

---

**RESPONSIBLE  
RESPONSIVE  
GOVERNMENT**

**The Report of the  
Charlotte-Mecklenburg Charter Commission  
on the Plan for**

**THE CONSOLIDATED GOVERNMENT  
OF CHARLOTTE AND  
MECKLENBURG COUNTY**

Published by the  
Charlotte-Mecklenburg Charter Commission  
Charlotte, North Carolina  
1971

## PREFACE

This report of the Charlotte-Mecklenburg Charter Commission is one of two documents reflecting the work of the Commission since its formation in April of 1969.

The texts of the recommended charter for The Consolidated Government of Charlotte and Mecklenburg County and of companion legislation necessary to its establishment are being published separately.

Requests for additional information or copies of the Commission's publications should be directed to the office of the Charter Commission at 400 East Second Street, Charlotte, N. C. 28201. Information and copies of some of the reports may also be secured from the Institute of Government, the University of North Carolina at Chapel Hill, Chapel Hill, N. C., 27514.

Charlotte, North Carolina  
January 26, 1971

# THE CHARLOTTE-MECKLENBURG CHARTER COMMISSION



Jones Y. Pharr, Jr.



William Hugh McEniry



Roy T. Fortner



Wallace S. Osborne



Dr. Elizabeth Corkey



Jack G. Crump



J. E. Wayland



Charles H. Funderburk



Mrs. Louise Brennan



William I. Ward, Jr.



Joseph W. Grier, Jr.



Arthur H. Jones



V. Rietzel Snider



Mrs. Kathleen Crosby



Fred D. Alexander



G. Randolph Babcock

**Ex Officio Members Not Shown :**

**Dr. James G. Martin, Chairman, Mecklenburg Board of Commissioners**

**John M. Belk, Mayor, City of Charlotte**

## CONTENTS

I.	Letter of Transmittal .....	1		Special Conferences .....	30
II.	Why We Should Consolidate:			Personnel Administration .....	30
	A Plan for Now and for the Future .....	3		Planning .....	31
	Consolidation is Better for Today .....	3		Special Powers .....	32
	Consolidation for the Future .....	4		Historic Preservation .....	32
	The Advantages for All Citizens .....	5		Architectural and Design	
III.	From Now Until Consolidation .....	7		Review Board .....	32
IV.	How We Now Govern Ourselves .....	8		Prohibiting Discrimination .....	32
	The General Picture .....	8		Public and Rapid Transit .....	32
	The People .....	9		Social Service Activities .....	32
	Finances .....	10		Elections .....	32
	Staffing .....	14		Open Meetings .....	32
	General Structure of Local Government .....	14		Service Districts .....	33
	Mecklenburg County .....	15		Allocation of Revenues .....	33
	Charlotte .....	17		County-Wide Allocations .....	34
	Cornelius .....	20		Urban Service District Allocations .....	34
	Davidson .....	20		Shared Allocations .....	34
	Huntersville .....	21		Allocation of Expenditures .....	34
	Matthews .....	21		Illustrative Budget .....	34
	Pineville .....	21		Budgeting .....	36
	History of Governmental Corporation			Tax Limits .....	36
	and Steps Toward Consolidation .....	22		Debt Limits .....	37
V.	The Proposed Plan of Government .....	25		Board of Equalization and Review .....	37
	Council .....	25		Continuing Municipalities .....	37
	Mayor .....	25		Transition .....	38
	Consolidated Administration .....	27		Establishment of the New Government .....	38
	Chief Administrative Officer .....	27		Changes in the Form and	
	Administrative Organization .....	27		Structure of Government .....	38
	Board of Education .....	27		Charter Revision Commission .....	38
	Sheriff and Register of Deeds .....	28		Origin of the Proposed Plan .....	39
	Operating Boards and Commissions .....	28		VI. This Better Plan .....	40
	Public Health .....	28		APPENDIXES .....	41
	Social Services .....	28		A. Council Electoral Statistics	
	Auditorium-Coliseum .....	28		and Maps .....	41
	Housing Authority .....	29		B. Legislation Establishing	
	Public Library .....	29		Charter Commission .....	56
	Parks and Recreation .....	29		C. List of Charter Commission	
	Redevelopment Commission .....	29		Studies and Reports .....	60
	Veterans' Recreation .....	29		D. Public Hearings of the	
	Hospital Authority .....	29		Charter Commission .....	62
	Drainage Commission .....	29		E. How the Commission Went	
	State-Local Agencies .....	29		About Its Work .....	64
	Advisory Boards and Commissions .....	30		F. Special Consultants to the	
	Technical and Regulatory Agencies .....	30		Charter Commission .....	66
	Associated Agencies .....	30		G. Staff of the Charter Commission .....	66

## TABLES, MAPS AND CHARTS

Table I. Population of Mecklenburg County and its Municipalities, 1850 to 1970, and Their Areas in Square Miles, 1970 .....	10
Table II. Mecklenburg County Budgeted Expenditures, 1970-71 .....	12
Table III. Mecklenburg County Budgeted Revenues, 1970-71 .....	12
Table IV. Budgeted Expenditures of Municipalities in Mecklenburg County, 1970-71 .....	13
Table V. Budgeted Revenues of Municipalities in Mecklenburg County, 1970-71 .....	13
Table VI. Budgets of Local Governments in Mecklenburg County .....	14

Table VII. Local Governmental Employment in Mecklenburg County, 1970 .....	14
Chart 1. Mecklenburg County Fiscal Organization .....	16
Chart 2. Organizational Chart — City of Charlotte .....	19
Chart 3. Proposed Organization for The Consolidated Government of Charlotte and Mecklenburg County .....	26
Map A. Mecklenburg County and Its Municipalities .....	11
Map B. Twelve Council Electoral Districts .....	55
Maps 1-12—Individual Council Electoral District Maps .....	48

## CHAPTER I. LETTER OF TRANSMITTAL

*To the Citizens of Mecklenburg County:*

Recognizing that responsible, responsive, representative, and economical government is the desire and the right of all citizens of a democracy, we submit this report for your information; and we submit its companion implementing document, The Charter for The Consolidated Government of Charlotte and Mecklenburg County, for your approval in the earnest belief that this new form of self-government will benefit every citizen of Mecklenburg County.

As members of the Charlotte-Mecklenburg Charter Commission, we have worked on the charter since we were appointed in April of 1969. We have studied thoroughly and fully every aspect of government within Mecklenburg County. We have held more than 100 public hearings and other public meetings to determine the form of consolidation that will most effectively and efficiently serve the citizens of Mecklenburg.

The charter we offer now for your study and adoption is that form of government. It is fair. It is responsible. It is representative. It is responsive. It is economical. It is organized to eliminate the duplications and conflicts inherent in the simultaneous efforts of seven separate governments trying to serve many of the same people in different ways. It is recognition of the unquestionable fact that there is only one constituency for those who govern Mecklenburg and that constituency is every Mecklenburg citizen. It is based on the knowledge that there is only one source of financial support for governmental activities in Mecklenburg, and that source is all Mecklenburg taxpayers. It embraces the equitable premise that services performed by the government of Mecklenburg should be paid for by those citizens for whom they are performed.

The charter offers, for citizens of Mecklenburg, a form of government designed to help us in defining our problems and structured to permit us

to solve our problems together in a fair, open, representative, and democratic government.

We wish we could say this is a perfect document. We wish we could say it will provide a government that can solve all problems. In candor, we cannot. We offer this document, instead, with the realization that it is marked by some of the compromises of pragmatism, with the knowledge that it contains some of the defects of habit and tradition, and with the fear that it evidences the insufficient wisdom that afflicts even the best-intentioned and most meticulous minds. We offer it, too, with the knowledge that the quality of government is less dependent upon form than upon wise decisions by fully informed citizens who demonstrate constant concern about and who are frequently participants in their own good government.

But we offer this charter, this new and exciting prospect of better government, in the firm belief that it is a workable, flexible plan that will enhance the opportunities for the rational men and women of Mecklenburg to live in peace and harmony together, sharing the benefits of this good county's abundance and sharing the challenges of tomorrow that are ours because we have the good fortune to be citizens of this great county.

Each of us is grateful for the opportunity that the work of this Commission has provided. We have learned about local government, here and elsewhere. More important, we have learned about the good people of Mecklenburg County, about their deep desire for a representative and responsive government that will listen to them and act with them, that will at the same time lead and follow them to a community in which every citizen feels part of his government and his government feels responsible to every citizen.

As we are commanded to do by Chapter 67 of the 1969 Session Laws of the General Assembly of North Carolina, we submit this report and the



accompanying Charter for The Consolidated Government of Charlotte and Mecklenburg County to the citizens of this county for their considered action.

We do so in the firm belief and with the deep conviction that its adoption will bring a new era of responsible, responsive, representative, and economical government, that its adoption will open avenues of participation to all citizens throughout Mecklenburg in a fair and open gov-

ernment in which citizens of today and tomorrow will take pride in knowing that it is their government — The Consolidated Government of Charlotte and Mecklenburg County.

Respectfully submitted,

Jones Y. Pharr, Jr., Chairman  
for the Charlotte-Mecklenburg  
Charter Commission

## CHAPTER II. WHY WE SHOULD CONSOLIDATE: A PLAN FOR NOW AND FOR THE FUTURE

The plan for The Consolidated Government of Charlotte and Mecklenburg County is designed to work well in Mecklenburg County as we know it today. It also is flexible enough to work well for a future that we cannot predict but should try to foresee.

Consolidation is desirable now simply because it is a better form of government than the multiple forms of overlapping governments we have now. This form of government provides all Mecklenburg citizens a way to share the unity of purpose needed to solve problems we have now and problems we can now foresee.

### Consolidation Is Better for Today

Today, citizens of Mecklenburg County support seven different governments—the governments of Mecklenburg County, the City of Charlotte, and the towns of Cornelius, Davidson, Huntersville, Matthews and Pineville. All citizens support the government of Mecklenburg County. More than two-thirds of Mecklenburg's citizens (those who live in the City of Charlotte) support a second level of government. Five other groups of Mecklenburg citizens (those who live in the smaller municipalities) also support their own municipal governments.

Some of the services provided by these governments are coordinated, and some are not. All citizens, for example, support the county functions of education, public health, social services, and similar activities, and all citizens receive directly or are equally eligible to benefit from these services.

For other functions, however, there are different, sometimes uncoordinated, and sometimes competing efforts to provide the same types of services. Municipalities provide garbage collection and disposal services, for example. The need for pick-up service is not yet uniform throughout the county, but the need for a solution to the problem of garbage disposal is one that involves all Mecklenburg citizens. Consolidation will provide the avenue for a common effort.

The need for water and sewer services is growing. These services are recognized by every citizen of this county as vital to the residential as well as commercial and industrial development of the county. Yet today all seven governments in the county are engaged in varying degrees in providing these services, but without coming together to achieve a mutual direction of purpose. Moreover, different citizens pay varying shares of the cost of developing water and sewer services. Some citizens (those who live in Charlotte) through their monthly bills pay 100 per cent of the cost of the water and sewer system that serves them, and at the same time they pay through their county tax rate to help develop a system for the unserved county area. Some other citizens (those in the unincorporated area of the county who are not served at all) pay through their county tax rate for the development of a system that does not yet serve them. Still others in the unincorporated area pay double water and sewerage rates. Residents of Cornelius, Davidson, Huntersville, Matthews, and Pineville pay not only a share of the cost of developing a county system but also for their own town systems. Consolidation will provide an avenue for building a single, well-planned system to serve all the developing areas of the county, and it will permit a financing plan to be developed that will let those who are served pay in a fair manner.

Other examples of multiple and duplicative efforts are readily available. Six units of government build and maintain streets. Seven units levy taxes that are paid by various Mecklenburg citizens at six different places. Seven units have final authority to zone for land uses, and six governing boards have final authority to zone land in areas outside the jurisdiction from which they are elected. Although law enforcement, ranging from directing traffic to arresting criminals, is a concern of all Mecklenburg citizens alike, seven different police forces under seven different units of government now try to grapple with this common problem. There is a desperate need

for common recreational facilities throughout the entire county, yet five different governments operate park or recreational programs. Five units of government have building inspection programs. Six governments maintain or contribute to the maintenance of fire departments, and there are twenty-four different fire departments in Mecklenburg County (which are served by two different communication systems).

This multiplicity of effort and this commonality of purposes illustrate dramatically that many needs of Mecklenburg citizens have outgrown the governmental structures now providing them. These diverse efforts in these common areas of activity also illustrate graphically that there is overlapping, that there is duplication, and, despite the best efforts and intentions of the people who actually perform the services, that there is some waste because of the governmental structures themselves which we have built or merely let grow over the years.

Although our present governments are well run and capably administered by dedicated and devoted public servants, the governments themselves, by their very forms and structures, are largely the result of evolution and habit. We have complicated them by tacking on various arrangements arrived at too often on the spur of the moment and as the result of the need to deal with competing and conflicting influences and purposes. And we have not always struck equitable bargains for all taxpayers with these arrangements.

The plan for the Consolidated Government of Charlotte and Mecklenburg County recognizes the common purpose of all Mecklenburg citizens. It recognizes the need of all citizens to have a voice in a government capable of serving them in the manner in which they are willing to pay to be served.

Of necessity, the plan is different from the plans of the governments we now have, but it has many familiar elements. It recognizes that we have learned from the past experiences of our governments, and it preserves what we have found valuable. The plan does contain some changes, but they are not merely for the sake of change. They are changes weighed carefully after long study and debate, and they will improve the quality of government and opportunity for every Mecklenburg citizen to participate more directly and more effectively in his government's decisions.

Our problem is to design a government that will serve us well today and tomorrow. This plan for

consolidation is practical for today, and it is flexible for tomorrow.

### Consolidation for the Future

The histories of our present local governments (discussed in detail in Chapter IV) show clearly that change has been the constant factor. The people of Mecklenburg have changed over the years, and they have often changed their forms of government in an effort to be served better.

The first section of this chapter cites the reasons for the need for change now. The future also needs to be considered. If our present forms of government have shortcomings we can perceive now, it is likely that in the future those shortcomings will become more serious and the needs of more and more citizens will be less and less well served.

The Charter for The Consolidated Government of Charlotte and Mecklenburg County cannot be called visionary. It can, however, be called a document flexible enough to provide for the change that we know the future will bring.

On March 10, 1970, William E. McIntyre, director of the Charlotte - Mecklenburg Planning Commission, said to members of the Charter Commission:

By the year 1995, the population of Mecklenburg County will reach an estimated 780,000, and thus will increase on the average of 168,000 persons each decade.

What does all of this mean? It means some major changes are ahead for the community—changes that the new government will have to cope with—changes that indicate the magnitude of the scale of the planning that will be required, and changes that indicate the scope of physical development that will have to be managed.

During the last decade, facilities and services in the city and county had to be expanded to meet the needs of an additional 90,000 persons. In the coming decades these facilities and services will have to be expended to meet the needs of an additional 420,000 persons over the [nearly] 360,000 we have now. This means that in order for the community to meet the needs for housing alone, an additional sixty square miles of residential neighborhoods will have to be built, along with the accompanying services required, streets, sewers and water needs. The demand for more open space and recreational facilities may pyramid. The total city [of Charlotte] is now approximately 74 square miles. Elected officials will have to represent twice as many citizens and the administrative and services agencies of government will also have twice as many people to serve—in effect, the equivalent of an entire new city.

Not 100 schools for 85,000 children, but 200 schools for 170,000 children. Not an urban center

in Mecklenburg covering 75 square miles, but a center or centers covering more than 150 square miles. Not annual budgets of about \$100,000,000, but (even if prices remain constant) budgets reaching toward \$200,000,000 each year.

Prospects for growth and change need not be delineated in detail for it to be abundantly clear that the citizens of this county should organize themselves in a manner that will provide for the most efficient use of all their resources and permit the use of all their public energies in planning and operating a single, well-run government that serves all citizens fairly, openly, and representatively.

If Mecklenburg had the prospect of becoming a declining or even a stagnant community, perhaps there would be little need for more than minor changes. But the last 30 years especially have shown that major change in the forms of growth and the types of services citizens expect their governments to perform cannot be dealt with adequately through minor changes in governmental structures. And Mecklenburg is not declining, nor is it stagnant. Mecklenburg is alive, dynamic, growing, and changing. Its government must be as alive, as dynamic, as capable of growth and change as its citizens.

That government should be one—The Consolidated Government of Charlotte and Mecklenburg County—single, consolidated, flexible, and planned to allow for changes that must take place as population doubles and our needs for governmental services evolve.

The plan for 12 councilmen elected from equal population districts promises representation of the diversity that is inherent among a group of citizens who number more than 354,000, as Mecklenburg citizens now do, and it promises that no citizen will be left without a voice at his community's council table. The plan for six council members elected at large provides the balance, the attention to over-all, community-wide concerns that need to be carefully watched over in the years to come. The plan for a full-time mayor as a leading force in the government and the community it serves will provide efficient administration under the direction of a top elected official sensitive to the needs of all citizens alike. The plan for a chief administrative officer assures economy and efficiency as well as the respect of other specialists which the presence of a thoroughly professional manager provides. The plan for the election of the mayor and all councilmen in

partisan elections provides a process that will sharpen issues, cause candidates to make their positions clearer in campaigns, and permit voters to know more about the direction their government is likely to take before they make their choices at the polls.

### The Advantages for All Citizens

Consolidation now will benefit all of Mecklenburg's citizens. One of the most important benefit will be that for the first time the community's resources can be allocated on the basis of priorities arrived at by full participation of all citizens of the county.

While the fiscal explanation that the Charter Commission is making in other sections reflects only what the Commission believes would have been the case had consolidation been in effect during this budget year, the formula required for cost allocations and tax responsibilities will permit only those citizens who are served to be charged through their taxes for those services. This arrangement is not now possible with seven different governments and cost-sharing formulas of different proportions among governments.

Thus, one of the important principles involved in consolidation is tax equity for all Mecklenburg citizens.

Those who live in the unincorporated area of Mecklenburg County do so largely because they want to live away from a concentrated urban center like the present City of Charlotte. That is an understandable choice, one that every citizen should be free to make for a long time to come. Nevertheless, many citizens of the unincorporated area have jobs in or dependent upon the economy of Charlotte; they shop in Charlotte, and they use its streets, police force, and other facilities in their frequent visits to civic, cultural, and other events in Charlotte. Thus, the quality of life in Charlotte is a direct and important influence on the lives of the citizens of the unincorporated area of Mecklenburg. And, from a legal standpoint, some of them in developed areas adjacent to Charlotte are or soon will be subject to annexation by Charlotte. Yet, with all these interdependent relationships, a citizen of the unincorporated area of Mecklenburg can have no direct voice in decisions within the city. Consolidation will permit all Mecklenburg citizens, regardless of where they live (including those in smaller municipalities that retain their present town governments) to vote in elections for mayor of the consolidated

government, for their own district councilman, and for the six at-large councilmen who will serve on the 18-member governing body. It will eliminate, for example, the present situation in which citizens living within Charlotte's zoning perimeter are subject to the final decision of a council elected only by voters living within the city limits. Consolidation recognizes that all Mecklenburg citizens have common interests and provides a way for all citizens to participate through a single government in the decisions about the full range of choices that affect the quality of life in the entire county, not in only one part of it.

Citizens of Charlotte also will benefit from consolidation. Under the recommended approach to the sharing of costs and revenues, Charlotte citizens will no longer have to pay two-thirds of the cost of a county police force that serves only the area outside the city. They will not have to bear the full cost of original construction bonds for Charlotte Memorial Hospital, which is now used by all Mecklenburg citizens. But, beyond these changes in cost responsibility to achieve tax equity in relation to services, Charlotteans will also have a fuller and stronger voice not in a separate city government, but in the whole, single government for the entire county. The equal population district plan for election of councilmen will mean that many urban neighborhoods now without a direct voice in either city or county government will achieve one. (The same is true for residents of many sectors of Mecklenburg County now outside the city. Unincorporated area residents

not only lack a voice in Charlotte's government because of the two separate governments, but in many instances they also lack a direct voice in the present county government.)

Citizens of Cornelius, Davidson, Huntersville, Matthews, and Pineville, many of whom have a justifiable and high regard for the performances of their own local governments, will also benefit. Not only will they gain a stronger voice through the district plan in the single, over-all government, but also they will have choices that can result in substantial tax reductions within the towns. (Details are on pages 34-35.) This plan, drawn with the aid and full participation of one representative from each of the smaller municipalities (who together, make up one-third of the Charter Commission membership), deals carefully and considerately with smaller municipalities, and the legislation under which the Commission worked also required that the choice of consolidation or separate municipal status be left to voters in each smaller municipality. In short, the powers of the smaller municipalities are fully preserved. As a result, the choices open to their citizens are broadened by consolidation.

The proposed consolidation is a plan for one government for one people. It is a plan with advantages of representation and fair taxation for all citizens—for citizens of the unincorporated areas of the county, for citizens of these areas that may soon be annexed to one of the municipalities in the absence of consolidation, for citizens of the smaller towns, and for citizens of Charlotte.

## CHAPTER III. FROM NOW UNTIL CONSOLIDATION

When the voters of Mecklenburg County approve the plan for The Consolidated Government of Charlotte and Mecklenburg County on March 22, 1971, they have but seventeen months to wait for its implementation.

The first referendum, one in which all registered voters in the county will be eligible, will settle the major question: Shall the government of Charlotte be consolidated with the government of Mecklenburg County?

When that question is answered, then the question of the status of each of the five smaller municipalities in Mecklenburg will remain. Basically, it will be: Shall the town retain its present form of separate government or be consolidated with The Consolidated Government of Charlotte and Mecklenburg County? The voters in each of Mecklenburg's smaller municipalities will decide that question for themselves in separate votes to be held within 120 days of the first referendum. (Voters in the smaller towns will, of course, be eligible to vote in the first referendum as voters of Mecklenburg County.) Since the effective date of consolidation itself will still be about a year away when residents of the smaller municipalities vote and since the choices are clearly spelled out in the charter itself, voters in the smaller municipalities will know what they are choosing and be able to make that choice well before any change that will take place as a result of consolidation.

Upon approval of the plan on March 22, a special Consolidation Transition Commission will be formed. Its members will be the chairman of the Mecklenburg Board of County Commissioners, a member of the Board of County Commissioners from the minority party, the mayor of the City of Charlotte, and the mayor pro tempore of the City of Charlotte. These four officials, together with others whose aid they may request, will be responsible for planning the orderly transition from the present governments to the new consolidated government.

Mecklenburg commissioners elected in November, 1970, to two-year terms will continue to serve those terms until the effective date of consolidation. Charlotte councilmen and the mayor to be elected in May, 1971, will also continue to serve

their terms until the effective date of consolidation.

The effective date of consolidation will be August 15, 1972. At that time, the terms of Charlotte officials, officials of any of the smaller towns whose citizens elect to merge their town government with the consolidated government, and Mecklenburg commissioners will end, as provided for in the charter.

Before that time, however, a special election will be held to choose members of the 18-member council for the consolidated government and the mayor.

The primary for the first consolidated council and mayor will be on Monday, March 13, 1972. In this primary, each party will select candidates for councilmen in each of the twelve council electoral districts, for the six councilmen at large, and for mayor. The general election to determine who will hold these first offices will be on Monday, April 24, 1972. All registered voters of Mecklenburg County will be eligible to seek an office. Any citizen may run for mayor or for councilman at large, regardless of where he lives. Any voter within a given electoral district may run for district councilman from the district in which he lives. Elected officials holding office at the time of the first elections for the consolidated government will be eligible to run for offices in the new government.

After the election in March, 1972, the newly elected officials will have until August 15, 1972, to study and plan their work in office. The Charlotte council and the Mecklenburg commissioners, continuing in office until August 15, 1972, will adopt separate budgets between July 1 and August 15, 1972, knowing that the budgets will be administered by the consolidated government and by the consolidated council.

The consolidated council and mayor will take office on August 15, 1972; on the same day the terms of Charlotte city councilmen and Mecklenburg commissioners will end. On that day, the governments of the City of Charlotte and Mecklenburg County will have become The Consolidated Government of Charlotte and Mecklenburg County.

## CHAPTER IV. HOW WE NOW GOVERN OURSELVES

### The General Picture

Local government in Mecklenburg County follows the pattern found elsewhere in North Carolina. It is one example of the general state approach in providing for the needs of citizens through state and local action.

Local governments are created by the state, and the functions, powers, finances and organization of local governments are necessarily related to the companion role played by state government. What the state has done directly and what has been accomplished through various types of local governments has changed often over the years. It has been suggested that ten characteristics define the outlines of the pattern of government in North Carolina today.<sup>1</sup>

1. Primary state responsibility for the financing of education and highways. Throughout the nation these two functions are the major areas for state and local expenditures, and in North Carolina the state government raises a major share of the funds for them.

2. People services, at the local level, are primarily a responsibility of county government. In this classification are education, health and hospitals, and public welfare. In North Carolina these are state and county responsibilities; municipalities have only limited involvement with health and hospitals and none with education and welfare. In many states, these functions are in part a municipal responsibility.

3. Municipal governments have primary responsibility for providing the higher levels of fire protection, law enforcement, refuse collection and disposal, streets, and other services needed in urbanized areas. Special districts are seldom used.

4. County governments have been given extensive authority to provide "municipal type" services where they are needed—water, sewerage, refuse collection and disposal, recreation, and the like. County governments may now provide all the major services except streets and highways.

5. Extensive authority to regulate and direct urban growth and development. Both counties and municipalities possess extensive powers to regulate land use and development, including, for cities, extraterritorial jurisdiction.

6. Flexibility in city-county relationships and arrangements. Cities and counties may, in fact, undertake almost any arrangement for joint action that local governing bodies may approve.

7. A model system for major thoroughfare planning. The state and the individual cities, the two units with street and highway responsibilities, jointly adopt major thoroughfare plans for each city and its surrounding area.

8. A less regressive and more responsive state-local revenue system than most states have — the result of heavy reliance on state financing, relatively heavy use by the state of individual and corporate income taxes, and concomitant relatively lower use of the property tax by local governments. The general sales tax is a major source for state government and may become one for local governments.

9. Comprehensive and effective municipal annexation procedures. Nationally, North Carolina municipal annexation laws have been cited as a model since their adoption in 1959. They embody the principle that when an area becomes urbanly developed it should be part of an incorporated municipality within the pattern of government adopted by the General Assembly for the state.

10. Reliance on general-purpose local governments: cities and counties. To a much greater extent than in most states, local governmental functions and activities in North Carolina are vested in the two local governmental units: cities and counties. Special districts are only rarely used. Mecklenburg County, for example, has no special units with separate taxing powers. Only the county government and the six municipalities have the power to impose taxes.

Furthermore, the division of functions and responsibilities at the local level between counties and municipalities has generally been clear, and the inequities in taxation found in many states

1. Warren J. Wicker (editor), *Materials on Municipal Government in North Carolina* (Chapel Hill: Institute of Government, 1969), pp. 13-16.

do not exist to any great degree in most North Carolina counties. Paradoxically, the inequities in Mecklenburg are probably the greatest in the state because of the outstanding police services provided by the county government in areas outside the municipalities — and financed from county-wide revenues.

This, then, is the general distribution of functions and responsibilities between the state and local governments in North Carolina today. And because of the primary reliance on municipalities and county governments, the proposed plan of consolidation, which would merge these in Mecklenburg, may be accomplished with less change and modification of structures than would be possible in most metropolitan areas of the county, where responsibilities are divided among many more units of governments.

To summarize, the chief functions and offices of Mecklenburg County today are:

Education	Law Enforcement
Public Health	Libraries
Hospitals	Mental Health
Public Welfare	Agricultural Extension
Sheriff	Register of Deeds

The County is also involved in planning, civil defense, recreation, fire protection, animal control, refuse disposal, water and sewerage, drainage, watershed improvement, inspection, zoning, subdivision regulation, and a host of administrative functions necessary in rendering services: personnel, appraisal of property, tax collection, and the like.

