AGENDA

Meeting Type:	S
Date:	09-10-1991
SUBJECT	JOINT CITY COUNTY MEETING – Police Consolidation Issues and Strategies – Political Consolidation

City of Charlotte, City Clerk's Office

9/10/91 12:15 p.m.

Mayor ✓
Campbell ✓
Clodfelter ✓
Hammond ✓
McCrory ✓
Mangum absent
Martin ✓
Matthews ✓
Patterson ✓
Scarborough ✓
Vinroot ✓
Whitley ✓

Autrey ✓
Andrews ✓
Booth
Chirico ✓
Kiser ✓
Kinsey ✓
Walton ✓

Mayor
Martin Cranford
Kinsey
McCrory
Cranford
Autrey
McCrory
Autrey
Matthews
Autrey

who opposed police chief
option

Matthews
Autry
Matthews
Autry
Mayor
Jury Foy
McCrory
Foy
Martin
Matthews / Patterson

City Manager
policy body
Civil Service Board
County Manager

Strategy #1
1/265

Cranford
Matthews
Mayor
Hammond

yes

no
Martin

passed 9-1

Autry
Andrews
Andrews / Kinsey
Autry
Kelber
Chirico

Cranston
Foy
Autry
Vinroot
Chirico
Foy
Chirico
Foy
Chirico
Walton
Walton/

discuss under Box C

dis for lack of second

Fuel by Candy Foy

yes	no
Chirico	Kiser
Adams	Walton
Kinsey	
Autry	

Cranford
Matthews
White

amended consolidation principle

Mayo
Foy

comments ?
back to legislature

Mayor
Keber
Fox

Strategy # 1
$11,100,000 — 12¢
tax levy
$13,394,000 raised
from 12¢

Autry
Keber
Fox
Keber
McCrory
Keber
McCrory
Matthews
Andrews
Keber
Autry
Kiber
Cramton
Autry
Andrews
McCrory
Patterson
Hammond

page 9

City reduce tax rate

reduce taxes

Strategy # 2

Cramton	
Vinroot	
Chirico	2 para., Strategy 2, page 2
Fox	page 8
Chirico	
Crampton	page 11
Fox	
Autry	8.74
Andrews	
McCoy / Whitley	opt 1 - Strategy 1
main motion	rollback taxes appeal exit fee than in city limits
Scarborough	
McCoy	
Scarborough	
Vinroot / Scarborough	differ until County has leadership
	2/640
Mayor	
McCoy	main motion
Matthews	
Mayor	no
	McCoy
passed 10-1	

Chirico
Chirico / Kiber (see County Clerk stmt)
Autry stmt motion 2/700
Kelly
Autry
Kiber
Chirico
Autry
Walton
Chirico
Walton
Kiber
Walton
Kiber
Autry
Fox
Autry
Patterson
Kiber
Patterson
Cranton
Patterson
Fox
Patterson

page 17
consolidating costs

Autrey
Wendell White
Mayor
Andrews
Fox
White
Andrews
White
Andrews — amend Chirico motion
Chirico
Andrews
Kiser
Autrey — 3 - 3/2 years
Watson
Autrey — July 1992
McCrory
White
McCrory
Vinroot
Matthews
Kiser
County Clerk — states motions of Chirico
Andrews
Patterson

Kober
Patterson
Fox
Patterson
Fox
Matthews
Autry
Matthews
Chirico
Autry
Hamilton
Autry
Crutton
Autry
Patterson
Kiber
Walton
Kiber

page 4-2

Andrews / Kinney
Chirico
Kiber

bond referendum ?

page 17

yes

Autry
Chirico
Kiber
Kinney

no

Walton
Andrews

Strategy #1
funding option

Patterson
Autry

yes

zo
Walton

Patterson / McCoy

LGC, funeral
study ~~to~~ 1 2/120

Crenshaw
Patterson / Wheeler

unen

Chunio / Arduna

unen

zo

Walton

Mayo
Crenshaw

page 17

Mayo
Chunio

Mayo
Arduna / Chunio

zo
W

Scarbrough / Wheeler

unen

2/150

Kinney / Chiesa — table arts

Gottlieb
Patterson

jointly

yes
Waldon

Patterson / Martin — table arts

2/160

Martin
Autry
McCrory
Autry
Patterson

yes

yes
Matthews
McCrory
Waldon

panel 1-3

LEC

Del Borgedorf
Don Parker
Andrews — dis — let City do it
Mayer
Hammond
Mayer

Mayor	site studies
Martin	
Porter	
Matthews	
Porter	
Fox	parking courts D
Matthews	
Fox	public property
Matthews	
Porter	20 yrs
Matthews	
Porter	
Matthews	
Porter	upper floor in initial facility 15%
Matthews	ground space
Porter	40% not utilized
McCrory	add to top
Porter	
McCrory	
Andrews	
McCrory	
Borgsdorf	
Matthews	rushope

Borgsdorf
Matthews — becomes full
Porter
Martin
Matthews
McCrory — would you have space
Borgsdorf
McCrory — will you recommend
Scarborough
Porter
Scarborough
Martin
Porter — 1000 copies
Martin
Porter
Wheeler
Wheeler / Campbell — unan
Hammond

adjourned at 2:10

Joint Meeting

Board of County Commissioners
and
City Council

September 10, 1991

AGENDA

I. City-County Consolidation Plan (Martin Cramton)

A. Review Police Consolidation Issues and Strategies

1. Representation of Citizens in Unincorporated Areas

2. Tax Equity for Police Services

B. Review and Approve Consolidation Principles

1. Parks and Recreation
2. Arts
3. Police

C. Review and Approve Consolidation Process

II. Law Enforcement Center Site Selection (Discussion to begin at 1:30)

A. Presentation of Law Enforcement Center Site Alternatives (OMNI Architecture)

B. Review and Approve LEC Site

III. Political Consolidation*

* On September 3, the County Commission approved a motion to "go on record in favor of political consolidation" and to request the City Council to pass a similar resolution. The Commission has asked that this be presented to City Council as the first agenda item at this meeting.

MEMORANDUM

September 9, 1991

TO: Mayor and City Council
County Commissioners

FROM: Tom Mangum
Councilmember

SUBJECT: Parks and Police Consolidation

Regrettably, I will not be able to attend the City/County consolidation discussion on Tuesday. However, I wanted to take the opportunity to express my concerns over the consolidation issue breaking down. We, as elected officials, stated five to seven months ago that we wanted to consolidate the police under the City and the parks under the County. We have made our policy decision on consolidation, and it is now time for us to have the courage to turn this consolidation over to our professional managers and let them worry about the consolidation of the departments.

We knew that after we made this decision there would be pressures to change and do other things. That is why the professional staff needs to handle this consolidation issue. There is going to be "blood, sweat, and tears" over this; we all know that. We need to go ahead and have the political courage to accept that and go ahead and allow Wendell and Jerry to handle the job, and do it properly.

I implore all of you to make this decision today. Let's get on with consolidation so that we can run this City and County better, and try to get a handle on our crime problems. Thank you for your consideration in taking time to read this memo.

cp

C: Wendell White
Gerald Fox

ATTACHMENT 1

City-County Consolidation
September 10, 1991

Page #

I. City-County Police Consolidation Issues

A. Strategies to Address Representation of Citizens in Unincorporated Areas 1-5

- Strategy #1: Joint Standing Committee
- Strategy #2: Planning Commission Model
- Strategy #3: Collective Voting Body

B. Strategies to Address Tax Equity for Police Services 6-12

- Strategy #1: County-wide Tax Levy
- Strategy #2: Special Tax District (for unincorporated Mecklenburg County and Mint Hill)
- Strategy #3: County-wide Levy and Special Tax District

II. City-County Consolidation Plan (This is the same material which was presented on July 30, 1991)

A. Consolidation Principles 13-16

- Parks and Recreation
- Arts
- Police

B. Police Consolidation Plan 17-21

CITY-COUNTY POLICE CONSOLIDATION

CONSOLIDATION PRINCIPLE (Presented July 30, 1991)

* City Council and the Board of County Commissioners, meeting jointly, will approve the Police budget and service levels and periodically review the Police Department's performance.

