

MODUS OPERANDI

The following observations, comments and recommendations result from interviews with representatives of the departments and from private citizen and City employee surveys. Our task, as we see it, is to help the City of Winston-Salem identify possible ways it can function more efficiently, which we interpret to mean more effectively and not necessarily less expensively, though saving tax dollars is a worthwhile objective. The City's task is to review our recommendations and do its own "due diligence" to determine if, indeed, our recommendations make sense in light of political, budgetary and other applicable considerations.

LEGACY PLANNING DOCUMENT

Through our analysis of the general government area an overall need for a City-wide strategic plan surfaced. Each department within City government should also have a comparable strategic plan that compliments and blends in with the City's. Each City employee should be aware of how his or her job and job performance contributes toward the fulfilling of his or her department's and the City's strategic plan. This Team is of the opinion that strategic planning, as described in this report, is vital, particularly to the departments within our area of responsibility. As we continued to evaluate employee recommendations as well as our own observations, this planning need kept coming up. In the course of our Team meetings the "Legacy Comprehensive Plan" was discussed as a possible solution.

The Team reviewed the Legacy group recommendations and found its report very informative and quite applicable to the need we identified. The report was particularly interesting as a strategic and tactical planning tool. We feel that the report could provide an effective tool for guiding the City's planning process. It contains a template to aid in the development and detailing of future-City direction and plans.

The Team perspective on specific recommendations contained in the report varied widely. However, the format was adopted as a proposal to present to the Steering Committee. There were many recommendations that could prove valuable as a foundation and guide for future planning efforts.

The format of the report utilizes a vision on "tomorrow", an analysis of today's environment, and then departmental sections. Each departmental section describes existing situations; a departmental vision for the next 15 years; goals, objectives, policies, and action agendas; and finally conclusions. These would be of great benefit to departments in developing their strategic plans and the implementation of those plans.

This Team feels that strategic planning is especially important in guiding the City. Using it as a blueprint for direction, the community leaders, constituents, and departmental personnel all know the roadmap for the future. Activities could then be effectively evaluated against the plan with rewards, budget and directional changes being applied appropriately. General government departmental plans would be structured to support the City's planning direction for services and growth.

This Team believes the Legacy proposal should be adopted as a format and then the specific recommendations discussed and evaluated.

CITY MANAGER



REVIEW TEAM BACKGROUND ANALYSIS AND SCOPE OF WORK

REVIEW

MISSION STATEMENT

The mission of the Office of the City Manager is to ensure the implementation of the policies of the Mayor and the Board of Aldermen through strategic leadership, fiscal stewardship, customer service, and innovative practices.

INTERNAL GOAL SETTING

PROGRAM GOALS: ADMINISTRATION

- Provide sound fiscal management in accordance with the Board's strategic objectives
- Provide organizational leadership that encourages innovation, productivity, and efficiency
- Provide exceptional customer service and relate to the community at large in a professional manner
- Provide program planning and polity implementation in accordance with the directions of the Board
- Ensure that all operating units meet performance objectives
- Maintain professional relationships with elected officials and provide them with requested information in a timely manner

FY 1998-99 OBJECTIVES

- Complete implementation of annual performance reporting for departments
- Assess the sufficiency of the City's existing effort at intergovernmental relations and recommend actions as appropriate
- Provide leadership to the City organization in achieving the key efficiency initiatives, including the Citizens Efficiency Review Committee and the managed competition for fleet maintenance
- Aggressively pursue implementation of approved downtown development initiatives
- Assist the Mayor and Board of Aldermen in identifying City capital needs
- Work to make the Regional Transportation Authority operational
- Assist the Mayor and Board in developing a new approach to considering grantee agency funding requests
- Assess our public information program to make our own citizens aware of accomplishments of the City government, and to do the same externally within the state and the nation
- Work with the cable review committee to guide the negotiation process for the cable franchise renewal
- Work to prevent new municipal incorporations in Winston-Salem's growth area
- Bring a workable plan for Board consideration to create more efficient and effective office space for City departments
- Work with the Budget office on the North Carolina bench marking initiative
- Continue efforts to shape the City organization to reflect sound business practice
- Participate as required in the governance of the International City/County Management Association

STATEMENT OF CONDITION

The City Manager's responsibilities include: determining organizational design, selecting programs and projects, providing leadership, determining expected outcomes (sometimes jointly with the Board of Aldermen), managing toward expected program and project results, maintaining fiscal soundness and organizational efficiency, developing new strategic directions for the City and interfacing between the political process and the City's operating organization.

We believe the Office of the City Manager ably fulfills its mission to ensure implementation of the policies of the Mayor and the Board of Aldermen.

One observation we have regarding the City Manager is the impact city alderman and other elected officials have on his performance and direction. The effectiveness of elected officials can be tied to their satisfaction and comfort in their position. We feel that people who aspire to public office would benefit from an understanding of job duties and time demands holding a position of public trust places on people before they run for office. Our suggestion is to have available to the public a detailed job description for each elected position complete with average time required to effectively perform the duties so that people contemplating running for an elected position would have some idea of the sacrifices expected of them.

RECOMMENDATIONS

FINDING

Departmental annual performance reports do not indicate the effects that budget cuts have on the ability to provide services to citizens.

RECOMMENDATION

Each City Department's annual performance report should indicate the effects and should show how cuts impact services to the citizens of Winston-Salem.

FINDING

Citizens lack knowledge of how city government functions.

