

**CASE STUDY:
City of Winston-Salem, Georgia**

**Focusing on Government Efficiency
and Public Confidence**

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GASB SEA RESEARCH CASE STUDY

CONTENTS

EXECUTIVE SUMMARY	1
TYPES OF PEOPLE INTERVIEWED AND THEIR ORGANIZATIONS	3
OVERVIEW AND BACKGROUND	3
History.....	7
FINDINGS	9
PEOPLE AND THEIR ROLES	9
Who has been involved in initiating, developing, and using performance measurement, and how have they been involved?	9
USES AND EFFECTS OF PERFORMANCE MEASUREMENT.....	10
What intended and expected uses and effects of performance measurement were articulated?.....	10
What actual uses and effects of performance measurement were identified?	10
Introduction to Use of Performance Measures	10
Resource Allocation and Other Decision-Making.....	11
Strategic Planning, Performance Monitoring, and Performance Improvement.....	12
Accountability and Communication.....	15
PERFORMANCE MEASUREMENT IMPLEMENTATION ISSUES	17
How is the quality of performance information perceived, and how have performance measurement quality issues been addressed?	17
Perceptions of the Quality of Performance Information	17
Efforts to Address Information Quality Issues.....	18
What kinds of organizational supports are provided, and how have organizations been changing to accommodate performance measurement?.....	18
EVOLUTION OF PERFORMANCE MEASUREMENT.....	19
What barriers have been identified in making effective use of performance measurement, and are those barriers being addressed?	19
What lessons have been learned from the performance-measurement experience to date?	20
What are future expectations for the use of performance measurement?	20
REFERENCES	21

EXECUTIVE SUMMARY

[Winston-Salem](#), North Carolina has been using performance measures for almost twenty-five years. Efficiency, effectiveness, and workload measures were formerly collected and reported at least semi-annually as a component of the budget process. In 1994, the City Budget Director proposed that local governments in North Carolina begin a comparative performance measurement project. Phase I of this project was successfully completed in 1997. In 1998, the seven larger cities participating in the comparative benchmarking project voted to extend the project for five years, and in 1999 fire services was added to seven other service areas being compared. In 1998, a failed bond referendum led the City to establish [a Citizen Efficiency Review Committee](#) (CERC) to examine the efficiency and effectiveness of all City services. Concurrently, under the leadership of the [Office of Organizational Effectiveness](#), the City began developing annual performance reports and business plans, which incorporated many of the efficiency, effectiveness, and workload measures that the City had previously been tracking in the budget process. The CERC developed over 300 recommendations in its final report, which was presented to the [Board of Aldermen](#) in November 1999. Many of the recommendations, a majority of which have been adopted or are in process, will incorporate, expand, or support the use of performance measurement in the future in Winston-Salem.

Regarding use of performance measures for resource allocation, despite the de-emphasis of performance measures in the upper levels of the budget process, interviewees generally felt that performance measures were somewhat useful for this process. In particular, some interviewees felt that performance measures were useful for demonstrating the relative low cost and efficient staffing of some city services. As one interviewee said, "I came away pleasantly surprised." Without performance-measurement information, it is unlikely that the interviewee would have been able to draw such a conclusion.

As might be expected, individual departments use performance measures to monitor levels of service, and in selected cases they use performance measures to monitor achievement of goals. The [Fire Department](#) uses performance measures for planning, to establish goals for administration, to determine problems in the community needing attention, and to determine how to best meet goals. The [Department of Housing and Neighborhood Development](#) uses a federally required five-year strategic plan to monitor service and achievement of goals to address areas, such as new housing, rehabilitated housing, and housing for special populations. The [Department of Roadway Appearance](#) uses visual assessments, citizen feedback, and visual inspections to monitor the appearance of City roads. Performance levels are monitored to make note of any drastic changes in performance levels, and to focus on continuous improvement and workforce productivity. The change in emphasis from routine reporting of performance measures in the budget process to development of annual performance reports and business plans appears to be having a positive effect. The benchmarking process, both through the [North Carolina Local Government Performance Measurement Project](#) and through analysis by the CERC, has already resulted in many recommendations that will have service impacts.

The budget process, performance reports/business plans, and departmental monthly, quarterly, and annual reports are all ways in which performance measures are reported. It is clear that lack of use by management and the Board of Aldermen led the [Budget Office](#) to stop producing semi-annual performance-measurement reports, although individual departments continue to monitor programs on a regular basis. For reporting to citizens, the media is

occasionally used but not in a formal way. The City buys space from the local newspaper at a discounted rate and has provided limited performance information. The CERC process received a lot of media attention, as might be expected, with over 300 proposals for changing the way that the government does business. The CERC very much appreciated the rationality in the government, in terms of the value of performance-measurement reports, thus raising the possibility that more citizens will be aware of what the government strives to accomplish so the government may be held accountable for performance results. There was a recognition that the City needed to expand its reporting of performance measures to reach more people.

Interviewees were asked what lessons had been learned about using performance measures in Winston-Salem. A surprisingly large number of respondents (six interviewees) made similar comments on one theme: performance measurement is a learning process that may take a number of years. It takes effort and resources to make the investment in performance measurement pay off, and to get a common understanding of what is expected. The effort may take not only time but also consistent training and individual counseling, since lack of knowledge can impede progress.

TYPES OF PEOPLE INTERVIEWED AND THEIR ORGANIZATIONS

Interviewee/Official	Title	Organization
Loris Colclough	Director of Finance	Finance Department
John Gist	Fire Chief	Fire Department
Ann Jones	Budget Director	Budget and Evaluation Office
J. Allen Joines	Deputy City Manager, Community and Economic Development	Office of the City Manager
Bryce Stuart	City Manager and President, ICMA	Office of the City Manager
Tom Fredericks	Assistant City Manager, Leisure Services	Office of the City Manager
Martha Joe Campbell	Workforce Development Director	Workforce Development Department
Lee Garrity	Office of Organizational Effectiveness Director	Office of Organizational Effectiveness
Paul Norby	Director	City-County Planning Board of Winston-Salem and Forsyth County
Ken Jackson	Roadway Appearance Superintendent	Roadway Appearance Division
Mark Fulmer	Sanitation Assistant Superintendent	Sanitation Department
Fred Terry	Alderman	Board of Alderman
Gary L. Trapp	Team Leader for Interdepartmental Services Team	Citizens Efficiency Review Committee
Don Nielsen	Citizen Efficiency Review Committee Member	Citizen
Payton Bates	Citizen Efficiency Review Committee Member	Citizen
Valerie Bauerlein	Reporter	Winston-Salem Journal

OVERVIEW AND BACKGROUND

The [City of Winston-Salem](#) is located in the Piedmont region, an area in north central North Carolina. It is the fourth largest city in North Carolina, with a population of 172,763 (as of 1998). The City provides a full range of public services, including public safety, water, sewer, solid waste, recreation, housing, streets, and transit. The City operates under a council/manager

form of government, led by an eight member [Board of Aldermen](#), and a [Mayor](#) elected at-large (City of Winston-Salem, 2000). Bryce Stuart, the appointed [City Manager](#), has led the City government since 1980.