QUESTION: In what way(s) can we resolve "joint" decision making between the City Council and the County Commission to ensure adequate representation for those citizens in the unincorporated areas of Mecklenburg County?

In what way(s) can we ensure accountability to those citizens?

AMENDED CONSOLIDATION PRINCIPLE

* Officials elected by citizens in the unincorporated areas will approve and/or participate in the approval of police service levels in those areas and have an active role in monitoring the performance of the consolidated Police Department.

ALTERNATIVE STRATEGIES (A summary of the three strategies is presented on page 5.)

<u>Alternative Strategy #1: Joint Standing Committee</u>

The Board of County Commissioners will approve service levels to be provided within unincorporated Mecklenburg County.

A. Similar to other consolidated City-County agencies, service levels to be provided within the unincorporated areas will be established by the Board of County Commissioners through the approval of an Interlocal Agreement. The Interlocal Agreement can be amended each year to accommodate changes in police service delivery needs.

   Municipalities (such as Mint Hill) can choose to receive the level of service provided within the unincorporated areas or, choose a higher or lower level of service.

B. A "joint" standing committee of the two elected bodies will serve as an on-going representative body to:

   - Monitor the performance of the consolidated Police Department.

   - Advise the City Council and County Commission on Police issues.

- Mediate "unresolved" complaints/requests for service from citizens.

- Evaluate and recommend changes in the Interlocal Agreement.

- Review the annual workplan and proposed budget for Police services.

The five-member committee will be composed of two Council members and two Commissioners with the Committee chair alternating annually between the Chair of County Commission and the Mayor. A description of the "joint" standing committee is presented on page 4.

C. Funding of service levels to be provided within the unincorporated areas will be established by the Board of County Commissioners via a County-wide tax levy for police services or establishment of a special district for police. (Funding strategies to resolve "equitable distribution of costs" are presented on pages 6-12.)

Alternative Strategy #2: Planning Commission Model

The unified Police Department can operate in a manner identical to the Charlotte-Mecklenburg Planning Commission which would include the Police Chief being hired via a process involving representation from both elected bodies, the City Manager, the County Manager, and the Chairperson of the citizens committee. Or, the unified Police Department can operate in a manner similar to the Planning Commission with the one exception which has been articulated in the consolidation principle stating that "the Police Chief will report to the City Manager, who will be responsible for hiring and firing."

The following statements describe the Planning Commission model as it could be applied to a unified Police Department:

A. A citizens' Police Advisory Committee will be formed with representatives appointed by both the City Council and County Commission. The role of the Advisory Committee will be to:

- Monitor the performance of the consolidated Police Department.

- Advise the City Council and County Commission on Police issues.

- Evaluate and recommend changes in the Interlocal Agreement.

- Review the annual workplan and proposed budget on Police services.

B. Service levels to be provided within the unincorporated areas will be approved by the Board of County Commissioners (with input from the Police Advisory Committee) through the approval of an Interlocal Agreement. The Interlocal Agreement can be amended each year to accommodate changes in police services.

Municipalities (such as Mint Hill) can choose to receive the level of service provided within the unincorporated areas or choose a higher or lower level of service.

C. Funding of service levels to be provided within the unincorporated areas will be established by the Board of County Commissioners via a County-wide tax levy for police services or establishment of a special district for police. (Funding strategies to resolve "equitable distribution of costs" are presented on pages 6-12.)

D. The Police Advisory Committee and Board of County Commissioners will review and approve the Police Department's annual workplan.

E. Charlotte City Council will approve the Police Department's annual workplan and budget with input from the Board of County Commissioners and Police Advisory Committee.

F. The Police Chief's performance review will be conducted by the City Manager with input from the County Manager and Chairperson of the Police Advisory Committee.

Alternative Strategy #3: Collective Voting Body

The City Council and the County Commission will vote collectively with respect to police services and funding. This option will require special legislation to establish a body with authority to enact City-County policies and funding mechanisms for police services.

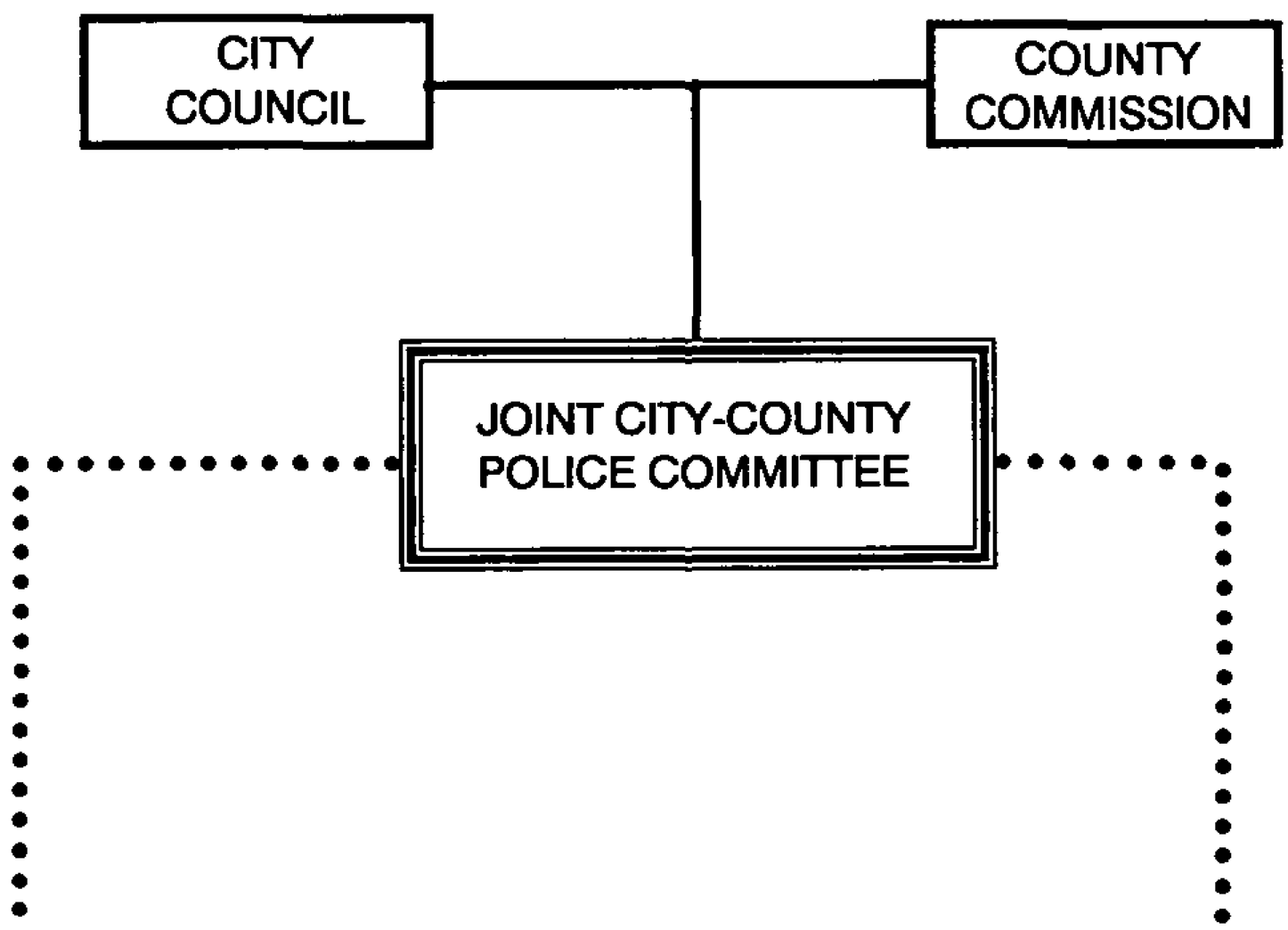
A. A combined "body" of the City Council and County Commissioners will be established for police services only. Two-thirds majority will be required for action. Voting members will include eleven City Council members and seven County Commissioners. The Mayor will preside at these joint meetings.

B. Service levels to be provided within the unincorporated areas of Mecklenburg County as well as in the City of Charlotte will be approved by the newly formed joint "body."

Municipalities (such as Mint Hill) can choose to receive the level of service provided within the unincorporated areas or choose a higher or lower level of service.