RECOMMENDATION

The City Manager's office should develop a plan to educate people about the functions of the City Manager's office thereby educating the citizens about the functions of the City. Increased knowledge will increase the confidence citizens have in City government. Education opportunities can be achieved by doing the following:

- Having town hall meetings designed to disseminate and to receive information.
- Having the City staff participate in civic classes in the local high schools to give students exposure to people currently functioning in our City government to augment their textbook knowledge.
- Having year round youth programs.
- Mirroring best practices from other city governments.
- Develop a City answering section (similar to the Ask Sam column) in the local newspapers or on the City's web page to answer questions about City government.

FINDING

There is no re-orientation for freshman Aldermen.

RECOMMENDATION

A re-orientation program for freshman Aldermen after they have been in office at least one year ought to be implemented. This Team believes that such a program would impact more and be effective after newly elected Aldermen have been on the job long enough to begin to better understand and appreciate how each part of the City government machine functions.

CITY ATTORNEY



REVIEW TEAM BACKGROUND ANALYSIS AND SCOPE OF WORK

REVIEW

MISSION STATEMENT

To protect and promote City Government interests by providing quality legal services to the Mayor and Board of Aldermen, City Management, City Boards and Commissions and City departments in the areas of litigation, legislation, contracts, code enforcement, drafting legal documents, real estate, financing, and legal options.

INTERNAL GOAL SETTING

PROGRAM GOALS: LITIGATION

- To conduct a timely, professional and effective litigation effort in state and federal courts, avoiding litigation where possible and professionally pursuing litigation where needed, all to be accomplished in a fair and equitable manner as our client, the City of Winston-Salem, represents all of its citizens.

PROGRAM GOALS: LEGISLATION

- To prepare City legislative program for timely introduction in the General Assembly through work with Board of Aldermen, Forsyth County Legislative Delegation, North Carolina League of municipalities and others in support of program
- To prepare materials and analyses of and lobby for City interest concerning state and federal legislation

PROGRAM GOALS: CONTRACTS

- To prepare complex contracts and review and approve formal and informal contracts for execution in a timely manner
- To assist with contract administration and enforcement, including litigation when needed

PROGRAM GOALS: CODE ENFORCEMENT

- To work with City Departments to enforce the City Code through legal opinions, procedural advice and assisting in bringing lawsuits

FY 1998-99 OBJECTIVES

- Commence workload indicator record keeping

PROGRAM GOALS: DRAFTING LEGAL DOCUMENTS

- To draft needed documents in a timely and effective manner

FY 1998-99 OBJECTIVES

- Commence workload indicator record keeping

PROGRAM GOALS: REAL ESTATE

- To perform title searches and prepare deeds and leases in a timely manner

FY 1998-99 OBJECTIVES

- Commence workload indicator record keeping

PROGRAM GOALS: FINANCING

- To work with bond counsel on documents, attend closings to see that all legal requirements are met, and prepare legal opinions which form the legal basis for all bond and certificate of participation issues
- To work with the Finance Director, underwriters, banks, insurance companies and legal counsel to prepare and implement these financings

PROGRAM GOALS: LEGAL OPINIONS

- To prepare formal written opinions and oral opinions for the Mayor, Board of Aldermen, city administration, City departments and City boards and commissions in a timely manner
- To provide advice relating to the City Code, General Statutes, City procedures and problems with the City to citizens

FY 1998-99 OBJECTIVES

- Commence workload indicator record keeping

RECOMMENDATIONS

FINDING

A problem is developing because of a tremendous loss of real property tax base through an ever-increasing number of non-profit organizations becoming landowners.

RECOMMENDATION

This situation needs to be reviewed.

FINDING

To improve effectiveness, the office could consider client surveys to determine if additional legal services are desired (e.g. more legal training to head off lawsuits or to improve citizen service delivery). If such is indicated, additional staff and space would need to be provided. The City Attorney also needs more storage space and a conference room.

RECOMMENDATION

Consider client surveys to determine if additional services are justified.

FINDING

The City's Police Department has its own separate attorney who is not part of the City Attorney's staff. It is believed that attorney reports to the Police Chief. Training, both of new recruits and on-going for veterans, and assisting officers with court appearances are thought to be among the principal functions of that attorney. Having an attorney assigned full time to the Police Department, reporting to its Chief without oversight from outside the Police Department has a dampening affect on the objectivity of the advice rendered by that attorney. There are occasions when legal guidance or advice to the Police Department must take into consideration the best interests of not just the Police Department or particular officers. Rather, the best interests of the City as a whole must have a major, if not determining, influence on that advice. The potential of there being a lack of appreciation for the greater good in the advice rendered by one who has little exposure to the best interests of the City on a continuing basis certainly exists in this reporting arrangement.

RECOMMENDATION

Our recommendation is that careful scrutiny be given this arrangement and if it is true that the Police Department attorney reports directly to the Chief of Police, strong consideration be given to changing it. Even if the police attorney is not made part of the City Attorney's staff (and that is the most logical place for that attorney to be) he or she should be responsible to someone other than the Chief of Police, such as the City Manager. In making this recommendation, we take due note of the fact that our research indicates that Greensboro and Charlotte/Mecklenberg all have Police attorneys who do not report to the City Attorney.

