### **CITY-COUNTY MEGER**

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# DURHAM CITY-COUNTY CONSOLIDATION VOLUME II

SUPPLEMENTAL REPORTS SUBMITTED BY CITIZEN TASK FORCE MEMBERS DECEMBER 21, 1999



# Durham City-County Consolidation Volume II – Supplemental Reports



# **Durham City-County Consolidation Volume II**

Supplemental Reports
Submitted By Citizen Task Force Members

December 21, 1999

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# Admin/General Government

Revised November 8, 1999

### Administrative/General Government Citizen Subcommittee Assessment Criteria and Factors

Department/Program: Asset Management Group/ General Services

City of Durham	Durham County
Description of Key Asset Management Group	Description of Key General Services Functions
Functions	General Services Functions
<ul> <li>Provide courteous, professional, and excellent quality customer service</li> <li>Most efficient, competitively priced quality services</li> </ul>	<ul> <li>Provide quality maintenance services to citizens in a safe and cost effective manner</li> <li>Six organizations: Administration, Public Buildings.</li> </ul>
or real estate, project management, parking and cemetery management, facility and equipment preventative maintenance.	Solid Waste, Pest Control and Mail Room
responsive maintenance and repair.  • Organization of five divisions	
Unique Aspects of Operations  • Setups and clean-ups for special events	Unique Aspects of Operations
Manage four parking decks and four surface lots     which includes contract services	<ul> <li>Real estate leasing disposition of surplus properties (except for school) and foreclosures is handled through the Purchasing Department</li> </ul>
• Operate and maintain two cemeteries (~480 annual los sales and ~450 burials; 130 acres)	Merging of Fleet Maintenance is under review     Research under way for new operations software —
DATA Bus System and Garbage service are contracted (vehicles are not included)	opportunity to coordinate with city's system
Inspection of taxicabs (diagnose and recommend —     make no repairs)	<ul> <li>Most public building security is outsourced</li> <li>Pest Control Services for 45 county facilities. ABC</li> </ul>
City's 800 Mg Hz system includes service to many County owned including schools, firemen, 911	stores, EMS facilities, and drainage ditches (some services performed by inmates)  Operation of Mail Room services
Strengths	Strengths
Customer Service Standards	
Diversity Plan	<ul> <li>Preferred employment of Work First applicants</li> <li>Utilize Teen Court and Restitution Program in the</li> </ul>
Development of Space Utilization and Standards	Solid Waste and Litter Control programs.
Cross-train employees	A number of operations are (appropriately)     outsourced
Weaknesses	Development of Space Utilization and Standards
Strict number for square footage of buildings owner and /or leased unknown (for reporting, there	d Weaknesses
are 75 core buildings)	separately
	Multiple radio frequency systems are utilized and
	maintained by various organizations
FY.99 Costs - \$14,368,295 * see note	FY 99 Costs - \$4,699,117 * see note
FY 99 Full-time Equivalent Employees - 154	FY 99 Full-time Equivalent Employees - 64

\*NOTE: For the City: DMG list separate categories: Facility Mgmt/Fleet & Asset Mgmt and finds different numbers: \$4,397,000/\$5,111,000

For the County: DMG list only Facility Mgmt.: \$4,625,000
\*number is not inclusive of General Services, but does not include the Purchasing Dept. number for surplus

### Administrative/General Government Citizen Subcommittee Assessment Criteria and Factors (Continued)

Service Delivery

Describe duplication and overlap of service delivery.

Describe how merging Asset Management Group and General Services functions could improve operations. Development of one department responsible for public owned/leased real property – buildings and vehicles; which could yield savings.

Possibility that some contract/outsource operations may be coordinated and result in some savings.

Describe how merging Asset Management Group and General Services functions could hinder operations. Reorganization of County's efficiently operation General Services Department could cause some temporary employee disruption/confusion as various organizations are relocated within a new structure.

Operations,

Describe operational issues (i.e., legal, financial, community, or implementation) that should be identified before submitting a merger proposal to the voters.

Obviously, on the County side, the decision regarding the Sheriff's Department will have to be addressed (this is under study by a separate Sub-committee)

I would suspect that the myriad of lease documents would need to be consolidated, and that numerous vehicles may require sorting out.

Decision regarding contracted/outsourced services would require review and possible coordination.

Describe how capital assets of the merged functional areas will be used.

A great deal of office equipment and operations service equipment would have to be assessed for duplications and deficiencies. Some equipment and computer functions may not "merge" but require replacement. Buildings and leased spaces will require review for utilization as well as any deferred maintenance. This will be aided by the fact that both the City and the County are currently having space utilization studies performed.

Describe how merging Asset Management Group and General Services functions could hinder operations. All of the meshing of equipment and personnel may not be smooth as various problems will emerge as the natural course of effectively pushing together two "households" with all the array of systems and habits which are not necessarily compatible but can become so ????

Regional Competitiveness (If applicable)

What impact would inerging City/County Asset Management Group and General Services Departments have on the local business climate?

There may result some impact through a possible lessening of leased building space.

Impact would result should the County's vehicle maintenance outsource system be brought into the City's in-house operation.

Coordination of some contract security services may be better coordinated and improved.

### Administrative/General Government Citizen Subcommittee Assessment Criteria and Factors (Continued)

#### Transition Challenges

Describe receptiveness of City/County Asset Management Group and General Services personnel to move forward with the merger.

Managers for each of the departments offered no objections to the concept.

How will City/County employees and departments that use Asset Management Group and General Services be positively impacted by a merger?

The prospect for better building space utilization, standards and maintenance is accepted to be a positive impact for employees.

Sorting out of the various radio frequency systems would probably be a positive impact.

#### Evaluation

Considering all the factors and information you have reviewed, is consolidation desirable for your task force? (Explain)

If consolidation means merger, yes. Our task force finds that, following sorting out of several operations and reconsolidating the real property components, a merged Real Property/Asset Management Group would be desirable.

Reassignment of all other existing functions should be considered. And, in our view, a number of functions should be analyzed as candidates for outsourcing.

Consideration should be given to divide the County's General Services Department among other areas as follows:

- Administration/Human Resources combined with City department(s)
- Solid waste to be combined with the City's department
- Pest Control as part of General Services maintenance or considered for outsourcing
- Mail Room to remain as part of a General Services or Administrative department

The City's 800 MHz function as a communication function might best be aligned with Management Information System Department

Examine the prospect of outsourcing the City's cemetery property and parking systems functions.

Does consolidation offer sufficient potential net benefit for your task force to justify a more detailed Phase II analysis? (Explain)

Yes - understanding that Phase II will provide the cost benefit analysis.

What issues would you recommend be explored in Phase II?

Information source(s):

City of Durham, Asset Management: William H. Diuguid, Director of Asset Management

Betty J. Pittard, Acting Real Estate Manager 560-4195

Durham County: Michael O. Turner, Director of General Services

560-0430

Report Submitted by: Annette G. Montgomery, Brandon Poole, and Betsy Robb

### REPORT TO MEMBERS OF THE ADMINISTRATION/GENERAL MANAGEMENT SUBCOMMITTEE ON THE MERGER OF CITY AND COUNTY GOVERNMENTS

### RE: SUB-SUBCOMMITTEE REPORT ON ASSET MANAGEMENT

Our sub-subcommittee has reviewed the documents provided for Fleet and Asset Management for the city and the county's apparent equivalent, General Services. As could be expected, General Services includes functions which, in our view, do not properly fit within an asset management area. We recognize the asset management to include especially real property, including real estate, both real and built and vehicles. We have also thought of this merged function as a Department of Real Property.

### Conclusions

Primary Mission: Both departments recognize the need to provide courteous, quality services to customers in a timely, safe and cost-effective manner.

There should be little to no difficulty in merging the essential functions of the two departments.

Several functions should be re-assigned to other departments. And, in our view, a number of functions should be analyzed as candidates for outsourcing.

#### Recommendations

Move to recommend that these two departments be merged with exceptions discussed below.

That the county's General Services Department be divided among other areas as follows:

Administration/Human Resources combined with city department(s)
Solid Waste to be combined with the city's department as a public works function
Pest Control as part of General Services maintenance or considered for outsourcing
Mail Room to remain as part of a General Services or Administration Department.

That the city's 800 MHz function as a communications function might best be aligned with a Management Information System Department

That the city examine the prospect of outsourcing the cemetery property and parking systems

Charge the newly merged department with highest quality of operations and maintenance of the community's assets of real property, grounds and vehicles. These services are to be offered in a courteous, safe, timely and cost effective manner.

# Durham City/County Merger Administrative/General Government Citizen Subcommittee Assessment Criteria and Factors Rev 11/04/99

#### Human Resources

City of Durham	Durham County
Description of Key HR Services	Description of Key HR Services
Recruitment and Selection	Recruitment and Selection
Position Control	Position Control
Compensation	Compensation
• Benefits	Benefits
Employee Relations	Employee Relations
Training	Training
Records Management	Records Management
Separations	Separations
Unique Aspects of Operations	Unique Aspects of Operations
Human Relations (Compliance, Community     Relations, Education and Training) \$572,000     budget, 8 FTEs	State mandated programs and personnel require operating essentially two HR systems
Career Development Center	Strengths
•	Benefits menu
Strengths	•
Compensation (banding)     Career Development Center	Weaknesses
• Caster Strengtham Strength	
Weaknesses	·
•	
FY 99 Costs - \$3,422,931 (excl Human	FY 99 Costs - S1,015,736 (1)
Relations)(includes citywide dental, mental health,	
and prescription costs, not other benefits) (1)	
FY 99 FTEs – 19.5 (2) (IX 14)	FY 99 FTEs – 16 (2) (53)

#### Service Delivery

Describe duplication and overlap of service delivery.

Newsletters (city newsletter handled by Public Affairs Dept), position advertising, compliance, mild overlap in all other functions (set up, take down functions).

Describe how merging HR functions could improve operations.

Eliminate confusion resulting from duplication of services (position advertising, newsletters, compliance, others)

Elimination morale problems stemming from pay and benefit differences, longevity pay, work hours for same general classifications, etc

Taking advantage of best practices (employee development in City, compensation program of City)

Taking advantage of the opportunity to eliminate low performing or low value/add programs and services. Improved public confidence (elimination of differences, oneness which is different from other regional communities).

Describe how merging HR functions could hinder operations.

Ordinarily in mergers, turf issues complicate transitions. Both HR managers, however, do not anticipate any problems here and stated they work cooperatively now and would continue to do so.

### Administrative/General Government Citizen Subcommittee Assessment Criteria and Factors (Continued)

#### **Operations**

Describe operational issues (i.e., legal, financial, community, or implementation) that should be addressed before submitting a merger proposal to the voters.

- Market rate salary adjustment for the County County has plans to provide a market rate salary adjustment for employees in Oct '99.
- Equalization pay issue of County County has established a plan to provide fairness to pay scales (this resulted from recent effort to raise starting salaries which resulted in smaller differential in pay over time for long term employees). This was to be funded in Feb '00.
- Total of 1 & 2 is approximately \$1.3 million. (3)
- City has eliminated "longevity" (granted after 5 years of employment) pay as of July 1998. Employees hired prior to '98 are grandfathered, so payout will continue for employees hired in 1995, 1996, 1997, and 1998. This will cost an additional \$1.7 million in 1999/00 budget (includes FICA, medicare, retirement, 401(k) costs) and could be expected to add similar amount each year through 2003/04 budget year. (4)
- Pay and benefits moving to the higher of the two entities (appears City compensation higher, benefits near equal) (City subsidized cast of health insurance benefit at higher level than county. An effort should be made to establish "point" system to determine current and future total compensation and benefit packages. This should help eliminate moving to the highest compensation and highest benefit.
- Employees should be well educated on the reason for merger, the value merger holds for the community, and options for them.
- Value to the taxpayer must be demonstrated. The goal is to improve the value of government and government services. There are success stories in the US which should be understood and certain aspects brought into the discussion here. Durham has a reputation as a high service and high cost community. Shouldn't we make an effort to be a high value community? i.e. high service for moderate or low cost? This can be done from a headcount perspective by handling position reductions through attrition. Both HR managers indicated the success of merger will be contingent on employee support. A policy of no reduction in force initially, with any future reduction handled through attrition is the proper direction to take.
- The HR managers have identified approximately 140 positions (5) that overlap (both entities doing essentially the same kind of work). This does not represent, in any way, the total number of positions that may be captured due to eliminating double work.
- There is a major difference in employment status. County employees have "property rights" to employment, city employees are "hired/fired at will" although they are afforded due process. It is felt merger will cause a major policy shift for city employees due to this.

#### Describe how capital assets of the merged functional areas will be used.

In the case of Human Resources, capital assets are limited to computer equipment, desks, chairs, and file cabinets. It is expected that merger of the HR departments will result in no workforce reduction initially, perhaps a small reduction in force over time, so there <u>may</u> be the possibility of the elimination of some small amount of capital assets.

#### Describe how merging HR functions could hinder operations.

Ordinarily in mergers, turf issues complicate transitions. Both HR managers, however, do not anticipate any problems here and stated they work cooperatively now and would continue to do so. The experience of participating in the consolidation of Planning, Tax, and Inspections departments has helped here. Employee fear of job loss, job change, possible compensation or benefit reduction, or demotion may create a morale situation that could undermine the transition. This must be managed carefully.

Regional Competitiveness (If applicable)

What impact would merging City/County <u>HR</u> Departments have on the local business climate? Merging HR functions would have little direct impact on the business climate. Indirectly, a merged HR function left with a "best practices" culture would improve the operations of the entity. Improved recruitment and hiring, employee training and development, policy development, etc. should result in improved delivery of services throughout the organization. As a consequence, a reputation of high quality government services will not be lost on the broad community and would have a positive benefit on the business climate.

#### Transition Challenges

Describe receptiveness of City/County HR personnel to move forward with the merger.

Both HR managers indicated if merger were approved, each would work to manage the transition just as they have with other departmental mergers (inspections, planning, tax for example).

It is assumed that the city employees might view a full flex benefits program as a plus, as county employees might view the City's compensation system (process and amounts) as a plus. On the other hand, fear of job loss, job change, demotion, or negative pay/benefits arrangement would likely be viewed as negative.

We recommend any position eliminated through this process be managed through normal attrition. (attrition rates 12.7% for County (6) and 7% for City (7) (although city HR dept has only lost 2 positions in 2 ½ years). These rates should more than adequately manage any position losses.

Also worth noting is the difficulty associated with operating potentially three systems through the transition (County's, City's, New). This includes, but is not limited to HR, Finance, MIS, etc.

How will City/County employees and departments that use <u>HR</u> be positively impacted by a merger? The merged organization should provide a higher level of service (eliminating duplications, eliminating inconsistencies, employing best practices, eliminating low value programs/services).

The HR department should be responsible for any employee opinion survey work done, and as a consequence, should have a vital role in determining how well the new organization does or does not work. The HR managers indicated they would not be opposed to an employee opinion survey, however they felt another entity may be better suited to conduct the survey and to compile and analyze the results:

#### **Evaluation**

Considering all the factors and information you have reviewed, is consolidation desirable for your task force? (Explain)

Yes. From an HR standpoint, both City and County HR Departments have many of the same responsibilities, so merging many of these functions should be relatively easy. There are a few examples of very different programs or services (Career Development Center for City; compensation program of City, employment difference between "property rights" of county and "hire/fire at will" of city) that will require a more in depth analysis and understanding to successfully consolidate. In the longer run, eliminating duplicated services, eliminating inconsistencies, eliminating low value programs/services, and taking full advantage of "best practices" will result in a better, more effective and efficient HR department.

### Major recommendations:

Pay and benefits movement should initially result in no employee receiving less in total pay and benefits. It is strongly felt we should move toward an "equal pay for equal work" approach. Additionally, and without having gone into detail, it appears the City has a better compensation system (pay and process) and the County a more desireable flex benefits package (although the cost of benefits is thought to be essentially the same). A more detailed analysis should be conducted of the current state compensation and benefits of both. If necessary, an effort should be made to establish "point" system to determine current and future total compensation and benefit packages. This should help eliminate moving to the highest compensation and highest benefits, resulting in all receiving more than they are currently receiving in pay and benefits.

Any position eliminated through the merger process should be managed through normal attrition (attrition rates are 12.7% for County (6) and 7% for City (7) (although city HR dept has only lost 2 positions in 2 ½ years).). These rates should more than adequately manage any position losses.

The issues of market rate pay and equalization pay (County) and longevity pay (City) must be resolved as well as the difference in compensation administration (banding (city) vs multiple classifications (county)). Also, "property rights" emploment vs "hired/fired at will" must be resolved.

A Citizens' Oversight Committee should be considered to help provide advise and guidance only through the transition. Authority over management should rest with elected board.

Does consolidation offer sufficient potential net benefit for your task force to justify a more detailed Phase II analysis? (Explain)

Yes. While we believe enough is known to justify merger (similarities, benefits, prior review of merger), a more detailed review is essential to understand better the overall cost implications and organization challenges of a merged system. This review will also provide the additional data necessary to help shape the vision for the merged system.

- (1) Durham City and Durham County Fiscal 99/00 Budget Document HR Department
- (2) Durham City and Durham County Fiscal 99/00 Budget Document HR Department and discussion with HR managers to reflect adjustments to budget since approval
- (3) Estimate of \$1.3M provided by HR Manager of the County during interview
- (4) Estimate of \$1.7M provided by HR Manager of the City during interview
- (5) Estimate of number of positions provided by both managers during interview
- (6) Durham County Workforce Overview '99
- (7) Provided by HR Manager of the City

Submitted by: Alicia Morris, Tom Hurysz (since resigned), Scott Gardner, Thelma White

Revised November 8, 1999

### Administrative/General Government Citizen Subcommittee Assessment Criteria and Factors

Department/Program: City and County Managers' Offices

City of Durnam	Durham County
Description of Key: City and County Managers' Offices	Description of Key: City and County Managers' Offices
<ul> <li>The city operates what some would call the hard functions of government which include most infrastructure operations like roads, inspections, public works, and solid waste collection.</li> </ul>	<ul> <li>The county operates what some would call soft functions of government which include most human services like mental health, youth, social services, public health, and library.</li> </ul>

- There will be no change to the above functions or services to the citizens due to a merger.
- The personnel employed in the immediate offices of the respective managers appears to be in line with a well managed private company

### **Unique Aspects of Operations**

- The internal operations of government like information technology, internal audit, human resources, assistance to the elected bodies, finance, purchasing, and human resources would be subject to merger integration.
- From the standpoint of the management of government, the most important issues seem to be that:
  - Merger of people and functions be well planned;
  - Policies regarding hiring and firing of personnel be reviewed, and clear personnel policy on these
    points be established by the new political body (see HR report);
  - The functions of what is now county government that are supervised by appointed boards need to be reviewed for possible NC state legislation changes to combine or eliminate the boards to achieve smooth government operations. It should be noted that both Mecklenburg and Wake counties have merged boards, and as an example. Wake has merged all of their human services into one board. But, we would recommend that in the beginning of the merger that no boards be changed from the present situation;
  - Grants are managed differently in the city and county with a different philosophy, and one of the two should prevail. Department managers should be specialists in their professional area, therefore apply for grants, or a "grants" function should be used:
  - Public safety needs to be carefully examined to be certain that the public is secure with any changes made.

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FY 99 Costs (City)- \$ 978,000	FY 99 Costs (County)- \$ 756,000
FY 99 Full-time Equivalent Employees - 9	FY 99 Full-time Equivalent Employees - 8

### Administrative/General Government Citizen Subcommittee Assessment Criteria and Factors (Continued)

Department/Program: City and County Managers' Offices (Continued)

### Service Delivery

Describe duplication and overlap of service delivery.

- In looking over the immediate functions of the CEO offices, there is as would be expected a similarity even though the titles are different.
  - There is a function of direct assistance to the elected body. This would be continued and combined.
  - The manager has staff to accomplish normal support plus special high level assistants to undertake special projects, eg. Internal consultant, internal auditors.
  - Since there are several very important departments serving the people, it is necessary to have assistant managers to supervise the department managers.
  - At the present time, both operate as CEOs and are, in fact, managers. If the new government structure were to include a "strong" elected official, it would reduce the managers' position to that of administrators. It should be noted that in previous Durham votes on merger there was a preference for a manager/council form of government.
  - In combing the government agencies and departments care must be taken to observe the intent of NC statutes regarding the fact that the county government, as it now stands, is an extension of the state government. It is recognized that these statutes can be changed by legislation introduced by the local representatives of the city and county residents.

#### **Operations**

Describe operational issues (i.e., legal, financial, community, or implementation) that should be addressed before submitting a merger proposal to the voters.

Describe how capital assets of the merged functional areas will be used.

Describe how merging City and County Managers' Offices functions could hinder operations.

### Administrative/General Government Citizen Subcommittee Assessment Criteria and Factors (Continued)

Department/Program: City and County Managers' Offices (Continued)

### Regional Competitiveness (If applicable)

What impact would merging City and County Managers' Offices have on the local business climate?