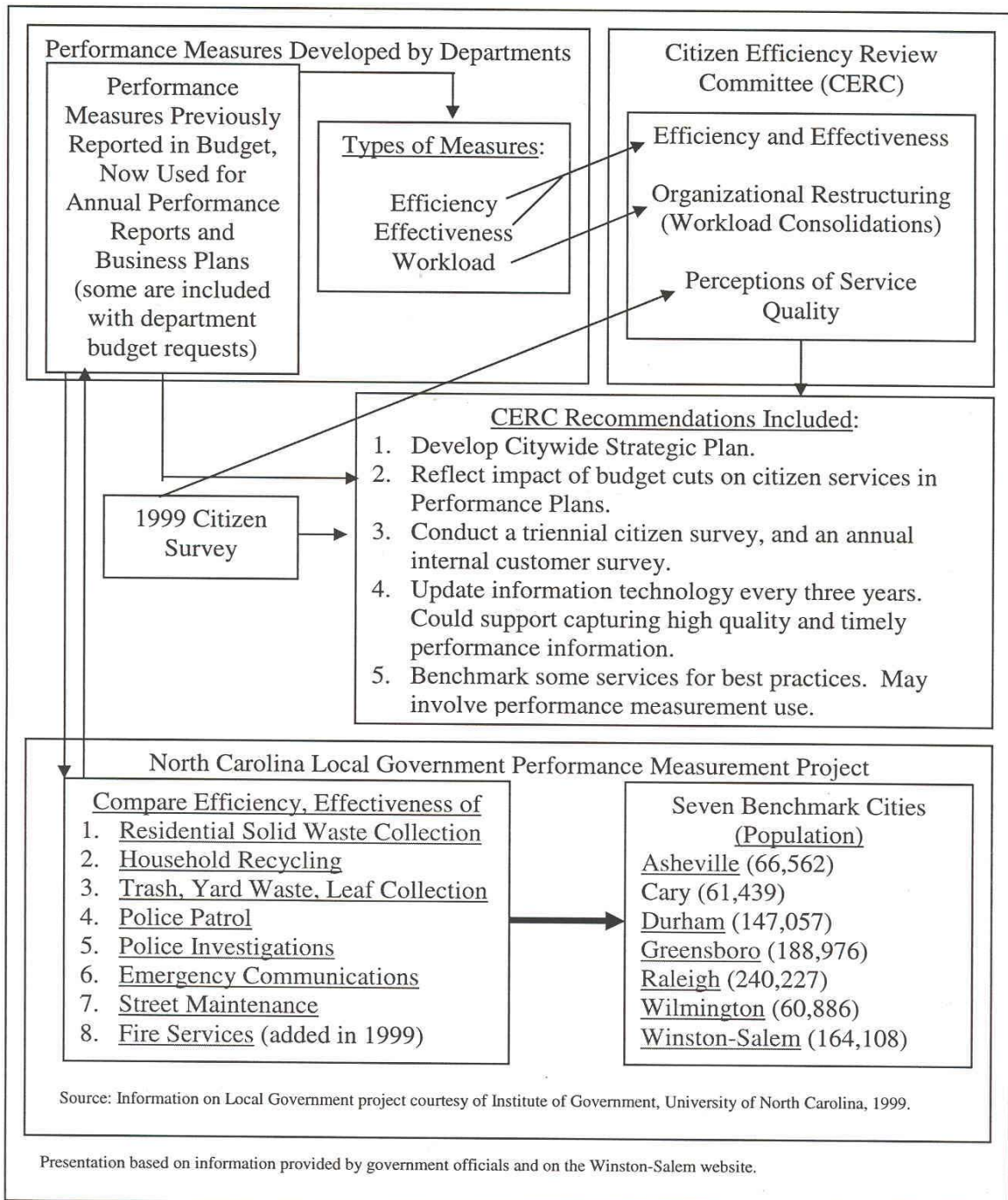
As with many local governments, Winston-Salem, North Carolina, has been using performance measures in one way or another since the 1970s. As will be seen below, over time the focus, emphasis, and level of review would vary, but the concept of using performance measures has been somewhat consistent for almost twenty-five years. While the City does not have a performance-measurement model or system, performance measures have been collected and analyzed for a variety of purposes and audiences. The latest developments in using performance measurement are depicted in Figure 1, developed for the present analysis (see next page). The components include:

- Performance Measures Developed by Departments: Departments are primarily responsible for developing and reporting performance measures. Beginning in the 1970s, key performance measures were produced in conjunction with the budget process, including measures of efficiency, effectiveness, and workload. Once the budget was approved, measures were updated regularly, first quarterly, and later semi-annually. At one time, mid-year updates for the Mayor and the Board of Aldermen were produced that included actual results from the first and second quarter of the current year, results from the prior year, and expected results for the year. Highlights, including both achievements and exceptions, were included in a narrative section. In the early 1990s, following a recession, the focus of results reporting in the City budget switched from a performance-measurement focus to a more narrative approach.

Components of performance measurement use in Winston-Salem include the following:

- Departmental Performance Reports and Business Plans: According to those interviewed, the purpose of developing departmental performance reports and business plans was to have one document for each department where citizens, elected officials, the City Manager, and government officials could receive a standardized report of what departments were doing. Three reporting categories (efficiency, effectiveness, and workload) were the same as those previously used in the budget. In October 1998, reports were produced on different City departments, covering 1997-1998 performance results and 1998-1999 business plans. According to the City's web page (<http://www.ci.winston-salem.nc.us/ooe/business.htm>), business plans were available for all 45 operating units of the City government as of February 2000. Each report contained a mission statement; descriptions of programs; performance information and goals by program; an operating budget summary, and, if appropriate, a capital improvement program summary; management comments that explained performance results and described department activities; and an appendix with organizational charts and other supplemental information. The performance report included actual results for two prior fiscal years (FY1996-1997 and FY1997-1998), as well as objectives for FY1997-1998, and objectives for the next fiscal year (FY1998-1999). Program accomplishments for the prior fiscal year and a listing of key objectives for the next fiscal year were also included.

Figure 1
Focus of Performance Measures in Winston-Salem, NC



- meeting of the North Carolina Local Government Budget Association, the Budget Director of Winston-Salem proposed formation of a consortium to develop comparable service cost and performance data (Jones, 1997). The ultimate goal of the project was to produce methods and data that localities could use to assess the quality and cost of services, make comparisons to similar jurisdictions, consider alternative service levels, and evaluate proposals for private provision of public services (Few and Vogt, 1997). Phase I of the project began in September 1995, involving the seven cities identified in Figure 1. Services were selected based on their importance to the mission of the city government, the potential impact on a large number of citizens, and, in a few cases, if the program was a target for contracting out or privatization (Few and Vogt, 1997). To ensure comparability, audited cost data was analyzed, and in some cases reformatted to allow valid comparisons. Staff groups worked together to further ensure comparability and interpret service differences (ICMA, 1997). In the spring of 1998, the project Steering Committee and participating city managers met and recommended that the project be continued for at least five years.
- [Citizen Efficiency Review Committee \(CERC\)](#): Following a failed \$70 million bond referendum in 1997, concerns were raised about the confidence that citizens had in the government's ability to efficiently and effectively manage public resources (Garrity, 1999). To address this concern, the Board of Aldermen passed Resolution D-25516 on May 18, 1998, to establish a Citizen Efficiency Review Committee to review the efficiency and effectiveness of all City services, identify ways to contain costs and improve services, and recommend services for competition or consolidation ([CERC mission](#)). Seven functional teams ([Review Teams](#)) were established, made up of a mix of ten to fifteen citizens from businesses, universities, and volunteers. Employee and customer input was sought on government activities being done poorly; on activities departments were doing well; on what should be done differently; on what tools employees needed; on how departments could become more efficient and effective; on response time for service requests; and on specific problems in dealing with departments. Departmental performance reports and business plans developed in the fall of 1998 were shared with the CERC. The seven [CERC teams](#) then developed reports that were compiled by the CERC Steering Committee, and recommendations were presented to the Board of Aldermen in November 1999.