CITY ATTORNEY OUTCOMES

- 1973 Special Use District Zoning instituted Chapter 381, 1973 Session Laws
- 1976 City/County Utility Commission established G.S. §160A-462 Joint Agency
- 1978 Human Relations Commission established G.S. §160A-492
- 1985 M/WBE Program established Chapter 632, 1985 Session Laws
- 1988 Risk Administration Management Corporation (RAMCO) established with \$15,000,000 COPS
- 1988 North Carolina Municipal Leasing Corporation (NCMLC) established with \$9,000,000 COPS, over \$266,000,000 COPS issued
- 1990 Economic Development Incentive Program established, 24 projects/\$13.2 million incentives/5,500 jobs/\$238 million new tax base
- 1993 Citizen Police Review Board established
- 1996 Maready v. Winston-Salem, et.al., 342 NC 708

OFFICE OF THE CITY SECRETARY

REVIEW TEAM BACKGROUND ANALYSIS AND SCOPE OF WORK

REVIEW

MISSION STATEMENT

The mission of the City Secretary's Office is to prepare and maintain complete and accurate records of the proceedings of the Board of Aldermen, to provide clerical support to members of the Board of Aldermen, and to furnish information and assistance to citizens.

INTERNAL GOAL SETTING

PROGRAM GOALS: BOARD OF ALDERMEN

- Prepare agendas, attend meetings, and prepare minutes of all Board of Aldermen meetings, Committee meetings, and Workshops
- Prepare and maintain updated, computerized indexing of Board records
- Distribute information and/or actions resulting from Board of Aldermen meetings: letters concerning rezoning and street closings; approved items to internal departments; and ordinance changes/additions to printer of City Code
- Provide efficient and accurate staff support to members of the Board of Aldermen

FY 1998-99 OBJECTIVES

- Encourage Board Members to increase the use of electronic mail and the transcribing system currently in place
- Complete back-log of official Board of Aldermen meeting minutes
- Complete revision/update of indexing system for compliance in the year 2000, and expand the system to accommodate queries from all computers in the office
- Continue study of optical imaging; when budget allows, investigate the feasibility of the purchase of optical imaging equipment

PROGRAM GOALS: CITIZEN SERVICES

- Receive, transmit, and follow-up on requests/complaints regarding City services and maintain computerized records
- Assist petitioners with the following petitions/applications and transmit accordingly: Street closures and annexations, Open Air Public Meetings, Exhibition Shows, Pyrotechnics permits, Going-Out-Of-Business sales, Registrations for Sound-Amplifying Equipment, Pushcart/Mobile Food Units, and Solicitations
- Assist petitioners with Certificates of Public Convenience and Necessity including acceptance of initial applications; reviewing, signing/sealing Certification of Taxi Operator Forms required by NC Division of Motor Vehicles; sending annual renewal letters to all certificate holders
- Conduct research for internal departments and citizens, provide copies of requested documents

FY 1998-99 OBJECTIVES

- Complete revision/update of complaint system for compliance in the year 2000
- Improve the complain system to accommodate electronic transmission of complaints, and the possibility of various department receiving complaints
- Investigate the feasibility of receiving complaints 24 hours a day in conjunction with 902 communications
- Prepare brochure outlining requirements for, and procedures to follow when completing Open Air Public Meeting Applications, Exhibition Show Permits and Registration for Sound Amplifying Equipment
- Prepare brochure explaining Solicitation Permit requirements

PROGRAM GOALS: CITIZENS POLICE REVIEW BOARD

- Prepare agendas, attend meetings, and prepare minutes of all Citizens Police Review Board meetings
- Maintain official records of the Citizens Police Review Board
- Accept complaints and/or appeals for the Citizens Police Review Board from citizens
- Provide staff support to Assistant City Attorney assigned to Citizens Police Review Boards

FY 1998-99 OBJECTIVES

- Continue to provide staff support to Assistant City Attorney assigned to Citizens Police Review Board
- Ensure compliance with all provisions of Sections 2-101 through 2-112 of the City Code

RECOMMENDATIONS

FINDING: TECHNOLOGY

This entire Group was most impressed with how much and how well this City Secretary's Office does with the strained resources it has. Preparation of the "agendas" for Board of Aldermen meetings is a Herculean task. These agendas are usually inches thick because of all the reference and back up materials comprising them. Handling and storing reams of paper is a major function of this office.

The City Secretary's Office is in dire need of a technology update, another recurring theme throughout the departments reviewed by this Team. Quality optical scanning/imaging equipment for City Secretary's office would help this office immensely.

RECOMMENDATION

The City needs to budget the \$16,000 we were told is the cost to acquire quality optical imaging equipment. Given the volume of information and paperwork it routinely handles, a high priority should be assigned to budgeting for it.

FINDING: STANDARDIZING TECHNOLOGY

The free and easy flow of information is severely hampered because of differences in the computer systems used by the various departments in the City organization. This complicates the work of this office since much of the information needed for Board of Aldermen agendas has to come from other departments within City government.

RECOMMENDATION

The City must use the same computer system across departments. This standardizing will increase the productivity of the City Secretary Office.

FINDING: COMPLAINT/REFERRAL

This office handles the citizen complain/referral telephone lines.

RECOMMENDATION

Given the workload of this office, the citizen complaint/referral telephone line should be moved elsewhere. The present mode of communicating complaints (or suggestions) from citizens needs to be expanded and upgraded to accommodate electronic transmission.. Establish a centralized and automated data base of citizen complaints and a system for tracking their status and resolution.

FINDING: PHOTOCOPY CHARGES

The City Secretary's Office assists citizens with the preparation of many different kinds of documents. Examples are Certificates of Public Convenience and Necessity, Street Closing and Annexation petitions, Open Air Public Meeting Applications, Exhibition Show Permit and Pyrotechnics applications. These services are provided at no cost to the citizens. Our research indicates that the other major cities in North Carolina do not charge for these services either but Charlotte, Raleigh and Greensboro do charge for copies made. Each city has a different rate and scheme for photocopy charges. Many organizations, such as law firms, charge much higher photocopy rates than the municipalities surveyed, transforming their copy machines into profit centers.

