

MEMO

To: Charlottesville City Council
Michael Rogers, Interim City Manager
From: Michelle Ferguson, Vice President
Date: May 8, 2023
Re: Strategic Planning Retreat Preparation

We look forward to being with you on May 19-20, for the City's Strategic Planning Retreat. This memorandum serves several purposes:

- Clarify the goals and purpose of the Strategic Plan Retreat.
- Identify what needs to be done to prepare for the Retreat.
- Share the agenda.

Logistics

Location: Hillsdale Conference Center
550 Hillsdale Drive, Charlottesville, VA

Day One: Friday, May 19 from 4:00 PM to 7:00 PM
Day Two: Saturday, May 20 from 9:00 AM to 2:00 PM

Strategic Planning Process

At its most basic level, a strategic plan exists to answer three questions:

- What do we know to be true today?
- What do we hope will be true in the future?
- What must go well in order to make it so?

During our time together, the City Council will be asked to develop the Strategic Planning Framework:

- **Vision** – The Vision Statement is aspirational, intended to reflect what you hope will be true for Charlottesville in the future.
- **Strategic Outcome Areas/Key Focus Areas** – Those “things that must go well” in order for Charlottesville to be successful in achieving the Vision.
- **Strategies** – Initiatives within each of the Strategic Outcome Areas that will guide the work of the City Council and staff over the next 12-24 months.
- **Organizational Mission and Values** – The role and purpose of the City organization, and the values that guide workforce behavior.

It is the City Council's role to set the City's Vision and Strategic Outcome Areas which reflect the aspirations of the community, and ultimately adopt the entire Strategic Plan. The Mission and Values need to speak to the employees. The Leadership Team has begun work on draft Mission and Values which they will be asked to work on during the retreat.

To inform discussion at the Workshop, an Environmental Scan has been developed. The Scan includes initial input from interviews with the Mayor and each member of the City Council, a workshop with the City's Leadership Team, the City's employee survey, as well as quantitative data and trends about the Charlottesville community from the recent resident survey and other data sources.

Retreat Goals

- Establish a strong foundation for effective governance
- Develop the strategic plan framework

Norms

- Listen with respect
 - Let others finish before you start talking
 - Be attentive to the speaker
 - Disagree agreeably
- Be:
 - **BOLD**
 - positive and realistic
 - candid and honest
 - patient and self-aware
 - engaged and fully present
- Strive for consensus
 - Look for opportunities to agree
 - Remember the power of "if" and "and"
- Have fun!

Preparation

Several agenda items will benefit from preparation. Please spend a few minutes reviewing these prompts and prepare to participate in the Retreat.

Environmental Scan

During the Retreat, we will present the Environmental Scan. Please review it prior to the session.

"This I Believe..."

Each member of the City Council will be given 5-7 minutes to share "what they believe" about the future of the Charlottesville community. This exercise is loosely based on the "This I Believe" essay format initiated by Edward R. Morrow on National Public Radio in the 1950s. Today, there is an international organization that engages people in writing and sharing essays describing their core values that guide their daily lives. You are invited to share what you personally believe to be true about the future of Charlottesville.

- Tell a story: Be specific. Take your belief from the events of your life that have shaped how you look at and experience the Charlottesville community.
- Be positive: This is what you DO believe, not what you DON'T believe. Avoid speaking in the editorial "we" and make sure this is about what you believe about Charlottesville. Speak in the first person.
- Be personal: Write in words and phrases that are comfortable for you to speak.

Governance Roles

Local elected officials must play various roles. This exercise is designed to identify how six specific roles relate to effective governance for each member of the City Council. Using the chart below, think about the activities you are engaged in when performing each role and then rank – from one to six (with one being their most preferred and six being their least preferred) – each of these roles in response to the questions. Additional information about these roles can be found in the attached Bridging the Gap article.

Governance Roles and Description	What activities are involved in performing this role?	Which roles come most naturally to you?
<p>Strategic/Vision – Big Picture Thinker</p> <ul style="list-style-type: none"> • The focus here is on decisions that can have significant impact on the City. Can be long-term or short-term. • Often focuses on the future and what might make a significant difference; seeing possible connections and relationships; thinks beyond present data and constraints. 		
<p>Trustee – Steward</p> <ul style="list-style-type: none"> • While listening and respecting constituent views, the Trustee feels responsible to the City as a whole and to future residents. • The Trustee will make uncomfortable decisions that may run counter to constituent wishes because the decision is in the interest of the greater good. 		
<p>Representative – Constituent Advocate</p> <ul style="list-style-type: none"> • In this role, the elected official acts as a “customer service representative.” • The elected official is a conduit between residents and the City services. • Often, residents see this elected official as most responsive to their individual concerns. 		
<p>Community Builder – Bringing People Together</p> <ul style="list-style-type: none"> • The elected official focuses on relationships and consensus-building. • The Community Builder fosters relationships and is able to work through differences. • Community is not just a casual word to the elected official who gravitates to this role. 		
<p>Decision-Maker</p> <ul style="list-style-type: none"> • The decision-maker sees his/her role much like a judge - information is presented, and the decision-maker votes it up or down. • This is not an easy role, but often it is a more passive role in contrast to that of the community builder. 		
<p>Oversight</p> <ul style="list-style-type: none"> • The focus here is on the accountability of staff to the Governing Body. • In this role, the elected official may retain a measure of distance from the staff. 		

Agenda

Day One: Friday, May 19, 2023, 4:00 PM to 7:00 PM

Introductions

- Welcome and agenda review
- Norms and expectations for the workshop

“This I Believe...”

Each member of the City Council will be given an opportunity to share their "beliefs" about the future of Charlottesville.

Governing Body Roles and Effectiveness

We will introduce six roles that must be fulfilled by the City Council. We will discuss how each member of the Council relates to each role and how that contributes to (or detracts from) group effectiveness.

Environmental Scan Overview

Raftelis will share an overview of the Environmental Scan, including demographic data, input received from the City Council, the Leadership Team, City employees, and residents. More extensive results are provided in the Environmental Scan attachment.

Visioning: True Today – True in Ten Years

Each person will be asked to share their response to the following questions:

- What is true about Charlottesville today that you hope will **still** be true ten years from now?
- What is not true about Charlottesville today that you hope **will** be true ten years from now?

Day Two: Saturday, May 20, 2023, 9:00 AM to 2:00 PM

Welcome and Check-In

Strategic Plan Framework

We will develop a framework for strategies by understanding what the City Council hopes will be true in the future and determining those “big buckets” of things that must go well for Charlottesville to fulfill its vision. We will work in small groups to craft a Vision and directional statements for each Strategic Outcome Area to describe what success will look like in Charlottesville.

Leadership Team members will refine and present Mission and Values Statements. The City Council will have an opportunity to provide feedback and make adjustments if necessary to incorporate it into the overall Strategic Planning Framework.

We will examine the entire framework – Vision, Strategic Outcome Areas, Mission, and Values – to ensure alignment and direction, and prepare for the next steps, including developing strategies for each Outcome Area.

Next Steps/Parting Thoughts

We will end the Retreat with a discussion of next steps in the strategic planning process. Each participant will also be asked to share a reflection about this strategic planning journey.

CITY OF

Charlottesville

Strategic Plan - Environmental Scan

May 2023



May 2023

Michael C. Rogers
Interim City Manager
City of Charlottesville
605 E. Main Street
Charlottesville, VA 22902

Subject: City of Charlottesville Environmental Scan

Dear Mr. Rogers:

We are pleased to present this Environmental Scan for the City of Charlottesville (City) as part of the strategic planning process. Environmental Scans are intended to provide context on where a community is today, as well as potential trends that may impact the City in the future. The Scan incorporates data gathered from City documents, the United States Census, the City's recent community survey, listening sessions with City Council members and the City's Leadership Team, an employee survey, and other sources.

This Scan will provide useful information in answering the question "What do we know to be true today?" as part of the City's continued strategic planning process. Thank you for this opportunity to serve the City. We look forward to your discussing this as part of the City Council's strategic planning retreat on May 19 and 20, 2023.

Sincerely,

A handwritten signature in black ink that reads "Michelle Ferguson". The signature is written in a cursive, flowing style.

Michelle Ferguson
Vice President

This page intentionally left blank to facilitate two-sided printing.

Table of Contents

EXECUTIVE SUMMARY	1
COMMUNITY CHARACTERISTICS	3
UNIVERSITY OF VIRGINIA	3
POPULATION AND PEOPLE	3
Population	3
Age of Population	4
Race and Ethnicity	5
HOUSING AND INCOME	5
Availability and Occupancy	5
Ownership	6
Affordability	6
Income	7
EDUCATION	8
Educational Attainment	8
EMPLOYMENT	9
Industry	9
Unemployment	10
CRIME	11
CITY GOVERNMENT TRENDS	13
ORGANIZATIONAL STRUCTURE	13
STAFFING	14
REVENUES	14
OPERATING EXPENDITURES	15
STAKEHOLDER INPUT	16
CITY COUNCIL INPUT	17
Strengths and Weaknesses	17
Opportunities and Challenges	18

LEADERSHIP TEAM INPUT 19
 Strengths and Weaknesses19
 Opportunities and Challenges20
EMPLOYEE INPUT 21
 Strengths21
 Weaknesses21
 Opportunities22
COMMUNITY INPUT 22
 Strengths23
 Weaknesses23
 Opportunities24

List of Tables

Table 1: Violent and Property Crime in Charlottesville by Type, 2012-2021	12
Table 2: Charlottesville Full-Time Employee Summary, FY2019-FY2023	14
Table 3: Total City General Fund Revenues, FY2020-FY2024	14
Table 4: Total City General Fund Expenditures, FY2020-FY2024	15
Table 5: City Government Strengths and Weaknesses – City Council	18
Table 6: City Government Opportunities and Challenges – City Council.....	19
Table 7: City Government Strengths and Weaknesses - Management Team	20
Table 8: City Government Opportunities and Challenges - Management Team	21
Table 9: Concerns for City Employees	21
Table 10: Priority Areas Based on Perceived and Derived Importance	22

List of Figures

Figure 1: Population of Charlottesville, 1990-2020	4
Figure 2: Age Distribution in Charlottesville, 2021	5
Figure 3: Charlottesville Home Ownership, 2021	6
Figure 4: Monthly Household Costs as a Percent of Household Income in Charlottesville, 2021	7
Figure 5: Median Household Income in Charlottesville, 2000-2021 (Inflation-Adjusted Dollars)	7
Figure 6: Charlottesville Poverty Rates, 2000-2021	8
Figure 7: Charlottesville Educational Attainment for Persons Aged 25 and Over, 2021	8
Figure 8: Charlottesville Educational Enrollment by Age, 2021	9
Figure 9: Percentage of Charlottesville Workforce Employed by Industry, 2021	10
Figure 10: City of Charlottesville Unemployment Rate, 2012-2022	11
Figure 11: Violent and Property Crime in Charlottesville, 2012-2021	11
Figure 12: City of Charlottesville Organizational Chart, FY2022	13

This page intentionally left blank to facilitate two-sided printing.

