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# CITY MANAGER’S MESSAGE SUMMARY

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**Winston-Salem**

Office of the City Manager

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May 23, 2019

Dear Mayor Joines, Mayor Pro Tempore Burke, and Members of the City Council:

I respectfully submit to you the proposed fiscal year (FY) 2019-20 budget of \$496.4 million, which includes \$368.4 million for operations, \$82 million for capital, and \$46 million for debt service. Compared to FY 2018-19, the total budget decreased by 6.3% primarily due to a reduction in enterprise capital projects.

The general fund accounts for municipal services that are covered primarily by property and sales taxes. The FY 2019-20 general fund is budgeted at \$211.9 million, an increase of \$6.5 million or 3.1 percent, compared to the FY 2018-19 adopted budget. The major drivers of the increase are related to ongoing public safety investments and the City's commitment to employee compensation.

This year's proposed budget includes a full-year implementation of a market pay study, which incrementally provided pay adjustments for all employees over the past two fiscal years. Over the course of fiscal years 2017-18 and 2018-19, the City invested over \$5 million to provide more competitive employee compensation and stronger police retention strategies by implementing recommendations from a market study. Since fiscal year 2017-18, the minimum hourly rate has been increased from \$11.00 to \$12.50 per hour. For the FY 2019-20 proposed budget, the City will provide additional police and fire supplemental pay and increase the minimum wage from \$12.50 to \$13.00 per hour. The City's investment in the full implementation of the market study will ensure that the City of Winston-Salem can attract, retain, and reward skilled employees.

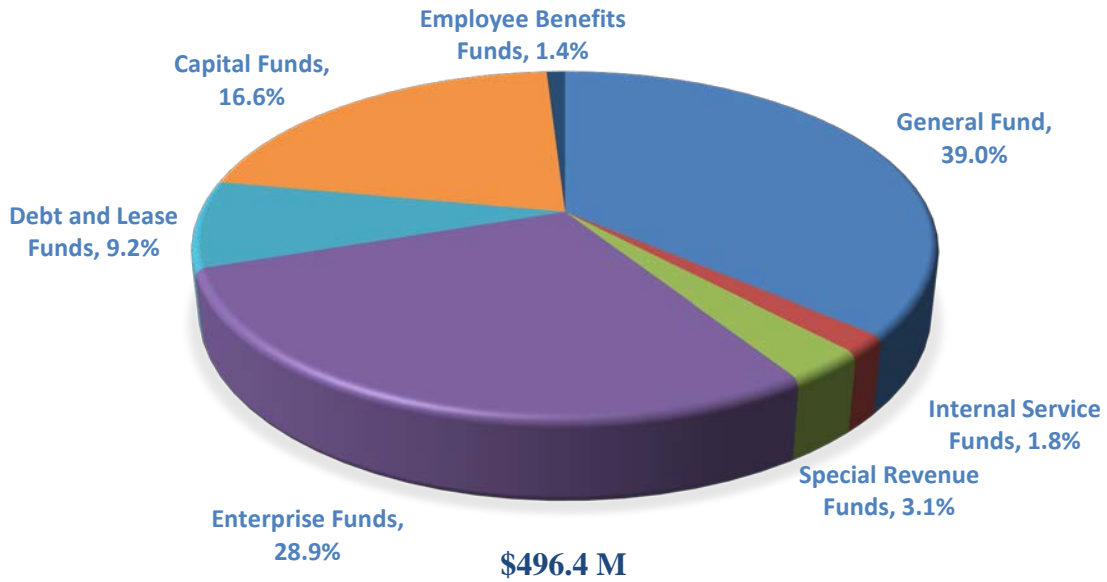
At its meeting on January 31, 2019, the State Board of Trustees amended its policy for employer contribution rates to the Local Government Employee Retirement System (LGERS) for FY 2019-20. The local impact of this policy change increases employee benefits by a net rate of 3.4%, or \$1.7 million.