### Transition Challenges

Describe receptiveness of City and County Managers' Offices personnel to move forward with the merger.

How will City/County employees and departments that use City and County Managers' Offices be positively impacted by a merger?

#### Evaluation

Considering all the factors and information you have reviewed, is consolidation desirable for your task force? (Explain)

- Yès
- Most of the departments and functions operated by the city and the county are different and already separate, and would continue to operate as they are under any government merger, but under one manager.

Does consolidation offer sufficient potential net benefit for your task force to justify a more detailed Phase II analysis? (Explain)

What issues would you recommend be explored in Phase II?

### Meeting Details

- Attending for the merger committee: Anita Hammond, Annette Montgomery, and Jack Steer
- City Manager, Lamont Euwell
- County Manager, David Thompson
- Held at the city manager's office at 15:30, October 1, 1999

Revised November 8, 1999

### Administrative/General Government Citizen Subcommittee Assessment Criteria and Factors

Department/Program: Information Technology

City of Durham	Durham County
Description of Key: Information Technology  •	Description of Key: Information Technology
•	•
<ul> <li>Unique Aspects of Operations</li> <li>GIS, a new system constructed jointly by the City and County to service all agencies in both governments is basically a merged system.</li> <li>It is operated by the city IT department, and both the city and county share the costs about evenly.</li> <li>IT Policy in both departments is that of a service function providing quality service to its clients who are the agencies and departments of the city and/or county.</li> <li>Hardware differs in each department.</li> <li>The city uses UNYSIS Clearpath mainframe systems with 28 servers and connected to 900 desktop units.</li> </ul>	<ul> <li>Unique Aspects of Operations</li> <li>The county uses a network based IBM ES 9000 system for Human Resources. Finance. Payroll. Purchasing, and other applications. The Library system is on a separate hardware system, a RISC 6000. The Social Services and tax departments use IBM AS 400 systems combined with NY Servers. Mr. Dixon states that any application can be accessed from any desktop. (Presumably with access coding).</li> <li>While hardware differs, both systems can communicate with the other.</li> <li>Intra- and inter- departmental communications are operated by e-mail in both departments.</li> </ul>
Strengths  • • • • • •	Strengths  • • • • • •
Weaknesses  • • • •	• Weaknesses • •
FY 99 Costs - \$ 3,596,00	FY 99 Costs - \$3,191,000
FY 99 Full-time Equivalent Employees - 40	FY 99 Full-time Equivalent Employees - 36

<sup>\*</sup>NOTE: Information was gathered prior to implementation of Merger Analysis Template

### Administrative/General Government Citizen Subcommittee Assessment Criteria and Factors (Continued)

### Service Delivery

Describe duplication and overlap of service delivery.

- It would be a major cost to simply require one system to be dropped in favor of the other.
- On the other hand, it was agreed that:
  - most of the applications are quite separate, and being run only by either the county (libraries and social services),
  - or the city (public utilities and inspections),
  - or they are already merged functions (planning and taxation).

### Operations

Describe operational issues (i.e., legal, financial, community, or implementation) that should be addressed before submitting a merger proposal to the voters.

- Administration departments are operated in each government. These include: purchasing, human resources, finance, payroll, and a few other lesser functions.
  - merging these functions would mean operating one or the other systems for servicing the merged functions. We do not recommend merging the systems, but rather installing new systems over time.
  - the least costly method discussed is to simply state that one of the two current systems will be used for
    each of these department which will then require data input modification for one of the groups
    merging not likely to be a major problem.
- The city does all application programming in-house; whereas the county takes a least cost approach
  resulting in some in-house and some contracted application programming.
- For some systems, Purchasing contracts was an example used, different political policies are in place. We
  assume that over time with a new merged political body, there would also be one set of policies governing
  purchasing contracts. This may or may not require revision of computer programs.
- The charts of accounts are different, and again policies will need to be made standard regarding what
  constitutes fixed assets for example. Once the merged political body decides on the policies, the
  accountants will need to review charts of account to merge them most cost effectively.

Describe how capital assets of the merged functional areas will be used.		
i '		
Describe how merging	functions could hinder operations.	

# Administrative/General Government Citizen Subcommittee Assessment Criteria and Factors (Continued)

Regional Competitiveness (If applicable)	
What impact would merging City/Countybusiness climate?	Departments have on the local
Transition Challenges	
Describe receptiveness of City/County merger.	personnel to move forward with the
How will City/County employees and departments positively impacted by a merger?	that usebe
Evaluation	
Considering all the factors and information you have r force? (Explain)  • Yes • It is possible to merge the IT functions with good plann • To do so will require standard policies.	•
To make the merged function as efficient and effi development plan covering several years, maybe as ma	fective as possible will require a sound systems ny as eight.
<ul> <li>It was concluded that there were no apparent diff departments, only technical differences in education ar cross training.</li> </ul>	ficulties among staff personnel between the two and experience. This would most likely require some
<ul> <li>In developing an E-Commerce approach to their clier one stop shopping approach to outside clients will functions to be described, and a strong implementation</li> </ul>	nts which both departments are developing, and the require the policies to be combined, the business plan to be followed.
• There are no long-term vendor commitments for hardwhy by the county, but the city does it in-house.	
Does consolidation offer sufficient potential net benef Phase II analysis? (Explain)	it for your task force to justify a more detailed
What issues would you recommend be explored in Phas	е П2

### Administrative/General Government Citizen Subcommittee Assessment Criteria and Factors (Continued)

### Meeting Details

- Meeting held in the County IT Manager's office on Thursday, September 23, 1999 at 1:00 p.m..
- Those present for the County, Perry Dixon, IT Manager.
- Those present for the City; Patterson, Assistant City Manager, Jim Brown, MIS Manager, and Michiyo Wagner, GIS Director. There is no IT Manager as of this date, but one has been hired to start September 27.
- Report Submitted By: Jack Steer

Revised November 8, 1999.

# Durham City/County Merger Revised No Administrative/General Management Subcommittee on Merger

### Department/Program: Economic Development

City of Durham	Durham County
Description of Key: Economic Development	Description of Key: Economic Development
•	2 2203. Economic Development
•	
•	
•	•
Unique Aspects of Operations	Unique Aspects of Operations
•	•
•	•
•	•
•	•
Strengths	Strengths
•	
•	
•	•
•	•
	•
Weaknesses	Weaknesses
•	
•	
•	•
•	•
	•
	•
FY 99 Costs - \$ 3,405,000	FY 99 Costs - \$ 428,000
FY 99 Full-time Equivalent Employees - 9	FY 99 Full-time Equivalent Employees - 2

<sup>\*</sup>NOTE: Information was gathered prior to implementation of Merger Analysis Template

### Durham City/County Merger Administrative/General Management Subcommittee on Merger

### Department/Program: Economic Development (Continued)

### Service Delivery

Describe duplication and overlap of service delivery.

• The primary mission of both the City and County Economic Development Departments is the enhancements of prosperity through assistance to the private sector in their goals to initiate new, or expand existing businesses, employing local citizens to fulfill the expansion. In having a look at the missions of both departments we noted many similarities, but also some phraseology that seems to ask of the existing departments accomplishments that are difficult to reach. We recommend that the mission of a merged department be made more direct in terms of what it can be expected to accomplish.

Describe how merging Economic Development functions could improve operations.

- The basic economic development activities of both departments will be able to be merged with little or no difficulty. There are funds that are received as revenue that are tied to specific results oriented functions, and we assume that these functions need to remain identified as separate operations to receive funds even though they would all report to one manager.
- The job training function of the city department can be easily absorbed into the merged department, and
  enhanced by guiding the training towards specific industrial and commercial requirements actually
  requested. This approach can be extended to inclusion of Durham Technical College training to make a
  seamless, practical approach to employing the maximum number of local citizens in actual new job
  openings.

Describe how merging Economic Development could hinder operations.

#### **Operations**

Describe operational issues (i.e., legal, financial, community, or implementation) that should be identified before submitting a merger proposal to the voters.

Describe how capital assets of the merged functional areas will be used.

Describe how merging Economic Development functions could hinder operations.

### Durham City/County Merger Administrative/General Management Subcommittee on Merger

Department/Program: Economic Development (Continued)

### Regional Competitiveness (If applicable)

What impact would merging City/County Economic Development Departments have on the local

### Transition Challenges

Describe receptiveness of City/County Economic Development personnel to move forward with the merger.

How will City/County employees and departments that use Economic Development be positively impacted by a merger?

#### Evaluation

Considering all the factors and information you have reviewed, is consolidation desirable for your task force? (Explain)

- Remove the "Real Estate Management" function from economic development, and placing it in a more appropriate function such as "Asset Management".
- Review the entire job training effort of both the city and the county for smooth inclusion in the new Economic Development Department. This would include:
  - Current industry development requests directed to Durham Technical College;
  - Job training programs operated by the City Employment and Training Divisions;
  - Work First training run by the County Social Services Department; and
  - A link to the Communities in Schools program operated by the Durham Public Schools.
- Charge the merged department with the following key responsibilities:
  - Continue the sound, effective, efficient, and community unifying contract with the Greater Durham Chamber of Commerce to conduct the basic industrial recruitment, development, and negotiation for the new Economic Development Department.
  - Keeping abreast of and writing proposals for all federal and state funds that contribute to the mission and goals of the merged department.
- Create a liaison and advisory function to influence and cooperate with the Planning Department regarding Small Area Development Plans and the zoning within them.

Does consolidation offer sufficient potential net benefit for your task force to justify a more detailed Phase II analysis? (Explain)

• In conducting the actual merger function, careful attention will need to be paid to the mission, goals and specifically, the results expected for the funds and persons expended.

#### Meeting Details

- Two meetings were held to acquire the necessary information on Economic Development (one with Chamber of Commerce and the second with Ted Abernathy from the City and David F. Thompson from the County)
- Those present for the Chamber of Commerce: Tom White & Patrick Byker
- Those present for the City: Ted Abernathy, Assistant City Manager, Economic Development
- Those present for the County: David F. Thompson, County Manager
- Report Submitted By: Jack Steer with assistance from Earl Powell, Annette Montgomery, and Haywood Davis

Revised November 8, 1999

### **Durham City/County Merger**

### Administrative/General Government Citizen Subcommittee Assessment Criteria and Factors

Department/Program: Internal Audit

City of Durham	Durham County
Description of Key Internal Audit Services	Description of Key Internal Audit Services
Financial Audits	Financial Audits
Performance Audits	Performance Audits
Compliance Audits	Compliance Audits
Contract Compliance	Contract Compliance
Technical Assistance	Technical Assistance
Combinations of the above	Combinations of the above
Unique Aspects of Operations  • Serves as "watchdog" of public finances and operations which can be instrumental in increasing the public trust.	Unique Aspects of Operations  • Serves as "watchdog" of public finances and operations which can be instrumental in increasing the public trust.
Strengths	Strengths
• See Above.	• See Above.
Weaknesses  • Need for personnel to be certified information specialists.	Weaknesses  • Need for personnel to be certified information specialists.
FY 99 Costs - \$245,762	FY 99 Costs - \$133,155
FY 99 Full-time Equivalent Employees - 4	FY 99 Full-time Equivalent Employees - 2

#### Service Delivery

Describe duplication and overlap of service delivery.

As noted above, the City & County Internal Audit Departments virtually mirror each other.

Describe how merging Internal Audit functions could improve operations.

Merger will eliminate any duplication of services, clarify administration and functions. It will also allow cross-fertilization of ideas.

Describe how merging Internal Audit functions could hinder operations.

It does not appear that merger, beyond the time involved getting a merged department up & running, will hinder operations.

#### **Operations**

Describe operational issues (i.e., legal, financial, community, or implementation) that should be addressed before submitting a merger proposal to the voters.

A detailed game plan for the implementation of merger, including a realistic expectation of the time necessary to physically merge and then have the department up and running, must be in place.

Describe how capital assets of the merged functional areas will be used.

The capital assets are primarily office equipment. If any duplicate equipment is unnecessary, it can be utilized in other departments.

Describe how merging Internal Audit functions could hinder operations.

Policies & procedures must be reviewed and contradictory areas, if any must be eliminated. A failure to do so could create confusion. Other than this issue, it does not appear that merger beyond the time involved getting a consolidated department up & running, will hinder operations.

#### Regional Competitiveness (If applicable)

What impact would merging City/County Internal Audit Departments have on the local business climate?

Provide greater public trust/confidence.

#### Transition Challenges

Describe receptiveness of City/County Internal Audit personnel to move forward with the merger.

Personnel are receptive.

How will City/County employees and departments that use Internal Audit be positively impacted by a merger?

Potential for cross fertilization of ideas is a plus. Utilizing the best practices of the two departments should result in a more effective merged department, particularly if technical needs are addressed simultaneously.

#### Evaluation

Considering all the factors and information you have reviewed, is consolidation desirable for your task force? (Explain)

Yes, for the reasons stated previously.

Does consolidation offer sufficient potential net benefit for your task force to justify a more detailed Phase II analysis? (Explain)

Yes. Our preliminary study of the possible consolidation of the Internal Audit Departments indicates that merger is desirable and can probably be accomplished with minimal disruption.

#### What issues would you recommend be explored in Phase II?

A cost benefit analysis should be conducted to determine the actual financial impact of a merger whose intent is to provide efficient, effective and equitable government. Staffing needs. Technological needs. Space needs. Merged Department organizational chart.

October 18, 1999

MEMO TO: Administrative/ General Government Citizen Subcommittee On Merger

MEMO FR: Susan Austin, Bob Jentsch- (Task Force On Internal Audit- City/ County &

Internal Consulting-City)

MEMO RE: Assignment: Interview Agency Directors & Gather Facts; Use FY 99 Budget

Internal Audit- City

Glenda A Foree, Director

4 Employees

Total \$-\$245,762

The mission of the Internal Audit Department is to provide reviews of all systems related to City government to ensure that the City government's mission is adhered to and that related actions are in compliance with applicable laws and regulations; and by initiating actions or making recommendations in the best interest of City government.

Internal Audit-County

Charlie E. Hobgood, Director

2 Employees

Total \$- \$133,155

The mission of Internal Audit is to determine that the various County departments, programs, activities and operations are:

- Carrying out activities and programs authorized or required by the Board of County Commissioners, the County Manager, State or federal regulations, or other authoritative sources;
- Conducting these programs and using resources in an economical and efficient manner;
- Conducting these programs as planned to yield results which are consistent with established goals and objectives;
- Identifying, measuring, classifying and reporting financial and operating events in an accurate and timely manner in accordance with effective internal controls and authoritative pronouncements;
- Safeguarding assets.

**Internal Consulting-City** 

Harmon E. Crutchfield, Internal Consultant

1 Employee

Total \$- \$108,564

The mission of Internal Consulting is to manage, oversee and coordinate reengineering efforts of the City, providing the necessary leadership to help evaluate, redesign and transform the City's systems to achieve effective and efficient service delivery.

The following information is from a combined interview with Ms. Force and Mr. Hobgood on September 23, 1999:

#### The work of both offices includes:

- Financial audits
- Performance Audits (similar to management studies)
- Compliance audits (with rules and regulations)
- Contract compliance
- Technical assistance/ internal consulting
- Combinations of the above '

#### Audits are triggered by:

- The City or County Manager
- Department or Division requests
- The internal auditors
- The City Council or County Commissioners

The following information is from an interview with Mr. Crutchfield on October 5, 1999:

#### The work of the Internal Consultant includes:

- Management studies
- Ad hoc tasks as assigned by the City Manager
- Team building to facilitate operational improvements

#### Observations:

- No apparent reason not to merge
- The City and County functions are largely identical
- Merger would stimulate a cross fertilization of ideas
- Internal Audit functions could merge- absent a City/ County merger
- An enhanced and publicized audit function could solidify governmental integrity and increase public trust
- Internal audits and studies can create an environment for change and encourage organizations to be proactive

Revised November 9, 1999

### Administrative/General Government Citizen Subcommittee Assessment Criteria and Factors

Department/Program: Fleet Management

City of Durham	Durham County
Description of Key fleet management	Description of Key vehicle and radio repair
Services	Services
All repair and maintenance on 1900 city owned	No existing repair department
vehicles except body work, parts and	• County owns a total of 369 vehicles. 217 of these
transmissions	belong to the Sheriff's Department and are not
<ul> <li>Service and repair to 3000 radios and 3 transmission</li> </ul>	addressed in this report. Therefore, we are
• towers. Many of these radios are the property	dealing with 152 vehicles
• of the county.	Each county department is responsible for contracting
Responsible for taxicab inspections but no repair or	out maintenance and repair service for its
maintenance on cabs	vehicles
inantenance on caos	General Services Department owns 25 radios plus 1
Things Aspects of Operations	base unit and this equipment is maintained by
Unique Aspects of Operations	independent vendors
• Employees work day or night shift in order to service	macponaciii voidors
and/or repair sanitation and other solid waste vehicles when such vehicles are not in use.	
	Trigue Aspects of Operations
• Employees: 37 vehicle staff	Unique Aspects of Operations
• 7 radio staff	• County operates a 400 mg. System and leases 1 tower
City operates an 800 mg system	•
	•
Strengths	•
• Department operates on a "fee for service" basis,	Strengths
billing proper department for its vehicle. Fleet	•
Management is not a budgetary item but	•
operates in the black, has a positive cash flow	•
and has built up a \$2,000,000 surplus	•
• Maintenance is consistent and vehicle repair time is	Weaknesses
shorter than if they were contracted out.	•
•	•
Weaknesses	•
•	•
•	· ·
	<u> </u>
<b>FY</b> 99 Costs - \$ 5,111,000 (Reported by DMG)	FY 99 Costs -
FY 99 Full-time Equivalent Employees -44	FY 99 Full-time Equivalent Employees – 0
Service Delivery	
Describe duplication and overlap of service delivery.	
None exists	•
Describe ham manying	
Describe how merging fu	unctions could improve operations.  lity. Consistency in operation and oversight would prolong
venicies could have repair and maintenance in one facil	iity. Consistency in operation and oversight would prolong
life of vehicles.	
Describe how mousing	mations and big in amount to a
Describe how mergingfu There would seem to be no obvious hindrance.	unctions could hinder operations.
There would seem to be no obvious mindrance.	

Describe operational issues (i.e., legal, financial, community, or implementation) that should be addressed before submitting a merger proposal to the voters.
hafara arbuitting a margar proposal to the votors
before submitting a merger proposal to the voters.
Citables in a second around mond to be addressed
Liability insurance issues would need to be addressed
Transfer of titles to vehicles may need to be effected.  Transfer of licenses of radios may need to be effected.
Transfer of ficenses of factos may ficed to be effected.
Describe how capital assets of the merged functional areas will be used.
The present facility would be able to handle the increased number of vehicles (if we are discounting the Sheriff's
autos) with the addition of a space on the side of the present building for tires. This addition is needed now, even
without merging systems. There is adequate ground space on the site for such an addition.
Usage of vehicles would presumably remain the same.
Describe how merging _fleet functions could hinder operations.
During transition times there would be a need to build a database to include any new vehicles added to the present
City fleet. A maintenance history would need to be established and entered into the system.
The state of the s
Regional Competitiveness (If applicable)  What impact would merging City/County  Departments have on the local
What impact would merging City/County Departments have on the local business climate?
business cumate:
The current use of private vendors by the County would cease. Several automobile repair shops would experience
the loss of revenue.
the 1935 of Teveride.
Transition Challenges
Describe receptiveness of City/County personnel to move forward with the
merger.
lor. The same This same This same is accomplished to the idea of manner for the language
City Fleet Maintenance Director is receptive to the idea of merger for the long run
An estimate of an additional 5 employees would be necessary
An estimate of an additional 5 employees would be necessary
An estimate of an additional 5 employees would be necessary
An estimate of an additional 5 employees would be necessary
An estimate of an additional 5 employees would be necessary  How will City/County employees and departments that usebe positively
An estimate of an additional 5 employees would be necessary
An estimate of an additional 5 employees would be necessary  How will City/County employees and departments that usebe positively impacted by a merger?
An estimate of an additional 5 employees would be necessary  How will City/County employees and departments that usebe positively

Evaluation

Considering all the factors and information you have reviewed, is consolidation desirable for your task force? (Explain)

Yes

Standardizing radio systems throughout Durham County would be a plus Consistent maintenance checks would prolong the life of vehicles Turn around time on repairs would be reduced resulting in increased operating efficiency

Does consolidation offer sufficient potential net benefit for your task force to justify a more detailed Phase II

Yes

Throughout discussion of Fleet Maintenance it should be noted that in the City the merging of this Department with Asset Management is moving forward. By the time this merger issue goes to a referendum, these Departments will have effectively combined and this report should be studied in conjunction with the consideration of Asset Management. It will then be a Division rather than a Department.

What issues would you recommend be explored in Phase II? Those cited in Evaluation section above. Investigation of liability insurance coverage.