Executive Summary

This Environmental Scan provides a snapshot of the City of Charlottesville's demographic trends and historical budget and staffing levels, as well as insights from City Council, City Leadership¹, staff, and residents. Although the following sections of this report provide specific insights into these trends, it is useful to summarize these findings to present a broad view of the City's operating environment. The following statements encapsulate major trends and themes regarding Charlottesville as it exists today.

Charlottesville is steadily growing. The City's population increased by 16% between the 2000 United States Census (population 40,009) and the 2020 Census (population 46,553). Charlottesville's rate of population growth is lower than the State of Virginia as whole, however, which experienced a 22% increase in population over the same time period.

Residents appreciate Charlottesville's natural environment and robust recreational opportunities. The overall quality of life in Charlottesville is favorable (78% positive rating), with community survey respondents specifically highlighting and positively rating the City's health and wellness opportunities (83%), as well as education, cultural, arts, and music activities (80%) available in the community. Residents are pleased with the natural environment, with 81% ranking Charlottesville's open spaces as excellent or good and 76% providing a favorable rating of the overall quality of parks and recreation opportunities. Over three-quarters of residents feel that it's important for the community to continue to focus on the overall quality of Charlottesville's natural environment over the next few years.

Housing affordability is a concern for the community. According to the 2021 American Community Survey, over one-third of Charlottesville residents (38%) dedicate more than 30% of their monthly income to housing costs. Less than 10% of community survey respondents positively rated the availability of affordable quality housing in the City, which is a decrease of 19 percentage points from 2016, and is considered to be a much lower rating when compared to other communities. Community members are also concerned about the variety of housing options, which dropped from a 43% favorable rating in 2016 to 24% in 2022. Charlottesville experiences a rate of poverty that is nearly two and a half times greater than that of the State of Virginia, thus adding to the concern surrounding affordability. During interviews, Councilmembers acknowledged the need to seize opportunities to improve housing affordability and increase prosperity in the community.

Charlottesville residents widely use alternative transportation options and desire an increase in the quality of mobility options. Community survey respondents reported more frequent use of alternative forms of transportation when compared to other communities, but comparably ranked the quality much lower. Only 20% of residents favorably rated the ease of travel by public transportation in Charlottesville, which is lower than comparable cities and reflects a decrease of 21 percentage points since 2016. The positive rating of ease of traveling by bicycle also decreased from 41% to 27% during the same period. When asked about the importance of pursuing efforts to improve this area in the future, 94% of respondents would like to see improved traffic systems, 87% desire improved traffic flow and pedestrian safety, and 72% see an essential opportunity to increase transportation options, such as car/bike share services and shuttles.

¹ The City's Leadership Team is comprised of Department Directors and senior-level staff.

Public safety and increased police services are important initiatives for residents. Since 2012, violent crimes in Charlottesville have increased by 16% while property crimes have decreased by 15%. When asked about safety in the community, residents reported a decline in their overall feeling of safety in Charlottesville, dropping from a 69% positive rating in 2016 to 55% in 2022. Charlottesville residents also ranked the police services and prevention of crime lower in 2022 than in 2016, declining by 27 points and 26 points, respectively. Nearly 90% of residents partaking in the survey placed a high level of importance on focusing on safety over the next few years.

Charlottesville government has an opportunity to instill confidence and build trust with the community by increasing external communications. Through the community survey, residents expressed a lack of confidence in Charlottesville government (29% favorable rating) and a perception that the City isn't always operating with the best interests of residents in mind. Residents' overall opinion of the City's government has declined since 2016, with residents giving poor ratings to statements about the honesty of Charlottesville government, the sharing of open and transparent communication, fair treatment of all residents, and the sharing of information with residents about issues facing the community. Nearly 90% of community survey respondents expressed a desire for the City to increase communication with residents about City programs, services, and activities, while the City's Leadership Team also discussed the need to take advantage of future opportunities to focus on communications and providing information to members of the community. Focusing on transparent communications will be key to building stronger levels of trust and fostering positive relationships throughout the community.

Charlottesville government has an opportunity to change the City's reputation and set an example for other municipalities. The Leadership Team sees a turning point for the City of Charlottesville to acknowledge its past and utilize lessons learned to improve its operations and reputation. The group sees a future in which Charlottesville can be a leader in local government and assist other cities in overcoming challenges. When asked about Charlottesville's reputation and overall image, just over half of the community survey respondents rated it positively, dropping from an 83% favorable rating in 2016 to 51% in 2022. Focusing on future opportunities to change this perception will be important to those who live, work, and spend time in Charlottesville.

City staff are dedicated, innovative, and exhibit a strong commitment to serving the community. During workshops and interviews, the City's Leadership Team and City Council members highlighted the caliber of the workforce employed at the City of Charlottesville and their investment in providing the community with high quality, dependable service provision. Residents in the community also recognize the services staff provide, with 70% of survey respondents positively rating the overall quality of customer service delivered by Charlottesville employees.

Internal communication and cooperation among departments is a key opportunity for the City to leverage. The City's Leadership Team discussed a need for improved internal communication in order to help develop cohesive strategies and implementation plans across departments. Individual departments currently pursue strategic efforts in varying ways, and the Leadership Team is looking toward the new strategic plan to help provide a unified direction. Employees expressed a desire for more transparent communications as well, especially as it relates to being informed of changes that may affect their daily tasks or workplace environment, before new policies are implemented.

These trends are discussed in detail in the following sections.

Community Characteristics

The City of Charlottesville is a historic community, first founded in 1762 and home to two U.S. presidents, Thomas Jefferson and James Monroe. It is located in Albemarle County in Central Virginia, nestled at the foothills of the Blue Ridge Mountains, approximately 100 miles southwest of Washington, D.C.

To identify and compare trends relevant to the City, the data presented in this Scan was obtained from a variety of sources:

- U.S. Census Bureau²
 - 1990, 2000, 2010, and 2020 Decennial Census Results
 - 2010, 2020, and 2021 ACS Five-Year Survey Results
- U.S. Bureau of Labor Statistics (BLS)
 - Unemployment information for the City of Charlottesville and State of Virginia
- Federal Bureau of Investigation (FBI)
 - National Incident-Based Reporting System (NIBRS)
- City of Charlottesville Government
 - Financial data
- The National Community Survey™ for Charlottesville, VA, conducted by Polco
- City of Charlottesville Employee Survey conducted by the Center for Survey Research (CSR) at the University of Virginia

University of Virginia

Charlottesville is home to the University of Virginia (UVA), a top public university in the nation, boasting a 94% graduation rate. The school was founded in 1891 by Thomas Jefferson and welcomes over 25,000 undergraduate and graduate students annually. The school is an economic strength within the community, providing over 10,000 academic and administrative jobs to those in the region, solidifying its status as the largest employer in Charlottesville. While the school provides plentiful job opportunities for residents, it can also create a more transient environment – typical of large college towns – in which members of the community reside for only a brief period of time.

Population and People

POPULATION

According to the 2020 Census, the total population of Charlottesville is approximately 46,553. This represents an increase of 15% since 1990 (40,341), an increase of 16% since 2000 (40,099), and a 7% increase from 2010 (43,475). The following figure illustrates how the City's population has changed over time.

² Results and estimations from the U.S. Census Bureau include college students living in the city, either on or off campus.

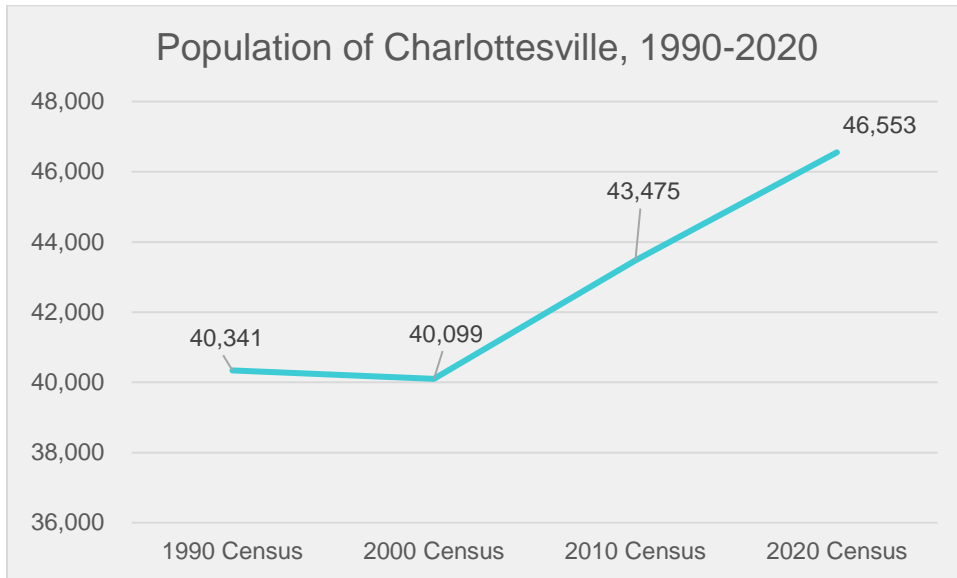


Figure 1: Population of Charlottesville, 1990-2020

AGE OF POPULATION

The City of Charlottesville’s median age is 32.5, according to the 2021 ACS. By comparison, the median age for the State of Virginia is 38.8. The median age in Charlottesville has continued to steadily rise over the years, from 25.6 in 2000 and 27.7 in 2010.

As of the 2021 ACS, the largest age group in the City is adults aged 20-24, as illustrated in the following figure. Based on the presence of UVA in Charlottesville, it can be reasonably assumed that the large student population is influencing these numbers.