The proposed FY 2019-20 operations budget is balanced with no proposed tax rate increase. In November of 2018, voters approved five bond issues totaling \$121 million for 36 capital improvement projects. The total includes \$31 million for parks & recreation, \$21.1 million for public safety, \$14.5 million for economic development, \$43.7 million for streets and sidewalks, and \$11.7 million for housing. In order to pay for debt payments on the 2018 voter approved bonds, the current tax rate of 59.74 will be increased by 4 cents to the new proposed tax rate of 63.74 cents per \$100 of assessed value.

This budget demonstrates the Mayor and City Council's commitment to six strategic focus areas: Economic Vitality and Diversity, Safe and Secure Community, Livable Neighborhoods, Healthy Environment, Quality Transportation, and Service Excellence. To enhance the City's strategic plan and performance management efforts, the presentation of the proposed FY 2019-20 budget is organized by departmental budgets, which have been assigned to a strategic focus area based on the department's overall mission.

The remainder of my message discusses in detail major decision points reflected in the proposed FY 2019-2020 budget, based on the Mayor and City Council's strategic budget objectives.

### Proposed FY 2019-20 Budget by Fund

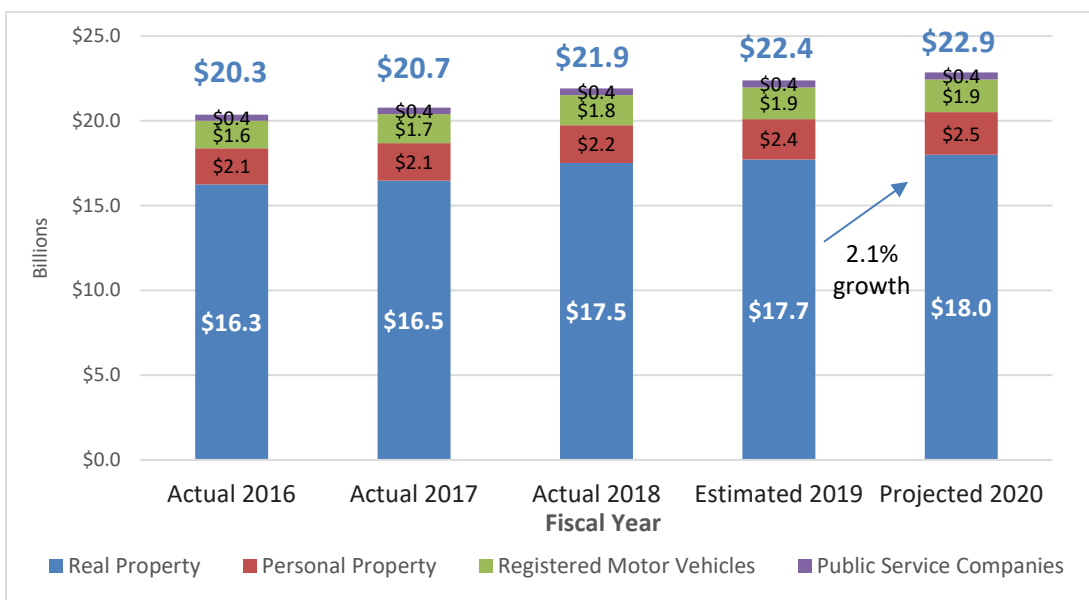


The General Fund, as the principal operating fund of the City, represents 39% of the overall budget, and provides resources to services such as police, fire, sanitation, streets, and recreation. These services are supported by general purpose revenues such as property taxes and local option sales taxes. Enterprise funds, which make up 29% of the overall budget, provide services such as water/sewer, solid waste disposal, public assembly facilities, etc., and are typically self-supporting.

### Property Tax

The proposed FY 2019-20 tax rate is 63.74 cents per \$100 of assessed value, which represents a 4 cent increase from the current year’s rate.

Based on estimates from the Forsyth County Tax Office, the City’s overall tax base is projected to increase by 2.1% over FY 2018-19 and shows moderate growth since the last revaluation in FY 2017-18. The following chart shows the changes in components of the tax base—real property, personal property, registered motor vehicles, and public service companies—over the last few years.



## **Services**

The proposed FY 2019-20 budget maintains the current level of services.