Contact info: For the City - Kent Cash, Fleet Maintenance Department Head

For the County - Michael Turner, Director of General Services

Report Submitted by: Betsy Robb

### Administrative/General Government Citizen Subcommittee Assessment Criteria and Factors

Department/Program:

Equal Opportunity/Equity Assurance

City of Durham	Durham County
Description of Key Services	Services Services
<ul> <li>Implements MWBE contracting and Affirmatic</li> <li>Action program</li> </ul>	Maintains and promotes equal employment opportunity through DHS dept.
<ul> <li>Monitors each dept.'s employment patterns to non-discrimination in areas of recruitment, certif data bank maintenance, business development, p identification/coordination/monitoring and report</li> </ul>	ensure  • MWBE contracting assigned to Purchasing Dept.  roject
Unique Aspects of Operations	Unique Aspects of Operations
<ul> <li>Oversight by MWBE Advisory Comm.</li> </ul>	Oversight by County Manager
Has Delivery Initiative	No designated EO/EA dept.
Direct Contact with area businesses	Shared EO/EA responsibilities
<ul> <li>Uses narrow operational definition of Minority</li> </ul>	Uses broader operational definition of Minority
Strengths.	Strengths
Strong communication mechanism	Updated Disparity Study in progress
Community stakeholder involvement	Reciprocal certification of contractors
Diversity Initiative	
Reciprocal certification of contractors	
Specific measurable goals and objectives	
Weaknesses	Weaknesses
Updated disparity study needed	Implementation/monitoring plan not well-defined
Assess current situation	Overlapping areas of responsibility
	Disparity study to determine existing level of
<u></u>	
	FY 99 Full-time Equivalent Employees - 1
FY 99 Costs - 423,414 FY 99 Full-time Equivalent Employees - 6 Service Delivery	Disparity study to determine existing level of compliance needed  FY 99 Costs -Unable to determine due to overlap  FY 99 Full-time Equivalent Employees - 1

Service Delivery

Describe duplication and overlap of service delivery.

Budgeting: purchasing; contracting for services; monitoring of government ordinances/statutes; processing of compliance data; workforce documents/disparity study

NOTE: The following statement clarifies the terminology "philosophy of and commitment to Equal Opportunity/Equity Assurance which appears numerous times throughout this report:

The merged governing bodies should draw from the Mission Statements of the City and County EO/EA Departments and adopt a strong policy that clearly and unequivocally embodies a strong commitment to integrity, fairness, equality of opportunity and equity assurance in all matters of governmental and personnel policies

Contact Info: City - Cora Cole McFadden, Director of EO/EA

County - Sandra Phillips, Director of Purchasing

Jan Bryant Berry, Business Development Manager

\*Various City and County staff were interviewed, but prefer to remain anoymous.

Submitted by: Anita Hammond

# Durham City/County Merger Administrative/General Government Citizen Subcommittee Assessment Criteria and Factors continued.....

Describe how merging **EO/EA** functions could improve operations.

Much will depend on commitment to and philosophy of equity assurance adopted by new merged government and administration;

Could eliminate duplication of service delivery

Could result in an overall cost reduction

Could provide increased opportunities for diversity training for all employees

Could provide for increased community involvement

Could improve communication between all department heads/employees

Could eliminate burden of overlapping functions of present county staff

Could provide for improved delivery of services to both employees and contractors

Could provide one set of guidelines for all employees

Could provide window of opportunity for improvement of quality of life for all employees and business clients

Could ultimately result in improved racial/ethnic relations

### Describe how merging EO/EA functions could hinder operations.

If philosophy of and commitment to equity assurance adopted by the new govt is not designed to meet needs and expectations of entire workforce; Poor planning for transition;

Political divisiveness on issues of diversity and equity;

Fear of loss of jobs, business opportunities and opportunities for advancement by those who have historically experienced discrimination in these areas(see attachment #2) Fear that positions for minority workforce will follow pattern and levelof displacement and replacement experienced in connection with recent school merger

#### **Operations**

Describe operational issues (i.e., legal, financial, community or implementation) that should be addressed before submitting a merger proposal to voters

New Disparity Study needs to be conducted by city also to assess current status of equity issues and legal compliance or standing. Last study was completed in 1993

Philosophy of and commitment to equity assurance to be adopted by new govt. needs to be determined

Degree to which a strong EO/EA program can be designed to protect Durham County and City from costly discrimination lawsuits needs to be assessed(See attachments #1,#3)

Projected loss of positions, if any, must be openly and forthrightly addressed

Political climate and its potential impact on the climate of receptiveness for merging these functions must be assessed

### **DURHAM CITY/COUNTY MERGER**

### ADMINISTRATIVE/GENERAL GOVERNMENT CITIZEN SUBCOMMITTEE ASSESSMENT CRITERIA AND FACTORS continued...

Describe how capital assets of the merged functional areas will be used.

To help defray cost of disparity study, for increased diversity training for businesses and employees; for orientation to and dissemination of new guidelines to businesses, employees and general public; for preparation of compliance data; for additional proactive measures to avoid costly discrimination lawsuits

Regional Competitiveness (if applicable)
What impact would merging City/County <u>EO/EA</u> Departments have on the local business climate?

Depends on philosophy of equity adopted by new government

Unified procedures for entire county should lessen confusion and provide all businesses with same protocol and delivery guidelines

Diversity training could be made available to all businesses

(Local business leaders might be invited to provide some input on this matter)

### **TransitionChallenges**

Describe receptiveness of City/County  $\underline{EO/EA}$  personnel to move forward with the merger.

There seems to be the usual apprehension and uncertainty which naturally accompanys change

Much depends upon the philosophy of equity adopted by new government.

Many fear there will be job loss in their departments while others feel they will not be affected

Some worry that equity program will be weakened

## How will City/County employees and departments that use <u>EO/EA</u> be positively impacted by a merger?

Could increase morale among all employees depending upon philosophy embraced by new governmental. structure and administration

Could eliminate overlap in functions and duties of some department heads, particularly in the county govt.

Could increase opportunities for diversity training

Could provide stronger, more unified structure, coordination, monitoring and evaluation for all departments and lessen operational confusion

### **DURHAM CITY/COUNTY MERGER**

### ADMINISTRATIVE/GENERAL GOVERNMENT CITIZEN SUBCOMMITTEE ASSESSMENT CRITERIA AND FACTORS continued...

### Evaluation

Considering all the factors and information you have reviewed, is consolidation desirable for your task force? (Explain)

Consolidation is desirable for the area of EO/EA if there is assurance that the degree of commitment to equity and diversity in the workplace now provided all of Durham's citizens, (particularly those who have been historically discriminated against in the workplace and in opportunities for economic development ) will be maintained and improved as we move into the 21st century.

Since the county has little structure to its equity program and does not maintain a separate department for implementation, the degree of overlapping should be minimized.

Does Consolidaation offer sufficient potential net benefits for your task force to justify a more detailed Phase II analysis? (Explain)

Yes.

The following issues should be explored during phase  $\Pi$ :

Projected cost analysis

Final determination on which plilosophy toward equity will be adopted by new government

Determination of which operational definition of minority will be adopted, the county's or the city's.. Open dialogue among community stakeholders should be sought on this issue.

Clarity on the degree of downsizing of the workforce that is projected, how it will be done and who will be affected are key issues that must be decided forthrightly. Many look at the current level of diversity in the workforce of the merged school district, particularly at the administrative and managerial levels and are apprehensive, at best, regarding a potential government merger.

Fears, whatever the nature of them may be, need to be alleviated as early in the process as possible.

### ACTUAL PERFORMANCE VS PROPOSED PERFORMANCE IN AREAS OF CONTRACTING AND COST

### **COSTS**

### **COUNTY**

Difficult to ascertain costs of total EE/EA initiatives due to overlapping functions of individuals involved with implementation. Total dollar figure for MWBE Participation in formal bidding was \$449,570.83 out of a total bidding figure of \$4,201,596.50

### **CITY**

1999-2000 Appropriation \$423,414 (17.14% increase over 1998-99)

### MWBE CONTRACTING PERFORMANCE

**COUNTY** 

(1999-2000)

Goal

**Actual Performance** 

Total MWBE Participation

15%

10.70%

Total WBE Participation

10%

No breakout noted

(Combined with total MWBE participation)

Steady increase shown over last 3 years (1996-1998) 3%- 9.38%-10.70% Majority participation for 1998-99, approx. 80%

### CITY

(1999-2000)

**MBE** Participation

20%

15%

WBE Participation

10%

7%

MBE participation improved from 7% in 1996-97 to 15% in 1998-99, an increase of 9% over past 3 years.

Majority participation for 1998-99 was 82%

Graphs Enclosed in appendix to report

t sounds like

## A Consolidated Media Group Newspaper

SUNDAY, AUGUST 29, 1999

## THE TRIANGLE'S CHOICE FOR THE BLACK VOICE

neting to get access to state



hw to make their case. A federal lawsuit ch

are turning

questions SPORTS 1 23 **JOLUME 2 NO.** 

seeks unspecified morners awarded bulmuna

grams and Article I, Section 19 of the North Cambina Constitution, Act of 1964, which hars discrimi-nation in federally-assisted pre-

Frank Emory, a Charlotte attempt and member of the state's transportation board, soil

Fletcher Waden Jr. of See DOT on page 5A

DOT discriminates against minority contractors, suit says

Continued from page 1A

Sidem, owner of Waden Supply



Co., and the Carolina Associated Minority Contractors of Raleigh. "I have wait-

ed for this apportunity for many years, said Walden. "l have waited

for this opportunity for many wars. We will finally get our day in court and the justice we

"We believe that the practices and the policies established are unlawful, they are purposeful, it is moted in racism, said attor-ncy Jonathan Koffa of Zebulon. DOT receives \$400 million in federal funds for its \$2 billion annual hudget. Koffa said the federal money is supposed to be spent in accordance with rules established by federal civil rights

Waden said in a statement from Koffa that he had "waited

for this opportunity for many year. We will finally get our day in court and the justice we

The lawsuit contends that many white contractors will use only white subcontractors on highway jobs, a practice it said DOT knows about but down't stop. Minority contractors, who enrued 5 percent of state highway contracts in 1994, now receive 1.23 percent, according to Troy Watson, president of the N.C. Black Chamber of Commerce and a CAMC executive officer.

DOT inspectors also apply different standards to work performed by black contractors and subcontractors, the lawsuit sud.

Work performed by Caucasian contractors that does not meet contract and NCDOT specifications is allowed to pass inspection, but work performed by plaintiffs and other African American contractors which meet contract and NCDOT specifications is routinely failed." the lawsuit said.

White contractors, not named in the lawsuit, were accused of practices the complaint said

were known to and tolerated by DOT officials:

 Refusing a subcontract bid from a black firm even though it was lower than others.

 Telling black-owned firms not to bother making a bid.

 Forcing black firms to do work below their cost and conspiring with suppliers to delay delivery to force minority firms off a job.

 Issuing one check to several black subcontractors, but issuing individual checks to white subcontractors and refusing to pay black-owned firms promptly.

 Telling white subcontractors the amount of bids from black subcontractors.

Emory said he has pushed for policies that give historically underutilized businesses, or HUBs, the opportunity to compete for state business. If the state isn't in compliance, he said. changes should be made.

"I don't know what all the practices are" as it relates to DOT's contract process, Emory said. "Td be very interested in how this plays out. I want us to do this the right way so everybody has a

OCT 1 9 1999

### 113-2-99

## THE HERALD-SUN, DURHAM, NORTH CAROLINA

# idy: Race still playing big role in succei

pervasive in hiring practices

### By ROBIN ESTRIN Associated Press

role in the chances for success in America, from inequality in modern, metropolitan areas and sweeping theyear study of Boston, Atlanta, changes.

The Multi-City Study of Urban Inequality, influence at many levels, manifesting 4tself in cleased irriday, found that racial stereotypes and attitudes heavily influence the labor marcet, with blacks landing at the very bottom.

Harvard University Multidisciplinary Program rate center that researches social policy, and the The mammoth, seven-volume survey was sponsored by the Russell Sage Foundation, a priin Inequality and Social Policy, it looked at 9,000 households, and 3,500 employers in the four

The 50 researchers found race is deeply unit entrenched in the country's cultural landscape cittes

realize or are willing to admit.

It found that they had a signification with this study tells you not only that some working fewer hours than their white countries it think this study tells you not only that some working fewer hours than they had a signification of the countries of the countri The five-year project in four major—— perhaps even more than many Americans—doing better in the strong economy of the U.S. cities finds stereotypes remain "I think this study tells you not only that some working fewer hours than their white con Finarder time landing a job.

nes face in the job market," said Katherine Newman, an urban studies professor at Harvard's Kennedy School of Government, 'Minorities are working, but they're diverging in their In Detroit, for example, it took unskilled the unemployed whites an average of 91 hours to "Clearly there is a heavy burden that minor generate a job offer. It took blacks 167 hours: more detail where inequality is being generated." said Alice O'Connor, a historian at the Unix

initiated in the early 1990s, the project

infroduction to the report.

versity of California at Berkeley who wrote th

Both the household surveys, conducted by telephone between 1992, and 1994, and the employer interviews identified pervasive good fortune from whites."

> everything from highly segregated housing to labor markets that prefer hiring some racial

Blacks, many of those surveyed said, are more likely to be on welfare, more likely to commi crimes and harder to get along with than othe groups over others. Stereotyping is often at play, stereotypes, particularly regarding blacks.

Blacks, many of those surveyed said, are more want to live and whom they will hire. O'Comor likely to be on welfare, more likely to common they will hire.

indicated blacks rank lov orce: w In the work I are losing jobs t while the study found that minorities are ence chaits. Blacks "continually end up at the bottom in groups terms of preferences for neighbors as well as ... In the w

when employers talk about hiring preferences."

ttachment #2

### attachment #3



PHOTO/NORVELL BROWN

\_cause of death among blacks 25-44 years old. The event was sponsored by the Durham County Health Dept. and Community Partners.

DET 1 9 1999

### Dealers driven to bias?

Former employees file suit against Jordan Nissan, Lincoln

By Angela Burtus
THE TRIANGLE TRIBUNE

DURHAM - Four former black employees of Michael Jordan's RPM Nissan and Lincoln-Mercury hope a lawsuit against the dealerships will unravel the racial prejudices they have witnessed for the last six years.

"We're not out to destroy anybody," former RPM Lincoln-Mercury sales consultant Otto Meeks Jr. said. "We just want the truth and the facts to prevail."

Meeks, along with former sales consultants Harrison Hunter and Milton Jenkins, filed a complaint against Lincoln-Mercury in August alleging the dealership discriminated against black employees and staff. According to the lawsuit, the dealership did not employ any blacks in management positions despite having a majority-black sales force. However, Lincoln-Mercury assured the three there is an opportunity for advancement.

"We were promised more opportunities," Meeks said. "However, that would never come true. Between 1996 and '98, I saw several promotions being handed out."

The suit stated that between 1994 and July 1998, Lincoln-Mercury promoted five white sales consultants while none were offered to black sales representatives.

"It is very demoralizing when you out-sold your counterparts and watch one of them get promoted in front of you," Hunter said.

The suit added that the three frequently discussed with the general manager and president See BLACK on page 2A

CHILIYSUH

tutional rights. People complain the opportunity

lot but when the opportunity omes to cast their votes, no one nows. I would love a better votमह इसाप.

Stith, whose slo before politics," we bringing the come to develop safe ?

### Tlack employees sue Durham dealership

Continued from page 1A

their desire to be promoted as pecific positions arose" as well s the dealership giving them no xplanation when they did not romote them or other black conultants.

"Everybody deserves an equal hance," Jenkins said. "But they management) had a way of wisting the truth to fit in their ationale."

Former sales representative Anthony Burgess said he would ile a similar suit against Nissan.

"I turned down four or five other dealerships because I wanted to get there—because of Michael Jordan being the attraction," Burgess said.

Although the four would not elaborate on examples, each of the naid they witnessed disnation against the dealer-ships' black customers.

The suits allege agents and employees quoted higher prices on automobiles, accessories and interest rates unlike those quoted by banks to black customers. It also alleges that white representatives used racially derogatory comments as "That's a hoag" and "I know that's a black dude's car (when referring to cars in need of repairs)."

In addition, management and employees allegedly funneled calls to white sales consultants while withholding them from black employees. The practice was confronted in a sales meeting when a black sales representative complained. The suit stated the management's response was "Why don't you quit? This is not a democracy, it's a dictatorship."

This is an industry-wide prob-

lem, but I think it is time for it to be addressed," Burgess said. "Too often people take a backroad because of what could occur in their lives because of taking a stand. But you've got to stand and read between the lines. It's the right thing to do.

"You've got a dealership in a minority setting, but it was never represented properly the entire time I was there. It should have been with it being a minority-owned business with Michael Jordan's name."

Although the plaintiffs seek back pay as well as prejudgment interest and damages for all employment benefits they were deprived of, they also want to expose prejudices that still exist.

"We want the outcome to be one that will tell the truth," Jenkins said. "And alert the public of what's going on. But the big question is 'why?"

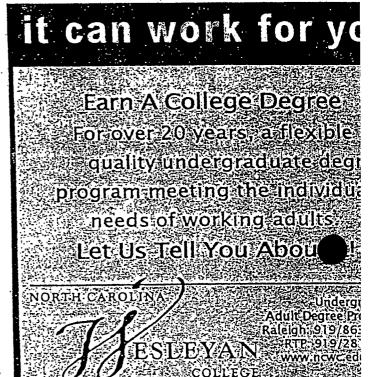
Representatives from both dealerships were unable for comment, but they've denied the allegations.

"The last thing we would want is to discriminate against black

sales consultants, black managers or black customers, in any way, shape or form," said Dave Butler, an RPM sales manager. "Tve never seen anything like that here. If anything, it's been

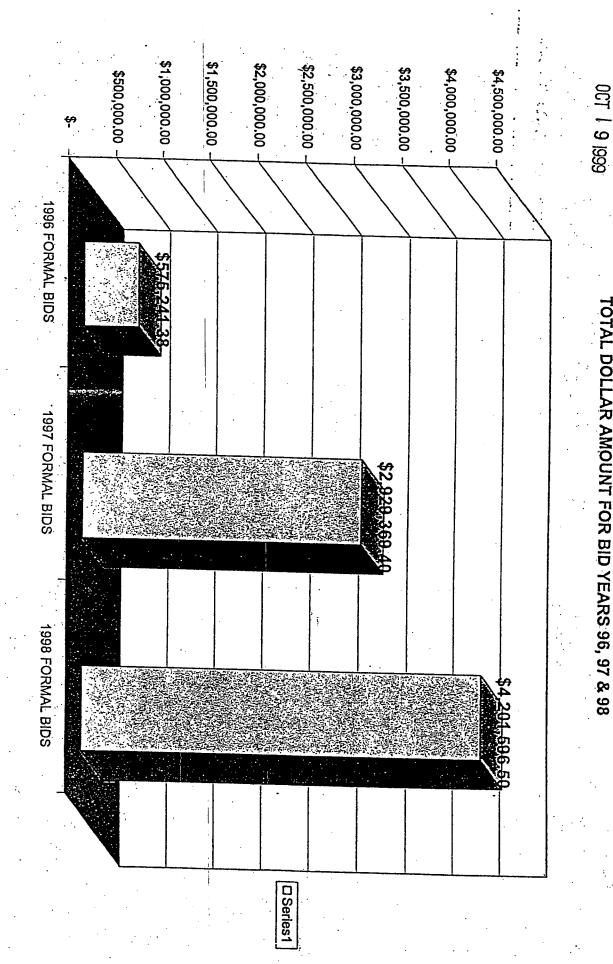
the opposite."