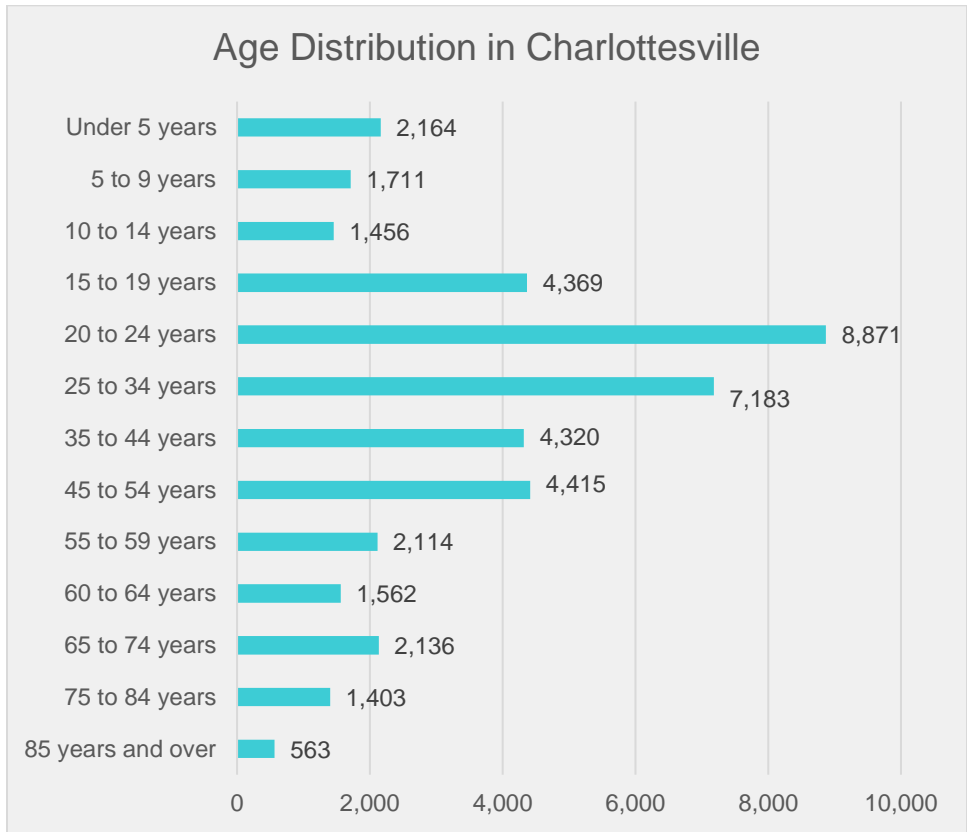


Figure 2: Age Distribution in Charlottesville, 2021

RACE AND ETHNICITY

As of the 2000 Census, 70% of the population of Charlottesville identified as White. Twenty years later, as of the 2020 Census, approximately 65% of those residing in Charlottesville identify as White. Approximately 6% of residents identify as having Hispanic or Latino origins, which has remained steady over the years.

Housing and Income

AVAILABILITY AND OCCUPANCY

The total number of housing units in Charlottesville increased by 22% between the 2000 and 2020 Censuses, from 17,590 units to 21,413 units. By comparison, the City’s population increased by 16% over that time period.

Approximately 8% of housing units in the City are unoccupied, according to the 2020 Census, which is the same as the statewide unoccupied housing rate. The City’s 2020 vacancy rate represents a decrease of one percentage point from 2010, when the vacancy rate was 7%.

OWNERSHIP

Of the City’s occupied housing units, 42% are owner-occupied, according to the 2021 ACS, while 58% are occupied by renters, as reflected in the figure below. By comparison, 67% of occupied housing units in the State of Virginia are owner-occupied. The percentage of owner-occupied housing units in the City has remained the same since 2010.

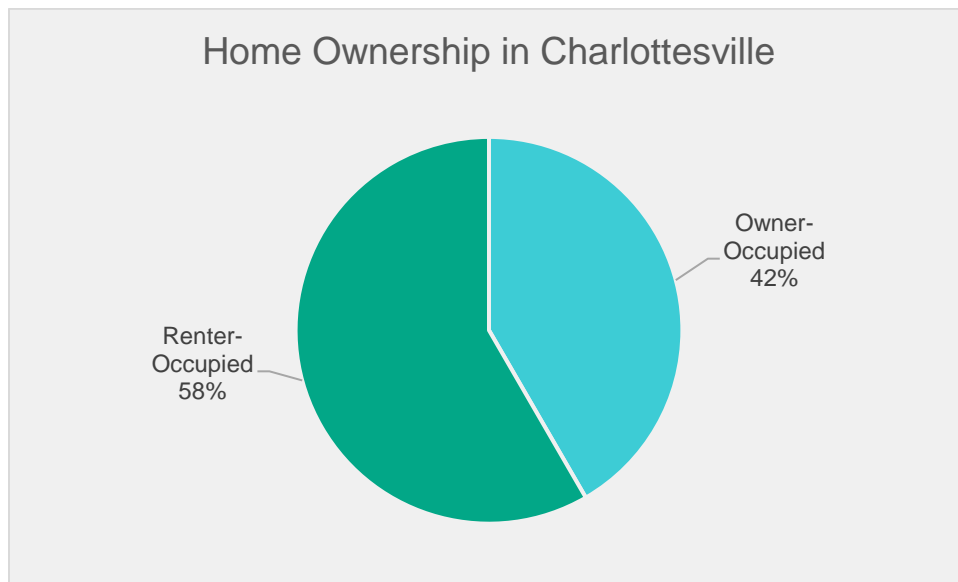


Figure 3: Charlottesville Home Ownership, 2021

AFFORDABILITY

The United States Department of Housing and Urban Development considers housing to be “affordable” when it costs 30 percent or less of a household’s annual income.³ More than one-third (38%) of Charlottesville households dedicate over 30 percent of their income or more to housing costs, which is greater than the statewide number of 25%. Residents are feeling this impact, with only 8% of community survey respondents believing Charlottesville has enough quality affordable housing options and only 12% believing that the cost of living is favorable.

The figure below illustrates the distribution of housing costs as a portion of household income in Charlottesville.

³ “Defining Housing Affordability.” U.S. Department of Housing and Urban Development. <https://www.huduser.gov/portal/pdredge/pdr-edge-featd-article-081417.html>

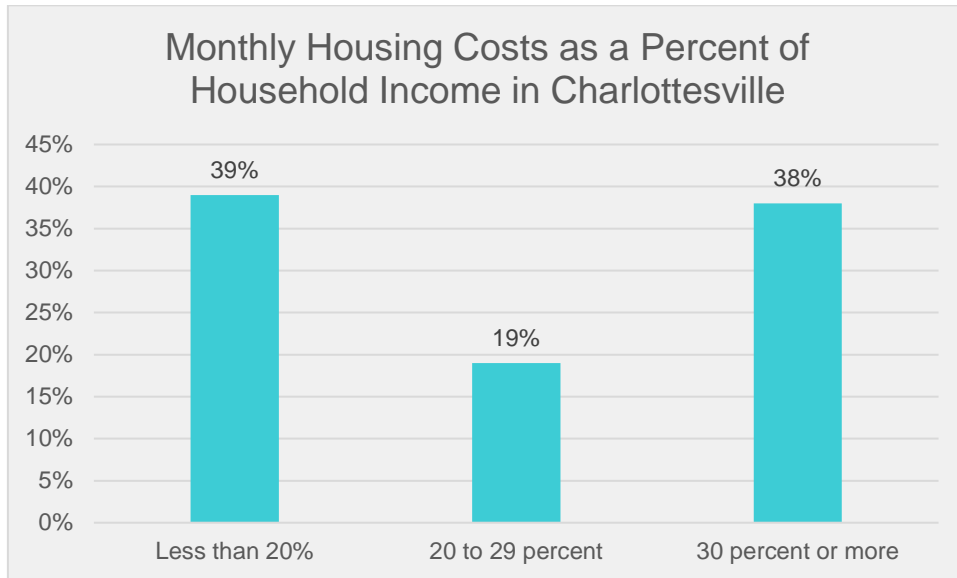


Figure 4: Monthly Household Costs as a Percent of Household Income in Charlottesville, 2021

INCOME

As of the 2021 ACS, the median annual household income in the City is \$63,470, which is just over \$17,000 less than the median for the State of Virginia (\$80,615). Median income for Charlottesville has continued to increase over the last 20 years, rising 15% from the inflation-adjusted median in 2000 (\$55,192) and 8% from the inflation-adjusted median in 2010 (\$58,714). Although income has steadily increased, residents in the community reported unfavorable opinions of the cost of living and many are concerned about the impact the changing economy will have on their income in the near future.

The following figure illustrates the historical change in median household income in Charlottesville.

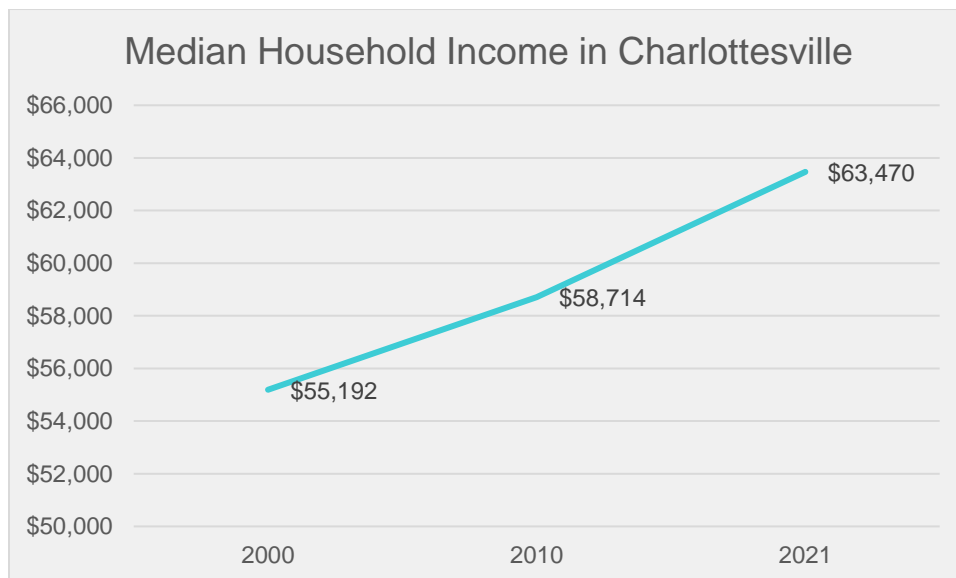


Figure 5: Median Household Income in Charlottesville, 2000-2021 (Inflation-Adjusted Dollars)

The high poverty rate in Charlottesville only further highlights residents' concerns surrounding affordability. According to the 2021 ACS, more than 23% of residents meet federal poverty criteria. This is nearly two and a half

times greater than the poverty rate of the State of Virginia overall, where just under 10% of residents are impoverished. The poverty rate has fluctuated over the past 20 years, as illustrated in the following figure.