C. Funding of service levels will be established by the newly formed joint "body." (Funding strategies to resolve "equitable distribution of costs" are presented on pages 6-12.)

ALTERNATIVE STRATEGY #1



COMMITTEE MEMBERSHIP:

2 COUNTY COMMISSIONERS

2 COUNCIL MEMBERS

ROTATING CHAIRMAN–MAYOR OR COMMISSION CHAIR

COMMITTEE ROLES:

* **MONITOR POLICE DEPARTMENT PERFORMANCE**

* **ADVISE COUNCIL AND COMMISSION ON POLICE ISSUES**

* **MEDIATE "UNRESOLVED" CITIZEN COMPLAINTS/REQUESTS FOR SERVICES**

* **EVALUATE AND RECOMMEND CHANGES TO INTERLOCAL AGREEMENT**

COMPARISON OF "REPRESENTATION" STRATEGIES

	STRATEGY #1 "Joint" Standing Committee	STRATEGY #2 Planning Commission Model	STRATEGY #3 Collective Voting Body
ROLES/RESPONSIBILITIES			
Establish Service Levels			
Unincorporated Areas	County Commission	County Commission	Both
City of Charlotte	City Council	City Council	Both
Determine Funding Mechanism			
Unincorporated Areas	County Commission	County Commission	Both
City of Charlotte	City Council	City Council	Both
Monitor Performance of Department	"Joint" Standing Committee	"Citizens" Police Committee	Both
Input on Interlocal Agreement	"Joint" Standing Committee	"Citizens" Police Committee	Both
Review Annual Workplan and Budget	"Joint" Standing Committee	"Citizens" Police Committee	Both
ISSUES			
Requires Special Legislation	NO	NO	YES

CONSOLIDATION PRINCIPLE (Presented July 30, 1991)

* In implementing the consolidation, equitable distribution of costs, operational effectiveness, and cost savings are objectives.

QUESTION: In what way(s) can we resolve the "equitable distribution of costs" for police services?

AMENDED CONSOLIDATION PRINCIPLE

* In implementing the consolidation, equitable distribution of costs, operational effectiveness, and cost savings are objectives. Equitable distribution of costs for police services will be achieved when residents of municipalities and unincorporated areas in Mecklenburg County contribute funding in proportion to the level of service provided.

ALTERNATIVE STRATEGIES (Tax rate comparisons of the strategies are presented on pages 11-12.)

NOTE: Under each of the strategies presented below, tax equity means shifting the burden of supporting police services provided in unincorporated areas and Mint Hill from all County property to property only in the unincorporated areas and Mint Hill. As a result, property owners in the unincorporated areas and Mint Hill will realize a tax increase, while property owners in Charlotte, Davidson, Cornelius, Huntersville, Pineville and Matthews will realize a decrease in taxes.

<u>Alternative Strategy #1: County-wide Tax Levy</u>

Establish a County-wide tax levy for police services equal to the support provided within unincorporated areas of Mecklenburg County. This provides funding for a County-wide level of service for Police. The calculations on page 8 illustrate how the County-wide tax levy can be determined.

A. The basis for the county-wide tax levy will be to recover the cost of police services within unincorporated Mecklenburg County plus a proportion of overhead costs for administration, communications, investigations, etc.

B. Board of County Commissioners will levy a county-wide tax for police services. Funds collected by the County but generated by municipal assessed values will be returned to municipalities (in proportion to their assessed valuation) for the purposes of supporting municipal services. See page 9 for illustration of reallocation of county-wide tax levy.

C. Each municipality can use the funds generated by the County-wide tax to buy police services from the consolidated Police Depart-

ment. Additional funding for municipalities desiring/needing additional police services will be raised through municipal revenues.

Alternative Strategy #2: Special Tax District

Establish the unincorporated area of Mecklenburg County (and any municipality desiring basic police service from a City-County Police Department) as a special tax district for police services. This option requires special legislation for the County to establish special districts for police.

(If the current cost of County police services provided in unincorporated Mecklenburg County and Mint Hill was levied only on property in unincorporated Mecklenburg County and Mint Hill, the property tax rate for those properties would be 12.0 cents per $100 assessed valuation. The overall County tax rate for all County property would decrease by 3.26 cents per $100 assessed valuation. The net impact on property owners in unincorporated areas and Mint Hill would be a 8.74 cent increase.)

A. Methodology used for basis of tax levy will be established to recover the cost of police services within unincorporated Mecklenburg County plus a proportion of overhead costs for administration, communications, investigations, etc.

B. Funds collected through the Special District tax levy will be provided to the City for services provided by the consolidated Police Department.

Alternative Strategy #3: County-wide Levy & Special District

This strategy combines a County-wide tax levy with a special tax district. See page 10 for description. This option requires special legislation for the County to establish special districts for police.

A. County Commission and City Council identify police services to be recovered through tax levied on County-wide assessed values. Services may include: School Resource Officers, Police Athletic League, Lake Police.

B. Establish the unincorporated area of Mecklenburg County (and any municipality desiring basic police services from a City-County Police Department) as a special tax district. Rural/suburban patrol services would be recovered through a tax levy in the special district.

C. Police services provided in municipalities will be recovered through municipal tax levies. Services may include: Urban/Suburban patrol, Helicopter, Drug Interdiction Unit.

D. Methodology would be developed to allocate the cost of police administration, support services (e.g., training, communications, data process), and investigation.

ALTERNATIVE STRATEGY #1

Illustration Purposes only

Assessed Values	
1. Charlotte Assessed Value	$24,838,658,000
2. Unincorporated Mecklenburg County Assessed Value	$9,439,968,300
3 County-wide Assessed Value	$36,900,000,000
Police Services	
4. Charlotte Police Services	$47,973,000
5 Unincorporated Mecklenburg County Police Services	$11,100,000
A. **Tax rate to support services within unincorporated Mecklenburg County (5 – 2)**	0.120 *
B. County-wide taxes collected from 12 0 cent police tax (3 * A)	$43,394,400
C. Charlotte portion of county-wide police tax revenue (B *(1 – 3))	$29,210,262
D Charlotte costs in excess of revenue provided through 12.0 cent tax levy (4 – C)	$18,762,738

* Tax rate is adjusted to account for 98% collection rate

ALTERNATIVE STRATEGY #1

Allocation of County wide Tax Levy

	FY92 BUDGETED ASSESSED VALUATION	% OF TOTAL	POPULATION 1990 CENSUS (+ 6/91 ANNEX)	% OF TOTAL	FY92 POLICE BUDGET**	TAX LEVY NEEDED TO SUPPORT POLICE BUDGET***	ALLOCATION OF 12.0 CENT COUNTY-WIDE TAX LEVY FOR POLICE
Charlotte	24,838,658,000	67 31%	417,621	81 66%	47,973,571	0 197	$29,210,262
Cornelius	203,000,000	0 55%	2,581	0 50%	431,619 *	0 217	$238,728
Davidson	217,350,000	0 59%	4,046	0 79%	400,000 *	0 188	$255,604
Huntersville	147,000,000	0 40%	3,014	0 59%	322,591 *	0 224	$172,872
Matthews	1,074,506,940	2 91%	13,651	2 67%	1,006,868	0 096	$1,263,620
Mint Hill	596,516,760	1 62%	11,567	2 26%	0 *	0 000	$701,504
Pineville	383,000,000	1 04%	2,970	0 58%	596,910 *	0 159	$450,408
Unincorporated Mecklenburg County	9,439,968,300	25 58%	55,983	10 95%	11,100,000	0 120	$11,100,000
TOTAL MECKLENBURG COUNTY	36,900,000,000	100 00%	511,433	100 00%	61,831,559 *		$43,392,997

* Not included are $890,000 in services provided to Mint Hill, and back up services to Cornelius, Davidson, Huntersville, and Pineville