According to a senior government manager, the study began as a way to save money, but the focus changed when citizens learned more about the government, and broadened the scope to more broadly address issues of effectiveness. The Board of Aldermen was provided with some proposals that might actually cost money but would improve the effectiveness of the government and/or the level of service provided to citizens. The

[CERC presented over 300 recommendations](#) to the Board of Aldermen in November 1999, including 28 that were authorized or in process, 71 that the City Manager intended to implement, 17 that required organizational changes (consolidations), and five that required Board action. Recommendations that could involve performance measurement are identified in Figure 1. The Citizen Budget Advisory Council, a standing citizen board that reviews the City's budget process, will monitor implementation of recommendations. According to a senior government official, "It has been refreshing to have citizen look at

services. Citizens are not interested in political or organizational boundaries but [are] only concerned about services.”

- [1999 Citizen Survey](#): As part of the CERC’s evaluation of the efficiency and effectiveness of City government services and programs, a random sample telephone survey of citizens was conducted. The citizen survey focused on citizen usage of, and satisfaction with, various city programs and services. The methodology involved matching the 1990 Winston-Salem census in four areas, including gender, age, race, and police districts. The City’s overall performance was rated fairly high, with 92 percent of those surveyed saying they were satisfied with programs and services. Results did not vary by demographic or geographic group. Fewer respondents, 73 percent, were willing to give the City either an A or B grade, with B being the most frequent rating at 55 percent of respondents. African-Americans were less likely to give the City an A or B grade and more likely to give the City a C grade. The results of the survey were taken into account by the CERC in considering recommendations to improve the efficiency and effectiveness of government. One of the CERC’s recommendations, which will be implemented by the City Manager, was to conduct a citizen survey every three years, in which case the 1999 survey results will become the baseline against which performance improvement can be measured.

History

According to several interviewees, performance measures had been used by the City since the 1970s, at first as part of the movement in public administration towards management-by-objectives. With the intent of determining the efficiency and effectiveness of city services, measures were developed to focus on customer satisfaction and per unit costs. Formats were developed for quarterly reporting and, later, semi-annual reports that the Budget Office pulled together in regular reports to the City Manager. Selected measures were included in the annual operating budget document. Since the early 1990s, performance reports were maintained by departments and submitted to the Budget Office. Performance reports were not submitted to the City Manager, and annual departmental performance measures were linked to the City Manager’s annual work program, not to the performance measurement system. According to one interviewee, the budget document moved from a tabular report to an objectives and achievement layout, with more of a narrative approach. This may have been intentional, since a couple of interviewees mentioned that the Board of Aldermen was becoming too caught up in the details of the performance measures during the budget process. According to one interviewee, when performance measures were no longer being reviewed by the City Manager and were not being shared with the Board of Aldermen, department heads did not see performance measures as critical to evaluation of their departments. Instead, measurement was viewed more like busy work, although some departments continued to internally use performance measures. For FY1998-1999, the Budget Office declared its intention to connect performance measurement to departmental work programs and missions, and departments were asked to review existing measures in order to select those that best reflect their work achievements (City of Winston-Salem Budget and Evaluation Office, 1997).

In 1997, a decision was made to develop performance reports and business plans for major departments. When asked about the conversion from the budget-oriented process, one official said that the information previously being collected was not comparable and did not

“reflect what we did in a business sense. [Performance measures collected were] a snapshot in time, not closely enough linked to our primary purposes.” There was little confidence in the data previously being reported because departments knew their information was not going to the Board of Aldermen, and the City Manager was not regularly reviewing the information. Resources were not available to audit the performance measures reported, there was no regular information on how data was collected, and it was hard to determine how credible the information was. The performance-measurement system did not have enough effect and was not part of the decision-making process. A way had to be found to reintegrate performance-measurement information into the program oversight and evaluation process. According to one senior manager, “Something had to make the measures more useful from a management perspective.”

The development of departmental performance reports and business plans coincided with the decision by the Board of Aldermen to establish the [CERC](#), thus providing the Steering Committee and the seven programmatic committees with information on departmental efficiency and effectiveness. The CERC did not address any of its proposals to the collection and use of performance measures. However, several of the proposals could involve continued development and use of performance measures. The CERC recommended that the departmental performance reports document the impact of budget cuts on citizen services. This would tie the performance-measurement and budget processes more closely together. Second, the CERC called for continued or expanded benchmarking of some City services. Third, the CERC called for regular updating of the City information technology structure, which could provide a basis for more automated processes and, hence, more automatic collection of performance information. Fourth, the CERC recommended triennial citizen surveys and annual internal customer surveys, making the information collected during the 1999 citizen survey a baseline benchmark against which performance improvements could be measured.

The fifth recommendation could potentially have the greatest impact on the orientation of the City’s performance-measurement efforts. According to the [CERC Report on General Government](#) (CERC, 1999; <http://www.ci.winston-salem.nc.us/ooe/download.htm>), a Citywide strategic plan is needed, with each department within City government having a comparable strategic plan that compliments the City’s Strategic Plan. Each City employee should be aware of how his or her job and job performance contributes towards fulfilling the department’s and the City’s strategic plans. A Legacy Comprehensive Plan was discussed as a possible solution, which would include a vision for the future, an analysis of today’s environment, and departmental sections. Each departmental section would describe existing situations; a departmental vision for the next 15 years; goals, objectives, policies, and action agendas; and finally conclusions (CERC, 1999). While performance measures were not specifically mentioned, it is difficult to imagine how this planning process could be effective without performance measures to establish the existing environment and performance targets to determine if strategic goals are being achieved. It would not be inconceivable to see Winston-Salem move to a managing-for-results orientation if a Citywide strategic plan is implemented, thus tying together strategic planning, performance measurement, and budget processes.

FINDINGS

PEOPLE AND THEIR ROLES

Who has been involved in initiating, developing, and using performance measurement, and how have they been involved?

The [Board of Aldermen and the Mayor](#), as the elected officials charged with running the City of Winston-Salem, should have a lot of influence over the use of performance measurement at the highest levels of the City. None of the interviewees mentioned any of the elected officials of the last 25 years as having influenced development and use of performance measures. This may be because day-to-day management under the council/manager form of government is left to the [City Manager](#), while the elected officials are responsible for making policy decisions. Other than the resolution establishing the Citizen Efficiency Review Commission, there do not appear to have been any other policy-level actions that influenced the implementation of performance-measurement activities.