RPM Nissan general Ray Vrscak added the a were not true and t' employees do not have





7 1996, 1997 & 1998	\$449,570.83			85					1 1998 \$ PARTICIPATION
TOTAL DOLLAR MWBE PARTICIPATION FOR FY 1996, 1997 & 1998				\$274,774.85				:57.24	TION 1997 \$ PARTICIPATION
	\$500,000.00	\$400,000.00	\$350,000,00	\$300,000.00	. \$250,000.00	\$150,000.00	\$100,000.00	\$50,000.00	\$0.00 1996 \$ PARTICIPATIO



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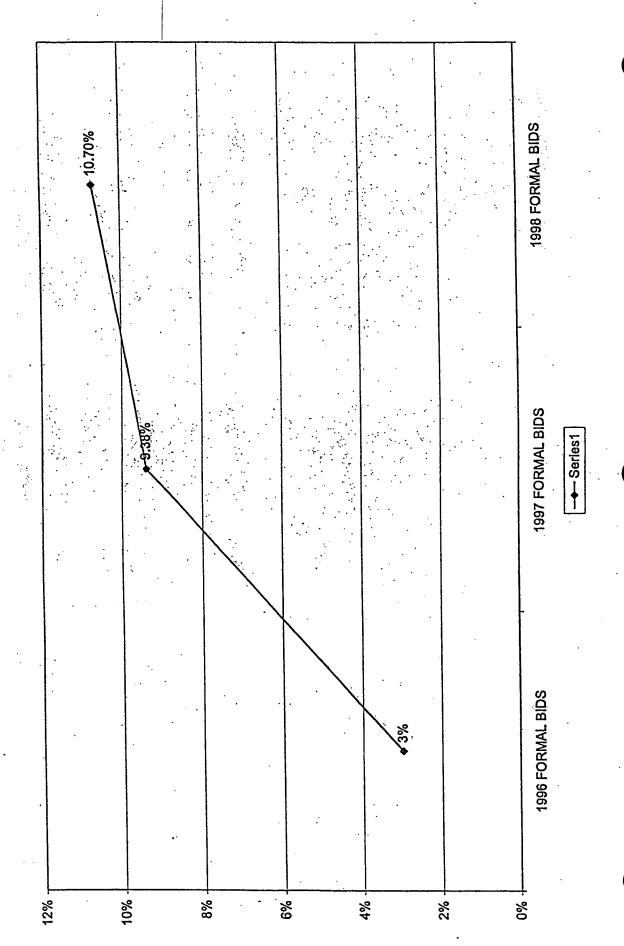
## MWBE Contracting Activity (Fiscal years 1996-1997 to the Present)

	50,000,000.00	45,000,000.00	40,000,000.00	35,000,000.00	30,000,000,000,000,000,000,000,000,000,	는데 이미 25,000,000.00 10 대한 10	은 20,000,000.00	15,000,000.00	10,000,000.00	5,000,000.00	0.00
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resent)			%398						MBE		1998-1999
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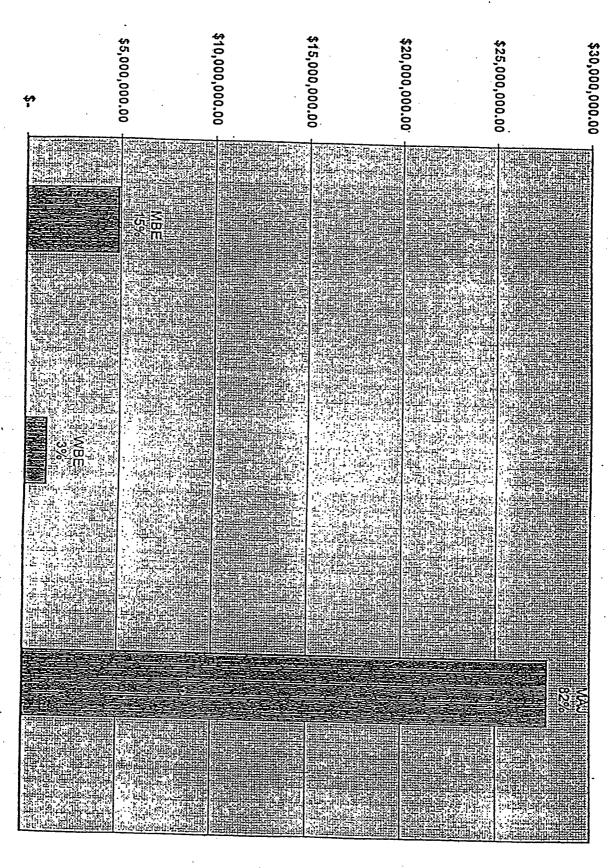
Three multi million dollar contracts totaling \$22.3 million were let by the City in FY 96-97



MWBE Partiicipation in Formal Bids



## M/WBE Total Contracting Activity (FY 1998-1999)



Total dollars spent: \$33,789,937.00
MAJ: 27,814,850.00
MBE: 4,874,705.00
WBE: 1,100,382.00

>	427	1.	-

Cor uction (FY 1998-1999)

\$1,000,000.00	\$2,000,000.00	\$3,000,000.00	\$4,000,000.00	\$5,000,000.00	\$6,000,000.00	\$7,000,000.00	\$8,000,000.00	\$9,000,000.00
			Control of the Contro				82% 3 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1	TANGET AND THE PROPERTY OF THE

Total dollars spent: \$10,836,232.00 MAJ: 8,854,445.00 MBE: 1,404,199.00 WBE: 577,588.00

### Professional Services (FY 1998-1999)

\$0.00	\$1,000,000,00	\$2,000,000.00	\$3,000,000.00	\$4,000,000.00	\$5,000,000.00	\$6,000,000.00	\$7,000,000.00	\$8,000,000.00	\$9,000,000.00
				THE MARKET					
	WBE 4%								
Whether the area of the area o									
									Me
111 421 A					EELE NO EN CO				

Total dollars spent: \$11,863,009.00 MAJ: 8,073,447.00 MBE: 3,302,086.00 WBE: 487,476.00

(FY 1998-19	Proc
-1999)	nent

•	\$2,000,000.00	\$4,000,000.00	\$6,000,000.00	\$8,000,000.00	\$10,000,000.00	
MBE 15%						
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WBE						
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2000年10日 10日 10日 10日 10日 10日 10日 10日 10日 10日						
New Asia						

Total dollars spent: \$11,090,696.00 MAJ; 10,886,958.00 MBE: 169,420.00 WBE: 35,318.00

### Administrative/General Governmment Citizen Merger Subcommittee Equal Opportunity/Equity Assurance Sub Committee Report Submitted by Anita W. Hammond September 21, 1999

Objective of Report: To briefly analyze and compare the Durham County and City Equal Opportunity Programs

### Mission Statements:

### County:

It is the policy of Durham County to adhere strictly to the merit principle in all personnel transactions; to foster, maintain, and promote equal employment opportunity; and to administer all services provided without regard to race, color, religion, sex, national origin, handicap, age, or any other non-merit factor except where religion or sex are bona fide occupational qualifications for employment and are required by business necessity. The county is committed to this program and is aware that with its implementation it will receive positive benefits through the greater utilization and development of previously underutilized human resources.

### City

The Equal Opportunity/Equity Assurance Department is committed to assisting all departments with the creation of a work place environment in which employee potential is maximized and differences are understood; where firms desiring to do business with the city can do so in an inclusive environment, and services to our internal and external customers are accessible and delivered in an equitable manner.

### Governing Ordinances.

County MWBEOrdinance adopted inn 1994 establishes good faith effort goals for MWBE utilization. Goal is 15% and for WBE, participation goal is 10%. Ordinance covers all aspects of county's contracting programs.

City MWBE Ordinance covers recruitment, certification, database maintenance, busines development, contracting, an advisory committee, project identification, project coordination, monitoring and reporting

Oversight County: County Manager delegates authority to Affirmative Action Officer; Shared responsibility for implementation by all Dept. heads, supervisors and employees City Oversight by MWBE Advisory Committee; A Director, 1 Sr. EO/EA Specialist, 3 Additional EO/EA Specialists

Program Implementation: <u>County</u> Program is results-oriented; utilizes specific <u>established</u> goals/timetables; Regular monitoring and evaluation based on goals and established guidelines

<u>City</u> specific goals and established timetables through actual contacts with business organizations, city, state and federal govt. entities; <u>Diversity orientation</u> included for employees and supervisors. Regular monitoring and evaluation based on goals and established timelines

Operating Budget Information difficult to determine for county due to overlapping functions Information for City in progress

2. 4

0,352

Minority Percentage

## Affirmative Action Summary

Employees by Race, Sex, Category

Month/Year Run Is For. 08/1999

17% 7 Total "," Females **7**48 **8**8 35% Total % Afinority .26% 88 Fenules Other 7 0.002 261 Females 12. Black 0.142 257 Females White 8 0000 17.5 Males Other 0.016 53 Males Black 18 600 0,336 Il'hites Males 306 185 240 0.408 Torul 8 223 **23** 1814 Administrators Official Minority Grand Totals Total Percentages Service: Maintenance Para-Professionals Protective Services Office Clerical Professionals Skilled Crafts Technicians Grand Total Category

Friday, August 27, 1999

DURHAM COUNTY PERSONNEL DEPARTMENT EEO ACTIVE PAYROLL EMPLOYEES REPORT AS OF 12/31/98

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E-Paraprofessionals F-Office and Clerical G-Skilled Craft Worker H-Service Maintenance Category Legend: A-Officials and Administrators

### Human & Comm Services

Revised November 10, 1999

### Human & Community Services Citizen Subcommittee Assessment Criteria and Factors

Department/Program:\_\_Open Space\_ City of Durham **Durham County** Description of Key Services Description of Key Open Space Services • Open Space from the City perspective is intended to · Open Space from the County perspective is intended provide for people recreational and to provide for the enjoyment of our natural programming needs. resources and the environment. • City emphasis has traditionally been on parks, green • County emphasis covers large areas such as open way trails, and active recreational space along river corridors (nature preserves) programming. • There is more of an Open Space emphasis from the Bond funding used as a revenue source County County has a matching grant program Open Space in general crosses City and County Unique Aspects of Operations boundaries · People programming focus Unique Aspects of Operations Emphasis on volunteers Strengths Emphasis on natural resources or the environment Strengths Weaknesses Citizen involvement Maintenance cost • Limited dollars have been stretched to achieve goals Weaknesses • Land management function still being developed although the County is hiring a staff person. The position is approved but not advertised, FY 99 Costs -FY 99 Costs -

FY 99 Full-time Equivalent Employees

FY 99 Full-time Equivalent Employees -

vice Delivery	
scribe duplication and ove	rlap of service delivery.
eady crosses City and Conn	<b>.</b>
scribe how merging _Opes	n Space functions could improve operations.
Might be able to do better or City park rangers could assis County has a volunteer coord	then space planning strict with nature preserve patrol or patrol needs.  dinator whose efforts could be used within the City parks.
escribe how merging Or City park focus has been on coney be allocated to the Co	pen Spacefunctions could hinder operations. recreation and programming rather than preservation as in the County. How will unty if functions are merged?
County Open Space program	ms do not fit neatly within a municipal park and recreation department. As an example, focus in such areas as nature preserves, farm land protection, and wetland protection
Operations Describe operational issues before submitting a merge	s (i.e., legal, financial, community, or implementation) that should be addressed
Describe operational issues before submitting a merge City and County emphasis a	s (i.e., legal, financial, community, or implementation) that should be addressed r proposal to the voters.  The different such as nature preserves versus traditional parks and green ways. How will the ere be a loss of emphasis on farm land and wetland protection?
Describe operational issues before submitting a merge City and County emphasis a funding be handled? Will the Describe how capital asset	re different such as nature preserves versus traditional parks and green ways. How will ere be a loss of emphasis on farm land and wetland protection?
Describe operational issues perfore submitting a merge City and County emphasis a funding be handled? Will the Describe how capital asset County has some 200 acres	re different such as nature preserves versus traditional parks and green ways. How will ere be a loss of emphasis on farm land and wetland protection?  Its of the merged functional areas will be used.
Describe operational issues before submitting a merge City and County emphasis a funding be handled? Will the Describe how capital asset County has some 200 acres County funding methods at Describe how merging	the different such as nature preserves versus traditional parks and green ways. How will here be a loss of emphasis on farm land and wetland protection?  It is of the merged functional areas will be used.  Of open space that could soon increase to 500 acres. What becomes of the City and her merger?  Open Space functions could hinder operations.
Describe operational issues before submitting a merge city and County emphasis a funding be handled? Will the Describe how capital asset County has some 200 acres County funding methods at Describe how merging	re different such as nature preserves versus traditional parks and green ways. How will ere be a loss of emphasis on farm land and wetland protection?  is of the merged functional areas will be used.  of open space that could soon increase to 500 acres. What becomes of the City and ther merger?

•

Transition Challenges

Describe receptiveness of City/County \_\_Open Space\_\_ personnel to move forward with the merger.

Supportive of concept but critical issues needs to be resolved. Depends on how issues are resolved.

How will City/County employees and departments that use \_Open Space\_ be impacted by a merger? N/A

Evaluation

Considering all the factors and information you have reviewed, is consolidation desirable for your task force? (Explain)

Within the bounds of maintaining the distinct goals that are currently being served.

Does consolidation offer sufficient potential net benefit for your task force to justify a more detailed Phase II analysis? (Explain)

Yes

What issues would you recommend be explored in Phase II?

- Where is the best fit for Open Space programs within a merged structure?

- Review the Orange County Environment and Resource Conservation Model to see if it has value for Durham.

Give consideration to an Environmental Resource Department that combines aspects of both City and County Open Space needs.

Contact Person:

Jane Korest, Planner and Guillo Rodriquez, Planner

City/County Planning, 560-4137

Bill Colville, County Ranger Forest Protection, 560-0562

Submitted By:

Larry Holt

Revised November 10, 1999

### Human & Community Services Citizen Subcommittee Assessment Criteria and Factors

Department/Program: Health Department

Departmenurrogram	: Health Department
City of Durham .	Durham County
escription of Key	Description of Key Public Health Services
ervices .	Child and adolescent health services
Ill services are provided by the County through the	Maternal health services
Iealth Department	Communicable disease
	Vital records
·	Health inspections/permits
	Community health education
Unique Aspects of Operations	Unique Aspects of Operations
- · · · · · · · · · · · · · · · · · · ·	Provides all services for city and county residents
	1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1
•••	Strengths
•	
Strengths	
•	·
	Weaknesses
*	
Weaknesses	•
• •	
FY 99 Costs -	FY 99 Costs - \$10,291,752 (estimated)
FY 99 Full-time Equivalent Employees - 0 (nor	ne) FY 99 Full-time Equivalent Employees - 219 FT
Service Delivery	107   1 1 33 1 till-time Equivalent Employees - 213 1 1
Describe duplication and overlap of service de	livery
There is no duplication or overlap of services bec	cause the health department provides all services for city
and county residents	ourse are nearly department broadles are set arees for en-
Describe how mergingPublic healthfr	unctions could improve operations
· Merger would not affect the operations of the he	calth department
	• • • • • • • • • • • • • • • • • • • •
Describe how mergingPublic health	functions could hinder operations.
Merger would not affect the operations of the h	nealth department
	• • • • • • • • • • • • • • • • • • • •

### Operations

Describe operational issues (i.e., legal, financial, community, or implementation) that should be addressed before submitting a merger proposal to the voters.

Most federal funding received by the health department comes through the County government. There is one HUD grant for lead abatement that is channeled through the City government, but the employee that it funds is a county employee. The health director does not think that there will be any difficulty in retaining this funding if merger occurs. Otherwise, there will be no change in public health services, so there are no major issues that need to be addressed prior to merger.

Describe how capital assets of the merged functional areas will be used. No change in the use of capital assets would be necessary.

Describe how merging public health\_ Merger would not affect the operations of the health department. \_\_\_ functions could hinder operations.

### Regional Competitiveness (If applicable)

What impact would merging City/County public health Departments have on the local business

Because the functions of the health department are merged, City/County merger would not change the current relationship between the health department and the business community. In particular, no change in the relationship between the health department and Research Triangle Park businesses should occur.

### Transition Challenges

Describe receptiveness of City/County Public Health personnel to move forward with the merger. There is no concern among the personnel of the health department. They do not believe that merger will

How will City/County employees and departments that use the Health Department be positively

There will be no change in public health services, so merger will not impact people that use these

### Evaluation

Considering all the factors and information you have reviewed, is consolidation desirable for your task force? (Explain)

Consolidation of the City and County governments should not affect the functions of the health department. From this standpoint, consolidation is neither desirable nor undesirable.

Does consolidation offer sufficient potential net benefit for your task force to justify a more detailed Phase II analysis? (Explain)

It does not appear that consolidation will offer any benefit to the operations and services offered by the health department. At the same time, consolidation should not be a detriment either.

What issues would you recommend be explored in Phase II?

To ensure that federal funding received through the city would not be at risk.

Contact info: Brian Letourneau, Director of Public Health

560-7650

Submitted by: Michael Royster

(W) 966-8900 (H) 402-9751

Submitted November 3, 1999

### Human & Community Services Citizen Subcommittee Assessment Criteria and Factors

Department/Program: The Durham Center MH/DD/SA Services for the Public

City of Durham	Durham County
Description of Key: NA Services     All services to city residents provided by DC.	Description of Key: Durham Center Services  Responsible by law for all public related to:  Mental Health Dev. Disabilities Substance Abuse
Unique Aspects of Operations •	<ul> <li>Unique Aspects of Operations</li> <li>Has two city employees covering SA grant.</li> <li>Area Director has contract with Board (he is not County employee).</li> </ul>
Strengths •	Strengths  • Strong management with statewide respect.
Weaknesses •	Weaknesses  Located in many different buildings in various locations around the city which makes it difficult for some customers.
FY 99 Costs -	FY 99 Costs - \$20,043,747
FY 99 Full-time Equivalent Employees - 8	FY 99 Full-time Equivalent Employees - 266.79

### Service Delivery

Describe duplication and overlap of service delivery.

None. The DC, by NC statue, is responsible for all public services related to MH, DD and SA.

Describe how merging Durham Center functions could improve operations.

- Contract with city for DD after school programs does not have \$1,000,000 insurance coverage as is usually required because City self-insures.
- Might be able to locate all services in one location, close to DSS and PH.

Describe how merging Durham Center functions could hinder operations.

See no downside.

### **Operations**

Describe operational issues (i.e., legal, financial, community, or implementation) that should be addressed before submitting a merger proposal to the voters.

- No major operational issues. Question about current requirement to rent space in city parking deck for some of the current DC locations (can these \$\$ be saved?) Will DC have to pay water/sewer charges if City no longer recognized by State?
- Hopefully, current contract with Access Transportation will be adjusted. City has current contract with this
  organization and rates are too excessive for effective utilization by DC patients in need of transportation
  help.

Describe how capital assets of the merged functional areas will be used.

All capital assets currently County owned.

Describe how merging Durham Center functions could hinder operations.

• Would not hinder current operations.

### Regional Competitiveness (If applicable)

What impact would merging City/County Durham Center have on the local business climate?

• None.

### Transition Challenges

Describe receptiveness of City/County Durham Center personnel to move forward with the merger.

• All currently work for the County, except for Area Director who has contract directly with the Area Mental Health Board. This Board is appointed by CC.

How will City/County employees and departments that use Durham Center be positively impacted by a merger?

No change anticipated.

### Evaluation

Considering all the factors and information you have reviewed, is consolidation desirable for your task force? (Explain)

Yes. See no difference.

Does consolidation offer sufficient potential net benefit for your task force to justify a more detailed Phase II analysis? (Explain)

No. Facts are what they are and services are already for all residents in Durham County. Further analysis
of this would be a waste of taxpayer \$\$.

### What issues would you recommend be explored in Phase II?

 If decision is made to look at the Durham Center in a more detailed way, suggest focus be on locating all services in one location to make it easier for citizens to access all services and for management control.

Contact info: From the Durham Center (MH/DD/SA) -

Dr. Steven Ashby, Area Director and

Dr. Carolyn Davis, Deputy Area Director - Program Services

Report Submitted by: Terry McCabe

Revised November 12, 1999

### Human & Community Services Citizen Subcommittee Assessment Criteria and Factors

Department/Program:

CULTURAL AFFAIRS (Civic Center)

Durham Count Description of Key	
Description of Ixey	Services
• NA	•
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Unique Aspects of Operations	
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Strengths	
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Weaknesses .	•
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FY 99 Costs -	· · · · · · · · · · · · · · · · · · ·
FY 99 Full-time Equivalent Em	ployees -
	ity cometeries narkin
war condact with the Duright Duits, C	ity cemeteries, parkin
unctions could improve operations.	
Center demands (i.e. pest control)	
•	·
•	· .∵
functions could hinder operations.	
ly should be able to save in costs (i.e.	In General Services
ion of administrative staff); foresee th money from merger	at only Planning, Wat
1	Unique Aspects of Operations  Strengths  Weaknesses  FY 99 Costs - FY 99 Full-time Equivalent Em  ark contract with the Durham Bulls, contract with the Durham Bulls, contract demands (i.e. pest control)  functions could hinder operations. It is should be able to save in costs (i.e. ion of administrative staff); foresee the

### Human & Community Services Citizen Subcommittee Assessment Criteria and Factors (Continued)

Operations  Describe operational issues (i.e., legal, financial, community, or implementation) that should be addressed before submitting a merger proposal to the voters.
Legal issues reviewed (i.e. with host hotel, the Marriott) concerning any affect merger might have on operations; there should be no territorial issues (i.e. with the Marriott over services and responsibilities); review budgets, same as with other facilities; review maintenance issues (currently, only 2% of dollars available are allocated for maintenance, which is very low. This results in an infrastructure breakdown).
Describe how capital assets of the merged functional areas will be used.
The second companies of the merged functional preas will be used.
- Will use of capital assets be changed with merger? There won't be enough funding to go around (increased competition for funds with combined city and county services); Additional staff and resources provide dilution of services, which is bad (too many people available)
Describe how mergingfunctions could hinder operations.
NA
Detail Company of the state of
Regional Competitiveness (If applicable)  What impact would merging City/County Departments have on the local
business climate?
- Positive impact: only one government to deal with; streamlining of processes; improved customer service
- "One-Stop-Shopping" for services - Reduce public meetings
Transition Challenges
Describe receptiveness of City/County personnel to move forward with the merger.
- Depends on work demands (mentoring, diversity plan)
How will City/County employees and departments that usebe positivel impacted by a merger?
Will depend on the level of support necessary for administration of facilities; will take time to determine the personnel overlap and a reshuffling of personnel

### Human & Community Services Citizen Subcommittee Assessment Criteria and Factors (Continued)

Evaluation

Considering all the factors and information you have reviewed, is consolidation desirable for your task force? (Explain)

Many divisions of Asset Management have already been merged and have experienced merger issues. Merger does generate more resources and better competition for funding. Over the long term, merger is desirable.