** Police budgets for Pineville, Huntersville, Matthews, Davidson, and Cornelius may not include fringe benefits

***Assumes Police Budgets financed only by property tax revenues

ALTERNATIVE STRATEGY #3

Service classifications are provided as illustrations only

Police Services to be Recovered Through County-wide Assessed Values	Police Services to be Recovered Through Special Tax District Assessed Values	Police Services to be Recovered Through Charlotte Assessed Values
School Resource Officers Lake Police Services Police Athletic League PLUS Allocation of costs for Administration and support services (e g communications, training, records, data processing) PLUS Allocation of costs for Investigative Services (e g Crime Lab, Investigations)	Rural/Suburban Patrol PLUS Allocation of costs for Administration and support services (e g communications, training, records, data processing) PLUS Allocation of costs for Investigative Services (e g Crime Lab, Investigations)	Urban/Suburban Patrol Helicopter Unit Drug Interdiction Unit PLUS Allocation of costs for Administration and support services (e g communications, training, records, data processing) PLUS Allocation of costs for Investigative Services (e g Crime Lab, Investigations)
<---------->	<---------->	<---------->
All Mecklenburg County property owners would share in the costs of these services	Property owners in unincorporated Mecklenburg County and Mint Hill would share in the costs of these services	Property owners of Charlotte would share in the costs of these services

COMPARISON OF POLICE TAX EQUITY STRATEGIES

ILLUSTRATION OF TAX LEVY CHANGES FOR STRATEGIES #1 AND #2
(cents per $100 assessed valuation)

	CURRENT SITUATION	STRATEGY #1 County wide Tax	STRATEGY #2 Special Tax District
CHARLOTTE PROPERTY OWNER			
City/Town Tax Rate	55 00	43 00 *	55 00
Mecklenburg County Tax Rate	65 50	62 24	62 24
County-wide Tax for Police	0 00	12 00	0 00
Special District Tax (unincorporated Mecklenburg County and Mint Hill)	0 00	0 00	0 00
TOTAL TAX LEVY	120 50	117 24	117 24
Tax Increase/(Decrease) from Current	--	(3 26)	(3 26)
UNINCORPORATED AREA PROPERTY OWNER			
City/Town Tax Rate	0 00	0 00	0 00
Mecklenburg Co Tax Rate	65 50	62 24	62 24
County-wide Tax for Police	0 00	12 00	0 00
Special District Tax (unincorporated Mecklenburg County and Mint Hill)	0 00	0 00	12 00
TOTAL TAX LEVY	65 50	74 24	74 24
Tax Increase/(Decrease) from Current	--	8 74	8 74

* Assumes City of Charlotte reduces City tax levy equivalent to the new County wide tax levy for police services

COMPARISON OF POLICE TAX EQUITY STRATEGIES

NET CHANGE FROM CURRENT TAX LEVIES*

(cents per $100 assessed valuation)

	STRATEGY #1	STRATEGY #2	STRATEGY #3
CHARLOTTE PROPERTY OWNER	DECREASE** 3 26	DECREASE 3 26	DECREASE greater than 3 26
MATTHEWS, DAVIDSON, CORNELIUS, HUNTERSVILLE, PINEVILLE PROPERTY OWNER	DECREASE** 3 26	DECREASE 3 26	DECREASE less than 3 26
UNINCORPORATED AREA PROPERTY OWNER	INCREASE 8 74	INCREASE 8 74	INCREASE greater than 8 74
MINT HILL PROPERTY OWNER***	INCREASE 8 74	INCREASE 8 74	INCREASE greater than 8 74

* Assumes Police Services are funded entirely through property tax revenues

** Assumes municipalities reduce municipal tax levies equivalent to the new County-wide tax levy for police services

*** Assumes Mint Hill chooses the same service level provided within the unincorporated areas

How to read the chart Under Strategy #2 (Special Tax District for Unincorporated Mecklenburg County and Mint Hill) a Charlotte property owner will realize a reduction in their Mecklenburg County property tax levy of approximately 3 26 cents, a property owner of the unincorporated area or Mint Hill will realize an increase of approximately 8 74 cents

CITY-COUNTY CONSOLIDATION
PLANNING
(Presented July 30, 1991)

Consolidation Principles
(Amended Consolidation Principles are reflected in CAPITAL letters.)

ACCOUNTABILITY

The County, through the County Manager, will take the lead on the consolidation of Parks and Recreation and Arts.

The City, through the City Manager, will take the lead on the consolidation of Police.

ORGANIZATIONAL CONTEXT

A unified Parks and Recreation Department will be established to operate as a department within Mecklenburg County Government. The principles of the consolidation include:

* The department head will report to the County Manager, who will be responsible for hiring and firing.

* The Board of County Commissioners will establish service levels and approve resource needs for Parks and Recreation.

* In implementing the consolidation, equitable distribution of costs, operational effectiveness, and cost savings are objectives.

* The Parks and Recreation Departments may begin to phase-in their consolidation prior to July, 1992, as they begin to plan and implement recreation programs for the Fall, Winter, Spring, ...

* AN OBJECTIVE DURING THE IMPLEMENTATION OF THE CONSOLIDATION IS THAT PARKS AND RECREATION EMPLOYEES WILL NOT BE LAID-OFF NOR NEGATIVELY IMPACTED WITH RESPECT TO PAY. COST SAVINGS WILL BE ACHIEVED THROUGH ATTRITION.

* In implementing the consolidation, the County will equitably address personnel issues, such as duty assignments, promotional opportunities and benefits.

* Some functions of the City Parks and Recreation Department may not be consolidated with the County (i.e., trees, median maintenance, cemeteries).

A unified "Arts/Science/Cultural" program will be established to operate as a function of Mecklenburg County Government. The principles of the consolidation include:

* The consolidation goal of a unified "Arts/Science/Cultural" program is to transfer both the facilities and the funding responsibility from the City to the County.

* The Board of County Commissioners will establish service levels and approve resource needs for a unified "Arts/Science/Cultural" program.

* In implementing the consolidation, equitable distribution of costs, operational effectiveness, and cost savings are objectives.

* In implementing the consolidation, the Board of County Commissioners will consider the recommendations and priorities of the Cultural Action Plan.

* AN OBJECTIVE DURING THE IMPLEMENTATION OF THE CONSOLIDATION IS THAT EMPLOYEES WILL NOT BE LAID-OFF NOR NEGATIVELY IMPACTED WITH RESPECT TO PAY. COST SAVINGS WILL BE ACHIEVED THROUGH ATTRITION.

A unified Police Department will be established to operate as a department within Charlotte City Government. The principles of the consolidation include:

* The Police Chief will report to the City Manager, who will be responsible for hiring and firing.

* OFFICIALS ELECTED BY CITIZENS IN THE UNINCORPORATED AREAS WILL APPROVE AND/OR PARTICIPATE IN THE APPROVAL OF POLICE SERVICE LEVELS IN THOSE AREAS AND HAVE AN ACTIVE ROLE IN MONITORING THE PERFORMANCE OF THE CONSOLIDATED POLICE DEPARTMENT.

* IN IMPLEMENTING THE CONSOLIDATION, EQUITABLE DISTRIBUTION OF COSTS, OPERATIONAL EFFECTIVENESS, AND COST SAVINGS ARE OBJECTIVES. EQUITABLE DISTRIBUTION OF COSTS FOR POLICE SERVICES WILL BE ACHIEVED WHEN RESIDENTS OF MUNICIPALITIES AND UNINCORPORATED AREAS IN MECKLENBURG COUNTY CONTRIBUTE FUNDING IN PROPORTION TO THE LEVEL OF SERVICE PROVIDED.

* The Police Departments may begin to consolidate selected functions prior to July, 1992.

* AN OBJECTIVE DURING THE IMPLEMENTATION OF THE CONSOLIDATION IS THAT POLICE DEPARTMENT EMPLOYEES WILL NOT BE LAID-OFF NOR NEGATIVELY IMPACTED WITH RESPECT TO PAY. COST SAVINGS WILL BE ACHIEVED THROUGH ATTRITION.

* In implementing the consolidation, the City will equitably address personnel issues, such as rank, duty assignments, promotional opportunities, and benefits.

* Some functions of the County Police Department may not be consolidated with the City (i.e., building security, radio maintenance).

STAFF/CITIZEN INPUT

Both the City and County will solicit input from the employees of the various departments and the community (including each of the towns in Mecklenburg County).