RECOMMENDATION

Consider the creation of policies and schedules for charges for photocopies.

FINDING

There is a clear perception that Aldermen don't make good use of existing tools presently available to them such as PC's (e-mail) and the office's transcribing system more. This might help relieve some of this office's workload.

RECOMMENDATION

A concerted effort must be made to "encourage" Aldermen to use PC's, e-mail and the City Secretary office's transcribing system more. They must be impressed with how much inefficiency they are creating by resisting the advances and advantages of modern technology.

FINDING

Routine forms and instructions consume a lot of time.

RECOMMENDATION

More information should be made accessible to citizens via the Internet. Instructions on how to complete routine forms such as those mentioned above could be made available on the Internet.

FINDING

The records retention policy is not systematic.

RECOMMENDATION

A records retention policy needs to be implemented or refined so that periodic, systematic records destruction (not just retention) is done. Coordination, through the City Attorney's Office, may be necessary to insure compliance with State of North Carolina requirements.

FINDING

This office makes good use of a volunteer as a receptionist. Whether it be a garden club, a service organization, some other group or just plain good-hearted citizens, the City should investigate their use to help out with beautification, answering phones in the City Secretary's office, or anywhere else volunteer efforts could be put to good use. There is an excellent pool of ex-Aldermen and mayors whose expertise could be readily drawn upon for special projects and at other appropriate times.

RECOMMENDATION

More citizen volunteers could be recruited for various offices. These individuals are an excellent readily available resource that ought to be exploited.

MARKETING AND COMMUNICATIONS

REVIEW TEAM ANALYSIS AND SCOPE OF WORK

REVIEW

MISSION STATEMENT

The mission of the Public Information Department is to inform and educate employees, citizens and regional and national markets about Winston-Salem City government and its services and to provide communications support to City departments through marketing, advertising and public relations efforts.

INTERNAL GOAL SETTING

PROGRAM GOALS: MARKETING COMMUNICATIONS

- Produce publications in a timely manner with information of interest to citizens
- Coordinate even planning for city department programs that get citizen and media attention
- Upgrade and maintain city website in a timely manner so information is current and of use to citizens
- Create and air on a rotating basis billboard screens to market the services of city and county government departments
- Produce, cablecast and make available to broadcast outlets public service announcement (PSA) about city services

FY 1998-99 OBJECTIVES

- Conduct a survey to determine where citizens are getting information about city government services
- Continue to look for ways to keep outside consultant costs down
- Develop effectiveness performance measures for this program
- Develop awareness for marketing city government regionally, nationally, and internationally

STATEMENT OF CONDITION

This Group was impressed to learn that TV 13 produces more original programming than any other municipal TV station in the state. M&C does a superb job with its television production. One of the things that was most enlightening is how well the staff gets along and how much they seem to enjoy their work even during evening telecasts after a long day.

RECOMMENDATIONS

Budget and staffing (the lack thereof) are barriers to increased efficiency. These barriers are common, to one extent or another, with each department reviewed by this Team.

FINDING

Marketing and Communications Department does not review all publications for the City.

RECOMMENDATION

M&C would like to know what the City's major initiatives might be for the next year or so that it could help determine marketing efforts to support them. Use of the Legacy plan as described in the previous section would be an excellent way to satisfy this need.

M&C would like an opportunity to orient the Board of Aldermen concerning M&C's capabilities and expertise.

FINDING

TV13 is a valuable communication device that is under-utilized. For example, it would be an excellent vehicle for communicating snow closings for City and County residents. Businesses, schools and other organizations would have one point of contact to announce their closings and City/County citizens need only tune into Channel 13 to see a continuously

running ticker with all closings. It would be far superior to flipping through the network channels hoping to catch a newscast or ticker and wondering whether an organization had notified that particular TV channel. Using TV13 in this manner would also entice viewers to watch more of its many other outstanding offerings.

RECOMMENDATION

The City should find more ways to exploit the talents and capabilities of TV-13. One such opportunity is to use it for inclement weather announcements.

FINDING

There are still departments producing their own publicity (e.g., pamphlets, brochures, internal and external newsletters) which could be improved by M&C if given an opportunity. Too often, these publications have not been finely tuned by those expert in creating first rate literature. Duplication of effort could also be reduced or eliminated and the continuity of content from each department would be assured if their creation were coordinated by M&C. One possible reason M&C isn't used more in this effort is because the department's small and overworked staff makes it extremely difficult for to meet the often too tight time restraints requesting departments place on it.

RECOMMENDATION

Provide for review and consolidation of all editions of publications (internally and externally distributed) with Marketing & Communications to ensure consistency and professionalism and eliminate duplication.

FINDING

The M&C department contract to provide services for the County should be monitored closely to confirm this commitment still fits into the strategic plan for this department.

RECOMMENDATION

The workload of M&C's staff must continually be evaluated to see if there is enough excess to continue this service without compromising the quality or quantity service M&C provides to the City. The City must be adequately compensated for whatever service this department provides to the County.

GRANTEE AGENCIES



RECOMMENDATION

FINDING

The Group concluded that the agencies funded by the City do enrich the quality of life for citizens. These agencies contribute either directly or indirectly to the revenue base of the City and, in most cases, they offer services that the City itself or other agencies do not offer.

RECOMMENDATION

The criteria for finding should be reviewed and revised if necessary. The primary requirement should be that all funded agencies must contribute to the quality of life of the citizens of Winston-Salem. These criteria should be published. Publication would provide awareness to all agencies, and make the selection process open and fair to everyone. An evaluation or study should be done to determine which agencies should be funded. Annual performance and compliance reviews should be done.