Does consolidation offer sufficient potential net benefit for your task force to justify a more detailed Phase II analysis? (Explain)

NA

What issues would you recommend be explored in Phase II?

FLAG: City department closer in "mind-state" to consolidation; County less "sophisticated" than City in Handling issues

Contact person: Bill Duigiud, City Asset Management

560-4195

. Report by:

Sarah Heinemeier, Vice-Chair

Community Services & Deevlopment/Health & Human Services Subcommittee

Submitted October 20, 1999

### Durham City/County Merger

### Human & Community Development Citizen Subcommittee Assessment Criteria and Factors

Department/Program: CULTURAL AFFAIRS (Public Library)

City of Durham	Durham County .				
Description of Key Services					
,	Description of Key Services     Provide circulation/reference services				
	Access to information and reference services				
•	Children's programming and services				
•	Promote love of reading				
	A Access to technology				
•	• Access to technology (i.e. internet)				
•	Meeting facilities				
Unique Aspects of Operations	Timing Assessed 5.0				
• • • • • • • • • • • • • • • • • • •	Unique Aspects of Operations				
•	Resources, collections and expert assistance				
•	Access to free meeting spaces				
Strongths					
Strengths	Strengths				
•	Staff (i.e. trained children librarians)				
	Vast collections				
	Locations throughout County				
***					
Weaknesses	Weaknesses				
	• Facilities - no location in Eastern part of County				
	• Quality				
FY 99 Costs -	FY 99 Costs - Budget= \$5,425,850				
FY 99 Full-time Equivalent Employees -	FY 99 Full-time Equivalent Employees -				
Service Delivery					
Describe duplication and overlap (expanding) of	service delivery.				
- Provides opportunities for more outreach, which	ch can lead to collaboration with Parks & Don Done				
<ul> <li>Organizational improvements for partnership</li> </ul>					
•					
Describe how merging	functions could improve operations.				
- To some degree, merger will help partnering (em	mhasis on nartnership)				
- Merger will assist Library with gaining CITY tec	chnology .				
	<del></del>				
	• .				
Describe how merging	functions could hinder operations.				
- Possible hindrances: competition for funds incre	eases and Advisory Board structure might be affected				
4.1					
	•				

### Human & Community Development Citizen Subcommittee Assessment Criteria and Factors (Continued)

Most impact of merger occurs a					iressed			
Design of more streamlined adn	dministratively ninistration							
	· ·							
Describe how capital assets of the merged functional areas will be used.  - already serving entire County – already plan and program for both City and County residents - open opportunities to work with City Capital plans								
					٠			
Describe how merging	fun .	ctions could hin	der operation	ıs.				
NA								
				٠				
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	•				· ·			
	•							

### Human & Community Development Citizen Subcommittee Assessment Criteria and Factors (Continued)

egional Competitiveness (If applicable) What impact would merging City/Countyusiness climate?	Departments have on the local
<b>JA</b>	
Transition Challenges	
Describe receptiveness of City/County	personnel to move forward with the
AA	
How will City/County employees and departments that impacted by a merger?	at usebe positively
NA	
Evaluation	
Considering all the factors and information you have force? (Explain)	reviewed, is consolidation desirable for your task
- Merger would be desirable; no major negatives	
Does consolidation offer sufficient potential net benefanalysis? (Explain)	lit for your task force to justify a more detailed Phase II
NA	
What issues would you recommend be explored in P	hase II?
NA	
	·

Contact Person:

Dale Gaddis, Director of Durham County Libraries

560-0163

Submitted by:

Sarah Heinemeier

687-0567

### Human & Community Services Citizen Subcommittee Assessment Criteria and Factors

Department/Program: CULTURAL AFFAIRS (Triangle Opera)

	·····
City of Durham	Durham County
Description of Key Services	Description of Key Services
Professional regional opera organization	NOT APPLICABLE
Produces high quality entertainment	ı •
Opera America Member	•
Provides educational outreach	•
Significant Cultural Impact	•
Objective: to maximize "bang for buck"	•
Guild Structure	•
•	•
Unique Aspects of Operations	Unique Aspects of Operations
Biggest presenting organization in Durham	•
Locally produced shows > lots of community support	•
Regional Talent	•
	•
Strengths	Strengths
<ul><li><see above="" aspects="" unique=""></see></li></ul>	•
• loyal following	
Increased budget 500% over last 2 years	
Budget of over \$500,000	
Weaknesses	Weaknesses
Difficulty in making/securing government and	•
corporate ties	•
corporate ties	
	· ·
FY 99 Costs - \$5,000 annually renewed CITY grant	FY 99 Costs - NA
FY 99 Full-time Equivalent Employees - NA	FY 99 Full-time Equivalent Employees - NA
Service Delivery	
Describe affect of service delivery.	
Merger would not affect the organization - very margina	al grant from CITY, annually renewed
Describe how mergingfu	nctions could improve operations.
A shared in the local government structure could be me	re receptive to professional arts organizations, in general; to
receive grants/funding, organizations would not have to	on through Durham Arts Council
receive grants runding, organizations would not have to	Po anondu parimit trin comon
Describe how mergingfu	nctions could hinder operations.
	•
NA	

### Human & Community Services Citizen Subcommittee Assessment Criteria and Factors (Continued)

<ul> <li>more knowledge about arts would be handled</li> <li>more communication, more active participation</li> <li>use of South Square site for Sandford Institute</li> </ul> Describe how capital assets of the merged functional areas will be used.	
Describe how capital assets of the merged functional areas will be used.	
Describe how capital assets of the merged functional areas will be used.	
NA	
Describe how mergingfunctions could hinder operations.	
NA	

## Human & Community Services Citizen Subcommittee Assessment Criteria and Factors (Continued)

Regional Competitiveness (If applicable) What impact would merging City/County business climate?	Departments have on the local
NA .	
Transition Challenges	personnel to move forward with the
Describe receptiveness of City/County merger.	personnel to move forward with the
NA	
·	
How will City/County employees and departments that impacted by a merger?	t usebe positively
Impacted by a morger	
NA	
	•
·	

### Human & Community Services Citizen Subcommittee Assessment Criteria and Factors (Continued)

Evaluation  Considering all the factors and inform	mation you have reviewed, is consolidation desirable for your task
force? (Explain)	
- Consolidation of City and County go administration	vernments is desirable for Triangle Opera for more centralized grant
- if merger proceeds, new unified gove adminitration	rnment should have a new organizational body to handle grants
Does consolidation offer sufficient p analysis? (Explain)	otential net benefit for your task force to justify a more detailed Phase II
NA	
	· [
·	
What issues would you recommend	be explored in Phase II?
- Potential governing body for suppor	t of arts organizations in the merger government

Contact Person: David O'Dell, Triangle Opera 919-493-7880

Submitted by: Sarah Heinemeier 687-0567

Revised November 10. 1999

## Human & Community Services Citizen Subcommittee Assessment Criteria and Factors

Department/Program: Inspections

City of Durham	Durham County
Description of Key: Inspections Services	Description of Key: Inspections Services
<ul> <li>City and County Inspections were merged in 1993.</li> </ul>	City and County Inspections were merged in 1993.
Unique Aspects of Operations	Unique Aspects of Operations
•	•
Strengths	Strengths
<ul><li>Code interpretation unified.</li><li>Funding divided by workload.</li></ul>	•
Weaknesses	Weaknesses
None noted.	•
FY 99 Costs -	FY 99 Costs -
FY 99 Full-time Equivalent Employees - 8	FY 99 Full-time Equivalent Employees -

### Service Delivery

Describe duplication and overlap of service delivery.

N/A

Describe how merging Inspections functions could improve operations.

Better routing of inspections. Reduced need for director and other personnel.

Describe how merging Inspections functions could hinder operations.

N/A

## Human & Community Services Citizen Subcommittee Assessment Criteria and Factors

Department/Program: Inspections (Continued)

Operations	
Describe operational issues ( before submitting a merger	(i.e., legal, financial, community, or implementation) that should be addressed proposal to the voters.
• N/A	
Describe how capital assets	of the merged functional areas will be used.
Continue using as at pres	ent.
Describe how merging Insp	ections functions could hinder operations.
• N/A	
,	
Regional Competitiven	ess (If applicable)
What impact would mergin	ng City/County Inspections have on the local business climate?
No additional impact.	
<u> </u>	

### Human & Community Services Citizen Subcommittee Assessment Criteria and Factors

### Department/Program: Inspections (Continued)

### Transition Challenges

Describe receptiveness of City/County Inspections personnel to move forward with the merger.

They are enthusiastic about how process has worked.

How will City/County employees and departments that use Inspections be positively impacted by a merger?

It has reduced or eliminated overlap.

#### Evaluation

Considering all the factors and information you have reviewed, is consolidation desirable for your task force? (Explain)

Yes. Merger of inspections has worked well. Economy of scale has enabled reduction of personnel.

Does consolidation offer sufficient potential net benefit for your task force to justify a more detailed Phase II analysis? (Explain)

• Yes. Unmerged departments can gain from inspections experience.

What issues would you recommend be explored in Phase II?

• Relationship to new government structure.

**Contact Person:** 

Gene Bradham, Director of City/County Inspections, 560-4144

Submitted By:

Wayne Cash

Submitted November 10, 1999

## Human & Community Services Citizen Subcommittee Assessment Criteria and Factors

Department/Program: Planning and Zoning

City of Durham	Durham County	
Description of Key: Planning and Zoning Services     City and County Planing Departments were merged in 1988.     Planning Boards and Commissions were also merged.	<ul> <li>Description of Key: Planning and Zoning Services</li> <li>City and County Planing Departments were merged in 1988.</li> <li>Planning Boards and Commissions were also merged.</li> </ul>	
Unique Aspects of Operations  Supports large number of boards and commissions.	Unique Aspects of Operations •	
<ul> <li>Strengths</li> <li>Subdivision ordinances aligned</li> <li>Zoning ordinances aligned</li> </ul>	Strengths	
Weaknesses     Responds to two managers and sets of elected officials whose goals sometimes differ.	Weaknesses •	
FY 99 Costs -  FY 99 Full-time Equivalent Employees - 8	FY 99 Costs -  FY 99 Full-time Equivalent Employees -	

### Service Delivery

Describe duplication and overlap of service delivery.

N/A

Describe how merging Planning and Zoning functions could improve operations.

These functions have already improved. Personnel reduced over 10 years by approximately 20%.

Describe how merging Planning and Zoning functions could hinder operations.

None noted.

## Human & Community Services Citizen Subcommittee Assessment Criteria and Factors

Department/Program: Planning and Zoning (Continued)

Operations
Describe operational issues (i.e., legal, financial, community, or implementation) that should be addressed before submitting a merger proposal to the voters.
• N/A
Describe how capital assets of the merged functional areas will be used.
Continue using as at present.
Describe how merging Planning and Zoning functions could hinder operations.
• N/A
Regional Competitiveness (If applicable)
What impact would merging City/County Planning and Zoning have on the local business climate?
Merging the departments and aligning ordinances has made construction and development easier.

## Human & Community Services Citizen Subcommittee Assessment Criteria and Factors

### Department/Program: Planning and Zoning (Continued)

### Transition Challenges

Describe receptiveness of City/County Planning and Zoning personnel to move forward with the merger.

• Eleven years of merged operation has seen few personnel problems. Many employees have been in the department during that time and before.

How will City/County employees and departments that use Planning and Zoning be positively impacted by a merger?

Little change from present anticipated.

#### Evaluation

Considering all the factors and information you have reviewed, is consolidation desirable for your task force? (Explain)

Yes. Working for two matters would be eliminated.

Does consolidation offer sufficient potential net benefit for your task force to justify a more detailed Phase II analysis? (Explain)

Yes. This department would need little attention in Phase II.

What issues would you recommend be explored in Phase II?

• Relationship to new government structure.

Contact Person:

Dick Hails, Interim Director of City/County Planning

Submitted by:

Wayne Cash

Revised November 10, 1999

## Human & Community Services Citizen Subcommittee Assessment Criteria and Factors

### Department/Program: Department of Housing and Community Development

City of Durham	Durham County	
Description of Key: Department of Housing and Community Development	Description of Key: Department of Housing and Community Development	
<ul> <li>Home ownership.</li> <li>Transitional Housing.</li> <li>Helps developers take care of rental properties.</li> <li>Rehabilitation of houses.</li> <li>Relocation of people.</li> <li>Community outreach.</li> <li>Support for shelters.</li> </ul>	<ul> <li>County has department that collects junk vehicles.</li> <li>Funds shelters.</li> <li>Littering and dumping laws in place.</li> <li>No Department of Housing.</li> </ul>	
<ul> <li>Unique Aspects of Operations</li> <li>Code enforcement.</li> <li>Weeding of lots.</li> <li>Removal of junk cars.</li> <li>Inspection of unsafe buildings.</li> </ul>	Unique Aspects of Operations •	
Strengths	Strengths	
<ul> <li>Has grants and \$41 million in bonds.</li> <li>Will try anything once.</li> <li>Does not abandon projects even if it is not working.</li> <li>Has funds.</li> </ul>	•	
Weaknesses  Has grown so quickly the group has not become a true team. Meshing the group of employees is difficult.	Weaknesses  No minimum housing codes.	
FY 99 Costs (Operating Budget) - \$1,641,000	FY 99 Costs -	
FY 99 Full-time Equivalent Employees - 40	FY 99 Full-time Equivalent Employees -	

## Human & Community Services Citizen Subcommittee Assessment Criteria and Factors

Department/Program: Department of Housing and Community Development (Continued)

### Service Delivery

Describe duplication and overlap of service delivery.

- Weeding lots and removing junk cars.
- No formal agreements with the county.
- Costs the city approximately \$500 to clean up a lot and remove cars.

Describe how merging Department of Housing and Community Development functions could improve operations.

- Propose new ordinance for commercial buildings.
- Must have State enabling legislation.
- Better utilization of funds spent for weeding etc.
- County would have minimum housing codes.

Describe how merging Department of Housing and Community Development functions could hinder operations.

- If the County adopted ordinances it would increase workload.
- Would require education of people in the county.
- Would need approximately two additional people.

## Human & Community Services Citizen Subcommittee Assessment Criteria and Factors

### Department/Program: Department of Housing and Community Development (Continued)

### **Operations**

Describe operational issues (i.e., legal, financial, community, or implementation) that should be addressed before submitting a merger proposal to the voters.

- Education of citizens.
- Review of ordinances.
- Finances already determined by the city and county combined.
- Would be eligible for more block grant money-county could apply.
- There would be an issue of how bond money would be affected.
- Issues of leadership and representation from the county would need to be addressed.

Describe how capital assets of the merged functional areas will be used.

Little change. Would need to increase in a few areas to cover the county, i.e. inspectors, cars, etc.

Describe how merging Department of Housing and Community Development functions could hinder operations.

Would not hinder operations.

### Regional Competitiveness (If applicable)

What impact would merging City/County Department of Housing and Community Development have on the local business climate?

- Would anticipate no differences.
- In the county there are department heads that do not report to the county manager. All in the city report to the city manager.

### Transition Challenges

Describe receptiveness of City/County Department of Housing and Community Development personnel to move forward with the merger.

 Would need clear lines of reporting and authority. Cannot serve two masters. Would need one governing board.

How will City/County employees and departments that use Department of Housing and Community Development be positively impacted by a merger?

Would be positively impacted, especially the Community Life Court. If everyone working with a particular
family were reporting to the same people, there would be better communication and cooperation between
departments. If one group was involved with a house such as housing codes, saw abuse, etc., all issues
could be addressed at the same time without delay and overlap.

#### Evaluation

Considering all the factors and information you have reviewed, is consolidation desirable for your task force? (Explain)

• Yes. Better ordinances would give better authority. There could be a decrease in the amount of time for the enforcement of laws.

Does consolidation offer sufficient potential net benefit for your task force to justify a more detailed Phase II analysis? (Explain)

Yes. County and City need to have the same housing codes, inspections and enforcement.

What issues would you recommend be explored in Phase II?

Establishment of the same codes, ordinances, etc.

**Contact Person:** 

Kendall Abernathy, Director of Housing & Community Development

City of Durham

Submitted by:

Janette Warsaw and Norman Brown

Revised November 10, 1999

### **Human & Community Services** Citizen Subcommittee Assessment Criteria and Factors

Department/Program: Human Relations Commission

City of Durham	Durham County
Description of Key: Human Relations Services	Description of Key: Human Relations Services
<ul> <li>Functions to improve relationships in the city of Durham by serving as an arm of the government for EEOC and Housing complaints.</li> <li>Development of community programs to improve relationships between races and different cultures.</li> </ul>	<ul> <li>No similar Commission in the County.</li> <li>No local legislation for EEOC.</li> <li>No local ordinances.</li> </ul>
Unique Aspects of Operations	Unique Aspects of Operations
<ul> <li>Contracts with HUD and EEOC.</li> <li>All complaints come through the commission.</li> <li>Community outreach.</li> </ul>	•
Strengths	Strengths
<ul> <li>Have a core group of trained investigators.</li> <li>Short turn around time for the resolution of cases.</li> </ul>	•
Weaknesses	Weaknesses
There is a gap in services, primarily in the area of the Hispanic population.	•
FY 99 Costs -	FY 99 Costs -
FY 99 Full-time Equivalent Employees - 8	FY 99 Full-time Equivalent Employees -

### Service Delivery

Describe duplication and overlap of service delivery.

There would be no duplication of services since the County does not have a Commission. Would require additional personnel to expand to the County. Currently, the Commission does not handle cases for City employees because of the possibility of conflict of interest.

### Describe how merging Human Relations functions could improve operations.

Would provide for centralized operations.

Would be able to serve all the citizens of Durham if ordinances issued and legislative authority obtained.

### Describe how merging Human Relations functions could hinder operations.

Would have to go back to the state legislature for authority for the entire county.

Failure to expand staff might slow down the processing of complaints. City resolves complaints in less than 100 days, others 18 months.

## Human & Community Services Citizen Subcommittee Assessment Criteria and Factors

### Department/Program: Human Relations Commission (Continued)

### Operations

Describe operational issues (i.e., legal, financial, community, or implementation) that should be addressed before submitting a merger proposal to the voters.

- Staff.
- Timeframe for completion of cases.
- Mechanism for working with the Hispanic community.
- County needs to obtain legislative authority to process EEOC and HUD cases.
- County needs to establish local ordinances and guidelines for a Commission.
- Would need additional people to work in the area of cultural; human relations.

Describe how capital assets of the merged functional areas will be used.

No capital assets.

Describe how merging Human Relations functions could hinder operations.

Would not hinder operations.

## Human & Community Services Citizen Subcommittee Assessment Criteria and Factors

### Department/Program: Human Relations Commission (Continued)

### Regional Competitiveness (If applicable)

What impact would merging City/County Human Relations Departments have on the local business climate?

- Would have no impact. There would be no change in the right of the citizen to file. End results (resolution) would be more timely.
- The Commission is a buffer between the citizens and political arena. Provides checks and balances.

### Transition Challenges

Describe receptiveness of City/County Human Relations personnel to move forward with the merger.

Positive. An offer has already been made to expand to the county.

How will City/County employees and departments that use Human Relations be positively impacted by a merger?

- Clients would not be required to travel to Greensboro, etc. to file a case. This would likely increase the
  cases.
- Processing time for cases would improve from 18 months to a target of 100 days.
- If a decision is made to allow the Department to handle city; county personnel, it would provide local
  government employees a quicker resolution with trained investigators and mediators.
- There would be some economics in expeditious resolution of cases.

## Human & Community Services Citizen Subcommittee Assessment Criteria and Factors

### Department/Program: Human Relations Commission (Continued)

#### Evaluation

Considering all the factors and information you have reviewed, is consolidation desirable for your task force? (Explain)

- Yes.
- More timely resolution of complaints would be positive. The ability to handle all cases would improve service to a large group of people. There would be increases in revenue as a result of increased cases. (EEOC cases are investigated as a cost of \$500 each and HUD at a cost of \$1700).
- Better projection of cost and revenue anticipated.

Does consolidation offer sufficient potential net benefit for your task force to justify a more detailed Phase II analysis? (Explain)

Yes. Would improve services for all and improve community relationships.

What issues would you recommend be explored in Phase II?

- Cost of services.
- Ordinances.
- Survey of the responsiveness of RTP companies to the local handling of cases.
- Local legislation.
- Clarification of whether the County has the authority to handle HUD cases.