The process for consolidation will include the establishment of:

A "Blue Ribbon" Citizens' Advisory Committee: Members will be appointed by the City Manager and County Manager. The target membership of this committee will be community leaders from large organizations (Duke Power, Royal Insurance, NCNB, First Union,...) who are knowledgeable of the dynamics of large-scale organizational change. Areas of expertise should include personnel, organizational change, and/or finance. The role of the committee will be to serve in an advisory capacity to the Joint City/County Management Steering Committee by providing input and perspective on issues and advising on the resolution of organizational and programmatic issues relating to all three consolidation efforts.

A Joint City/County Management Steering Committee: The membership of this committee includes the City Manager, County Manager, Deputy City Manager, and the Assistant City and County Managers. The role of this committee will be to sort and resolve organizational and programmatic issues relating to all three consolidation efforts. Issues relating to policy and/or service levels will be brought to the City Council and County Commission.

Employee (Staff) Task Forces: The membership of these task forces will include the employees in the departments being consolidated. The role of these task forces will be to solicit employee input, help identify organizational, programmatic and financial issues, and recommend solutions to facilitate consolidation.

Stakeholders' Task Forces: Members will be appointed by the City Manager and County Manager. The membership of these task forces will include representatives from agencies, advisory committees, Mecklenburg County towns, and other groups who have an interest in the changes being implemented. The role of these task forces will be to provide citizen input, to advise on organizational, programmatic and financial issues, and to recommend solutions which facilitate consolidation. Members of existing Citizens' Committees will be requested to serve in this capacity (i.e., City and County Parks Advisory Committees; City and County Civil Service Boards).

PROCESS AND TIMEFRAME

THE EFFECTIVE DATE TARGETED FOR THE CONSOLIDATIONS IS SEPTEMBER 1992. Both the City and County will begin working together on operational and implementation issues in each of the areas prior to the implementation date.

The consolidation process is outlined on page 17.

Consolidation "updates" will be provided for the City Council and County Commission during the joint luncheons or at other special meetings.

The County Commission and City Council will be requested to approve contracts with agencies, such as the Institute of Government and UNCC's Urban Institute, to assist in completion of this process.

INTERLOCAL AGREEMENT AND IMPLEMENTATION

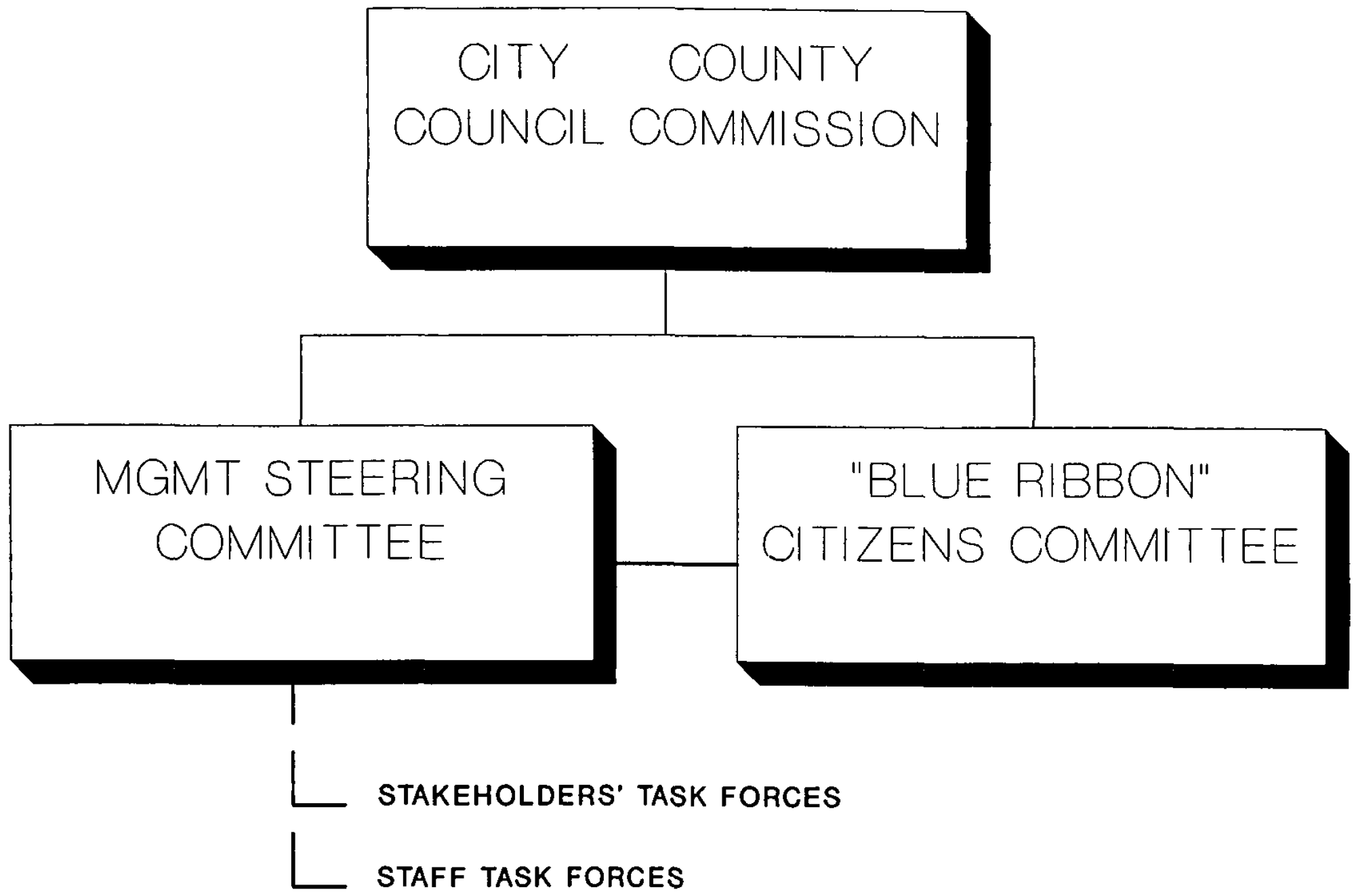
The development and approval of an Interlocal Agreement will serve as the vehicle to implement the consolidation of Police, Parks and Recreation, and Arts.

