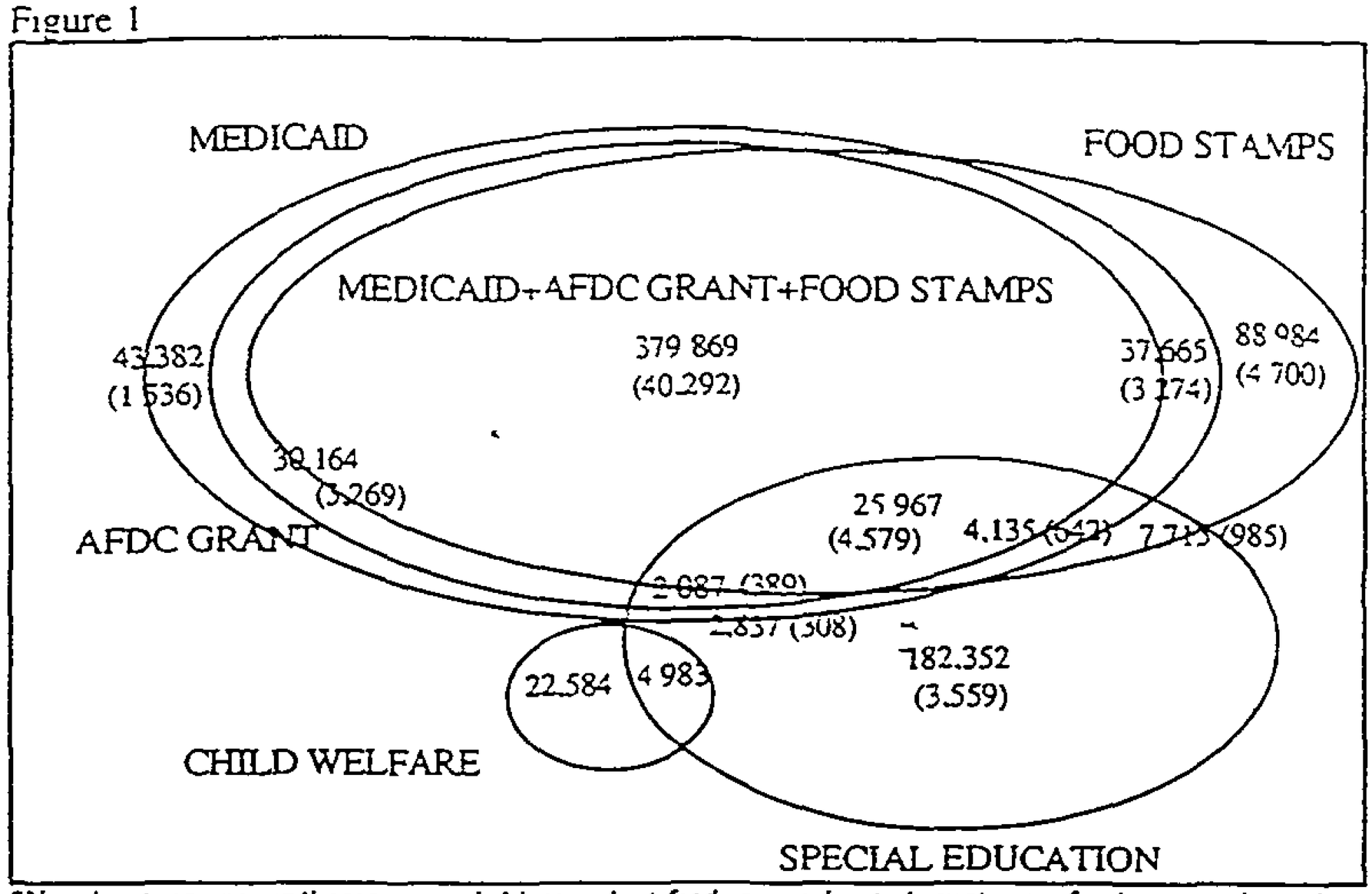
Multiple Service Use of Children and Adolescents in Illinois as of June 1, 1990

Figure 1



*Numbers in parentheses are children identified as indicated victims of abuse and neglect since June 1, 1986.

Source: Chapin Hall Integrated Database

Child Population by type of services

Medicaid*	526,106 (Ages 0-19)
AFDC Grant	438,087 (Ages 0-19)
Food Stamps	544,333 (Ages 0-19)
Child Welfare	27,567 (Ages 0-21)
Special Education	234,209 (Ages 4-21)

Child Population by number of services

One	337 134
Two	83 446
Three	386 091
Four	25 967

Total number of children receiving one or more services as of June 1, 1990 832 638

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CHAPIN HALL PROJECT PROFILE Spring 1994

Integrated Database for Illinois To Yield a Composite Picture of Children's Contact with Public Agencies and Services

Introduction

Researchers at Chapin Hall have developed a unique computer database documenting public services rendered to Illinois children and yielding a composite picture of children s contact with public agencies over time Developed with the consent and cooperation of Illinois human-service agencies Chapin Hall s integrated database builds upon data routinely collected by the agencies to produce a detailed picture of the entire network of relationships linking children and public services The database contains the experiences of the entire population of children who have had contact with the child welfare, juvenile justice Medicaid special education, welfare and mental health systems over the course of more than a decade The integrated database can illuminate poorly understood aspects of the children's services system and is revolutionizing our understanding of children's contact with and movement through, human services

Why is an Integrated Database Necessary?

Policymakers and other experts in child welfare have long recognized the advantages of improving the coordination of services provided to children and families through public agencies but have lacked the information to do so Children and families who come to the attention of the social service system often have multiple problems or needs In Illinois, as in many other states, children receive help through a "categorical" system of services each public agency specializes in one category of problem and offers services geared toward its solution Children and families whose problems do not readily fit, or are not limited to, a single category may seek help from several agencies at once or from a succession of different agencies over time Because the responsibility of each agency is limited and distinct, none possesses a complete view of the *service history of the family or of the problems with which the family is struggling* As children move from one service agency to another, their history is lost, and each agency must work to reconstruct it anew, often imperfectly Because state policymakers lack a source of comprehensive data on Illinois children needing help they must rely on the fragmentary views afforded by agency-specific data

This state of affairs has important implications for the care of children for the formulation of appropriate policies regarding children's services and child welfare and for agency management and planning Lacking full information about a child s previous contact and care in some other agency caseworkers are handicapped in assessing the child s problems and determining how best to meet them Lacking an overarching view of the populations of children under its care the state cannot hope to coordinate services appropriately And without a better understanding of the reasons that bring children into the service system time and again agency administrators are likely to have little success responding to children's needs in a way that promotes children's permanent well being

History of the Illinois Database

Work on the Illinois database began in the mid-1980s It grew out of a project to create a longitudinal database on foster care using data from the computerized child tracking system maintained by the Illinois Department of

The Source Databases Approximate Number of Records and Years Covered		
Substitute care		
	140 000	1976-present
Special education		
	800 000	1979-present
Juvenile corrections		
	10 000	1980-present
Mental health and developmental disabilities		
	400 000	1980-present
Juvenile justice community-based youth services		
	100 000	1982-present
AFDC		
	2 000 000	1987-present
Indicated child abuse and neglect		
	300 000	1983-present
In home child welfare services to families		
	60 000	1983-present
Birth certificates		
	1 800 000	1982-present
Medicaid		
	4 000 000	1989-present

Children and Family Services (In fact, a multi state foster care database is now being created at Chapin Hall under the auspices of the U S Department of Health and Human Services) Federal law requires that state child welfare agencies maintain computer databases sufficient to locate and describe every foster care case The databases must document the demographic characteristics status location and goals for placement of every foster child Originally intended to improve case monitoring and keep children from getting "lost" in the system the databases are a rich source of historical and current information about foster care services and caseloads The Illinois database contains the records of the entire population of foster children from 1976 to the present and documents services provided children served, outcomes, and costs By linking together the records of each client over time, researchers created a database offering a rare view of children's contacts with foster care over long periods of time Unlike the cross-sectional data used in most child welfare research, longitudinal data permit study of temporal dimension of care (such as sequence, duration, and outcome of services) and reveal what proportion of children re-enter the system

The goal of the database project is to go beyond the core foster care data with data on children from other public agencies, especially agencies that provide services to children, that maintain vital statistics on children, and that provide financial assistance to families The additional data permits the study of children's movement among agencies, and yields a complete picture of children's services and the population of children receiving them When any child has had contact with more than one agency, the various records belonging to the child are linked, resulting in a particularly rich array of information in these cases The Illinois database incorporates child welfare special education juvenile justice, Medicaid AFDC and birth certificate data The databases extend back at least a decade and represent complete service populations The box above presents rough estimates of the number of records contained in each source database Linking all records in the database has yielded the first unduplicated count of Illinois children receiving state services The database will be periodically updated with current data from source agencies

The database is a cooperative venture that would not have been possible without the participation and support of several key agencies governmental bodies and foundations The Illinois Department of Children and Family Services the first agency to contribute data supported the project from the beginning Other agencies contributing data are the State Board of Education the Department of Mental Health and Developmental Disabilities the Department of Corrections the Department of Public Health and the Department of Public Aid The project has been funded in part by the Clark Foundation the Spencer Foundation the Illinois Department of Children and Family Services and the United States Department of Health and Human Services

Technical Challenges

Constructing an integrated database is a task of considerable technical and conceptual complexity Efforts of the project staff have been devoted to surmounting the sizable technical challenges involved in creating this enormous and unique database The work has involved analyzing the characteristics of the source data devising strategies and procedures for developing and using the database exploring its uses and alerting others in children s policy of the potentially immense utility of integrated data The project is under the direction of Chapin Hall Assistant Director Robert Goerge a nationally recognized expert on the use of administrative data in children s policy research

The project s biggest technical challenge has been to link the records of individual children reliably Since agencies do not employ a common system of ID numbers that would firmly establish each child s identity, the task is not straightforward Each agency employs its own system, so that a child may end up with several identifiers For instance children s social security numbers, which could potentially serve as unique identifiers are not collected in all data systems and are often duplicated among more than one child Fortunately techniques originally developed in the fields of epidemiology and demography may be used to link records with a high degree of reliability A technique known as *probabilistic record-matching* weighs a number of identifying items in the two records of a proposed match (including, for example name, address birthdate ID) in order to arrive at a probability that they refer to the same child Matches with high probabilities are deemed identical The record-matching process is carried out by computer

Research Advantages

The administrative data used in integrated databases offer several advantages over other types of data typically used in child welfare research Because administrative data are routinely collected by the agencies themselves the costs associated with data collection, and the intrusion that goes along with it, are eliminated The fact that administrative data represent a complete population rather than a sample reduces the risk of sample bias and greatly increases the range of questions that can be investigated The large number of cases increases the accuracy of results and permits research on small, hard-to-study populations Finally, the reservoir of historical data that accumulates in the database permits retrospective research into child welfare issues as research interests change For example, analyzing child protective services data (allegations of abuse and neglect) linked to foster care data can provide insights into the changing reasons for increases in the size of the foster care population

Research Possibilities

From a research perspective, the most striking feature of the integrated database is the wealth and diversity of information it contains Information in the database can be analyzed from a variety of perspectives and in an almost infinite variety of combinations providing a basis for studying almost any subpopulation of children with special needs The integrated database can support studies of siblings in foster care of services received by children born with cocaine addiction of children who end up in restrictive mental health settings to name but a few examples Likewise the database can be used to study service provision itself whether to assess the functioning of a single agency or program or to study the relationships and organization of services among all agencies The integrated database frees researchers from the limiting view of the service population normally provided by categorical data by providing a client level view of all public services This perspective should be particularly valuable as many states search for ways to restructure services and coordinate them at the level of the community

In the Agency Setting

In addition to its research applications the integrated database has an obvious but unrealized potential as an aid to workers dealing with children on a daily basis in public agency settings Integrated databases can be made to

provide authorized caseworkers with a wealth of information about individual clients service careers and histories Under current conditions caseworkers are often pressed to make critical conditions about children s care without appropriate kinds of information about the children s history and service record Although introducing integrated information systems into children s services would require a great deal of teamwork, decisions made about children s care might improve substantially as a result It is hoped that the work being done at Chapin Hall may clear the way for such an application