Contact Person:

Chester Jenkins, Director of Human Relations Department, City of Durham

Submitted by:

Janette Warsaw and Terry McCabe

## DURHAM HUMAN RELATIONS DEPARTMENT ADDITIONAL REQUIREMENTS UNDER CITY/COUNTY MERGER PREPARED BY CHESTER L. JENKINS

### I. Additional Estimated Formal Charges Annually

# of Employment Charges 69\*
# of Housing Charges 1\*\*
# of Public Accommodations Charges 1

Total Charges 71 (45% above current level)

### II. Additional Estimated Informal Complaints Annually

# of Supportive Services 200 (25% above current level)

### III. Additional Community Relations Requirements Annually

Outreach Activities 25% above current level

### IV. Estimated Additional Educational and Training Requirements Annually

Outreach Activities

35% above current level

- \* Based on EEOC figure of 207 complaints filed in Durham County (outside City limits) in last three federal fiscal years.
- \*\* Based on HUD figure of 3 complaints filed in Durham County (outside City limits) in last three federal fiscal years.

### ESTIMATED ADDITIONAL PERSONNEL AND OPERATING EXPENSES

I. II. III.	Charge Processing Supportive Services Community Relations/Education and Training	1 Staff Person 0 Staff Persons 1 Staff Person
	Total Personnel	2 Staff Persons
	Additional Personnel Cost Additional Operating Cost	\$ 90,000 \$ 35,000
	Total Additional Cost	\$125,000

Revised November 10, 1999

## Human & Community Services Citizen Subcommittee Assessment Criteria and Factors

### Department/Program: Department of Social Services

City of Durham	Durham County
Description of Key: Department of Social Services	Description of Key: Department of Social Services
<ul> <li>No city agency. All issues are handled through the county.</li> </ul>	<ul> <li>Housing (\$500,000) housing grant.</li> <li>Program for hardship (electricity; water).</li> <li>Child care.</li> <li>Abuse and neglect.</li> </ul>
Unique Aspects of Operations	Unique Aspects of Operations
•	<ul> <li>Positive relationships with sister agencies.</li> <li>The degree to which DSS partners with other agencies.</li> </ul>
Strengths	Strengths
•	<ul> <li>Commitment to the mission.</li> <li>Poverty reduction.</li> <li>Welfare to work program.</li> <li>Brings in resources for others to administer.</li> </ul>
Weaknesses	Weaknesses
	<ul> <li>Prevention of problems with youth.</li> <li>Need closer relationship with police housing and recreation to better serve the latch key children.</li> </ul>
FY 99 Costs -	FY 99 Costs -
FY 99 Full-time Equivalent Employees -	FY 99 Full-time Equivalent Employees -

**Contact Person:** 

Daniel Hudgins, Director Department of Social Services

Submitted By:

Janette Warsaw and Norman Brown

## Human & Community Services Citizen Subcommittee Assessment Criteria and Factors

### Department/Program: Department of Social Services (Continued)

### Service Delivery

Describe duplication and overlap of service delivery.

Does not change the statute or Board relationships.

Describe how merging Department of Social Services functions could improve operations.

- Would assist in getting more funding.
- Would show clearer lines of authority.
- Mission would be clearer.
- Would assist in better investigation of abuse and neglect.

Describe how merging Department of Social Services functions could hinder operations.

Local involvement and control would make it better. Needs to have citizen input. Must have a formal
process for citizen involvement.

## Human & Community Services Citizen Subcommittee Assessment Criteria and Factors

### Department/Program: Department of Social Services (Continued)

### **Operations**

Describe operational issues (i.e., legal, financial, community, or implementation) that should be addressed before submitting a merger proposal to the voters.

- Protocols must be in place. There are no operational issues. There are already some agreements with the city.
- There would be minor issues to work out.

Describe how capital assets of the merged functional areas will be used.

- Majority of funds now come from the state and federal government.
- Capital assets are totally funded by the county. Administration funds have matching funds from the county.

Describe how merging Department of Social Services functions could hinder operations.

Would not hinder operations in any way. Merger would be a positive for this agency.

### Regional Competitiveness (If applicable)

What impact would merging City/County Department of Social Services have on the local business climate?

Would enhance the economic impact and business climate.

### Human & Community Services Citizen Subcommittee Assessment Criteria and Factors

### Department/Program: Department of Social Services (Continued)

### Transition Challenges

Describe receptiveness of City/County Department of Social Services personnel to move forward with the merger.

 Depends on the education of the staff before any changes are made. A larger issue is the merging of Human Services. There would be anxiety among the employees, however, they would accept the change if presented well.

How will City/County employees and departments that use Department of Social Services be positively impacted by a merger?

• The Department of Social Services is governed by State employment. All employees (city, county and state) would be classified under the same regulations.

#### Evaluation

Considering all the factors and information you have reviewed, is consolidation desirable for your task force? (Explain)

Yes. Would give the agency the ability to receive more funds. Consolidated services would assist the
public in knowing where to go for services. Would eliminate the necessity for clients to go to several
agencies.

Does consolidation offer sufficient potential net benefit for your task force to justify a more detailed Phase II analysis? (Explain)

Yes. Communication would be enhanced.

What issues would you recommend be explored in Phase II?

 Consolidation of housing and grants to best serve the citizens. Reclassification of jobs (city, county and state) to one set of classifications.

# Merged-City County Governing Body Proposal

by

F. V. (Pete) Allison, Jr.

I am still convinced that any merged government for Durham County will actually cost the taxpayers MORE than the present governmental setup. I am equally concerned that the major push for merger government is the disenfranchisement of minority groups in the electorate, in particular, African-American citizens. I am very apprehensive that merger may be used a disguise to erase the hard fought gains African-Americans have made since the eradication of segregation.

Anticipating that the above concerns will be thoroughly addressed before any merger will occur, I am proposing the following governmental structure for a merged government.

### **AT LARGE**

Seven (7) Members Partisan Even Years Two (2) Year Terms

### PURE WARDS

Five (5) Members

Two (2) Predominantly Black

Two (2) Predominantly White

One (1) Even

PARTISAN Four (4) Year Teams EVEN YEARS

### MAYOR

Partisan Two (2) Year Team Even Years

### COMMENTARY

- 1. All elected offices will be partisan. This will allow for there to be some platform or discernable set of principles by which the PUBLIC may define the candidates. The candidates will be linked to the party of their registration. Unless articulated otherwise, the candidates will be deemed to be advocates for the policies of their party. This will allow the candidates to more clearly and effectively articulate their messages. This will also avoid the current situation where due to political action committee endorsements, the candidates do not have to commit to any specific policies or issues.
- 2. The elections should be held on even year with the effective terms as noted. This requirement allows for the most participation by the electorate. Historically, more voters come to the polls during the State and National elections than on odd year balloting. This provision also allows the political parties to have more influence in local elections, since turnout for their respective candidates will be greater. For example, it would not be difficult to imagine that because of a strong Republican candidate for President, the Republican party could win a majority of seats on the merged governing board.

Equally important is the fact that the taxpayers will be saved the additional cost of paying for an off year election. Currently the cost of off year elections is \$50,000. This cost will be totally eliminated by having elections at the same time Members of the General Assembly are elected, i.e., on even years.

- 3. Five pure ward representatives. This provision allows for a closer relationship between the governing board and the particular geographic areas of the county. Due to the fact that these representatives will reside and be elected from their respective wards, citizens in these wards would have a stronger and clearer voice on issues that effect their areas of the county. The representatives would bring to the governing board the priority of issues of Durham's diverse population groups.
- 4. The proposed racial divisions would fairly reflect the voting divisions in the community.
- 5. Seven-at-Large Representatives. This provision allows for a governing board that will not be split due to factionalism due to regional interests in one section of

FAX NO. :

the county. Seven at large members will encourage and facilitate a more diverse field of candidates and allow success for candidates from non-traditional constituencies.

6. Mayor. The governing board needs a Mayor to break all ties and to appoint the chairpersons of various subcommittees. A Mayor is also necessary to represent the County as it chief executive in dealing with governmental, business, and professional organizations. He should be elected in a partisan election to allow the voters to more clearly identify his general philosophy. His election on even years will save the money and have a greater number of the electorate participate his election.

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# Government Structure

### Government Structure Minority Report

T.E. Austin
December 2, 1999

The structure and electoral process of a merged government for Durham County have been given considerable scrutiny over the last few months. The committee has tried to reach a consensus on the size, shape and functionality of these elected officials. How these officials will be elected has dominated many discussions. Committee members have used as their guide City Council, the Board of County Commissioners or something new. Combining these diverse groups into a whole has been daunting.

I propose a simple solution. This proposal uses aspects of both bodies but should be easily understood by people who have not been involved in this process.

The new group would be called the "County Council." The government form would be council-manager. There would be a Mayor and eight Council Members. All would be elected at large, with the Mayor serving a two year term and Council Members serving staggered four year terms. The election would be partisan; held in even years; and involve the Mayor and four Council Members. The Mayor would appoint all sub-committee chairs and the Mayor *Pro Tem*.

### SUPPLEMENTAL REPORTS

Submitted by Lee Mortimer (December 15, 1999)

The task force report reflects some good compromise agreements for a merged government structure. There are certain areas that I believe could strengthen our recommendations. They include the following:

- 1. Enhanced authority for the mayor
- 2. Realistic salaries for mayor and governing board
- 3. Public financing for elections

### Enhanced authority for the mayor

A stated objective of merger is to give Durham a stronger, more coherent voice in dealing with other local governments in the region. One way to optimize that voice is to give the mayor some additional authority in dealing with day-to-day governing. Such a proposal received favorable discussion by the 1994 merger task force, as well as in the local press.

To provide leadership and accountability in an inherently more complex merged government, the mayor needs to be more than a figurehead. The proposal I submitted for an "Enhanced Mayor" represents an incremental increase by one vote in the mayor's authority, compared to the current mayor. It would not elevate the mayor to the status of "strong mayor." An enhanced mayor could:

### (a) Appoint/remove the manager

The mayor can appoint or remove the manager. The governing board can disapprove the appointment by a majority, plus one vote

The board can appoint or remove the manager by a majority, plus one vote

### (b) Appoint boards and commissions

The mayor can appoint boards and commissions. The board can disapprove appointments by a majority, plus one vote

The board can appoint boards and commissions by a majority, plus one vote

### (c) Veto governing board decisions

The mayor can veto decisions made by the board. The board can override the mayor's veto by a majority, plus one vote.

Nothing in the proposed arrangement would preclude the mayor and the governing board from jointly discharging their responsibilities.

### Realistic salaries for mayor and governing board

Because a merged government will be more complex than city and county governments, more will be expected from a merged governing board. The task force has not given much attention to salaries for the governing board members, though the issue got some attention in recent city elections. During the 1994 task force, a recommendation for higher salaries gained tentative approval, but was deleted in a close vote at the final meeting.

The recommendation then was for a \$40,000 annual salary for the mayor and \$25,000 for board members. One task force member in 1994 suggested that the money be considered either as salary for the member, or as funding for the member to hire staff to assist with the projected additional workload. Serious consideration should be given to providing realistic salary levels that (1) match the challenges inherent in a merged government, and (2) enable people to run for office who are not wealthy or retired.

### Public financing for elections

Also during the 1994 merger study, a recommendation was tentatively approved for "limited public financing for candidates who agree to a spending cap." Again, that recommendation was deleted at the final task force meeting. But as campaign costs continue to soar, the need for some form of alternative campaign financing has become even greater today.

Publicly financed campaigns have gained broad public acceptance--as a way of leveling the playing field for average citizens to compete with candidates financed by special-interest money. An eight-state public opinion poll conducted by the Ellman Group found 66 percent support in North Carolina for publicly financed campaigns. To date, four states have passed such "Clean Elections" measures.

Durham's own state Sen. Wib Gulley, supported by 56 other General Assembly co-sponsors, is the leading advocate of the Clean Elections Act for state elections. Recently, the city of Boulder, Colorado, adopted a local public financing program. Chapel Hill has an ordinance limiting contributions to local campaigns. And the incoming mayor of Cary, Glen Lang, has made enacting public financing a priority for his administration.

Under most proposals, candidates who demonstrate broad voter support and agree to strictly limit their spending would be eligible to receive public financing. In view of the momentum for campaign finance reform at all levels, some form of public financing should be considered for a Durham merged government. More information is available in a booklet entitled "Local Campaign Finance Reform," published by the National Civic League.

### **ELECTING A MERGED GOVERNMENT**

This proposal for electing a merged government is organized in three modules. It could be adopted in whole or in part, one module at a time.

The assumptions of the proposal are a nine-member board (including a mayor), elected for four-year terms in staggered election cycles.

Certain refinements might be proposed if the board size were increased to 11 members, or if the nine-member board were elected for concurrent terms, rather than staggered terms.

### NOMINATING DISTRICTS (Module 1)

Nominating districts provide a bonafide district focus but still allow "everybody to vote for everybody." Eight nominating districts could be drawn (corresponding to eight board members, exclusive of the mayor). Candidates file for election the same as they do in city council wards. Two candidates are nominated in each district. Only the residents of the district vote in the primary to select the district nominees.

In the general election, the nominees from each district join the nominees from other districts in a "group" at-large election. Voting proceeds the same as in the general election for county commissioners, except that four members rather than five are being elected. The group-election method is how we elect most of our local government representatives today.

Note: Candidates could be required to be residents of a nominating district. But that's really not necessary because voters who reside in the district should be capable of deciding who they want their nominees to be.

With no legal requirement for population equivalence, there is considerable flexibility for drawing districts that reflect geography, neighborhoods, economic status, urban/non-urban differences, and racial balance. Within those parameters, the districts should be kept as close as possible in population.

### PARTISAN/Non-PARTISAN COMBINATION (Module 2)

The problem with current partisan elections is that the only option for candidates who don't run as Democrats is to run as Republicans. In a combination partisan/non-partisan election, candidates could file and run as Democrat, Republican, or "Non-Partisan." As with current partisan

elections, combination elections would likely attract a full slate of Democratic nominees. But moderate to conservative candidates, who don't want to run as Democrats, could choose to run as Republican or as Non-Partisan.

One candidate is nominated in each category. The top candidate in the Democratic, Republican, or Non-Partisan primary would be the nominee for that category. Thus, up to three candidates could be nominated in a district, with up to three nominees possible for mayor. There could also be up to three sets of primaries—though with the expanded opportunities for candidates to run, fewer primaries may actually be needed.

The addition of the Non-Partisan category won't automatically add more candidates to the election. What it will add is flexibility for moderate to conservative candidates who have felt at a disadvantage when the Republican label is their only option for running. It may turn out that more names appear on the ballot with "NP" beside them than with "R".

### **CUMULATIVE VOTING** (Module 3)

In assessing the disadvantage Republicans and conservatives feel, it's important to understand that the real problem is not partisan elections; it's winner-take-all elections. For example, in 1992 Democrats and Republicans both ran full slates of candidates for five county commissioner seats. No Republican won a seat on the board, even though the five Republican candidates together garnered 37 percent of the total vote.

Cumulative voting offers a simple means to rectify that discrepancy. In county elections, voters can cast up to five votes for commissioner candidates. If cumulative voting were used, voters would have the same five votes. But their votes would be divided among whatever candidates they selected. For example, if a voter chose two candidates, each candidate would receive 2-1/2 votes. The allocation is done automatically by the voting equipment without the voter even perceiving a difference in how they vote.

If Republicans had cumulated their votes in 1992 for, say, two candidates, they would surely have won one seat and possibly two seats. Cumulative voting can be used by any minority group of voters (Republicans, African-Americans, non-city residents, etc.) to win a fair share of representation and elect their candidates of choice.

### PROPOSAL FOR IN-PLACE MERGER

In-place merger means merging the City and County governing boards without changing the structure of those governing boards. This is how it would work: Five members would continue to be elected in partisan, at-large races, every two years on even years, like the present county commission. Three representatives would be elected at-large from residency wards, and four representatives elected purely at-large, like the City Council, after the reduction takes place. The difference between the present system and this system would be that all representatives would serve on the same board instead of separate boards. In other words, Durham would have a 12 member board made-up of 5 partisan representatives elected at large, 3 non-partisan representatives elected at-large from residency wards, and 4 non-partisan representatives elected at-large generally.

What about the votes? I suggest that a tie vote be called a "no" vote. What about the Mayor vs. Chairman problem? This makes little difference to me. I would like to see a Mayor for the county elected by all of the people, but if it would make the system work, I personally would support a Chairman system in which the Chair is elected by the members of the board. The practical effect would not be significant, since we presently do not have a strong, or enhanced Mayor system and the Mayor only gets one vote. How would ward lines be determined? I suggest that the three wards being drawn for the City just have their lines extended to the existing County line. Won't there be racial vote dilution if the entire population of the County is allowed to vote for the at-large non-partisan representatives? Probably not, since the additional non-minority population is only about 5% and the continued existence of the five partisan representatives should reassure the minority population that it will have the same opportunity to elect minorities to the merged council.

There may have to be some tinkering around the edges to make all of this work. For example, the extension of the ward lines to the County limits. Also, the Mayor presently serves a two-year term while everyone else on the City Council serves a 4 year term. If we choose not to have the Mayor's seat be the titular head of the merged board, then that seat probably should be converted into a regular 4 year term. However, this problem disappears if the Mayor is the "chair" of the new merged board. That seat can continue to be a two-year non-partisan seat. The point is that small tinkering around the edges can be done without completely overturning the system and everyone can feel that their interests are being protected, even if they are not being enhanced.

One further suggestion is that this idea be advanced with the understanding that the merged city and county of Durham will have a local constitutional convention five years after the merger is completed for the purpose of examining the system of government to decide whether it ought to be changed.

Some will complain that this proposal is not bold enough. To them I say that boldness is not the point. Merger is the point, and the fact of merger should be bold enough. Some will say that this system will be too confusing. To them I say that it is no more confusing than the system we have now, because it is essentially identical to the system we have now. The difference is that all 12 local government representatives will have to speak with one voice on behalf of one community, the administration will receive policy directives from one source, and the destructive divisions between the City and the County which are exploited ruthlessly by our regional competitors will be eliminated.

sent not to members on 9/20/99

### **MEMORANDUM**

To: Government Structure Task Force From: Bob Melville, DMG-MAXIMUS

Date: September 17, 1999
Re: Request for Information

Overview - In preparation for your next meeting, Jarvis Martin requested certain information pertaining to local electoral districts, number of board members and Durham's population. Below I have summarized the information that we were able to obtain.

Election method – Unlike many other states, North Carolina accords cities and counties substantial latitude in determining the manner in which city and county legislators are to be elected. Moreover, it appears that a consolidated City-County may use any method available to either cities or counties under North Carolina law.

The available election methods may be summarized as follows:

- At-large candidates and voters may reside anywhere in the county
- At-large with district residency candidates must reside within the district that they will represent, but voters may reside anywhere in the county (voters need not reside within a particular district to vote for the candidate that will represent that district)
- District candidates must reside within the district that they will represent and voters may only vote for candidates residing within the same district
- Combination a blend of at-large, at-large with district residency, at-large with district or a hybrid district nomination and at-large election

According to County Government in North Carolina, 4th Edition, 1999, edited by Bell and Wicker, and published by the UNC Institute of Government, counties use a wide variety of methods for electing their commissioners (see table below).

### County Election Methods (by Percent of Counties)

Election Method	Percent
At-large	43%
At-large with district residency	24%
District only	10%
Combination or hybrid	23%

Apparently, efforts to increase minority representation on county boards have increased the employment of district systems, as well as larger boards!

<sup>1</sup> County Government in North Carolina, 4th Edition, 1999.

In Municipal Government in North Carolina, 2<sup>nd</sup> Edition, 1996, edited by Lawrence and Wicker, and published by the UNC Institute of Government, a survey indicated that the state's largest 22 cities (cities with 25,000 or more population) tend to use the at-large election method less frequently than do counties (see table below).

Municipal Election Methods (by Percent of Cities)

Election Method	Percent
At-large	27%
At-large with district residency	9%
District only	18%
Combination or hybrid	46%

The state's largest cities tend to rely on hybrid election methods far more than do counties. That is, they employ combined at-large and district systems with greater frequency. In contrast, smaller cities in North Carolina typically use at-large systems.

Number of board members - Most counties in North Carolina use five-member commissions while most large cities use larger boards. The table below summarizes data for cities and counties from the two textbooks cited above.

Board Size (by Percent of Cities & Counties)

Board size	Cities (Percent)	Counties (Percent)		
Three members	0%	6%		
Four members	4%	0%		
Pive members	9%	59%		
Six members	9%	3%		
Seven members	14%	27%		
Over seven members	32%	5%		

Note: City data is limited to cities with at least 25,000 residents.

Cities in North Carolina also appear to employ even-numbered boards far more often than do counties. This may be due in part to the varying roles of mayors in some cities.

Population data – Marcia Margotta asked the City-County Planning Department for their most recent demographic data for the County and City. They provided us with the population data summarized in the table below.

**Durham's Population Estimates** 

Area	1990	1999	Change.		
Within City Limits	136,594	177,650	+30.0%		
Outside City Limits	45,241	40,805	-9.8%		
Total County	181,835	218,455	+20.1%		

Note: 1990 data based on 1990 US Census & 1999 data based on Planning estimates.