Given his longevity and the crucial nature of the City Manager in this form of government, City Manager Bryce Stuart has clearly played an influential role in the use of performance measures in Winston-Salem. In his words, Mr. Stuart has been involved with performance measurement his whole career, both as a “perpetrator and a victim” in the design and use of performance measures. As President of the International City/County Management Association, Mr. Stuart had a chance to promote national use of performance measures and other sound public management practices. The Assistant City Managers under Mr. Stuart’s charge are also prime users of performance measures in overseeing the activities of the departments for which they are responsible.

Historically, the [Budget Office](#) has coordinated most of the performance activities in the City. The current Budget Director, Anne Jones, has been in that position since 1987. While the role of performance measurement in the budget process may have changed in that time, Ms. Jones’s influence clearly has not. In 1994, it was Ms. Jones’s suggestion that the local governments in North Carolina consider working together to compare performance measures in a process that has become the [North Carolina Local Government Performance Measurement Project](#).

The [Office of Organizational Effectiveness](#) is a more recent creation and is charged with examining issues related to efficiency, effectiveness, privatization, restructuring, and evaluation. The Office was involved with development of the departmental performance reports and annual business plans. The Director of the Office, Lee Garrity, served as staff for the Steering Committee of the Citizen Efficiency Review Committee. According to one senior manager, the Office of Organizational Effectiveness is the most dramatic change in use of performance measures in Winston-Salem. The establishment of the office signaled a new era for performance measurement and a new way of using performance measures. The City Manager deputized Mr. Garrity, and that has rekindled the use of performance measurement for the City.

As is the case in all local governments, departments in Winston-Salem are primarily responsible for developing performance measures. As one senior official put it, 99 percent of the measures come from the departments themselves. Even in the case of the North Carolina Local Government Performance Measurement Project, department directors were given the opportunity

to have input in the process by choosing those measures that they felt were important, with Budget Directors then selecting the measures that would be most comparable. Staff and managers in departments had extensive influence over the development and use of performance measures, but the senior managers and department directors interviewed for this case study made clear that the ultimate responsibility for developing performance measures rested with the department head, with some influence from City Hall, and where applicable, advisory Boards and state and federal agencies.

As for citizens, one interviewee said that citizens were not involved with the early stages of performance-measurement use, but with the aggressiveness of advisory committees, citizens are now more involved. Departments are “telling our story,” and marketing themselves. Citizens want to know what is being achieved with tax dollars. More specifically, groups of citizens appear to be using performance measures, particularly with the activities of the CERC and the Citizen Budget Advisory Council (CBAC), a group that provides citizen input on the budget process. For FY1998-1999, the CBAC role was to be expanded to enhance citizen involvement with budget planning and preparation. When the recommendations of the CERC are fully implemented, the budget and performance measurement processes may be more interwoven, thus providing an opportunity for more citizen involvement in developing and using performance measures. There was general agreement among the three citizens interviewed for the case study that citizens should be involved, but historically citizens have not been involved in developing and using performance measures.

USES AND EFFECTS OF PERFORMANCE MEASUREMENT

What intended and expected uses and effects of performance measurement were articulated?

What actual uses and effects of performance measurement were identified?

Introduction to Use of Performance Measures

The sections above have established the context for the use of performance measures in Winston-Salem. As one senior official put it, at all times, years ago and today, the purpose of performance measurement is to enable City officials to measure the quantity and quality of public goods, to judge productivity, to make decisions about services and programs as government managers allocate resources, and to decide how to provide services and programs. Theoretically, performance measures allow communication to elected officials and citizens, although according to this senior official, it would take some discussion to determine how much interest the citizenry would have in performance measurement. As for elected officials, they either trust top management, or do not, but generally they are willing to assume that management is looking at operating data and measures as programs are managed. As a rule, the senior official did not expect a governing body to have the attention span to want to receive annual performance data, although some interviewees attributed the shift in the level of performance reports to be due to too much attention to detail by the Board of Aldermen. The next three sections will examine the use and effect of performance measurement in Winston-Salem for resource allocation and decision-making, strategic planning and performance monitoring, and accountability and communication.

Resource Allocation and Other Decision-Making

As explained above, at one time there clearly was intent to incorporate performance measurement with the budget process in order to track the efficiency and effectiveness of government as a component of the resource allocation process. This section of the case study will discuss this intent, actual use of measures for decision making, and the effect of performance-measurement use.

Intent and Expectations

A senior official indicated that the rationality of using performance measures for resource allocation and decision making often conflicts with the rationality of the political process, which operates under a different set of assumptions. To some extent, it appears that for a time during the late 1980s and 1990s, the political process was more influential, while use of performance measures to support decision making in the budget process was reduced. As one interviewee put it, you hope you have the right number of people for an activity, and if the activity is performed, you had enough. As another interviewee said, a manager knows intuitively which way to go, without needing performance data. There was always an expectation, however, that data should be available if it is requested, but during the early part of the 1990s, it is not clear how often performance data was requested, or how often the data that was routinely collected and reported to the Budget Office was used.

Trust clearly played a big role in downplaying the need for performance data. As one interviewee said, while some people believed that you could make resource allocations based on performance measurement, it never really happens. Financial decisions about a program are not linked to performance measurement. Were a person to make a decision about adding a person, it would be partially based on performance information, but more so on the trust that someone in the Budget Office had for the person making the request.

Clearly, the North Carolina Local Government Performance Measurement Project developed, in part, to allow budget directors to benchmark results of major programs and to compare the cost of those programs included in the benchmark process. With the advent of performance reporting and business plans in 1998, it is clear that more information about the results of resource allocation decisions will be available, but it is not yet clear if this information will shift the expectations for performance-measurement use in the resource allocation process.

Actual Use

If anyone were likely to use performance measurement in the City for resource allocation and decision making, it would be the Budget Office, which continued to collect data even during the period when the City Manager and the Board were not receiving performance reports. Interviewees indicated that data reported would be used to ask questions about requested resources and levels of service. The Budget Office looked at workload in almost every department to see the environment in which department staff were working, and to understand resource requests.

Department heads interviewed indicated that they too used performance measures to identify where programs needed additional resources to become more effective, and to determine where to put more resources. For example, Housing and Neighborhood Development program

indicators were tracked to look at program requirements and determine if they were too stringent because of the number of applicants being excluded. Some departments indicated that benchmarking information is useful for decision making, in particular if the results show that the Winston-Salem functions are understaffed. Performance measures provided the rationale for asking for additional resources. The 1997-1998 Budget and Evaluation Performance Report indicated that the North Carolina Local Government Performance Measurement information Phase I results were useful, particularly to the Budget Office, because they helped identify where costs per service were either greater or less than in peer cities, although it is not clear if any programs were cut or expanded based on this information (City of Winston-Salem, October 1998).