Effective January 2019, the Bulk Container Collection program was eliminated. The proposed operating budget is reduced by \$466,000 primarily in salaries, fuel, and landfill fees to account for the full budget impact of eliminating the service. There is one full-time senior equipment operator remaining in the program to collect dumpsters for City facilities.

## **Employee Compensation and Benefits**

*Merit Pay:* The proposed budget does not include funding for merit pay.

*Classification and Compensation Study:* The FY 2018-19 budget included adjusting the market pay for the remaining portion of the workforce not included in year one of the market adjustments. In April of 2019, salaries were adjusted to the new pay plan minimum, with each employee receiving an increase of at least 2% (even if less was required to raise their pay to the new minimum). For FY 2019-20, the proposed budget includes a full-year impact from the implementation of the market pay adjustments. The new minimum wage will increase from \$12.50 to \$13.00 per hour.

*Public Safety Supplemental Pay Adjustments:* In February 2016, the Mayor and City Council approved a public safety supplemental pay plan that increased minimum salaries by 7.5% and employee salaries by 2% for sworn police and certified fire personnel. The proposed budget also includes a fifth round of supplemental pay adjustments that would increase sworn police and certified fire personnel salaries by an additional 2%, effective January 1, 2020.

*Health and Dental Benefits:* For the 2020 plan year, the proposed budget has no increase in the health insurance premium for employees. The City's internal health care task force continues to focus on a comprehensive approach to addressing the health and wellness of our employees and covered members and will continue to emphasize preventive care, education awareness, and benefit utilization analysis to evaluate and recommend approaches to controlling current and future costs.

## **Economy of Operation**

*Position Changes:* The proposed FY 2019-20 General Fund budget eliminates ten (10) vacant positions. A full list of positions can be found on Attachment A.

## **User Fees**

There is a slight increase to the yard cart fee of \$5, from \$60 to \$65. Yard cart revenues have remained stagnant over the past five years while expenditures continue to grow. The cost recovery rate has gone from almost 80% to 60%. The cost recovery gap will continue to widen with the increase to salaries due to the market adjustments and costs associated with capital payments for heavy equipment replacement. There are no other increases to user fees, except water/sewer fees approved by the City/County Utility Commission.

## **Downtown Revitalization**

In November 2013, the Mayor and City Council approved the creation of the Downtown Winston-Salem Business Improvement District (BID) to provide an enhanced level of service and programs to the downtown area. In April 2019, the Downtown Winston-Salem Business Improvement District Advisory Committee approved a recommended work plan, budget, and tax rate for FY 2019-20. The work plan continues to focus on the following program areas: cleaner environment, increased safety and security, stronger marketing and promotion, accelerated development, enhanced physical appearance, and administration. Based on an estimated tax base of \$694.9 million and a recommended tax rate of 9¢, the

FY 2019-20 budget totals \$670,140. During the fiscal year, the Advisory Committee will continue to provide regular reports to the Mayor and City Council regarding the services and programs in the BID.

### **Community Agency Funding**

In November 2014, the Mayor and City Council created the Community Agency Allocation Committee to review applications from non-profit organizations seeking financial assistance from the City and to make funding recommendations to the City Manager. For FY 2019-20, the Committee reviewed over 80 applications. I have reviewed the Committee's recommendations and reflected some of those recommendations in my proposed FY 2019-20 budget. Attachments B and C provide a full listing of my recommendations for community agency funding.

### **2020-2025 Capital Plan**

The 2020-2025 Capital Plan represents a six-year plan, organized by the City Council's strategic focus areas, that proposes to invest \$355 million in the City's facilities and infrastructure. The Capital Plan includes \$238.5 million in investments in water, sewer, solid waste disposal, and stormwater infrastructure, by far the largest part of the capital plan. The complete Capital Plan will be provided to the Mayor and City Council as part of the submission of the proposed operating budget.