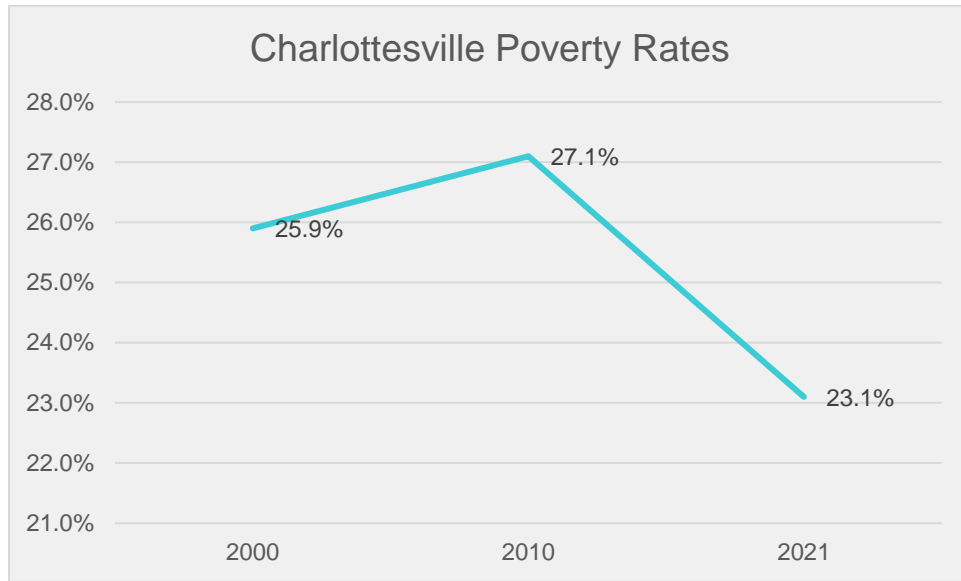


Figure 6: Charlottesville Poverty Rates, 2000-2021

Education

EDUCATIONAL ATTAINMENT

Charlottesville is a highly educated community, with a total of 58% of residents aged 25 and older possessing a bachelor’s degree or higher, according to the 2021 ACS, and 93% having a high school degree or higher. These numbers have increased over the last ten years, by 11 percentage points and 8 percentage points, respectively.

The following figure illustrates the proportion of residents over the age of 25 who have achieved various educational milestones.

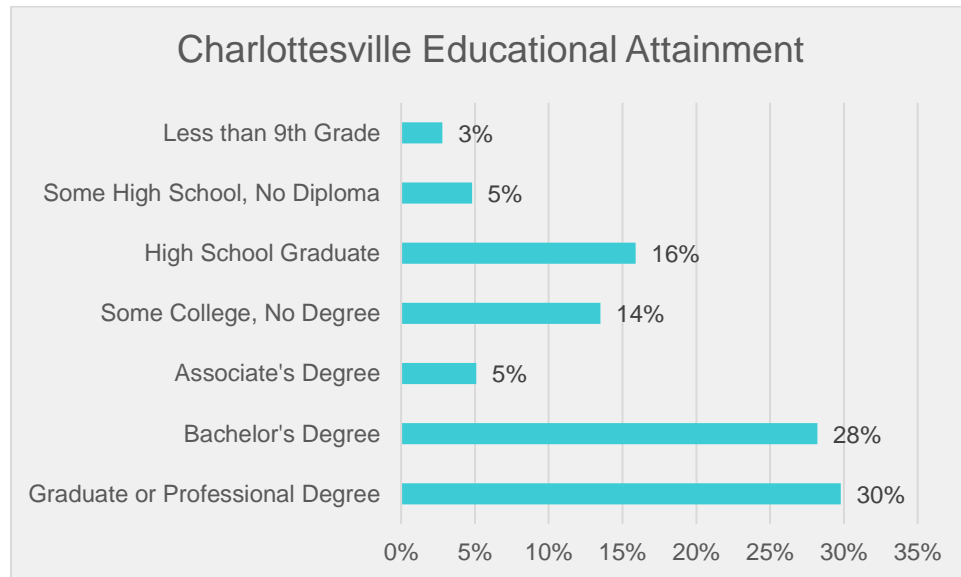


Figure 7: Charlottesville Educational Attainment for Persons Aged 25 and Over, 2021

Additionally, as of the 2021 ACS, nearly all Charlottesville residents aged five through 17 are enrolled in school, as illustrated in the following figure.

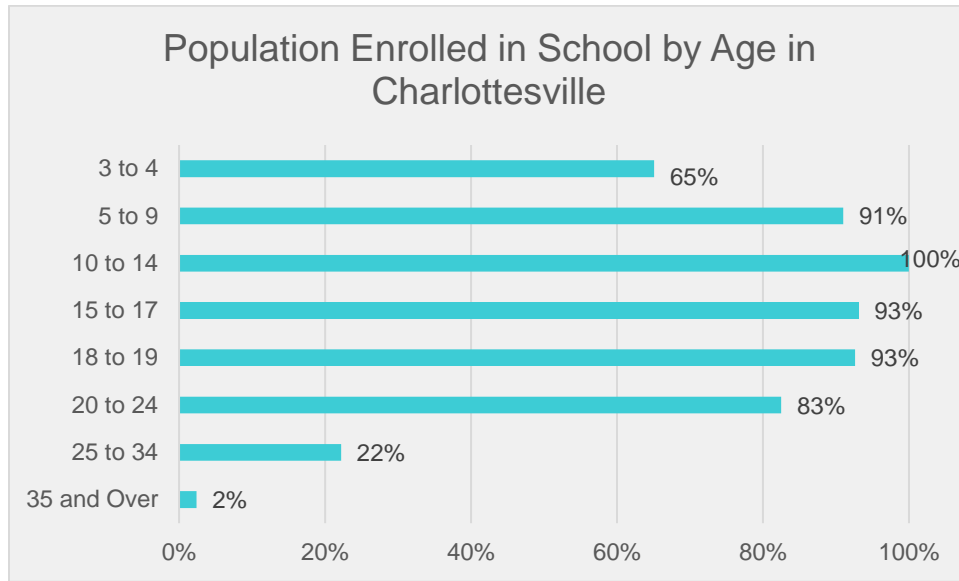


Figure 8: Charlottesville Educational Enrollment by Age, 2021

Employment

INDUSTRY

Employment in Charlottesville is dominated by the “Educational Services, and Health Care and Social Assistance” industry, which employs 39% of residents per the 2021 ACS. With UVA acting as the largest employer in the City, this is not a surprising statistic. The next largest employment industries are the “Professional, Scientific, and Management and Administrative and Waste Management Services” category and the “Arts, Entertainment, and Recreation, and Accommodation and Food Services”, which employ 14% and 13% of residents, respectively.

The following figure illustrates employment by industry within the City of Charlottesville.

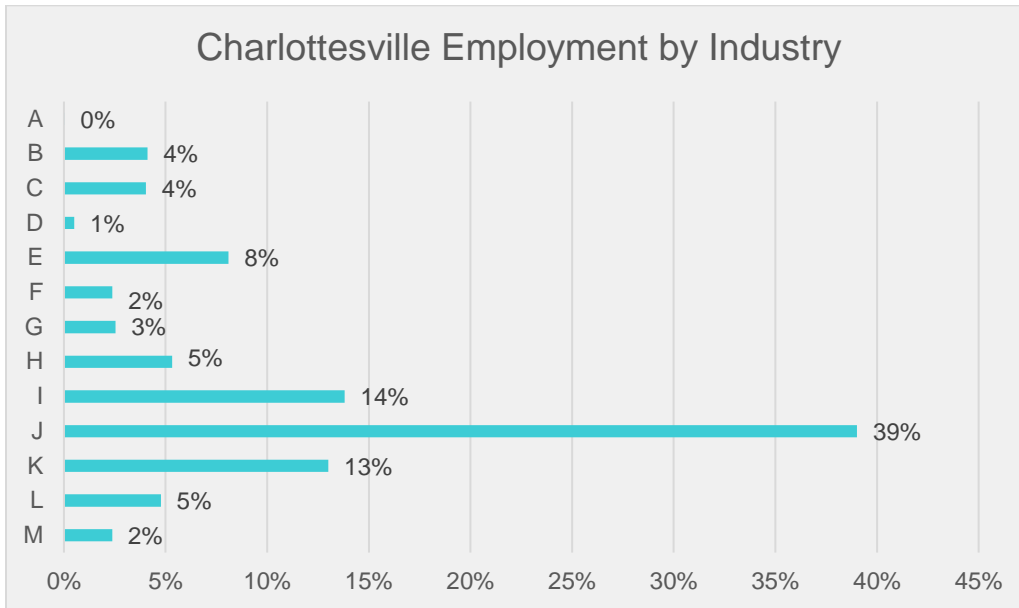


Figure 9: Percentage of Charlottesville Workforce Employed by Industry, 2021

- A - Agriculture, Forestry, Fishing and Hunting, and Mining
- B - Construction
- C - Manufacturing
- D - Wholesale Trade
- E - Retail Trade
- F - Transportation and Warehousing, and Utilities
- G - Information
- H - Finance and Insurance, and Real Estate and Rental and Leasing
- I - Professional, Scientific, and Management, and Administrative and Waste Management Services
- J - Educational Services, and Health Care and Social Assistance
- K - Arts, Entertainment, and Recreation, and Accommodation and Food Services
- L - Other Services, Except Public Administration
- M - Public Administration

UNEMPLOYMENT

According to the BLS, the unemployment rate for the City of Charlottesville has generally remained lower than the State average since 2012, but has followed similar trends, as illustrated in the following figure. Unemployment rates were the same in 2020, and the City has since continued to report rates lower than the average for the State of Virginia. Approximately 2.6% of the City’s residents were unemployed in 2022, while the State average during that period was 2.8%.

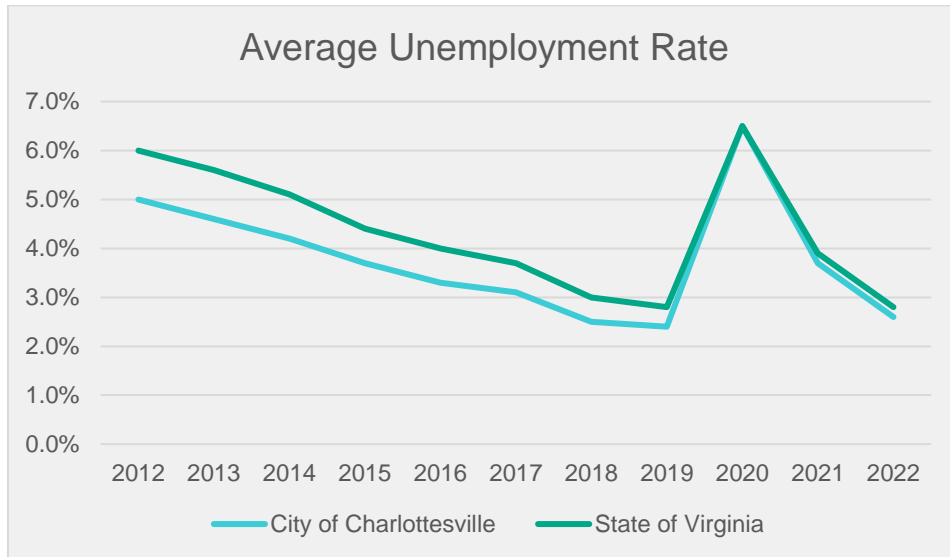


Figure 10: City of Charlottesville Unemployment Rate, 2012-2022

Crime

Like many law enforcement departments across the country, the Charlottesville Police Department reports Part I crimes that occur in the City to the FBI’s NIBRS system. Part I crimes include serious crimes that are likely to be reported to police and that occur with regularity across the country. Part I crimes are divided up into categories of violent crimes (homicide, rape, robbery, assault) and property crimes (burglary, larceny, motor vehicle theft, arson). Reporting these crimes to the NIBRS system provides a framework for analyzing crime patterns in a community by organizing incidents according to their type and severity.