FINDING

Agencies receiving funds do not have non-discrimination policies for providing services.

RECOMMENDATION

Require agencies receiving funds to institute a nondiscrimination policy for providing service. Add the word "disability" to the nondiscrimination clause in the application form.

ORGANIZATIONAL EFFECTIVENESS



REVIEW TEAM BACKGROUND ANALYSIS AND SCOPE OF WORK

REVIEW

MISSION STATEMENT

The mission of the Office of Organizational Effectiveness is to assist city departments in providing efficient and effective services through the delivery of results-oriented consulting, training, and program evaluation.

INTERNAL GOAL SETTING

PROGRAM GOALS: RESULTS-ORIENTED CONSULTING

- To partner with city departments in improving performance by providing requested consulting services in a timely manner

FY 1998-99 OBJECTIVES

- Develop efficiency and effectiveness measures for this program
- Consult with Inspections on performance improvement in the area of telephone customer service
- Conduct Best Practices study with the Public Information office
- Assist Human Resources with a market rate analysis of employee salaries

PROGRAM GOALS: EMPLOYEE DEVELOPMENT

- Provide results orientated training programs that enable departments and employees to improve productivity, quality, customer service, safety, and efficiency
- Provide training programs that help the organization value its employees

FY 1998-99 OBJECTIVES

- Evaluate and revise customized Spanish-speaking classes
- Partner with Human Resources to develop and provide a diversity training program to all employees
- Partner with Employee Health and Safety to provide violence in the workplace training
- Conduct a needs assessment of training needs of all City departments
- Develop a pilot project for a written departmental training program
- Refine efficiency and effectiveness measures for this program

PROGRAM GOALS: PROGRAM EVALUATION

- Conduct comprehensive performance reviews of select city programs to evaluate efficiency and effectiveness
- In partnership with departments, conduct field audits of key performance indicators to assess progress on how well the department is achieving its identified performance targets

FY 1998-99 OBJECTIVES

- Prepare a managed competition proposal for vehicle maintenance
- Coordinate the production of annual performance reports and business plans for all city operating units
- Use random performance audits and field inspections to monitor performance of city departments
- Develop efficiency and effectiveness measures for this program

PROGRAM GOALS: SPECIAL PROJECTS

- Complete special projects requested by the City Manager and elected officials in a timely and thorough manner

FY 1998-99 OBJECTIVES

- Provide staff support to citizen review of the efficiency of all city services
- Provide staff assistance to the City Manager, the Mayor, and the Board of Aldermen as needed for special projects
- Develop efficiency measures for this program

PROGRAM GOALS: ADMINISTRATION

- To provide leadership, strategic planning, and fiscal stewardship for the department

- To market, coordinate, administer and evaluate the Employee Suggestion System
- To market, coordinate, administer and evaluate the "I Got Caught" Customer Service Award Program
- To communicate new information and ideas to the organization via newsletters

FY 1998-99 OBJECTIVES

- Implement an Internet web page for communication with citizens and employees
- Improve participation and response time of employee suggestion system

RECOMMENDATIONS

FINDING

There is no leadership training program for employees below senior management level. Leadership training ought to be a prerequisite for, or concomitant with, promotion to supervisory level. It should consist of, among other things, business writing, public speaking, customer service and computer training.

RECOMMENDATION

Develop and implement a leadership training program for employees below senior management level. Each City employee ought to undergo training of some sort periodically.

FINDING

There is under-utilization of OOE training programs. This is probably because of its relative newness and the small size of this office's staff. Other departments may be reluctant to call on OOE's resources for fear that OOE cannot meet time constraints.

RECOMMENDATION

A part of the Employee Suggestion Program ought to be the periodic solicitation of suggestions, like once a year, with appropriate recognition and awards for suggestions implemented.

Conduct a citizen satisfaction survey every two or three years and disseminate the findings to all departments. Develop a plan for all departments of how the City government will measure customer satisfaction with that department.

FINDING

In general there has been mention of morale problems and the fairness shown by some supervisors. This should be reviewed as a great deal of efficiency can be and is lost if people do not feel that they are being treated equally or fairly. There was some of the usual gripe, "My boss does not manage fairly, raises are not given fairly, morale is poor, too much red tape, etc."

RECOMMENDATION

These types of complaints have existed forever and will continue for years to come, but they should always be listened to. Management must be aware that these gripes exist and that there is probably some truth to some of them. Management has the continuous duty to try its best to eliminate the grounds for these gripes. That might be its most formidable task.

HUMAN RELATIONS



REVIEW TEAM BACKGROUND ANALYSIS AND SCOPE OF WORK

REVIEW

The City's Human Relations Department functions under the auspices of the Human Relations Commission. The Commission was created in 1978 by the Board of Aldermen. The Commission is governed by a thirteen member volunteer board. There are three primary functioning committees: New Horizon Fair Housing, The Youth Committee, and the Program Committee. The Human Relation Commission contracts with the U.S. Department of Housing and Urban Development. The Group had an opportunity to review the current performance report and business plan. Considerable information was shared about housing discrimination.

MISSION STATEMENT

The mission of Human Relations is to create, facilitate, promote, anticipate, study and recommend programs, projects, feedback and actions for the elimination of discrimination in any and all fields of human relationships.

