AGENDA

Meeting Type:	W
Date	05-07-1990
SUBJECT	Budget Workshop

City of Charlotte, City Clerk's Office

5/7/90 3:15 pm

Budget Workshop

Mayor ✓
Campbell
Coffman ✓
Hammond ✓
McCrory ✓
Mangum ✓
Martin ✓
Matthews ✓
Patterson ✓
Scarborough ✓
Vinroot ✓
Whitley ✓
#1

Wendell White — re Convention Center site

Steve Camp — building program needs by CC

Scott Fourbie — FWA Group fits in with urban concept for downtown area

① general design criteria ② space requests ③ project budget

Vinroot - 300,000 sq ft
upand 200,000 sq ft
asbestos and rock
asbestos - OK - owner of Trade Snack sup
rock - good base
Matthews - parking
CDOT 7500 parking space within
2 blocks - peak hour -
add. 325' to be provided
Mc Crory present RR tracks design problem
cannot design continuous floor space at
present facility because of tracks

Richard Martin financing
3% occupy - 1% grand fund
15 2 m borrow, rest equity, debt issue
of 161 2 m less 7.7 debt
service (net) less 153 5 available
for land & constr/other.

Vinroot / Patterson

Q & R

Q & RR

purchase & parcel -

yes

no

McCoy

passed 9-1

recess 6 40 pm
reconvene 6 50 pm

11

white
Ed Chapin

Asst County Mgr
Strategic Plann
fail plann
bed space

Terry Smaltin

3 sep site
(1) expand lasier
(2) pretrial bed near courts

125' m Bond referendum

for proposed facilities
& planning

Peter Gilchrist

18,000 put in 20,000 last year
on state level

as a community to set priorities
with very limited resources

Sam Killmon - Police Chief

presents the position of the Charlotte Police Dept. - citizens care for help - his duty to keep street and robbers under control - address immediate concerns, would help right now respond to concerns - encouraged various programs underway in schools and other areas; best results in areas where we have gone into specific housing projects and neighborhoods - must keep up these efforts - positive impact on schools

Vi Alexander -
(in package - items for tomorrow)

1 Cultural Action
2 Freedom Station
3 Budget

adjourn 8:08

CITY OF CHARLOTTE
FY91 BUDGET WORKSHOP

Monday, May 7, 1990
5:00 - 7:00 p.m. Room 267

A G E N D A

I. Convention Center Presentation — O. Wendell White

II. Budget Workshop

Discussion of Criminal Justice System and Anti-Drug Initiatives

- Introduction — O. Wendell White
- County Strategic Planning — Ed Chapin
- Jail Planning — Terry Martin
- Criminal Justice System Overview — Peter Gilchrist

Attachments

County Strategic Planning Recommendation
Jail Planning Project Executive Summary
Criminal Justice System Flow Chart

Request for Council Action

Recommend Acquisition of Property for Proposed Convention Center

City Manager's Office

This request should be organized according to the following categories: background, Explanation of Request, Source of Funding, Clearances, Bibliography

As part of our Convention Center process, Council determined that the best possible site for the proposed Convention Center is the area known as the Trade Mart/Young Ford Site. Since this decision, we have been busily negotiating with the property owners of the proposed site and have received purchase contract offers for a nominal fee - $500 per parcel. The offers for the Trade Mart/Young Ford site as well as a letter of commitment from Norfolk/Southern Railroad are all contingent upon the Legislature approving our request for authorization to levy an additional 3% occupancy tax and a 1% restaurant tax If the Legislature does not approve our request during the 1990 session, the purchase contracts will be null and void. If the Legislature does approve our financing alternatives, we will close the acquisition of the subject property on or around September 1, 1990.

We have hired a financial advisor, Evensen Dodge, to verify the adequacy of funding from the proposed new taxes. They have reported that the City can finance with moderate risk a project costing approximately $153 million and still have $1.5 million for annual marketing expenses The financial advisor's estimates of long-term debt capacity are based upon a conservative model which does not project growth in revenues beyond 1996

In an April 17, 1990 report to the Coliseum Authority, The FWA Group estimates the Convention Center Project cost to be $157,600,000. This updated cost estimate is close enough to our financial advisors estimate of acceptable debt to suggest that the project is feasible.