### **Citizen Engagement**

#### Citizen Survey

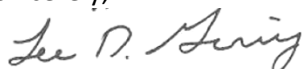
In the spring of 2018, the City conducted a resident satisfaction survey to measure residents' satisfaction and perceptions with various city services. Overall, respondents rated the City very positively, with high satisfaction, as a place to live, raise children, and work. However, some results revealed service areas in need of improvement. While the proposed budget allocates most of the new resources toward full year costs of the compensation and classification study recommendations, departments will utilize and reprioritize existing resources to address some of the residents' concerns identified in the survey results. The spring 2019 resident survey is underway.

#### Outreach

Citizen engagement will continue to be a vital part of the City's budget process. We will provide the proposed budget on the City's website ([www.cityofws.org](http://www.cityofws.org)) and will review feedback that is posted by citizens through the Citizen Feedback Line. Copies of the proposed budget will be placed in libraries within the city and recreation centers. In addition, City staff will utilize social media as a means to educate and engage with citizens about the proposed FY 2019-20 budget. As always, my staff and I stand ready to meet with your constituents, as needed, to explain the details of the budget proposal.

I look forward to our budget discussions in the weeks ahead. I have attached the calendar of budget events beginning Thursday, May 23, 2019.

Sincerely,



Lee D. Garrity, City Manager

## ATTACHMENT A

### Changes to Positions in the Proposed FY 2019-20 Budget

#### GENERAL FUND

The proposed FY 2019-20 budget eliminates ten (10) vacant positions in the General Fund. The following table lists the positions, including the cost in salaries and benefits. There will be no service-level reductions as a result of eliminating these positions.

Department	Position Title	Salary	With Benefits
City Link	CONTACT CENTER REPRESENTATIVE	(\$31,851)	(\$44,506)
City Link	CONTACT CENTER REPRESENTATIVE	(\$31,851)	(\$44,506)
Police	POLICE RECORDS SPECIALIST	(\$34,081)	(\$54,618)
Sanitation	SANITATION OPERATIONS SUPV	(\$51,146)	(\$71,466)
Sanitation	FLEET DATA TECHNICIAN	(\$36,466)	(\$50,954)
Sanitation	SANITATION EQUIP OPERATOR-SR	(\$39,019)	(\$54,521)
Sanitation	SANITATION EQUIP OPERATOR-SR	(\$39,019)	(\$54,521)
Recreation	SR RECREATION LEADER	(\$39,019)	(\$54,521)
Recreation	ASST REC CENTER SUPERVISOR	(\$44,673)	(\$62,421)
Property Maintenance	ASSISTANT PLANNER	(\$53,746)	(\$75,099)
			<b>(\$567,133)</b>

#### OTHER FUNDS

The proposed FY 2019-20 budget includes the addition of two new full-time positions in the Utilities Department to implement a new state-mandated Cross Connection Control Program. Total increase for these two new positions is \$143,536.

Department	Position Title	Salary	With Benefits
Water and Sewer	UTILITIES SUPERVISOR	\$54,726	\$76,616
Water and Sewer	SENIOR ENGINEERING TECHNICIAN	\$47,800	\$66,920
			<b>\$143,536</b>