The major functions of the municipalities in the County are:

Streets	Traffic Engineering
Sidewalks	Inspections
Refuse Collection and Disposal	Cemeteries
Law Enforcement	Street Lighting
Fire Protection	Housing
Water and Sewerage	Hospitals
Airport	Parks and Recreation
Auditorium-Coliseum	Redevelopment

The municipalities are also involved in regulating, land use and development; in the necessary staff services of personnel, accounting, purchasing and the like; and in special programs like Model Cities and the development of a municipal information system. In addition, four of the smaller towns have electric distribution systems; and Pineville operates a telephone system.

In undertaking all of these functions and activities, the county and municipal governments operate under laws and regulations adopted by the state or in accordance with federal laws and regulations. Many programs are jointly financed by the local governments, or by state and local governments with federal assistance. As Chapter V of this report explains, the proposed plan of government does not change the relationship of local governments to the state or federal governments; it only alters the local governmental structure and arrangements.

### The People

Governments exist to help people meet their public and joint needs. No governmental unit or organization has needs of its own. All are agents of the people and should be organized and reorganized when necessary to serve the people better.

The people to be served by local government in Mecklenburg County now total more than 354,000. The number has been increasing, and even more growth is expected in the future. Table I shows the populations of the County and the six municipalities since 1850—or since their incorporation, in the case of the smaller municipalities. Charlotte was the only incorporated place in Mecklenburg before 1850, and reports on its population by the Census are not available before then except for 1800, when its population was reported as 122. The Census for 1800 reported Mecklenburg's population at 10,439, but the boundaries at that time included part of what are now Union and Cabarrus counties. The present boundaries were not reached until 1842, and therefore the 1850 Census is the first for Mecklenburg's current boundaries.

Municipal populations are expected to grow along with the county's. North Carolina's annexation laws anticipate the expansion of municipal boundaries as land is urbanly developed. All the municipalities were incorporated as circles, squares, or rectangles of land. The map on page 11 shows their present boundaries and indicates the effect of annexation since their original incorporation. No studies of annexation possibilities for areas around the smaller towns have been made, but the Charlotte-Mecklenburg Planning Commission has projected future annexations for the City of Charlotte (in the absence of consolidation). It estimates that by 1976 about 17 square miles including 15,000 to 20,000 people will have been annexed to Charlotte. The six municipalities now include about 15 per cent of the



**TABLE I.**  
**Population of Mecklenburg County and Its**  
**Municipalities: 1850 to 1970, and Their Areas**  
**in Square Miles, 1970**

Year	Charlotte (Incorporated 1768)	Cornelius (Incorporated 1905)	Davidson (Incorporated 1879)	Huntersville (Incorporated 1873)	Matthews (Incorporated 1879)	Pineville (Incorporated 1873)	County (Incorporated 1762)
1850	1,065						13,914
1860	2,265						17,374
1870	4,473						24,299
1880	7,094		391		191	300	34,175
1890	11,557		481	431	335		42,673
1900	18,091		904	533	378	585	55,268
1910	34,014	833	1,056	591	396	688	67,031
1920	46,338	1,141	1,156	833	310	650	80,697
1930	82,675	1,230	1,445	800	454	1,108	127,971
1940	100,899	1,195	1,550	763	486	1,144	151,826
1950	134,042	1,548	2,423	916	589	1,373	197,052
1960	201,564	1,444	2,573	1,004	609	1,514	272,111
1970	241,178	1,296	2,931	1,538	783	1,948	354,656
Square Miles	74.5	1.37	2.13	1.0	.68	1.13	542

Source: U. S. Census for years indicated for populations. Area data from Charlotte-Mecklenburg Planning Commission.

county's land area within their boundaries. About 70 per cent of Mecklenburg citizens now live within one of the incorporated municipalities of the County. Prospects are that the percentage will not decrease in the future. Annexation may be expected to keep pace with urban development and population increase.

### Finances

The 1970-71 budgets of Mecklenburg County and its six municipalities call for more than \$100 million to be raised and spent. Table II on page 12 shows the budgeted expenditures for Mecklenburg County.

As the table indicates, the major expenditures of Mecklenburg County are for education, social services and health. These three functions account for some \$48 million of the \$59.5 million in expenditures, or about 80 per cent of the total. The next most significant county activity, in terms of size of expenditure, is the rural police. Expenditures for other purposes are relatively small.

To finance its operations, Mecklenburg County depends on the property tax, state and federal aid,

the sales tax, and other revenues of lesser importance. Its revenue sources and the percentage that each is of the total are shown in Table III.

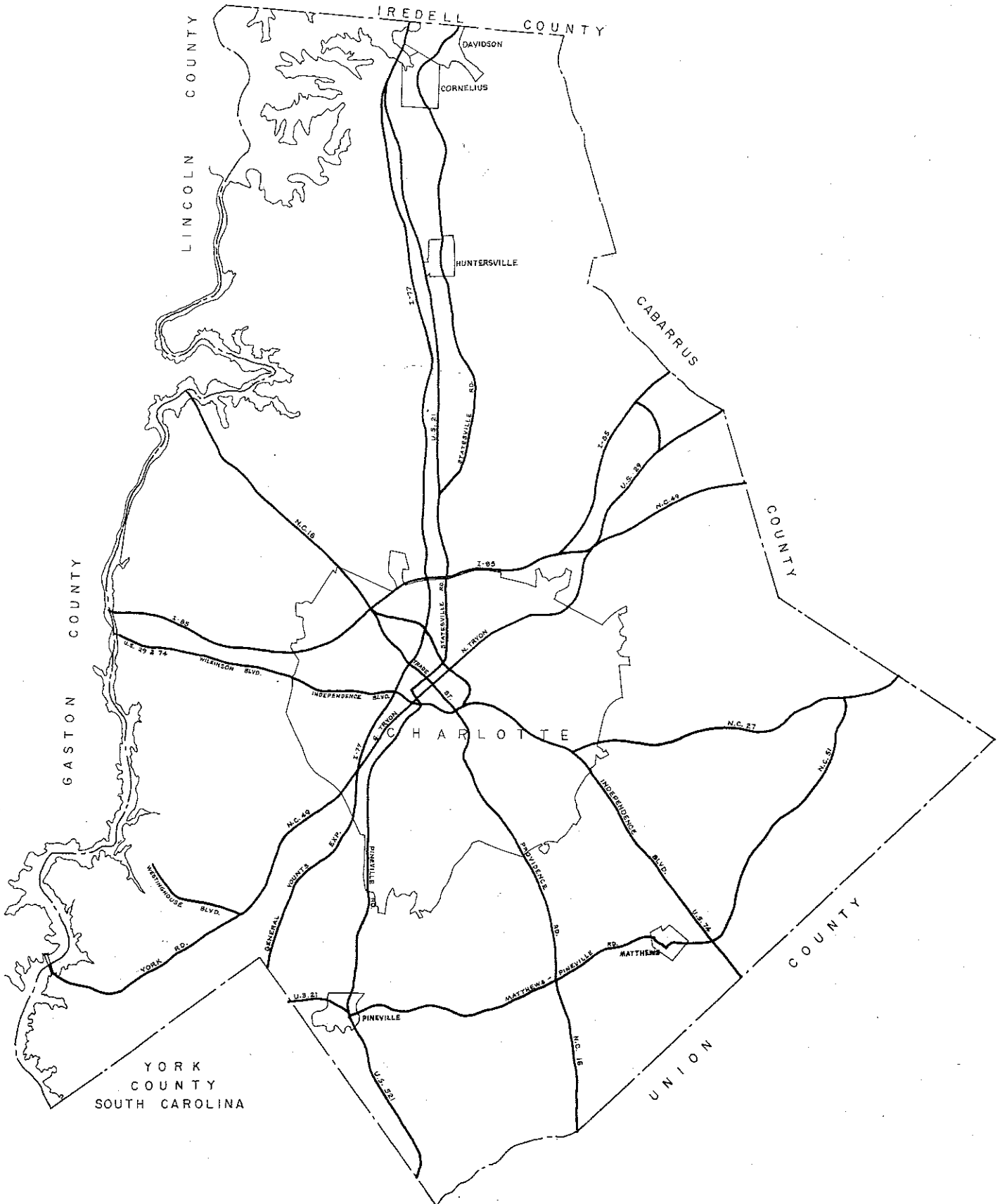
The figures for the public schools do not include most of the state and federal support for the schools, aid that is not expended through the county budget. In the 1969-70 fiscal year, this amounted to \$30,953,000. Also excluded are revenues from other sources and their parallel expenditures for the Central Piedmont Community College, the ABC Board, and the Charlotte-Mecklenburg Hospital Authority (Table VI, page 14).

Expenditures of the county's municipalities are in Table IV and their revenues in Table V on page 13.

The major expenditures, it will be noted, are for streets, sanitation, police, fire protection, and water and sewer services. Electric services are a major function in four of the smaller towns, as is the telephone system in Pineville.

All the municipalities rely heavily on the property tax and on utility revenues. Electric system net receipts are a major source of funds for four of the smaller towns, and ABC revenues are

# MAP A. MECKLENBURG COUNTY AND ITS MUNICIPALITIES



**TABLE II.**  
**Mecklenburg County Budgeted Expenditures,**  
**1970-71**

Purpose	Amount
General Fund	\$ 6,572,742
Tax Supervisor	\$ 634,114
Tax Collector	312,871
Register of Deeds	198,230
Sheriff	483,328
Jail	492,168
County Police	1,303,625
Volunteer Fire	153,040
Landfills	160,770
Other General Fund	2,834,596
Special Appropriations	785,679
Social Services	15,813,590
Public Health	3,849,761
Hospital-Indigent Care	552,500
Public Schools	27,721,187
Current Expenses	9,400,000
Capital Outlay	1,000,000
Supplement	11,000,000
Debt Service	6,221,187
Community College	929,255
Public Library	732,951
General Debt Service	1,807,742
Water and Sewerage	547,026
All other	239,025
<b>TOTAL</b>	<b>\$ 59,553,458</b>

Source: Mecklenburg County Budget, 1970-71.

also important for the smaller towns. Matthews receives more from ABC revenues than from local taxes. The municipal government there is heavily supported by revenues from other governments. Of the current receipts of \$153,868 budgeted for 1970-71 (excluding proceeds from the sale of bonds and surplus brought forward from prior years), \$85,075, or 55 per cent, will be received from federal, state, and county governments.

The total financial picture of all local governments and agencies to be affected by the proposed plan of consolidation is not, however, reflected in the figures given in Tables IV and V. Eight of the semi-independent agencies that receive funds from either the county government or the Charlotte city government, or whose boards are appointed in whole or in part by these two local governments, also received substantial amounts from other sources. The total of these operations may properly be considered as a part of the local government picture in Mecklenburg County.

Table VI shows the total expenditures for Mecklenburg County and the six municipalities, plus the budgets of the eight semi-independent agencies (for the portion not included in the county or municipal budgets). The table suggests that local governments in Mecklenburg County probably involve budgeted revenues and expenditures of more than \$185 million a year if current figures for the agencies are included.

**TABLE III.**  
**Mecklenburg County Budgeted Revenues, 1970-71**

Revenue	Amount	Percentages Of Total
Property Tax	\$30,867,550	51.8
Current Year	\$30,149,450	
Prior Years	718,100	
State and Federal Aid	13,879,714	23.3
Sales Tax	4,250,000	7.1
Departmental Revenue (Fees, Charges, etc.)	4,153,612	7.0
Intangibles Taxes	1,500,000	2.5
ABC	1,068,750	1.8
(Includes share for small towns)		
City of Charlotte	411,618	.7
Balance from prior years	3,422,214	5.8
<b>TOTAL</b>	<b>\$59,553,458</b>	<b>100.0</b>

Source: Mecklenburg County Budget, 1970-71

**TABLE IV.**  
**Budgeted Expenditures of Municipalities in**  
**Mecklenburg County, 1970-71**

Purpose	Charlotte	Cornelius	Davidson	Huntersville	Matthews	Pineville
Streets	\$ 4,828,335	\$ 13,000	\$ 36,554	\$ 9,200	\$ 35,185	\$ 31,300
Traffic Engineering	750,212	In Streets	In Streets	In Streets	In Streets	In Streets
Police	5,819,178	23,300	31,250	20,308	24,555	34,920
Fire	4,624,671	4,295	6,220	1,750	—	17,300
Inspections	588,548	—	1,250	150	In Other	—
Sanitation	4,168,099	31,150	27,343	In Other	5,640	21,900
Water and Sewer	7,208,000	36,115	79,894	54,864	199,621	60,138
Street Lights	632,263	In Electric	In Electric	500	3,100	In Electric
Parks and Recreation	1,492,000	—	3,000	3,500	—	4,836
Electric	—	67,850	132,678	63,500	—	138,858
Telephone	—	—	—	—	—	306,542
Cemetery	197,669	—	1,190	—	—	100
Airport	1,532,768	—	—	—	—	—
All Other	8,455,670	80,530	87,530	79,255	88,124	91,185
<b>TOTAL</b>	<b>\$40,297,413</b>	<b>\$256,240</b>	<b>\$406,909</b>	<b>\$233,027</b>	<b>\$356,225</b>	<b>\$707,079</b>

Source: Budgets of the units for 1970-71. Classifications of expenditures are approximate only. Associated expenditures for insurance, purchasing, workmen's compensation, employee fringe benefits, and some capital outlays are not separated in the budgets by function and are therefore included in the classification "All Other." Only the Matthews budget includes expenditures to be made from bond proceeds.

**TABLE V.**  
**Budgeted Revenues of Municipalities in**  
**Mecklenburg County, 1970-71**

Revenue	Charlotte	Cornelius	Davidson	Huntersville	Matthews	Pineville
Property Taxes	\$18,580,121	\$ 44,750	\$ 48,000	\$ 23,000	\$ 17,000	\$ 38,806
Sales Taxes	2,800,000	6,200	6,000	3,500	2,500	6,000
Privilege Licenses	670,000	—	—	—	—	500
ABC	1,069,000	21,375	21,000	21,000	22,500	21,000
Intangibles Taxes	1,000,000	2,800	1,800	1,500	1,150	2,600
Utility Franchise	1,300,000	4,000	8,000	3,200	7,400	4,400
Beer and Wine	400,000	3,075	3,300	2,100	1,500	3,200
Inspections	414,000	—	In Other	200	300	—
Water and Sewer	7,208,000	34,600	72,550	40,000	50,193	60,500
Airport	1,532,768	—	—	—	—	—
Electric	—	105,600	185,700	110,000	—	176,000
Telephone	—	—	—	—	—	350,500
Federal Grants	328,148	—	—	—	46,200	—
Powell Bill	1,050,000	9,500	14,000	8,800	3,825	7,300
All Other	3,945,376	24,340	46,559	19,727	203,657	36,273
<b>TOTAL</b>	<b>\$40,297,413</b>	<b>\$256,240</b>	<b>\$406,909</b>	<b>\$233,027</b>	<b>\$356,225</b>	<b>\$707,079</b>

Source: Budgets of the units for 1970-71. Interest, fees and charges, balances from prior years, penalties, and other miscellaneous revenues are included in the "All Other" classification. The Matthews budget includes bond proceeds and federal grants for capital projects. The other budgets do not include these two categories of revenue.

**TABLE VI.**  
Budgets of Local Governments in  
Mecklenburg County

<b>County Government</b>	
Mecklenburg County (1970-71)	\$ 59,553,458
<b>Municipal Governments</b>	
Charlotte (1970-71)	40,297,413
Cornelius (1970-71)	256,240
Davidson (1970-71)	406,909
Huntersville (1970-71)	233,027
Matthews (1970-71)	356,225
Pineville (1970-71)	707,079
<b>Agencies</b>	
Public Schools (1968-69)	30,953,000
Public Library (1969-70)	250,000
Housing Authority (1970-71)	1,459,450
Redevelopment Commission (1968-69)	4,173,000
Hospital Authority (1968-69)	19,000,000
Auditorium-Coliseum (1968-69)	730,000
Community College (1969-70)	3,600,000
ABC Board (1968-69)	18,582,200
<b>TOTAL</b>	<b>\$180,558,001</b>

Source: Charter Commission studies. The information for the agencies covers only expenditures from receipts other than those included in the budgets of the county or municipal governments. For example, the expenditures of the Charlotte-Mecklenburg schools would include for 1970-71 the \$28 million shown in Table II, plus those made from state and federal funds that totaled almost \$31 million in 1968-69. Thus 1970-71 school expenditures probably totaled more than \$60 million.

### Staffing

Local government in Mecklenburg County is a major employer. Table VII gives the number of full-time employees in various governments and agencies.

### General Structure of Local Government

The structure of the local governments in Mecklenburg County is typical of that found in North Carolina. The council-manager plan is dominant. Mecklenburg County, Charlotte, Huntersville, and Pineville operate with it. Cornelius, Davidson, and Matthew use the mayor-council form of municipal government. In terms of the traditional classifications, all the mayors are "weak mayors." They preside over meetings of the governing boards, vote in case of a tie, and may make a few appointments to committees, boards, and commissions. Only Charlotte's mayor has a veto.

Both Charlotte and Mecklenburg County make extensive use of semi-independent boards and commissions that have responsibility for selected functions and activities. All the units make use of citizen advisory committees and commissions for a number of technical and regulatory functions. Altogether, the seven governments now have some sixty different operating, advisory and regulatory boards and commissions on which more than 500 citizens serve.

Members of all the municipal governing boards and all the mayors are elected at large and on a nonpartisan basis. The county commissioners are elected at large, but on a partisan ballot. The chairman of the Mecklenburg Board of Commissioners is elected by the commissioners from the membership of the Board.

All the members of both the county and municipal governing boards are elected to two-year terms, with no provisions for staggering terms.

The structure of local government in Mecklenburg County has evolved over the years. A summary of that historical development and additional information on the structure of each of the seven local governments for which the consolidated government is proposed are briefly outlined on the following pages.

**TABLE VII.**

### Local Governmental Employment In Mecklenburg County, 1970

<b>County Government</b>	
Mecklenburg	1,143
<b>Municipal Governments</b>	
Charlotte	2,705
Cornelius	11
Davidson	16
Huntersville	12
Matthews	2
Pineville	13
<b>Agencies</b>	
ABC Board	116
Auditorium-Coliseum	23
Hospital Authority	2,250
Housing Authority	77
Park and Recreation Commission	183
Redevelopment Commission	55
Community College	368
Public Schools	6,104
<b>TOTAL</b>	<b>13,078</b>

Source: Commission studies.

## Mecklenburg County

The formation of Mecklenburg County and its early history have been described in a previous study of consolidation. In 1949, Albert Coates wrote:

In 1663 Charles II, King of England, granted the "Province of Carolina" to eight of his "right trusty and well-beloved cousins," known to history as the "Lords Proprietors." Pursuant to this grant the Lords Proprietors appointed a Governor, authorized him to select six to twelve councillors and to govern the Province by and with the assent of "the freemen of the Province" or their "delegates or deputies." Pursuant to this authorization these officials divided the "Province" into counties, as settlers moved from the North and South along the eastern seaboard, and westward through the piedmont to the mountains and beyond.

In 1762 Mecklenburg County was created out of Anson, for the assigned reason that "it is greatly inconvenient for the inhabitants to attend the Court of Aforesaid County, General Musters, and other public duties by Law required." The South Carolina line was its southern border, the Anson County line its eastern border, the Rowan County line its northern border. Its western border was left uncharted until the westward push of settlers called Tryon County into being in 1768—divided into Lincoln and Rutherford Counties in 1778. Cabarrus County was created out of Mecklenburg in 1792—with the line between them wavering until 1804; and Union County out of Mecklenburg and Anson in 1842. The boundaries of Mecklenburg have followed these lines to this day. . . .

Mecklenburg County came into being primarily as an administrative agency of the "Province" until 1776 and of the state thereafter, to effectuate statewide legislative policies formulated by the General Assembly. Its governing body from 1762 to 1868 consisted of the Justices of the Peace of the County acting through the County Court, and of five County Commissioners from 1868. . . ."<sup>2</sup>

Coates also described the activities of county government in the early days:

From the beginning the statewide legislative policies this governing body was organized to effectuate within the limits of Mecklenburg County included: (1) entering settlers on the land and (2) connecting them with roads; (3) recording their deeds, mortgages and conveyances; (4) probating their wills and settling their estates; (5) appointing their guardians, binding out their orphans, and indenturing their servants; (6) caring for their indigent sick and afflicted poor; (7) providing standard keepers for their weights and measures, and inspecting products for shipment and sale beyond the borders of the state;

2. Albert Coates: *Charlotte-Mecklenburg Survey: Introduction and Background* (Chapel Hill: Institute of Government, 1949), pp. 9-10.

(8) keeping the peace and settling disputes through the administration of Justice in the Courts.

New responsibilities were added with the years, including: (9) a "system of Common and Convenient schools" for the instruction of youth in the 1830's; (10) the systematic beginning of public health activities in the 1880's; and since the turn of the century (11) public library services; (12) agricultural services; (13) public welfare services; (14) fire protection services; and (15) a variety of incidental activities.<sup>3</sup>

While the number of county commissioners has not changed during the past century, the manner in which the affairs of the County have been conducted by the commissioners has changed. The first major effort at bringing professional management to the county came in 1911 when the county commissioners were authorized to appoint a "county auditor" who would serve as accountant, auditor, and purchasing agent and have some duties in connection with tax listing, [Ch. 504, Public Laws of 1911]. But the commissioners did not appoint an auditor under this authority, and in 1913 the General Assembly established the office directly, placing in the auditor duties that had previously been exercised by the commissioners and the Register of Deeds, [Ch. 439, Public-Local Laws of 1913].

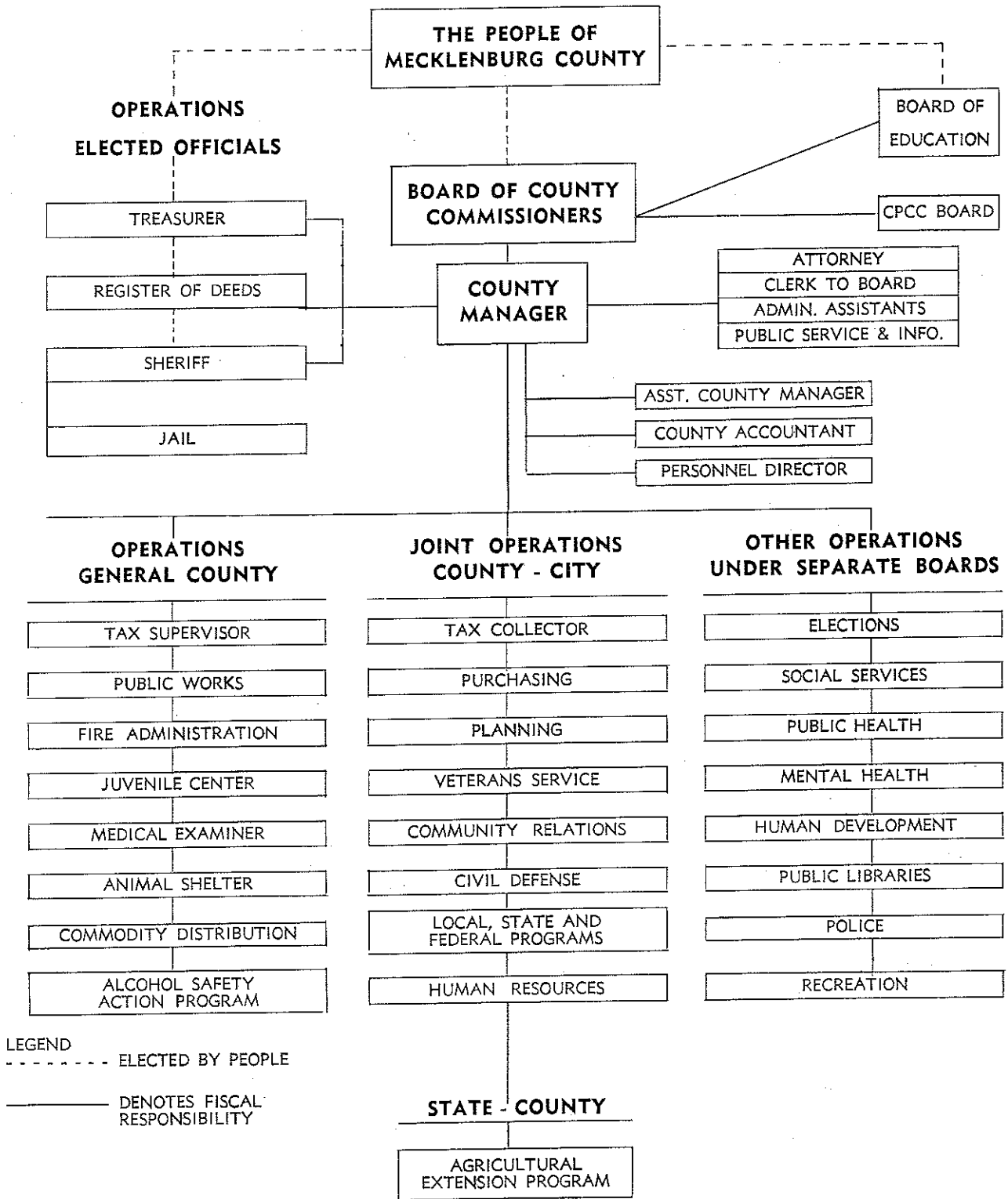
In 1919, with the increase in county government activities, the legislature provided for full-time service by the chairman of the Board of Commissioners [Ch. 544, Public-Local Laws of 1919]. This act doubled the chairman's salary (from \$1,200 to \$2,400) and provided that he:

. . . shall devote his entire time and attention to the duties of his office, and as such shall have general supervision and control of the affairs of the county committed by law to the supervision and control of the board of commissioners of said county, and shall maintain an office in the county courthouse for the transaction and dispatch of the business of said county, where said chairman shall remain during office hours, to be fixed by the board of commissioners of said county, and duly published.

This act was effective March 10, 1919, and the arrangement continued until December, 1922. In 1921 the General Assembly [Ch. 490, Public-Local Laws of 1921] reduced the chairman's salary to \$1,200 and repealed the requirement that he serve on a full-time basis after December of 1922. The board then returned to its former mode of operation. But in 1927 the legislature [Ch. 392, Public-Local Laws of 1927] increased the salary of the chairman of the board of county commis-

3. *Ibid.*, pp. 10-11.

# CHART 1. MECKLENBURG COUNTY FISCAL ORGANIZATION



sioners to \$3,000, and the act further required that he

. . . shall give his full time to the services of the country and shall act as purchasing agent for all supplies required to be purchased by the board of county commissioners.

The provisions of this act were placed into effect on April 1, 1927, and the chairman continued on a full-time basis until the manager form became effective in 1962.

Other changes were made in the years between. The chairman's salary was frequently increased, reflecting both growing duties and rising wage levels, and had reached \$9,000 a year by 1955 [Ch. 464, Session Laws of 1955]. Legislation passed in 1935 changed the selection of the chairman from among the members of the board to direct election by the people [Ch. 3, Public-Local Laws of 1935]. The separate election of the chairman continued until 1962 when the county manager system was adopted. Since 1962, the chairman has been selected from among members of the board.

The board of county commissioners was granted specific authority in 1959 [Ch. 449, Session Laws of 1959] to adopt the manager form of government. It did so in 1961, and the plan became effective in 1962.

The county has operated under the manager plan since then. The chairman is no longer expected to serve on a full-time basis, and his salary has been reduced to \$6,000 a year; other members of the Board receive \$3,600 annually [Ch. 640, Session Laws of 1969].

The central affairs are now under the direction of the county manager, although the major county functions—education, welfare, and health and hospitals—are all carried out through semi-independent boards and commissions. Chart 1 on page 16 suggests the general administrative organization of Mecklenburg County government body.