The total estimated financial commitment for acquiring the entire site is as follows

1	Trade Mart Property	$ 9,475,000
2	Young Ford Property	$11,416,000
3.	Norfolk/Southern Railroad property	$ 6,360,000
	TOTAL	$27,251,000*

* This amount is to be adjusted after final surveys.

Council authorization to execute purchase contract agreements for the Young Ford property and the Trade Mart property will commit the City to acquire these properties once the Legislature grants our financing request. We have a similar agreement with the Norfolk Southern Railroad but cannot get formal approval until their board meets after May, 1990

Approval of this item will enable us to be on schedule with all the critical variables previously identified in the Convention Center process.

4/23/90 - Revised Agenda Item #12

12 (b) Approve the use of bonds, notes and financing under applicable North Carolina law including North Carolina General Statutes Section 160A-20 as methods of financing the acquisition of said land (including related interests in land), including financing, issuance and all other costs necessary in conjunction with such financing and authorize appropriate City officials to investigate and negotiate the selection and terms of such financing

NEW
CONVENTION CENTER FINANCING

REVENUE:

3% Occupancy - 1% Prepared Food
$15 2 M(1995)

ASSUMPTIONS

- 2 Phase financing
  - #1 Land and architectural
  - #2 Construction
- Moderate risk
- $1 5 M - dedicated to promotion (beginning 1992)
- Collection of taxes to begin
  3% - 7/1/90
  1% - 1/1/91

DEBT ISSUE

- $161 2 M - total
- (7 7) M Debt reserve (net)
  $153 5 available for land and construction/other

DEBT STRUCTURE

- Lease purchase
- Tax exempt
- 30 year bonds

Substance Abuse

CHARGE

Substance Abuse Task Force members, each of whom brought specific expertise relevant to substance abuse issues, gained insights from each other about substance abuse needs, initiatives and opportunities. Working from the problem definition provided by the County Commission, we determined that our objectives as a task force were to.

(1) Focus on people in Mecklenburg County who are in trouble or are in danger of getting in trouble with alcohol, and/or drugs.

(2) Recommend a framework within which problems concerning substance abuse in Mecklenburg County can be addressed in a coordinated, on-going manner This framework must incorporate vehicles for prevention, treatment, legal interventions, community interventions, resource allocation of Mecklenburg County funds, and community action outside county government. It must be oriented to all abusers and all service providers.

(3) Determine specific actions for the Board of County Commissioners to take which will have an immediate positive impact on substance abuse problems in Mecklenburg County. Specify programs and activities to be initiated, fostered, supported or ceased to bring about noticeable improvements in addressing and, where possible, resolving certain substance abuse problems.

The Substance Abuse Task Force recommends that the Board of County Commissioners undertake six major initiatives to impact problems of substance abuse in our community *These initiatives are interdependent.* Failing to act on any one, or reducing the scope of any one, will dilute the effectiveness of the others. This fact, we believe, must be considered as the Board faces difficult decisions concerning the implementation of these initiatives. Throughout the report, the Task Force emphasizes monitoring and evaluation of all the recommendations and results and reporting progress to the Board of County Commissioners. The full report must be read to under the comprehensive and interrelated nature of the initiatives and detailed specific actions recommended. The following six initiatives include only *representative examples* of the actions recommended by the Task Force

RECOMMENDATIONS

INITIATIVE 1: MINIMIZE DIVERSION FROM THE CRIMINAL JUSTICE SYSTEM

Actions

Begin monitored urine screening during the normal booking process and make voluntary substance abuse testing and remaining drug free conditions of parole. Insure that treatment occurs in jail facilities for all inmates who are substance abusers and continue treatment begun in jail and after care upon release. Expand the pilot effort of the District Attorney's office that restricts convicted drug dealers from particular neighborhoods Actively support strong state sanctions for individuals to serve their full sentences and investigate the creation and "privatizing" of treatment jails and/or prisons.