Related Efforts The integrated database project is only one of a series of projects undertaken at Chapin Hall and elsewhere to promote administrative data research and apply its findings to child welfare policy, management, and planning Chapin Hall has collaborated with researchers in New York and Michigan to explore foster care issues using administrative data from all three states In 1991 Chapin Hall hosted a data workshop under the sponsorship of the United States Department of Health and Human Services which trained researchers and agency officials from across the nation in the uses of administrative data Creating longitudinal databases at the state level opens up the potential for comparative and national research, and the HHS has announced its intention to sponsor a multistate database of this type Efforts such as these make it likely that integrated database research will flourish and that the child welfare field will come to rely on this form of information routinely

For Further Information Inquiries should be directed to Ms Susan Campbell, Communications Director, Chapin Hall Center for Children, The University of Chicago, 1155 East 60th Street, Chicago, Illinois, 60637. The publications cited below contain information about the creation and use of integrated and administrative databases or report findings from database research

Goerge, R M 1990 The reunification process in substitute care. *Social Service Review* 64 (September)

_____ Van Voorhis, J, Grant, S H , Casey, K M , Robinson, M 1992 *Special-education experiences of foster children An empirical study Child Welfare* 71(5)

_____ 1992 Some technical and organizational issues involved in building integrated databases (In preparation)

_____ 1992 Tracing children's careers in care How integrated databases can support child welfare management, policy, and planning (In preparation)

_____ and F Wulczyn 1990 *Placement duration and foster care reentry in New York and Illinois* Chicago Chapin Hall Center for Children at the University of Chicago

Jaro M A 1989 Advances in record-linkage methodology as applied to matching the 1985 census of Tampa Florida *Journal of the American Statistical Association* 84 (June)

Newcombe H B 1988 *Handbook of record linkage Methods for health and statistical studies administration and business* Oxford Oxford University Press

Wulczyn F 1991a Caseload dynamics and foster care re-entry *Social Service Review* 65 (March)

_____ 1991b *The concentration of infant placements in New York s boroughs* Albany New York State Department of Social Services

_____ and R M Goerge 1992 Foster care in New York and Illinois The challenge of rapid change *Social Service Review* 66 (June)

Appendix I Source Databases and Key Items in the Illinois Database

Source Database	Key Items
Children and Family Services	
Foster Care	birthdate, sex, race, county, region, family composition, case status, AFDC status legal status reason for placement reason for exit placement start and end date, placement type, permanency goal cost of placement
Child Abuse and Neglect	birthdate sex race/ethnicity, county, region investigation finding status date of report physical abuse present or indicated sexual abuse present or indicated, neglect present or indicated, role of caretaker relationship (count child parental rights, allegation type, allegation status, severity level of abuse, severity level of neglect date of initial contact, field, county code), type of rpt abuse or neglect, immediate response facility type current case region suspected perpetrator
Other Social Services	type of counselling, hours of counselling, dates of counselling
Mental Health and Developmental Disabilities	
Inpatient Care	birthdate, sex, race, age at time of movement, date of admission to DMHDD facilities codes date of movement county code, discharge status, initial facility, prior admissions, diagnostic codes current region subregions planning area, county, township/community area, admission date, unit movement date DMHDD time in residence facility time in residence, primary diagnosis codes, subsequent diagnostic codes, relative county relative community area/township
Purchased Care	birthdate, sex, age, race, date of admission to DMHDD, primary diagnosis facility type provider type service dates dates of residential care, age at time of movement
Juvenile Corrections	birthdate, sex, age, county of residence, admission location and type, admission date offence custody status offense class and term, age of first arrest, number of arrests and convictions, peer relations family relations child abuse and neglect, substance abuse, suicide tendency, psychiatric history, risk score
Special Education	birthdate, sex, age, county, school district, primary, secondary, and tertiary handicap special education services received, type of school
Public Aid (AFDC)	birthdate, sex, age, county, city, case opening and closing dates, family household size and composition marital status, program participation (JOBS participation), educational level, level of need deduction and grant size previous residence, work experience, public housing status, major crisis at first application
Medicaid	birthdate, sex, race, age, county, diagnosis, category of service, provider type procedure completed dates of service billing dates
Public Health (Birth Certificates)	child's name, date of birth, sex, city, town, twp, or road district number county mother's age at birth state of birth residence, city, town, or road district number, county, state, mother's complete mailing address father's age at birth state of birth, father's relation to child, race of father, education of father origin or descent of father race of mother education of mother, origin or descent of mother, month prenatal care began prenatal visits total birth weight is mother married, 1 min apgar score, 8 min apgar score

Longitudinal Children's Services Database Research
Developing a Tool for Better Information

by Robert M Goerge

ABSTRACT

Improving the well-being of children and families is a leading policy concern, but one the policy community has been forced to address without truly adequate statistical data on existing services and client populations This article introduces a relatively new research tool -- a longitudinal database combining individual-level data from the computerized administrative information systems of all public child-serving agencies within a jurisdiction. Within this multi-service database, individual client records are linked longitudinally and across service settings and programs The result is a permanent and continually updatable research tool that supports a wide range of research, documents the individual service episodes of all children within a state, and provides a comprehensive view of child populations for a period of years or even decades Databases of this kind can do much to inform service management and policy Using examples from a database we recently created in Illinois, we describe how the database can be used to 1) generate timely and detailed statistical reports on caseload characteristics and trends, 2) model typical service careers of children, 3) analyze system-wide patterns of service provision and overlap, and 4) develop detailed profiles of service provision and use in smaller geographic areas The federal government states and foundations are beginning to understand that such tools are necessary to develop manage and monitor new integrated service initiatives and programs that require evaluation because of federal government regulation waivers

data establishes a context within which to interpret more narrowly focused investigations and state-level findings, especially from the larger and more representative states, have some relevance to national policy The fact that administrative data represent a complete population rather than a sample removes the risk of sample bias and greatly increases the range and complexity of questions that can be investigated The large number of cases increases the accuracy of results and permits research on low-incidence problems or hard-to-study populations Administrative data is typically 'continuous-time' data which means that the time of all events is immediately recorded instead of waiting for data collection points such as in panel studies

Finally, the multi-service database is unique insofar as it yields a *dynamic perspective on children s services that more fully captures children's actual experiences* Unlike studies that consider children only in their relation to a single service or agency, multi-service database research comes much closer to representing children s service experiences in their totality. Furthermore, by amassing more comprehensive data on children's needs and circumstances over the years, the database greatly expands our power to see the child population autonomously and to focus on the needs of human subjects in forming future policies

SELECTED APPLICATIONS

Although the multi-service database lends itself to a wide variety of applications a few applications are of particular importance to the policy community 1) producing aggregate descriptive analyses of caseloads outcomes and costs 2) modeling and analyzing children s service careers 3) mapping system-wide service provision and overlap and 4) conducting analyses of service provision and receipt within communities While the data is not sufficient to

completely determine cause and effect, in combination with other data and through methods of quasi-experimentation, one can use the data to contribute a great deal to the understanding of the process of service provision

Caseloads, outcomes, and costs

A perennial concern of the federal government is acquiring adequate children's services data [U S Department of Health and Human Services 1988, U S General Accounting Office 1991] One of the most straightforward applications of the multi-service database is to fulfill these basic functions of monitoring and reporting Reporting most often serves the function of verifying compliance with federal regulation, its higher function, of informing policymaking, is fulfilled only sporadically Multi-service databases make it easier to fulfill existing reporting requirements and could easily support much higher and more sophisticated reporting standards

The multi-service database's wealth of demographic and service data support routine analysis of trends in the size and characteristics of agency and program caseloads. The database can also be used to create a detailed demographic portrait of the children receiving services

Multi-service databases can also support cost analyses within and across service agencies Many administrative databases record service costs and payments and others contain data (such as service type provider, and service duration) from which costs may be calculated Because costs and services associated with each child are recorded continuously the multi-service database can furnish a detailed picture of the fiscal and human resources an agency expends over time on its service population Using the database, one can also analyze the total service utilization and costs associated with a specific population across all agencies

Developing a more accurate and sophisticated understanding of the costs associated with the treatment of particular problems may help government bodies develop more accurate projections of service demand, establish funding priorities set funding at appropriate levels and estimate costs of implementing new policies Multi-service data analysis may point the way to further economies in service, while providing a more accurate appraisal of the funding required to fulfill existing mandates

Typical service careers

When to intervene in the lives of troubled children and what to do for them are among the most basic issues in children's policy It has long been recognized that the timing and sequence of service provision can profoundly affect children and the outcome of children's services Factors such as a child s age at first contact with human services, the family's prior service history, the duration of service, and the interval between diagnosis of a problem and effective treatment--these and other factors can decisively affect service outcomes From the perspective of service management and funding, discovering how to offer the right service at the right time is regarded as the key to keeping down costs and caseloads Such issues can be addressed more effectively with the aid of models and factual data describing the kinds of service careers that specific populations of children tend to follow Because the multi-service database captures the histories of children s contact with human services it supports the creation of such models and makes it possible to examine the relationship between specific events or interventions and outcomes

A human service career is the longitudinal record of a child s service receipt, punctuated by transitions from one program or agency to another or out of the system altogether Such records document the long term outcomes for children and their movement or progression

among services Aggregate analyses of children s service careers provide a means for examining several important principles in children s policy, by enabling us to explore for example, whether children experience a continuum of care, and whether the least restrictive setting principle enshrined in federal legislation on special education and foster care (P L 94-142 and P L 96-272] promotes long-term outcomes favorable to the child [On the continuum of care, see Knitzer 1982, Stroul and Friedman 1986, Behar 1984]

Besides helping us to understand the experiences of a specific population of children as it moves forward in time, the longitudinal approach can also be used to illuminate the *origins* of specific problems among a cohort of children or to analyze factors that bring families into the orbit of human services in the first place Here the richness, time span, and volume of multi-service data come into play, permitting the study of factors and experiences that pre-date a child's first contact with a given service or agency, even for fairly small populations Suppose one wanted to investigate factors contributing to the institutionalization of children and youth in highly restrictive mental health facilities. All such cases over a long period of time have been preserved in the multi-service database, along with all other data collected by other public agencies on the same population. The relatively large number of cases and rich documentation permit researchers to perform sophisticated multivariate analyses with a greater degree of certainty more variables in the children's background can be taken into account and assessed for their effect on the children s later history Such analyses may improve our understanding of the causes of emotional disturbance or other handicapping conditions and may in turn alter views of how treatment or service should be designed and timed

System-wide service provision and overlap

Analyses of the multi-service database will provide information especially useful in designing service collaboration and service integration policies and programs and in understanding their effects The database can be used to study system-wide patterns of provision and receipt We can analyze how well service provision to individual children and families with multiple problems is coordinated among agencies and at the extent of multiple service receipt or "overlap among the service populations of agencies These data can illuminate shortcomings in existing service organization and suggest how services might be structured more effectively

Analyses of this type reveal simultaneously the existence of "multiple needs" populations and areas within the service system where coordination among agencies or programs is particularly needed We have found, for example, that in Illinois nearly a third of all children and adolescents receiving inpatient psychiatric care are or have been foster children [Goerge 1990] Not only does the identification of this population of children invite further investigation of the manner in which their needs are recognized and met by the agencies, it also suggests the need to examine the causal relationships between foster care and emotional disturbance more closely

Documenting the existence of overlap raises interesting questions about what the relationships among services should be and what degree of overlap is optimal Consider Figure 2 a statistically accurate representation of the distribution of clients receiving AFDC, Food Stamps Medicaid special education and foster care in Illinois at a given point in time (1990) It shows that 25 percent of Illinois children received one or more of these services as of June 1 1990 (Goerge et al 1993)