The City has used, and expects to continue to use, benchmark analysis to determine how best to offer City services, and to make decisions about who can offer those services most efficiently without affecting service levels. Several interviewees cited benchmarking as providing the potential for departments to examine outsourcing opportunities and opportunities for service improvement. The Office of Organizational Effectiveness conducted a benchmark analysis and managed competition of Fleet Management, which resulted in organizational changes that reduced the cost of departmental services by reducing the number of mechanics from 50 to 36, apparently without a reduction in the level of services. The CERC called for benchmarking of several programs and identified twelve programs as managed competition candidates, including the City's Print Shop, Custodial Services, Sanitation Services, Warehouse Services, and the management of the City's Convention Center. Organizational Effectiveness is expected to conduct numerous other outsourcing studies, with the intent of reducing costs while improving or holding service levels constant.

Effect of Use

Despite the de-emphasis of performance measures in the upper levels of the budget process, one interviewee indicated that performance measurement use had helped fine tune services offered, saved some money, allowed the government to do more with less, and helped managers better allocate resources. According to another interviewee, the North Carolina comparative benchmarks resulted in more useful information on the cost-effectiveness of services. The government may be more efficient, will become more efficient as performance measurement and benchmarking are more fully developed, and the City becomes more experienced in using benchmark comparisons to drive the decision-making process. According to one citizen who was involved in the CERC process, in no case did he/she come away thinking the government was overstaffed. The government had cut back, and the interviewee indicated that he/she will be recommending that staff be added in some cases. As the interviewee said, "I came away pleasantly surprised." Without performance-measurement information, it is unlikely that the interviewee would have been able to draw such a conclusion.

Strategic Planning, Performance Monitoring, and Performance Improvement

While the major emphasis on performance measurement in Winston-Salem is on efficiency, hence, use of performance measures for resource allocation and decision making, interviewees did not lose sight of the potential impact of performance measurement on strategic planning, performance monitoring, and performance improvement.

Intent and Expectations

Performance measurement was seen by several interviewees as a way to enhance performance of municipal services by supporting analysis of different strategies to accomplish goals and objectives, and then provide a means by which the evaluators could measure whether or not certain goals and objectives were being obtained. Ideally this would serve to guide staff on achievement of goals and objectives, since expectations would be very clear, and departments could compare their performance against others. One senior official said that performance measurement is a way to bring about a business approach and a way to truly evaluate return on investment in terms of programs meeting stated missions. Department administrators saw it as a way to tweak and produce results. One senior official was honest in stating that despite the ideal of having information to guide staff in the achievement of goals and objectives, staff saw performance measurement as a pain and were not sure what would result. Another senior official said performance measurement was a way to gauge how well departments carry out programs. Performance measures would help track programs over time, see where improvements are needed over time, and where a deficiency is recognized, provide data to guide staff on needed organizational changes.

Several interviewees discussed the role of strategic plans in achieving missions and objectives. Some departments have strategic plans, and others have developed pro forma to illustrate multi-year funding trends. [The Department of Housing and Neighborhood Development](#) met a U.S. Department of Housing and Urban Development (HUD) requirement that the City have a five-year strategic plan, and is in the second year of plan implementation. Progress reports go to the Board of Aldermen and HUD. Historically, there has been no expectation or requirement for departments to develop a strategic plan. Business plans developed in conjunction with the performance reports in 1998 performed a strategic planning function by identifying missions, goals, objectives, and activities to achieve them, albeit for only one year. In addition to having no Citywide strategic plan, there is no expectation for the development of cross-departmental measures, such as community outcome measures. Some programs have set standards of performance, although standards are not necessarily set for all services.

Development of the citizen survey and the CERC recommendation that citizen surveys be conducted every three years and internal customer surveys be annually conducted create an expectation that perceptions of service quality will be monitored. The 1999 citizen survey will serve as a baseline against which performance may be monitored. It may be difficult to improve overall assessment of City services, with over 90 percent saying they were satisfied or very satisfied. The potential exists for service improvements among certain target audiences (e.g., African-Americans and young people) and certain services. It is not clear, however, whether or how the survey information will be used to set targets for improving citizen ratings.

Actual Use

As expected, individual departments use performance measures to monitor levels of service, and in selected cases they use performance measures to monitor achievement of goals. The [Fire Department](#) uses performance measures for planning, to establish goals for administration, to determine problems in the community needing attention, and to determine how to best meet goals. Percentage goals related to containing fires in the room of origin and

percentage of responses within four minutes provide guidance on when new fire stations or apparatuses may be needed. Targets are set for the maintenance of apparatuses, with an expectation that first line equipment will be in a ready state 90 percent of the time.

As indicated above, the [Department of Housing and Neighborhood Development](#) uses a federally required five-year strategic plan to monitor service and achievement of goals to address areas, such as new housing, rehabilitated housing, and housing for special populations. The Office of the City Manager monitors crime rates but makes no claims about having any effect on crime. The [Department of Roadway Appearance](#) uses visual assessments, citizen feedback, and visual inspections to monitor the appearance of City roads. Performance levels are monitored to make note of any drastic changes in performance levels, and to focus on continuous improvement and workforce productivity.

As indicated above, the CERC used the citizen survey to determine that overall perception of City services was very good, but that certain programs and populations may need to be targeted to improve performance. The CERC looked at some benchmark data from other jurisdictions, and those members of the CERC that were interviewed felt that, compared to surrounding jurisdictions, Winston-Salem is doing fairly well.

Effect of Use

The change in emphasis from routine reporting of performance measures in the budget process to development of annual performance reports and business plans appears to be having a positive effect. As one senior official said, the City has had measurement for so long, it is not clear whether the increased emphasis on performance-measurement use is simply a reaction to the process of measurement, such as the new emphasis on business plans, and comparisons with other cities. However, there appears to be a new sense of importance to using performance measurement to monitor service levels and demonstrate improved performance, and a growing awareness of what can be done with performance-measurement information.

The benchmarking process, both through the [North Carolina Local Government Performance Measurement Project](#) and through analysis by the CERC, has already resulted in many recommendations that will have service impacts. According to the Budget Office Director, Winston-Salem staff understand their own costs and service delivery processes more thoroughly as a result of the benchmarked programs. Using existing city crews in place of a private hauling contract for service resulted in savings of \$395,000. Costing and performance-measurement techniques can be applied to other services, and cooperative relationships evolved from staff participating with other local governments (Jones, 1997).

If strategic planning increases, if strategic plans include specific performance targets, and if plans are regularly monitored through a performance reporting process, then it will be clear that performance monitoring for service improvement and performance monitoring is having an impact. The City will then be faced with the challenges of developing multi-departmental and community outcome performance measures. Some interviewees acknowledged a desire to emphasize interdepartmental teamwork, a process that will be required once community and Citywide outcomes are established.

Accountability and Communication

As indicated above, the [CERC](#) was developed, in part, in response to a failed bond referendum. Senior officials interviewed acknowledged a need to improve communication with citizens about the services and performance of City government. This section will also discuss use of performance measures to hold the government and staff accountable for performance, and the role that performance-measurement reports play in that process.