## ATTACHMENT B

### FY 2019-20 Community Agency Funding Recommendations

#### General Fund, Occupancy Tax

<b>EXPENDITURES BY AGENCY</b>	<b>Budget</b>	<b>Requested</b>	<b>Adopted</b>	<b>Percent</b>
	<b><u>FY 18-19</u></b>	<b><u>FY 19-20</u></b>	<b><u>FY 19-20</u></b>	<b><u>Change</u></b>
<b>Arts and Innovation</b>				
Arts Council – Operating	\$217,360	\$250,000	\$217,360	0%
Arts Council – Capital	70,190	0	0	-100.0%
Authoring Action*	0	20,000	5,000	N/A
Center for Creative Economy	25,000	40,000	25,000	0%
Experiment in Self-Reliance (ESR)	85,230	125,000	85,230	0%
Forsyth County District Attorney – Domestic Violence Unit	45,000	89,668	45,000	0%
IFB Solutions	0	90,000	5,000	N/A
Insight Human Services - Drug Treatment Court	35,000	35,000	35,000	0%
Institute for Dismantling Racism	33,350	40,000	33,350	0%
Kaleideum – Operating	172,360	225,000	172,360	0%
Kaleideum – Capital	50,000	0	0	-100.0%
LEAD Girls of NC, Inc.*	0	5,000	5,000	N/A
National Black Theatre Festival	100,000	115,000	115,000	15.0%
Old Salem	186,520	250,000	197,710	6.0%
Piedmont Triad Film Commission	34,640	35,000	35,000	1.0%
RiverRun International Film Festival	40,000	50,000	42,400	6.0%
Shepherd's Center of Greater Winston-Salem	15,000	25,000	15,000	0%
The Sergei Foundation	5,000	5,000	5,000	0%
Venture Cafe Winston-Salem*	0	30,000	20,000	N/A
Winston-Salem Ambassadors*	0	117,390	5,000	N/A
YMCA – Youth Incentive Program	66,000	100,000	66,000	0%
<b>Subtotal</b>	<b>\$1,180,650</b>	<b>\$1,647,058</b>	<b>\$1,129,410</b>	<b>-4.3%</b>
<b>Successful Outcomes After Release</b>				
Beating up Bad Habits	\$5,000	\$0	\$0	-100.0%
Boys2Men Mentorship Program	5,000	45,425	5,000	0%
Eliza’s Helping Hands	5,000	50,000	5,000	0%
Eureka Ministry, Inc.	20,000	20,000	20,000	0%
Hoops4L.Y.F.E.	5,000	0	0	-100.0%
My Brothers Second Chance	5,000	15,000	5,000	0%
Piedmont Triad Regional Council – Project Reentry	10,000	17,690	10,000	0%
Southside Rides Foundation	10,000	75,000	10,000	0%
The Wells Center, Inc.*	0	5,000	5,000	N/A
Youth Achieving Moral Maturity (YAMM)*	0	4,520	4,520	N/A
YWCA – Hawley House	13,500	47,500	13,500	0%
Contingency	10,000	N/A	10,000	0%
<b>Subtotal</b>	<b>\$88,500</b>	<b>\$280,135</b>	<b>\$88,020</b>	<b>-0.5%</b>
<b>Total Expenditures by Agency</b>	<b>\$1,269,150</b>	<b>\$1,927,193</b>	<b>\$1,217,430</b>	<b>-4.1%</b>

\*Seed funded agency

## ATTACHMENT B

<b>UNFUNDED NEW REQUESTS</b>	<b>Budget</b>	<b>Requested</b>	<b>Adopted</b>	<b>Percent</b>
<b>Arts and Innovation</b>	<b><u>FY 18-19</u></b>	<b><u>FY 19-20</u></b>	<b><u>FY 19-20</u></b>	<b><u>Change</u></b>
Beautiful Countenance, Inc.	\$0	\$180,000	\$0	N/A
Crosby Scholars Community Partnership	0	75,000	0	N/A
Crossnore School & Children's Home	0	202,256	0	N/A
Forsyth Humane Society	0	20,000	0	N/A
High Horizons Academies	0	20,000	0	N/A
Just For Him School Of A Second Chance	0	105,000	0	N/A
Mediation Services	0	8,000	0	N/A
NC Cooperative Extension, Forsyth County	0	5,000	0	N/A
Planting Steps – Carver Marching Machine	0	9,000	0	N/A
Planting Steps – U Got Help	0	300,000	0	N/A
Planting Steps – ImALive.today	0	15,000	0	N/A
Reynolda House	0	50,000	0	N/A
Senior Services Inc.	0	25,000	0	N/A
SHARE-WS, INC.	0	200,000	0	N/A
The Noble Cause	0	5,000	0	N/A
Triad Cultural Arts, Inc.	0	45,000	0	N/A
<b>Subtotal</b>	<b>\$0</b>	<b>\$1,264,256</b>	<b>\$0</b>	<b>N/A</b>
<b>Successful Outcomes After Release</b>				
The Triad Mentoring Coalition. Inc.	\$0	\$100,000	\$0	N/A
Triad Restorative Justice	0	5,000	0	N/A
<b>Subtotal</b>	<b>\$0</b>	<b>\$105,000</b>	<b>\$0</b>	<b>N/A</b>
<b>Total Unfunded New Requests</b>	<b>\$0</b>	<b>\$1,369,256</b>	<b>\$0</b>	<b>N/A</b>