A study that examined multi-service use by children and adolescents in Illinois state mental health facilities found that about 70 percent of DMHDD inpatient children were involved in other social services including foster care special education, AFDC and Food Stamps (Lee, Goerge and Pavkov, 1994) More inpatient children (54 percent) received special education services than received any of the other social services considered in the study Child welfare services were the second most common type of service used by inpatient children As of June 1, 1990, 18 percent of children receiving inpatient care in state-operated mental hospitals were active child welfare cases The study also found that children who were younger, lived in Chicago, and represented racial/ethnic minority groups were more likely to be receiving other social services while they were in inpatient care at state-operated mental facilities

Does the degree of overlap depicted here indicate a dysfunctional or inefficient system? It might, if overlap is associated with duplication, and minimal overlap taken to be a mark of efficient service organization. But others might argue that overlap should be taken as an indicator of how *well* categorical agencies are working that overlap inevitably occurs when each categorical service does what it can for children and families eligible for service At least one recent study has urged that efforts be made to increase service linkage rather than reorganize service, a proposal that might lead to an even greater degree of overlap among the client populations of distinct agencies [U S GAO 1992] What is obvious is that overlap cannot be taken as a proxy for system dysfunction or duplication but that the meaning of overlap must be established through systemic factual investigation of the sort the multi-service database affords

[INSERT FIGURE 2 HERE]

Besides documenting the configuration of agencies and populations the system-wide approach can be used to explore the broad effects of policy changes intended to affect particular programs or populations How has deinstitutionalization, for example changed broad patterns of service utilization? When a change is made, what effect does it have on clients and on other services and agencies? Depending on elasticity of demand clients might respond to the elimination of a service by choosing closely similar services elsewhere or by disappearing from the service system altogether whatever their responses we learn something valuable about both services and clients by studying them In this vein one might also explore the extent to which the clients of a new service actually represent a "new service population Similarly, one might study the extent to which a new program, such as federally funded special education programs, alter the way children already "known to the system" are cared for

Aggregate geographic analyses

One of the strongest impulses in children's services today is the desire to root services more firmly in local communities Critics of the "fragmented" categorical service system dream of replacing it with more highly localized and integrated community-based systems Others insist merely that effectively designed services, whether categorical or not, must somehow take into account environmental factors and conjunctions, must be sensitive to the 'social matrix "

Especially when used in combination with other data sources, the multi-service database can supply a richly detailed foundation for exploring these ideas Most of the records in the Illinois database contain some kind of geographical information (such as a mailing address neighborhood or county of residence) and when these records are sorted by geocode the result is a profile of service provision and client composition in a given area or community Furthermore when aggregated in units corresponding to census tracts these data may be

GLASS WALLS:

Confidentiality Provisions and Interagency Collaborations

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supplemented with the summary files of the U S Census As we mention elsewhere [Goerge Van Voorhis and Lee 1993] summary data from the census provide population counts for all demographic subgroups within a given area as well as data on socioeconomic conditions and family composition When census and human service data are used in combination it is possible to develop prevalence or incidence rates for sub-populations in the area, and to tailor services accordingly

CONCLUSION

If our society is to develop efficient programs to support children and families in need, it will have to learn how the system works now, what consequences its programs have, who the clients are, and how they use services Multi-service databases like the one created for Illinois will greatly expand existing knowledge about services and clients and help public administrators identify aspects of child welfare and children's services that need to be studied and monitored more closely The multi-service database provides a lasting and reliable basis for the exploration of trends and issues related to child well-being It constitutes a latent and ever-growing archive of data which may be used in a variety of ways to meet the shifting informational needs and concerns of children's services and policy

EXECUTIVE SUMMARY

Fragmentation of services for children and families at risk has become one of the tragic hallmarks of our society In response, in recent years there has been a remarkable growth of interest in interagency collaborations to provide more comprehensive and more effective services

Discussions of interagency partnerships have noted several barriers to the development of collaboration efforts Some of the most frequently mentioned are the confidentiality statutes and related regulatory provisions that appear to prohibit or restrict agencies from working together On their face, such provisions limit the flow of information (and therefore, potentially, service efforts) from one agency to another, and many administrators regard them as major impediments to interagency efforts On the other hand, such provisions are obviously not insurmountable obstacles to collaborative work, since agencies in communities throughout the country have formed successful partnerships

This project is an assessment of confidentiality restrictions to determine whether they constitute real barriers to interagency collaboration efforts. The research focused on federal statutes and regulations, as well as those of California, Iowa, New York, and Washington The investigation included legal research, interviews with agency administrators and personnel, and site visits

The report concludes that **confidentiality restrictions are not significant barriers to interagency collaborations.**

The report first analyzes the **interests of children and families in protecting information from disclosure.** These interests include:

- the core interest in privacy ("the right to be let alone");
- avoiding embarrassment and humiliation from disclosure of personal or family problems,
- avoiding exposure of information that is inherently inflammatory (such as allegations of child abuse or mental instability), even if the information is unproven or inaccurate,
- protecting personal security (such as the location of victims of domestic violence),
- protecting family security (such as citizenship status, for immigrant families),
- protecting job security, particularly when personal problems may have no connection with actual job performance

- avoiding prejudice or stereotyped responses as a result of information on family income level, medical status, or past difficulties,
- preventing denial of discretionary services,
- encouraging adolescents to seek medical care, and
- reestablishing privacy boundaries for children, especially after abuse or multiple out-of-home placements

Balanced with these interests in privacy are the interests of agencies in sharing information. In many situations, children and families share these interests in the effective and efficient provision of services The interests of agencies (and families) include

- conducting comprehensive child and family assessments and evaluations for services,
- providing children and families with all necessary services,
- coordinating service plans and strategies and avoiding duplication of services;
- monitoring the provision of services;
- making services family-focused;
- allowing research on community needs and program effectiveness,
- promoting public safety (e.g., by sharing information about potential child care workers regarding prior criminal convictions); and
- securing full reimbursement from federal and other funding sources for services provided.

The report reviews privacy protections and confidentiality restrictions in federal and state constitutions, statutes, regulations, and agency practices, as well as those in various professional standards It finds that from the Constitution to the agency manual, confidentiality restrictions are not absolute but instead balance individual interests in privacy against agency interests in providing effective services

The report then describes the many means by which agencies share information Some information, such as that which does not identify specific individuals is not confidential at all and may be shared freely Other very basic information, like educational directory information is also not considered confidential

Much information-sharing takes place through **informal exchanges**, often over the telephone This generally occurs between workers in different agencies who have developed a high degree of trust and cooperation It is usually limited to verbal exchanges of information if documents need to be shared, a written release or other formal mechanism is required

In addition, most statutes **explicitly authorize a certain degree of information-sharing** for such purposes as administration of the program, audits, determinations of eligibility for services, medical emergencies, and investigations, prosecutions, or civil or criminal proceedings related to administration of the program

Virtually all statutes authorize information-sharing with the **consent of the client.** Such information-sharing generally requires a written release, specifying the name of the person who is the subject of the information, the name of the person or agency sharing the information, the name of the person or agency with whom the information will be shared, the reasons for sharing the information, the kind of information that will be shared, the signature of the person giving consent, the date the release is signed, a statement that the release may be revoked at any time by the person giving consent, an expiration date for the release, and a statement that the person giving consent in entitled to a copy of the release

The report also discusses **interagency agreements, memoranda of understanding, contracts, court orders, and other mechanisms for sharing information among agencies.** The report discusses several examples of each type of mechanism, and describes a program in Iowa that uses several mechanisms simultaneously.

The report also covers confidentiality in **aggregate information systems**, particularly automated information systems containing identifiable information. Using such systems while ensuring client privacy requires clarifying the purposes of the information system, limiting the information in the system to that truly needed to fulfill those purposes, securing the cooperation of multiple agencies in developing and operating the system, providing adequate notice to children and families that information about them is being put into an information system and will be accessible to others for specific purposes, maintaining several levels of security in the system, and providing adequate training for staff

The report then discusses methods of **protecting confidential information in** practice, including staff training and training materials, staff oaths and other restrictions and the roles of agency counsel and other 'gatekeepers '

Finally, to assist agency administrators and personnel agency counsel, legislators and other public officials, policymakers, and child advocates in working on confidentiality issues, the report includes in the appendices an extensive set of statutes, regulations, portions of agency manuals, consent forms interagency agreements, and similar documents

IV. CONFIDENTIALITY IN AGGREGATE INFORMATION SYSTEMS

The primary confidentiality concern in aggregate information systems pertains to identifiable information in automated data systems [184] Non-identifiable information is generally not covered by confidentiality restrictions, and non-automated systems usually present far less danger of unintended disclosure than do automated ones A fire cabinent, for example, is an example of a non-automated information system Although there is some danger of improper disclosure of confidential information if an unauthorized person obtains access to the cabinet, that danger can be mitigated substantially by locking the cabinet and controlling access to the key. Even if an unauthorized person obtains the key, the confidential information is contained in individual files, and anyone seeking such information must go through each file individually to see what is there

In automated systems, on the other hand, the greatest strength of the computer is, at least theoretically, also its greatest danger all of the information in all of the files is potentially available in an instant to anyone with a computer terminal -- all without consent of the clients [185] Consequently, automated systems require many more levels and types of security than do non-automated systems. Securing data carefully is particularly important because the rapid growth of technology means that most agency records, if not all, will eventually be stored in computers.[186]

Among those working on automated human services information systems, there is general agreement that certain confidentiality issues are of particular importance.

A. Clarifying the Purposes of the System

Automated data management may have a variety of purposes. Some focus on the systems providing services, and include researching needs for services in the community, reporting services provided by particular agencies, evaluating the effectiveness of those services, assessing cost-effectiveness of services, and planning for the future. Other purposes focus on meeting the needs of individual clients, and include assisting in comprehensive assessments of client needs, finding services in the community that can meet the client's needs, and tracking the cost of providing those services. Some automated systems may have multiple purposes It is important to determine the purpose or purposes of the automated system at the outset, since that choice will affect other aspects of the system such as accessibility of information, levels of security, and usefulness of the system to administrators, policymakers, and line workers

B. The Principle of Limited Information

The primary principle for protecting confidentiality in automated information systems is that information going into the system should be limited to that which is truly needed to fulfill its purposes. Automated systems should not be bottomless dumping grounds for

every interesting fact agencies receive about families receiving services On the contrary, in automated systems as in modern architecture, less is more

The Principle of Limited Information means, for example, that it may be appropriate to include in the data system the fact that a particular client received medical treatment rather than the details of the client's medical condition and the specifics of the course of treatment If a worker from another agency providing services to the client needs more information about the client's medical status in order to provide additional services, the worker can obtain a specific release for the information from the client. It is not necessary to put the client's medical history in the system, where it may be accessible to many others with no need to know This is sometimes described as the difference between sharing the fact that a person is "known" to an agency and sharing substantive information about the person

C. Cooperation of Agencies

Development of an automated system requires a significant degree of cooperation among agencies On the most basic level, the agencies must agree on what kind of hardware and software they will use and how they will insure communications compatibility This may seem elementary, but has proven a serious stumbling block for a number of interagency efforts. In some states several different agencies have sophisticated computerized data systems, but the systems are not compatible with each other What's more, in view of the costs of changing to another data system, no agency is willing to give up its own system in favor of that of another agency.

A basic question pertaining to confidentiality is what kind of identifier will be used for individuals: full name, abbreviation derived from the name, social security number, or something else If various agencies in a state use different identifiers, choosing a single common identifier may be difficult and time-consuming.