The number of Part I crimes in Charlottesville has generally trended downward between 2012 and 2021. The lowest number of property crimes was seen in 2020, which may reflect the initial impact of the COVID-19 pandemic. Crime rates in 2021 increased and were more in line with levels reported from 2016 to 2018. The following figure shows the total number of violent crimes and property crimes reported each year from 2012 through 2021.

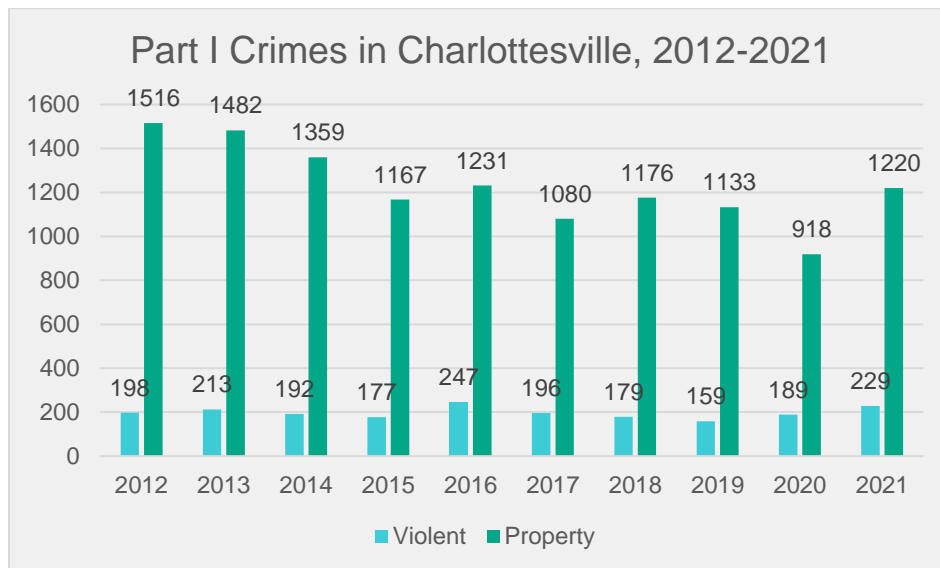


Figure 11: Violent and Property Crime in Charlottesville, 2012-2021

The following table shows crime trends by type each year from 2012 through 2021. The largest decrease in terms of total numbers of reported crimes were reflected in cases of Murder/Nonnegligent Manslaughter and Arson, which dropped significantly between 2012 and 2021. Types of reported crimes that have increased over the years include Rape and Vehicle Theft, rising by 106% and 59%, respectively.

Table 1: Violent and Property Crime in Charlottesville by Type, 2012-2021

Type of Crime	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	% Change
Murder/Nonnegligent Manslaughter	2	1	5	1	1	3	1	2	5	0	-100%
Rape	16	22	17	19	37	40	41	37	52	33	106%
Robbery	50	63	39	48	43	22	30	23	28	34	-32%
Aggravated Assault	130	127	131	109	166	131	107	97	131	162	25%
Violent Crime Total	198	213	192	177	247	196	179	159	189	229	16%
Burglary	165	200	174	188	171	150	119	122	79	125	-24%
Larceny-Theft	1248	1224	1101	923	984	852	971	930	765	944	-24%
Motor Vehicle Theft	94	53	83	52	75	72	86	76	72	149	59%
Arson	9	5	1	4	1	6	0	5	2	2	-78%
Property Crime Total	1516	1482	1359	1167	1231	1080	1176	1133	918	1220	-15%
All Crimes	1714	1695	1551	1344	1478	1276	1355	1292	1107	1449	-15%

While total crimes have generally trended downwards, residents’ opinions of feeling safe in the City, the quality of police services, and the prevention of crime have all declined when compared to survey results from 2016. Community survey ratings of police services and crime prevention have both decreased by over 25% during that time, ranking much lower than comparable communities.⁴ Nearly 9 out of 10 residents believe that focusing on safety in the community is an important initiative to continue allocating resources to in the future.

⁴ Survey results consider “much lower” to be a difference of 10 percentage points or more from the benchmark.

City Government Trends

The following sections describe the current and historical trends for City government, including its budget and staffing levels.

Organizational Structure

The City operates under the Council-Manager form of government, with a Home Rule Charter serving as a local constitution. City Council members are elected at-large and are responsible for setting policy, as well as appointing a City Manager to oversee day-to-day operations of the City. Charlottesville has seven Council members, including a Mayor, all of whom are elected by the voters and serve four-year terms with staggered election years.

The following figure, reproduced from the City’s FY2022 Annual Comprehensive Financial Report, illustrates the current organizational structure.

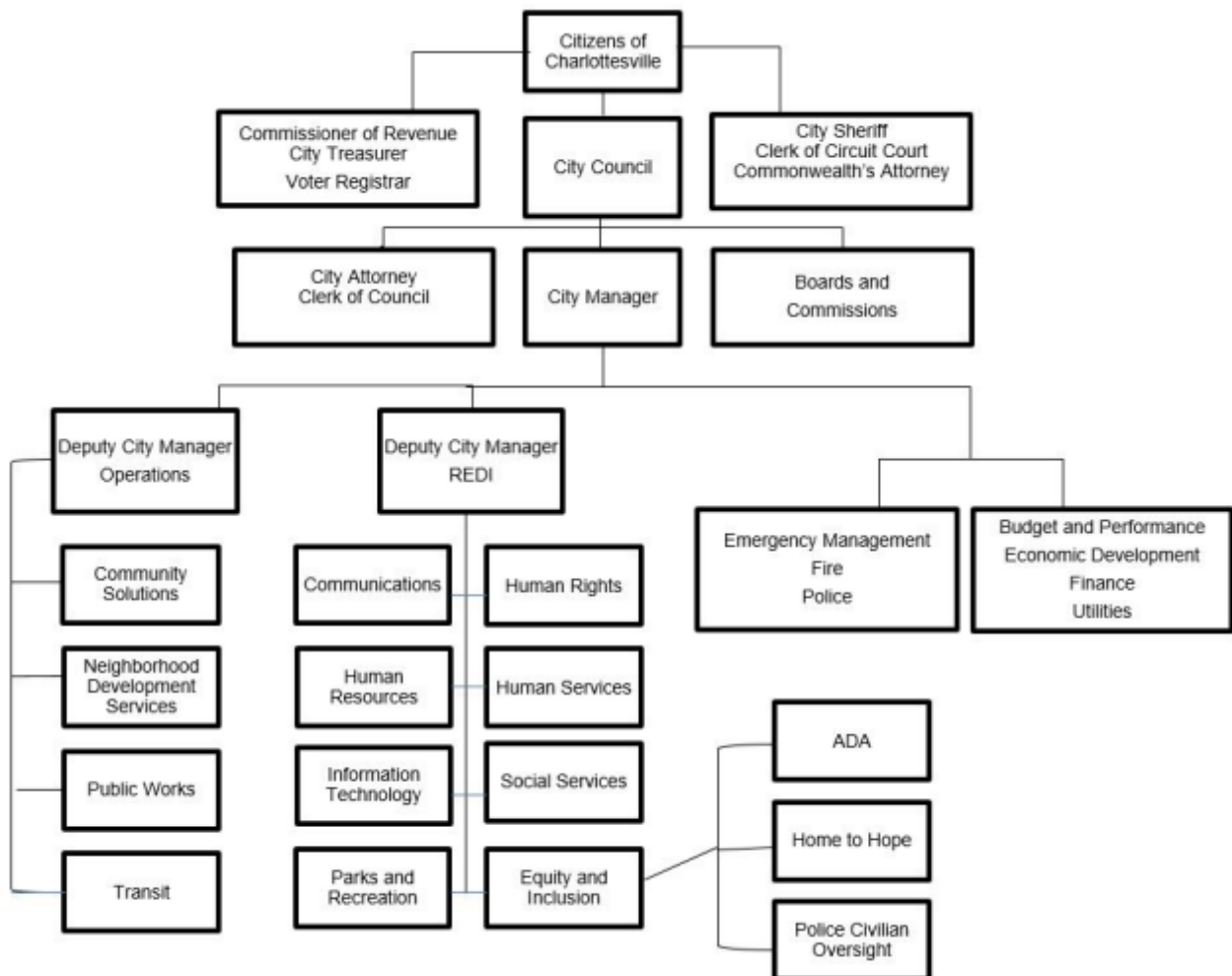


Figure 12: City of Charlottesville Organizational Chart, FY2022

Staffing

The City’s total number of full-time equivalent positions (FTEs) has increased by 7%, or roughly 65 FTEs, over the last five fiscal years, as illustrated in the following table.

Table 2: Charlottesville Full-Time Employee Summary, FY2019-FY2023^{5,6}

	FY2019	FY2020	FY2021	FY2022	FY2023	Percent Change, FY2022-FY2023
Management	34.50	39.50	39.50	50.00	54.00	57%
Internal Services	36.00	37.00	38.00	38.00	42.00	17%
Financial Services	61.50	62.00	62.00	62.00	61.00	-1%
Healthy Families & Community	266.50	257.50	243.50	246.25	250.25	-6%
Infrastructure & Transportation	300.14	313.14	326.14	350.79	349.79	17%
Public Safety & Justice	288.50	291.50	287.50	289.50	294.50	2%
Total	987.14	1000.64	996.64	1036.54	1051.54	7%

Revenues

City of Charlottesville proposed revenues are budgeted to total just under \$207 million in FY2024. Overall revenues have increased by 21% over the last five fiscal years, as illustrated in the following chart.