INTERNAL GOAL SETTING

PROGRAM GOALS: PROBLEM RESOLUTION

- Assist citizens with complaints of alleged discrimination in housing, unfair treatment in housing, employment, public accommodations, consumer relations and neighborhood disputes
- Provide citizens referral assistance to city, county, state, federal and non-profit agencies on issues not related to program descriptions

FY 1998-99 OBJECTIVES

- Resolve 75% of housing discrimination cases within 100 days from filing date
- Improve efficiency in resolving complaints
- Refine effectiveness and efficiency measures for this program

PROGRAM GOALS: OUTREACH

- Sponsor educational forums to inform citizens of their rights and responsibilities pertaining to fair housing, housing, employment, employment discrimination, consumer issues and public accommodations
- Promote equality of opportunity for all citizens

FY 1998-99 OBJECTIVES

- Increase utilization of newsletters and brochures with public outreach efforts
- Sponsor race relations dialogue sessions
- Increase efforts to develop and inspire youth leadership and citizenship via Human Relations Commission's Youth Committee and youth groups/agencies
- Refine performance measures for this program

PROGRAM GOALS: COMMUNITY RELATIONS

- Maintain active partnerships with citizens to encourage a harmonious citizenry
- Provide channels of communication among all ethnic groups
- Sponsor and co-sponsor activities/programs to divers groups together
- to study problems of discrimination in any or all fields of human relationships and encourage fair treatment and mutual understanding among all ethnic groups in the city
- Anticipate and discover those practices and customs most likely to create animosity and unrest among racial and ethnic groups and by consultation seek a solution as these problems arise or are anticipated

FY 1998-99 OBJECTIVES

- Sponsor and co-sponsor the Martin Luther King Jr. Noon Day Observance (January), annual Human Relations Awards Banquet (February), Housing Info Fair (April), Goodwill Employment Fair (May), youth Night at Ernie Shore Field (June), YWCA Week Without Violence (October), annual Open House (December), and an

- International Festival
- Develop effectiveness performance measures for this program

STATEMENT OF CONDITION

This Team is impressed with the cost-effective strategies that have significantly reduced overhead for the Human Relations Commission. The management strategies used resulted in cost savings while increasing the public awareness of the Commission's services. The more effective the Human Relations Office becomes with educating the public through the use of the Outreach Programs, the more staff they will need to process Housing and Employment complaints.

RECOMMENDATIONS

FINDING

The City does not have a fair employment ordinance.

RECOMMENDATION

The Human Relations Commission should propose that the Board of Aldermen pass a fair employment ordinance similar to federal legislation. Such an ordinance would enable the Human Relations Department to function as a 706D agency. The advantage to becoming a 706D agency with EEOC is that EEOC then contracts all fair employment cases occurring in Winston-Salem to the Human Relations Commission for investigation and disposition. This can be a great benefit to both the complainant and employers as follows:

- Primarily, it provides the City of Winston-Salem an opportunity to compliment fair employment with fair housing. The City already has a Fair Housing Ordinance and is a HUD enforcement agency for Housing complaints. Obtaining Employment powers is an advantage to the City in attracting businesses and industries to the area, as fair employment is a key element for businesses looking to relocate to new areas. Fair employment and fair housing go hand in hand.
- Allows cases to be handled much faster and with investigators having knowledge of Winston-Salem.
- Permits a better liaison between employers with the enforcement agency since the enforcement agency will be local.
- Provides the opportunity for needed training of employers to be done locally.
- Builds trust between employers and complainants in Winston-Salem.
- Allows HUD to contract with EEOC and be paid for investigating EEOC employment complaints in the City. The current contract rate is \$500 per case. This is expected to be raised within the next year.

FINDING

Human Relations needs to be more visible to the public.

RECOMMENDATION

Increase visibility and effectiveness of Human Relations by relocating its offices to a more strategic area like downtown. The present location isn't visible or readily accessible to all of the citizens of Winston-Salem.

FINANCE



REVIEW TEAM BACKGROUND ANALYSIS AND SCOPE OF WORK

REVIEW

MISSION STATEMENT

The mission of the Finance Department is to be a pacesetter committed to providing high quality, responsive, "personalized" financial services, using innovative solutions to ensure customer and employee satisfaction. We will facilitate the understanding of financial information and the impact of decisions upon short-term objectives, as well as long-term goals, and the City's financial accountability and integrity.

INTERNAL GOAL SETTING

PROGRAM GOALS: TREASURY

- To provide cash management services to the City of Winston-Salem by depositing all cash receipts, timely payment, and recording of cash disbursements and expenditures, and prudent investment of City funds with emphasis on safety, liquidity, and yield
- Provide exceptional service to our customers outside the city as well as all City's departments

FY 1998-99 OBJECTIVES

- Implementation of an investment tracking system that distributes income to all accounting funds on a monthly basis and improve the management of the City's investment portfolio
- To fully integrate the Purchasing Card System with the Financial Accounting System

PROGRAM GOALS: REVENUE COLLECTIONS

- Collection of all loans and accounts receivables due the City in an efficient and timely manner, addressing troubled accounts to minimize losses
- Collection of annual business license tax from all eligible businesses
- Collection of parking ticket fines issued, aggressively pursuing delinquent accounts through the wheel lock program and filing civil claims
- Delivery of exceptional service to all customers

FY 1998-99 OBJECTIVES

- Improve controls for mortgage loans
- Aggressively pursue demolition assessment foreclosures
- Revise City ordinances and policies for parking tickets to allow for more effective collections
- Automation of code enforcement invoice billing
- Automate envelope stuffing and mailing for higher volume invoicing operations
- Implement an increase in personnel pay ranges to commensurate with responsibilities and comparable to other departments