Attachment A

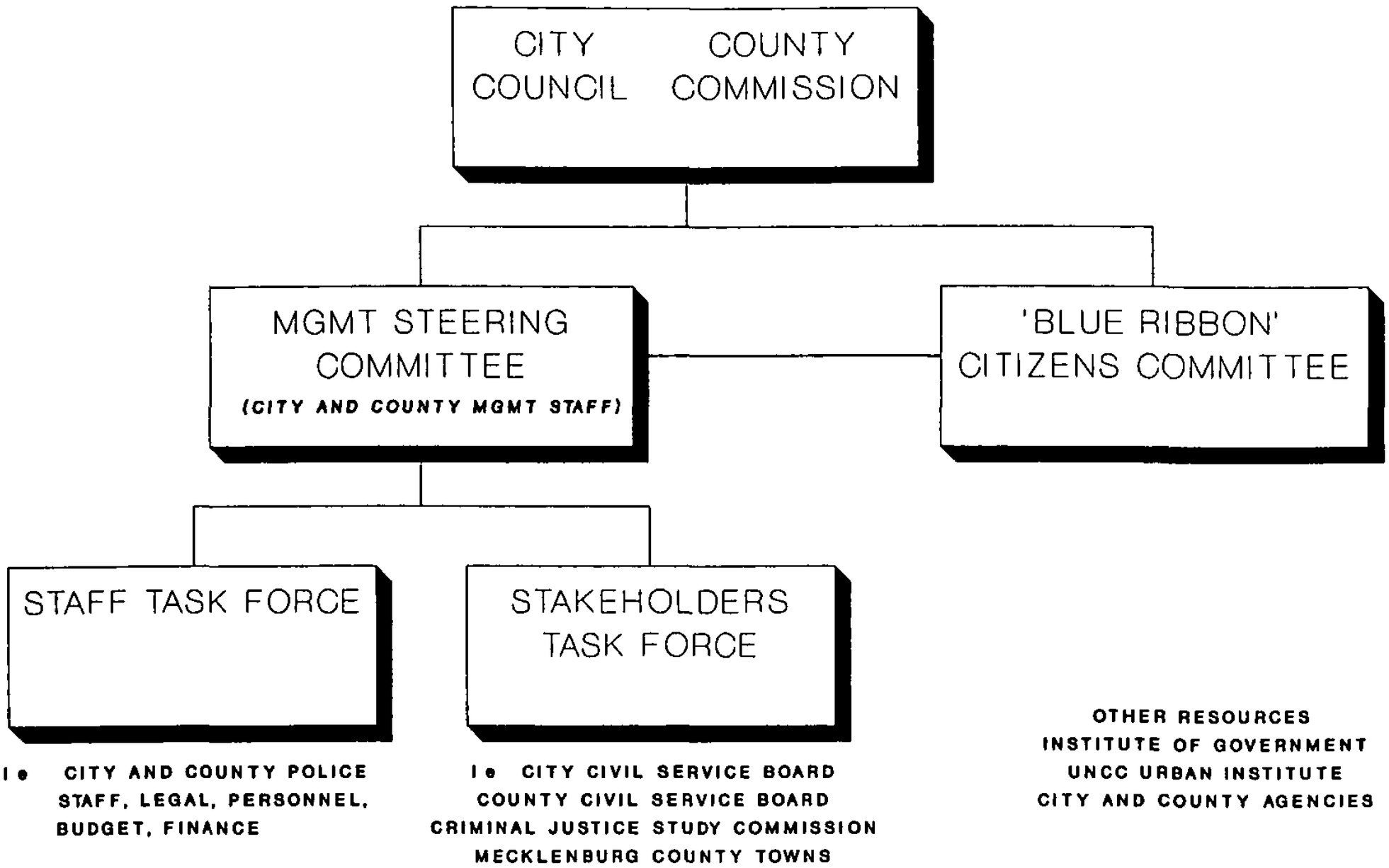
CITY-COUNTY CONSOLIDATION PLAN

ACTIVITY	EMPLOYEE TASK FORCE	STAKEHOLDER TASK FORCE	JOINT MGMT STEERING COMMITTEE	"BLUE RIBBON" CITIZENS COMMITTEE	ELECTED OFFICIALS	TIMEFRAME
1 Process Definition * Initial Issues Inventory * Define Process and Schedule	X		X			
2 Approve Consolidation Principles and Process					X	September 1991
3 Organize Task Forces * "Blue Ribbon" Citizens Committee * Employee Task Forces * Stakeholders Task Forces *Status Report*			X X X		X	October 30 days
4 Inventory Responsibilities--Resources Solicit Citizen/Stakeholder/Employee Input and Identify Issues * Organization/Personnel/Budget * Financial/Legal * Service Levels (similarities and differences)	X X X	X X X				
5 Prepare Assessment of Issues	X	X	X	X		150 days January
6 Sort/Prioritize Issues for Resolution *Status Report*	X	X	X	X	X	
7 a Define Organizational/Program Delivery Options (on issues) b Identify Impact of Options c Recommend Solutions to Issues	X X X	X X X	X	X		210 days April
8 a Define Financial Options b Identify Impact of Options c Recommend Solutions to Issues *Status Report*	X X X	X X X	X	X	X	
9 Develop Consolidation Agreement -- Highlight Policy Issues (Interlocal Agreement)	X	X	X	X		270 days June
10 Approve Interlocal Agreement					X	
11 Implementation						effective September 1992