Beyond the basic issues of hardware and software compatibility and common identifiers, agencies need to agree on a host of issues, such as what information will be entered into the system from each agency, who will have access to the information, how it may be used by the participating agencies, and which security measures will be instituted to protect confidentiality and the integrity of the system

D. Notifying Children and Families

Clients should be notified that certain information about them is being put into an automated data system and that it will be accessible to others for specific purposes The notice should specify the type of information put into the system, the particular individuals or agencies who will have access to it the reasons for which they may have access to the information, and how they will use it If the information may be shared among the agencies pursuant to a statutory provision or an interagency agreement the general notice may be

sufficient If the information-sharing requires consent of the client, agencies might consider developing a common consent form that the client need sign only once

E. Security

Automated data systems need several levels of security, beginning with security of the physical environment. If confidential information is stored on data tapes, the tapes should be in a locked room, and access to the room should be controlled. If data is downloaded onto disks, access to the disks should also be controlled Because the disks are read through computer workstations, there should be controls on who may use the workstations Agencies should establish strict chain-of-custody controls on those who move tapes and disks, and keep logs for recording the location of all disks and tapes at all times

The second level of security is limiting access to the data once it is in the computer system This is usually done with a series of passwords Each successive password allows the user to get deeper into the system Thus, the first password may allow the user to see the list of directories for the entire system, but not to see the sub-directories under each directory. The next password may allow the user to see the list of sub-directories under one directory, but not the sub-directories under other directories or the individual files under the sub-directory. The next password may allow the user to see the individual files under one sub-directory, but not the files under any other sub-directory. Even within one file, some components ("fields") may be kept confidential, while others are not [187] Security can be maintained in the system by giving each user (agency worker, researcher, etc.) only the passwords to the information that the user has a legitimate need to know.

A third level of security is the use of identifiers to mask the personal identity of individuals whose information is in the system. A number of identifiers may be used, including social security numbers or identifying numbers assigned by agencies. Some systems have specialized methods of developing identifiers, such as using certain letters from the last name.

The uniqueness of the identifier is critical to maintaining confidentiality. In a cross-agency information system, if identifiers are not unique (e g , a last name of "Jones"), an agency worker may be forced to 'hunt around" in the system for information on her particular client If the worker is relying on a written release from the client to obtain the information, such a lack of precision will result in breaches of confidentiality as the worker views confidential information on other individuals [188]

As an additional level of security, agency staff should sign security agreements that prohibit unauthorized disclosure of information

One confidentiality problem with the use of identifiers should be mentioned When identifiers are used to conceal personal identities there is one point in the process when confidential information is disclosed to a third party That occurs when an agency employee

takes the file information and substitutes the social security number or other identifier for the name of the individual Technically, this is a breach of confidentiality However, since it is limited to the employee, and the employee signs an agreement prohibiting further disclosure, this is usually considered a de minimis disclosure and therefore inconsequential

F. Training of Staff

The importance of staff training to protect privacy while using automated systems cannot be overstated Many departments of social services, alcohol and drug treatment programs, and programs for AIDS victims conduct extensive training for staffs on confidentiality procedures because of extreme social sensitivities to information about, respectively, child abuse, alcohol and drug abuse, and HIV status Since automated systems make so much more confidential information potentially available to so many more workers, the need for regular and comprehensive training is that much greater

G. How to Approach Confidentiality of Aggregate Information

Collaborating agencies have often found that maintaining confidentiality of aggregate information is complex and difficult. Although interagency partnerships have many different goals and purposes, the several basic steps set out below will guide any such partnership in the right direction.

The first step is to create an interagency task force responsible for identifying the specific information that will be shared and developing interagency agreements for sharing that information. This can be a time-consuming process involving delicate questions of "turf" and interagency cooperation, as well as technical issues such as finding compatible hardware and software.

Second, the partnership should consider mechanisms to protect the interests of clients, including notifying them of the scope and purposes of the information system, determining additional information that will be provided by agency workers, and deciding on the form of any written releases

Third, the partnership should give extensive consideration to training workers General components of staff training on confidentiality are discussed immediately below Staff will also need training in the technical aspects of the information system including all security measures

Finally, the task force should develop overall policies and procedures covering the purposes of the information system the importance of the principle of limited information use methods of interagency cooperation and information-sharing notice to clients and other protections of clients' interests system security measures and training of staff The policies and procedures should then be approved by all agencies involved in the partnership

COUNCIL WORKSHOP
AGENDA ITEM SUMMARY

TOPIC: Restructuring Government Action Steps

COUNCIL FOCUS AREA: Restructuring Government

KEY POINTS (Issues, Cost, Change in Policy): Status report on Restructuring Government action steps including:

- Financial Partners Assessment
- FY96-97 Budget Goals and Principles
- Services Assessment and Citizen Survey Process

OPTIONS: None

COUNCIL DECISION OR DIRECTION REQUESTED: Consideration of the following questions:

- Does Council still agree with "A Picture of the Future"?
- Does Council agree with the goals of Restructuring Government?
- Are the Action Steps on target?
- Is there anything missing?

ATTACHMENTS:

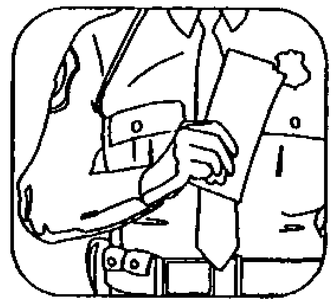
- "A Picture of Our Future"
- Restructuring Government Goals and Principles
- Goals of the Two-Year Budget Process
- Restructuring Government Action Step Summaries

A Picture of Our Future

What might the City's services and workforce look like in the next four years? A group of employees and managers developed the following picture in a first attempt to answer those questions It is a picture created after conducting an environmental scan in which they examined the trends and expectations of our political leaders, citizens and city employees By examining these current trends and projecting them into the future, we have a guide for setting workplans and budgets

Role of Government in the Community

- City/County government will be consolidated OR additional functions of City/County Government will be consolidated
- Government will be addressing community problems through partnership arrangements and by brokering services, placing less emphasis on new government programs as solutions to problems
- Government will be a platform for economic development



Service Delivery

- Government will be competitive in cost and quality with the private sector for services provided by city employees
- All city services which are available in the private sector will be put up for competitive bid
- There will be fewer city employees providing direct services to citizens, except for public safety
- There will be no new property taxes for new or expanded services
- Funding for some services will be discontinued in order to create savings for priority areas or to balance the budget

Workforce

- The ratio of Police and Fire employees to all other employees will continue to grow
- Competition will change the way in which the city manages human resource issues
  - Increased use of temporaries with few or no benefits,
  - Benefits tailored to occupational groups and driven by competition,
  - Non-traditional work routines,
  - More contract managers
- Management of human resources will be focused on work force preparedness
  - More business and problem solving skills,
  - Technology oriented,
  - Literacy,
  - Cross training

Restructuring Government

Goals

1. Produce a budget that meets Council's priority areas without a tax increase.

2. Identify additional resources for the debt service fund without a tax increase.

3. Identify additional resources for the capital program to meet capital needs of the focus area workplans.

4. Get competitive in price and service quality in every service up for bid

5. Produce focus area workplans on Economic Development, City Within a City and Transportation for Council adoption in July, 1995

Principles

1. The process used to develop the plans should draw from the entire organization in order to be more inclusive.

2. The process should be a learning process; we should be smarter at the end, not just in subject content, but in other ways - team processes, organizational change, problem solving, group dynamics and decision-making skills.

3 The process used to develop the plans should be consistent with the principles of teamwork, although may take the form of committee work, task forces or, in some cases, individual assignments.

4 The process will result in an end product which meets all the commitments made to Council and to the organization

Goals of the Two-Year Budget Process

- Refine the budget process, through evaluation of other cities' processes, to better support Council's priorities and goals and the City Manager's goal of empowerment and accountability for Key Businesses;

- Modify the Council's budget presentation document to facilitate decision-making by providing important information in a succinct, easily readable format,

- Structure resource allocation decisions around Council's Focus Areas

- Use the Restructuring Government Strategic Plan to identify resources for new priorities by:

  - → Developing a program to continue cutting costs

  - → Assessing our relationship with our financial partners

  - → Pursuing functional consolidations when appropriate

  - → Continuing the competition process

  - → Addressing the needs of the workforce to ensure a qualified, productive and motivated workforce

- Prepare budget development guidelines that are consistent with the financial realities presented at the Council Retreat, including:

  - → no increase in operating expenses, overtime or temporary employee expenses

  - → budgeted vacancy rates, based on historical trends

  - → reduction of all one-time expenses included in the FY95 budget

  - → review of vehicle replacement policies for possible reprioritization and replacement criteria changes

- Full implementation of the Community Safety Plan

- Greater involvement of Key Business Executives in the review of the budgets of other Key Businesses

- Monthly updates on budget development and Restructuring Government progress

- Discussion and review of the Manager's Recommended Budget by Council Focus Area during the May and June budget workshops

Restructuring Government
Action Step Summaries

- **What management strategies will address reducing costs?**

Partners Assessment. assess our relationship with all of our financial partners such as the Convention/Coliseum Authority, the Housing Authority, the Arts and Science Council, the Housing Partnership, CCVB, etc. What are existing authority relationship definitions? What have they done to cut costs? What are the benefits?

Charge #1:. Develop an educational process to inform partners of the City government of the financial projections and the goals of restructuring government. The process will include presentations similar to that given at the retreat tailored for the target audiences and will include the City Manager and appropriate staff.

Charge #2: Develop the outline of the expectations for this process including

1 Identification of the existing relationships with the partner· legal, policy, political
2 Identification of purpose of group; city financial participation, evaluation results
3 To ask what those positions have done consistent with City experiences to cut costs including the issues from rightsizing (i.e., layers of management) to restructuring (process improvement) (activity based costing)
4. To establish a communication process to keep those partners informed.
5 An analysis of the information with recommendations for change

- **Present a process for cutting programs of a lower priority and review of programs outside of the focus areas.**

Charge. Update and/or verify the citizen's and Council priority listing of services as in the Services assessment process; develop a process to cut costs, either by eliminating, reducing or restricting growth in the lower priority services. Steps include·

1. Conduct citizen survey
2. Develop process for council review of services assessment
3 Develop a strategy for evaluating the lower priority services for reductions, including employee impact statements, service impact statements, regulatory/mandated services, etc
4. Present options and consequences for use in the budget process.
5. Citizen survey out for proposals.
6. Council assessment process under development

Action Step Summaries, continued

- **Provide KBE's with management and cost-cutting options by broadening the mechanisms for soliciting cost-cutting suggestions throughout the organization.**

  Charge: Develop a process for employee input by using an outside facilitator to establish and administer employee focus groups on cost cutting ideas. Focus groups will be organized by Key Business rather than cross-sectionally. Concentration during FY95 will be on the Police and Fire Key Businesses because of the size of the budgets and the time it will take to be active in the competitive process

- **Develop recommendations for productivity improvements through reduced overtime and contract labor costs.**

  Charge: Evaluate methods to increase productivity through incentives for reduced absenteeism, reduced overtime costs, reduced contract labor costs and innovative scheduling suggestions Provide recommendations of a financial nature back to Cost Cutting sponsors; retain issues of employment, working environment, employee flexibility, etc within the Workforce Preparedness Chapter.

- **Develop a standing committee to review and implement employee suggestions and to determine employee awards.**

  Charge. Review options for establishment of an employee suggestion program that facilitates cutting costs. Provide recommendation to the City Manager for a program to be implemented by July 1, 1995.

- **Select business processes for review which offer the potential for cost reduction.**

  Charge: Organize and educate a group of employees from across the City in business process methodology and accomplish three specific objectives:

  1. Develop a list of business processes that cross key business lines and offer the potential for cost reductions.
  2. Select, study and improve one business process by July 1, 1995.
  3. Formulate a plan with the group for identifying and reviewing cross-functional business processes for evaluation during FY96

  Review of business process may involve the use of outside consultants, interdepartmental teams, or a combination of both.

- **Develop programs for continuous improvement and innovation, such as gainsharing.**

  Charge: Evaluate methods through which gainsharing may facilitate cost cutting.