Table 3: Total City General Fund Revenues, FY2020-FY2024

Area	FY2020 Actual	FY2021 Actual	FY2022 Actual	FY2023 Budget	FY2024 Proposed Budget	Percent Change, FY2019-FY2024
Local Taxes	\$122,980,624	\$130,048,358	\$143,817,268	\$147,827,645	\$160,209,435	30%
Licenses and Permits	\$10,794,740	\$8,200,500	\$10,894,053	\$11,074,000	\$9,869,000	-9%
Intergovernmental Revenue	\$13,129,774	\$12,984,420	\$12,884,170	\$12,942,734	\$13,676,203	4%
Charges for Services	\$12,463,593	\$13,024,095	\$12,150,231	\$12,768,825	\$12,911,665	4%
Misc. Revenue	\$2,339,488	\$1,563,956	\$205,731	\$1,281,252	\$1,801,252	-23%
Transfer from Other Funds	\$1,872,412	\$1,450,000	\$1,250,000	\$1,000,000	\$500,000	-73%
City/County Revenue Sharing (Operating Budget)	\$6,831,284	\$13,289,313	\$8,330,993	\$6,607,820	\$7,851,349	15%
Total	\$170,411,915	\$180,560,642	\$189,532,446	\$193,502,276	\$206,818,904	21%

⁵ "Operating & Capital Improvement Budget Adopted for the Fiscal Year 2021/2022." City of Charlottesville. <https://www.charlottesville.gov/ArchiveCenter/ViewFile/Item/225>

⁶ "City Staffing Summary." City of Charlottesville. <https://stories.opengov.com/charlottesvilleva/published/EqejaOJLv>

Operating Expenditures

Proposed budgeted operating expenditures total just under \$207 million in FY2024, which represents an increase of 22% since FY2020 and an increase of 21% when compared to FY2022 expenditures, which was the most recent year in which data of actual expenses was available.

Table 4: Total City General Fund Expenditures, FY2020-FY2024

Area	FY2020 Actual	FY2021 Actual	FY2022 Actual	FY2023 Budget	FY2024 Proposed Budget	Percent Change, FY2019-FY2024
Management	\$5,752,247	\$5,703,015	\$5,365,869	\$7,853,900	\$8,840,106	54%
Non-Departmental	\$1,393,496	\$7,703,386	\$1,395,788	\$1,543,602	\$1,522,625	9%
Debt Service Payment	\$8,560,788	\$8,560,788	\$8,560,788	\$10,507,900	\$10,671,584	25%
Fund Balance Target Adjustment	\$ -	\$481,905	\$ -	\$481,905	\$500,000	-
Employee Compensation and Training	\$2,090,970	\$1,926,887	\$210,030	\$1,142,762	\$2,900,281	39%
Internal Services	\$4,006,165	\$4,569,980	\$4,058,280	\$5,889,439	\$6,534,114	63%
Financial Services	\$4,912,453	\$4,889,008	\$5,122,910	\$5,303,139	\$5,746,912	17%
Healthy Families and Community	\$29,716,675	\$29,857,774	\$28,338,016	\$33,758,436	\$34,873,199	17%
Infrastructure and Transportation	\$13,463,280	\$16,765,722	\$16,076,467	\$18,342,012	\$19,952,343	48%
Public Safety and Justice	\$41,695,466	\$41,392,554	\$42,416,380	\$45,753,217	\$48,185,608	16%
Local Contribution to Schools	\$57,834,623	\$58,709,623	\$58,709,623	\$62,925,964	\$67,092,134	16%
Total	\$169,426,163	\$180,560,642	\$170,254,150	\$193,502,276	\$206,818,906	22%

Stakeholder Input

Understanding how the City is perceived by key stakeholders provides important context for the strategic planning process. Receiving input and feedback is essential to ensuring that the strategic framework is aligned with the organization's day-to-day reality and how internal and external stakeholders perceive the community and the organization.

In March and April 2022, Raftelis conducted individual interviews with the Mayor and each City Council member and held a half-day workshop with the City's Leadership Team. The purpose of these sessions was to gather perspectives on the strategic planning process, as well as to solicit initial input regarding City government and the community. Stakeholder data was also gathered via a 2022 employee survey conducted by the Center for Survey Research at the University of Virginia and the results of a 2022 National Community Survey™, focusing on information related to the organization's strengths, weaknesses, challenges, and future opportunities. The input from internal and external stakeholders was then summarized and grouped by similar themes, and is presented in the following sections.

Overall, stakeholder groups agreed that the biggest strength of the City relates to its **dedicated staff** who exhibit a **strong commitment to serving the community**. The Leadership Team is proud of the robust services and programs offered to the community and staff's investment in providing high levels of service. Input from staff also focused on the quality customer service they provide, including fair treatment of customers and responsiveness to the needs of the community. Customer service was also recognized by community members, receiving a 70% favorable rating from survey respondents. Employees highlighted the dedication and creativity of the workforce, while the Leadership Team provided feedback praising employee dedication and innovation. Councilmembers also recognized the deep level of care that employees exhibit for those in the community.

Residents reportedly enjoy Charlottesville's natural environment and recreational opportunities but would like to see an **increase in mobility options**. In comparison to other communities, Charlottesville residents report higher usage of public transportation and walking or biking as modes of travel. Despite these higher numbers, residents reported poor opinions of the ease of traveling in the City without a vehicle. Over 70% of community survey respondents expressed a desire for transportation options to increase in the future, while nearly 90% would like to see improved traffic flow and pedestrian safety initiatives.

Residents expressed a desire for the City to **improve external communications**. Community survey respondents expressed a desire for open, honest, and transparent communications to increase confidence that the City government is acting in their best interest. These areas were ranked lower by community survey respondents in 2022 than in 2016, providing an area of opportunity for the City. Focusing on increasing lines of communication has the potential to improve levels of confidence, increase connectedness and engagement, and build positive relationships with community members, all of which were voiced as concerns of residents.

Internal stakeholders see an opportunity to **optimize internal communication efforts**. The Leadership Team would like to see communication improve in order to increase collaboration across the organization and help develop cohesive strategies and implementation plans across departments, while employees expressed a desire for more transparency. Employees reported that they would appreciate being informed of changes that may affect their daily tasks or workplace environment prior to changes in policies and procedures being implemented.

Employees expressed a desire to see improvements made in the **overall workplace environment**, including an increase in compensation and improved relationships that foster trust, respect, support, and appreciation. While employee ratings of relationships with immediate supervisors have improved since previous iterations of the survey were conducted, overall satisfaction with the working relationships with upper management has decreased. The Leadership Team acknowledged the challenges the City is experiencing with recruitment and retention of employees, as well as employee engagement and morale, which may be factors that are contributing to employees' opinions. Councilmembers also recognized that the City should capitalize on opportunities to focus on workforce development.

A key opportunity for the City to leverage in the future is to **refine Charlottesville's reputation**. The Leadership Team would like to focus on learning from the past and working towards changing what the City is known for. Charlottesville has the potential to become a leader in local government, although the team is aware of the challenges associated with changing the City's identity. Community survey respondents also desire an improved image surrounding Charlottesville, with the favorability rating of the current reputation of the City dropping from 83% in 2016 to 51% in 2022.

The following sections further detail the input received during these conversations.

City Council Input

STRENGTHS AND WEAKNESSES

During interviews, City Council members acknowledged the **caring and dedicated workforce** who support City operations. Councilmembers also highlighted the **quality services** provided to the community, specifically the Social Services, Parks and Recreation, and Human Rights departments. Competent, qualified new hires and long-tenured staff have helped to keep the organization together in moving forward.

The full list of strengths and weaknesses identified by Councilmembers is shown in the table below.

Table 5: City Government Strengths and Weaknesses – City Council

Strengths	Weaknesses
<ul style="list-style-type: none"> • A lot of really dedicated employees who care deeply about the community • See change in level of competence in the last year among staff • Lost a lot of senior staff and those who have stayed have really held us together • Excellent City Manager’s Office • Made several recent excellent hires • Community is trying to right a wrong • City has a history of spending money in a non-strategic way • Social Service and Human Rights operate under the radar • Parks and Recreation is solid but needs more resources • Police is rebuilding • Competent utilities services • Strong social and human services team; we should be proud of this and continue to invest and develop • Strong economic base because of the university • We are a city that will have difficult conversations – on race and equity 	<ul style="list-style-type: none"> • Quality of life is not enjoyed by everyone in Charlottesville • Some opportunities in departments to improve service delivery • Neighborhood Development Services (NDS) has gone through tremendous change • Transit (CAT) – turning an organization around • Staff and leadership turnover • Education and impact of COVID on students • Many key vacancies that need to be filled in order to best serve the community • Staff vacancies or issues with capacity • Youth challenges (gun violence) • Compensation study

OPPORTUNITIES AND CHALLENGES

When asked about opportunities for the City to take advantage of in the future, Councilmembers discussed a desire to **increase regional partnerships** to solve issues related to housing, education, and transportation. Many individuals also expressed the need for improvements in **economic development**. The City can capitalize on new economic development opportunities that are presenting themselves and create a more forward-facing vision of what the future of Charlottesville looks like.

When discussing challenges facing the City, Councilmembers expressed concern about **affordable housing** in Charlottesville, as well as the challenges associated with being home to a large university and the transient population that can be associated with that environment.

The full list of opportunities and challenges is shown in the table below.

Table 6: City Government Opportunities and Challenges – City Council

Opportunities	Challenges
<ul style="list-style-type: none"> • Seize the opportunity to improve low-income housing • Address housing by increasing prosperity • Partnerships with the County; there are more things we can and should be talking about together (schools, housing) • Transit decisions with regional partners • Develop a closer planning relationship with Albemarle County • Right size the organization • Police department to emerge from the past • Lower barriers for construction in housing and nonprofits in this arena • Economic development needs a more forward-facing vision • Economic opportunities opening up because we are in a better place and businesses want to come here • Economic development • Support African American communities and neighborhoods • University of Virginia has a number of initiatives that could provide opportunities for the City • Focus on workforce development 	<ul style="list-style-type: none"> • Financial health and wellbeing; having the money to pay for the needs of the community • Addressing substandard housing • Housing • Implementing an affordable housing strategy and climate action plan • Transportation • Everyone’s voice is important to hear, and all deserve to be respected by City government • Wealth and income equality • Transient population due to the University • Transient nature of a university town • Repeat of events of 2017 • Collective bargaining • Policing, including the need for mental health and innovative practices • Increase in gun violence • Ongoing maintenance needs for aging city • On the verge of recognizing we are a City with City problems and not a small town • Leadership challenges associated with growth (population density, transportation needs)

Leadership Team Input

STRENGTHS AND WEAKNESSES

During the workshop, members of the City’s Leadership Team were asked for their input on the strengths and weaknesses of City government. When discussing strengths, the group discussed the **quality workforce** and dedication they exhibit in their **commitment to providing high levels of service**. The group also feels that the City of Charlottesville invests in the community by providing robust services and programs, while exhibiting a true level of care for residents’ needs.