### Charlotte

Charlotte's early history has been briefly depicted by Coates:

The City of Charlotte was foreshadowed in the legislative act of 1762 creating the County of Mecklenburg, fixing the county seat on 360 acres of land to be "laid off" in part "into a town and common" and in part "into lots of half an acre each." In 1768 the General Assembly provided "that the said three hundred and sixty acres of land, so laid off . . . be, and the same is hereby constituted, erected, and established, a town and town common, and shall be called by the name of

'Charlotte,' for the assigned reason "that by reason of the Healthiness of the place aforesaid, and convenient situation thereof for trade, the same might soon become considerable, if it was erected into a town by lawful authority."<sup>4</sup>

The present government for the City of Charlotte has evolved primarily since 1850. A legislative act of 1851 [Ch. 334, Laws of N. C., 1850-51] provided for the first elected chief official of the city. At the time, the governing board had five members, who selected their chairman. The 1851 act provided that in 1852, and annually thereafter, there should be selected an "Intendent of Police and six commissioners." The intendent served as president of the board of commissioners, exercised judicial powers, and in other respects served as what is today called the "mayor." Of the six commissioners, one was required to reside "in each of the great squares of said towns, formed by the intersection of Trade and Tryon Streets." Pending the first elections, the existing governing board was authorized to name one of their members as intendent of police.

In 1861 the name of intendent was changed to mayor.<sup>5</sup> And in 1864 the number of commissioners was increased to eight (two from each of four wards). They were to be elected to two-year terms [Ch. 20, Pvt. Laws of 1864].

In 1866, both the legislature and the voters adopted a new charter for the city [Ch. 7, Pvt. Laws of 1866] which continued the four-ward arrangement but provided that three aldermen (titles changed from commissioner) should be elected from each ward to make up a governing body of twelve for the city of perhaps 3,000. Terms of office were extended to four years. The 1866 charter was the last to retain the restrictive qualifications for service on the board of aldermen: male, white, over 25, and ownership of property with assessed value of at least \$1,500.

Fifteen years later, in 1881, Charlotte received a new charter [Ch. 40, Pvt. Laws of 1881]. While the charter provided changes in many powers and duties and in election procedures and other matters, it continued the basic governmental structure—four wards and three aldermen elected from each. Terms of office, however, were shortened to two years for the mayor and for the aldermen. The mayor presided over the board, but voted only in case of a tie.

4. *Ibid.*, p. 14.

5. Victor C. King, Charlotte, N. C.—*Story of the Origin of the City of Charlotte* (Charlotte, 1954), p. 25.



The next major charter revision came in 1907 [Ch. 342, Pvt. Laws of 1907]. (The document is almost as long as the proposed charter for the Consolidated Government.) The act expanded the city's boundaries and made a number of changes in the governmental structure.

The mayor continued to be elected at large for a two-year term, but was designated as "the chief executive officer of the city" and given power to appoint special police and call on the local military under an order of the Governor.

The number of wards was increased from four to 11—and the number of aldermen from 12 to 21. Four aldermen were to be elected from one ward; three aldermen from each of three wards; two aldermen from one ward; and one aldermen from each of six wards, all for two-year terms.

The mayor was given authority to call together "the members of the several departments of the city (for) consultation and advice upon the affairs of the city." (This is essentially the same authority granted to the mayor in the charter of the proposed consolidated government.)

The form of government was a modified mayor-council form. The mayor was chief executive officer and ex officio chairman of five semi-independent boards and commissions into which were grouped most of the major activities and functions of the city. Members of all other commissions except the school board were appointed by the aldermen. The Board of Public Safety supervised police, fire, and inspections; the Board of Public Service had responsibility for public works, streets, cemeteries, and buildings; the Board of Health directed all health activities; and the Board of Water Commissioners had responsibility for the water system. The mayor also served as chairman of the school board, composed of seventeen members elected at large for two-year terms. The various boards and commissions selected the administrative heads of the departments for which they were responsible, and the mayor, as chairman of each board of commissioners, constituted the connecting link in the administrative organization.

The arrangement for the various semi-independent boards lasted only two years. In 1909 [Ch. 338, Pvt. Laws of 1909] the charter was amended to create an Executive Board that was given the duties and responsibilities vested by the 1907 charter in the boards of Public Safety, Public Service, and Health. It had five members named

to four-year, staggered terms by the aldermen, and the mayor was its chairman.

Pursuant to a 1909 act [Ch. 394, Pvt. Laws of 1909] a major revision of the city's government was attempted but rejected by the people in a vote in early April of 1909. This revision would have

- reduced the number of wards to four
- reduced the number of aldermen to seven, four from wards and three at large
- established four-year, staggered terms for aldermen
- strengthened the budget preparation role of the mayor
- authorized the mayor, with the approval of the aldermen, to create city departments and reorganize the city administration (essentially the same approach provided in the proposed consolidated charter)
- continued the school board, but reduced its members to seven, elected to four-year staggered terms, and directed them to select annually their own chairman.

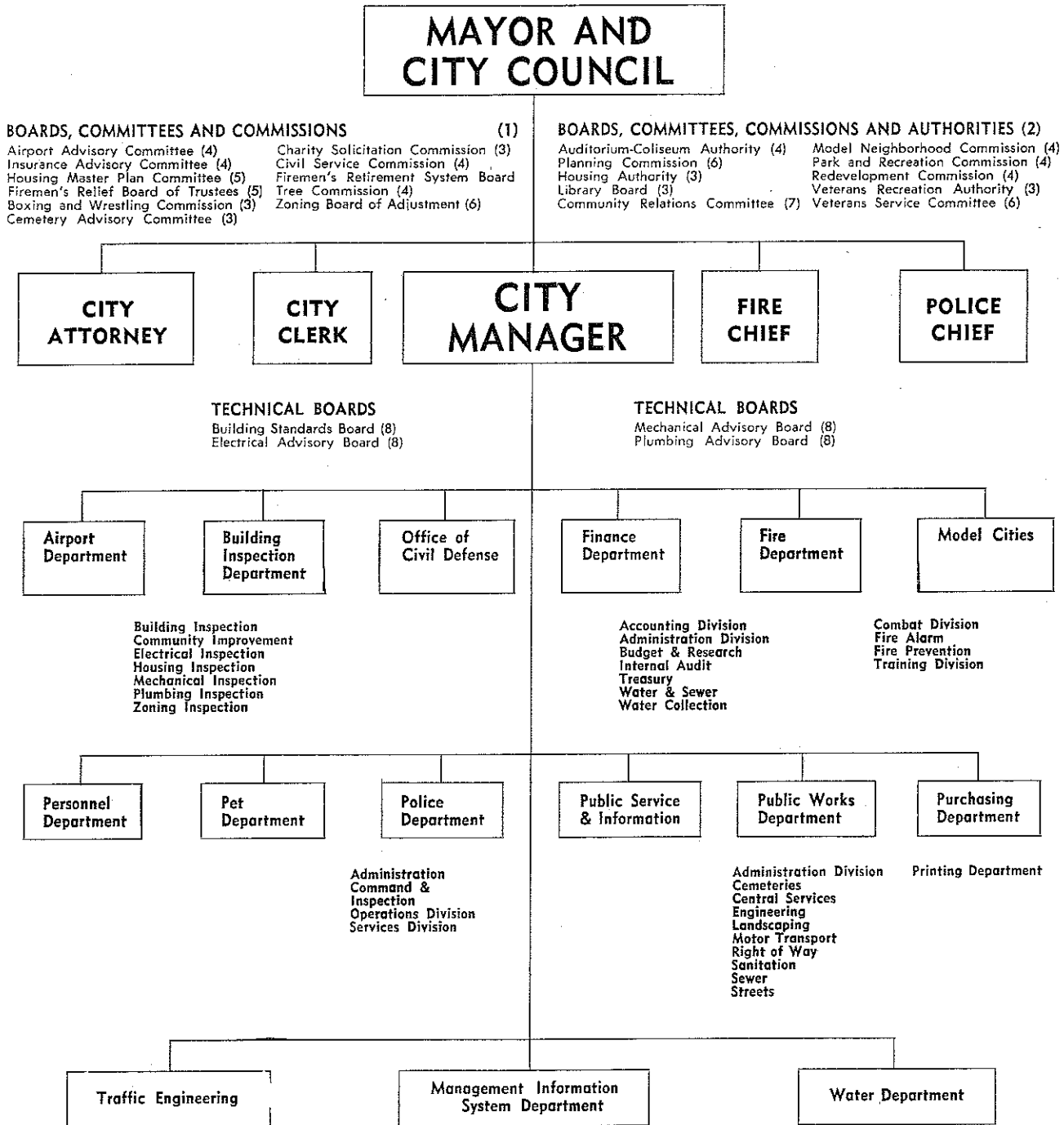
While the 1909 proposed charter was rejected, it contains a number of features that have since been adopted by Charlotte and are included in the proposed consolidated government.

On April 18, 1913, Charlotte voters rejected two proposed charters. One was a revised mayor-council government [Ch. 359, Pvt. Laws of 1913], and the other would have instituted the commission form of city government [Ch. 360, Pvt. Laws of 1913].

The revised mayor-council plan would have continued the eleven wards, but would have reduced the number of aldermen to 15, reduced the size of the school board to 11 members, and required the board of aldermen to establish a civil service system for the police and fire department (which the city eventually did in 1929). The rejected commission plan called for a three-man governing body composed of a councilman of accounts and finance, who was to be the mayor; a councilman of public works; and a councilman of public safety. These were to be full-time administrators who together would direct all the affairs of the city, sitting as the governing body. The school board would have continued without change.

Another attempt was made to revise the city's government in 1915. This proposed charter [Ch. 276, Pvt. Laws of 1915] provided for a mayor elected at large for a one-year term; a governing board of eight aldermen, with two residing

CHART 2. ORGANIZATION OF THE CITY OF CHARLOTTE



**Footnotes**

- (1) This group of Boards, Committees and Commissions are either advisory or are responsible for the administration of functions, which require only minor or no staffs.
- (2) This group of Boards, Committees, Commissions and Authorities are responsible for the administration of major functions and employ significant staffs.
- (3) Appointed by Mayor
- (4) Appointed by City Council
- (5) Appointed by Mayor and City Council
- (6) Appointed by City Council and Board of County Commissioners
- (7) Appointed by Mayor and Chairman of Board of County Commissioners
- (8) Appointed by City Manager

in each of four wards but elected at large; and a school board composed of eight members elected in the same fashion. The council-manager plan was in its infancy in the United States at the time, and the proposed charter would have required the board of aldermen to appoint "an executive officer of the City of Charlotte, who shall be the administrative head of the city government and shall hold office at the pleasure of the board of aldermen." He was to be given broad authority to supervise the activities of the city's government—essentially the same powers later vested in the manager. By a narrow margin the proposed charter was rejected.

The 1917 General Assembly made a major addition to the statutes governing cities and towns in North Carolina by enacting the Municipal Corporation Act of 1917. This act provided four optional forms of municipal government; two mayor-council plans, a commission plan, and a council-manager plan. On April 24, 1917, the voters of Charlotte approved the adoption of the commission form. The first officials under this plan took office in May of 1917 under general law arrangements that were essentially the same as those described above for the rejected 1913 plan.

The city continued under the commission plan for twelve years, until the council-manager plan was adopted in 1929.

On March 12, 1929, Charlotte voters approved a change to the council-manager form under the general law by a vote of 4,435 to 2,496. The initial arrangement called for five councilmen, all elected at large for two-year terms. The councilmen elected the mayor from among themselves and appointed the manager. This plan continued without major change until 1935.

In 1935 [Ch. 94, Pub. Laws of N.C., 1935] the number of councilmen was increased to eleven. These were still elected at large for two-year terms, but the act required that no more than two could be residents of any one of the eleven wards into which the city was divided. It also provided for election of the mayor directly by the voters.

The present arrangement—seven councilmen elected at large for two-year terms and no ward residence requirements—was adopted in 1945.

Major revisions of Charlotte's charter were secured in 1939 [Ch. 366, Public-Local Laws of 1939] and in 1965 [Ch. 713, Session Laws of 1965]. The 1939 charter continued the council-manager form but made substantial modifica-

tions. For example, appointments of the treasurer, city accountant, collector of revenue, city attorney, police chief, and fire chief were all vested in the council rather than in the manager. The 1965 charter continued the appointment of the police and fire chiefs and the attorney by the council, but vested the appointment of the other officials in the manager. In 1969 [Ch. 916, Session Laws of 1969] the mayor was given for the first time a limited veto. Chart 2 shows the present organizational structure of Charlotte's government.

### Cornelius

Incorporated on March 4, 1905 [Ch. 367, N.C. Pvt. Laws, 1905], Cornelius is the youngest of Mecklenburg's municipalities. The community was named for John Cornelius, a textile manufacturer.

The structure of Cornelius's government has changed little over the years. The original charter provided for the election of a mayor and five commissioners—all for two-year terms. That arrangement continues unchanged. The original town was a 2,000-yard square, defined from "a stone one thousand yards due north of the northeast corner of the depot of the Atlantic, Tennessee and Ohio Railway Company, known as Cornelius . . ." but modest annexations have increased its size.

The town's charter authorizes the governing body to "pass ordinances for the good government, quiet, peace, health and safety of the town, not inconsistent with the Constitution and laws of the State and of the United States. . . ."

The town's chief functions are to provide electric service, water and sewer services, sanitation, police protection, and streets. Its revenues are derived chiefly from the electric system, property taxes, water and sewer charges, and its share of the Mecklenburg ABC receipts.

Cornelius operates under the mayor-council plan. The governing board meets monthly, and the town's activities are carried out by a permanent staff of eleven.

### Davidson

Davidson owes its being to Davidson College and was named for General William Lee Davidson, a Revolutionary War leader. The town was originally incorporated by Ch. 32, Public Laws of North Carolina, 1879, as the Town of Davidson College. Its name was changed to "Town of Davidson" when its charter was revised and consolidated in 1891 [Ch. 281, Pvt. Laws of N. C. 1891].

The original town was a rectangle, one mile by  $1\frac{1}{2}$  miles in length. Annexations since that time have enlarged its boundaries.

The original charter provided for a mayor and five commissioners, all to be elected for one-year terms. The number of commissioners has remained unchanged, but all are now elected to two-year terms.

The mayor, in practice, serves as the administrative head of the town government, although he has no powers of appointment over personnel who are appointed by the board of commissioners. The board employs the committee system. There are five committees. Each board member is the chairman of one committee and serves on another. The full board meets at least monthly and reviews and approves any actions taken by the committees between board meetings.

The major functions of the town involve electric service, water and sewerage, streets, sanitation and police protection. The four major sources of revenue are the electric system, the water and sewerage systems, property taxes, and the town's share of Mecklenburg County ABC revenues.

### Huntersville

Huntersville, named for a prominent resident of the area, Robert Hunter, was first chartered in 1873 [Ch. 44, Pvt. Laws of N.C., 1872-73]. The first charter, effective February 28, 1873 (the same date as for Pineville's incorporation), named an initial governing board of four members (two of them were named Hunter) and authorized them to take office when they wished and to name one of their number "intendent" (mayor).

Apparently no firm action was taken under the 1873 act. In any event, a second act of incorporation was enacted in 1877 [Ch. 240, Public Laws of N.C., 1876-77]. This charter became effective on the first Monday in May, 1877, and provided that the town should be governed by a mayor and four commissioners—the same as the town has today.

The original boundaries of the town, as described in the 1877 charter, constituted a circle. The charter provided that the boundaries of the town "shall be one mile every way from Hunter's depot, on the Atlantic, Tennessee and Ohio Railroad, making said depot the centre of the town."

A circular boundary apparently caused problems (it may not have even been intended), for the revision of the charter in 1885 [Ch. 46, Pvt.

Laws of N.C., 1885] made the town's boundaries a square with mile-long sides. The "centre of the square" was to be the "first railroad crossing immediately south of R. H. W. Barker's new store . . ."

The 1885 charter continued the plan of mayor and four commissioners, elected annually. These officers are now elected to two-year terms.

The Huntersville Town Board of Commissioners meets monthly and has, in practice, adopted the council-manager plan. The single chief administrative officer is clerk, tax collector, treasurer, and manager.

The four major activities of the town involve electric service, water and sewerage, police protection, and streets. Principal sources of revenues are the electric system, the water and sewerage system, property taxes, and the town's share of the Mecklenburg ABC revenues.

### Matthews

The Matthews community was originally known as Fullwood, but the name was changed in 1874 to honor an official of the Central Carolina Railroad.<sup>6</sup> Five years later, in 1879, the community was incorporated [Ch. 69, Pvt. Laws of N. C. 1879].

The incorporation was effective March 8, 1879, and in the pattern of its municipal neighbors, its boundaries were defined as "three-fourths of a mile square, taking the depot house of the Carolina Central Railroad as the centre."

From its beginning the town has had the mayor-council form of government. The original charter called for a mayor and four commissioners, to be elected at large for two-year terms. In 1951 the number of commissioners was increased to five [Ch. 179, Session Laws of 1951].

From a financial standpoint, Matthews' chief functions are water and sewerage, streets, and police protection. Its major revenues are the water and sewerage system, its share of Mecklenburg ABC revenues, and property taxes.

### Pineville

Pineville was incorporated by an act of the General Assembly ratified on February 28, 1873, the same day that Huntersville's first charter was ratified. The initial charter called for an "intendent" and four commissioners and provided

6. Bill Sharpe, *A New Geography of North Carolina* (Raleigh: Sharpe Publishing Co., 1965), IV, 2001.

that the act was to take effect when the first officials, named in the charter, took office.

The initial boundaries were an approximate square of one mile, with "Younts' store" at the center. The northern and southern boundaries were one-half mile from the store. Little Sugar Creek formed the eastern boundary and Big Sugar Creek the western boundary.

The town's charter was revised in 1965 [Ch. 296, Session Laws of 1965]. The mayor-council form of government was continued with a mayor and four commissioners. All are elected at large for two-year terms on a nonpartisan basis.

By ordinance, the town has adopted the council-manager plan and the activities of the town government are supervised by a town manager.

Pineville's major functions include the telephone system, electric distribution system, water and sewerage services, police protection, and streets. Its mayor sources of revenues are the telephone system, electric, water and sewer utilities, property taxes, and a share of Mecklenburg ABC receipts.

### **History of Governmental Cooperation and Steps Toward Consolidation**

The governments of Charlotte and Mecklenburg County have been closely related from their beginnings—when they shared a common origin in their very names. As the county seat, and the center of the county's population throughout its history, Charlotte has been the heart of Mecklenburg County.

The proposed plan of consolidation recommended here reflects not only the close social, economic, and cultural relationships among the citizens of all of Mecklenburg County over the years but also the numerous formal arrangements for cooperation, formal mergers of functions, and earlier attempts at full consolidation of their governments. Even a brief description of all of these efforts would be too long in this report. What follows is only a listing of a few highlights and examples.

The act of the General Assembly incorporating the Charlotte Water Works Company in 1881 stated that the company's purpose was ". . . obtaining and supplying the city of Charlotte, and all other persons within the county of Mecklenburg, with water for public, domestic and manufacturing . . ." uses. The act is representative of the early recognition of the necessary interrelationships of the county's citizens.

Cooperative action on many areas developed and reached the point in 1923 that legislation was secured to create the Mecklenburg Building Commission, composed of persons appointed by the two governing boards and charged with developing plans for a joint city-county building [Ch. 392, Public-Local Laws of 1923]. While the joint building was not constructed, the serious consideration given to it suggests the extent to which cooperative action and common interests and needs were recognized. (Since then, joint action has produced plans for a governmental center and as this is written the city and county governments are again considering a joint building.)

Four years later, in 1927, the first formal step for the complete consolidation of city and county governments was made. Miss Carrie McLean, a member of the General Assembly from Mecklenburg County, introduced legislation to enable all the governments in Mecklenburg county to merge into one [Ch. 192, Pvt. Laws of N. C., 1927]. The plan proposed was simple. It called for the expansion of the boundaries of the City of Charlotte to coincide with those of Mecklenburg County and for the government of the city to become the only local government in the county, replacing the county government and those of the five small towns.

The plan of government proposed was a modified commission form, reflecting the form then used by the city. It called for a mayor, commissioner of highways, commissioner of schools, commissioner of public safety, and treasurer to serve as the administrative heads of the government. Together they would constitute its governing body. The mayor and members of the board were all to be elected at large on a nonpartisan basis for two-year terms.

The new government was to have, in general, the powers of both cities and counties under the general law of the state. Courts were left unchanged. The plan called for the use of service districts. County-wide services were to be supported by county-wide taxes. The governing board was required to ". . . levy on districts in which special improvements, utilities or services are furnished or performed, such special taxes as are necessary to pay the cost and maintenance of such special improvements, utilities or service." (The service district arrangement is essentially the same as that proposed in the current plan for consolidation.)

A vote on the plan was to be called upon receipt of a petition from voters equal to 20 per cent of the number who voted in the last gubernatorial election and was to go into effect when approved by the voters. No petition was ever submitted and no vote was ever held. In fact, newspaper accounts of the period indicate that Representative McLean did not truly anticipate a vote. She suggested that consolidation was something that would soon be needed, that services were needed throughout the county, that one government could provide them more efficiently than could many, and that she introduced the legislation to encourage discussion of a change that the near future would demand. (No doubt she expected that a vote on consolidation would come much sooner than it will—44 years later.)

Although complete consolidation did not take place, cooperation on many fronts continued to the point that a standard procedure for the two governing boards to use in voting was felt necessary. To meet this need, legislation passed in 1935 [Ch. 234, Public-Local Laws of 1935] provided that on joint matters each county commissioner would have one vote and each city councilman would have five-elevenths of a vote, an arrangement that permitted individual members of the two boards to exercise an independent vote but retained parity between the total membership of the two boards in the total vote. (The vote of each councilman was changed to five-sevenths after the reduction in the number of city councilmen [Ch. 13, Session Laws of 1947].)

Tax collection for the City of Charlotte and Mecklenburg County within the city (the city being made one of the County's tax-collection districts) became a merged function in 1935 [Ch. 135, Public-Local Laws of 1935], but the arrangement lasted only two years because of disputes over the consolidated office of tax collector. The offices were to remain separate until 1953, when they were again merged—and they have been merged since that time [Ch. 742, Session Laws of 1953].

In 1946 *The Charlotte News* carried a series of articles once more raising questions about consolidating various functions of Charlotte and Mecklenburg County and the possibility of merging the two units. The result was a letter to the Director of the Institute of Government asking that the Institute undertake a study of consolidation possibilities. In part the letter read:

Those of us in public life very often receive constructive suggestions from our local press and it is through informative articles in the *Charlotte News*; the *Carolinas'* leading afternoon newspaper, that the City Government, City Council, and the County Commissioners have decided to have a survey made on the consolidation of their operations.

The study, undertaken during 1949 and 1950, resulted in eleven reports, totaling about 1,000 pages, on a dozen different functions and activities of the two governments and the possibilities of their merger. It included reports on tax collection, the public schools, the health departments and purchasing—all of which have since been consolidated. It also included reports on law enforcement and water and sewerage services. Extensive cooperative relationships have since been developed in both of these latter activities but they have not yet been merged. Other reports dealt with the history of the governments, with fire protection, inspections, personnel and financial administration. In all these areas certain relationships exist between the two governments today, although joint activities are quite limited.

The 1949 studies did not include reports on all functions and activities. No consolidated charter was prepared, nor was a vote on consolidation ever proposed. The effort did, however, mark a major step toward consolidation, and it paved the way for the functional mergers that have since taken place. In response to the interest created, broad legislative authorization for the merger of functions was secured in 1953 [Ch. 742, Session Laws of 1953]. That legislation provided:

For the purpose of providing for a more economical administration of certain functions of government of the County of Mecklenburg and of the City of Charlotte; the County of Mecklenburg and the City of Charlotte are hereby empowered to merge any branch or department of the government of the County of Mecklenburg with similar branches or departments of the City of Charlotte.

Acting under this authority, the city and county governing boards have merged, in addition to the functions already noted, the administration of planning, civil defense, community relations, federal aid coordination, elections, veterans' service, human resources, and a number of special programs. The largest merger came in 1960, when the city and county school systems were merged after county-wide approval of a uniform maximum special supplementary tax and pursuant to legislative authorization [Ch. 378, Session Laws of 1959].

During the 1950s and early 1960s a number of special committees, some appointed by the two governing bodies and others appointed by the Chamber of Commerce, examined the prospects for further functional mergers and for some form of consolidated government. The culmination of these efforts came in 1967 when the Charlotte Chamber of Commerce formed a special committee to examine the possibilities of consolidation. The Single Government Study Committee, chaired by President Grier Martin of Davidson College, issued its report *Single Government* in early 1968.

The report noted that functional consolidation in Charlotte and Mecklenburg County was already extensive. More than 57 per cent of all expenditures of the two governments were already being spent for activities that were provided county-wide or through a single agency. Noting its approval of the functional consolidation that had taken place in recent years, the Committee stated that ". . . a consolidated government should be desirable by 1973, and . . . actions taken over the next few years should look toward consolidation by that date." A general timetable was recommended, starting with the suggestion that the various governing boards in the County appoint a special committee to draft legislation that would establish a charter commission.

The governing boards responded by appointing the committee headed by Brodie S. Griffith which did its work during the latter half of 1968. The General Assembly enacted legislation establishing the Charlotte-Mecklenburg Charter Commission (text on page 56), and the two-year effort of the present Charter Commission was under way, with full support and cooperation from all the local governments and wide community endorsement of the work to be done.

This brief review of cooperative actions and steps toward consolidation suggests three observations:

A. The people of the county have for more than 200 years recognized the real community of interests that all share.

B. In recognition of this community of interest, steady progress has been made in cooperative actions and in merging functions of the governments of Charlotte and Mecklenburg County.

C. Over the past half-century there has been increasing awareness of the need to consolidate the city and county governments in order to make Mecklenburg's local government structure—already rated high by national standards—even better.

## CHAPTER V. THE PROPOSED PLAN OF GOVERNMENT

The Charlotte-Mecklenburg Charter Commission has designed the proposed Consolidated Government of Charlotte and Mecklenburg County to meet the objectives outlined earlier. In doing so, it has created a special form of government that brings together the main strengths of the traditional council-manager and strong mayor-council forms of local government. The proposed plan thus might be described as a council-mayor-administrator form of government and is pictured in Chart 3.

Voters of Mecklenburg County, under the proposed plan, will elect a consolidated governing board, the mayor, a school board, the sheriff, and the register of deeds. All other officers, personnel, and members of boards and commissions will be appointed. (In North Carolina the administration of justice is a state function. The court system is not changed by the plan for consolidation.)

The chief divisions of the consolidated government, as shown in Chart 3, are briefly described below.

### Council

The legislative body of the consolidated government is the Council. It has eighteen members. Twelve are elected from districts, and each member must reside in his district to be eligible for election and to continue to serve. Six members are elected at large. All members are elected on a partisan basis for four-year, staggered terms. Vacancies in a Council seat are filled by appointment by the mayor until the next regular election. If a vacancy is created by a person elected from a party, the executive committee of that party recommends the person for the mayor to appoint. The initial salary of councilmen is the same as that of Charlotte's councilmen and the Mecklenburg commissioners—\$3,600 a year.

As the legislative body for the government, the Council adopts all ordinances and resolutions and establishes policies and programs for the government. It adopts the budget and sets the tax rates. The charter vests in the Council the power to make appointments to the various operating boards and commissions except for the Hospital

Authority, whose members, by general law, are appointed by the mayor.

Three department heads are appointed exclusively by the Council: the clerk, the tax supervisor, and the tax collector. The clerk is primarily an employee of the Council. The tax supervisor and tax collector are essentially responsible for administering state law in establishing the tax base and collecting taxes. Both offices should be as free as possible from special pressures, both directly and indirectly. Experience suggests that when these officers are elected, or when they are appointed by a single official, they and the single appointing official are more likely to receive requests for special favors than when they are appointed by a board. Council appointment should provide a shield against improper pressures of this type.

The police chief and the fire chief are appointed by the Council with the mayor's approval. This arrangement is only a slight modification from Charlotte's current arrangement in which both are appointed by the Council alone.

As the appointing authority for the various operating boards and commissions, and as the budget-adopting body, the Council has the capacity to establish priorities for governmental programs and, in cooperation with the mayor, to assure that the programs and agencies of the government operate in a coordinated and effective fashion.