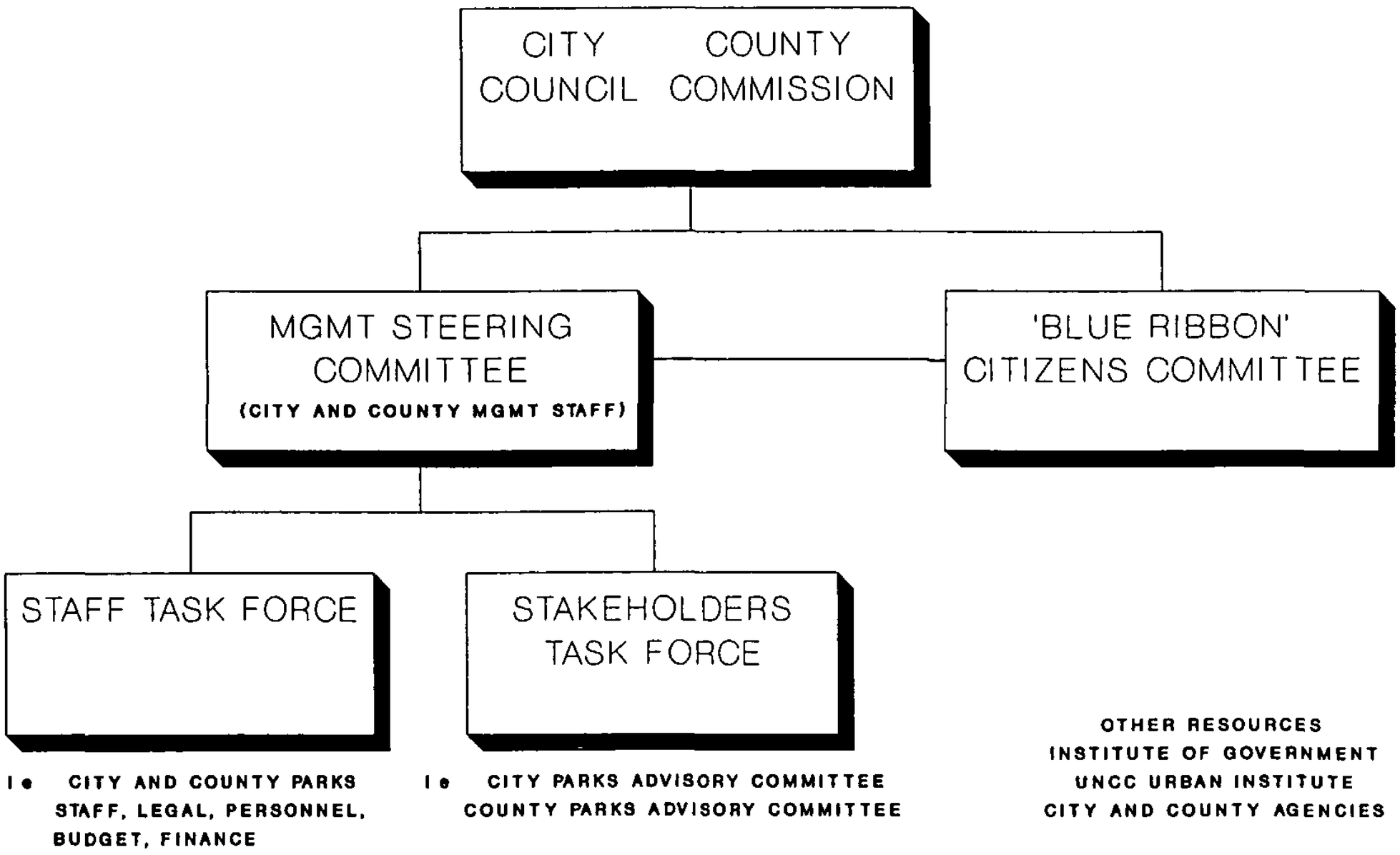
CITY-COUNTY CONSOLIDATION



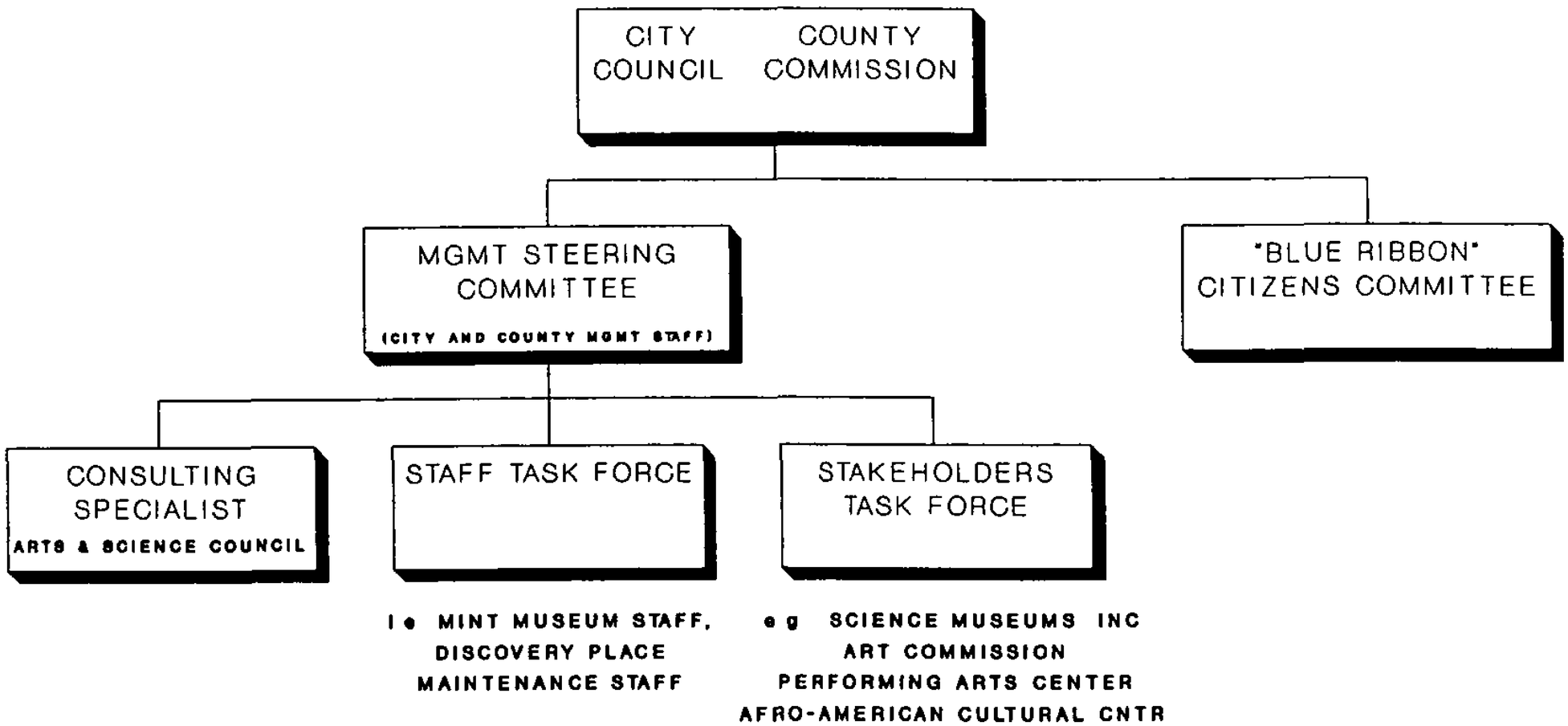
CITY-COUNTY CONSOLIDATION
POLICE



CITY-COUNTY CONSOLIDATION
PARKS AND RECREATION



CITY-COUNTY CONSOLIDATION
ARTS



OTHER RESOURCES
INSTITUTE OF GOVERNMENT
UNCC URBAN INSTITUTE
CITY AND COUNTY AGENCIES

LAW ENFORCEMENT CENTER SITE EVALUATIONS

Following the July 30 joint City-County meeting, information has been prepared in response to questions about site selection for the Law Enforcement Center.

This information is summarized below with related back-up material attached.

Site Expansion

A review of expansion feasibility for each site has been prepared by OMNI Architecture and is included on pages 2-3.

In summary, none of the sites under consideration preclude future building expansion. The square footage projections used by OMNI Architecture in the initial report were based on a 20-year forecast. If expansion beyond the 20-year timeframe is critical, then it can be included in the building program.

Operating Costs

The proximity of the Law Enforcement Center to other Criminal Justice facilities is an important operating consideration for the Charlotte Police Department. On the average, 68 officers attend court daily, 60 officers attend Grand Jury each Monday, and 21 arrested felons are walked from the Law Enforcement Center to the Intake Center daily.

The Police Department has projected the cost impact of officers' walking from each site alternative to the Courthouse, Grand Jury, District Attorney's Office and the Intake Center.

Site M reflects the highest operational cost due to its distance (1/2 mile) from the Courthouse, Grand Jury, District Attorney's Office and the Intake Center. The other sites were estimated at approximately 1/10 of a mile to those facilities, and therefore result in lower operational costs.

NOTE: Citizens also benefit from the proximity of the Law Enforcement Center to the Courthouse, Intake Center, and other government buildings. The Police Department estimates that up to 20 percent of the 48,000 yearly visitors to the Law Enforcement Center also visit other facilities in the Governmental Plaza Area.

A summary of the Police Department's operational concerns and issues related to Law Enforcement Center site selection are included on pages 4-8. An illustration of one of the cost calculations is included on page 9.

Timetable

An updated Process Time Line prepared by OMNI Architecture is included on page 10.

The Law Enforcement Center can be completed in a four to five year range once a number of decisions about site selection, consolidation and funding have been made. The Law Enforcement Center will contain specialized areas which are not conducive to fast design and construction. For reference purposes, the CMGC took 5 years to program, design, and construct.

August 14, 1991

LAW ENFORCEMENT CENTER: SITE STUDIES
EXPANSION FEASIBILITY FOR SITES C, D, M & O/E

The growth projections used in the initial report were based on a 20 year forecast.

Not knowing the direction of growth after 20 years (nor for that matter before that date), it has been assumed that for at least 20 years the Police Dept. will function as a centralized operation

At some point, as the city inevitably grows into the county, decentralization is an option, with satellite/precinct operations being established If this should occur, the 180,000 s.f. would not need expansion

If however, the operations stay centralized past the 20 year projection date, expansion of the building becomes an issue that needs to be addressed.

Generally, none of the sites under consideration preclude expansion.

SITE C & D

Both sites are basically one (1) city block. Both currently have land available to the east and/or west for purchase.

When we began this study, Site D was 1/2 - block larger and spread across Alexander Street. This land is still available and would add 88,462 s.f. for a cost of $3,440,000.00.

However, if it is felt that expansion of the building be required, this needs to be part of the program for the building.

The massing diagrams shown on boards C & D, currently show a 30,000 s f footprint six (6) stories high. Obviously, expansion can be allowed on the sites by initially building a 20,000 s.f footprint say, nine (9) stories high, leaving ample room for expansion.

Independence Center Charlotte North Carolina 28246 Phone 704 334 5383

SITE M

Initial site purchase includes a 5.95 acre tract and existing 99,300 s.f. building.

With demolition of the existing building there is room for future expansion of the LEC (We do not feel that the existing building can economically be adapted for LEC use.)

Although this site is larger than C & D, current zoning restrictions on this site require a lower density of development, i.e. setbacks are larger and parking requirements more stringent; which may require more land to accomplish the program

SITE O/E

The combination of the two sites means it is the largest overall of all the ones under consideration The city already owns most of Site E.

Limited traffic access to "O" has resulted in most of the parking being on "E", leaving ample room for expansion of the building on "O".

SUMMARY

Site Expansion	C	D	M	O/E
	Fair	**Good**	**Good**	**Optimal**

LAW ENFORCEMENT SITE SELECTION CONCERNS

The Charlotte Police Department supports the Governmental Plaza concept of all governmental buildings being in close proximity to each other. The LEC site options on E. Trade Street follow this concept and would contribute to the efficiency of City/County Government The Stonewall/Independence site option has raised the following concerns. These concerns should be reviewed prior to selection of the LEC's future site

1. The present LEC is one building in our government network of buildings that citizens and City employees rely on for information and services The close proximity of government buildings allows our citizens and other government employees convenient access to services and information where limited parking exists. The LEC has an average of 48,000 visitors a year. These visitors often use services housed in other government buildings such as the courthouse, CMGC, and jail in conjunction with visits to the LEC.

2. Charlotte Police Officers conduct a large volume of business in Governmental Plaza. Charlotte Police attend court an average of 16,320 times a year.

3. An accurate measurement of business conducted with CMGC was not readily accessible. It stands to reason that governmental buildings' close proximity is a factor.