Actions

INITIATIVE 2: SIGNIFICANTLY INCREASE AVAILABILITY OF TREATMENT BEDS FOR ADULTS AND ADOLESCENTS

Build a permanent public and affordable facility, that is expandable, to initially house 100 adults and 100 adolescents but until the facility is built secure a temporary site/building for treatment while the permanent facility is being developed. When the facility is not full, its' unused beds should be rented to other jurisdictions.

INITIATIVE 3: DEVELOP A FRAMEWORK TO FOCUS ALL COMMUNITY EFFORTS

Actions Strengthen the office of Mecklenburg County Substance Abuse Director to inventory all community services in substance abuse (P) Prevention, (E) Enforcement, and (T) Treatment to identify gaps and service duplication and to identify those initiatives likely to conflict with each other and fail. Broaden the Director's role to work closely and cooperatively with the DRUG AND ALCOHOL COMMISSION to make the Director's office responsible for seeing that screening and assessment are provided in jail facilities and enable the Director's office to serve as a resource to the courts when they seek guidance in sentencing Structure quarterly presentations by the Director to the Board of County Commissioners.

INITIATIVE 4: ESTABLISH A DEMAND REDUCTION PROGRAM SIMILAR TO ONE IN PHOENIX, ARIZONA

Actions Initiate a campaign to identify, arrest, prosecute and treat all (including casual) drug users with a strong commitment from the District Attorney and Chief District Court Judge to ensure that persons who have been arrested for possession will enroll in treatment, give required community service, or be prosecuted. Assertively address limited prison space by, tracking the amount of time convicted criminals serve compared to their sentences, and involve the media in reporting this and lobby the state for more prison space. Require those who can afford treatment to pay, plus a surcharge to cover those persons who can not pay the full cost. Establish drug free workplace programs in County government, Charlotte-Mecklenburg Schools, and require such programs of County and City contractors. Charge the DRUG AND ALCOHOL COMMISSION with strongly encouraging local employers to establish drug free workplace programs. All of these specified actions assume the availability of jail space and treatment services and that front end cost will be covered by the County.

INITIATIVE 5: ESTABLISH AND STRENGTHEN COMMUNITY BASED PROGRAMS

Actions Enlist the assistance of all groups working with neighborhood organizations and charge them to develop leadership and training in high crime neighborhoods. Make better use of facilities to take health care services to neighborhoods and establish after-school programs to provide children with alternatives to high risk situations.

INITIATIVE 6: INCREASE AND EXPAND SCHOOL BASED PREVENTION ACTIVITIES

Actions Require the Board of Education to ensure implementation of its drug and alcohol policy and the Students Assistance Program and expand these programs to the elementary schools holding the principals accountable for their success. Involve older students and families in after-school programs such as having older students care for children in elementary grades after school. To reduce the time children are exposed to substance abuse temptations expand the school day with innovative activities.

The full report must be read to understand the comprehensive and interrelated nature of the initiatives and detailed specific actions recommended.

Criminal Justice

CHARGE

On behalf of the citizens of Mecklenburg County, we will study and recommend how the County can participate with the State and City to improve the efficiency and effectiveness of the operation of the individual units of this community's Court System and the operations and coordination of the total criminal justice system.

Excerpts from the Strategy Team Report (please refer to the full report)

Key Issues

- What can Mecklenburg County do to determine what are legitimate public expectations of the criminal justice system and how can it establish standards to meet these expectations?
- What actions can Mecklenburg County take to improve the coordination, communication, and cooperation of the various units of the criminal justice system?
- What can the people of Mecklenburg County do to increase their ability to influence decisions at the State level?

Goals

- Development of a statement of vision for the criminal justice system.
- Development of methods and identification of resources for effective coordination of all components of the criminal justice system.
- Public education of citizens of Mecklenburg County of the existing system and its problems.
- Evaluation of current alternatives, expansion as appropriate, and development of new innovative alternatives to incarceration.