COUNCIL WORKSHOP AGENDA ITEM SUMMARY

TOPIC: Solid Waste Services Privatization Update

COUNCIL FOCUS AREA: Restructuring Government

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

I Summary of progress since January 17, 1995
- A Activity
  - 1 January 26 - Staff conducted an RFP workshop with Malcolm Pirnie
  - 2 January 26 - Vendor input into RFQ process and criteria
  - 3 February 2 - Privatization/Competition Advisory Committee reviewed schedule and key issues
- B Key Issues
  - 1 Quadrant selection
  - 2 RFQ - selection of firms
    NationsBank Capital Markets to evaluate financial stability of firms
  - 3 Service level issues related to ordinance
  - 4 All Solid Waste collection services for the quadrant included in the RFP (i e , bulky item collection)
- C Rerouting

II Established schedule for privatization of collection services in selected quadrant
Key dates
- A March 14 - Draft RFP submitted to City Council
- B June 20 - Submit bid award recommendation to City Council
- C June 26 - City Council bid award decision
- D September 30 - estimated start date for service

III Cost Elimination Plan
- A Underway, including identifying employees for placement
- B Cost Elimination Plan impacts Solid Waste Services and support services
- C Work with Advisory Committee to prepare plan in accordance with Costing Guidelines
- D Coopers and Lybrand will verify Cost Elimination Plan

OPTIONS:
N/A

COUNCIL DECISION OR DIRECTION REQUESTED:
This update is provided for Council information, no action is requested

ATTACHMENTS:
- Collection Procurement Schedule
- Costing Guidelines

CITY OF CHARLOTTE

COLLECTION PROCUREMENT SCHEDULE

	TASK/DECISION POINT	DATE (1995)
I.	**RFQ Finalization, Issuance, Evaluation and Short-List Decision**	
1	Consideration of Qualifications Criteria (P/CAC)	January 26
2	*Draft RFQ and Associated Documents, Publicize*	*January 26-February 8*
3	*Issue RFQ*	*February 10*
4	Deadline for Submittals by Vendors	March 10
5	*Evaluation of Qualifications, Possible Clarifications*	*March 10-March 31*
6	Consideration of Shortlist (P/CAC)	April 6
7	*Vendors Notified*	*April 12*
II.	**RFP Finalization, Issuance, Bid Opening and Award**	
1	*RFP Work Session*	*January 26*
2	*RFP Revision*	*January 27-February 8*
3	*Revised RFP Disseminated to Vendors, P/CAC*	*February 10*
4	Receipt of comments from vendors and P/CAC	February 16
5	Discussion and Consideration of Comments/Issues Raised by P/CAC and Vendors at P/CAC Meeting	February 23
6	*Revision of RFP and Development/Review of Contract Principles and Associated Documents*	*February 24-March 14*
7	*Submit Revised RFP to City Council*	*March 14*
8	City Council Discussion of and Approval of RFP for Issuance	March 27
9	*Final RFP Preparation/Revision*	*March 28-April 11*
10	*Issue RFP to Short-Listed Vendors*	*April 13*
11	*Preproposal Conference*	*April 20*
12.	*Issue Conference Report and Addenda, If Required*	*April 21-April 28*

CITY OF CHARLOTTE

COLLECTION PROCUREMENT SCHEDULE
(Continued)

	TASK/DECISION POINT	DATE (1995)
13	*Bid Opening*	*May 26*
14	*Evaluation/Confirmation of Bids, Clarification If Necessary*	*May 29-June 14*
15	Consideration of Bids (P/CAC)	June 15
16	*Submit Recommendation to City Council*	*June 20*
17	City Council Decision on Bid Award	June 26
19	Estimated Start Date	September 30

Notes

1 *Italicized tasks are those delegated to the City/Consultant team*

2 P/CAC refers to the Competition/Privatization Advisory Committee

3 Schedule assumes that consideration called for at P/CAC meetings on the schedule is conducted, and guidance provided at the time of the meeting Additional data collection or discussion may result in delay of key deadlines

4 Schedule assumes simultaneous review of draft RFP by vendors and P/CAC, with resolution of issues by P/CAC at their February 23 meeting. No second review by P/CAC is anticipated before submittal to City Council

and reviewing conformity to other elements of the RFP. This working group should not include any staff members employed by a department affected by a particular RFP or which is bidding for a particular contract.

The Committee has also developed the following understanding with City staff concerning the procedures for sharing of information and consultation between staff and the Committee. These points are in addition to and supplement the general charge to the Committee by City Council. The Committee will be consulted by staff and will have access to needed information and opportunity for advice and recommendation at least at the following times during the process:

A. Preparation of the proposed sequencing and schedule of services for consideration of contracting out;

B. Determination of components of the City's in-house bid;

C. *During development of any RFP and before final issuance of any RFP;*

D. Decision as to the appropriateness and criteria for any pre-qualification screening;

E. Extent of distribution of the RFP;

F. Review for the extent and scope of information to be provided to prospective bidders;

G. Prior to development and transmission to City Council of any staff recommendation on a bid award.

All bid proposals will be shared with the Committee, and the Committee shall make its own comments and recommendations, if any, on such bid proposals independently of the staff evaluation and recommendation. Such comments and evaluation by the Committee will be transmitted to the City Manager and to City Council along with any staff recommendation and report on the bids. In addition, in the event the Committee and City staff are unable to agree on other issues during the course of the process, the Committee may, at its option, seek further guidance or directions from City Council.

In addition, the Committee anticipates that it will make quarterly reports to City Council on the overall progress of the contracting out effort, including the selection of services for consideration by the City Manager and City Council, the schedule for consideration of contracting out, and the progress on the cost elimination plans.

Guideline #4 - Costing Methodology

I. Cost Methodology for Preparation of "In-House" Bids

Bids submitted by a City department shall include the following cost calculations and components of total cost.

A. All direct or variable costs associated with performance of the service which would not be incurred if the service were not provided "in-house";

B. An allocation for capital costs (including depreciation and financing costs) for capital equipment and assets used or required in order to provide the service; and,

C. An allocation for semi-variable and fixed costs whose amount is related to and may be affected by the number, scope and level of services which the City provides in-house.

There shall be excluded from these calculations those fixed costs which, regardless of the extent to which services may be contracted out to private bidders, could not be eliminated. An example of these excludable costs would be allocatable expenses for the Office of the Mayor and City Council, or expenses for departments that perform purely regulatory functions.

II. Comparison of "In-House" and Private Bids

In comparing bids prepared by private contractors with "in-house" proposals to provide a service, certain adjustments will be necessary in order to "level the playing field." Because these guidelines require that "in-house" proposals include an allocation for certain semi-variable and fixed costs, simple comparison of the bottom line totals for "in-house" proposals with the price quoted in private bids may not be an accurate reflection of the City's possible savings or costs from contracting out a service.

In order for the City to make a proper comparison of "in-house" proposals with private bids, the following possible factors and adjustments may need to be considered:

1. The extent to which the "in-house" proposal includes an allocation for semi-variable or fixed costs which may not be eliminated or phased out over the short term if the particular service is contracted out. The key to this comparison will be the "cost elimination plan" provided in Guideline #5.

2. Transitional costs and/or savings (i.e., potential gains or losses from the disposal of any capital assets, employee impact costs).

3. The costs of contract monitoring and oversight. Where these costs are different for "in-house" proposals and private bidders or as between different private bidders, the City should provide full justification and rationale for any such differences.

Applying these factors in particular instances may have the same effect as an adjustment in the "bid price," either up or down. The goal of such comparison is to insure that the various proposals and bids are evaluated on a "level playing field," regardless of the cost basis used in their preparation and to insure that the ultimate total cost to the City of providing a service is as low as possible, consistent with the quality and service level standards specified in the approved RFP.

Guideline #5 - Employee Impact Statement

Consistent with the goals for services contracting established by the City Council, efforts should be made to minimize the impact on current City employees affected by decisions to contract out services. Accordingly:

A. After receipt of the bids, the City Manager shall prepare and submit as a part of the evaluation package a personnel impact statement, setting forth for each prospective bid the cost of any personnel severance programs associated with the acceptance of such bid, the potential for absorption of displaced employees in other City agencies, and any other plans for dealing with displaced employees, including the cost of any such plans.

B. "In-house" bids shall include a statement setting forth the number, grade and pay ranges of current employees assigned to the service which is being put for bid and the number, grades and pay ranges of employees who will be needed for performance of the contract awarded in-house.

C. Private sector bids should include a statement of the anticipated needs, if any, of the bidder for additional personnel, if selected as the service provider and may include, at the election of the bidder, a proposal for providing qualified "in-house" employees access to future jobs that may be available in connection with the services to be provided.

Guideline #6 - Cost Elimination Plan

In the event the City enters into a contract with a private contractor to provide a service previously provided by the City, the City Manager shall develop and implement a "cost elimination plan" to eliminate the avoidable costs related to that service during the first annual budget period of the contract.

The "cost elimination plan" shall be based on the concept of variable, semi-variable and fixed costs. This concept recognizes that certain semi-variable costs which cannot be eliminated due to the privatization of a single service will become available in stages when more services are privatized. Whenever practicable the "cost elimination plan" should provide an analysis of the next level of semi-variable costs which can be reduced or eliminated, and the applicable phase-out period, if specific additional services or combinations thereof are contracted out to the private sector.

COUNCIL WORKSHOP
AGENDA ITEM SUMMARY

TOPIC: Consolidated Plan

COUNCIL FOCUS AREA: City Within A City

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

- Current Federal regulations require all entitlement cities that receive designated funding from the Department of Housing and Urban Development (HUD) to submit a Consolidated Plan in order to receive Federal funds

- All individual applications for federal funding will be included in the Consolidated Plan Previously, HUD required separate submission of funding applications for Community Development Block Grant (CDBG), HOME Investment Partnerships (HOME) and Emergency Shelter Grant (ESG) Below is the allocation for FY96

CDBG	$	4,772,000
HOME		1,820,000
ESG		175,000
TOTAL	$	6,767,000

- The Consolidated Plan replaces the submission of the Comprehensive Housing Affordability Strategy (CHAS) which defined entitlement cities's 1-year and 5-year housing strategies

- The Consolidated Plan requires greater citizen participation in the development of grant applications There will be two public hearings, the first with City Council on February 13, 1995 and the second with be held on April 6, 1995 with Neighborhood Development Key Business staff In addition, a series of focus group meetings to obtain citizen input are planned

- Some local organizations (i e Central Community Development College Homeless Literacy Program) may be approaching the City for funding due to their existing funding sources being absorbed into block grant programs

OPTIONS: N/A

COUNCIL DECISION OR DIRECTION REQUESTED:

- Council will hold a public hearing on the Consolidated Plan grant application at the February 13 Council meeting

- The Consolidated Plan will be presented to the CD/Housing and CWAC Committees prior to submission to Council on April 24, 1995 for approval and appropriation of funds

- The Consolidated Plan must be submitted to HUD by May 15, 1995

ATTACHMENTS: None

COUNCIL WORKSHOP AGENDA ITEM SUMMARY

TOPIC: Enterprise Community Grant

COUNCIL FOCUS AREA: City Within A City and Urban Economic Development

KEY POINTS (Issues, Cost, Change in Policy): In preparing the Enterprise Community Grant (ECG) application staff made extensive use of community groups and organizations to make program decisions and to conform with the federally mandated citizen participation requirements As we commence developing the implementation strategies, we intend to continue utilizing this process Two committees, one composed of neighborhood leaders and the other composed of staff resources shall be reconvened as soon as possible to help design a process of continuing to get community involvement as well as expanding the base of participants in the program

The Neighborhood Development Key Business has been designated as the lead agency for the Enterprise Community Program and Steve Washington, Neighborhood Development Manager, Community Development, has been relieved of his other responsibilities to act as ECG liaison and team leader

OPTIONS: N/A

COUNCIL DECISION OR DIRECTION REQUESTED: On Monday, February 13, 1995 at 3 30 p m , the City Council CWAC committee will receive an orientation on the Enterprise Community Grant including the program goals and objectives

ATTACHMENTS: Urban Initiatives Status Report

Enterprise Community Grant Application Team

Team Leader: Steve Washington

Lead Department: Neighborhood Development

Team Members: Debra Campbell, Stanley Watkins and Carol Morris (Planning Commission) Larry Rosenstrauch (Neighborhood Development)

Purpose: To develop a ten year strategic plan and grant application requesting $3 million dollars from the federal government. The Enterprise Community grant (ECG) will provide funding to help establish three (3) neighborhood based operated and managed Empowerment Centers The three centers' focus will be on job creation and economic development. The centers will be located in the Northeast, Northwest and West sections of CWAC The grant money is to be divided **equally** among the three areas