Intent and Expectation

One senior official indicated that the City government should be a conduit for comparative information, to see how critical services, such as police and fire measure up, and to demonstrate that the government is accountable for how it spends taxpayer dollars and for the results that are achieved. According to another senior official, the performance reports and business plans are an effort to put measures into an effective communication document. While the mid-year and end-year reports formerly produced by the Budget Office were a good communication tool within the organization, the business plans have the same potential to be effective internally and will be a better tool externally. The format of the business plan is set up to help those outside the system understand the mission of the organization. With the business plans' strategic orientation, the public will be in a position to better understand what the government does and is trying to accomplish. As one senior official said, it is important as we gauge audiences to not assume interests that they do not have, and to not assume that all citizens will be interested in performance reports. At the same time, for that portion of the world that would be interested, the City needs to be ready to report performance-measurement information.

Some interviewees stressed the importance of reporting performance information to employees. As one official said, the City needs to get to the point where all levels of employees will know where the City stands financially and what factors are going to contribute to the City's success. In this official's opinion, there are always complaints about the treatment of employees by management, and in his/her experience the complaints are because of lack of information, which could ideally be addressed by sharing information on performance with employees. Interviewees involved with the CERC said that the process of establishing a dialogue with employees was useful, and that reviewing performance and benchmark information was a useful contribution to this process.

Ultimately, one goal of a performance measurement system should be to enhance accountability and ensure that programs are obtaining desired results. As indicated above, there appears to be less emphasis in Winston-Salem on using performance information to set targets and document performance improvement, but evolution of the business planning and strategic planning process over the next few years should go far towards addressing the expectation that performance measures can be used to enhance accountability for results.

Actual Use

The budget process, performance reports/business plans, and departmental monthly, quarterly, and annual reports are all ways in which performance measures are reported. It is clear that lack of use by management and the Board of Aldermen led the Budget Office to stop producing semi-annual performance-measurement reports. Department management in particular reported that monthly and quarterly reports are monitored to keep track of services and

performance, and to take action when there is a downturn in results. Also, as one department head reported, the departments need to market and educate the public on what the government does. Performance and other reports are a potential vehicle for educating the public and government officials.

A review of the Fire Department's monthly and annual report for this case study revealed that much of the information tracked by the Fire Department is workload-related, although some measures, such as the percentage of alarms responded to in four minutes or less, the number of firefighter injuries, and the financial loss per residential and non-residential building fires could be considered outcomes. The annual report is designed to be an in-house document distributed to fire stations and the City Manager. The Department of Housing and Neighborhood Development produces monthly reports on code enforcement and funding. Other programs, such as the Small Business Loan Program and Workforce Development program, produce semi-annual reports. A senior manager who received these reports indicated that the reports are different from the semi-annual reports produced by the Budget Office in that they are more focused and not as wide-ranging.

For reporting to citizens, the media is occasionally used but not in a formal way. The City buys space from the local newspaper at a discounted rate and has provided limited performance information. The CERC process received a lot of media attention, as might be expected, with over 300 proposals for changing the way that the government does business.

In selected cases performance measures may be used for performance appraisals and other mechanisms for holding employees accountable. Employees in one department were on an incentive plan, in which the employees log onto a computer, which is used to monitor employee performance in terms of the different types of jobs being performed. The Fire Department reported that training hours and some workload indicators are tracked as part of the oversight of personnel. One interviewee reported that performance measures can become a motivator for employees, and that it is good for employees to know what they are working against. In the [Workforce Development Department](#), performance measures are used in performance planning, with staff completing a work planning and performance review form, and including as many numeric factors as possible. According to one interviewee, the process clearly holds staff accountable for achievement of planned results. Bonuses were given to employees who have clearly gone beyond the call of duty, and employees are rated based on their accomplishments.

Citywide, the departmental annual performance reports became part of department head performance reviews, and the Board of Aldermen used data from the reports in its annual review of the City Manager's performance. It is likely that incentive plans tied to performance will increase as benchmarking and managed competition become more prevalent.

Effect of Use

One department head reported that performance measures helped him/her deal with the workforce by explaining why something could or could not be done, and enabled everyone to "speak the same language." Goals and standards became part of that language, not a foreign language, hence, enhancing communication within the government. One senior government official reported that performance measures have helped departments respond more quickly, and they helped senior managers be more knowledgeable about what is happening in departments. According to this official, information helped citizens know what kind of results they were

getting, although the depth of that knowledge and the breadth of awareness among citizens was questionable.

Another senior manager was more realistic in noting that while reporting performance information has had a positive effect, it has not occurred in any way that would result in celebrating a performance-measurement system. Performance measurement has been useful in fleet maintenance and sanitation, as well as other services. The effect on accountability to taxpayers and citizens is a great benefit, in that the government is attempting to quantify program results. The public, however, is oblivious to the number of management systems employed to produce those results, and they count on the government to conduct itself on the public's behalf. According to some interviewees, the public may also be oblivious to the reports themselves, since performance-report information has not been widely shared outside of the government. The CERC very much appreciated the rationality in the government, in terms of the value of performance-measurement reports, thus raising the possibility that more citizens will be aware of what the government strives to accomplish so the government may be held accountable for performance results.

There was a recognition that the City needed to expand its reporting of performance measures to reach more people. As one citizen interviewee said, citizens are equipped very poorly to access performance information. The interviewee indicated that a more effective web page would help, a fact that was echoed by at least one other interviewee. A brief review of the City's website for this case study resulted in only one departmental performance report and business plan available online ([Office of Organizational Effectiveness](#)), although the City website does indicate that business plans are available by contacting the Office of Organizational Effectiveness.

PERFORMANCE MEASUREMENT IMPLEMENTATION ISSUES

How is the quality of performance information perceived, and how have performance measurement quality issues been addressed?

Perceptions of the Quality of Performance Information

Nine of the interviewees provided responses on the characteristics of the quality of performance measures. Given the open-ended nature of the question, responses sometimes included more than one characteristic. According to those interviewed, measures should be:

- valid, verifiable, and accurate (four interviewees); interviewees acknowledged that in earlier efforts, there were no resources for auditing performance measures to verify that they were in fact valid and accurate;
- comparable (four interviewees); given Winston-Salem's leadership in benchmarking performance measures in North Carolina, it is not surprising that comparability would be a valued characteristic;
- accessible, easy to capture, measurable (two interviewees); more interviewees might have identified this quality had the City not had such a long history of collecting performance measures;

- results-oriented (two interviewees); the City’s historical and recent efforts put extensive emphasis on efficiency, not results; perhaps the response is a reflection that strategic planning has the potential to bring about more of a results-based approach;
- relevant to the programs in question (two interviewees);
- clear, comprehensible, and understandable (one interviewee); and
- consistent and reliable (one interviewee).

Efforts to Address Information Quality Issues

As noted above, the City has not rigorously audited performance-measurement results, although the Office of Organizational Effectiveness may take on this role as business plans continue to be developed, and to the extent that the Office’s evaluation function will incorporate review of performance-measurement data collection and reporting issues.

Interviewees mentioned four other mechanisms to address information quality issues. First, department management questions data, as do the Office of the City Manager, and in some cases, the Board of Aldermen. Such questioning does tend to focus on discrepancies that may indicate quality issues in the collection of data, particularly when results are counterintuitive to managers’ and decision makers’ sense of what is occurring.

Second, the review process by the CERC was mentioned. Although it may not have been true across the board, some of the seven committees and the Steering Committee subjected department staff to extensive questioning about programs, including questions about the performance reports and business plans. Such questioning would conceivably force departments to focus on issues of quality.