Strategies

- Develop methods for essential, effective communication between the various units of the criminal justice system by creating three specifically chartered groups (1) continue the Citizens Criminal Justice Commission and re-define its responsibilities, (2) create a group of senior level criminal justice officials to correlate and coordinate policy issues, and (3) make available second-level groups of key criminal justice staff to implement projects assigned by the senior level officials.
- These groups should, among other things, develop statistical data bases and management information systems, evaluate existing programs and develop innovative ones, develop public education programs, develop plans to elicit effective State support, and initiate ongoing planning for the system's facility, equipment, and operational needs.

Action Plan

Immediately convene the Chairperson of the Board of County Commissioners, the Mayor, and the head of the Legislative Delegation, in order to secure their support and agreement to.

RECOMMENDATIONS

1. **Support the Citizens Criminal Justice Commission, the Senior Criminal Justice Officials group, and the key staff group.** (By March 1, 1990)

2. **Review and revise the charge to the Citizens Criminal Justice Commission** to include review of all previous CCJC reports and the American University follow-up report, and work of the Strategic Planning Committee, overseeing the implementation of recommendations made in these reports; ongoing oversight of the monitoring and appraisal of the activities of the system-related units; participation in the formulation of short and long-term objectives and plans for the system and its individual units, continuing efforts to encourage and promote communication, coordination, and cooperation of the individual system units; an annual report on CCJC activities and pertinent information about the criminal justice system and its individual units. (By March 1, 1990)

3. **Convene the Senior Criminal Justice Officials group** and direct them to commission special teams to develop innovative approaches to address specific problems (By June 1, 1990)

4. **Provide necessary staff support** for the CCJC and the Senior Criminal Justice Officials Group. (Ongoing)

5. Continue and increase, as appropriate, funding for the Mecklenburg County **Criminal Justice Information System** (MCCJIS). (Ongoing)

6. Continue to support the **jail master planning project.** (Ongoing)

7. Request the Data Processing Committee to begin "brainstorming" our ability to cross reference all existing and developing **data bases**, so that families and children at risk may be identified and appropriate interventions initiated (Report by June 1, 1990)

8. Request the Human Services Council to begin a listing and evaluation of resource agencies available to the criminal justice system (Report by June 1, 1990)

9. Request the Human Services Council to formulate in collaboration with key actors in the criminal justice system a formal process for connecting with various elements of the criminal justice system to the end that **the human services sysytem and the criminal justice system may support each other in** the most coordinated and efficient manner (By June 1, 1990)

10. Request the Planning Commission to develop a list of **facility and land needs** for all criminal justice related agencies (both City and County) in conjunction with the capital needs process (Report by June 1, 1990)

MECKLENBURG COUNTY, NORTH CAROLINA

JAIL PLANNING PROJECT

INTERIM REPORT

APRIL 30, 1990

Law and Policy Associates
Kimme Planning and Architecture, P.C.

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EXECUTIVE SUMMARY

In Phase I of this planning project, LPA/KPA has to date

1 provided descriptive analyses of existing correctional facilities, programs, and inmate populations,

2 developed inmate population projections for various policy assumptions, assisted the Jail Policy Advisory Group in selecting a preferred future policy scenario, and developed bedspace requirements for that scenario,

3. proposed several facility network options to satisfy bedspace needs, and collaborated with the Advisory Group in selecting the optimal network option,

4 assisted the Advisory Group in specifying criteria to be used to evaluate sites for each facility, and

5 proposed to a Core Users Group, composed of key jail staff, and to the Advisory Group a detailed operations program for a new work release center

This summary outlines major findings and recommendations resulting from LPA/KPA's work with county staff, the Jail Policy Advisory Group, and the Core Users Group. Interim Reports I and II contain detailed discussions pertaining to each of these topic areas, and the final Phase I Report will consolidate all of these materials into a comprehensive planning document.

SUMMARY OF FINDINGS

<u>Current Jail Facilities</u>

1. Although the rated capacity of the Main Jail is 376 beds, applying American Correctional Association Standards could reduce capacity to as few as 95 beds.

2. Although the Main Jail is constructed of high security materials, its design is not conducive to high security operation. A long list of facility problems would require significant renovation.