Staff with input from over 100 partners consisting of neighborhood leaders, Central Piedmont Community College, banks and various other nonprofits developed and submitted the application in June 1994

Status Report: On January 24, Gene Shipman held a meeting with the ECG team members and the new team leader, Steve Washington It was determined that the City team members would meet with the ECG Steering and Technical committees to inform them that Charlotte was award a $3 million dollar ECG grant and that Steve Washington would be the City liaison for the grant After this meeting is held a letter will be sent to all ECG partners providing them with an update and informing them of the date, time and location of the next meeting for all ECG partners

Key Issues: Develop an action plan for the transition from the grant application phase to the implementation phase

Urban Economic Policy Executive Summary

A summary of background considerations, key issues, and major proposed initiatives

Introduction

Economic Development is a key focus area for Charlotte-Mecklenburg During the past decade, the city and county experienced healthy economic growth in terms of population and employment Maintaining of an healthy economic environment has been identified as a top priority for the City and County

To address our local economic future, a *Charlotte-Mecklenburg Urban Economic Development Policy* plan has been prepared This document will serve as a framework for Elected Official's discussions and guide to staff's efforts at implementation and program development The purpose of the policy plan is to

- Clarify the City role in economic development,
- Identify the City's unique business opportunities,
- Provide a strategic action plan to guide City investment and program initiatives over the next five years

This summary document highlights key background considerations, issues, and strategies Strategies included represent new and priority initiatives, and those initiatives requiring additional funding For a more detailed overview of the economic plan see the main document

Strategic Issues

A number of issues were identified based upon the environmental scan Some of the key issues that must be addressed are

- Local businesses are competing in a global economy -- and local policies should recognize this change
- The City's role should be clearly defined relative to local and regional partners in promoting economic development
- The quality of growth that the community retains and attracts is more important than the quantity of growth
- State leaders must realize that the future of North Carolina resides in its urban regions -- and State policy should reflect the unique needs of urban areas
- The ability of the work force to live in Mecklenburg County is essential -- but housing affordability is leading the dispersion of growth and affecting work force location
- Within the next 20 years Charlotte will face the limits of annexation as defined by our current sphere of influence

- Not all parts of the community and members of the community have been able to participate in local economic growth
- Can City assets be used more effectively to increase local economic development opportunities?
- Government "customer friendliness" impacts on economic development

Urban Economic Development Policy (Abstract)

The Charlotte-Mecklenburg economic policy responds comprehensively to significant economic development issues -- macro and micro -- facing the community It addresses all facets of the local economy where local government plays a role The proposed policy is to

Create a **customer**-oriented local government environment that

- develops an educated and trained work force,
- fosters partnership to aid local economic growth,
- retains and attracts quality business opportunities,
- provides necessary land, infrastructure, and incentives to support business development,
- focuses on opportunities for **all** citizens to be productive contributors to the economy, and,
- organizes to take advantage of economic development opportunities

Urban Economic Development Strategy Areas

There are few issues we need to work on globally and nationally to remain competitive However, there are many more issues *regionally and locally* that we must address to remain competitive To deal with these issues, strategies can be grouped in four theme areas

- *business support* -- what government can do, beyond providing the basics,
- *strategic investment* -- actions government can take to enhance the local economy,
- *urban focus areas* -- government activities to address a critical area ofthe local economy, and,
- *organization* -- how the government should be organized to make it all happen

The following is a *partial* listing of proposed strategies, focusing on those which are high-priority initiatives, new initiatives, or activities requiring resources over the next two years

Business Support

1 **Convert the Private Industry Council into a Charlotte-Mecklenburg Work Force Development Board to coordinate local training resources.** This board would provide a central forum where all work force development issues can be discussed and training activities coordinated

2 **Work with the home building and real estate communities to develop affordable housing options and marketing programs to showcase "affordable neighborhoods" in Mecklenburg County** Charlotte-Mecklenburg's ability to recruit new businesses and retain existing businesses is highly dependent upon having a county based work force A range of housing choices are needed to house that work force

3 **The City should consider appropriating $3-4 million for a local incentive pool.** This fund which will be administered by an appointed **Economic Development Board** that will match the Governor's Incentive Fund for business recruitment/ retention, or leverage local targeted economic development priorities This board will select projects to fund in order to respond quickly to economic development opportunities

4 **Establish a business recruitment response team to assist new businesses considering locating in Charlotte-Mecklenburg** This team will assist the efforts of the Chamber and include a cross section of local government departments to respond quickly with needed information, and coordinate various department resources to aid the recruitment effort

5 **Establish a business expediter function to help small businesses access government services.** Designate a special unit to assist local businesses in obtaining needed information, guide businesses through local government processes (e g , loan processes, procurement, rezoning, etc), and address problems caused by local government

Strategic Investments

1 **Prepare an *Airport Strategic Development Plan* to stimulate business development around the airport** This initiative will provide job opportunities through development of a business park south of the airport that targets global trading industries that require close access to the airport The Airport Key Business is completing a master plan for about 3,000 acres of both publicly and privately owned land south of the airport The business park will link with the "City West" focus to enhance economic development on the westside and provide job opportunities for disadvantaged individuals in Mecklenburg County

2 **Capitalize on the City's developing *sports, cultural, entertainment* and *hospitality* industries by identifying job opportunities and working with local educational partners to prepare residents for those jobs** Local government will work closely with the educational community (Charlotte-Mecklenburg Schools, Central Piedmont Community, etc) and public and private partners (Chamber, Convention and Visitors Bureau, and emerging businesses in these industries) to link potential employees with a training program to prepare them for jobs in these industries

Urban Focus Initiatives

1 **Focus on the Uptown by undertaking a revision of the *Center City Charlotte Urban Design Plan* to establish an Uptown agenda for the next five years and complete remaining activities from the previous plan.** The plan was originally adopted in 1990 and more than 75% of the recommendations have been completed or currently underway The plan update will develop an agenda for the next five years Major activities remaining to complete the current plan include the UMUD ordinance revisions, Uptown Lighting Plan and First Street streetscape improvements

2 **Focus on City Within A City by targeting employment clusters to implement economic development initiatives.** This strategy utilizes the geographies identified in the Empowerment Community grant (**West Area, Northwest Area,** and **Northeast Area**) for developing customized economic development responses The City will continue to pursue of the $3 million **Enterprise Community Grant** and local government will organize its resources -- planning, training, placement, loans and marketing resources -- toward developing jobs, supporting business expansion and creating new businesses in these areas

3. **Work with Mecklenburg County to use the Medicare and Aid to Families With Dependent Children (AFDC) programs as stimuli for economic development** Support converting the Medicare program to decentralize Health Maintenance Organization (HMO) clinics and requiring AFDC recipients to use direct deposit to create neighborhood clinics and banking opportunities in disadvantaged areas Coordinate these initiatives with city decentralization activities (e g , police bureaus) to provide economic anchors to generate support businesses (e g , food, personal services, and suppliers to serve the economic anchors) and provide job opportunities Coordinate other policies and program services to support anchor tenants such as loans to medical providers and businesses establishing in the areas, job training and business support programs (e g , JOBS, JTPA, and M\WBD) to provide employees and services, and geographical hiring preferences for City and County facilities to employ area residents

4 **Stimulate investments in business corridors by developing facade, signage, and security programs.** These programs will complement the current streetscape improvements underway along inner city corridors These programs would encourage business owners in targeted corridors to improve their store fronts, upgrade signs, and make security improvements These programs will help improve the appearance and economic viability of businesses along the targeted corridors

5 **Develop an initiative among the major public sector employers to recruit and train disadvantaged residents for available public sector jobs** The major public employers (Central Piedmont Community College, Charlotte Housing Authority, Charlotte-Mecklenburg Hospital Authority, Charlotte-Mecklenburg Schools, City of Charlotte, and Mecklenburg County) should develop a model program to aid disadvantaged workers in obtaining public sector jobs Focus would be employment assessments, employment training, job counseling and identifying candidate job opportunities through the joint efforts of the employers This model program could be shared with private employers after development

6 **Target CWAC youth for year round jobs through YouthBuild initiative and expansion of the summer jobs program.** Receipt of the YouthBuild planning grant gives an opportunity to target youth employment on a year round basis This program specifically addresses the drop-out student population to provide meaningful work The Employment and Training unit of Neighborhood Development can work proactively to put such a program in place

7 **Maintain a Minority/Women Business Development program which focuses on minority-owned and women-owned businesses, encourages private sector utilization of participating businesses, and promotes training and technical assistance for small businesses.** This strategy supports the recommendations established by City Council for development of the minority-owned and women-owned program including providing small business training and technical assistance

Organizing for Action

1 **Promote a customer friendly government environment** Establish a process and timeline for comprehensively **reviewing all government regulations** and assessing their impact on economic development goals and objectives

2 **Coordinate local economic development activities** Establish a **policy coordinating committee** (consisting of local government and economic development partners) to oversee economic development initiatives, and a staff **technical coordinating committee** to implement these recommendations

3 **Continue to improve the delivery of government services** Establish a policy requiring business units to periodically assess internal processes and systems for refinement and continuous improvement. Emphasis should be placed review on land development regulations (e g , zoning, site plan review, etc) and procurement regulations

Transportation Executive Summary

Strategic Overview

Charlotte is at the center of one of the fastest growing regions in the country Our healthy economy is tied to people, goods and services being able to move within the center city and the surrounding region In addition, Charlotte must connect to the rest of North Carolina, the U S and the world To do so, Charlotte depends on a comprehensive transportation network of neighborhood streets, major connector and thoroughfare roads, State and interstate highways, the municipal bus system, and the Charlotte Douglas International Airport

As we develop our Transportation future, there are a number of issues to be addressed Many of these issues directly relate to the other Council Focus areas Providing an effective metropolitan transportation system is and will continue to be a critical factor in how successful we are in achieving goals for Urban Economic Development, City within a City and Community Safety

Transportation Mission

The Transportation mission is to enable citizens and businesses to move easily and safely within the City, with effective regional, national and international connections, so that they have ready access to markets, employment education, recreation and other opportunities while protecting our neighborhoods and environment

Strategic Issues

The Transportation Environmental Scan identified several major trends which point to the strategic issues facing Charlotte in the area of transportation and transit

- As other cities make major transportation system improvements, Charlotte will need to upgrade and expand its transportation infrastructure and services in order to stay competitive in the national and international marketplace Accessible, safe, convenient transportation systems, including roads and forms of higher capacity transit, attract new businesses and jobs, and help existing businesses prosper

- Annexation which has fueled our growth in the past will substantially end within the next 10 to 15 years To continue to prosper, we will have to look inward for new growth in the tax base Commercial, industrial and office growth will be our major recruitment initiative The key ingredient for success for this initiative will be mobility for potential employees and customers by linking Charlotte employment centers with surrounding bedroom communities' employees Otherwise, new business and industry will locate in competing surrounding counties

- Charlotte Douglas International Airport is among our City's greatest assets, ranking among the nation s top 20 airports in total passengers It is the region s gateway to the world We must continue to develop this asset and diversify its strengths as a major employment center, and as a catalyst for business, industry and tourism

- Charlotte is the center of a major metropolitan region composed of thirty cities and seven counties in two states We are a regional city which requires a regional transportation network People, goods and services do not recognize city, county or state boundaries Our transportation/transit plan must reflect the inter-relationships among all entities of the region

- As housing patterns disperse growth to the counties around us, the job base will follow To remain economically competitive, Charlotte will need to provide a transportation network that encourages people and businesses to live, work and locate within Charlotte

- The Central Business District (CBD) is the major business, employment, medical, entertainment, education and cultural center for the region Transportation connects the CBD, the generator of 50,000 jobs, to the surrounding City within a City neighborhoods, the suburbs, ring cities and outlying counties Different transportation modes, including roads, buses, special shuttles, carpools and vanpools, serve a variety of mobility needs for this area.