PROGRAM GOALS: ACCOUNTING AND FINANCIAL REPORTING

- Provide accurate and timely financial information and assistance to all customers

FY 1998-99 OBJECTIVES

- Develop an automated billing system for equipment leased from North Carolina Municipal Leasing Corporation
- Implement of a document imaging system for accounting source documents

PROGRAM GOALS: FINANCIAL SYSTEMS AND EMPLOYEE ACCOUNTING

- Ensure all City employees, retirees, taxing authorities, benefit providers are paid accurately and timely
- Coordination and development of financial systems that enhance and facilitate business processes

FY 1998-99 OBJECTIVES

- The workers' compensation program intends to introduce a light-duty program that identifies opportunities to improve basic work-life skills of injured workers. The innovative program is a cooperative venture with Forsyth Technical College and will reduce costs and prepare employees to return to work
- The City's health care plans all include coverage for prescription drugs as part of the health insurance supplied by the third-party administrators. The city is reviewing an option of contracting drug card coverage directly with the drug card service companies
- Implementation of the Cyborg version 3.0 payroll system is scheduled for May 1999. This version will make the payroll system completely year 2000 compliant

PROGRAM GOALS: INTERNAL AUDIT

- To establish and monitor effective internal controls, which seek to assure accuracy and compliance with requirements of City policies, North Carolina General Statutes, laws and regulations, contracts, and grants requirements, and reduce the possibility of theft or fraud

STATEMENT OF CONDITION

The entire Group was most impressed with this department and the way it operates. To the extent possible, the Finance Department has capitalized on the concept of "acting like a bank" to the City's benefit. It has capitalized on the City's good credit rating to borrow at low rates, via municipal bonds and invest in a prudent manner to achieve rates of return that allow for payment on debt and leave excess funds to help with other City needs. The best example of this is RAMCO, which is the City's "look-a-like" insurance company. The City self-insures most risks. It began this process by issuing bonds years ago. The process has worked so well that not only has the City funded the debt and paid all insurance claims but it has been able to return money to the City coffers for other expenditures. This year's expected return to the City is in the neighborhood of \$2,000,000.

RECOMMENDATIONS

FINDING

The City has capitalized on the resources it has available to it.

RECOMMENDATION

Even greater efficiencies may be realized once City Hall South is operational and related areas can be located close to each other.

FINDING

The Auditor reports to the Finance Department, and Finance and Budget are two separate departments.

RECOMMENDATION

Some examination and further study should be done into the operations of Auditing, Finance, Budget, and Organizational Effectiveness to determine: (a) the most effective use of resources, (b) the possibility of consolidating some functions, or (c) establish clearer lines of distinction between them. It makes sense that Budget and Finance might be combined, as there is already some obvious interaction that must take place between the two.

FINDING

In every department we talked with, it was unanimous that the City needs to update its Information Technology from an overall City view to facilitate better interaction among various departments in the City.

RECOMMENDATION

Information technology needs to be updated to provide better interaction between departments. Goals for such an update ought to be uniform invoicing throughout the city and greater use of optical scanning in order to reduce the generation of paper.

FINDING: INTERDEPARTMENTAL INTERACTION

A general feeling that more cooperation between departments could be achieved if more interaction between departments exists.

RECOMMENDATION

Create more interaction between City departments. Periodic "summit" meetings with department heads would foster this and result in greater cooperation and efficiencies between departments if for no other reason than people will get to know better who does what and where to go for assistance.

FINDING: TAXABLE REAL ESTATE

Concern was expressed over further downsizing at RJR and loss of property tax revenue should it abandon Whitaker Park or other facilities located in town. It was further noted that this is a concern throughout the Country, not just Winston-Salem. The proliferation of new, and growth of existing non-profit entities in recent times has taken a great deal of property off the tax rolls, but has not lessened the demand for City services from those exempt landowners.

There was some discussion of non-profit organizations being exempt from property taxes.

RECOMMENDATION

It was suggested that there should be some review to see what possibilities exist to collect taxes or fees from tax-exempt users of City services.

BUDGET



REVIEW TEAM BACKGROUND ANALYSIS AND SCOPE OF WORK

REVIEW

MISSION STATEMENT

The mission of the Budget and Evaluation Office is to assist the City Manager in making program, financial, and management evaluations and recommendations in order to allocate public resources to meet the service, program and facilities needs and expectations of the community, as determined by the Mayor and Board of Aldermen, in a cost-effective manner and in accordance with federal, state and local laws and regulations.

BENCHMARKING

In the past, the City has worked with seven other large Cities in North Carolina (with the exception of Charlotte, NC) to share information. This enables Winston-Salem to benchmark its performance in several areas.

INTERNAL GOAL SETTING

PROGRAM GOALS: ANNUAL BUDGET FORECAST

- Prepare a general fund expenditure and revenue forecast including both estimates for the current year-end and projections for the upcoming year by mid-October
- Present an update of the forecast to the Mayor and Board of Aldermen at a pre-budget workshop in February or March of each year

FY 1998-99 OBJECTIVES

- Provide a forecast of FY 98-99 year-end expenses and revenues for the general fund that is accurate to within 2% of actual

PROGRAM GOALS: ANNUAL OPERATIONS REVIEW

- Provide structure and guidance for an annual review of the cost of city operations to determine ways to affect savings, in order that such savings may be passed along to the taxpayers of Winston-Salem
- Determine the amount of the "gap" between general fund operating expenses and revenues that should be allocated to each of the City Manager's direct reports, and monitor the savings achieved
- Document the annual savings in dollars and in number of position deleted, over time