## ATTACHMENT C

### FY 2019-20 Community Agency Funding Recommendations Community Development Block Grant, HOME Fund, Housing Finance Assistance Fund, Emergency Solutions Grant

<b>EXPENDITURES BY AGENCY</b>	<b>Budget FY 18-19</b>	<b>Requested FY 19-20</b>	<b>Adopted FY 19-20</b>	<b>Percent Change</b>
Bethesda Center for the Homeless:				
Case Management	\$160,000	\$160,000	\$160,000	0%
Day Shelter Renovation	100,000	0	0	-100.0%
Men's Night and Day Shelter	45,600	60,000	45,240	-0.8%
Women's Shelter	32,270	50,000	32,280	0%
Consumer Credit Counseling Service:				
Center for Homeownership	66,750	70,000	66,750	0%
Exchange/SCAN HVAC Renovation	55,000	0	0	-100.0%
Experiment in Self-Reliance, Inc. (ESR):				
Income Tax Preparation Assistance	35,600	42,500	35,600	0%
Transitional Housing Program	89,250	102,756	89,250	0%
Transitional Housing (ESG)	13,460	13,454	13,460	0%
Fifth Street Building Rehab	0	80,496	80,500	N/A
Burton Street Building Rehab	0	42,800	42,800	N/A
Spring Street Building Rehab	0	87,150	87,150	N/A
Family Services:				
Women's Shelter	31,710	33,289	35,330	11.4%
Sarah Y. Austin Building Renovations	50,000	0	0	-100.0%
Goodwill Industries of NWNC	14,610	29,305	14,610	0%
Habitat For Humanity of Forsyth County, Inc. (HOME)	207,000	251,600	191,000	-7.7%
HARRY Veterans Community Outreach Services (VCOS)	25,000	25,000	25,000	0%
Housing Authority of Winston-Salem:				
Tenant Based Rental Assistance	240,000	240,000	240,000	0%
Liberty East Redevelopment, Inc.	31,150	31,500	31,150	0%
National Association for Black Veterans	10,000	10,000	10,000	0%
Neighbors for Better Neighborhoods	40,050	65,050	40,050	0%
North Carolina Housing Foundation:				
Veterans Helping Veterans Heal	14,250	21,000	14,250	0%
The Commons Workforce Development	13,350	0	0	-100.0%
Piedmont Triad Regional Council:				
Project Re-Entry	31,150	34,420	31,150	0%
Positive Wellness Alliance	35,100	38,775	35,100	0%
Samaritan Ministries: Emergency Shelter	46,370	47,000	47,800	3.1%
S.G. Atkins CDC	65,000	100,000	65,000	0%
The Salvation Army: Emergency Shelter	46,370	46,362	47,800	3.1%
United Health Centers	16,020	50,000	16,020	0%

## ATTACHMENT C

<b>EXPENDITURES BY AGENCY - Continued</b>	<b>Budget FY 18-19</b>	<b>Requested FY 19-20</b>	<b>Adopted FY 19-20</b>	<b>Percent Change</b>
United Way of Forsyth County:				
Continuum of Care System Coordination	\$26,700	\$35,000	\$26,700	0%
Coordinated Intake Center	30,400	48,365	30,400	0%
Overflow Shelter	11,500	11,500	11,500	0%
Rapid Re-Housing Collaborative	92,980	200,000	97,060	4.4%
Data Coordination	42,120	42,123	42,130	0%
Winston-Salem Urban League:				
Summer Youth Employment Program	165,000	190,000	165,000	0%
Work Family Resource Center	25,450	25,450	25,450	0%
YWCA – Rehabilitation of Hawley House	104,140	0	0	-100.0%
<b>Total Expenditures by Agency</b>	<b>\$2,013,350</b>	<b>\$2,284,895</b>	<b>\$1,895,530</b>	<b>-5.9%</b>
 <b>UNFUNDED NEW REQUESTS</b>				
Bethesda Center for the Homeless:				
Permanent Housing	\$0	\$150,000	\$0	N/A
Habitat For Humanity of Forsyth County:				
Stone Terrace Development (HOME)	0	550,000	0	N/A
Ujima Community Development Corporation	0	53,000	0	N/A
YMCA of Northwest North Carolina:				
YMCA REACH Center	0	600,000	0	N/A
<b>Total Unfunded New Requests</b>	<b>\$0</b>	<b>\$1,353,000</b>	<b>\$0</b>	<b>N/A</b>