They provided us with dwelling unit estimates for 1999, but they did not provide any data on the distribution of population data by racial or ethnic group.

However, Marcia was able to obtain detailed voter registration data from the Board of Elections which could prove useful to your deliberations. According to the Board of Elections, there are 144,426 registered voters in the County, of which about 62% are Democratic and 64% are White, and 119,674 registered voters in the City, of which about 63% are Democratic and 59% are White.

Attached you will find a summary of the data we obtained from the Board of Elections. This data, which is derived from computer print-outs dated December, 1998, shows the number of registered voters by precinct, party affiliation, gender and race. Since there are 69 distinct precincts and townships (sub-precincts), we have organized the precincts and townships into 13 geographical sub-areas for your convenience.

Let me know if you have any questions.

### Durham City-County Voter Registration Data - December, 1998

Presi	net No Sile	Area	Dem	GOP	Other	Male	Female	White	Black	Ind.	Astron	- T	
								37.11	Burck	ma.	Asian	Other	Total
Darb	ana City - Northwest											<del>  </del>	
24	Hillandale Ling, Cir	N. of 1-85, W. of 501	2,094	1,080	512	1,521	2,165	2,969	661	2	26	28	7.604
37-1	Cole Mill Rd. Church	N. of 1-85, W. of 501	1,955	1,204	526	1.748	1.937	3,457	147	4			3,686
	Carrington MS	N. of 1-85, W. of 501	83	39	28	69	81	94	55	0		<del></del>	3.685
45-1	Eno Valley-Holt Gym	N. of I-85, W. of 501	1.123	594	219	910	1,026	1,762	149	4	12		150
46	Johnson Comm. Ctr.	N. of I-85. W. of 501	2,043	953	571	1.519	2,048	2,635	830	5			1.936
			7,298	3,870	1,856	5,767	7,257	10,917	1,842	15			3.567
			56%	30%	14%	44%	56%	84%	1.0-2	0%	196	· · · · · · ·	13,024
Durb	am City - Northeast							9770		U76	(70	1%	
21	Club Bivd. School	N. of I-85, W. of 501	1,229	397	295	787	1,134	1.544	216		<del></del>	<del> </del> ;	
22	VFW Post 2740	N. of I-85, E. of 501	2,789	362	425	1,370	2,206	960	2.546	4	<del></del>		1,921
23-1	Homestead His Gym	N. of I-85, E. of 501	2,783	827	511	1,717	2,404	2.002		5			3,576
25-1	Northern High School	N. of 1-85, E. of 501	23	11	4	16		30	2,029	5			4,121
28-1	Mangum School	N. of I-RS, E. of 501	132	233	B7	219	- <u>22</u> 233	404	<u> </u>	0	<del></del>	· —	38
			6,956	1,830	1,322	4,109	5,999		33	1	8		452
			69%	18%	13%	41%		4,940	4,931	15			10,108
Durh	am City - Downtown We	st -		2020	1.370	+170	59%	49%	49%	0%	1%	1%	
	Brogden Middle School	N. of 147, E. of 55	816	261	187	533	731		<u></u>		<u> </u>	<b>├</b>	<u> </u>
2	Watts Street School	N. of 147, E. of 55	1,729	435	750	1385	1,529	954	271	3			1,264
3	Pove School	N. of 147, E. of 55	1,045	216	312	702		1,878	740	10		<del></del>	2,914
4	NC Science & Math	N. of 147, E. of 55	1.050	286	195		871	1,385	112	2			1.573
	Durham Magnet Cor	N. of 147, E. of 55	1,173	229	414	688 871	843	1,440	56	1		<del></del>	
17	Main Library	N. of 147, E. of 55	1,710	102	192	823	945	<u>1</u> ,389	314	3			1,816
20	Agricultural Bldg.	N. of 147, E. of 55	1,447	246	345	917	1,181	141	1,810	7			2,004
-		11, 01 111, 12 01 35	8,970	1,775	2,395		1,121	1,310	648	2			2,033
		· ·	68%	14%	18%	5.919	7221	8,497	3,951	28	286		13,140
Duck	am City - Downtown Eas	t		~	10.20	45%	55%	65%	_ 30%	0%	2%	3%	
14	Smith School	Berween 70 & 55	1,610	244	206	914	1 744					<u> </u>	
	Mr. Calvary Gym	Berween 70 & 55	982	137	147	814 530	1,246	<u>533</u>	1,462	2			2,060
	Holloway St. School	Bisected by 70	3,298	476	479		736	347	887	2	7		1,266
19	Amer, Legion Post 7	At 1-85 & 70	1,553	411	411	1,703	2,550	1.036	3,141	3	25	+	4,253
	Oak Grove School	NE. of 70	373	181		1,048	1,327	1,320	991	5			2,375
	Bethesda Ruritan Club	Between 70 & 147	938	547	121	339	336	394	268	1	5	·	675
_	Evangel Church	NE. of 70	925	188	257	815	927	1,490	223	3			1,742
1 32	15 vinger Church	RE di 70	9,679		122	460	775	452	757	1			1,235
<u> </u>				2,184	1,743	5,709	7,897	5,572	7,729	17	86	202	13,606
2	ara Chy - Central West		71%	16%	13%	42%	58%	41%	57%	. 0%	1%	1%	
	Patterion Rec Ctr	D 147 & C+	2 66 6	543									
6	Lakewood School	Brun. 147 & Cornwallis	2,655		1.516	2.481	2,633	3,17,5	1,411	. 6	287	235	5,114
- <u>8</u>	Murchead School	Brun, 147 & Cornwallis	1,399	266	308	934	1,039	1,257	648	2	32		1,973
1 -	Forest Hills Club Hse.	Brun. 147 & Cornwallis	1,350	148	271	803	1,166	741	1,147	2	24	55	1,969
		Blwn 147 & Cornwallis	1,719	479	348	1,082	1,464	1,753	727	7	25	34	2,546
<del>  **</del> -	Rogers-Herr MS	Brwn 147 & Cornwallis	1.156	340	325	822	999	1,418	355	6	. 22	20	1,821
<u> </u>		- <del></del>	8,479	2,176	2,768	6,122	7,301	R,344	4.288	23	390	378	13,423
<u></u>			63%	16%	21%	46%	54%	62%	32%	0%	3%	3%	
	am City - Central East	0.4147	1.000										
	Spaulding School	S. of 147	1,223	_ 42	127	561	E31	29	1,334	3		19	1,392
1 .	Waver St. Com. Ctr.	At Weaver & Comwallis	1.644	50	123	_ 683	1,134	17	1,764	1	3	32	1,817
(	Pearson School	At 55 & 147	1,238		134	413	999	14	1,372	1	3	22	1,412
	Burron School	At 55 & 147	1,192	50	126	468	900	11	1,324	2	4		1.368
	White Rock Church	At Cook & Cornwallis	1,363		76	589	892	8	_ 1 <u>,450</u>	0	5	18	1,481
	Shepard Middle School	At 55 & Riddle	1,090	34	85	516	693	10	1,171	1	4	23	1,209
	Holmes Sr. Rec. Ctr.	At 55 & Riddle	1,732	65	125	760	1,162	45	1,843	1	6	27	1,922
49	Shepard Morn. Library	At 55 & Cooper	2.745		340	1,095	2,056	11	3,064	6	20		3,151
<u> </u>			12,228	388	1,136	5,085	8,667	145	13,322	15	52	218	13,752
<b> </b>		_ <del>_</del>	89%	3%	8%	37%	63%	1%	97%	0%	0%	2%	