The group also assessed the City government's weaknesses, believing that the strength of providing robust services creates challenges by setting **high expectations in the community**. These expectations then make it difficult for City leadership to say “no” when they are unable to implement a program or accomplish initiatives members of the community expect. The group also identified a **lack of departmental cohesion** as a potential weakness. Different departments pursue efforts in varying directions as opposed to focusing on a cohesive, united effort across the organization to move in one direction.

The full list of strengths and weaknesses identified by participants is shown in the table below.

Table 7: City Government Strengths and Weaknesses - Management Team

Strengths	Weaknesses
<ul style="list-style-type: none"> • Customer service • Resilient operations • Leadership is accessible to community members • Flexibility • Services provided to the community • Innovation • Resource hub for community partners • Investment in the community <ul style="list-style-type: none"> • Vibrant Community (VC) fund • Progressive program implementation • Level of care for residents' needs • Dedicated staff • Financial stewardship • Community engagement 	<ul style="list-style-type: none"> • High level of expectations in the community • Inability to say “no” • Communication • Lack of strategy and implementation <ul style="list-style-type: none"> • Different aspirations not moving in a cohesive direction • Outdated internal policies and procedures • Inconsistency • Utilizing internal expertise • Siloed solutions/initiatives instead of citywide efforts • Inventory of programs and initiatives <ul style="list-style-type: none"> • Good at adding things, but not taking them away • Low levels of trust <ul style="list-style-type: none"> • Internal and External

OPPORTUNITIES AND CHALLENGES

The group discussed their views on the opportunities available to and the challenges facing the Charlottesville community. The Leadership Team sees an **opportunity to manage available resources** to inform future service delivery and programs/initiatives. There are many initiatives that have been deployed over the years and the City would like to inventory available programs to determine those which provide the greatest value to the community. This will allow the City to appropriately balance resources and continue providing quality service delivery.

The Leadership team also sees an opportunity to learn from past experiences and **become a leader** in local government, setting an example for other communities. Charlottesville has an opportunity to change what the City is known for and can share past experiences with others to help them learn, grow, and progress through challenging times. While this is an opportunity to leverage in the future, the Leadership Team also recognizes the challenge in acknowledging the history of Charlottesville and changing the City’s identity.

When thinking about challenges and issues facing Charlottesville in the future, one of the top themes discussed by the Leadership Team was the **high expectations of the community**. The strength of providing robust programs and exceptional service provision creates challenges with demand and expectations that exceed the City’s financial abilities. Future success will hinge on the appropriate allocation of resources, execution of key initiatives, and transparent communication.

The full list of opportunities and challenges is shown in the table below.

Table 8: City Government Opportunities and Challenges - Management Team

Opportunities	Challenges
<ul style="list-style-type: none"> • Manage appropriate resources for services • Inventory available programs and initiatives • Learn from experiences of other communities and share ours as well • Become a leader and set the example • Focus on communications and providing information to the community • Recognize the value of internal SMEs • Position ourselves as a leader in DEI/J efforts • Intergenerational workplace • Internal training efforts 	<ul style="list-style-type: none"> • Higher demand and expectations compared to financial abilities • Recruitment and retention • Employee engagement and morale • Sense of urgency • Reactionary decisions and operations • Sense of pride as a City employee • Determining priorities • Rotating Councilmembers • History of Charlottesville • Prioritizing use of space and communicating the effects initiatives have on others <ul style="list-style-type: none"> • Competition for scarce and valuable space

Employee Input

From May through June 2022, the Center for Survey Research at the University of Virginia conducted an employee survey to assess employees’ satisfaction with their work environment. This was the sixth year that CSR has conducted a similar survey for Charlottesville. The survey was completed by 531 employees, resulting in a 45% response rate.

STRENGTHS

Strengths of the organization include the **dedicated employees** and quality **customer service** provided to the community. Areas receiving the highest ratings from employees include the fair treatment of customers, employees’ commitment to the City, responsiveness to customers’ needs, and the creativity exhibited by employees.

When compared to survey results from 2017, three topics were ranked significantly higher in 2022: employee benefits, issues with immediate supervisor, and working relationship with immediate supervisor. Given all that has transpired in the City over the past five years – the COVID-19 pandemic, the events of August 2017, and leadership turnover – it is encouraging to see that positive changes have continued to take place.

WEAKNESSES

Respondents reported low ratings for **overall workplace environment**, which can be attributed to reported levels of dissatisfaction with employee pay, relationships with upper management, and communications within the City.

To address potential weakness and areas for improvement, respondents were provided a list of 23 issues/concerns and were asked to select up to four categories as the most important for the City to address. The top five selections are presented in the table below.

Table 9: Concerns for City Employees

Issue or Concern	Number of Respondents Selecting the Issue	Percentage of Respondents Selecting the Issue
Pay	376	78.5%
Benefits	127	26.5%
Dignity and worth	123	25.7%

Issue or Concern	Number of Respondents Selecting the Issue	Percentage of Respondents Selecting the Issue
Communication within the City of Charlottesville	121	25.3%
Training and development	111	23.2%

OPPORTUNITIES

To determine areas in which the City has opportunities to improve, the survey results were summarized and prioritized based on perceived and derived importance. Perceived importance refers to topics chosen by employees as most important to them, whereas derived importance items are produced by analyzing correlations of each topic with overall satisfaction, focusing on “the factors that actually drive differences in satisfaction levels among employees.”

The survey resulted in two versions of a priority matrix that identifies priority areas for improvement, which are similar to the priorities identified in the 2017 survey. The areas listed in the table below have been rated as having low performance and are found to have high levels of importance to staff.

Table 10: Priority Areas Based on Perceived and Derived Importance

Perceived Importance Priority Areas	Derived Importance Priority Areas
<ul style="list-style-type: none"> • Employee pay • Performance appraisals • Communication 	<ul style="list-style-type: none"> • Issues concerning division managers • Workplace environment • Communication • Relationships with upper management

The most important opportunity to leverage in the future is **improving communication** within the City of Charlottesville, as this area presents itself as a priority on both lists. Less than one-half (42%) of employees are currently satisfied with communication within the organization and would like to see additional efforts made in improving lines of communication, specifically as it relates to changes that may affect an employee’s job being discussed with them before the change is put into effect.

Less than one-half of City employees expressed satisfaction with their **compensation levels** (42%). Employees believe that the pay they receive is not equivalent to what they would receive if they were doing the same type of work for another organization.

Just over one-third (35%) of employees expressed satisfaction with the **performance appraisal process**, with an equal number responding neutrally and 30% expressing dissatisfaction. Staff do not feel the appraisal system is effective in its current form.

Lastly, staff would appreciate **support from upper management**. Respondents would like to feel that leadership has a genuine concern for employees’ wellbeing, which can help increase levels of trust and confidence throughout the organization. Staff reportedly desire greater levels of respect, appreciation, and value from their superiors and upper management.

Community Input

From November through December 2022, The National Community Survey™ was distributed to the residents of Charlottesville to gather input about the “livability” of the community. A livable community is one that is not only

habitable, but desirable.⁷ Survey questions captured residents' opinions surrounding the following community aspects:

- Quality of life
- Governance
- Economy
- Mobility
- Community Design
- Utilities
- Safety
- Natural Environment
- Parks and Recreation
- Health and Wellness
- Education, Arts, and Culture
- Inclusivity and Engagement

Previous iterations of the survey were distributed to the Charlottesville community in 2016 and 2018, providing benchmarking data for comparing how opinions of residents have changed over the last five years. The results are also compared to community benchmarks in each category, based on resident perspectives from over 600 communities.

The survey captured 371 responses from residents in the community, resulting in a 14% response rate. Survey results were then weighted so that the demographic profile of respondents was representative of the demographic profile of Charlottesville. This section briefly summarizes the results of the community survey as it relates to the City's strengths, challenges, and opportunities.

STRENGTHS

Overall, residents think highly of the **overall quality of life** in Charlottesville, with 78% of respondents selecting "excellent" or "good." Additional top-rated aspects for the City of Charlottesville include Health and Wellness, Natural Environment, Education, Arts, and Culture, and Parks and Recreation.

The highest rated aspect for the City of Charlottesville is the community's **health and wellness** opportunities, with 83% of respondents rating this area as "excellent" or "good." This category represents the availability of affordable quality food, availability of quality health care and preventative health services, as well as the availability of mental health services. When asked to rate their own overall health, 84% of respondents selected "excellent" or "very good," which is an increase of 13 percentage points since 2018.

Many respondents (80%) considered overall opportunities for **education, arts, and culture** in the community to be "excellent" or "good." The opportunity to attend cultural/arts/music activities, the community's support for the arts, and adult educational opportunities all ranked higher than the benchmark.

Residents appreciate Charlottesville's **natural environment and recreational opportunities** and over half of respondents believe it's essential to continue to focus on providing more parks and open spaces over the next two years.

WEAKNESSES

Although the quality of life was ranked positively for the City, the community's opinion of the overall **image or reputation of Charlottesville** has declined since 2016. The percentage of residents selecting "excellent" or "good" was 83% in 2016 and has decreased to 51% in 2022.

⁷ [Charlottesville, VA National Community Survey Report of Results 2022](#)

The opinion of the overall **governance** in Charlottesville has decreased since previous iterations of the survey were completed, and many aspects rank lower than other communities. Only 1% of respondents rated City government as “excellent,” with 70% of respondents selecting “fair” or “poor.” When comparing current results to those of the 2016 survey, overall confidence in Charlottesville government has decreased from a 58% favorable rating to 29%, while the belief that City government is acting in the best interest of the community and is treating all residents fairly has dropped from 57% to 40% and 51% to 32%, respectively. Other areas that were ranked poorly, but were similar to benchmark communities, included being open and transparent to the public, informing residents about issues facing the community, and being honest.

The lowest ranked aspect of the Charlottesville community is **mobility**. Only 36% of residents rated this aspect as “excellent” or “good” while 64% selected “fair” or “poor.” The overall quality of the transportation system is rated lower than the benchmark, with the quality of bus and transit services dropping 31 percentage points since 2016. Survey respondents feel strongly about improving traffic systems, including traffic flow and pedestrian safety, with the majority of residents (94%) believing that service levels need to be increased for traffic system improvements. Additionally, 87% of residents feel that improving traffic flow and pedestrian safety is an important opportunity to take advantage of to improve the quality of life in Charlottesville.

Many residents reported generally feeling safe in Charlottesville but expressed concerns about **police services**. When asked to rate the quality of police services, 52% of respondents selected “excellent” or “good,” which reflects a decrease of 28 percentage points when compared to results from 2016. A similar decline was reflected when asked about crime prevention, which decreased from a 63% quality rating in 2016 to 37% in 2022. Over 70% of residents would like to see a focus on reducing crime and believe that it is essential for the City to increase service levels of police patrol in Charlottesville.