4. Charlotte Police officers and investigators make about 7,600 to 7,900 trips to the Jail Intake Center per year in order to interview persons in custody or to incarcerate individuals. Investigators currently are able to walk prisoners to and from the Intake Center.

5. Parking is a major concern for those using the LEC and other Governmental Plaza facilities. The Intake Center has 14 spaces for police officers. The Court parking deck is used to capacity and has only 15 spaces available for police officers We believe it is inefficient and therefore unreasonable to expect officers to walk the almost ½ mile from the Stonewall Street site to court, the jail, and CMGC, particularly in inclement weather Likewise, this

is inconvenient for citizens and other government employees who use all of these facilities It is impractical for investigators to walk prisoners from Stonewall Street to the Intake Center. Sites along E. Trade Street could accommodate a tunnel for this purpose. The volume of traffic between all government facilities seems to require an LEC in proximity to the Governmental Plaza. There is inadequate parking available to accommodate officers and others visiting the Governmental Plaza

In the selection process we would stress that the Stonewall/McDowell site would contribute to the inefficiency of government. It would be unreasonable to ask all city employees, police, citizens and other agencies to walk 4/10ths to 6/10ths of a mile to conduct business in or out of the LEC Officers driving to the Governmental Plaza would contribute to current and future parking problems.

The Trade Street options would support the Government Plaza concept by on-site parking and easy accessibility to pedestrian traffic.

LEC Site Selection Communications Issues

The Police Department relies heavily on communications for its operations Included are radio and telephone communications, as well as computer data transfer Communications links currently used are telephone lines, cable, microwave and fiber optic lines Facilities in the Governmental Plaza are linked to provide an efficient exchange between City and County agencies The Police Department's communications needs will grow in the future, both in volume and technology.

The Police Department believes communications issues should receive strong consideration in the selection of any LEC site. In general terms, the greater the distance from the Governmental Plaza, the greater our communications costs will be.

The following are issues relevant to the consideration of any site:

1. Fiber Optic Loop - The City has installed a fiber optic loop connecting facilities in the Governmental Plaza area at a cost of approximately $200,000. This loop may be used for radio, telephone and computer communications. In the long term, this loop is much less expensive than installing cable or purchasing telephone lines.

   The Department intends to use this loop to provide links to both City and County computer systems. It will also link the Department's AS400 computer to the CMGC, thus providing electronic messaging and information transfer. The fiber optic loop will be used to link AFIS to the Intake Center. Currently, the Fire Department has a radio link on the LEC building which uses the loop.

   The current loop runs from the Intake Center, through the LEC and follows E. Trade Street and N. Myers Street to Fire Station 1 Thus, any LEC site along E. Trade Street could be connected to the loop with relative ease. MIS estimates that to connect the Stonewall Street site may cost as much as was expended on the current system No firm figures are available on this.

2. Telephone System - The Department currently leases approximately 200 telephone lines from Southern Bell for its Essex system Tariffs are based on a fixed charge plus charges for each ¼ mile increment

in distance from Southern Bell's N Caldwell Street office The Department is currently in the ¼ mile zone, Southern Bell's lowest rate. Any site on E Trade Street would remain in this zone. The Stonewall Street site would likely fall in the ¾ mile zone, thus raising the tariff by approximately 26% or $4,200 per year

In addition, the County Police telephones would be added to the telephone system, thus further increasing the costs.

3. Microwave Communications - The Department's 800 MgHz radio system operates from a microwave link to Motorola on I-85 at Sugar Creek Road. A direct, line-of-sight link is the best However, certain sites may require the use of a relay, as is currently used. The cost of a relay can exceed $100,000. Thus a site where a direct link may be used would best suit our radio communications needs.

4. Intake Center - Police Department communications links to the Intake Center are of vital operational importance. The volume of information exchanged and advancements in technology will create increased needs for communication links between the two facilities. In general, the closer these facilities are to each other, the lower the cost will be to provide communications links. Examples are the AFIS link with the Intake Center via the fiber optic loop and the new Digital Imaging System.

The Police Department believes our communications needs will best be served by an LEC site in proximity to the current Governmental Plaza. Listed above are concerns that are readily apparent. Others may arise as technology advances and our needs increase. Thus, the cost of our communications links as well as the system's efficiency will be enhanced by a site in proximity to the Governmental Plaza.

These are issues that the Charlotte Police Department would stress during the site selection for the new LEC. We support the close proximity of the Governmental Center in order to achieve Charlotte's goal of PUBLIC SERVICE

PEDESTRIAN TRAFFIC SURVEY

The Charlotte Police Department conducts a large volume of business with our citizens each day The Records Bureau originally reported an average figure of 48,000 visitors to the LEC each year.

The Department wanted to determine the average number of citizens that conduct LEC business in conjunction with another government facility A three day survey was formulated and conducted over a three day period Our Records Bureau documented the number of citizens entering the LEC and the number that responded they would be conducting business in another government facility.

The average number of citizens entering the LEC for a three day period was 129 The average number of citizens doing business with other government facilities (CMGC, Jail, Courthouse & Old Courthouse) was 21 Based on the three day survey it was determined that 16.27 percent of our visitors did business in other areas of the Governmental Plaza.

Our Records Bureau confirms that these figures were low and not indicative of a normal days business With this fact in mind the Department made an assumption that 16 to 20 percent of our visitors utilize other government facilities in conjunction with the LEC This means that up to 9,600 citizens use the LEC in conjunction with other government facilities

It is our opinion that a significant number of citizens rely on the close proximity of government buildings in the Government Plaza. The future site of the LEC will impact public service of the Governmental Plaza

EXAMPLE:
OPERATING IMPACT
COST CALCULATION

The Charlotte Police Department has determined the following to be accurate based on an average hourly salary rate and an average of officers attending court. Fiscal Affairs reports that $18.75 is the average hourly salary (including fringe benefits). Court Liaison reports that an average of 68 officers attend court daily

In order to get an accurate walking time an officer walked from each site option to the courthouse He then documented the time based on a conservative pace.

$18.75 an hour breaks down to 31 cents a minute

Site O — Court Plaza
N. McDowell & Elizabeth Ave.

Distance: 1/10 of a mile to courthouse

Walking Time	Pay For This Time	Ave # Officers Attend Court	Total Cost
3 min. one way	$ .93	68	$ 63 24
6 min. round trip	$1.86	68	$126.48

240 (Court Days) X $126.48 = $30,355 a year

Site D — Executive/Equity Bldg.
E. Trade & Davidson

Distance: 1/10 of a mile to courthouse if Alexander St. remains open

Walking Time	Pay For This Time	Ave # Officers Attend Court	Total Cost
3 min one way	$ .93	68	$ 63.24
6 min round trip	$1.86	68	$126.48

240 (Court Days) X $126.48 = $30,355 a year

Site M — E. Independence Plaza
700 E. Stonewall St

Distance: 5/10 of a mile to courthouse

Walking Time	Pay For This Time	Ave # Officers Attend Court	Total Cost
12 min one way	$3 72	68	$252.96
24 min. round trip	$7 44	68	$505.92

240 (Court Days) X $505 92 = $121,420.80 a year.

omni architecture

L.E.C SITES
PROCESS TIME LINE (In months)
(Revised 08/09/91)

	C	D	O/E	M
SITE PURCHASE OPTIONS/ CONSULTANT SELECTION	5	5	6	5
PROGRAMMING	3	3	3	3
APPROVALS	1	1	1	1
SCEMATIC DESIGN	3	3	3	3
APPROVALS	2	2	2	2
DESIGN DEVELOPMENT	4	4	4	4
APPROVALS	1.5	1	1	1
CONSTRUCTION DOCUMENT	6	5.5	5.5	5.5
BUILDING CODE REVIEW/ APPROVALS	3.5	3	3	3
BIDDING	2	2	2	2
AWARD	1	1	1	1
SITE PREP/EXCAVATION	2	4	4	2
CONSTRUCTION (ASSUME THAT UTILITIES CAN BE BROUGHT TO SITE CONCURRENTLY)	16-22	16-22	16-22	16-22
OWNER'S EQUP./SYSTEMS	1	1	1	1
OCCUPY/MOVE-IN	1	1	1	1
TOTALS	52-58	51-57	52-58	505-565

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