3 The current Satellite Jail facility is located on the site of a proposed NFL stadium and will be abandoned

4 The space, design and staffing limitations of county jail facilities severely restrict the availability of productive, rehabilitative activities for inmates

5 Long-standing overcrowding has made it increasingly difficult to manage inmates to provide necessary services, and to recruit and retain qualified staff

Community Corrections Programs

1 Although Mecklenburg County has been at the forefront in supporting community-based alternatives, current staff and resource limitations limit the availability of alternatives to secure jail confinement

2 Several types of intermediate sanctions for convicted offenders are either unavailable (day reporting, non-electronic house arrest, treatment-oriented correctional residential programs) or are provided primarily or exclusively for prison-bound felons (Community Penalties, intensive probation, and electronic house arrest)

3 Pretrial Services is the only community supervision program serving "jail-bound" offenders exclusively, and its ability to provide a full range of services is limited by both resource and policy constraints

4 Effective management of the county jail population requires new community corrections programs which focus on serving jail-bound offenders

Inmate Populations

Mecklenburg County's jail information system cannot provide the types of inmate profile information required for jail policy analysis and planning. Therefore, LPA/KPA designed jail exit and jail snapshot surveys, and directed Pretrial Services, jail and county staff in their application during September, 1989 LPA/KPA also obtained case record data from the North Carolina Department of Corrections for misdemeanants sentenced to prison from Mecklenburg County Trends in jail admissions and average daily population were examined using data compiled by the Sheriff's Department for state reporting. Some of the most salient findings include

1 Although the number of Mecklenburg County misdemeanants sentenced to prison has grown each year since 1985, the misdemeanant prisoner population has declined dramatically because the percentage of maximum sentence served has dropped from 35 percent to less than 10 percent

2 The total inmate population housed in County facilities has grown steadily since 1983, and since early 1988 it has routinely exceeded the total rated capacity of the two facilities

3 Sixty percent of the jail population on the survey date were pretrial detainees 19 percent were serving jail sentences 15 percent were held for federal or other jurisdictions and the remaining 6 percent were awaiting transfer to state prison

4 Only 21 percent of arrestees spend more than 48 hours in pretrial detention, but more than half of the total jail and satellite beds are devoted to such defendants, two-thirds of whom are eventually released pretrial or through dismissal of their cases

5 Nearly 60 percent of offenders serving jail sentences were on work release, and over 40 percent had less than one month remaining to serve Jail staff judged 64 percent of jail sentenced inmates to require only minimum custody housing

Based on these and other findings, LPA/KPA developed inmate population projections which incorporated a variety of policy assumptions, as discussed below.

PROJECTION OF BEDSPACE NEEDS

The size and characteristics of Mecklenburg County's future inmate population will be determined primarily by policy and procedural choices which are within the control of local decisionmakers. LPA/KPA developed a baseline projection of inmate population through the year 2010 assuming no change in current policies and practices, and four alternative future "scenarios" assuming a variety of potential changes in policy and practice The Jail Policy Advisory Group selected the following assumptions on which the final projection scenario is based

1 Mecklenburg County's baseline jail incarceration rate (ratio of inmates to general population) will grow at a gradually decreasing rate through the year 2010

2 Mecklenburg County will be required to accommodate all sentenced misdemeanants, including those now committed to the DOC, either in jail or in intermediate sanctions not yet available

3 The County will continue to accept federal inmates. By the year 2000 Federal prisoners represent approximately 10% of the total jail population.

4 Criminal justice decisionmakers and the County will take action to reduce the average pretrial stay of selected defendant groups detained more than 48 hours, with the goal of reducing the total inmate population by at least 11 percent

5 Decisionmakers and the County will take steps to reduce the average post-trial stay of sentenced misdemeanants, with the goal of reducing the total inmate population by at least 3 percent

Based on these assumptions, LPA/KPA recommends that Mecklenburg County plan for a network of new or renovated correctional facilities which will provide a total of approximately 1,900 beds by the year 2000 with potential for expansion to a total of nearly 2,600 beds by the year 2010