Third, there was recognition by the CERC and by departments of the need to enhance automation and information technology. Automation enhances data controls, validity, and consistency by limiting handling of data in the collection process, by allowing for automatic data collection and reporting, and oftentimes by providing an audit trail for verification of results. In cases where data collection is already automated, department officials indicated that they felt data collection efforts were enhanced.

Fourth, the local government benchmarking process caused City staff to examine the way in which data was collected and to examine the quality of the data itself when performance discrepancies needed to be better understood (Jones, 1997).

What kinds of organizational supports are provided, and how have organizations been changing to accommodate performance measurement?

Early in the development of performance measures in Winston-Salem, a lot of training was provided to departments. This training was reinforced during the budget process, with definitions of key measurement terms provided in budget instructions to the departments. The need for consistent training was mentioned by a couple of interviewees as a “lesson learned” (see below).

Some interviewees sited the Budget Office as a place to turn for assistance with performance measurement, particularly given the role of the Budget Office as the lead agency for the North Carolina local government benchmarking project. The role of assisting departments

with development of performance measures was transferred to the Office of Organizational Effectiveness in 1998. The *Mission of the Office* is to assist departments in providing efficient and effective services through the delivery of results-oriented consulting, training, and program evaluation. The Office values accountability, integrity, and customer service, and the Office aspires to be the organization's first choice for assistance in performance improvement (Winston-Salem Office of Organizational Effectiveness, 2000). With a mission and focus, such as the one described, it is obvious that establishment of the Office constitutes an organizational change, at least in part, to accommodate performance measurement, at least in part. A second organizational change to accommodate performance measurement was the establishment of the CERC. Although the CERC was not specifically focused on performance measurement, it extensively reviewed City performance measures to carry out its mission to analyze the efficiency and effectiveness of City services. One official whose department participated in the North Carolina Local Government Performance Measurement Project indicated that the University of North Carolina's Institute of Government, a sponsor of the project, was another place to turn for support.

EVOLUTION OF PERFORMANCE MEASUREMENT

What barriers have been identified in making effective use of performance measurement, and are those barriers being addressed?

Interviewees were asked to identify barriers and problems in making effective use of performance measures. Responses included:

- dealing with fear and anxiety, and getting top management to not see performance measurement as a threat (three interviewees);
- making performance measurement a priority to everyone, creating a common understanding of what performance measurement is, what will be measured, and how it will be measured (three interviewees); two interviewees indicated that when performance measurement is not a priority, it makes it difficult to institutionalize performance measurement, and that doing so takes a staggering amount of human effort that may take a long time; without institutionalization, there is a feeling that performance measurement is only a paperwork exercise, and that performance information will not be used effectively to demonstrate the value of data to the organization;
- finding benchmark partners, and making appropriate comparisons (two interviewees);
- getting the organization to see data as valid and believable;
- figuring out ways to quantify all aspects of organizational performance;
- collecting too many measures, none of which have meaning;
- encouraging use of performance measurement, even if there are many decisions for which performance measures cannot be used; and
- lacking the education on the proper use of performance measures and standards.

What lessons have been learned from the performance-measurement experience to date?

Interviewees were asked what lessons had been learned about using performance measures in Winston-Salem. A surprisingly large number of respondents (six interviewees) made similar comments on one theme: performance measurement is a learning process that may take a number of years. It takes effort and resources to make the investment in performance measurement pay off, and to get a common understanding of what is expected. The effort may take not only time but also consistent training and individual counseling, since lack of knowledge can impede progress.

Other responses included:

- the value of consistent use of performance measures over time;
- the value of benchmarking for both resource allocation and performance assessment, despite the difficulties in finding appropriate and comparable benchmark partners; and
- the value of keeping performance measurement simple, and focusing on two or three key measures.

What are future expectations for the use of performance measurement?

Interviewees were asked about their future expectations for performance measurement. All twelve interviewees who responded predicted an expanded role for performance measurement in the future. The degree of consistency allows for a composite response to be developed.

Performance measurement in Winston-Salem will grow in importance and profile. The government, citizens, and elected officials will become more dependent on performance measures, which will be examined more closely and integrated into the strategic plan for each organization. Performance expectations will be established up front, and the government will be accountable to citizens and elected officials for achieving those expectations (three interviewees). There will be more benchmarking (five interviewees), both in terms of more organizations involved and more measures compared. Performance measurement and benchmarking will be used to drive managed competition for offering government services. Performance measures will be used to educate the public and sell citizens and elected officials on new programs.

REFERENCES

CB&A Research. June 1999. "City of Winston-Salem Citizen Satisfaction Survey." City of Winston-Salem: Office of Organizational Effectiveness. (Downloaded February 14, 2000).

<http://www.ci.winston-salem.nc.us/ooe/download.htm>

Presented results of the City's citizen survey conducted as part of the CERC's evaluation of the efficiency and effectiveness of City government services and programs. The citizen survey focused on citizen usage of, and satisfaction with, various city programs and services. The methodology included matching the 1990 Winston-Salem census in four areas, including gender, age, race, and police districts. The City's overall performance was rated fairly high, with 92 percent of those surveyed saying they were satisfied with programs and services. Results did not vary by demographic or geographic group. Fewer respondents, 73 percent, were willing to give the City either an A or B grade, with B being the most frequent rating at 55 percent of respondents. African-Americans were less likely to give the City an A or B grade and more likely to give the City a C grade.

Citizen Efficiency Review Committee (CERC). January 10, 2000. "Consideration of Recommendations of the Citizen Efficiency Review Committee: Board of Alderman Policy Briefing Session." Winston-Salem, North Carolina: Office of Organizational Effectiveness. (Downloaded February 14, 2000).

<http://www.ci.winston-salem.nc.us/ooe/download.htm>

———. 1999. "Report of the CERC." Winston-Salem, North Carolina: Office of Organizational Effectiveness. (Downloaded February 14, 2000).

<http://www.ci.winston-salem.nc.us/ooe/download.htm>

The Office of Organizational Effectiveness website included summaries of the CERC's final report, as well as full-text versions of the seven Citizen Review Team Reports. In relation to the present research, the CERC recommended development of a citywide strategic plan, to provide an overall vision for the City, and guidance for departmental strategic plans. The CERC also recommended benchmarking at least six City programs and services, including, fleet services, roadway appearance, red light camera programs, property maintenance, community development, and economic development and related activities. While in some cases the CERC referenced examination of best practices, there were no references to collection of comparable performance measures from comparison jurisdictions; however, collection of performance information can be inferred from the recommendations. The CERC recommended an annual internal customer survey and a citizen survey every three years. Again, while no specific link was made between customer and citizen surveys and performance-measurement activities, regular collection of such information could lead to setting customer and citizen assessment targets as part of a strategic planning process.

Few, Paula K., and A. John Vogt. August 1997. "Measuring the Performance of Local Governments in North Carolina." *Government Finance Review*, pp. 29-34.

Included information on the history of the project; identification of measures of service need and quantity, efficiency, and effectiveness; project implementation; an example of one set of measures (residential trash collection); information on how to use the results; and next steps and long-term benefits.