- The health and vitality of the City within a City area is directly tied to how well transportation links residents to jobs and how easily center city businesses can connect to the rest of the City and the region

- Many residents in the City within a City area are totally dependent on public transit to get to work, and to get to grocery stores, drug stores, medical treatment, day care and other basic services Public transportation gives citizens needed connections for self-sufficiency

- The road and sidewalk infrastructure in our center city neighborhoods is aging and needs replacement, or in some cases, is still non-existent This network needs to be provided or upgraded for better vehicle and pedestrian access and mobility

- Traffic congestion affects individual and business productivity Further, if major roads can't handle the vehicle load, neighborhoods feel the effect by more cut-through traffic No community has been able to build or widen enough roads to respond to growth and still keep its quality of life A balanced transportation system, both roads and transit, can positively help residents and businesses, while helping to preserve our neighborhoods

- If Charlotte-Mecklenburg fails to continue to meet federal air quality standards, we will be faced with a mandate to reduce emissions by 15 percent by 1996 Continued growth will exacerbate this problem Communities which have dealt with air quality successfully have recognized that a balanced transportation system, including roads, public transit, pedestrian walkways and bikeways, is a significant contributor to clean air

Goals and Action Steps To Address Strategic Issues

Goal: **Implement recommendations of Committee of 100 to meet road and transit needs.**

Action Steps:

1 Council adopt the recommendation of Committee of 100 during November, 1994

2 Prepare legislation and meet with appropriate delegations to secure legislative approval during 1995 session of General Assembly

Goal: **Establish a land development pattern for Charlotte-Mecklenburg that encourages high capacity transit while recognizing the automobile as the major mode of transportation; and promote pedestrian and bicycle travel.**

Action Steps:

1 Council adoption of the 2015 Land Use Plan update by July 1995

2 Complete transit corridor planning for the Airport, Matthews, and Pineville by July 1995 with Council adoption of the plans to follow

Goal: **Develop a road network which provides convenient, efficient, and safe access throughout the City while maintaining neighborhood and environmental.**

Action Steps:

1 Council adoption of MPO-approved Thoroughfare Plan by February 1995 and adoption of new Thoroughfare Plan by N C Board of Transportation at March meeting

2 City Council consider capital funding options for the $132 million in local roadway projects to be included in the Thoroughfare Plan but not funded by the Committee of 100 Recommendations

Goal: **Provide an interconnected system of sidewalks to encourage neighborhood activity and development and to accommodate and encourage pedestrian travel.**

Action Steps:

1 Council approval of new sidewalk construction and repair policies by December 1994

Goal: **Provide handicapped accessible transit service (CTS) and complmentary paratransit service (STS) to meet the needs of disabled citizens and to meet the requirements of the Americans with Disabilities Act.**

Action Steps:

1 Increase capacity of STS by 15 to 20 percent during FY96 by adding vehicles and drivers at an annual additional cost of $500,000

2 Ensure that STS service is provided as efficiently as possible by putting up STS services for competitive bid by late 1995 or early 1996

Goal: **Provide innovative and experimental transit with neighborhood circulator services, including CWAC areas, for commuting, shopping and other neighborhood activities.**

Action Steps:

1 Design and propose for FY96 funding (estimated additional cost $750,000)
- Neighborhood circulator/feeder service in SouthPark and Eastland areas,
- Additional neighborhood circulator service, like EZ Rider, in the North/University area and the Northwest

Goal: **Provide transit service in the Uptown area to improve mobility within the Uptown and to expedite opening of the new Transit Center.**

Action Steps:

1 Develop plans for the strategic use of the new transit center to increase transit ridership and open new Transit Center by Fall 1995

2 In cooperation with CUDC and Duke Power, begin operating an Uptown Shuttle Service during 1995

Goal: **Improve the Airport's infrastructure to meet the growing demands on air transportation.**

Action Steps:

1 Develop an Environmental Impact Study for the third parallel runway

2 Work with State and local officials to expedite the construction of the Western leg of the Outerbelt (I-485)

Goal: **Diversify the Airport revenue base by increasing cargo activity on the Airport and developing the cargo center.**

Action Steps:

1 Complete cargo ramp and facility for UPS by May 1995

2 Develop concept and schematics for Phase II of cargo ramp extension

Goal: **Operate the Airport as a partner with the community to stimulate business development and jobs.**

Action Steps:

1 Work with the Planning Commission to complete the West Boulevard Corridor Study and finalize streetscape and land use recommendations

2 Develop the Airport Strategic Development Plan by working with real estate interests to market and prepare a conceptual plan for the South Development Zone

Community Safety Plan
Executive Summary

Goal 1: **To decrease the rate of crime and to increase the perception of community safety through neighborhood-based services.**

Strategy: **To decrease the rate of crime through neighborhood-based services.**

Action completed or in progress:

1. Police, Budget and Evaluation, Manager's Office to complete scope of work **(Completed)**

2. Agreement with UNC Charlotte to assist Police Department conduct study **(Completed)**

Strategy: **Make services more accessible to neighborhoods.**

Action completed or in progress:

1. Police Executive retreat to plan restructuring for decentralization **(Completed)**

Strategy: **To provide police services in a manner that tailors those services to the needs of the neighborhoods.**

Action completed or in progress:

1. Community policing implemented in
   - All three Adam patrol districts
   - In Baker-One district
   - In all Charlie districts

Strategy: Finalize establishment of the Neighborhood Development Department.

Action completed or in progress:

1 Finalize Neighborhood Development organizational structure by July 1994 **(Completed)**

2 Recruit and appoint the Neighborhood Development Key Business Executive by December 31, 1994 **(Completed)**

Strategy: Expand the City's crime prevention efforts through the production "Street Beat."

Action completed or in progress:

1 Action Steps On Schedule

2 Formats have been developed and production is proceeding for airing in January 1995, on The Government Channel 16 and WTVI Channel 42

Strategy: Continue to develop our general philosophy of community policing and continue to expand community policing county-wide.

Action completed or in progress:

These initiatives are on schedule

1 Community policing following patrol districts implemented **(Completed)**
- Adam-1 Adam-2 Adam-3
- Baker-1
- Charlie-1, Charlie-2

2 Community policing is in final stages of implementation in Charlie-3

3 Community policing redefined as problem solving approach Problem-solving techniques and strategies are added to training and performance evaluation **(Complete)**

Strategy: **Support Community Policing by pursuing legal remedies for neighborhood violations.**

Action completed or in progress:

1 Hiring additional City Attorney to prosecute environmental violations **(In process)**

Strategy: **Increase support to the Victim Assistance program to enable victims of violent crime to cope with the trauma of victimization and after-effects.**

Action completed or in progress:

1 Provided additional funding for the intent of increasing staffing in the Misdemeanor unit **(Completed)**

2 Provided additional funding ($5,000) for market adjustments for counselors to reduce turnover **(Completed)**

Goal 2 **To decrease the rate of violent crime in the community.**

Strategy: **Develop an informational campaign that stresses the importance of the proper maintenance and storage of weapons kept in the home or automobile.**

Action completed or in progress

1 Development of educational materials completed,

2 Additional initiative (trigger lock) promoting use of trigger locks on weapons to be added to project **(In progress)**

Strategy: Create Domestic Violence Intervention Teams in the Police Department.

Action completed or in progress:

1 Project is on schedule

2 Created team within Police Department to develop plans for domestic violence intervention

3 Appointed Police Captain to head the Domestic Violence Intervention activity **(Assignment made)**

4 Involved staff in national training programs conducted by National District Attorneys association **(Completed and ongoing)**

5 Developed domestic violence" information bulletin providing "what to do" information to field officers Bulletin distributed to all field officers **(Completed)**

6 Agreement with Victims Assistance program to assist Department with job development and training for two counselors **(Agreement in place)**

Strategy: Expand the Violent Crimes Task Force targeting violent offenders.

Action completed or in progress:

1 This project is on schedule - very successful

2 Positions added to Task Force This Task Force investigates violent gang activity and takes cases to Federal Courts where convicted felons get stronger sentences

Strategy: Expand felony investigations (homicide, armed robbery, aggravated assault, rape, housebreaking, storebreaking, auto theft and fraud).

Action completed or in progress:

1 Ten positions are filled six positions permanently assigned four assigned until additional recruits are trained, when they will be made permanent

Goal 3: To decrease the rate of crime committed by youth in our community.

Strategy: Expand DARE program into the seventh grade.

Action completed or in progress:

1 Six officers were funded, until new officers available 7th grade DARE instruction is one day per week

Strategy: Increase coordination of public/private neighborhood based initiatives for at-risk-youth.

Action completed or in progress:

1 Adopted the Children's Services Network policy for collaboration on children's services **(Completed)**

2 Helped initiate committee for reviewing and implementing a communications network through WTVI (public television) **(Completed)**

3 Discussions are ongoing with the County and Fighting Back to initiate an 'All American Drug Free Basketball League" in Charlotte, through the Robert Woods Johnson Foundation and the Charlotte Hornets **(In progress)**

Strategy: Expand employment opportunities and job skill development for youth through permanent expansion of the Summer Youth Program.

Action completed or in progress:

1 Expand youth employment by adding positions in Employment and Training 1995 Summer program placed 1560 youth **(Completed for FY95)**

Strategy: Expand the Police Department's youth investigations.

Action completed or in progress:

1 Four investigators have been added to Youth Investigations Bureau **(Completed)**

Strategy: **Develop a local Serious Habitual Offender Comprehensive Action Program (SHOCAP)**

Action completed or in progress:

1 Participating agencies to form SHOCAP **(Decision, work ongoing)**

2 Police Department will serve as data center for SHOCAP information

3 Program implementation FY96

Strategy: **Explore a teenage curfew to impact youthful crime.**

Action completed or in progress:

1 Research conducted

2 Draft ordinance in review

3 Proposal to go to Council Public Safety Committee late November

Goal 4 To decrease the rate of substance-abuse related crime in our community

Strategy: **Expand the Street Drug Interdiction Task Force to all patrol districts.**

Action completed or in progress.

1 A Street Drug Interdiction unit in Charlie Two district and a Seversville neighborhood **(Completed)**

2 Other Interdiction operations are conducted in conjunction with Community Policing operations

Strategy: Continue the Courts' ability to focus on drug-related crimes through the continued operation of a drug court and assist in planning a treatment component to the drug court.

Action completed or in progress:

1 City provided $118,000 for continuation of Drug Court for additional year

2 City provided $15,000 and cooperation to develop treatment component

3 Police Department assigned assistance to drug court by providing **(Ongoing)**
- Four investigators in District Attorney's office to assist in calendar and case preparation
- One investigator to work with preliminary-hearing court
- Two investigators to work with the misdemeanor court

Goal 5: To decrease the rate of repeat offender crime.

Strategy: Establish a Citizens Parole Accountability Committee to evaluate cases of inmates under consideration for parole and impact the parole process when determined appropriate.

Action completed or in progress:

1 Mayor and Council have appointed the Committee, and it is operating

2 A Police Officer has been assigned to the Committee, working out of the District Attorney's office and reviewing parole cases

Strategy: Determine City's policy regarding utilization of employment and training funds to support offender programs.

Action completed or in progress:

1 The Employment and Training established training for offenders find jobs or job training upon release **(Completed)**

2 Agreement with Central Piedmont Community College to conduct High School Equivalency or GED training and basic skills instruction **(Completed)**

3 Program installed at Spector Drive jail facility **(Completed)**

Goal 6: To ensure the most efficient utilization of resources.

Strategy: Provide 40 hours of in-service training per year to make Advanced Law Enforcement Training mandatory.

Action completed or in progress:

1 Three officers added to training staff for this project **(Completed)**

2 30 relief officers to be added after other staffing completed

Strategy: Evaluate all police support personnel needs.

Action completed or in progress.

1 Investigative technician positions are in process for hiring clerical personnel has been hired record clerks have been hired or in process crime lab personnel hiring in process

Goal 7: To develop five year community safety plan and annual evaluation.

Strategy: Continue to refine priorities and strategies for following years.

Actions completed or in progress:

1 Establish high level task force including representatives of other departments and agencies **(In process of organizing)**

2 Dialogue with County and School staffs **(In process)**

3 Work with UNCC to develop evaluation criteria **(In process)**

Strategy: Develop appropriate evaluation and measurement components to determine degree of goal achievement.