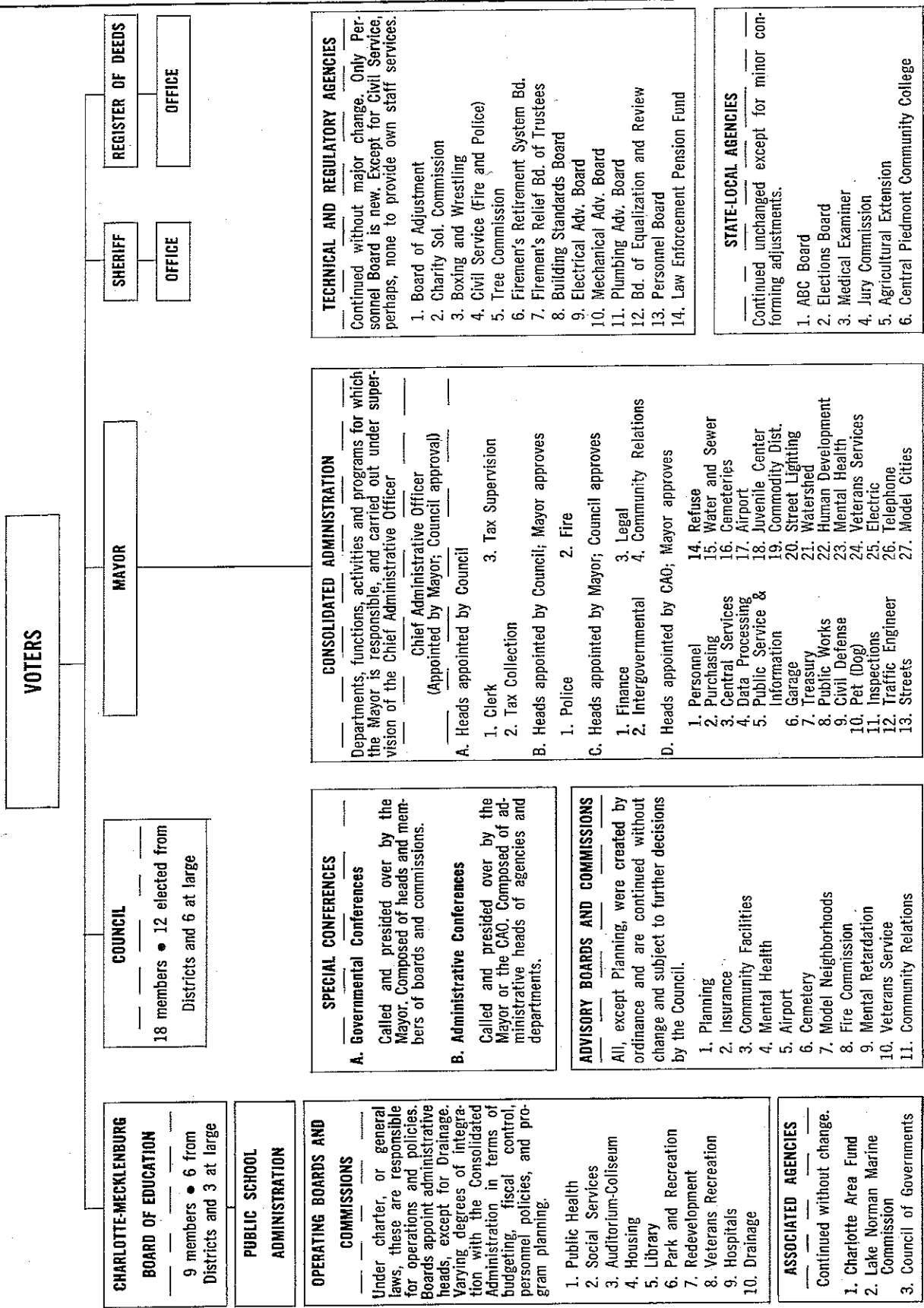
### Mayor

The chief executive of the consolidated government is the Mayor. He is elected at large to a four-year term of office on a partisan ballot. The powers of the mayor are substantially increased over those now held by the mayor of Charlotte or the chairman of the Mecklenburg County Board of Commissioners to enable him to be an effective community leader and to make the government both responsible and responsive.

The mayor presides over Council sessions, but votes only in a tie. He has a veto over Council actions except in a few specified cases (Council appointments, internal affairs of the Council, questions that are to be voted on by the people,



# CHART 3. PROPOSED ORGANIZATION FOR THE CONSOLIDATED GOVERNMENT OF CHARLOTTE AND MECKLENBURG COUNTY



**CHARLOTTE-MECKLENBURG BOARD OF EDUCATION**  
9 members • 6 from Districts and 3 at large

**PUBLIC SCHOOL ADMINISTRATION**

**OPERATING BOARDS AND COMMISSIONS**  
Under charter, or general laws, these are responsible for operations and policies. Boards appoint administrative heads, except for Drainage. Varying degrees of integration with the Consolidated Administration in terms of budgeting, fiscal control, personnel policies, and program planning.

1. Public Health
2. Social Services
3. Auditorium-Coliseum
4. Housing
5. Library
6. Park and Recreation
7. Redevelopment
8. Veterans Recreation
9. Hospitals
10. Drainage

**ASSOCIATED AGENCIES**  
Continued without change.

1. Charlotte Area Fund
2. Lake Norman Marine Commission
3. Council of Governments

**COUNCIL**  
18 members • 12 elected from Districts and 6 at large

**SPECIAL CONFERENCES**

**A. Governmental Conferences**  
Called and presided over by the Mayor. Composed of heads and members of boards and commissions.

**B. Administrative Conferences**  
Called and presided over by the Mayor or the CAO. Composed of administrative heads of agencies and departments.

**ADVISORY BOARDS AND COMMISSIONS**  
All, except Planning, were created by ordinance and are continued without change and subject to further decisions by the Council.

1. Planning
2. Insurance
3. Community Facilities
4. Mental Health
5. Airport
6. Cemetery
7. Model Neighborhoods
8. Fire Commission
9. Mental Retardation
10. Veterans Service
11. Community Relations

**MAYOR**

**CONSOLIDATED ADMINISTRATION**  
Departments, functions, activities and programs for which the Mayor is responsible, and carried out under supervision of the Chief Administrative Officer  
(Appointed by Mayor; Council approval)

**A. Heads appointed by Council**

1. Clerk
2. Tax Collection
3. Tax Supervision

**B. Heads appointed by Council; Mayor approves**

1. Police
2. Fire

**C. Heads appointed by Mayor; Council approves**

1. Finance
2. Intergovernmental
3. Legal
4. Community Relations

**D. Heads appointed by CAO; Mayor approves**

1. Personnel
2. Purchasing
3. Central Services
4. Data Processing
5. Public Service & Information
6. Garage
7. Treasury
8. Public Works
9. Civil Defense
10. Pet (Dog)
11. Inspections
12. Traffic Engineer
13. Streets
14. Refuse
15. Water and Sewer
16. Cemeteries
17. Airport
18. Juvenile Center
19. Commodity Dist.
20. Street Lighting
21. Watershed
22. Human Development
23. Mental Health
24. Veterans Services
25. Electric
26. Telephone
27. Model Cities

**SHERIFF**  
OFFICE

**REGISTER OF DEEDS**  
OFFICE

**TECHNICAL AND REGULATORY AGENCIES**  
Continued without major change. Only Personnel Board is new. Except for Civil Service, perhaps, none to provide own staff services.

1. Board of Adjustment
2. Charity Sol. Commission
3. Boxing and Wrestling
4. Civil Service (Fire and Police)
5. Tree Commission
6. Firemen's Retirement System Bd.
7. Firemen's Relief Bd. of Trustees
8. Building Standards Board
9. Electrical Adv. Board
10. Mechanical Adv. Board
11. Plumbing Adv. Board
12. Bd. of Equalization and Review
13. Personnel Board
14. Law Enforcement Pension Fund

**STATE-LOCAL AGENCIES**  
Continued unchanged except for minor conforming adjustments.

1. ABC Board
2. Elections Board
3. Medical Examiner
4. Jury Commission
5. Agricultural Extension
6. Central Piedmont Community College

etc.). He is expected to be a full-time official. He is responsible for budget preparation, and he recommends the budget to the Council. He is responsible for the general administration of the consolidated government and may call conferences of department and agency administrative heads and of the members of the various boards and commissions that have operating responsibilities (schools, library, hospitals, and others) in order to promote coordination and effectiveness of the government. The mayor appoints or approves the appointment of all department heads except three appointed by the Council and those appointed by the various operating boards and commissions. Finally, the mayor is responsible for developing the administrative organization and for recommending administrative reorganization when necessary. He may not, however, reorganize the administration except with Council approval or acquiescence and must make proposals within limits set by the charter. His initial salary is \$36,000 a year.

### Consolidated Administration

This term is used to describe the major portion of the services, activities, and functions of the consolidated government for which the mayor is administratively responsible. See Chart 3. The consolidated administration includes all the functions, activities, and services for which a separate administrative structure is not provided. Thirty-five of these principal functions and services are listed in the chart.

*Chief Administrative Officer.* The mayor is responsible for all of the consolidated administration. A chief administrative officer, to whom the charter gives supervisory oversight of all the consolidated administration, reports to him.

The position of chief administrative officer in the consolidated government is parallel to that of the city and county managers in the existing governments. The charter provides that the chief administrative officer (CAO) shall be a person with administrative experience and training, a professional, and that he need not be a citizen of the county at the time of his appointment. He is appointed by the mayor with the approval of the Council and may be removed by the mayor alone. The appointment process assures that the person appointed as CAO is acceptable to both the mayor and the Council, a proper requirement in light of the major administrative role he plays in the affairs of the consolidated government. In addition

to his general administrative role, the CAO appoints, with approval of the mayor, all department heads who are not appointed by the mayor, the Council, or the various boards and commissions.

The CAO is also the appointing authority for all employees of the consolidated government whose appointments are not otherwise provided for. Those whose appointments are made otherwise include policemen and firemen appointed under Civil Service regulations, the employees of the semi-independent operating boards and commissions, and employees in the sheriff's and register of deeds' offices. This assures that one professional will be selecting others and that the reputation that Charlotte and Mecklenburg County have enjoyed as local governments with full appreciation for the essential role of professionals in government will be continued. The CAO alone removes the department heads whom he appoints.

*Administrative Organization.* The consolidated administrative organization is not established by the charter. All existing departments and offices of the merging governments will continue to operate after consolidation as they are organized at the time of consolidation until that organization is changed. As noted, the mayor is responsible for recommending to the Council any plans for organization or reorganization. The plans do not go into effect until approved by the Council, or until after 90 days if the Council neither approves nor disapproves during that period. Thus the mayor and Council have considerable flexibility in organizing the administrative structure (and reorganizing that structure) as may be most appropriate from time to time with changes in programs, the needs of the people, and technology.

No reorganization by the mayor and Council, however, may diminish the powers or responsibilities vested in a board, commission, office, or department by the charter or general law. Additional duties and responsibilities, however, may be vested in them by the mayor and Council. In addition to the semi-independent boards and commissions, the departments with "charter status" in this sense are clerk, tax supervisor, tax collector, police chief, fire chief, planning director, finance office, legal office, and the offices of elected officials.

### Board of Education

The Charlotte-Mecklenburg Board of Education is continued with the same responsibilities that it now has. The relationship of the board to the

council is the same as now exists between the board and the Board of County Commissioners. The Board of Education will continue to be responsible for the operation of the schools under state law, and the Council will be responsible for adopting the school budget and levying taxes for the schools, and providing for all school bond issues.

The links between the schools and the consolidated administration have been strengthened in order to assure that school programs and activities and other activities of the government are more effectively coordinated—to their mutual benefit. This is accomplished by the special conferences called through the mayor and the chief administrative officer which may involve members of the Board of Education and the superintendent of schools.

The Board of Education continues to have nine members. Six of them are to be elected from districts and three at large. All are now elected at large. All continue to be elected on a nonpartisan basis. School electoral districts are shown on council district maps on pages 43-54.

A number of changes from present arrangements have been made—changes that were recommended by most of the members of the present Board of Education and others in the community. Terms of Board of Education members have been shortened from six years to four, with a staggered term arrangement continuing. Members will continue to be elected in May and take office in December. The Board now holds its annual organization meeting in April. This meeting has been moved forward to January to bring it closer to the time newly elected members take office.

Finally, the charter provides for the transition to the new length of terms to take place over a four-year period so that no existing member will have his term of office shortened. The new arrangements become effective as terms expire. By 1976 the transition will have been completed and thereafter all elections and arrangements will be under the revised plan.

#### **Sheriff and Register of Deeds**

The sheriff and register of deeds are now elected county officials and will continue to be elected as they are now — that is, at the time of the election of state and national officials rather than at the time of the election of the Mayor and members of the Council. Their duties and responsibilities continue unchanged. With respect to

budgets, fiscal control, and personnel matters, these two offices will relate to the Council as they now relate to the Board of County Commissioners.

#### **Operating Boards and Commissions**

All ten of these semi-independent agencies continue and will have the same functions and responsibilities as before. The proposed plan changes the number of members of several boards to provide for increased representation of the entire county. In some cases, minor structural changes have been made to improve the coordination of these functions with other governmental activities. Section 6-42 of the charter requires the Council, in making appointments to these operating boards and commissions and to any other boards and commissions appointed by the Council, to “secure reasonable representation on each board, commission and authority of all sexes, races, income groups, geographic sections of the county and political parties.” The requirement also applies to all special committees created by the Council by ordinance or resolution. Fair representation of the entire community in all elements of the government should help assure governmental responsiveness to the will of the people.

Brief descriptions of the various boards and commissions are given below.

*Public Health.* This board is responsible for the administration of public health programs under state law and for adopting rules and regulations necessary to the protection of the public health. It now has three ex officio members and four appointed members. The mayor of Charlotte, the chairman of the Board of County Commissioners, and the school superintendent now serve ex officio. The four appointed members are, by law, a physician, a dentist, a pharmacist, and one public-spirited citizen. The proposed plan makes the mayor, the mayor pro tem, and the school superintendent ex officio members and adds a specialist in the environment and one other citizen to the list of members for a total of nine members. In all other respects the administration of the Health Department and the Board of Health continue unchanged.

*Social Services.* The proposed plan makes no change in the administration of social services, except that the Council is substituted for the Board of County Commissioners in appointing two members of the Board of Social Services.

*Auditorium - Coliseum.* The Auditorium-Coli-

seum Authority is currently composed of five members appointed by the Charlotte City Council and operates in separation from the general city government by charter. The proposed charter enlarges the authority to seven members and empowers the Council to make the authority subject at any time to the personnel, fiscal control, and budgeting procedures of the consolidated government. Otherwise, no change is made in the status of the Auditorium-Coliseum Authority.

*Housing Authority.* Several changes in the structure and operations of the Housing Authority are proposed in order to assure the responsiveness of the authority and to link its policies and actions with those of other elements of the consolidated government. The authority board has been increased in size from five to fifteen members, of whom five must be tenants in public housing. Members serve four-year overlapping terms and are appointed by the Council (the mayor now appoints members of the Housing Authority). The personnel policies of the Housing Authority will be the same as those for the consolidated government, and the authority will be subject to the fiscal control and budgeting provisions of the charter, thus increasing avenues for coordination and cooperation.

*Public Library of Charlotte and Mecklenburg County.* The administration of the libraries is continued under the proposed plan with only slight change. One additional public member of the board of trustees is added for a total of five public members plus two ex officio members—the mayor and the superintendent of schools. The library board is responsible for selecting the director of libraries and for administering the libraries, subject to the personnel and budgeting procedures of the consolidated government. The library has exclusive authority in purchasing of books and other library materials, and any form of censorship in the purchase of library materials is prohibited.

*Parks and Recreation.* Both Charlotte and Mecklenburg County now have park and recreation commissions. These are combined into a single Charlotte-Mecklenburg Park and Recreation Commission, with substantially the same responsibilities as the two boards now have—selecting the park and recreation director and administering the park and recreation programs for the consolidated government. Each existing commission has seven members. The new commission will have twelve members, appointed by

the Council to serve four-year overlapping terms. The charter requires that the membership of the Park and Recreation Commission contain at least one resident of each of the six school districts, thus assuring wide geographical representation. The commission is subject to the personnel, fiscal control, and budgeting procedures of the consolidated government.

*Redevelopment Commission.* The Charlotte Redevelopment Commission is continued in the proposed single government without significant change. Its name becomes the Charlotte-Mecklenburg Redevelopment Commission, and its five members are to serve four-year overlapping terms rather than five-year terms as at the present. At the suggestion of the Redevelopment Commission, service on the commission is limited to two consecutive terms.

*Veterans' Recreation Commission.* The proposed plan makes no change in this commission.

*Hospital Authority.* The Charlotte-Mecklenburg Hospital Authority was created under general law and continues under it. In companion legislation to be secured with legislative enactment of the charter, the Charter Commission proposes a few changes with respect to the Hospital Authority in line with general approaches to the integration of all operating agencies of the consolidated government. The Hospital Authority board will continue to have twenty-two members appointed by the mayor. However, the mayor will not be limited in his appointments to those persons recommended by the authority board, as he now is. The Hospital Authority is authorized, but not required, to provide ambulance services.

*Drainage Commission.* The Mecklenburg Drainage Commission, a three-man body that now operates under special acts, continues without change. Its operations are already integrated with those of the county government in that its staff are county employees and its financing is a part of the regular county budget. Operations under the proposed consolidated government will simply continue as before.

### State-Local Agencies

The six agencies listed under this heading on Chart 3, page 26, are primarily responsible for carrying out state programs and functions with limited local assistance and direction. The charter proposes no changes in how they operate. Only conforming adjustments are proposed so that

they relate to the consolidated government in the same manner as they now relate to the county government. For example, the Council appoints the member of the jury commission that is now appointed by the Board of County Commissioners. Local financing of the agencies, of course, is by the consolidated government where it is now by Mecklenburg County.

### Advisory Boards and Commissions

Of the eleven advisory boards and commissions shown on the charts, only the Charlotte Mecklenburg Planning Commission is created pursuant to charter provisions. All the others were created by ordinance or resolution of the local governing bodies and will be created (or modified or abolished) by the Council in the future as it may determine. The charter does require, as noted above, that the Council attempt to assure representation of all people within the county in its appointments to these boards and commissions.

None of the advisory boards and commissions are operating agencies. Staff services for them are provided by the department or agency of the government with which they are associated. For example, the airport manager and staff provide staff services to the Airport Advisory Committee; the Model Cities staff to the Model Neighborhood Commission, and the like.

The Council will necessarily make some changes in the composition of these groups after consolidation. Mecklenburg County officials serve on some of them *ex officio*; after consolidation, the Council must amend the ordinance or resolution creating the body to provide that their counterparts in the consolidated government serve on the body.

The proposed plan of government enlarges the Charlotte-Mecklenburg Planning Commission from ten members to fifteen, appointed by the Council to serve four-year overlapping terms. The Commission continues to exercise all the duties and responsibilities it now exercises, plus several additional powers. These are discussed on page 31.

### Technical and Regulatory Agencies

Of the fourteen technical and regulatory agencies listed under this heading on Chart 3, ten are continued without change except for necessary changes in conforming to the proposed charter—as, for example, changing the appointing authority from the present city council or the Board of

County Commissioners to the Council, or changing the designation of *ex officio* officials.

The Charity Solicitation Commission is now an agency of the City of Charlotte. County-wide jurisdiction may be granted the agency under the proposed charter in order that charitable solicitations throughout the county may be regulated for the protection of all Mecklenburg citizens.

The Civil Service Commission and the Personnel Appeals Board are discussed on pages 30-31 and the Board of Equalization and Review on page 37.

### Associated Agencies

The associated agencies are independent agencies on which the merging and consolidating governments have representatives or hold membership. The proposed charter makes no change in their organization and functions. After consolidation the Council will appoint representatives to the boards of these agencies. The agencies themselves may perhaps make changes in their structure or functions as a consequence of consolidation, but these changes should appropriately be initiated by the agencies.

### Special Conferences

The special conferences are arrangements to enable the mayor and the CAO to improve coordination and cooperation between the various agencies and departments of the consolidated government. The charter empowers the mayor to call conferences of members of boards and agencies and of chief administrative officers of the agencies and departments. It empowers the CAO to bring together the administrative officers of the various agencies and departments. At a time when many state and federal programs cross traditional lines of local government organization, the special conferences should be valuable in developing policies and programs and in improving the effectiveness of their administration.

### Personnel Administration

Personnel administration in the proposed consolidated government is composed of a number of divisions and elements, although fewer than in the existing governments.

Charlotte policemen and firemen and the Mecklenburg County police now are covered by two separate civil service systems. The charter combines these two systems into one, roughly a composite of the existing systems. Each existing

civil service board has three members. The new Civil Service Commission has seven members, appointed by the Council to four-years staggered terms. An attempt has been made to assure that its membership is representative of the entire county. No two members may reside in the same electoral district, assuring geographical representation, nor may members be all of the same race, sex, or political party.

Personnel of the agencies receiving federal assistance—public health, social services, and civil defense — continue to be subject to the merit system under the State Personnel Act.

Personnel policies and procedures for the consolidated administration are established by the Council and administered through the office of the mayor and the CAO. The consolidated personnel office is headed by a personnel director appointed by the CAO and is responsible for personnel administration for all employees now covered by the personnel department of the City of Charlotte and Mecklenburg County.

The various semi-independent boards and commissions have authority to appoint all officers and employees, but most of them will do so in accord with the general classification, salary levels, and other personnel practices and policies established by the Council. Only the employees of the Charlotte-Mecklenburg Board of Education are totally exempt from the Council's action on personnel matters. The Auditorium-Coliseum Authority and the Charlotte-Mecklenburg Hospital Authority are initially exempt, but may be brought under the standard policies of the consolidated government by Council action at any time.

An innovation in the charter is the Personnel Appeals Board. Any employee of the general consolidated government (essentially, those appointed by the CAO) who is suspended for more than thirty days without pay, or who is demoted or dismissed, may appeal to the Board for a determination of whether the action was proper and justified. The finding of the Personnel Appeals Board is final and binding on the administrative officer who took the action. The board may thus approve the administrative action, modify it, or reverse it, including ordering the reinstatement of an employee who it finds was dismissed without proper justification.

The personnel arrangements proposed should benefit the citizens of the county since they assure that competence and professional performance will be rewarded. Able employees should be at-

tracted to the service because of these rewards and because the arrangements prevent dismissals or other punitive actions for "political" reasons.

Section 5-2 of the charter provides:

It is the policy of the consolidated government and its agencies, boards, commissions and authorities that appointment, promotion, demotion, transfer, lay-off, disciplinary action, removal, rates of compensation, employee benefits and all other personnel matters shall be determined solely on the basis of merit and qualification, without respect to color, national origin, political affiliation, race, religion, sex or any circumstances other than merit and qualification.

The charter expressly guarantees every employee of the merging governments that his employment will be continued. Section 13-5 of the charter provides that every employee is entitled to at least "the same salary and the same rights, benefits, privileges and opportunities that he had as an employee of any of the consolidated governments."

Retirement programs, insurance benefits, and other employee benefits are all continued without change. Some of the diverse programs now existing will need to be consolidated, but the Charter Commission concluded that the Council, after consolidation and after the general administrative organization has been established, should be the agency to undertake this task.

### Planning

The proposed plan of government makes several modifications in the planning process and strengthens significantly the role of planning in the operations of local government.

The Charlotte-Mecklenburg Planning Commission is continued with all the usual planning powers and responsibilities, plus three new ones. These include two major instruments for guiding growth and aiding policy-making that are made integral parts of the planning process by the charter. First, the Planning Commission is given express responsibility for developing a comprehensive plan for the entire county, and the Council is charged with its adoption. The comprehensive plan is a general guide for growth and should suggest ways to enhance the quality of life in Mecklenburg County.

Second, the Planning Commission is made responsible for developing a capital improvement program for the consolidated government and for recommending annual priorities to the mayor and the Council. And third, the mandatory referral

procedure requires all departments and agencies, including semi-independent boards and commissions, to secure the planning director's approval before acquiring or disposing of any land or changing the use of any land. No action of this nature may be taken without his approval, or if he disapproves, until the Council has overridden his disapproval. These new powers should help assure that public actions are in accord with carefully prepared plans for the community's welfare and development.

The process for amending a zoning ordinance has also been modified. The charter provides that the Planning Commission shall be the agency to hold public hearings on zoning amendments and that it may hold the hearings before the full commission, hearing panels of the commission, or hearing examiners. A full record of the hearing is to be forwarded to the Council for review and action. A public hearing before the Council may be held only with the approval of a majority of the full Council. This procedure should increase the authority of the Planning Commission, since it promotes full and complete hearings before the commission. At the same time, it should reduce substantially the zoning workload of the Council—a much-needed change in light of the Council's extensive legislative responsibilities.

### Special Powers

Most of the special powers previously secured by charter or special legislative action for Charlotte and Mecklenburg County have been continued. Some have been continued as special acts—that is, they will continue to apply to the consolidated government. Others have been continued, with occasional minor modification, in the charter. The chief new powers are briefly described here.

*Historic preservation.* The consolidated government is granted power to take action, including the purchase of land and buildings, to preserve historic buildings and objects. A separate commission may also be appointed to give special attention to this activity on behalf of the government.

*Architectural and Design Review Board.* The Council is authorized to create an Architectural Review Board to review plans for all *public* buildings constructed by the consolidated government and any of its agencies. The purpose of the board

would be to improve the appearance and design quality of public construction.

*Prohibiting discrimination.* The consolidated government is authorized, consistent with the Constitutions of the United States and North Carolina, to "enact ordinances to prohibit acts of discrimination based on race, color, national origin, religion or sex."

*Public and rapid transit.* Local governments in North Carolina are not now generally authorized to finance and operate public transportation systems. Studies already under way in Charlotte and Mecklenburg County suggest that need for local governmental action in this area for Mecklenburg may arise, and authority to provide public transportation systems is provided in the charter.

*Social service activities.* The consolidated government is expressly authorized to undertake programs in conjunction with state and federal agencies or activities and particularly on its own to further the health and welfare of its citizens. Broad authority of this type was not previously available to any of the local governments.

### Elections

The regular elections of the consolidated government are to be held in the fall of odd-numbered years. This approach will separate the consolidated elections from both state and national elections. The mayor and members of the Council are to be elected on a partisan basis. Members of the Board of Education are to be elected on a nonpartisan ballot.

A primary election will be held on the second Monday of September in odd-numbered years. The general election will be held on the first Monday in November. School board elections will be held at the same time they are now held—at the time of the primaries for the nominations of state officers in even-numbered years.

Except for minor modifications, elections will be conducted under general state laws regulating elections.

### Open Meetings

In pursuit of the Charter Commission's objective of creating a responsive and responsible government for the citizens of Mecklenburg County, the charter requires that all meetings of the Council, the Board of Education, and all agencies and commissions appointed by the Council or the mayor be open to the public. Executive or closed

sessions are authorized with respect to only six matters: (1) appointment, promotion, and discharge of personnel, (2) appointments to boards or commissions, (3) deliberations with respect to acquiring real property, (4) deliberations with respect to negotiating positions in dealing with unions or litigation, (5) states of emergency, and (6) any matter required to be heard in executive session by state or federal law. The various bodies may only *consider* these matters in closed session. Voting must be in open session.

The open-meeting provisions of the proposed charter are designed to make the government's actions open in every reasonable case—for the mutual benefit of citizens, officials, and parties with special interests in particular cases.

### Service Districts

Basic to the financing plan proposed for the consolidated government is the use of "service districts." The entire county will constitute the Mecklenburg Service District. Services, functions, and activities that are provided on a county-wide basis, or undertaken for the general benefit of all citizens, will be financed from county-wide taxes and other revenues allocated for county-wide use.

The Charter Commission, pursuant to constitutional amendments approved by the voters of North Carolina in November of 1970, has prepared general legislation to be introduced with the charter authorizing consolidated counties to create urban service districts. Within urban service districts, the consolidated government may provide services, functions and activities not provided county-wide, or provide them within the urban service district at a higher level than provided county-wide. The charter requires budgeting for these extra, or higher levels of, services in urban service districts so that the full cost will be borne by revenues of the districts—special taxes, charges, or other revenues allocated to the urban service districts by the charter. The basic idea is that every citizen pays for what he receives—no more and no less.