Garrity, Lee. 1999. "Citizens Redesign Winston-Salem Government." *The New Public Innovator*, Spring/Summer, pp. 30-32.

Included a summary of the process of developing the Citizen Efficiency Review Committee (CERC). Provided comparison to citizen efficiency panels in Indianapolis, Charlotte, San Diego, and Richmond. Provided information on challenges faced by the panel and how the challenges were addressed.

Institute of Government, University of North Carolina Chapel Hill. 1999. "North Carolina Local Government Performance Measurement Project." Chapel Hill: Institute of Government, University of North Carolina. (Downloaded February 15, 2000).

<http://ncinfo.iog.unc.edu/programs/perfmeas/services.html>

IOG website provided a summary of the project, including information on the history, participants, services, measures, contacts, publication, project status, and sponsors.

International City/County Management Association. September 1997. "Performance Measurement for Accountability and Service Improvement." Washington, DC: ICMA.

Provided a summary of development of the North Carolina Local Government Budget Association Performance Measurement Project, which began in 1995. Summary included the effect of the project on Winston-Salem.

Jones, Ann. August 1997. "Winston-Salem's Participation in the North Carolina Performance Measurement Project." *Government Finance Review*, pp. 35-36.

Provided a description of Winston-Salem's involvement in the North Carolina Local Government Budget Association Performance Measurement Project, which began in 1995. Included information on how data was collected, how performance measures were identified and interpreted, and on the effect of participation on Winston-Salem.

Winston-Salem, North Carolina, City of. "Council-Manager Form of Government." (Downloaded February 14, 2000.)

http://bizweb1.biznexus.com/winston_salem/templates/council_form_of_government.cfm

Provided a summary of the City's council/manager form of government.

———. October 1998. "1997-98 Performance Report and 1998-1999 Business Plan." Winston-Salem, North Carolina: Office of Organizational Effectiveness.

The City provided 15 departmental business plans during the site visit for this case study. The City's web page (<http://www.ci.winston-salem.nc.us/ooe/business.htm>) reported that as of February 2000, business plans are available for all 45 operational units of the City government. Each report contained a mission statement; descriptions of programs; performance information by program; an operating budget summary, and if appropriate, a capital improvement program summary; management comments that explained performance results and described department activities; and an appendix with organizational charts, maps, and other supplemental information. Each program section included program goals and may have included measures of efficiency, effectiveness, and workload. The report included actual results for two prior fiscal years (FY1996-1997 and FY1997-1998), as well as objectives for FY 1997-1998 and objectives for the next fiscal year (FY1998-99). Program accomplishments for the prior fiscal year and a listing of key objectives for the next fiscal year are also included.

———, Board of Aldermen. May 18, 1998. "Resolution Establishing a Citizen Efficiency Review Committee." Winston-Salem, North Carolina: Office of the City Manager.

Resolution D-25516 established the Citizen Efficiency Review Committee (CERC). The purpose of the CERC was to review the efficiency and effectiveness of all City services and departments, recommend which services and functions should be provided by the City government, make recommendations for competition and privatization, and make recommendations for containing costs and improving services. A final report was produced in the fall of 1999.

———, Budget and Evaluation Office. March 5, 1987. "Annual Budget Program 1986-1987: Midyear Report."

This mid-year update produced for the Mayor and members of the Board of Aldermen provided information organized by service area, and increased the number of performance measures traditionally provided. As in the late 1990s, categories of measures included efficiency, effectiveness, and workload. Each departmental "Program Management Report" provided actual results from the first and second quarter of the current year, results from the prior year, and expected results for the year. Highlights, including both achievements and exceptions, were included in a narrative section. The new format was intended to focus on the City's accomplishments and on any explanations necessary to clarify any of the measures.

———. 1997. *Building a Better Budget: Budget Instruction Manual FY1998-1999*.

Provided a summary of the use of performance measurement in Winston-Salem's budget process. The Budget Office established a goal to connect performance data that it currently requires to departmental work plans and missions. Departments were asked to review existing performance measures, and report on those that best reflect departmental work program achievements, and for those departments that developed mission statements, to also reflect

mission accomplishments. Effectiveness, efficiency, and workload measures were defined, and a form was provided for reporting measures, including actual levels for 1996-1997, budget targets for 1997-1998, mid-year progress updates and projections for 1997-1998, and objectives for 1998-1999. The results of this reporting process were used to develop the 1997-1998 performance reports produced in October 1998.

———. 1998. *City of Winston Salem FY1999-2000 Budget Instruction Manual*.

As with the FY1998-1999 Budget Manual, the FY1999-2000 Budget Manual requested that each department submit performance measures. However, because of the process of developing performance reports for FY1997-1998, departments received a draft of the mission statement and program descriptions from the performance reports and performance measures already provided in the earlier process, thus leaving departments with the task of filling in FY1998-1999 projected year-end measurements and FY1999-2000 objectives. A sample form was provided.

———, City Manager's Office. July 1998. "City Government Accomplishments and Progress 1997-1998 Fiscal Year." Winston-Salem, North Carolina: Office of Organizational Effectiveness.

Included a functional organization chart, and accomplishments and progress made during the 1997-1998 fiscal year. Contained bulleted lists of accomplishments by department, which were categorized by functional area. Use of performance measures varied, with a lot of attention to activities, and therefore workload measures. The same information appears to have been included in the departmental performance reports published in October 1998.

———. July 1998. "Key Work Items for 1998-1999 Fiscal Year." Winston-Salem, North Carolina: Office of Organizational Effectiveness.

Included a functional organization chart, and projected key results for the 1998-1999 fiscal year. Contained bulleted lists of accomplishments by department, which were categorized by functional area. Nearly all of the work items mentioned were of a qualitative nature and did not include performance measurement targets. The same information appears to have been included in the departmental performance reports published in October 1998.

———, Fire Department. 1998. "Winston-Salem Fire Department Annual Report 1998."

The Annual Report of the Fire Department provided a wealth of information and statistics related to the Fire Department's programs and services. Much of the data is presented graphically, and with multi-year comparisons. There is no accompanying text, so it is unclear how the information should be used, and the reader is left to his/her own devices to interpret the data presented.

———, Office of Organizational Effectiveness. "Welcome to the Office of Organizational Effectiveness." (Downloaded February 15, 2000).

<http://www.ci.winston-salem.nc.us/ooe/>

Included a description of the Office's mission, which is to assist departments in providing efficient and effective services through the delivery of results-oriented consulting, training, and program evaluation.

———, Office of the City Manager. 1999. *Winston-Salem 1999-2000 Annual Budget*.

The transmittal letter from the City Manager provided a summary of activities to implement ongoing efficiency improvement programs, including managed competition for fleet services (won by the Fleet Services Department); Citizen Efficiency Review Committee (report to be completed September 1999); and benchmarking, as a participant in the North Carolina Local Government Performance Measurement and Benchmarking Project. The departmental budget sections contained mission statements for departments and major divisions; program descriptions; expenditure and revenue summaries; and a statement of objectives and achievements, many of which incorporated performance measures. Measures included are predominantly workload measures, as one might expect in a budget document.