To facilitate the achievement of the policy goals on which this projection is based, the County should promptly hire a Jail Population Monitor and implement an automated information system adequate to enable both individual case tracking and ongoing statistical analysis of key indicators (such as admission and incarceration rates and average stays of various inmate target groups) Population forecasting should be a continuing activity, not a one-time event

FACILITY NETWORK OPTIONS

In collaboration with the Users Group and other county staff, LPA/KPA developed five facility network option based on various assumptions regarding the extent to which existing correctional facilities would play a part in the network, the size and number of proposed facilities, the functions each facility should serve, and general locations and proximities of facilities. After reviewing these options, the Advisory Group recommended that Mecklenburg County proceed with programming and design of a correctional facility network consisting of three facilities

1. A new or renovated work release facility of about 300 beds, structurally separate from the other facilities.

2. A new 600-bed sentenced inmate facility at a site separate from the pretrial facility, and possibly at a location outside the downtown area.

3 A new intake and pretrial detention facility with approximately 1000 beds located as close as possible to the criminal courts buildings The existing intake center could be used for court staging

SITE EVALUATION CRITERIA

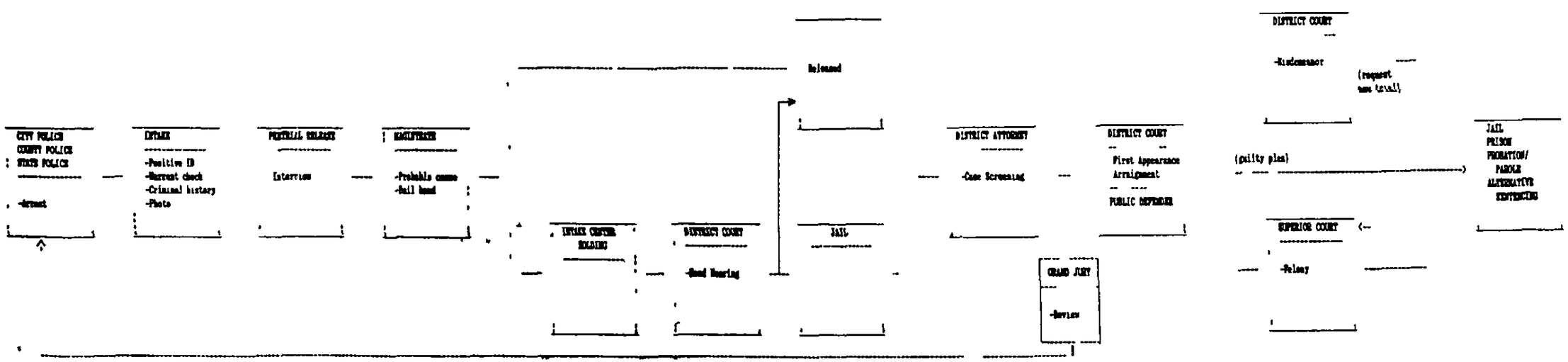
From potential site selection criteria provided by LPA/KPA, the Jail Policy Advisory Group prioritized criteria to be used in evaluating alternative sites for each facility Of 24 criteria recommended for the work release facility, the site s impact on construction cost, staff efficiency in

design, and access to public transportation were weighted most heavily For the pretrial detention facility, the heaviest weights were assigned to secure access to courts, distance to courts and staff costs For the sentenced facility staff efficiency in design, staff costs and building design flexibility received highest priority

LPA/KPA will evaluate each site identified by the County, weighting scores on each criterion by the relative importance assigned by the Advisory Group Sites will be ranked in order of their suitability for each facility

WORK RELEASE CENTER OPERATIONS PROGRAM

Mecklenburg County's Work Release Center (WRC) is being programmed as a structured residential corrections facility with a diversified range of rehabilitative and treatment services designed to promote responsible behavior by offenders By providing strict supervision of WRC residents while also providing them with opportunities to become productive members of the community, the WRC will increase community protection, improve jail population management, and enhance cost-effectiveness. A detailed facility operations and space program to promote this mission is currently under development The most recent draft is included in Interim Report II

CRIMINAL JUSTICE SYSTEM -- CHARLOTTE/MECKLENBURG COUNTY, NORTH CAROLINA

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