The charter does not establish which functions, services, and activities will be provided county-wide and which will be provided only in urban service districts, nor which will be provided at a higher level within urban service districts. These decisions will be made each year by the Council when the budget is adopted. Conditions and needs may change from time to time, and as these

change, the services, functions, and activities may need to change with them. The central requirement, however, remains: only those who receive services or benefit from activities pay for them.

Under the proposed charter, the territory within the City of Charlotte at the time of consolidation will become the Charlotte Urban Service District. Each of the small towns that elect to merge into the consolidated government will also become an urban service district, whether it merges when the consolidated government is established or later.

Services need not be uniform from one urban service district to another. For example, one level of police protection might be provided in the Charlotte Urban Service District and another level in, say, the Matthews Urban Service District. And the levels in each could be either raised or lowered by the Council from year to year. Whatever the level provided, however, the taxpayers of the district would meet any cost differential between their level and the basic level provided county-wide.

The urban service districts are subordinate taxing areas. They are not units of government. They will have no separate elected officials nor any employees. They are simply geographical areas in which the consolidated government, by action of the Council, provides services, functions, or activities that are different in kind or degree from that provided county-wide, and in which special revenues are raised to meet the additional costs of these services, functions, or activities. The employees who provide the services will be regular employees of the consolidated government. Bonds issued to finance the construction of facilities used in connection with extra or higher levels of services will be bonds of the consolidated government, issued after a county-wide vote when a vote is required. The budgeting requirements, however, assure that debt service requirements, capital outlay, and all operating and maintenance expenses associated with any service provided only in an urban service district or at a higher level within the district, must be financed from revenues of the district.

### Allocation of Revenues

The charter of the proposed consolidated government grants no new taxing powers to the consolidated government. Only those now available to the county and municipal governments will be available to the consolidated government. The



charter does, however, allocate the revenues among the service districts. Some are allocated county-wide; some go to urban service districts; and some are shared.

*County-wide allocations.* The following are allocated to the Mecklenburg Service District

1. Beer and wine crown taxes returned to the county and municipalities by the state, except the share going to any of the small towns that continue as separate municipalities.

2. Proceeds from the excise stamp tax levied on real estate sales.

3. Privilege license tax receipts, except the portion returned to the small towns. (Both municipal and county privilege license taxes are now levied. Only the municipal schedule will be levied by the consolidated government.)

4. Auto license tags. This tax (\$1.00 per auto) is authorized county-wide. If levied, the portion within continuing smaller towns will be returned to them.

5. Dog tax. Only a single county-wide tax may be levied. At the present, both a city and a county tax are levied on municipal residents.

6. CATV franchise tax, except the portion returned to the smaller towns.

7. All other revenues not explicitly allocated otherwise.

*Urban Service District Allocations.* Proceeds from the following revenue measures are allocated by charter to the urban service districts in which they are generated.

1. Powell Bill funds. These are funds from a share of the state gasoline tax distributed to municipalities for use on municipal streets.

2. Traffic penalties. Civil penalties collected within each urban service district for violations of traffic ordinances therein.

3. Electric and telephone utility profits. Four of the five small towns operate electric distribution systems and one operates a telephone system. Profits from each of these will go to the urban service district replacing that town when its citizens vote to consolidate and become an urban service district.

4. Taxicab license taxes. These will be levied only in urban service districts.

*Shared allocations.* The proceeds from some revenue measures will be shared between the Mecklenburg Service District and the urban service districts. These include the following:

1. Intangibles taxes. These are to be shared in proportion to the levy of property taxes in all units or taxing areas — continuing the present arrangement.

2. ABC profits and sales tax proceeds. These will be allocated among the various service districts and any continuing municipalities by the Council.

3. Arrest fees. These will be divided according to law enforcement expenditures financed by the various districts.

4. Fees and charges. These proceeds are allocated to the district responsible for financing the function with which the fees or charges are associated. For example, it is assumed that water and sewer operations will be a county-wide function. Thus all water and sewer receipts will be allocated in the budget to the Mecklenburg Service District. If a function is performed county-wide and a higher level is provided in any urban service district, the Council will allocate any associated charges as appropriate.

The property tax continues to be the "residual" or the "balancing" tax. After expenditures are determined and all nonproperty tax and other revenues allocated, any remaining funds needed are raised from the property tax levy.

### Allocation of Expenditures

As noted, the charter does not allocate functions and services. The Council is free to decide upon service levels provided in each budget. The charter does, however, require that all administrative expenses such as personnel administration, purchasing, and buildings and grounds be allocated among the various service districts by the Council according to their use in connection with services and functions directly provided.

### Illustrative Budget

The Charter Commission developed an illustrative budget to suggest the possible impact of consolidation. For this purpose, the 1970-71 budgets of Mecklenburg County, the City of Charlotte and the towns of Cornelius, Davidson, Huntersville, Matthews, and Pineville were consolidated. The budgeted revenues and expenditures of all seven governments were allocated either county-wide or to the urban service districts in accord with provisions of the charter or the general principles of the plan of government.

All functions and services now provided by Mecklenburg County (and now financed on a county-wide basis) were allocated to the Mecklenburg Service District.

The functions and services of the six municipal budgets were allocated as follows:

*Allocated County-wide*

Planning	Building Inspections
Civil Defense	Community Relations
Dog and Pet	Veterans' Service
Cemeteries	Health and Hospitals
Landfills	Industrial promotion
Elections	Libraries
Youth Program	Mint Museum
Water and Sewer	Nature Museum
Airport	Ambulance Service
Auditorium-Coliseum	
Administrative and Central Services	
Contributions	
(Safety Council, Life Saving Crew	
National Guard, Festival in the Park,	
etc.)	

*Allocated to Urban Service Districts (Shared in some cases)*

Municipal Information System
Police (part county-wide)
Fire (part county-wide)
Traffic Engineering
Streets and Public Works
Garbage Collection
Street Cleaning
Parks and Recreation (part county-wide)
Tax Listing and Collection (part county-wide)
Redevelopment
Street Lighting
Model Cities
Administrative and Central
Services (part county-wide)

The allocations included the allocation of all expenses associated with each service or function, including current operating expenses, capital outlay and debt service on bonds.

The allocations of revenues were made as required, or permitted, by the charter. Most revenues are allocated by the charter. Because of the uncertain legal status of the Mecklenburg sales tax at the time the Commission completed its work, and in order to give the Council freedom

to provide for a fair approach to taxation, the charter authorizes the Council to allocate sales tax proceeds and ABC profits in its discretion. If the Council allocates any of these receipts to any urban service district, the charter requires the Council also to allocate the same per capita amount to all urban service districts and municipalities within the county, assuring that taxpayers of all the existing municipalities will share equally in these allocations.

Since the Council will have discretion in allocating all expenditures and in determining the basis for allocating more than \$9,000,000 in ABC and sales tax revenues, plus other receipts associated with particular services or functions, and since actual costs and levels of services change, it is not possible to indicate precisely what the impact of consolidation will be on taxpayers in different parts of the county. The range of possibilities, however, may be indicated.

One end of the range is suggested by the expenditure allocations above. If these are assumed, and if ABC and sales tax revenues are assumed to be allocated among the different jurisdictions as they are currently, taxpayers in the unincorporated areas of the county would experience the equivalent of a 22-cent increase per \$100 valuation in their property tax rates. Taxpayers in Charlotte would experience a net property tax rate decrease of 11 cents per \$100 valuation, and those in Cornelius, Davidson, Huntersville, and Pineville would experience net property tax rate decreases varying from 9 cents to 53 cents. Matthews taxpayers would face an increase of 37 cents. (The Matthews situation is abnormal because of heavy construction expenditures for 1970-71. By the time consolidation is actually established, the increase for Matthews taxpayers should be largely eliminated.)

The chief item in the change of tax rates results from the shift to the unincorporated area of the county of the responsibility for supporting the law enforcement services that the unincorporated area alone now receives but are supported on a county-wide basis. County expenditures for the rural police for 1970-71 are budgeted at \$1,303,625—an amount equal to 8 cents on the Mecklenburg county-wide tax rate. This service is provided only to citizens outside the municipalities. Because of the distribution of taxable property, over two-thirds of its cost is met by county citizens who live inside Charlotte and the smaller towns. If only those who receive this protection were taxed

to meet the full cost, their tax rates for police would be 24.7 cents—an increase of 16.7 cents above the present level.

The county now appropriates \$153,040 for fire protection in areas outside Charlotte. This is equal to approximately .9 cents on the county-wide tax rate. If the same amount is raised from the area receiving the service, a tax rate of 2.8 cents is required, or an increase of 1.9 cents on the tax rate.

The City of Charlotte is also paying this year \$384,237 in debt service on hospitals, public health, and library bond issues—services that are now provided county-wide. If this debt service expense is spread county-wide, the resultant tax increase amounts to another 2.4 cents.

Taken together, the equalization of support of police, fire, public health, hospitals, and libraries accounts for 21 cents of the 22-cent increase in the county-wide tax rate.

The charter also transfers county-wide over \$11,000,000 in revenues received annually by the City of Charlotte. These almost off-set the other functions and services that are assumed to be provided and supported on a county-wide basis in this illustrative analysis of the financial impact of consolidation.

It will be possible, however, for the Council to allocate expenses and some revenues in a different manner from that in the above illustration. For example, if the above allocations of expenses are made, but all the ABC and sales tax revenues are allocated county-wide (rather than shared), the change of tax rates experienced by any taxpayer as the result of consolidation would be less than two cents, and only slight changes in the allocation of expenses would be necessary to effect consolidation without any adjustment in property tax rates for taxpayers in different parts of the county.

As to the impact of consolidation on tax rates, four things may be said:

1. The Council will determine each year what the level of expenditures will be and what services will be provided in each of the service districts.

2. The Council is made responsible for allocating costs and several revenues among the service districts.

3. It is likely that most taxpayers will experience relatively small changes in their tax bills as a result of consolidation.

4. For the first time in Mecklenburg County, because a single representative governing body

will be responsible for making decisions on both expenditures and the raising of money, there will be a governmental structure that will permit fair and equitable taxation of all Mecklenburg citizens.

The illustrative budget also makes no claim for savings, although the more efficient and better-coordinated provision of services that should result from a single government may be expected to provide small savings in the beginning and substantial savings in the long run. In a period of population growth, expanding governmental services, and rising prices, the consolidation could take place without any change in total expenditures—the situation set forth in the illustration. The illustration is thus deliberately conservative. Any error is in an understatement of savings rather than an overstatement.

### **Budgeting**

The budgeting procedures of the consolidated government as proposed are based primarily on those now applying to counties and municipalities in North Carolina. Department and agency heads must submit their requests and estimates to the budget officer by April 1 of each year. Under the direction of the mayor and the CAO, a balanced budget is developed and recommended by the mayor to the Council not later than June 1 of each year. On the second Tuesday of June each year, the Council is required to hold a public hearing on the budget. The budget hearing is a change from present law, which does not require cities and counties to hold public hearings on proposed budgets.

When the mayor submits his recommended annual budget to the Council, he must also submit a six-year capital improvement program initially developed by the Planning Commission. The program recommended by the Planning Commission must go forward to the Council, but the mayor is free to recommend changes of different priorities. The Council, after at least one public hearing and further study, must adopt the budget not later than its first meeting in August.

### **Tax Limits**

Property-taxing limitations are established for the proposed government. The maximum rate that may be levied county-wide is \$.75 on the \$100 of assessed valuation, exclusive of levies for schools and debt service or taxes levied for special purposes and approved by the voters.

The limitation for the County is a new one. No county-wide limit exists now.

The maximum property tax that may be levied in an urban service district, with the same exclusions noted above, is \$1.50 on the \$100 of assessed valuation. This limit is the same as that now applying to municipal governments for general purposes.

### **Debt Limit**

Both municipal and county governments now operate with statutory debt limitations, and these limitations have been translated to the consolidated form and continued in the proposed charter and companion legislation.

The current Mecklenburg County debt limitation for school purposes is 8 per cent of the total assessed valuation of taxable property. The same limitation will apply to the consolidated government.

The current debt limitation for municipalities for all purposes other than for water, electric, gas, and sewer (where self-supporting) is 8 per cent of the assessed valuation. The debt limitation of the consolidated government other than for school, water, sewerage, gas, and electric purposes is also set at 8 per cent of the assessed valuation.

As noted, all bonded indebtedness incurred under the consolidated government will be county-wide obligations even though debt service on the issue may be financed totally from revenues raised within one or more urban service districts.

### **Board of Equalization and Review**

Mecklenburg County now annually appoints a Board of Equalization and Review to review and examine the tax listing of the county to make sure that all property is properly and fairly listed and appraised. The proposed charter would make this a permanent body in order to relieve the Council of the responsibility it would otherwise inherit as the successor to the Board of County Commissioners.

### **Continuing Municipalities**

The legislation establishing the Charter Commission directed that the recommended plan of government be one that permits any of the five small towns to merge with the consolidated government or to continue as independent municipalities. The proposed charter and companion legislation carry out that mandate.

Within 120 days after the plan of consolidation is approved in a referendum by all of Mecklenburg voters, a special referendum will be held in each of the five towns to determine whether it will merge with the consolidated government when it is established. The towns that vote to merge will cease to function as separate governments on the date the new government is established, and their respective assets and liabilities will be transferred to the consolidated government. At any later time any town that initially elects to continue as a separate municipality may by a vote of its citizens merge with the consolidated government.

The municipalities that continue and their citizens will relate to the consolidated government in substantially the same manner as they now relate to Mecklenburg County. The citizen of each continuing municipality will be also a citizen and voter of the consolidated government, just as he is now a citizen and voter of Mecklenburg County. Citizens of the continuing towns are entitled to the benefits of all county-wide services and functions of the consolidated government, and are subject to all of the taxes imposed to support them. In addition, acting through their own government, they may provide any municipal services and functions within their towns just as they do now. Many services and functions not now provided on a county-wide basis will be provided county-wide and hence be available to citizens of the continuing towns. For example, building inspection and planning services will be provided county-wide, including within the towns. The towns may, however, reject these services and provide them separately, or provide additional services of these types if they so choose. The same relationships will exist with respect to many other services provided throughout the county by the consolidated government.

The continuing municipalities retain all of the powers they now possess under their charters or the laws of North Carolina, except with a minor modification of their power to annex territory. The charter provides that the continuing towns may not annex territory that is within an urban service district established by the Council, except with Council approval. Conversely, the Council is prohibited from annexing any part of a continuing municipality as part of an urban service district. Since both the urban service districts and the towns are structural approaches to pro-

viding services that are not provided county-wide, it follows that they should not overlap.

Furthermore, ordinances of the consolidated government, with eight exceptions specified in the charter, may not apply within the territory of any of the continuing towns except with the approval of their governing bodies unless the power to enact the ordinance was held by all North Carolina counties at the time of consolidation or is later authorized for all counties in North Carolina.

The charter contains provisions that should encourage cooperation between the consolidated government and the continuing municipalities and authorizes joint action and cooperation with respect to any power, service, or function that any of them is authorized to undertake.

In essence, the charter permits the citizens of the smaller towns to enjoy all the benefits of consolidation and to continue to enjoy the privilege of separate municipal government status as long as they want to do so.

### Transition

The charter of the proposed consolidated government provides that upon consolidation, all the assets and liabilities of the merging governments and all actions or claims against them or by them are vested in the consolidated government. All rights and interests of the merging governments or parties to contracts or agreements with them are protected and continued. Ordinances previously adopted by the merging governments will continue in force in the jurisdiction in which they apply at the time of consolidation until changed by the Council. Thus the transition continues and protects laws, properties, and other rights and interests.

### Establishment of the New Government

The establishment of the consolidated government will take place with the following arrangements:

1. The effective date of consolidation will be August 15, 1972.
2. The first mayor and the initial councilmen will be nominated in a primary on March 13, 1972, and elected on April 24, 1972. They will take office on the date the new government becomes effective August 15, 1972.
3. The first officials do not take office at the regular time they are scheduled to take office under the charter. Their first terms will, therefore, be slightly shortened in order to

adjust to the regular election schedule thereafter.

4. The terms of office of all governing board members of the merging governments will end on the date that the new government is established.
5. Mecklenburg County will continue as a political subdivision of the state. All the municipalities merging into the consolidated government will be abolished when the new government is established.
6. Place names, post office addresses, and similar identifying terms or names will not be affected by consolidation. Changes in these will take place in the future in the same manner that they have in the past.

### Changes in the Form and Structure Of Government

County and municipal governments in North Carolina are now authorized, by actions of their governing boards (and a vote of their citizens in many cases), to change their structure and form without legislative approval. The charter includes similar provisions for the consolidated government. Under the charter, the changes may be made only with approval of the voters. A referendum on a proposed change may be called by the Council or under a petition from citizens. The changes that may be made include:

1. The length of terms of office for the mayor and councilmen (within set limits).
2. The manner in which councilmen are elected (at large, districts, or any combination).
3. The number of members of the Council (between seven and 25).
4. Whether election for the mayor and Council will be partisan or nonpartisan.
5. Whether the mayor shall be elected by the voters or from the Council.
6. Whether the form of government shall be changed to the council-manager form.

Thus by home-rule arrangements the basic governmental structure and form may be altered in the future by Mecklenburg citizens as well as by legislative action.

### Charter Revision Commission

The Charter Commission recognized early in its work that just-as present conditions in Mecklenburg County suggest a change in the structure of local government, future needs and changed

conditions will occasionally demand a revision of the charter now proposed. The charter, therefore, directs the creation of a continuing Charter Revision Commission, representative of the entire county, to consider and make recommendations on possible changes in the charter as requested of it by either the mayor or the Council. In this manner careful study of changing conditions and the structure of government is assured and the arrangements for making changes when necessary are provided.

### Origin of the Proposed Plan

As noted, the proposed plan of government attempts to combine the strengths of the council-manager and strong mayor-council forms of municipal government found throughout the United States. The proposed plan draws from both of these plans of local government. It combines the political accountability and community leadership strengths of the strong mayor-council form with the strengths of the professional administration and central policy-making by the council found in the council-manager form. As suggested, the proposed plan might thus be termed a council-mayor-administrator form of government. In broad terms the proposed plan might be compared with the traditional forms as follows:

1. The policy role of the Council is substantially the same as that of the typical governing body in a council-manager plan. The Council does not appoint the chief administrative officer, but it has increased power of appointment over semi-independent boards and commissions.
2. As chief executive with a veto power, the mayor's strength is greater than that of the mayor in most council-manager units but less than that typically held by mayors in strong mayor-council arrangements.
3. The chief administrative officer by this charter is granted more charter authority

and appointive responsibilities than is usually vested in deputy mayors or chief administrative officers in strong mayor-council plans, but less than is usual for the manager in council-manager governments.

A listing of the chief elements of the proposed plan with a comparison of typical arrangements in the two traditional forms will illustrate the origins of the proposed plan and the basis for the general assessment above.

1. Mayor's veto. The veto exists in both arrangements, but is more common in the strong mayor-council form.
2. Mayor presides over the Council. This arrangement is typical of council-manager plans.
3. Council appointment of boards and commissions. This is typical of council-manager plans. Strong mayor-council plans usually vest much of this appointive power in the mayor.
4. Budget preparation by the mayor. A parallel with the strong mayor-council approach.
5. Mayor is the chief executive. This is characteristic of the strong mayor-council plans.
6. Special conferences by mayor and CAO. This is a new device and not representative of either traditional plan.
7. Procedures for administrative reorganizations. The recommended approach is consistent with the theory of the strong mayor-council plan.
8. Role of the CAO. The role is a mixture. The CAO reports to the mayor. In a council-manager government, the manager reports to the governing board. On the other hand, the CAO under the proposed charter has more formal appointing powers and wider supervisory powers than the CAO or other administrative subordinates of the mayor usually have in strong mayor-council arrangements.

## CHAPTER VI. THIS BETTER PLAN

This report, *Responsible Responsive Government*, is intended to show how and why the government proposed in the plan for The Consolidated Government of Charlotte and Mecklenburg County is superior to the seven individual governments in Mecklenburg now.

To contend that the plan for consolidation is superior is not necessarily to be critical of existing forms of government, which were adequate to the times and purposes for which they were adopted. But these times are no more and those purposes have changed. So, too, have the citizens of Mecklenburg and their needs changed. We need a government designed for this decade, and we need to begin using that government in the first year of this decade.

As the Letter of Transmittal that opens this report suggests, we wish we could offer a perfect document. Instead we offer what sixteen conscientious Mecklenburg citizens have worked out after 18 months of debate and compromise.

To those citizens who wish that some things about this charter were different, we offer the observation that the choice is between this practical, workable plan and the seven different governments we now have. Weighed in the spirit of practicality, we have no doubt that this plan for consolidation is superior.

To citizens who fear, as we have heard some say, that consolidation will hasten the day when all of Mecklenburg will be urbanized, when there will be left no quiet residential acres in Mallard Creek or Steele Creek, when there are no uncut forests in Lemley Township or in Morning Star, we suggest that the position of primacy which this entire community enjoys in the Piedmont region is the true source of the thrust toward growth—and toward greatness. The impetus is not in the form of government, for growth and change have been with us for years under the old forms.

Consolidation is, instead, a rational plan to deal with the results of urbanization in a manner which will permit all citizens throughout the county to have a voice in the process. Those citizens who

see consolidation as a threat to their quiet, non-urban way of life may wish that they had the choice of continuing undisturbed. No doubt many Charlotte citizens would join them in that wish. But if the quietness of the countryside is to be preserved for even a part of Mecklenburg's citizens, it will be preserved by all citizens' being concerned about it and working together—not by some citizens who want to preserve it fighting against the encroachment of the jurisdiction of another government in which they are in no direct way full participants.

With these prospects for the future, with these common needs and goals before us, we know that we need better-coordinated planning in this county. We know that we need to make the most efficient use possible of our fiscal and physical resources. We know that we need more representative government that reflects diverse needs and desires of all our citizens. We know that we need strong, popularly elected leadership as the executive head of the single government. And we know that all divisions of government—departments, agencies, boards, commissions, and authorities—should be responsible to the single government and to the people that government serves.

The plan for The Consolidated Government of Charlotte and Mecklenburg County holds these promises on every page, almost in every line of its balanced, measured proposals.

The members of the Charlotte-Mecklenburg Charter Commission were charged with the duty of proposing a plan for consolidated government for Mecklenburg. We have performed the task that our fellow Mecklenburg citizens asked us to do, and we believe that we have a fair and equitable plan that offers responsive, responsible, representative, and economical government.

The rest is up to the citizens of Mecklenburg.

Government does not exist alone. It exists to serve the needs of the people of Mecklenburg. We commend this plan to our fellow citizens, urge them to adopt it, and further, urge them to participate fully in the new Consolidated Government of Charlotte and Mecklenburg County.

## APPENDIXES

### APPENDIX A. COUNCIL ELECTORAL DISTRICT STATISTICS

A map illustrating the twelve council electoral districts provided for in the Charter for The Consolidated Government of Charlotte and Mecklenburg County appears on page 55. The details of the boundaries of each district are set forth in

Chapter 14 of the Charter and are illustrated on individual maps on pages 43-54. Each school electoral district is formed by combining two council electoral districts as indicated on the council district maps.

#### SUMMARY OF STATISTICS FOR TWELVE COUNCIL ELECTORAL DISTRICTS

District	Population
One -----	29,793
Two -----	29,027
Three -----	29,290
Four -----	29,318
Five -----	29,652
Six -----	28,887
Seven -----	29,697
Eight -----	29,001
Nine -----	27,944
Ten -----	29,004
Eleven -----	29,647
Twelve -----	29,666
Total -----	350,926

Average: 29,244.  
 Largest district: 29,793 (One)—549, or 1.87 per cent, over average.  
 Smallest district: 27,944 (Nine)—1,300, or 4.48 per cent, under average.  
 Variation between largest and smallest district: 1,849.

The charter provides that districts shall be regarded as substantially unequal when there is a difference of at least ten per cent between the population of the most populated and the least populated districts. That would allow for a variation of 2,924.