Actions completed or in progress:

1 Contact UNCC Criminal Justice Department to develop evaluation criteria for first two years of plan

City Within A City
Executive Summary

Introduction

City Within A City is an initiative that began in 1991 to comprehensively deal with economic development and quality of life issues in Charlotte's older urban neighborhoods and business areas Since 1991, improving conditions in CWAC has remained one of City Council s top priorities

The City Within A City Strategic Plan is being developed to help guide City work program activities over the next five years and further the dialogue with intergovernmental, non-profit and private sector partners This summary report highlights new and priority initiatives, key initiatives needing additional funding, or both that have been excerpted from the strategic plan document for Council discussion and review

Overview

1. City Within A City Mission

To design, channel, and support public and private sector activities that contribute to sustained economic development and a high quality of life in Charlotte's older] neighborhoods and business areas

2. City Within A City Vision

To have self sufficient families, well established community based organizations, thriving businesses providing services and jobs, well maintained and affordable housing, livable, well-serviced and safe neighborhoods throughout

3. Major City Within A City Accomplishments To Date

- Created Neighborhood **Matching Grants** Program
- Created **Neighborhood Development** Key Business
- Completed **Neighborhood Assessment** Report
- Initiated **Concentrated Housing Code Enforcement.**
- Completed/Implementing **infrastructure improvements** in 7 neighborhoods
- Helped develop and fund **EZ Rider** Vans
- Applied for $3 million dollar **Enterprise Community Grant.**
- Received **YouthBuild** teen employment planning grant

- Expanded **youth summer jobs** program
- Co-sponsor **job developer position** with the Chamber
- Initiated **Community Policing.**
- Helped fund **University Village Shopping Center**
- Helped create and fund **CWAC Loan Equity Pool**
- Funded CDCs and other non-profit sponsored **home ownership** programs and other activities
- Implementing **beautification improvements** on five corridors

Strategic Plan

1. Plan Themes

targeting	coordinated service delivery
partnerships	efficiency with quality
empowerment	accountability
innovation	sustainability
flexibility	

2. Plan Focus

The plan is divided into six strategic focus areas:

- **Organizational Development** how the City should function to better provide services and make a difference in CWAC
- **Physical Development** what improvements are needed for housing, infra structure, community appearance, recreational facilities
- **Economic Development.** what needs to be done to create jobs, expand businesses, and upgrade business corridors
- **Self Sufficiency** what can be done to enable individuals to have greater ability to provide essentials (housing food clothing transportation, daycare, etc) for themselves and their families
- **Community Safety** how neighborhood revitalization can impact crime rates and change perceptions
- **Community Capacity Building** how community-based organizations can be supported and their skills enhanced to meaningfully participate and make sustainable changes in their neighborhoods and business areas

3. Key Strategies for Council's Review

A. Organizational Development

1. **Designate the** Charlotte-Mecklenburg Resolves Group to become the lead City Within A City partnership entity **to coordinate, link, and leverage existing resources.** This group consists of the so called "Big 6" public agencies involved in **City Within A City:**
   - City of Charlotte
   - Mecklenburg County
   - Charlotte-Mecklenburg Schools
   - Charlotte Mecklenburg Housing Authority
   - Charlotte Mecklenburg Hospital Authority
   - Central Piedmont Community College

2. Establish the **Neighborhood Development Key Business as the lead agency** for the City of Charlotte on City Within A City initiatives, including coordinating with other Key Businesses and partners

3. **Target resources to five Action Plan Neighborhoods** (Belmont, Reid Park, Seversville, Lakewood, and Cummings Avenue/Lincoln Heights) Encourage partners to do the same Neighborhood action plans will identify priority service delivery needs, schedules and priorities with resident and stakeholder input Action plan neighborhoods should be considered a priority for City resources and those of our partners

4. **Target and market resources (economic development loans and job training) to Neighborhood Business Corridors** (Wilkinson Boulevard, Beatties Ford Road/ Five Points, South Boulevard, The Plaza/Central Avenue, North Tryon, North Davidson and Freedom Drive). "Main Street" managers should be designated to support the business organizations and coordinate planned improvements

5. **Develop a policy for targeting City resources to "stable", "threatened", and "fragile" neighborhoods** To effectively target resources, the City should determine the types of neighborhoods that will receive priority for funding The City's policy will serve as a guide to other civic partners on where to focus their resources

6. **Designate one person from Neighborhood Development to coordinate and link civic, religious, and business resources** with neighborhood needs

B. Physical Development

1 **Continue housing preservation efforts to reduce substandard housing from current 2.3% to 1% by 1997 by focusing on target neighborhoods.** Police and Community Development have selected 11 neighborhoods for concentrated code enforcement, including five Action Plan Neighborhoods (asterisk)

Belmont*
Cummings Avenue*
Grier Heights
Lakewood*
Optimist Park
North Tryon Corridor
Reid Park*
Seversville*/Smallwood
Villa Heights
Wilmore
Wingate

2 **Increase home ownership** in City Within A City neighborhoods by helping Charlotte's Community Development Corporations take a leading role in developing owner-occupied housing

3 **Develop a strategy to retain and attract mixed/middle income families and individuals to City Within A City.** The City's current housing strategies are effective in targeting low income residents for assistance, but may not result in housing appreciation and may leave insufficient neighborhood income to support shopping and basic neighborhood services Developing a broader strategy to increase the mix of incomes in City Within A City would include looking at the roles of the City, CDCs, the private sector and channeling necessary resources and to recreation, shopping, infrastructure, public safety, and business/job retention

4 **Develop a "Quality of Life" capital improvements strategy for City Within A City.** To make the City Within A City an attractive and competitive place to live, work, and shop requires continuing investment in community facilities and aging urban infrastructure This strategy would pull together the current capital plans of the City, County, Schools and key community agencies and match them against needs to estimate the gap as well as discover opportunities for joint-use or co-location of facilities

C. Economic Development

1 **Aggressively pursue development of a business park south of the Airport as a major employment center.** The Airport Key Business is completing a master plan for about 3000 acres of both publicly and privately owned land at/near the airport The land can serve as a magnet for major industries that need airport access

2 **Decentralize economic development** by continuing to pursue the $3 million Enterprise Community Grant to create geographically based empowerment centers that offer job training, placement and business development training Find funds to implement the first Neighborhood Empowerment Center.

3 **Allocate staff and resources to capitalize on growth industries such as sports, hospitality/conventions, and health care to prepare residents for jobs and stimulate entrepreneurial opportunities.** Many services and products for these industries are produced outside of Charlotte The City Within A City should be targeted as a location for these type businesses and as a source of workers

4 **Convert the Private Industry Council into a Charlotte Mecklenburg Workforce Development Board** to coordinate local training resources

D. Human Development and Self-Sufficiency

1 **Form a public-private nonprofit group to define self sufficiency** in economic terms for Charlotte and develop appropriate paths/models to achieve self-sufficiency

2 **Evaluate current linkages between the City, County, and Housing Authority's self programs.** Consider consolidating or restructuring where appropriate Currently the City funds about $1 3 million in self sufficiency programs undertaken through partnerships These need to be evaluated not only for effectiveness, but in the context of what the County and Housing Authority are doing The goal is to be more effective and cost efficient

3 **Develop additional or new mobility strategies for City Within A City residents and** workers in concert with partners such as the County, Schools, and Chamber of **Commerce.** Consider such strategies as expanding EZ Rider, improving the user friendliness and safety of bus stops, linking transit to underserved employment centers and stimulating private or employer-provided transit transportation

E. Community Safety

1 **Implement the Community Safety Plan** Council has adopted the Community Safety Plan and provided funds for its initial implementation Focusing on both prevention and enforcement, the Plan can serve as the principal crime prevention and reduction strategy for City Within A City

2 **Coordinate Police redistricting with Neighborhood Development and Planning.** As the Charlotte Mecklenburg Police Department (CMPD) reorganizes and implements new districts by early 1995, its definition of new geographies needs to consider the partners the CMPD will be working with such as Neighborhood Development and Planning One important goal would be to create districts that respect traditional neighborhood boundaries so that neighborhoods will not be split by different City Key Businesses This also makes it easier to form teams when the boundaries are the same for the Key Businesses

3 **Designate a person from Neighborhood Development to work with the Charlotte-Mecklenburg Police Department and the County to review federal crime initiatives** to determine grant opportunities for prevention (especially at risk youth) oriented activities, (economic development, recreation centers, after-school programs and community centers)

F. Community Capacity Building

1 **Explore creating a Neighborhood Advisory Council** that will serve as a forum for neighborhoods to share information and advocate for neighborhood needs

2 **Sponsor the first "State of the Neighborhoods Conference"** to celebrate community successes, build connections among neighborhoods & partners, and generate new ideas

3 Urge Fighting Back, the Charlotte Organizing Project, the United Way, and the various community leadership programs to **help neighborhoods organize or become better organized and develop leadership skills.**

Restructuring Government Strategic Plan

Introduction

City Council identified Resources as one of the five Focus Areas at the last retreat However, the word "resources" is not comprehensive enough to convey the scope of the changes city government is making to adjust to a changing community and a declining growth rate for local revenues

Beginning several years ago, City Government undertook a major effort to re-organize and reduce costs That effort was Rightsizing which saved the city over $9 million, eliminated 272 full-time city positions, and reduced 26 departments to 9 key and 4 support businesses Also during this time, the City and County consolidated Police under the City, having already consolidated Parks and Recreation under the County In this past year, Council implemented the policies and process for putting out to competitive bid a wide range of city services Currently, the City and County have underway a process to achieve Political Consolidation All of these changes in how the City is organized and how services are delivered are, in effect, restructuring city government in a comprehensive way

This section begins with a "Picture" of what the *role services and workforce* of city government may look like in four years given current trends and expectations of citizens and elected leaders That "Picture " developed by city staff, helped shape the strategies and action steps

If the Picture" is accurate several conclusions are apparent

- Resources to meet the needs of the four focus areas will have to come from expenditure reductions, from partnerships with the private sector and other agencies and from cuts to lower priority budget items

- Competition requires new approaches to managing benefits training needs and motivation of the work force Workforce Preparedness is an important chapter of Restructuring Government

Mission

Provide sound leadership with trained and capable employees who will continue the restructuring of City government through

- constant service assessment and
- cost effective and competitive service delivery

which focuses attention on Charlotte s infrastructure and the service needs of a growing community

Environmental Scan
"The Picture of Charlotte's Future"

The purpose of this section is to illustrate our Environmental Scan or a "picture" of Charlotte's future which answers the question "What might City government look like in four years?"

This picture is provided by considering current and future trends effecting Charlotte The trends considered include those associated with

1. **Council policy decisions:**
   - budget and financial
   - consolidation
   - focus area priorities

2. **Economic conditions:**
   - long and short term financial conditions

3. **Management strategies:**
   - privatization
   - competition and assets management
   - process improvement

4. **Customer expectations:**
   - quality service
   - competitive pricing

Decisions concerning Charlotte's picture of the future will influence management direction in business plans, preparation of the work force for changing conditions and the budget policies for the 2-year budget and beyond

1 The role of government in solving community problems

2 The services government will provide its customers within available revenues

3 The organization s philosophy and relationship with its employees

Restructuring Government Strategies

For Charlotte, restructuring began as a process of rightsizing to reduce $9 million in costs Restructuring continues as we

- improve our cost effectiveness (competition and privatization proposals) and
- assure quality customer service through trained and capable employees

The City s picture of the future and projected financial trends require signficant change By evaluating our customers' needs and continuing to concentrate efforts on improving service delivery Charlotte s restructuring government approach can lower costs of local government

In order to provide Council with a plan, the City's efforts to restructure government are presented as five strategies These strategies are organized by areas that would begin the elimination or reduction of budgeted expenditures

The picture of Charlotte s environment requires Council's attention to the following issues and the accompanying strategies and action steps to bring about changes in the organizational restructuring

1 Services, Infrastructure and Resource Priorities

2 Competition

3 Cutting Costs

4 Functional Consolidation

5 Workforce Preparedness