# Mayor and City Council's Strategic Budget Objectives

The following list of objectives provides the framework for the preparation of the City Manager's budget proposal.

## **Services**

Services that ensure the health, safety, and well-being of Winston-Salem residents will be delivered at the quality expected by the residents, at the least possible cost.

## **Property Tax**

Property tax rate will be set annually at a level that reflects highly efficient and effective service delivery, maintains property tax rate stability, and compares favorably to the tax rates of other North Carolina municipalities with similar services and on similar revaluation schedules.

## **User Fees**

Where appropriate, user fees for services will be developed and updated in order to achieve the expected level of cost recovery.

## **Balancing Current Expenses with Current Income**

Budgets will be developed so as not to require the use of reserves to pay for recurring expenditures.

## **Fund Balance Reserve**

Unrestricted fund balance equal to at least 14% of budgeted General Fund expenditures will be maintained to provide adequate working capital, produce investment income for debt retirement, and meet the highest possible standards of the national credit rating agencies.

## **Employee Compensation**

Sufficient funds will be budgeted to maintain competitive compensation and benefits for city employees.

## **Economy of Operation**

The City Manager is expected to review the cost of city operations continuously to determine ways to create savings, in order that such savings may be passed along to the taxpayers of Winston-Salem.

## **Expanding the Tax Base**

A strong economic development program will be provided in the budget to attract new business investment and to encourage existing business growth in order to diversify and/or solidify the city's economic base.

## **Downtown Revitalization**

The budget will reflect the Council's commitment to enhance the vitality of downtown, through the development of retail, office, entertainment, and residential projects in the downtown area. The eligible area for certain programs may be expanded to include areas outside the central core of the city.

# City Fiscal Policies

Sound current and long-range financial policies are intended to 1) maintain relatively low property tax rates, 2) expand and diversify other revenues, 3) augment resources by astute cash management, and 4) facilitate funding for capital improvements by maintaining adequate resources and reasonable financing capability. The policies listed below reflect the City's commitment to maintaining its fiscal strength.

## **Credit Rating**

The City shall achieve the highest credit ratings possible given prevailing local economic conditions. *The City is rated AAA by Fitch, Moody's Investors Service and Standard and Poor's Corporation.*

## **Revenue Projections**

Revenue projections shall be sufficiently conservative to avoid shortfalls, but accurate enough to avoid a regular pattern of setting tax rates that produce significantly more revenue than is necessary to meet expenditure requirements

## **General Obligation Debt**

The City shall not allow the amount of general obligation debt per capita to exceed \$1,000. *Net bonded debt per capita as of June 30, 2018 was \$682.*

## **General Debt Service**

Annual general governmental debt service payments shall not exceed 20% of total general governmental noncapital expenditures. *For 2017-18, debt service expense was approximately 15.7% of all general governmental noncapital expenditures.*

## **Unfunded Pension Liability**

The City shall pay the annual amount of the normal costs of pension and other post-employment benefits, as determined by an independent actuary, to ensure that obligations to retired employees are met on a timely basis. *The City is meeting its actuarially determined required contribution to its pension and other post-employment plans on an annual basis.*

## **Revenue Sources**

The City shall diversify its revenue sources to reduce reliance on property taxes. *Property taxes made up an estimated 52.2% of general fund expenditures in 2017-18.*

## **Cash Management and Investment**

Sound and astute management of cash and investments shall augment resources available to the city. *During 2017-18, the overall cash and investment yield was 6.23%.*