#### STATISTICS FOR TWELVE COUNCIL ELECTORAL DISTRICTS

DISTRICT ONE		DISTRICT TWO		DISTRICT THREE		DISTRICT FOUR	
Tract	Population	Tract	Population	Tract	Population	Tract	Population
44 (a)	1,155	19.01 (d)	3,031	27	7,636	30.02 (e)	4,317
54 (b)	5,150	19.02	5,357	28	3,259	43.01	4,926
55 (c)	3,761	30.02 (e)	1,438	29.01	5,356	58.02	4,036
61	7,187	55 (c)	3,116	30.01	5,423	59	6,866
62	3,678	56	5,671	34	4,632	60	9,173
63	3,474	57.01	3,701	35	2,984	Total	29,318
64	5,388	57.02	3,574	Total	29,290		
Total	29,793	58.01	3,139				
		Total	29,027				

DISTRICT FIVE		DISTRICT SIX		DISTRICT SEVEN		DISTRICT EIGHT	
Tract	Population	Tract	Population	Tract	Population	Tract	Population
15.01	4,488	10	2,964	18	5,458	31.01	7,693
15.02	7,585	11	3,459	19.01 (d)	3,031	31.02	4,183
16.01	7,345	12	5,041	20.01	6,469	31.03	6,436
53	10,234	13	5,052	20.02	4,069	32	6,814
Total	29,652	16.02	5,701	21	2,054	33	3,875
		17	6,670	22	4,337	Total	29,001
		Total	28,887	29.02	4,279		
				Total	29,697		

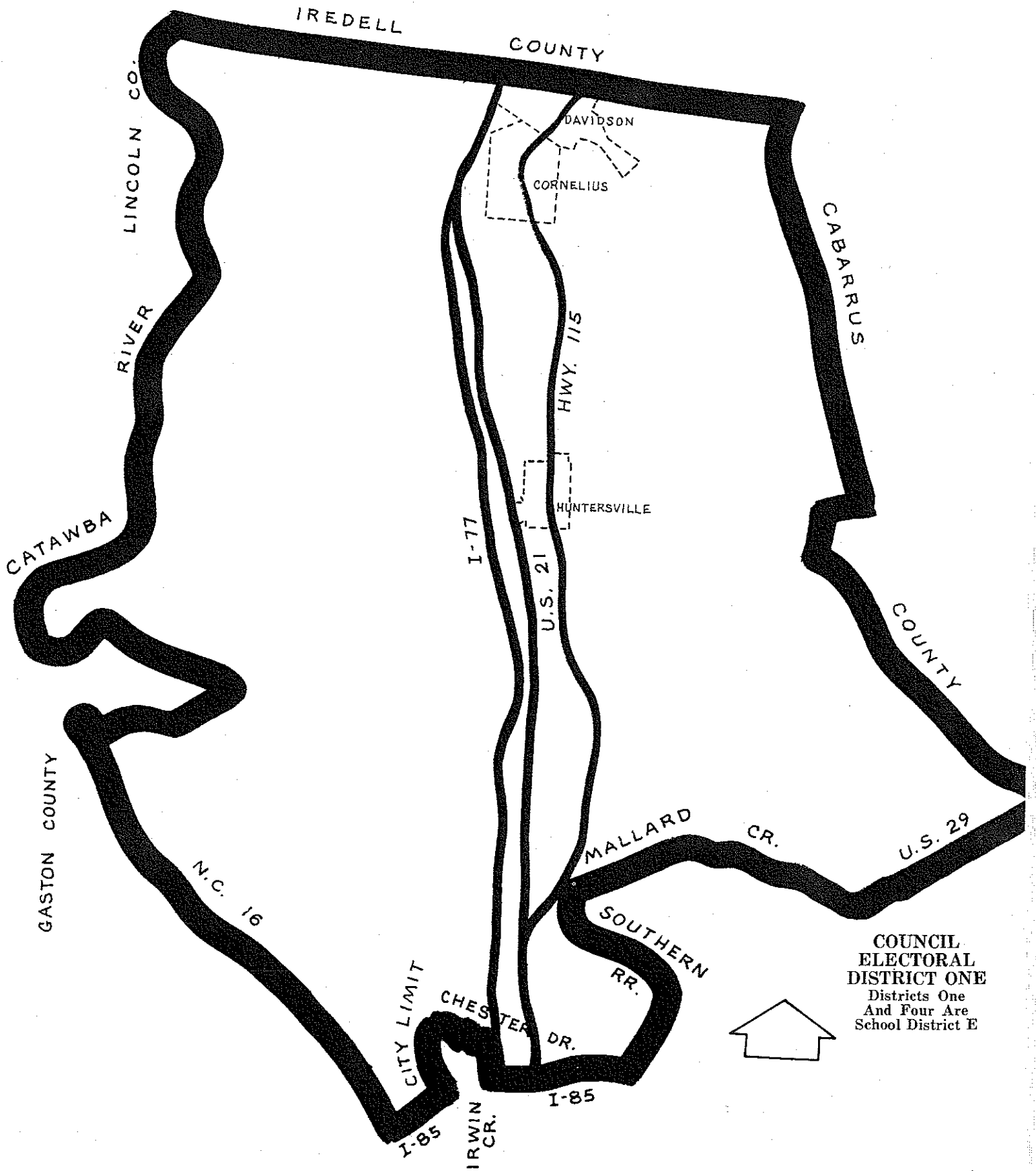


DISTRICT NINE		DISTRICT TEN		DISTRICT ELEVEN		DISTRICT TWELVE	
Tract	Population	Tract	Population	Tract	Population	Tract	Population
7	1,408	1	862	38.01	6,749	36 (g)	3,465
8	4,267	2	1	39	7,402	37	3,569
9	3,159	3	509	40	6,463	38.02	5,378
14	3,319	4	1,618	42	3,986	41	4,468
48 (f)	3,121	36 (g)	1,500	43.02	3,891	45	5,743
50	5,167	5	2,223	44 (a)	1,156	46	4,835
51	3,952	6	3,468	Total	29,647	54 (b)	2,208
52	3,551	23	3,549			Total	29,666
Total	27,944	24	2,604				
		25	2,531				
		26	1,749				
		47	3,144				
		48 (f)	3,121				
		49	2,125				
		Total	29,004				

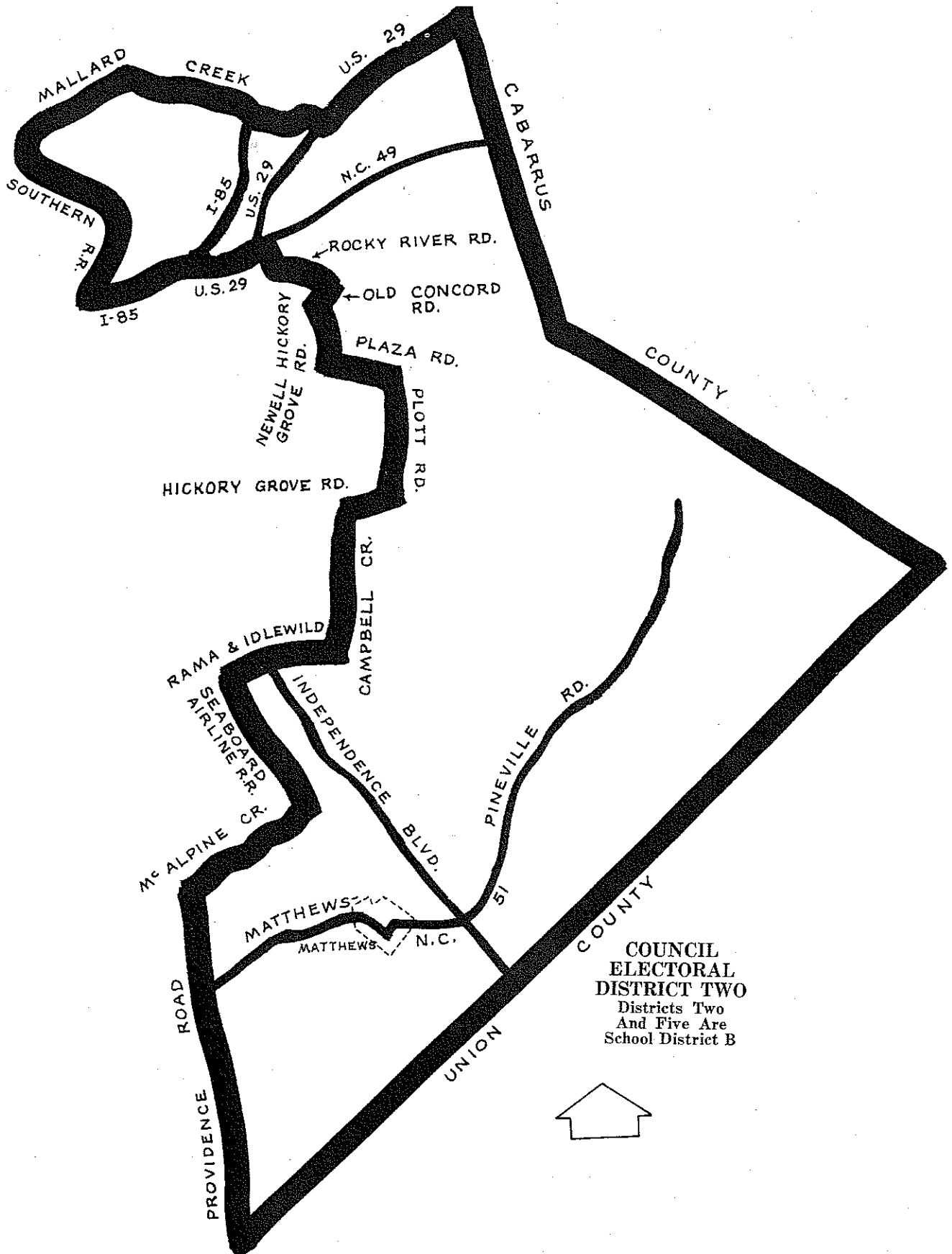
## NOTES:

- (a) Census Tract 44 has 2,311 residents; 1,155 are in District One, and 1,156 are in District Eleven.
- (b) Census Tract 54 has 7,358 residents; 5,150 are in District One, and 2,208 in Origin and Destination Zone 160 are in District Twelve.
- (c) Census Tract 55 has 6,877 residents; 3,761 are in District One, and 3,116 in Origin and Destination Zones 129, 130, 131, 132, 166, 167, 168, 169, 170, 171, 180, 186, 187 and 209 are in District Two.

- (d) Census Tract 19.01 has 6,062 residents; 3,031 are in District Two, and 3,031 are in District Seven.
- (e) Census Tract 30.02 has 5,755 residents; 1,438 or one-fourth are in District Two, and 4,317 or three-fourths are in District Four.
- (f) Census Tract 48 has 6,242 residents; 3,121 or half are in District Nine, and 3,121 are in District Ten.
- (g) Census Tract 36 has 4,965 residents; 1,500 are in District Ten, and 3,465 are in District Twelve.

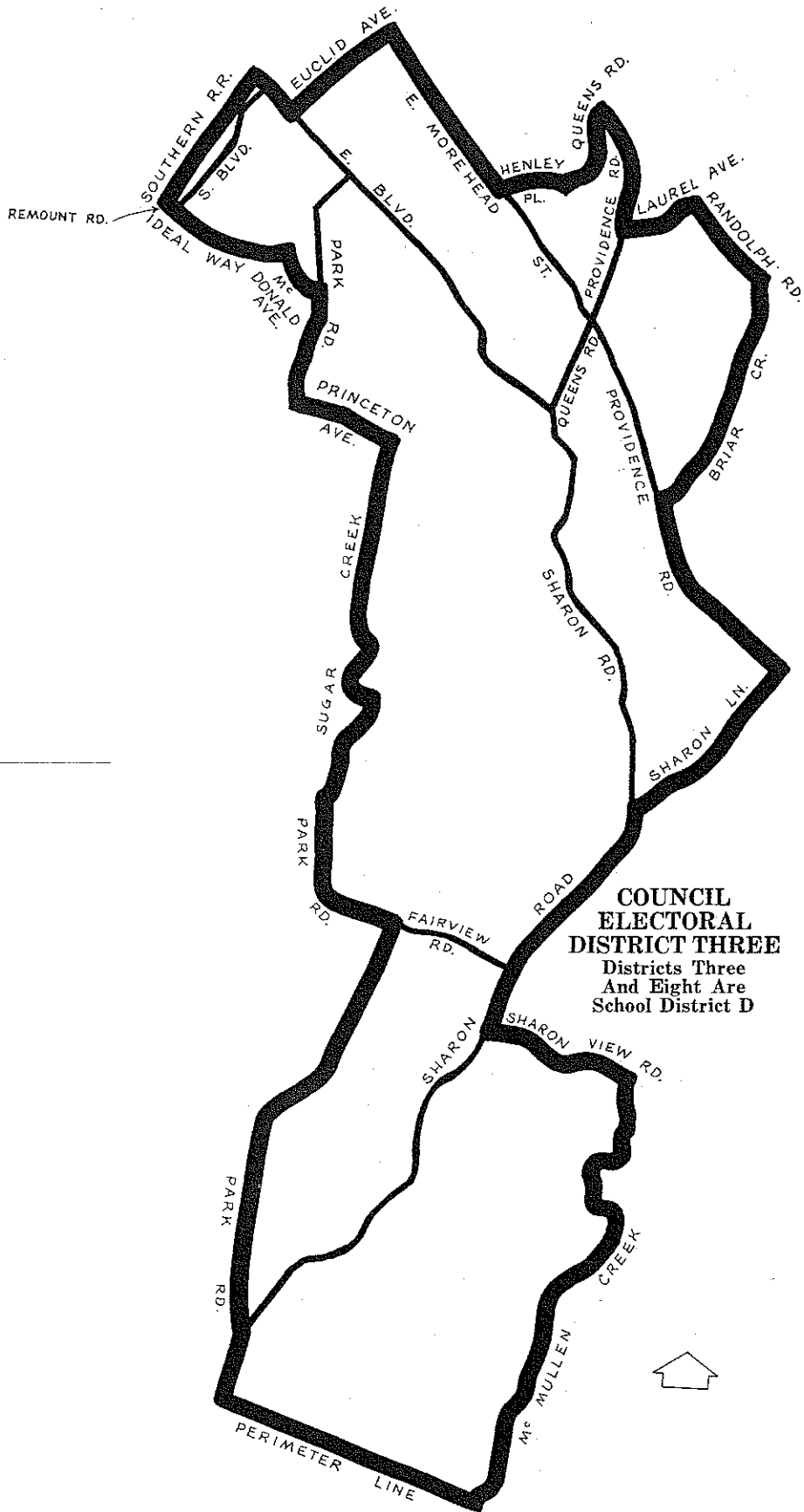


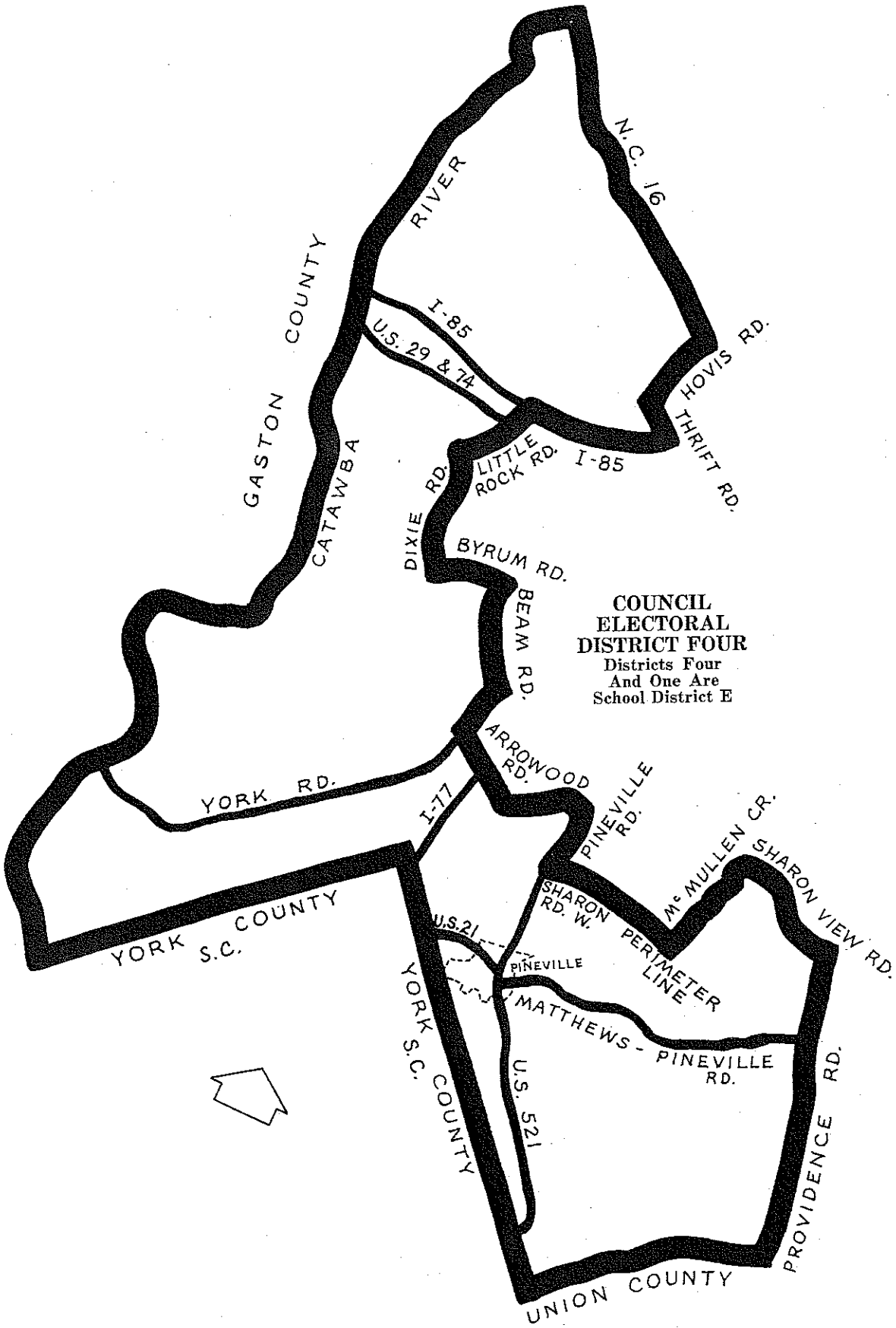
**COUNCIL  
ELECTORAL  
DISTRICT ONE**  
Districts One  
And Four Are  
School District E

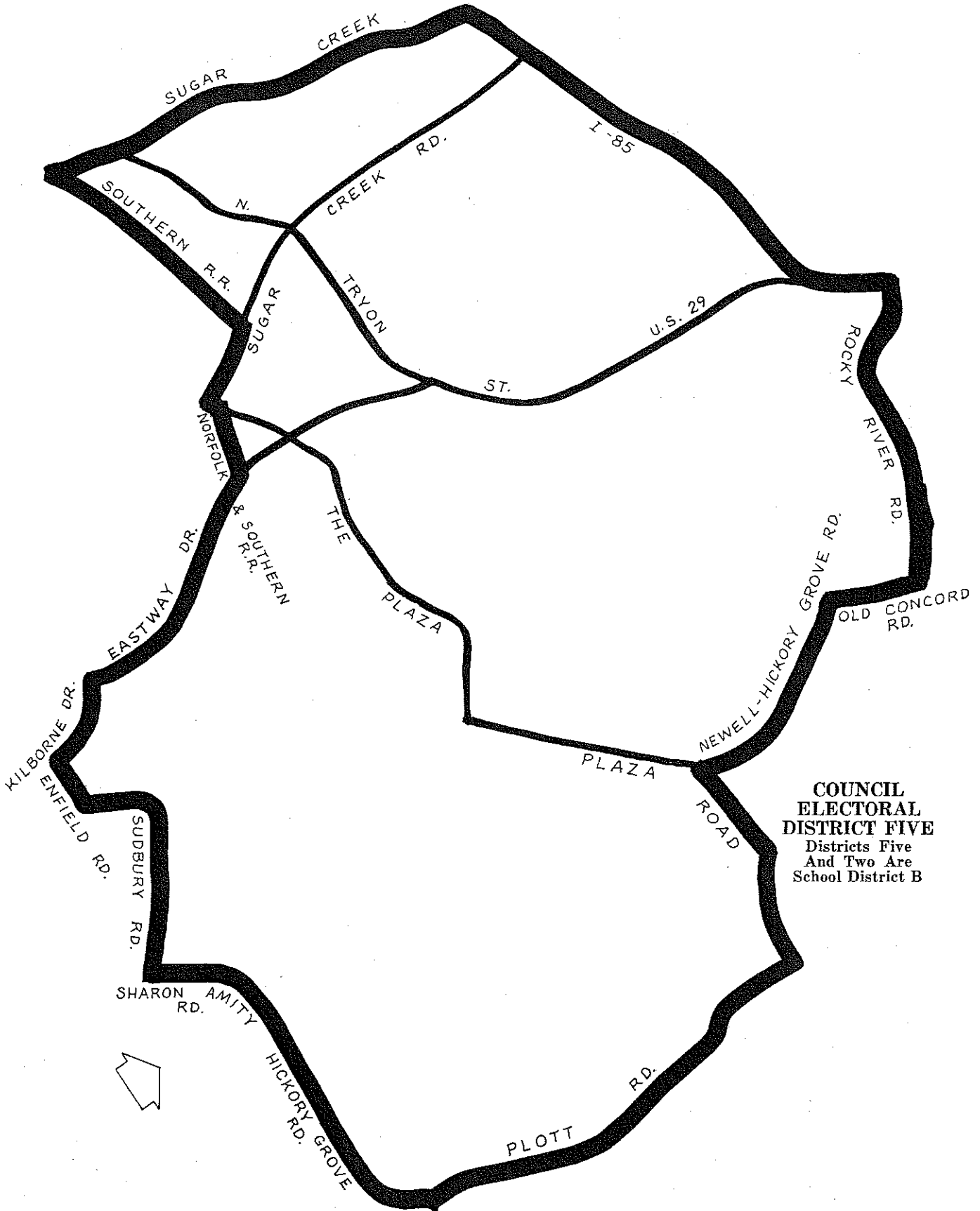


**COUNCIL  
ELECTORAL  
DISTRICT TWO**  
Districts Two  
And Five Are  
School District B

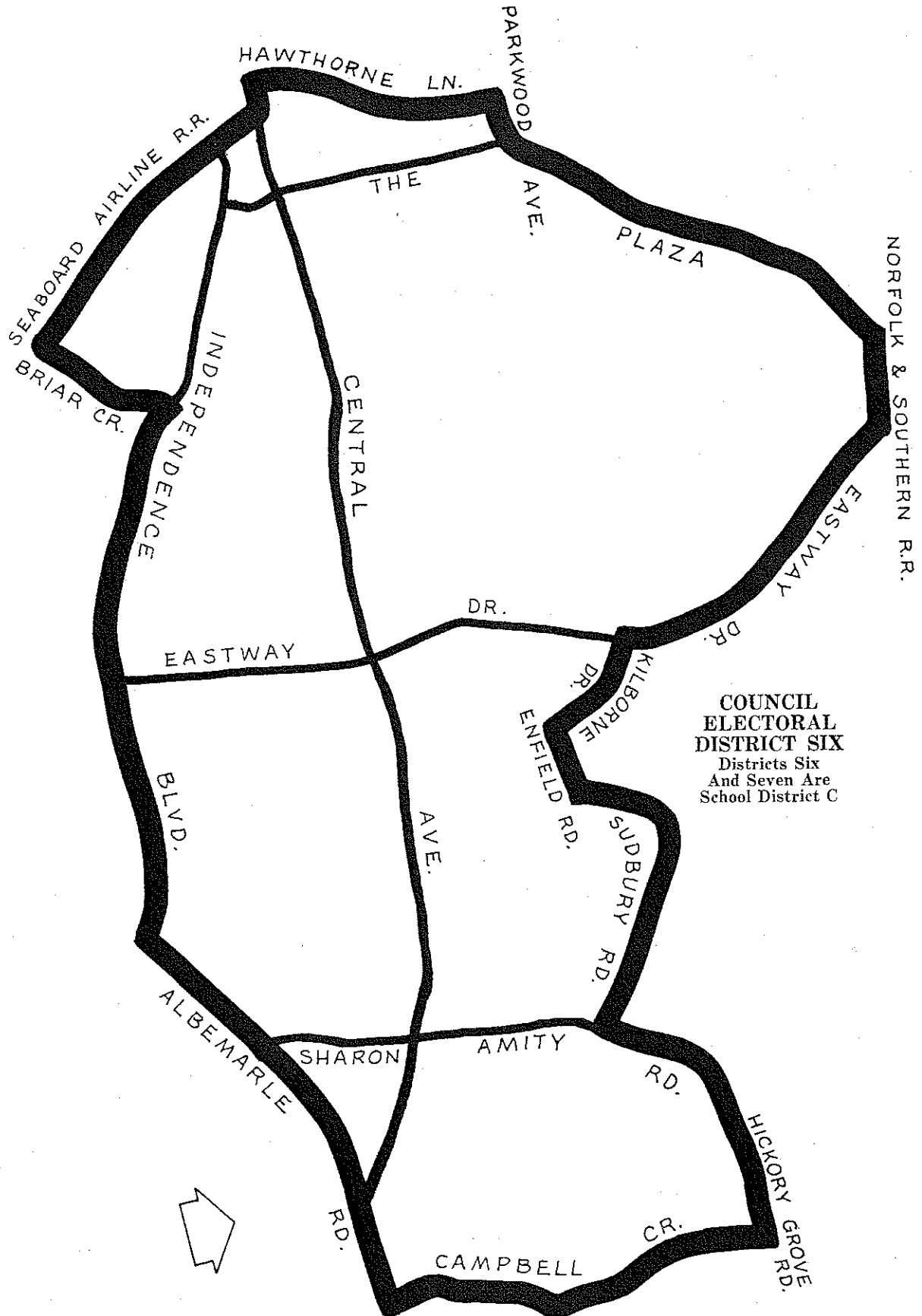




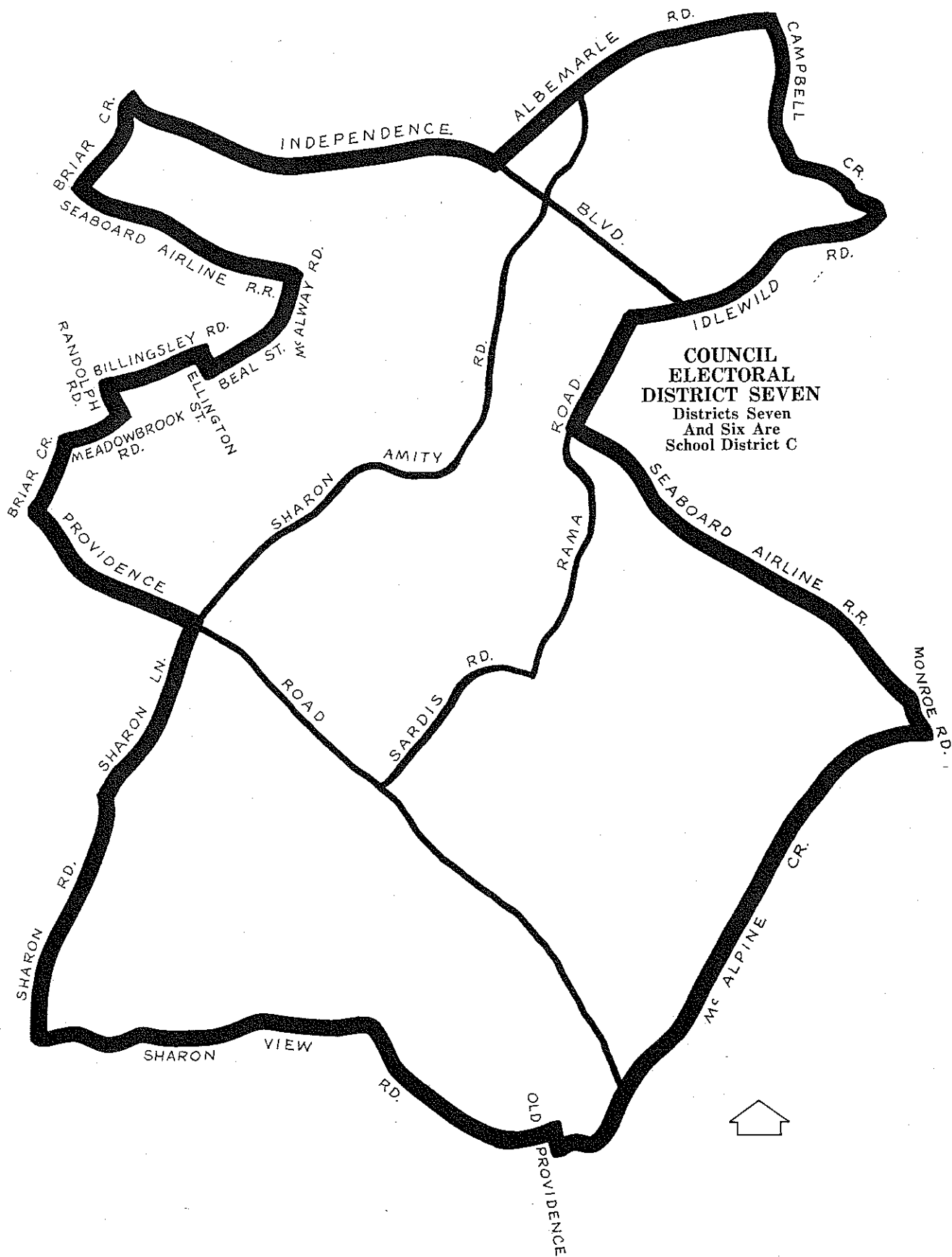




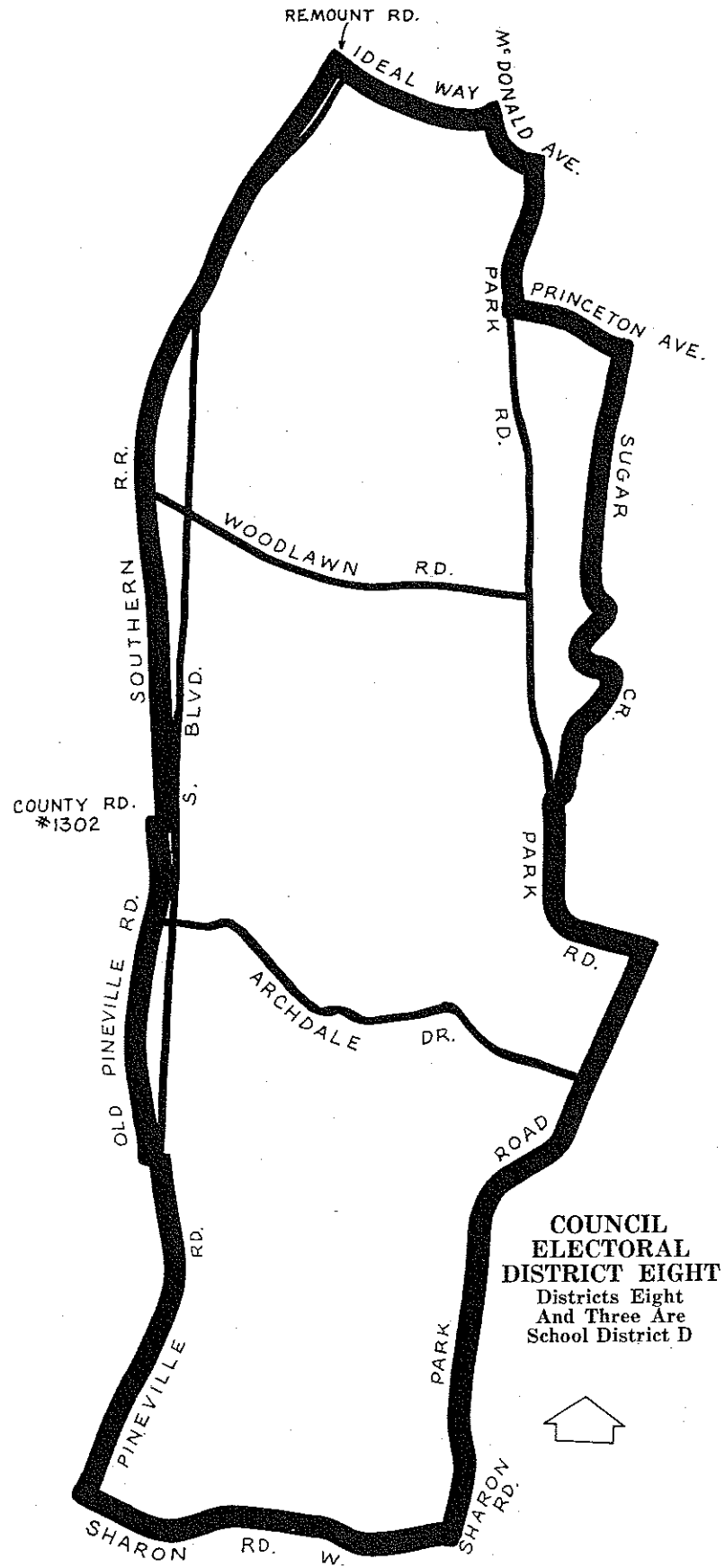
**COUNCIL  
ELECTORAL  
DISTRICT FIVE**  
Districts Five  
And Two Are  
School District B