FY 1998-99 OBJECTIVES

- Work with the City departments and divisions to achieve the budgetary savings necessary to balance the FY 99-00 budget proposal

PROGRAM GOALS: ANNUAL OPERATING BUDGET AND FIVE-YEAR CAPITAL IMPROVEMENT PROGRAM

- Prepare the annual budget proposal so as to meet expectations in the Board of Aldermen's strategic budget objectives, which are reviewed, revised as necessary, and adopted by the Board at the pre-budget workshop in February or March of each year
- Meet the legal requirements set forth in the NC Local Government Budget and Fiscal Control Act, such as: the budget must be balanced; the budget proposal must be submitted to the Board of Aldermen at least 30 days before adoption; budget adoption is required prior to July 1 of each fiscal year; the budget must include a city manager's message that summarizes the important elements of the budget, including the proposed property tax rate; and the property tax rate must be set as a part of the budget ordinance, and it cannot be changed during the year
- Implement a five-year capital planning process as reflected in the Capital Improvement Program, which will schedule and allocate funds for major projects representing significant contribution to the city's overall inventory of physical assets

FY 1998-99 OBJECTIVES

- Increase the amount of citizen participation in the setting of budget priorities for FY 99-00
- Revise the review process for the budget requests from grantee agencies, so that there is more general information, as well as both a city staff and Citizen Budget Advisory Council assessment of each agency, available to the Board of Aldermen prior to the pre-budget workshop in February or March
- Provide a general fund proposal to the City Manager that maintains or reduces the property tax rate for FY 99-00; response to the Board of Aldermen's service priorities for the community; and allows for on-going commitments to capital investment in the downtown, as well as in other high priority areas of the City

PROGRAM GOALS: BENCH MARKING INITIATIVES

- Continue to participate in the NC Local Government Performance Measurement Project in order to compare cost and performance data among the major NC cities
- Continue to compare costs and performance of selected police, sanitation, and streets services and add other services in the future

FY 1998-99 OBJECTIVES

- The continuation plan for bench marking includes the replication of the study of the same services in FY 1998-99, using FY 1997-98 data, and the addition of selected fire services in FY 1999-2000. Agreement on what fire service performance measure will provide the best comparative information will begin in FY 1998-99, in order to ensure that all jurisdictions can start collecting the appropriate data

PROGRAM GOALS: SPECIAL PROJECTS

- Respond to special projects assignments included in the annual work program or on an *ad hoc* basis as identified by the City Manager

FY 1998-99 OBJECTIVES

- Develop new approach for the review of grantee agency requests for city funding
- Continue review of employee compensation issues, including broad banding of pay classifications and continuation of pay adjustments for police, fire and laborer classifications
- Make changes in the computerized budget preparation system that will make the document consistent with the reporting units and programs as identified in the performance review reports
- Review the city/county financing agreement for Board of Elections and TransAID
- Determine the steps the City Manager would like to take concerning internal management controls in selected areas of spending (travel, etc.)

PROGRAM GOALS: STAFF SUPPORT THE CITIZEN BUDGET ADVISORY COUNCIL (CBAC)

- Assist CBAC in developing and implementing its work program for the year, including a regular schedule of meetings to learn about the city's annual operating and capital budgets, to review the City Manager's budget proposal, and to make recommendations to the Board of Aldermen's Finance Committee at the Finance Committee's public hearing on the budget proposal
- Provide the Board of Aldermen with minutes and other CBAC-related information within ten days following a CBAC meeting
- Provide opportunities for the public to be involved in CBAC activities, to encourage public understanding of and participation in the city's budget process, priority-setting, and budget review for the upcoming year

FY 1998-99 OBJECTIVES

- Provide a schedule of meeting that will achieve the goals of educating the Council members concerning city services, facilities, and programs and of involving the community in the budget priority setting process
- Provide the Board of Aldermen with a mid-year report from CBAC that reflects public concerns and priorities related to city services, facilities, property taxes and fees
- Involve the Council in the review of grantee agency funding, in order to provide the Board of Aldermen with a citizen-based perspective on grantee agency requests

RECOMMENDATIONS

FINDING

There is normally a variance between proposed expenditures and expected revenues when the budgeting process begins each year.

RECOMMENDATION

This office must then work with Assistant City Managers to eliminate the variance (which is usually from \$700,000 to \$1,000,000). It is significant to note that 70% of the City's budget is devoted to employee salaries and benefits. Revenues grow at a rate of approximately 2 - 3% while salaries and benefits grow at a rate of about 4%. Closing this gap is always challenging.

FINDING

There may be some overlap between the Auditing, Budget and Organizational Effectiveness functions.

RECOMMENDATION

This may be by design but some explanation and further study should be done (a) to determine the most effective use of resources, (b) possibly consolidate some functions, or (c) establish clearer lines of distinction between them.

FINDING: COST SHARING OF ELECTIONS

Financing of elections is a cost currently shared between the City and County depending on the election. The Board of Elections is run by the County and reimbursed by the City. The Team agrees with the Budget and Evaluation Director's opinion that the City pays more than its share of these election costs. She noted that most large cities do not pay towards the administrative costs of the Board of Elections.

RECOMMENDATION

The team recommends that the City launch negotiations with the County for the County to pick up this expense.

FINDING

A general feeling that more cooperation between departments could be achieved if more interaction between departments exists.

RECOMMENDATION

Create more interaction between City departments. Periodic "summit" meetings with department heads would foster this and result in greater cooperation and efficiencies between departments if for no other reason than people will get to know better who does what and where to go for assistance.