OPPORTUNITIES

The City of Charlottesville has opportunities to improve upon each of the weaknesses listed above and to continue providing services that support the strengths of the City. In addition to the focus areas listed above, residents expressed a desire for increased communications about City programs, services, and activities to build trust and reflect the City’s efforts to support the needs and interests of the community.



Bridging the Gap

The Importance of Roles, Values, and Different Perspectives in Creating Effective Governing Bodies

The Ideal Governing Body



Julia D. Novak and Dr. John Nalbandian, 2017

- 1 Community:** Uses their office to convene conversations that matter and recognizes that a primary role is to build, maintain, and preserve community.
- 2 Brand:** Protects and enhances the value of the brand of their community at all times.
- 3 Majority:** Understands that their most important constituents are other members of the governing body—nothing gets done without a majority.
 - Focuses their energy on doing things as a governing body.
 - Recognizes that compromise and negotiation are the tools of the political craft.
 - Seeks to bring their colleagues into the majority, even when another vote is not needed.
- 4 Unique Power:** Understands that they (the governing body) have the power to do things that no one else in the community can do.
- 5 No Right Answers:** Understands the inherent values conflict at play when making decisions AND respects that there are no absolutes—no “right” answers (even theirs).
- 6 Dual Roles:** Is aware and respectful of the different roles they play and understand they serve as both a representative of constituencies and a trustee of the public good.
- 7 Respect:** Understands that respect can be earned by:
 - Speaking on issues only when they have new insights that further debate and understanding;
 - Asking genuine questions of others; and by
 - Exercising their strengths in a way that others value.
- 8 Partnership:** Respects and values the partnership between the governing body and their appointed staff.
- 9 Acceptable and Sustainable:** Understands that what can be done must be both politically acceptable AND administratively sustainable.
- 10 Outcome-focused:** Is adept at creating useful policy goals and boundaries that allow professional staff flexibility in achieving outcomes.



Governance Roles



Julia D. Novak and Dr. John Nalbandian, 2016



Strategic Vision: Big Picture Thinker

- Focus here is on decisions that can have significant impact on the city. Can be long term or short term.
- Often focus is on the future and what might make a significant difference.
- Seeing possible connections and relationships.
- Thinks beyond present data and constraints.



Trustee: Steward

- While listening and respecting constituent views, the trustee feels responsible to the city as a whole and to future residents.
- The trustee will make uncomfortable decisions that may run counter to constituent wishes because the decision is in the greater good.



Representative: Constituent Advocate

- In this role, the council member acts as a “customer service representative.”
- The council member is a conduit between citizens and city services.
- Often, citizens see this council member as most responsive to their individual concerns.



Community Builder: Bringing People Together

- In the community builder role, the council member focuses on relationships and consensus building.
- The community builder fosters relationships and is able to work through differences.
- Community is not just a casual word to the council member who gravitates to this role.



Decision Maker

- The decision maker sees his/her role much like a judge.
- Information is presented, and the decision maker votes it up or down.
- This is not an easy role, but often it is a fairly passive role in contrast to that of the community builder.



Oversight

- In this role, the council member retains a measure of distance from the staff.
- The focus is on accountability of staff to the council.

Public Service Values



School of Public Affairs and Administration, University of Kansas

Frequently, when we think of values, qualities like honesty, reliability, love and sincerity come to mind. These are values—deep-seated beliefs that lead to judgments about right and wrong—but they have to do with individuals and how we lead our lives individually.

Public service values influence public policy development, implementation, evaluation, and governance design, as opposed to the lives of the individuals who make policy and program decisions. The primary public service values in our culture in response to public wants and needs are accountability, efficiency and effectiveness, social equity, diversity, and justice.

Accountability/Representation:

Government and public service providers answer to the will of the people. In government, there is a deep seated belief that the wishes of citizens should be represented by elected officials in governing bodies. In other types of public service providers, such as nonprofit organizations and public service enterprises, managers and decision-makers are held accountable to their trustees and governing bodies according to their public service mission. If a public policy or public program is going to have an impact on a group of citizens, that group should have the opportunity to be heard. Regardless of the accountability mechanisms, either through representative or trustee, public expressions of preferences are to be acknowledged. And, public involvement in the governing process is essential for legitimacy of governing processes.

- Homeowners say, “We have a petition signed by 20 residents on our block requesting a stop sign at 4th and Elm.”
- A group of citizens who supported you in your last election remind you, “You pledged to hold the line on taxes and now you are talking about raising taxes. That’s not what we elected you for.”
- A group of citizens says, “The city ought to be paying more attention to the welfare of its children. We’ve heard teenagers say they have no place to go at night. For their well-being and that of the city as a whole, we should build a teen center.”

Efficiency and Effectiveness/Professionalism:

Citizens expect public service providers to be run prudently and for programs and policies to achieve intended outcomes, not only in the short run but also in the long run. This is accomplished through cost-consciousness and rational, analytical decision-making and through an emphasis on expertise and professionalism, planning and merit. As such, this value goes beyond financial sensitivities and emphasizes the need for policymakers and program managers in public service organizations to be responsive to diverse outcome expectations of the public and also be good stewards of public resources.

- Staff says to the council, “At your request, we now have available a comprehensive parks and recreation master plan, and for your consideration we would like to develop a five-year capital improvements budget to implement it.”
- A budget shortfall leads the chief administrative officer to consider layoffs. One of the alternatives presented to council is to make any layoffs based on job performance of the employees.
- The public works director is having a difficult time with the city’s director of neighborhood development on a road project. The public works director argues that according to the engineering consultant’s design, the best route will take the road parallel to 11th street. The director of neighborhood development argues that the preferred route will split an existing neighborhood.



Social Equity and Diversity:

Frequently, citizens are differentiated by physical conditions, ethnical, economic, work, age, gender, and social background, as well as by political, social, and cultural preferences. Public service providers are expected to respect these differences and treat all citizens equally in policymaking and program implementation and strive to provide equal opportunities for all.

- A representative of the neighborhood association argues that the city wants to build an addition to its motor pool on the east side of town because that's where the poor people live. The representative says, "You wouldn't think of putting it on the west side of town."
- The affirmative action officer reminds the city manager that a layoff policy based on "last hired, first fired" will have a disproportionate effect on minorities who were hired as part of the affirmative action program.
- The city council, elected at-large, wants a report from the city manager on the distribution of funds for infrastructure repair. There is some concern in town that more money is going to new development compared to the older parts of town.

Justice/Individual Rights:

Citizens are granted property rights and civil rights through ordinances, statutes and laws, and the constitution. They also have the right to due process that protects them from arbitrary decisions by majorities or by those who govern, and are to be treated equally before the legal system despite their individual background. Both elected and non-elected decision-makers are expected to respect these rights in the processes of policymaking, implementation, evaluation, and adjudication.

- A new road is being built and an environmental group argues that to preserve green space the city ought to require a significantly greater setback than it presently does. The land owners along the route indicate their displeasure saying, "If the people want my land for green space, they should buy it."
- The fire fighters union objects to layoffs based on performance because it gives too much discretion to supervisors who it contends will play favorites. Union spokespersons argue that employment decisions should be based on seniority.
- An angry group of parents confronts the city commission and says, "The city should put a crossing guard at 9th and Kentucky. Our children have a right to cross the street safely on their way to school."

While we cherish each value, it is a common observation that one cannot optimize all four values simultaneously. Thus, policymaking and managerial decisions focus not only on outcomes and policy goals, but also upon ways of accommodating these four values in order to connect what is politically and socially acceptable with what is administratively feasible and sustainable. One's political philosophy can be expressed as preferences for one value over another.

The Political-Administration Gap



School of Public Affairs and Administration, University of Kansas,
Dr. John Nalbandian, Professor Emeritus

Political Acceptability \longleftrightarrow Administrative Sustainability

CHARACTERISTICS	POLITICS		ADMINISTRATION
Activity	Game/allocation of values	CAO and Senior Staff in the GAP \longleftrightarrow Electeds*	Problem solving
Players	Representatives/trustees		Experts/trustees
Conversation	"What do you hear?" <ul style="list-style-type: none"> • Passion • Dreams • Stories 		"What do you know?" <ul style="list-style-type: none"> • Data • Plans • Reports
Pieces	Intangible: interests and symbols		Tangible: information; money, people, equipment
Currency	Power (stories), loyalty, and trust		Knowledge (deeds)
Dynamic	Constructive conflict, compromise, and change		Predictability, cooperation, and continuity



Local Governance System



Local Government Policy-Making Process, MRSC of Washington

	GOALS	ORGANIZATION	FISCAL	PERSONNEL	PROCEDURES	INFORMATION	
"WHAT"	Vision and values	Community	Bonds and tax levels	Service levels	Elections and initiatives	Newsletters, Television and press	POLICY LEVEL
	Strategies and goals	Board	Budgets and debt Management	Salary and benefits	Ordinances and resolutions	"State of the city"	
	Master work plan	Manager	Budget and Finance plan	Hire and fire	Policy and Procedures	Annual report	
"HOW"	Department Work plan	Department heads	Budget control	Training and Development	Standards and benchmarks	Monthly, quarterly Reports	ADMINISTRATION LEVEL
	Team work plan	Operations managers	Service delivery	Supervision and Discipline	Operating Procedures	Progress reports	
	Individual Work plan	Service employees	Individual Services	Personal Responsibility	Job checklist	Status report	

← Effectiveness →
← Efficiency →
← Control →

Political-Administration Dichotomy



Jim Svava, Dichotomy and Duality: Reconceptualizing the Relationship between Policy and Administration in Board-Manager Cities, Public Administration Review, Vol. 45, No. 1, pp 221-232





Julia D. Novak and Dr. John Nalbandian, *Preparing Councils for Their Work*,
ICMA Public Management Magazine, Vol. 91, No. 7

Obstacles to Effective Governance

Although councils differ, three obstacles to council effectiveness are fundamental. First, councils that are willing to deal with big issues will have to confront conflicting political values. These values include representation, efficiency, social equity, and individual rights. Choices among values are not choices between right and wrong, and councils searching for “correct” answers to policy issues are bound to become frustrated.

Second, councilors must confront the difficult values work they are responsible for in the absence of hierarchy—the mayor is not the boss. How many jobs have you had where no one was in charge?

The third obstacle is the difference in perspective between council and staff—differences that are often difficult to understand because while council and staff use the same words, they speak a different language.

The tools we identify below are intended to enable a willing council to deal with difficult issues by building council capacity. An important piece of that capacity is an effective partnership with staff.

Tools to Build Good Governance

- Orientation
- Retreats and Goal Setting
- Regular 1-1 Meetings
- Appropriate Access to Department Heads
- Documented Business Practices
- The Council Must Manage Itself

In the end, the Governing Body must manage its own behavior and seek compliance from its own members.



513.221.0500
raftelis.com