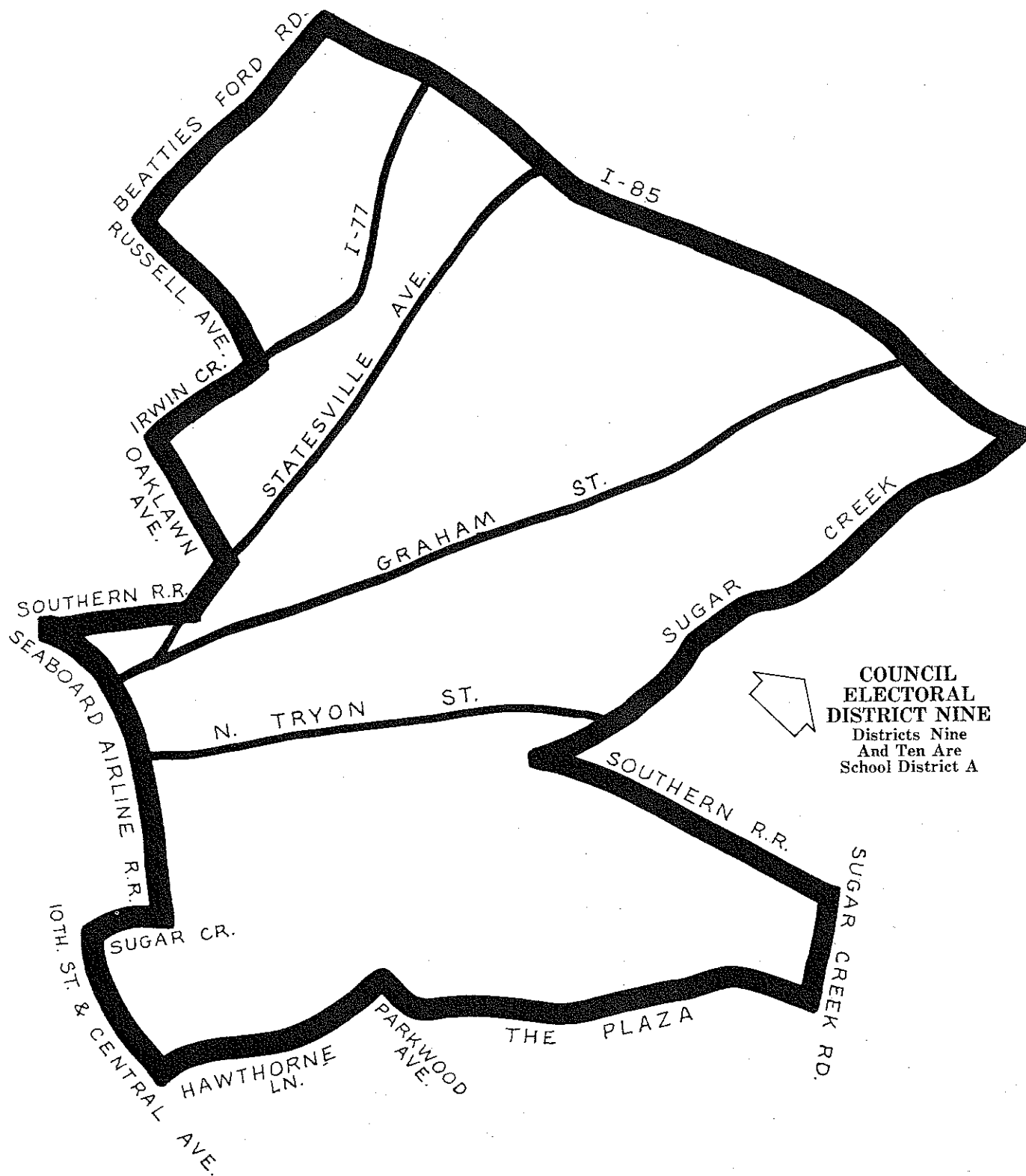


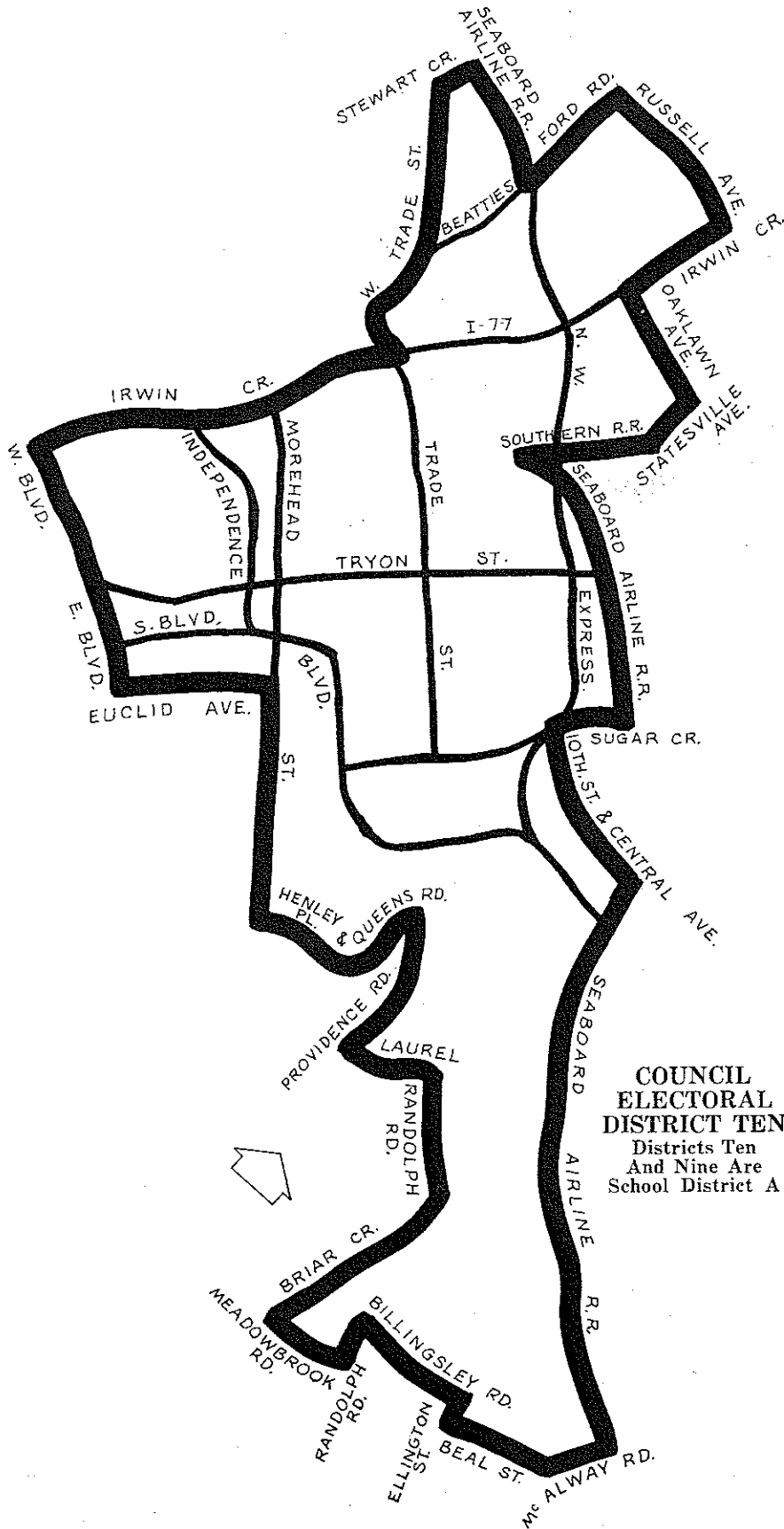
**COUNCIL  
ELECTORAL  
DISTRICT SIX**  
Districts Six  
And Seven Are  
School District C



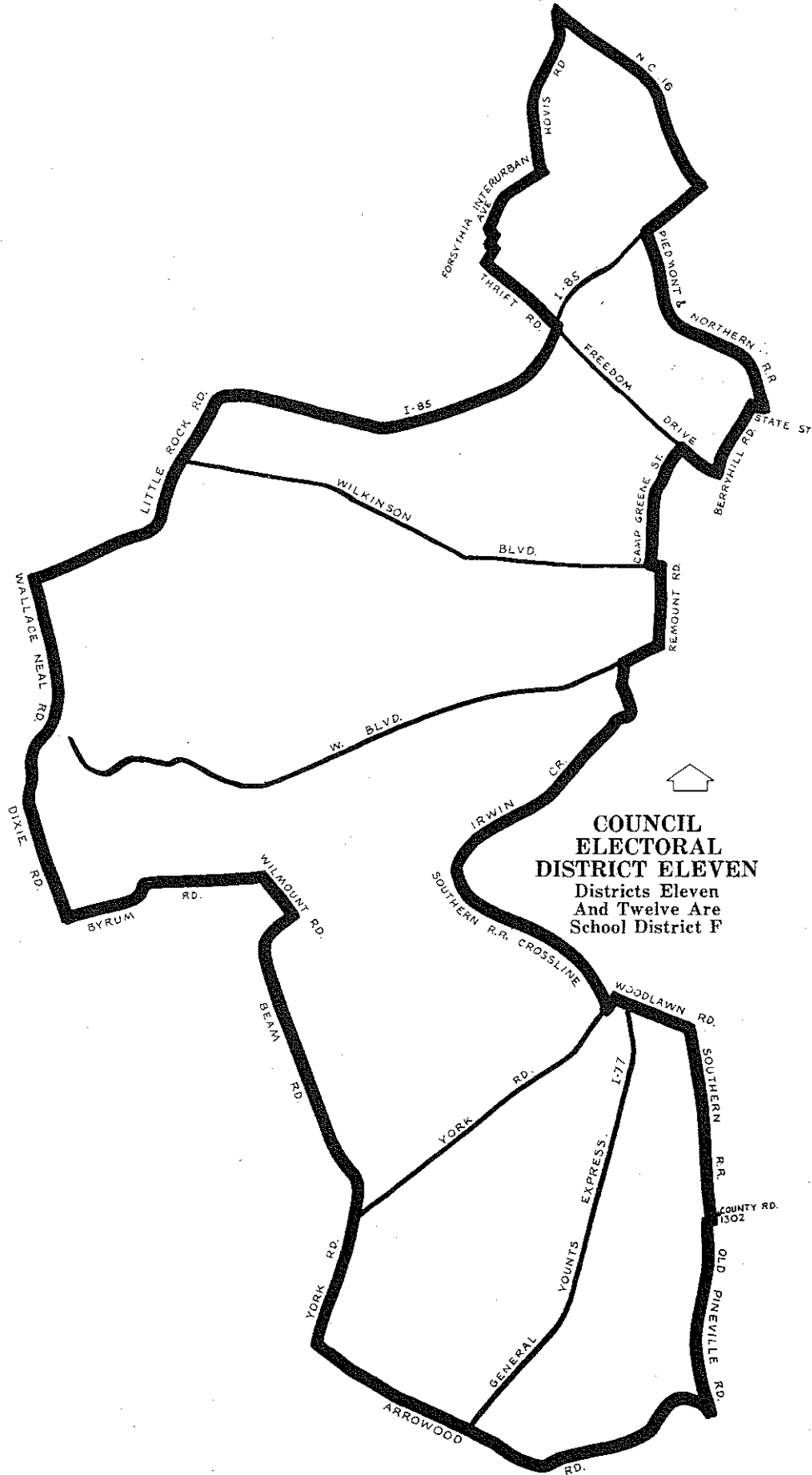


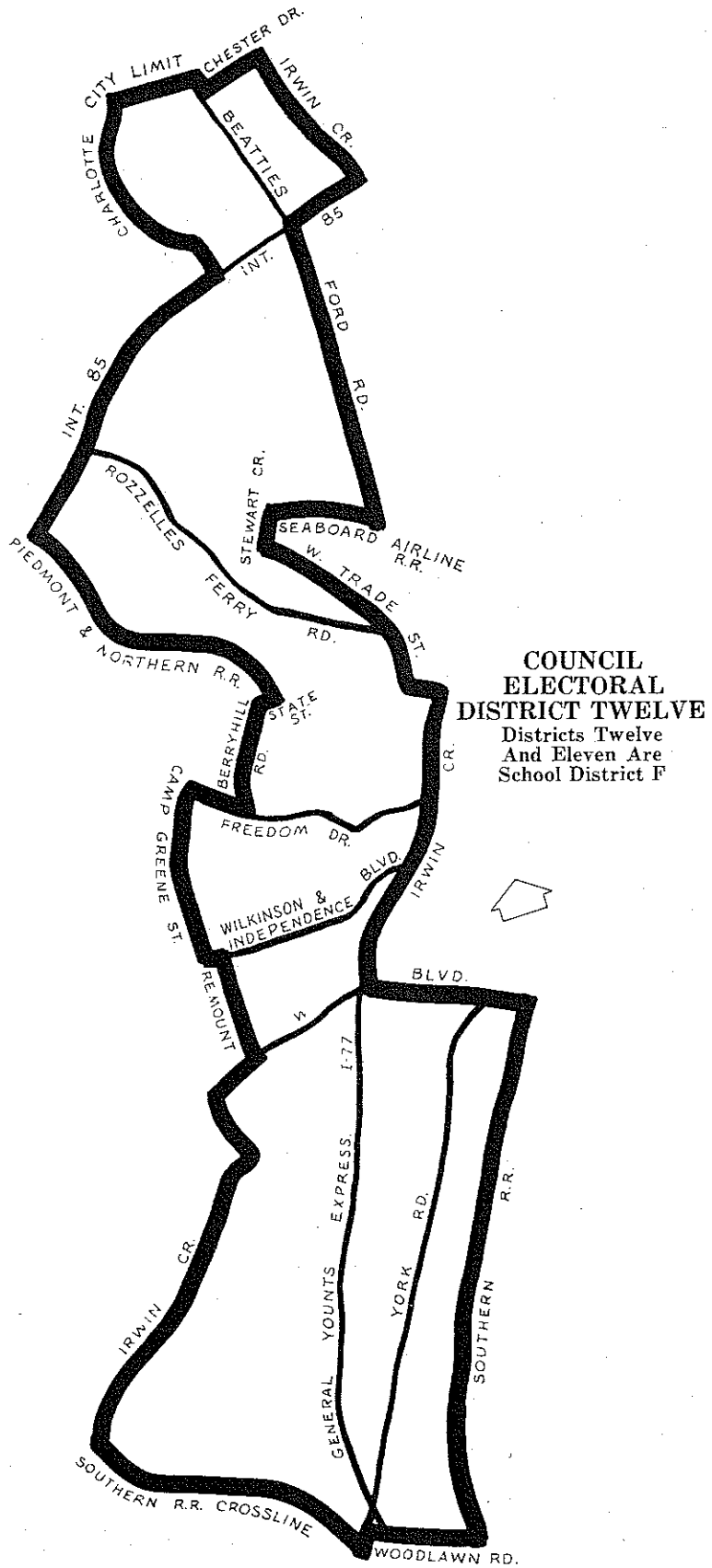




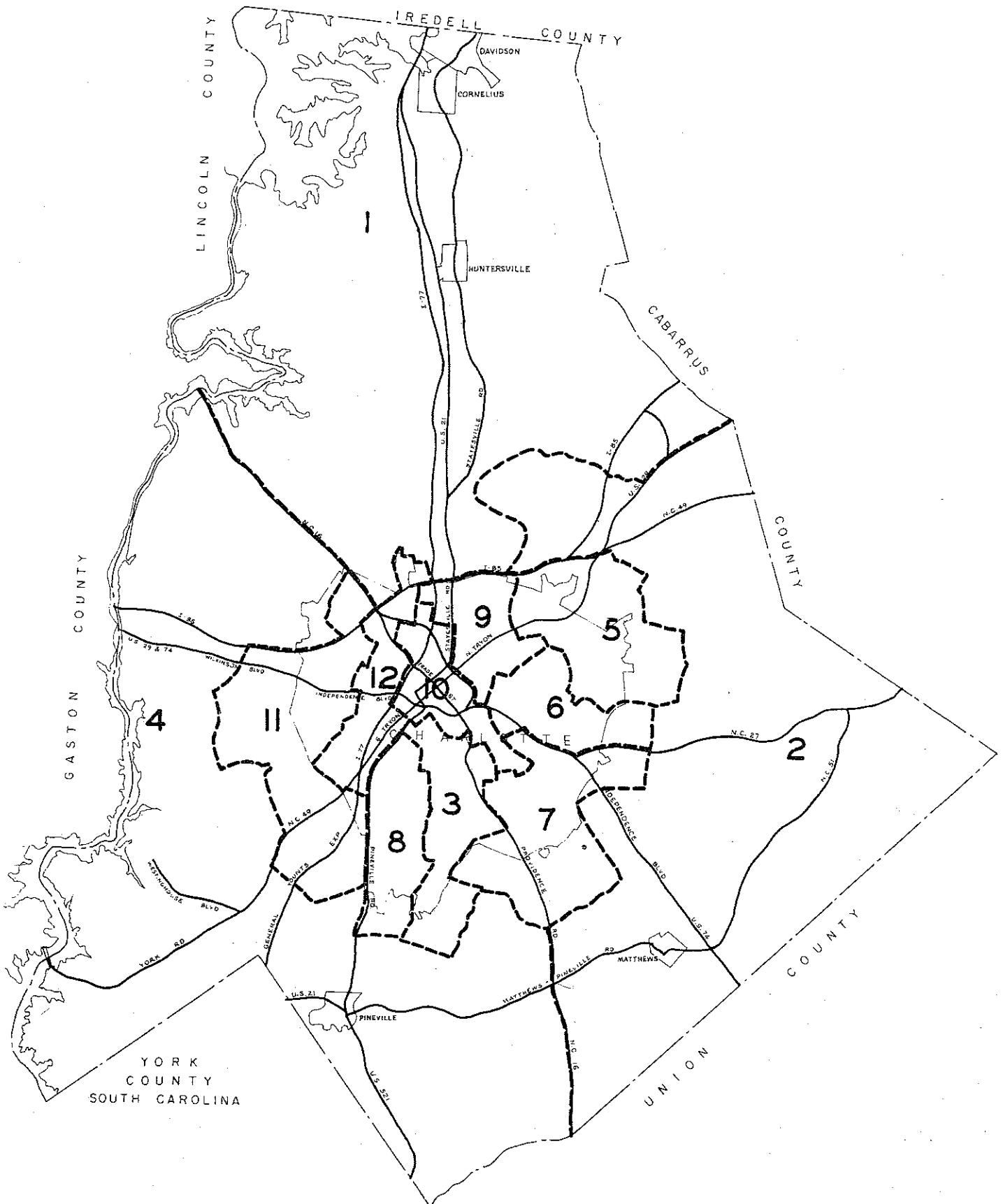


**COUNCIL  
ELECTORAL  
DISTRICT TEN**  
Districts Ten  
And Nine Are  
School District A





MAP B. TWELVE COUNCIL ELECTORAL DISTRICTS



## APPENDIX B. LEGISLATION ESTABLISHING CHARTER COMMISSION

(Session Laws, 1969, Chapter 67)

H. B. 101

CHAPTER 67

### AN ACT CREATING THE CHARLOTTE-MECKLENBURG CHARTER COMMISSION AND PROVIDING FOR AN ELECTION UPON THE CONSOLIDATION OF THE GOVERNMENTS OF THE MUNICIPALITIES WITHIN, AND THE COUNTY OF, MECKLENBURG.

*The General Assembly of North Carolina do enact:*

**Section 1.** Creation. There is hereby created the Charlotte-Mecklenburg Charter Commission. The Commission shall have the duty:

(a) to study the powers, duties, functions, responsibilities and organizational structures and arrangements of all local governmental units and agencies in Mecklenburg County;

(b) to prepare a report on its studies and findings, setting forth a general plan of local government for Mecklenburg County;

(c) to prepare a proposed charter that provides for the reorganization and reallocation of local governmental powers, duties, functions and responsibilities into a single government for Mecklenburg County. The plan of government proposed, however, shall be so devised that the towns of Cornelius, Davidson, Huntersville, Matthews, and Pineville, or any of them, may, by vote of their citizens as provided in Section 10 of this Act, withdraw from the new government prior to the date on which it becomes effective. Furthermore, any plan of government proposed shall also contain a procedure by which a municipality that initially elects to withdraw may, at a future date, elect to become an integral part of the new government;

(d) to submit the proposed charter to the voters of Mecklenburg County in a referendum as provided in Section 10 of this Act; and

(e) to prepare drafts of proposed constitutional amendments and legislation amending general statutes and special Acts of the General Assembly as may be necessary to the adoption of the plan of government the Commission recommends.

**Sec. 2.** Membership. (a) Commission. The Charlotte-Mecklenburg Charter Commission shall be constituted as follows:

(1) a chairman, who shall be appointed jointly by the Mayor of Charlotte and the Chairman of the Board of Commissioners of Mecklenburg County; provided however, in the event they fail to agree upon a joint appointment of a chairman within thirty days after the appointment of the Charter Commission, then the members of the Charter Commission shall meet and elect a chairman;

(2) one member each appointed by the Mayors of Cornelius, Davidson, Huntersville, Matthews and Pineville, with the approval of their respective governing boards;

(3) five members appointed by the Mayor of Charlotte, with the approval of the City Council;

(4) five members appointed by the Chairman of the Board of Commissioners of Mecklenburg County, with the approval of the Board of Commissioners, of whom three shall be residents of Charlotte and two shall be residents of the unincorporated area of the county; and

(5) the Mayor of the City of Charlotte and the Chairman of the Board of Commissioners of Mecklenburg County, who shall serve as ex officio members without a vote.

(b) Citizen's Review Committee. There shall also be appointed a Citizen's Review Committee, which shall be composed of fifty members and a chairman, chosen as follows:

(1) two members each appointed by the Mayors of Cornelius, Davidson, Huntersville, Matthews, and Pineville;

(2) twenty members appointed by the Mayor of Charlotte;

(3) twenty members appointed by the Chairman of the Board of Commissioners of Mecklenburg County; and

(4) the Chairman of the Charter Commission, who shall be Chairman of the Citizen's Review Committee.

Upon completion of the proposed charter, the Charter Commission shall submit the charter to the Citizen's Review Committee. The members of the Committee shall have sixty days in which to study the charter and submit to the Charter Commission in writing any recommendations for modification of the charter. The Citizen's Review Committee shall also be available during the period in which the charter is being drafted to aid the Charter Commission in any manner which the Commission may request.

(c) No person shall be excluded from membership on the Charter Commission or on the Citizen's Review Committee or on any special committees appointed by the Charter Commission by reason of holding elective or appointive office.

(d) All appointments to the Charter Commission and the Citizen's Review Committee shall be made within sixty days after ratification of this Act. Vacancies in the membership of the Commission and the Committee, including the office of Chairman, shall be filled by the original appointing official. In the event any original appointment is not made by the designated appointing official, or in the event any vacancy in the Commission's or the Committee's membership exists for more than thirty days because of the failure of the appropriate appointing official to fill such a vacancy, the Chairman of the Commission may make the original appointment or fill the vacancy. Terms of members of the Commission and the Committee shall be for the duration of the Commission and the Committee. The Commission and the Committee shall cease to exist on March 1, 1973, or upon the date on which any new government becomes effective, whichever comes first.

**Sec. 3. Compensation.** (a) The members of the Commission shall not receive per diem or other compensation for their services, but they shall be reimbursed for their actual and necessary expenses incurred in performance of their official duties with the Commission. Actual and necessary expenses shall be presumed to be ten dollars (\$10.00) for each meeting attended, unless a member shall submit evidence demonstrating higher expenses.

(b) The members of the Citizen's Review Committee, and the members of any special committees appointed by the Commission, shall not receive per diem or other compensation for their services. The Charter Commission shall decide for what expenses and to what extent members of the Citizen's Review Committee and any special committees shall be reimbursed.

**Sec. 4. Organization.** Within ninety days after ratification of this Act, the Chairman of the Charter Commission shall call a meeting of the Commission for the purpose of organization. At this organizational meeting, the Commission shall elect from among its members a vice chairman, a secretary, a treasurer, and such other officers as the Commission may determine, all of whom shall serve at the will of the Commission. Vacancies in any office elected under this Section shall be filled by the Commission from among its members.

For the purpose of carrying out its duties, the Commission shall have the authority to appoint such special committees, with such membership as it desires.

The Commission is empowered to adopt rules of procedure with respect to the conduct of its affairs as it may deem appropriate.

**Sec. 5. Meetings.** The Commission shall hold regular meetings at places and dates to be determined by the Commission, but in any event, the Commission shall meet at least once monthly until its work is completed. Special meetings may be called by the chairman upon his own initiative and must be called by him if requested by three or more members of the Commission. The chairman shall notify in writing all Commission members of any special meeting at least three days prior to any such meeting. Meetings may be held inside or outside Mecklenburg County, and shall be open to the public.

**Sec. 6. Staff.** The Commission is empowered to employ personnel to assist it and to contract with persons, firms or corporations for special and technical services and studies.

**Sec. 7. Financing.** (a) The Commission shall prepare an annual budget and request appropriations based thereon from Mecklenburg County and the City of Charlotte. All expenditures shall be in conformity with the budget; however, the budget may be amended from time to time as the Commission finds necessary. It is intended that the county and the city share equally in meeting expenses of the Commission. The Commission is also authorized to accept gifts from any person, firm or corporation, upon terms acceptable to the Commission. Appropriations to the Commission from the city and county may be made from any funds available to the city and county, and an appropriation to this Commission is hereby declared to be a necessary expense within the meaning of Article VII, Section 6, and for a special pur-



pose within the meaning of Article V, Section 6, of the North Carolina Constitution.

(b) The Treasurer of the Commission shall have authority to collect, deposit, and disburse all funds of the Commission. All monies received by the Commission shall be deposited in a separate account, shall be earmarked for use by the Commission, and shall be paid out only on checks signed by the Treasurer or the Commission's accountant and countersigned by either the Chairman or by another member designated by the Commission. The Commission may require the Treasurer, the Commission's accountant, the Chairman or the designated member or any two or more of them to deposit a surety bond to be paid for by the Commission on terms set by the Commission.

(c) The Commission may contract with either Mecklenburg County, the City of Charlotte, or private persons or firms for provision of accounting services. Generally accepted accounting principles shall be followed.

**Sec. 8. Cooperation of Units.** Mecklenburg County, the City of Charlotte, and the Towns of Cornelius, Davidson, Huntersville, Matthews, and Pineville, and all other local governmental units or agencies in Mecklenburg County shall make available to the Commission any records, reports, or information the Commission requests; and they are hereby authorized to assist the Commission through gifts of necessary supplies and equipment, and temporary loans of personnel.

**Sec. 9. Hearings.** (a) Upon completion of the proposed charter, and after making any changes deemed desirable as a result of the recommendations of the Citizen's Review Committee, the Commission shall meet with the governing bodies of Mecklenburg County, the City of Charlotte, and the Towns of Cornelius, Davidson, Huntersville, Matthews and Pineville, either separately or jointly, in order to present such charter to the governing bodies. After making any changes deemed desirable as a result of the above meetings, the Commission shall hold one or more public hearings on the proposed charter. The notice of public hearings shall (1) fix the date, time and place of the hearing or hearings; (2) state the purpose of the hearings; and (3) state that the Commission report and text of the charter will be available for public inspection in the office of the County Manager of Mecklenburg County and in the offices of the Clerk of each municipality in the county at least 14 days prior to the date of the first hearing. Such notice shall be published daily in

a newspaper of county-wide circulation for two successive weeks prior to the first hearing.

(b) At least 14 days prior to the date of the first hearing, the Commission shall deposit in the office of the County Manager of Mecklenburg County and in the offices of the City Clerks of Charlotte, Cornelius, Davidson, Huntersville, Matthews, and Pineville, copies of its report and the proposed charter. These copies shall be available for public inspection. In addition, the Commission shall have authority to publish the charter, or summary thereof, for such public distribution as it deems desirable, and to take such further steps it deems desirable in order to acquaint the public generally with its recommendations.

**Sec. 10. Charter Vote.** (a) After making any changes deemed desirable as a result of the public hearings prescribed in Section 9, the Commission shall submit the proposed charter to the voters of Mecklenburg County in a county-wide referendum on a date to be set by the Commission, but not earlier than December 1, 1970. An affirmative majority of the voters in the county voting in the election shall be necessary for approval. The election shall be conducted by the Mecklenburg County Board of Elections, and expenses directly involved in the election shall be shared equally by Mecklenburg County and the City of Charlotte. The form of the ballot shall be substantially as follows:

- ( ) For consolidation of the Government of Charlotte with that of Mecklenburg County.
- ( ) Against consolidation of the government of Charlotte with that of Mecklenburg County.

(b) If the new plan of government is approved in the county-wide referendum, the governing boards of the Towns of Cornelius, Davidson, Huntersville, Matthews, and Pineville are hereby directed to submit to the voters in each town the question of whether the town shall withdraw from the new government prior to the date on which it becomes effective. The referendum in each town shall be held within 120 days after the date of the county-wide referendum. The referendum in each town shall be called by the governing body of that town and conducted by the Mecklenburg County Board of Elections, and all expenses involved in the conduct of the referendum shall be met by the town. The form of the ballots shall be substantially as follows:

- ( ) For consolidation with the Consolidated Government of Charlotte and Mecklenburg County.
- ( ) Against consolidation with the Consolidated Government of Charlotte and Mecklenburg County.

An affirmative majority of those voting in each town in that election shall be necessary for the withdrawal of a town from the new government. The results of each referendum shall be certified by the governing board of each town to the governing board of the new government.

**Sec. 11. Effective Date of New Government.** The Commission shall set the date on which any new government will become effective. Provided, that no new government shall become effective until approved by the voters of Mecklenburg County in accordance with Section 10 of this Act, and until any charter so approved as enacted into law by the General Assembly.

**Sec. 12. Transition.** The charter shall provide

transitional steps for the transfer of responsibilities, property, revenues, and obligations from existing government to the new government. This may be accomplished in a single step, or in stages as the Commission deems desirable. The charter shall provide for the election of the first governing board of the new government, and shall provide for the extension of the terms of office of all existing officers, without further elections, until their offices are eliminated or replaced by offices under the new government.

**Sec. 13.** If any provision of this Act is held invalid, such invalidity shall not affect other provisions of the Act which can be given effect without the invalid provision, and to this end the provisions of this Act are declared to be severable.

**Sec. 14.** All laws and clauses of laws in conflict with this Act are hereby repealed.

**Sec. 15.** This Act shall be in full force and effect from and after its ratification.

In the General Assembly read three times and ratified, this the 12th day of March, 1969.

## APPENDIX C. LIST OF CHARTER COMMISSION STUDIES AND REPORTS

### I. Reports to the Commission on Functions and Activities

Some 65 reports, covering 75 different functions and activities of the existing governments, were developed for the Charter Commission by the research staff. These are listed below.

- ABC Board, by Ben F. Loeb, Jr. 7p and appendixes
- Agricultural Extension Service, by George M. Cleland, 15p
- Air Pollution Control, by David G. Warren. 4p
- Airports, by Warren J. Wicker. 30p
- Ambulance Services, by David G. Warren. 35p
- Animal Shelters (Pet departments), by H. Rutherford Turnbull, III. 16p and appendixes
- Attorney's Offices, by J. S. Ferrell. 15p
- Auditorium-Coliseum Authority, by David M. Lawrence. 9p and appendixes
- Beautification, by Robert E. Stipe. 31p
- Building and Housing Code, by Philip P. Green, Jr. 57p
- Cemeteries, by David M. Lawrence. 5p and appendix
- Central Piedmont Community College, by Robert E. Phay. 15p
- Central Piedmont Regional Council of Local Governments, by David M. Lawrence. 4p and appendixes
- Charity Solicitations Commission, by Mason P. Thomas, Jr. 7p and appendixes
- Charlotte Area Fund, Inc., by Dorothy J. Kiester. 16p and appendixes
- Civil Defense, by George M. Cleland. 10p
- Commodity Distribution Center, by Mason P. Thomas, Jr. 11p
- Community Relations Committee, by Dorothy J. Kiester. 10p and appendixes
- County and Municipal Police, by Harvey D. Miller and P. T. Vance. 73p
- Cultural Activities, by Robert E. Stipe. 11p
- Department of Social Services, by Mason P. Thomas, Jr. 10p and appendixes
- Drainage Commission, by Warren J. Wicker. 6p
- Economic Development Commission, by Philip P. Green, Jr. 3p
- Elections, by H. Rutherford Turnbull, III. 17p and appendixes
- Electric Utilities, by H. Rutherford Turnbull, III. 9p and appendix.
- Federal Programs Co-ordination Office, by Paul A. Ferguson. 10p
- Finance and Accounting, by J. S. Ferrell. 33p
- Fire Protection, by Ben F. Loeb, Jr., and Warren J. Wicker. 42p
- Historic Preservation, by Robert E. Stipe. 16p
- Hospitals, by David C. Warren. 29p
- Human Development, by David G. Warren. 8p
- Insurance Advisory Committee, by J. S. Ferrell. 4p
- Jury Commission, by H. Rutherford Turnbull, III. 4p and appendixes
- Juvenile Diagnostic Center, by Mason P. Thomas, Jr. 7p and appendix
- Lake Norman Marine Commission, by L. Poindexter Watts. 13p
- Library, by Robert E. Phay, 19p
- Mecklenburg County Jails, by Harvey D. Miller. 7p
- Medical Examiner, by David G. Warren. 6p
- Mental Health, by David G. Warren. 15p and appendix
- Miscellaneous Contributions, by Warren J. Wicker. 6p
- Model Cities Program, by Dorothy J. Kiester. 9p and appendixes
- Municipal Telephone System, by H. Rutherford Turnbull, III, 7p and forms
- The Office and Function of Sheriff, by Harvey D. Miller. 8p and appendix

- Open Space and Flood Plains, by Robert E. Stipe. 14p  
 Ordinances: Their Enactment and Scope, by David M. Lawrence. 9p and appendixes  
 Parks and Recreation, by Thomas A. Stein. 46p  
 Personnel Administration, by Donald Hayman, 45p  
 Planning, Zoning, and Land Regulation, by Philip P. Green, Jr. 31p  
 Public Health, by David G. Warren. 21p  
 Public Housing, by Philip P. Green, Jr. 18p  
 Public Schools, by Robert E. Phay. 28p  
 Purchasing, Central Services, by Warren J. Wicker. 38p  
 Register of Deeds, by H. Rutherford Turnbull, III. 10p and appendixes  
 Refuse Collection and Disposal, by Warren J. Wicker. 28p  
 Sidewalks, Streets, and Highways, Street Lighting, Storm Drainage, by Warren J. Wicker. 30p  
 Tax Administration, by Henry W. Lewis. 27p  
 Tax Collection Systems, by William A. Campbell. 7p and directory  
 Traffic Engineering, by Warren J. Wicker. 15p  
 Treasury, by J. S. Ferrell. 4p  
 Tree Commission, by Robert E. Stipe. 10p  
 Urban Development, by Philip P. Green, Jr. 29p  
 Veterans' Recreation Authority, by H. Rutherford Turnbull, III. 11p and appendix  
 Veterans Services, by H. Rutherford Turnbull, III. 10p and appendixes  
 Water and Sewerage Services, by Warren J. Wicker. 56p  
 Watershed Improvement and Sediment Control, by Warren J. Wicker. 9p

## II. Staff Memoranda, Special Reports, and Papers

In addition to the reports on functions and activities listed above, a number of questions were the subject of special memoranda from the staff or papers prepared by consultants and special advisers. The principal items in this class are listed below.

- "The City of Charlotte: Structure, Financing and Activities," by the Office of the City Manager. August 12, 1969. 15p  
 "Mecklenburg County, North Carolina," by J. Harry Weatherly. August 12, 1969. 12p  
 "The Town of Davidson: Presentation to the Charlotte-Mecklenburg Charter Commission," by the Town. August 12, 1969. 5p  
 "The Town of Huntersville," by the Town. August 12, 1969. 1p  
 "Town of Pineville," by the Town. August 12, 1969. 6p  
 "Trouble in the City: The Challenge for Federalism," by John M. DeGrove. August 12, 1969. 30p  
 "Alternatives Available to the Charlotte-Mecklenburg Charter Commission," by Warren J. Wicker. October 15, 1969. 13p  
 "Designing an Electoral System for a Consolidated Government," by Joseph F. Zimmerman. December 8, 1969. 35p  
 "Charlotte-Mecklenburg County Development Patterns," by William E. McIntyre. March 10, 1970. 4p  
 "Methods of Assuring Minority Representation on Appointive Boards and Commissions," by Warren J. Wicker. May 5, 1970. 12p and appendixes.  
 "Decentralization," by H. Rutherford Turnbull, III. May 13, 1970. 53p  
 "Plan of Government," by Jack L. Bullard. May 19, 1970. 18p  
 "The Charlotte Boxing and Wrestling Commission," by C. Stephen Basinger. August 4, 1970. 3p  
 "Tentative Proposed Organization of Charlotte-Mecklenburg," by Warren J. Wicker. October 12, 1970. 11p and appendixes  
 "Relation of Consolidated Government to the Small Towns," by David Lawrence. October 16, 1970. 3p  
 "Financial Impact of the Tentative Proposed Plan of Government," by Warren J. Wicker. November 2, 1970. 29p  
 "Report on Background Seminar on October 15," by Warren J. Wicker. October 21, 1969. 6p  
 "Background Statement for Public Hearings on Basic Features of a Single Government," by Warren J. Wicker. November 11, 1969. 6p

## APPENDIX D. PUBLIC HEARINGS OF THE CHARTER COMMISSION

### Public Hearings of the Charter Commission

- Dec. 16, 1969—On the form of government and the composition of the governing board.  
 Jan. 13, 1970—On the form of government and the composition of the governing board.  
 Aug. 31, 1970—On the Report of the Committee on Elected Representation.  
 Dec. 14, 1970—Report to elected officials on the proposed charter and plan of government.  
 Jan. 5, 1971—On the proposed charter and plan of government.

In addition to these, every meeting of the Charter Commission was open to the public and at most of these meetings one or more official or citizens made presentations or offered suggestions to the Commission.

### Other Public Hearings

#### Committee on Elected Representation

- April 17, 1970—Briefing for all local elected officials, individuals and group representatives who wished to submit suggested representation proposals.  
 June 16, 1970—Public hearing on the subject of district representation  
 July 9, 1970—Continuation of public hearing on the subject of district representation

#### Committee on Administrative and Regulatory Functions and Activities

- March 18, 1970 — Report 69 — Tax Collection System; Report 75—Central Piedmont Regional Council.  
 April 8, 1970—Report 56—Veterans Services; Report 52—Register of Deeds.  
 April 22, 1970 — Report 49 — Regulation of Business Activities; Report 50—Regulation of Personal Conduct; Report 51—Regulation for the Protection of Public Health, Welfare and Morals; Report 61—Miscellaneous Contributions.

- May 6, 1970—Report 65—Attorneys' Office.  
 May 20, 1970—Report 67—Treasury.  
 June 3, 1970—Report 54—Community Relations  
 June 10, 1970—Report 66—Finance and Accounting  
 June 17, 1970—Report 68—Tax Administration  
 June 24, 1970—Report 70—Elections; Report 72—Purchasing; Report 73—Central Services.  
 July 22, 1970—Report 66a—Insurance Advisory Committee.  
 Aug. 10, 1970—Report 71—Personnel Administration (joint meeting with Committee on Public Safety).

### Committee on Health, Education and Welfare

- March 25, 1970—Report 58—Animal Shelters (pet departments); Report 57—Veterans' Recreation Authority.  
 April 29, 1970—Report 13—Charity Solicitations Committee; Report 10—Commodity Distribution; Report 9—Social Services.  
 May 7, 1970—Report 11—Charlotte Area Fund, Inc.; Report 12—Model Cities Program.  
 May 15, 1970—Report 8—Libraries; Report 7—Central Piedmont Community College.  
 May 27, 1970—Report 1—Public Health; Report 5—Air Pollution; Report 2—Mental Health.  
 June 22, 1970—Report 4—Hospitals.  
 July 15, 1970—Report 6—Public Schools.  
 Aug. 25, 1970—Report 3—Human Development.

### Committee on Life and Government

- April 23, 1970—Discussion with invited sociologists  
 June 11, 1970—Discussion of aspects of consolidation with citizens of the Pineville area

**Committee on Planning  
and Regulation of the  
Physical Environment**

- April 7, 1970—Report 55—Parks and Recreation.  
May 19, 1970—Report 53—Agricultural Extension Service.  
June 2, 1970—Report 28—Planning, Zoning and Land Development.  
June 10, 1970—Report 32—Economic Development Commission; Report 31—Urban Redevelopment.  
June 16, 1970—Report 30—Public Housing; Reports 29, 33, 34, 35 and 36—Building and Housing Code Enforcement.  
July 7, 1970—Report 24—Cultural Activities; Report 24a—Historic Preservation; Report 25—Open Space and Flood Plains; Report 26—Tree Commission; Report 27—Beautification.  
July 29, 1970—Report 59—Lake Norman Marine Commission.

**Committee on Public Safety**

- April 16, 1970—Report 17—Jury Commission; Report 14—Sheriff; Report 18—Jail.  
April 30, 1970—Report 19—Juvenile Diagnostic Center.  
May 21, 1970—Report 15—County Police; Report 16—Municipal Police.

- May 28, 1970—Report 23—Civil Defense; Report 21—Ambulance Services.  
Aug. 10, 1970—Report 71—Personnel Administration (joint meeting with Committee on Administration and Regulatory Functions and Activities).  
Aug. 26, 1970—Report 20—Medical Examiner.  
Sept. 24, 1970—Report 22—Fire Protection.

**Committee on Public Works,  
Utilities, and Enterprises**

- March 24, 1970—Report 44—Electric Utilities; Report 45—Municipal Telephone Systems.  
April 14, 1970—Report 60—Cemeteries.  
April 28, 1970—Report 39—Auditorium-Coliseum Authority.  
May 12, 1970—Report 37—Mecklenburg ABC Board; Report 48a—Watershed Improvement.  
May 26, 1970—Report 38—Airport.  
July 8, 1970—Report 40—Sidewalks, Streets and Highways; Report 42—Street Lighting; Report 48—Storm Drainage.  
Aug. 11, 1970—Report 47—Drainage Commission; Report 46—Refuse Collection and Disposal.  
Sept. 28, 1970—Report 41—Traffic Engineering; Report 43—Water and Sewerage Services.

## APPENDIX E. HOW THE COMMISSION WENT ABOUT ITS WORK

The Charlotte-Mecklenburg Charter Commission held its organizational meeting on May 19, 1969, and spent the next few weeks in preliminary study and organization. In July the Commission contracted with the Institute of Government of the University of North Carolina to provide research and drafting services for the Commission.

The initial work of the Commission was directed to a study of approaches to metropolitan government in North Carolina and the nation and preliminary examination of the structure of government in Mecklenburg County. On August 12, 1969, the first background seminar was held for members of the Commission, members of the Citizens Review Committee and local governmental officials in Mecklenburg County. Those attending examined the nature of local government in North Carolina, explored the structure of the seven local governments in Mecklenburg County, and heard presentations on metropolitan problems and governmental structure found throughout the country. A second seminar, looking at case studies of both successful and unsuccessful attempts at city-county consolidation, was held for the same groups on October 15, 1969. This seminar also brought a staff report on the chief alternatives available as to the general structure of a single government for Mecklenburg County.

During the fall of 1969 the Commission received numerous written reports and materials on local governmental consolidation. Representatives of the Commission made visits to Nashville and Davidson County in Tennessee, to Jacksonville and Duval County in Florida, to Baton Rouge in Louisiana, and to Indianapolis and Marion County in Indiana to study consolidation in these communities.

Special public hearings on the basic form of government and the composition of the governing board were held in December, 1969, and January, 1970. More than 250 groups or individuals were specially invited to participate along with all Mecklenburg citizens.

While the background study was in process, the staff and local officials were developing some 65

special reports on various functions and activities of the local governments in Mecklenburg County. The examination of these reports was first made by one of the five committees created by the Commission. Each committee was composed of three members of the Charter Commission and ten members of the Citizens Review Committee. Committees formed were:

- Committee on Administrative and Regulatory Functions and Activities
- Committee on Health, Education, and Welfare
- Committee on Planning and Regulation of the Physical Environment
- Committee on Public Safety
- Committee on Public Works, Utilities and Enterprises

The reports heard by each committee are listed in Appendix D. Each report described the current organization, financing, legal status, and level of activity among the local governments with respect to the particular service or function. The reports also indicated organization, legal and financial questions, and considerations about the function or service that might arise with transition to a single local government for the county. Alternative organization arrangements and financing arrangements were outlined.

Each report was the subject of a public hearing before the appropriate committee. All public officials concerned with the subject of the report were specially invited to attend, as were all known special-interest groups or organizations. (For example, special invitations were extended to the teacher organizations, school committeemen as well as Board of Education members, and school administrators for the hearing on the public school report and to members of the Mecklenburg Historical Association for the report on historic preservation.) Some 500 individuals and known groups were specially invited to these committee hearings. In addition, through the news media and personal appeals by members of the Charter Commission and the Citizens Review Committee, all Mecklenburg citizens were invited to attend the public hearings of the committees and the

meetings and hearings of the Charter Commission.

In addition to these committees, a special Committee on Life and Government was formed to consider ways of enhancing the quality of life for Mecklenburg citizens through special arrangements in the governmental structure. Another special committee on Elected Representation developed a plan for composition of the consolidated council. These committees held numerous meetings and public hearings, and their work is reflected in many sections of the final charter. In addition, the Committee on Elected Representation solicited representation plans and suggestions from more than 250 persons or groups.

The chairmen of the committees, together with the officers of the Charter Commission, constituted a Planning and Advisory Committee that provided administrative direction to the staff and considered other matters needing attention between meetings of the full Commission.

The public hearings on functions and activities and the work of the various committees occurred largely between March and September of 1970. Formal reports from the Committees, sometimes with recommendations and sometimes without, were made to the Charter Commission on each function and activity as the Commission gave it consideration in the drafting of the charter.

Drafting of the charter started in May of 1970. The first full draft was completed in early October of 1970. The drafting process was simple in outline, although not always in execution. Drawing on the reports of the committees, the reports on the functions and activities, and additional research, the key questions about the content of each portion of the charter were presented to the Commission by the staff. The Commission discussed the questions and indicated its tentative decisions. On the basis of these decisions, tentative drafts were prepared for review by the Commission. After the Commission review, further drafts and modifications were made until

the Commission reached its final decision on each section of the charter and approved the draft.

The first draft of the Charter was reviewed extensively by both the Charter Commission and the Citizens Review Committee during October and early November of 1970. Changes were made in this draft, both as a result of work by the Commission and the Committee and in response to suggestions and recommendations from officials and citizens throughout the county. The second draft is dated November 25, 1970, and received equally intense review by members of the Commission, the Committee, local officials, and members of the general public. Public hearings on this draft were also held.

On January 26, 1971, just over 20 months after its organizational meeting, the Charter Commission approved the final draft of the proposed charter. And at the same meeting, the Commission approved a preliminary draft, which stipulated modifications, of this report, which had been in preparation for several months. March 22, 1971, was set as the date for the county-wide referendum on consolidation.

At the outset of its work, the Commission declared that all of its work and deliberations would be in the open and only public meetings would be held. That intent has been executed meticulously. The Commission also expressed the hope that all Mecklenburg citizens would join in designing a single government to serve them better. All the meetings of the Commission were open and all Mecklenburg citizens who wished to speak were heard. Commission sessions were well covered by local news media.

Hundreds of Mecklenburg citizens responded to the invitation to join in designing the new government. While the names of some Mecklenburg citizens are listed elsewhere among those who provided specialized assistance, the principal credit for helping the Charter Commission in its work is due the people of Mecklenburg County.



## APPENDIX F. SPECIAL CONSULTANTS TO THE CHARTER COMMISSION

Listed below are the consultants who made presentations to the Charter Commission during the background seminars held by the Commission, or during the course of the Commission's work.

- Anderson, Maryland, Professor of Sociology, Queens College.
- Boyle, George B., Bond Counsel, Mitchell, Petty, and Shetterly, New York, N. Y.
- Boyles, Harlan E., Secretary, North Carolina Local Government Study Commission, Raleigh, N. C.
- Byuarm, Dr. Samuel W., Professor of Sociology, Johnson C. Smith University
- Daniel, J. J., Attorney and Former Chairman, Local Government Study Commission of Duval County, Jacksonville, Florida
- DeGrove, Dr. John M., Dean of the College of Social Science, Florida Atlantic University, and a member of the National Commission on Urban Problems
- Goodnight, Dr. Barbara, Professor of Sociology, University of North Carolina at Charlotte
- Horton, Robert A., Administrative Assistant to the Mayor, Metropolitan Nashville and Davidson County, Tenn.
- Kean, R. Gordon, Jr., Former Parish Attorney, Baton Rouge, La.
- Pickard, Sherman, Director of Field Services, North Carolina League of Municipalities
- Rankin, Dr. Robert S., Chairman, Department of Political Science, Duke University, and Former Chairman, Durham City-County Consolidation Commission
- Stein, Dr. Thomas A., Recreation Department, University of North Carolina at Chapel Hill
- Watt, Graham W., Deputy Mayor, Washington, D. C.
- Wynn, John H., member of the Columbus-Muscogee County Charter Commission
- Zimmerman, Dr. Joseph E., Professor of Political Science, Graduate School of Public Affairs, State University of New York at Albany

## APPENDIX G. STAFF OF THE CHARTER COMMISSION

The legislation establishing the Charter Commission directed the local governments in the county to cooperate with the Commission and provide assistance in its work. In a general sense, the Commission had available the full staffs of all the local governments. Extensive work, involving the development of preliminary reports and providing special information as requested, was undertaken for the Commission by almost every office and department of the various governments. Continuing technical advice and assistance were provided by Finance Director John B. Fennell, City Attorney Henry W. Underhill, and former City Manager William J. Veeder, all of Charlotte; by County Manager Glenn C. Blaisdell, County Attorney Thomas Ruff, and former County Manager J. Harry Weatherly, all of Mecklenburg County; by William E. McIntyre, Director, and Robert Hightower, Planner, both of the Charlotte-Mecklenburg Planning Commission; and by Jack Bullard, Director of the Charlotte-Mecklenburg Community Relations Committee.

The Institute of Government of the University of North Carolina at Chapel Hill provided research staff for the Commission. Warren J. Wicker, assistant director of the Institute of Government, served as director for the Commission and coordinator of the research staff. David M. Lawrence and H. Rutherford Turnbull, III, of the Institute of Government were primarily responsible for drafting the charter. L. M. Wright, Jr., served as associate director for the Commission.

### Commission Staff

- Mrs. Bette Burris (5-69 to 11-69)
- Mrs. Betty Jean Davis
- Mrs. Roberta Duff
- Mrs. Bettye J. Harris (11-69 to 10-70)
- Mrs. Andrewetta Anderson Vaughn (6-70 to 9-70)
- L. M. Wright, Jr., Associate Director
- Institute of Government**
- David M. Lawrence
- H. Rutherford Turnbull, III
- Warren J. Wicker, Director

**CITIZENS REVIEW  
COMMITTEE**

James G. Babb Jr.  
Marshall Barnette  
Miss Lucille Batts  
Mrs. Ivestia Beckwith  
Mrs. Alice Blanton  
Luther Brackett  
Paul Braxton  
Mrs. Jane Brinkley  
George H. Broadrick  
Patrick N. Calhoun  
John R. Campbell  
Mrs. Margaret Claiborne  
Carroll Clark  
William Clement  
Charles F. Coira  
Miss Bonnie E. Cone  
J. Scott Cramer  
Kenneth R. Downs  
Marion Ellis  
W. J. Elvin  
J. Carlton Fleming  
Frederick Ford  
Kenneth A. Griffin  
Charles T. Hawkins  
W. A. Hood  
John N. Hunter  
Charles R. Huntington  
Mrs. Stanley M. Kaplan  
Raymond E. King Jr.  
Emil F. Kratt  
Gray N. Lewis  
Mrs. Earl MacCormac  
William H. McNair  
Mrs. W. R. Muller  
Mrs. Charles T. Myers  
H. B. Naramore  
Dr. Lionel H. Newsom  
James Pierce  
Wilson Potts  
C. D. Rippy  
Eric Ritzen  
Mrs. Addie Rodgers  
Mrs. Mary Rogers  
Guy William Sherwood  
W. J. Smith  
John B. Stedman  
Mrs. J. David Stratton  
Carey B. Todd  
Walter S. Tucker  
E. W. Waddell  
Thomas L. Ward  
Edgar B. Watson  
Frank Williams  
Samuel S. Williams  
L. M. Wright Jr.

**CHARLOTTE-MECKLENBURG  
CHARTER COMMISSION**

Fred D. Alexander  
G. Randolph Babcock  
John M. Belk  
Mrs. Louise Brennan  
Dr. Elizabeth Corkey  
Mrs. Kathleen Crosby  
Jack Crump  
Roy T. Fortner  
Charles H. Funderburk

Joseph W. Grier, Jr.  
Arthur H. Jones  
James G. Martin  
William Hugh McEniry  
Wallace S. Osborne  
V. Reitzel Snider  
William I. Ward Jr.  
J. E. Wayland  
Jones Y. Pharr Jr.,  
Chairman

**THE COMMISSION STAFF**

Warren J. Wicker, Director  
David M. Lawrence  
H. Rutherford Turnbull, III  
From the Institute of Government

---

L. M. Wright Jr.,  
Associate Director for the Commission

**MEMBERSHIP CHANGES**

Mrs. Kathleen Crosby, originally a member of the Citizens Review Committee, was appointed to the Charter Commission when James T. Burch resigned in December, 1969. Dr. James G. Martin succeeded Charles M. Lowe as an exofficio member in December, 1970.

Appointments were made to the Citizens Review Committee as indicated: John R. Campbell, July, 1970; John N. Hunter, November, 1969; Charles R. Huntington, December, 1969; Mrs. Earl MacCormac, April, 1970; John B. Stedman, March, 1970, and E. W. Waddell, May, 1970. Resignations from the Citizens Review Committee were received as indicated: Mrs. Jane Brinkley, April, 1970; George H. Broadrick, April, 1970; William Clement, February, 1970; J. Scott Cramer, December, 1969; Fredrick Ford, February, 1970; Charles R. Huntington, July, 1970; Dr. Lionel H. Newsom, May, 1969; W. J. Smith, February, 1970, and L. M. Wright Jr., November, 1969. Mrs. Addie Rodgers was a member of the Citizens Review Committee from its formation in April, 1969, until her death in May, 1970.