# Durham City-County Voter Registration Data - December, 1998

27-1 Githens Middle School  38-1 Hope Valley Church  39 Parish Hall At  48 Christ the King Church  53-1 Triangle Church  Durham City - Southeast  33-1 Nelson Comm. Ctr.  34 Pearsoncown School  35-1 Self Discovery Ctr.  51 Southwest ES At  54-1 Christus Victor Church	ATEA  At 54 & Fayetteville  W. of 1-40  At 54 & Garrett  It Garrett & Hapel Hill  City  Southwest corner  At Comwallis & 55  S. of 1-40  At Cook & Fayetteville  At 1-40 & 55  At Chapel Hill & 15-501  W. of 15-501  N. of 1-85  N. of 1-85	1,027 298 1,915 1,691 1,015 1,452 7,398 48% 289 2,930 1,711 1,880 1,675 8,485 54% 2,426 1,916 6,252 53% 409 1,511 610 912 1,51 6736	1,093 3,113 27% 3,8 1,099 406 640 1 1,503	20% 34 344 115 223	1,056 244 1,904 1,401 774 1,611 6,990 46% 296 1,912 1,454 1,765 1,534 6,961 45% 1,897 1,827 5,293 45% 21(4,42) 5 33(6,44) 6 11	54% 301 2,438 1,733 2,258 1,913 8,643 55% 7 2,363 2 2,033 2 2,033 3 6,433 3 6,435 6 55% 0 27 2 1,533 0 60 4 93	1.969 526 3.202 2.447 1.325 3.246 12,715 83% 487 1.768 2.451 3.304 2.336 10,346 66% 4.2,723 3.377 3.227 9.327 8.0% 1.64 2.733 1.768 2.451 3.304 2.336 10,346 66% 1.768 2.451 3.304 1.768 2.451 3.304 1.768 2.451 3.304 1.768 2.451 3.304 1.768 2.451 3.304 1.768 2.451 3.304 1.768 2.451 3.304 1.768 2.451 3.304 1.768 2.451 3.307 3.227 3.227 3.307 3.227 3.	245 42 662 431 419 236 2,035 13% 86 2,451 620 555 992 4,704 30% 1,373 114 450 1,937 17% 410 169 127	3 0 4 4 4 2 17 0% 6 12 6 4 30 0% 5 1 1 1 0%	58 111 114 43 27 79 3322 2% 10 67 63 109 73 322 2% 63 101 256 2 % 0 0	ther   1	2.296 591 4.047 2.961 1.801 3.595 15,291 597 4.350 3.187 4.023 3.447 15,604 4.260 3,609 3.857 11,726 481 2.954 1,131 1,775
16 Holy Infant Church A  27-1 Githens Middle School  38-1 Hope Valley Church  39 Parish Hall At  48 Christ the King Church  53-1 Triangle Church  33-1 Nelson Comm. Ctr.  34 Pearsoncown School  35-1 Self Discovery Ctr.  51 Southwest ES  54-1 Christus Victor Church  Durham City - West  36 Southwest Library At  43-1 Forest View ES  50 McMannen Church  Durham County - North  23-2 Homestead His Gyin  25-3 Northern High School  26 Bahama-Rougemont FS  28-4 Mangum School  37-2 Cole Mill Rd, Church  44-3 Carrington MS  45-3 Eno Valley-Holt Gym  Durham County - Holt Gym  Durham County - Holt Gym	W. of I-40 At 54 & Gurett t Garrett & Hapel Hill City Southwest corner  At Comwallis & 55 S. of I-40 At Cook & Fayetteville At I-40 & 55  At Chapel Hill & 15-501 W. of 15-501 W. of 15-501 N. of I-85	298 1,915 1,691 1,015 1,452 7,398 48% 289 2,930 1,711 1,880 1,675 8,485 54% 2,426 1,916 6,252 53% 409 1,511 610 912 1,506 673	177 1,220 872 476 1,198 4,700 31% 188 699 894 1,243 935 3,959 25% 933 1,087 1,093 3,113 27% 1,099 4,000 1,099 4,000 1,099 1,09 1,0	116 912 398 310 945 3,193 21% 120 721 582 900 837 3,160 20% 854 2,361 20% 344 115 222 1 20 1	244 1,904 1,401 774 1,611 6,990 46% 296 1,912 1,454 1,765 1,534 6,961 45% 1,822 5,293 45% 216 1,424 5,534	347 2,143 1,560 1,027 1,984 8,301 54% 301 2,438 1,733 2,258 1,913 8,643 5,55% 7 2,363 2 2,035 2 3,035 2 3,035	526 3,202 2,447 1,325 3,246 12,715 83% 487 1,768 2,451 3,304 2,336 10,346 66% 4,2723 3,377 5,3,227 6,50% 1,64 2,723 1,758 2,723 1,758 2,451 1,768 2,451 2,356 10,34	42 662 431 419 236 2,035 13% 86 2,451 620 555 992 4,704 30% 1,373 114 450 1,937 17% 410 169 127	0   4   4   4   4   2   17   0%   6   12   6   4   30   0%   5   11   11   0%   0   2   2   1	11   114   43   27   79   332   2%   100   67   63   109   73   322   2%   256   2%   256   2%   0   255   8   8	12   65  36  26  32  192   1%   12  58  41  49  42  202  1%   67  54  74  195  2%   71  21  2	591 4.047 2.961 1.801 3.595 15,291 597 4.350 3.187 4.023 3.447 15,604 4.260 3.609 3.857 11,726
16 Holy Infant Church A  27-1 Githens Middle School  38-1 Hope Valley Church  39 Parish Hall At  48 Christ the King Church  53-1 Triangle Church  33-1 Nelson Comm. Ctr.  34 Pearsoncown School  35-1 Self Discovery Ctr.  51 Southwest ES  54-1 Christus Victor Church  Durham City - West  36 Southwest Library At  43-1 Forest View ES  50 McMannen Church  Durham County - North  23-2 Homestead His Gyin  25-3 Northern High School  26 Bahama-Rougemont FS  28-4 Mangum School  37-2 Cole Mill Rd, Church  44-3 Carrington MS  45-3 Eno Valley-Holt Gym  Durham County - Holt Gym  Durham County - Holt Gym	W. of I-40 At 54 & Gurett t Garrett & Hapel Hill City Southwest corner  At Comwallis & 55 S. of I-40 At Cook & Fayetteville At I-40 & 55  At Chapel Hill & 15-501 W. of 15-501 W. of 15-501 N. of I-85	298 1,915 1,691 1,015 1,452 7,398 48% 289 2,930 1,711 1,880 1,675 8,485 54% 2,426 1,916 6,252 53% 409 1,511 610 912 1,506 673	177 1,220 872 476 1,198 4,700 31% 188 699 894 1,243 935 3,959 25% 933 1,087 1,093 3,113 27% 1,099 4,000 1,099 4,000 1,099 1,09 1,0	116 912 398 310 945 3,193 21% 120 721 582 900 837 3,160 20% 854 2,361 20% 344 115 222 1 20 1	244 1,904 1,401 774 1,611 6,990 46% 296 1,912 1,454 1,765 1,534 6,961 45% 1,822 5,293 45% 216 1,424 5,534	347 2,143 1,560 1,027 1,984 8,301 54% 301 2,438 1,733 2,258 1,913 8,643 5,55% 7 2,363 2 2,035 2 3,035 2 3,035	526 3,202 2,447 1,325 3,246 12,715 83% 487 1,768 2,451 3,304 2,336 10,346 66% 4,2723 3,377 5,3,227 6,50% 1,64 2,723 1,758 2,723 1,758 2,451 1,768 2,451 2,356 10,34	42 662 431 419 236 2,035 13% 86 2,451 620 555 992 4,704 30% 1,373 114 450 1,937 17% 410 169 127	0   4   4   4   4   2   17   0%   6   12   6   4   30   0%   5   11   11   0%   0   2   2   1	11   114   43   27   79   332   2%   100   67   63   109   73   322   2%   256   2%   256   2%   0   255   8   8	12   65  36  26  32  192   1%   12  58  41  49  42  202  1%   67  54  74  195  2%   71  21  2	591 4.047 2.961 1.801 3.595 15,291 597 4.350 3.187 4.023 3.447 15,604 4.260 3.609 3.857 11,726
27-1 Githens Middle School  38-1 Hope Valley Church  39 Parish Hall At  48 Christ the King Church  53-1 Triangle Church  53-1 Triangle Church  Durham City - Southeast  33-1 Nelron Comm, Ctr.  34 Pearsoncown School  35-1 Self Discovery Ctr.  51 Southwest ES  54-1 Christus Victor Church  Durham City - West  36 Southwest Library  43-1 Forest View ES  50 McMannen Church  Durham County - North  23-2 Homestead His Gym  25-3 Northern High School  26 Bahama-Rougemont FS  28-4 Mangum School  37-2 Cole Mill Rd, Church  44-3 Carington MS  45-3 Eno Valley-Holt Gym  Durham County - Holt Gym  Durham County - Holt Gym	W. of I-40 At 54 & Gurett t Garrett & Hapel Hill City Southwest corner  At Comwallis & 55 S. of I-40 At Cook & Fayetteville At I-40 & 55  At Chapel Hill & 15-501 W. of 15-501 W. of 15-501 N. of I-85	298 1,915 1,691 1,015 1,452 7,398 48% 289 2,930 1,711 1,880 1,675 8,485 54% 2,426 1,916 6,252 53% 409 1,511 610 912 1,506 673	177 1,220 872 476 1,198 4,700 31% 188 699 894 1,243 935 3,959 25% 933 1,087 1,093 3,113 27% 1,099 4,000 1,099 4,000 1,099 1,09 1,0	116 912 398 310 945 3,193 21% 120 721 582 900 837 3,160 20% 854 2,361 20% 344 115 222 1 20 1	244 1,904 1,401 774 1,611 6,990 46% 296 1,912 1,454 1,765 1,534 6,961 45% 1,822 5,293 45% 216 1,424 5,534	347 2,143 1,560 1,027 1,984 8,301 54% 301 2,438 1,733 2,258 1,913 8,643 5,55% 7 2,363 2 2,035 2 3,035 2 3,035	526 3,202 2,447 1,325 3,246 12,715 83% 487 1,768 2,451 3,304 2,336 10,346 66% 4,2723 3,377 5,3,227 6,50% 1,64 2,723 1,758 2,723 1,758 2,451 1,768 2,451 2,356 10,34	42 662 431 419 236 2,035 13% 86 2,451 620 555 992 4,704 30% 1,373 114 450 1,937 17% 410 169 127	0   4   4   4   4   2   17   0%   6   12   6   4   30   0%   5   11   11   0%   0   2   2   1	11   114   43   27   79   332   2%   100   67   63   109   73   322   2%   256   2%   256   2%   0   255   8   8	12   65  36  26  32  192   1%   12  58  41  49  42  202  1%   67  54  74  195  2%   71  21  2	591 4.047 2.961 1.801 3.595 15.291 
38-1 Hope Valley Church 39 Parish Hall At 48 Christ the King Church 53-1 Triangle Church  Durham City - Southeast 33-1 Nelron Comm, Ctr. 34 Pearsoncown School 35-1 Self Discovery Ctr. 51 Southwest ES 54-1 Christus Victor Church  Durham City - West 36 Southwest Library 43-1 Forest View ES 50 McMannen Church  Durham County - North 23-2 Homestead His School 26 Bahama-Rougemont FS 28-4 Mangum School 37-2 Cole Mill Rd, Church 44-3 Carrington MS 45-3 Eno Valley-Holt Gym  Durham County - Holt Gym	At 54 & Garrett t Garrett & Hapel Hill City Southwest corner  Southwest corner  At Cornwallis & 55 S. of 1-40 At Cook & Fayetteville At 1-40 & 55  At Chapel Hill & 15-501 W. of 15-501 W. of 15-501 N. of 1-85	1,915 1,691 1,015 1,452 7,398 48% 289 2,930 1,711 1,860 1,8675 8,485 54% 2,426 1,916 1,910 6,252 53% 409 1,511 610 912 1,567 2,056 673	1,220 872 476 1,198 4,700 31% 699 894 1,243 935 3,959 25% 933 1,087 3,118 27% 38 1,093 3,118 1,093 3,118 1,093 1,094 1,	912 398 310 945 3,193 21% 120 721 582 900 837 3,160 20% 901 606 8,54 2,361 20% 344 115 222 1 20 1	1,904 1,401 774 1,611 6,990 46% 1,912 1,454 1,765 1,534 6,961 45% 1,827 5,293 45% 210 1,424 1,425 5,334 1,425	2,143 1,560 1,027 1,984 8,301 54% 301 2,438 1,733 5, 2,258 1,913 8,643 6, 55% 7, 2,363 2, 2,035 2, 2,035 2, 2,035 3, 6,43 6, 55% 0, 27 2, 1,53; 0, 60 4, 93	3,202 2,447 1,325 3,246 12,715 83% 487 1,768 2,451 3,304 2,336 10,346 66% 4 2,723 3,377 5 3,227 3 9,327 6 80% 1 64 2,731 1 64 2,731 1 992 1 1,583	662 431 419 236 2,035 13% 86 2,451 620 555 992 4,704 30% 1,373 114 450 1,937 17%	4 4 4 2 17 0% 6 12 6 4 30 0% 5 11 11 0%	114 43 27 79 332 2% 10 67 63 109 73 322 2% 92 63 101 256 2% 0	651 361 261 321 192 1% - 12 58 41 49 42 202 1% - 67 54 74 195 2% 71 21	4.047 2.961 1.801 3.595 15,291 597 4.350 3.187 4.023 3.447 15,604 4.260 3.609 3.857 11,726
39 Parish Hall At 48 Christ the King Church 53-1 Triangle Church 53-1 Triangle Church  Durham City - Southeast 33-1 Nelron Comm, Ctr. 34 Pearsontown School 35-1 Self Discovery Ctr. 51 Southwest ES 54-1 Christus Victor Church  Durham City - West 36 Southwest Library 43-1 Forest View ES 50 McMannen Church  Durham County - North 23-2 Homestead High School 26 Bahama-Rougemont FS 28-4 Mangum School 37-2 Cole Mill Rd. Church 44-3 Carrington MS 45-3 Eno Valley-Holt Gym  Durham County - Holt Gym	Southwest corner  Southwest corner  At Contwallis & 55 S. of 1-40 At Cook & Fayetteville At 1-40 & 55  At Chapel Hill & 15-501 W. of 15-501 W. of 15-501 N. of 1-85	1,691 1,015 1,452 7,398 48% 289 2,930 1,711 1,880 1,675 8,485 54% 2,426 1,916 6,252 53% 409 1,511 610 912 1,556 673	872 476 1,198 4,700 31% 188 699 894 1,243 935 3,959 25% 933 1,087 1,093 3,113 27% 406 406 406 115 1,502	398 310 945 3,193 21%  120 721 582 900 837 3,160 20% 901 606 834 2,361 70% 344 344 115 222 3 61	1.401 774 1.611 6,990 46% 296 1.912 1.454 1.765 1.534 6.961 4.5% 1.827 1.827 2.10 4.142 4.	1.560 1.027 1.984 8,301 54% 301 2,438 1,733 5, 2,258 1,913 8,643 5, 55% 7, 2,363 2, 2,035 2, 2,035 2, 2,035 3, 6,435 4, 5,598 0, 27 2, 2,598 0, 5,598 0, 27 2, 2,598 0, 60 4, 93	2,447 1,325 3,246 12,715 83% 487 1,768 2,451 3,304 2,336 10,346 66% 4 2,723 5 3,377 5 3,227 6 80% 4 2,737 6 80% 1 1,583	431 419 236 2,035 13% 86 2,451 620 555 992 4,704 30% 1,373 114 450 1,937 17% 410 169 127	4 4 2 17 0% 6 12 6 4 30 0% 5 1 1 1 0%	43 27 79 332 2% 10 67 63 109 73 322 2% 92 63 101 256 2% 0	36  26  32  192  1%   - 12  58  41  49  42  202  1%  - 67  54  74  195  2%  7  21  2	2,961 1,801 3,595 15,291 597 4,350 3,187 4,023 3,447 15,604 4,260 3,609 3,857 11,726 481 2,954 1,131
48   Christ the King Church 53-1   Triangle Church 53-1   Triangle Church  Durham City - Southeast 33-1   Nelson Comm. Cir. 34   Pearsoncrivin School 35-1   Self Discovery Cir. 51   Southwest ES   All 54-1   Christus Victor Church  Durham City - West 36   Southwest Library   At 43-1   Forest View ES 50   McMannen Church  Durham County - North 23-2   Homestead His Gym 25-3   Northern High School 26   Bahama-Rougemont FS 28-4   Mangum School 37-2   Cole Mill Rd. Church 44-3   Carrington MS 45-3   Eno Valley-Holt Gym  Durham County - East	Southwest corner  Southwest corner  At Cornwallis & 55 S. of 1-40 At Cook & Fayetteville At 1-40 & 55  At Chapel Hill & 15-501 W. of 15-501 W. of 15-501 N. of 1-85	1,015 1,452 7,398 48% 2,930 1,711 1,880 1,675 8,485 54% 2,426 1,916 6,252 53% 409 1,511 610 912 1,511 610 912 1,556	476 1.198 4.700 31% 188 699 894 1.243 935 3.959 25% 933 1.087 1.093 3.113 3.113 3.16 1.099	310 945 3,193 21%  120 721 582 900 837 3,160 20% 901 6006 834 2,361 70% 344 344 115 222 316 316 316 316 316 316 316 316	774 1,611 6,990 46% 296 1,912 1,454 1,765 1,534 6,961 45% 1,827 1,827 4,827 210 4,425 4,425 4,425 1,425	1,027 1,984 8,301 54% 301 2,438 1,733 5, 2,258 1,913 8,643 5,55% 7, 2,363 4, 2,035 2, 2,035 2,035 2,035 2,035 2,035 2,035 2,035 2,035 2,035 2,035 2,035 2,035 2,035 2,035	1,325  3,246  12,715  83%  487  1,768  2,45  3,304  2,336  10,346  66%  4,2,723  5,3,377  5,3,227  6,80%  1,64  2,737  6,992  1,583	419 236 2,035 13% 86 2,451 620 555 992 4,704 30% 1,373 114 450 1,937 17% 410 169 127	4 2 17 0% 6 12 6 4 30 0% 5 1 1 1 0%	27 79 332 2% 10 67 63 109 73 322 2% 92 63 101 256 2% 0	26  32  192  1%	1,801 3,595 15,291 
Durham City - Southeast  33-1 Nelson Comm. Cir.  34 Pearsoncown School  35-1 Self Discovery Cir.  51 Southwest ES  54-1 Christus Victor Church  Durham City - West  36 Southwest Library  43-1 Forest View ES  50 McMannen Church  Durham County - North  23-2 Homestead High School  26 Bahama-Rougemont FS  28-4 Mangum School  37-2 Cole Mill Rd, Church  44-3 Carington MS  45-3 Eno Valley-Holt Gym  Durham County - Holt Gym	Southwest corner  Southeast corner  At Cornwallis & 55  S. of 1-40  At Cook & Fayetteville  At 1-40 & 55  At Chapel Hill & 15-501  W. of 15-501  W. of 15-501  N. of 1-85	1,452 7,398 48% 2,930 1,711 1,880 1,675 8,485 54% 2,426 1,916 6,252 53% 409 1,511 610 912 1,511 673	1.198 4,700 31% 188 699 894 1,243 935 3,959 25% 933 1,087 1,093 3,113 27% 38 1,099 400 640 10 1.502	945 3,193 21% 120 721 582 900 837 3,160 20% 901 606 834 2,361 70% 344 344 115 222 1 61	1,611 6,990 46% 296 1,912 1,454 1,765 1,534 6,961 45% 1,897 1,574 1,827 5,293 45% 210 1,422 5,334 1,422 5,334 1,423 1,423 1,424 1,425 1,426 1,42	1,984 8,301 54% 2,438 1,733 2,258 1,913 8,643 4 2,035 2 2,035 2 2,035 3 6,437 6 55% 0 27 2 1,530 0 60 4 93	3.246 12,715 83% 487 1,768 2,451 3,304 2,336 10,346 66% 4 2,723 3,377 5 3,227 8 9,327 6 80% 1 64 2,739 1 64 2,739 1 992 1 1,583	236 2,035 13% 86 2,451 620 555 992 4,704 30% 1,373 114 450 1,937 17% 410 169 127	2 17 0% 6 12 6 4 30 0% 5 1 11 10 0%	79 332 2% 10 67 63 109 73 322 2% 92 63 101 256 2% 0	32 192 1% - 12 58 41 49 42 202 1% - 67 54 74 195 2% - 7	3.595 15,291 
Durham City - Southeast  33-1 Nelson Comm. Cir.  34 Pearanterwn School  35-1 Self Discovery Cir.  51 Southwest ES  54-1 Christus Victor Church  Durham City - West  36 Southwest Library  43-1 Forest View ES  50 McMannen Church  Durham County - North  23-2 Homestead His Gym  25-3 Northern High School  26 Bahama-Rougemont FS  28-4 Mangum School  37-2 Cole Mill Rd, Church  44-3 Carrington MS  45-3 Eno Valley-Holt Gym  Durham County - Bast	Southeast corner At Cornwallis & 55 S. of 1.40 At Cook & Fayetteville At 1.40 & 55  At Chapel Hill & 15-501 W. of 15-501 W. of 15-501 N. of 1-85	7,398 48% 289 2,930 1,711 1,880 1,675 8,485 54% 2,426 1,916 6,252 53% 409 1,511 610 912 1,506 673	4,700 31% 188 699 894 1,243 935 3,959 25% 933 1,087 1,093 3,113 27% 38 1,099 400 640 100 110 110 110 110 110 110 1	3,193 21% 120 721 582 900 837 3,160 20% 901 606 834 2,361 70% 344 3115 222	296 1,912 1,454 1,765 1,534 6,961 45% 1,897 1,876 1,827 1,827 1,142 45% 45% 45% 45% 45% 45% 45% 45% 45% 45%	8,301 54% 301 2,438 1,733 2,258 1,913 8,643 55% 7 2,363 4 2,035 2 2,035 3 6,43 4 5,59 0 27 2 1,53 0 60 4 93	12,715 83% 487 1,768 2,451 3,304 2,336 10,346 66% 4 2,723 3,377 5 3,227 6 80% 1 64 2,737 1 992 1 1,583	2,035 13% 86 2,451 620 555 992 4,704 30% 1,373 114 450 1,937 17% 410 169 127	17 0% 6 12 6 4 30 0% 5 11 10 0%	332 2% 10 67 63 109 73 322 2% 92 63 101 256 2% 0	192 1% 12 58 41 49 42 202 1% 67 54 74 195 2% 71 21	597 4,350 3,187 4,023 3,447 15,604 4,260 3,609 3,857 11,726 481 2,954 1,131
33-1 Nelron Comm. Ctr. 34 Pearsoncown School 35-1 Self Discovery Ctr. 51 Southwest ES A 54-1 Christus Victor Church  Durham City - West 36 Southwest Library At 43-1 Forest View ES 50 McMannen Church  Durham County - North 23-2 Homestead His Gyin 25-3 Northern High School 26 Bahama-Rougemont FS 28-4 Mangum School 37-2 Cole Mill Rd, Church 44-3 Carrington MS 45-3 Eao Valley-Holt Gym  Durham County - Holt Gym	At Commalis & 55 S. of 1-40 At Cook & Fayetteville At 1-40 & 55 At Chapel Hill & 15-501 W. of 15-501 W. of 15-501 N. of 1-85	289 2.930 1.711 1.880 1.675 8.485 54% 2.426 1.916 6.252 53% 409 1.511 610 912 1.50 2.056	31% 188 699 894 1,243 935 3,959 25% 933 1,087 1,093 3,113 27% 406 640 10 1,500 1,500 1	21% 120 721 582 900 837 3,160 20% 901 6006 834 2,361 70% 344 115 222	296 1,912 1,454 1,765 1,534 6,961 45% 1,897 1,876 1,827 1,827 1,827 1,142 1,42	54%  301 2,438 1,733 2,258 1,513 8,643 55% 7 2,363 4 2,033 2 2,033 3 6,433 4 5,55% 0 27 2 1,533 0 60 4 93	83% 487 1,768 2,451 3,304 2,336 10,346 66% 4 2,723 5 3,377 5 3,227 6 80% 1 64 2 7,737 1 992 1 1,583	13% 86 2,451 620 555 992 4,704 30% 1,373 114 450 1,937 17% 410 169 127	0% 2 6 12 6 4 30 0% 5 11 0% 0 2 1	2%   10   67   63   109   73   322   2%   25   63   101   256   2%   25   8	1% 12 58 41 49 42 202 1% 67 74 195 2% 7 21	597 4,350 3,187 4,023 3,447 15,604 4,260 3,609 3,857 11,726 481 2,954 1,131
33-1 Nelron Comm. Ctr. 34 Pearsoncown School 35-1 Self Discovery Ctr. 51 Southwest ES A 54-1 Christus Victor Church  Durham City - West 36 Southwest Library At 43-1 Forest View ES 50 McMannen Church  Durham County - North 23-2 Homestead His Gyin 25-3 Northern High School 26 Bahama-Rougemont FS 28-4 Mangum School 37-2 Cole Mill Rd, Church 44-3 Carrington MS 45-3 Eao Valley-Holt Gym  Durham County - Holt Gym	At Commalis & 55 S. of 1-40 At Cook & Fayetteville At 1-40 & 55 At Chapel Hill & 15-501 W. of 15-501 W. of 15-501 N. of 1-85	289 2,930 1,711 1,880 1,675 8,485 54% 2,426 1,916 6,252 53% 409 1,511 610 912 1,506 6,73	188 699 894 1,243 935 3,959 25% 933 1,087 1,093 3,113 27% 38 1,099 400 640 10 11,099	120 721 582 900 837 3.160 20% 901 606 854 2.361 70% 344 3115 222 3 61	296 1,912 1,454 1,765 1,534 6,961 45% 1,897 1,576 1,822 5,297 45% 210 1,422 530 844	301 2,438 1,733 2,258 1,513 8,643 5,55% 2,203 2,203 2,203 3,643 3,643 5,55% 6,55% 6,55% 6,55% 6,55% 6,55% 6,55% 6,55%	487 1,768 2,451 3,304 2,336 10,346 66% 2,723 3,377 5,3,227 8,9,327 6,80% 1,64 2,733 1,992 1,583	86 2,451 620 555 992 4,704 30% 1,373 114 450 1,937 17% 410 169 127	2 6 12 6 4 30 0% 5 11 10 0%	92 63 109 73 322 2% 92 63 101 256 2%	12 58 41 49 42 202 1% 67 54 74 195 2% 7	4,350 3,187 4,023 3,447 15,604 4,260 3,609 3,857 11,726 481 2,954 1,131
33-1 Nelron Comm. Ctr. 34 Pearsoncown School 35-1 Self Discovery Ctr. 51 Southwest ES A 54-1 Christus Victor Church  Durham City - West 36 Southwest Library At 43-1 Forest View ES 50 McMannen Church  Durham County - North 23-2 Homestead His Gyin 25-3 Northern High School 26 Bahama-Rougemont FS 28-4 Mangum School 37-2 Cole Mill Rd, Church 44-3 Carrington MS 45-3 Eao Valley-Holt Gym  Durham County - Holt Gym	At Commalits & 55 S. of 1-40 At Cook & Fayetteville At 1-40 & 55 At Chapel Hill & 15-501 W. of 15-501 W. of 15-501 N. of 1-85	2,930 1,711 1,880 1,675 8,485 54% 2,426 1,916 1,910 6,252 53% 409 1,511 610 912 1,50 673	699 894 1,243 935 3,959 25% 933 1,087 1,093 3,113 27% 400 400 640 11,500	721 582 900 837 3,160 20% 901 606 854 2,361 70% 344 3115 222 1 5	1,912 1,454 1,765 1,534 6,961 45% 1,897 1,877 1,822 5,297 45% 41,422 5,336 844	2,438 1,733 2,258 1,913 8,643 7 2,363 4 2,035 2 2,035 3 6,43 3 6,43 6 55% 0 27 2 1,53: 0 60 4 93	1,768 2,451 3,304 2,336 10,346 66% 3,377 3,377 3,327 3,9327 6 80% 1 64 2 2,737 1 992 1 1,583	2,451 620 555 992 4,704 30% 1,373 114 450 1,937 17% 410 169 127	6 12 6 4 30 0% 5 1 1 10 0%	67 63 109 73 322 2% 92 63 101 256 2% 0	58 41 49 42 202 1% 67 54 74 195 2% 7	4,350 3,187 4,023 3,447 15,604 4,260 3,609 3,857 11,726 481 2,954 1,131
34 Pearsontrym School 35-1 Self Discovery Ctr. 51 Southwest ES 54-1 Christus Victor Church  Durham City - West 36 Southwest Library At 43-1 Forest View ES 50 McMannen Church  Durham County - North 23-2 Homestead Hts Gyin 25-3 Northern High School 26 Bahama-Rougemont FS 28-4 Mangum School 37-2 Cole Mill Rd, Church 44-3 Carrington MS 45-3 Eao Välley-Holt Gym  Durham County - East	At Commalits & 55 S. of 1-40 At Cook & Fayetteville At 1-40 & 55 At Chapel Hill & 15-501 W. of 15-501 W. of 15-501 N. of 1-85	2,930 1,711 1,880 1,675 8,485 54% 2,426 1,916 1,910 6,252 53% 409 1,511 610 912 1,50 673	699 894 1,243 935 3,959 25% 933 1,087 1,093 3,113 27% 400 400 640 11,500	721 582 900 837 3,160 20% 901 606 854 2,361 70% 344 3115 222 1 5	1,912 1,454 1,765 1,534 6,961 45% 1,897 1,877 1,822 5,297 45% 41,422 5,336 844	2,438 1,733 2,258 1,913 8,643 7 2,363 4 2,035 2 2,035 3 6,43 3 6,43 6 55% 0 27 2 1,53: 0 60 4 93	1,768 2,451 3,304 2,336 10,346 66% 3,377 3,377 3,327 3,9327 6 80% 1 64 2 2,737 1 992 1 1,583	2,451 620 555 992 4,704 30% 1,373 114 450 1,937 17% 410 169 127	6 12 6 4 30 0% 5 1 1 10 0%	67 63 109 73 322 2% 92 63 101 256 2% 0	58 41 49 42 202 1% 67 54 74 195 2% 7	4,350 3,187 4,023 3,447 15,604 4,260 3,609 3,857 11,726 481 2,954 1,131
35-1 Self Discovery Ctr. 51 Southwest ES Al 54-1 Christus Victor Church  Durham City - West 36 Southwest Library At 43-1 Forest View ES 50 McMannen Church  Durham County - North 23-2 Homestead His Gyin 25-3 Northern High School 26 Bahama-Rougemont FS 28-4 Mangum School 37-2 Cole Mill Rd, Church 44-3 Carrington MS 45-3 Eno Valley-Holt Gym  Durham County - East	S. of 1-40 At Cook & Fayetteville At 1-40 & 55  At Chapel Hill & 15-501 W. of 15-501 W. of 15-501 N. of 1-85	1,711 1,880 1,675 8,485 54% 2,426 1,916 1,910 6,252 53% 409 1,511 610 912 1,505 673	894 1,243 935 3,959 25% 933 1,087 1,093 3,113 27% 400 1,099 1,099 400 1,099	582 900 837 3.160 20% 901 606 854 2.361 70% 344 344 3115 222 3 61	1,454 1,765 1,534 6,961 45% 1,897 1,876 1,822 5,293 45% 210 1,422 533 844	1,733 2,258 1,913 8,643 7 2,363 4 2,035 2 2,035 3 6,43 3 6,43 3 6,43 6 55% 0 27 2 1,53 0 60 4 93	2,451 3,304 10,346 66% 2,723 3,377 3,327 3,327 8,9327 6,80% 1,64 2,733 1,583	620 555 992 4,704 30% 1,373 114 450 1,937 17% 410 169 127 172	12 6 4 30 0% 5 1 1 10 0%	63 109 73 322 2% 92 63 1001 256 2% 0	61 49 42 202 1% 67 54 195 2% 71 21	3.187 4.023 3.447 15,604 4.260 3.669 3.857 11,726 481 2.954 1,131
51 Southwest ES Al 54-1 Christus Victor Church  Durham City - West 36 Southwest Library At 43-1 Forest View ES 50 McMannen Church  Durham County - North 23-2 Homestead His Gyin 25-3 Northern High School 26 Bahama-Rougemont FS 28-4 Mangum School 37-2 Cole Mill Rd, Church 44-3 Carrington MS 45-3 Eao Valley-Holt Gym  Durham County - East	At Cook & Fayetteville  At I-40 & 55  At Chapel Hill & 15-501  W. of 15-501  W. of 15-501  N. of 1-85	1,880 1,675 8,485 54% 2,426 1,916 1,910 6,252 53% 409 1,511 610 912 1,5056 673	1,243 935 3,959 25% 933 1,087 1,093 3,113 27% 400 400 11,099	900 837 3,160 20% 901 506 854 2,361 20% 344 3115 222	1,765 1,534 6,961 45% 1,897 1,876 1,822 5,293 45% 210 1,422 533 844	2,258 1,913 8,643 7 2,363 4 2,033 2 2 2,03 3 6,43 3 6,43 55% 0 27 2 1,53 0 60 4 93	3,304 2,336 10,346 66% 2,723 3,377 3,227 3,9,327 6,80% 1,64 2,737 1,992 1,583	555 992 4,704 30% 1,373 114 450 1,937 17% 410 169 127	6 4 30 0% 5 11 0% 0 2	109 73 322 25 63 101 256 25 0	49 42 202 1% 67 54 74 195 2% 71 21	4.023 3.447 15.604 4.260 3.609 3.857 11,726 481 2.954 1,131
Durham City - West  36 Southwest Library At  43-1 Forest View ES  50 McMannen Church  Durham County - North  23-2 Homestead His Gyin  25-3 Northern High School  26 Bahama-Rougemont FS  28-4 Mangum School  37-2 Cole Mill Rd, Church  44-3 Carrington MS  45-3 Eno Valley-Holt Gym  Durham County - East	At I-40 & 55  At Chapel Hill & 15-501  W. of 15-501  W. of 15-501  N. of 1-85	1,675 8,485 54% 2,426 1,916 1,910 6,252 53% 409 1,511 610 912 1,50 2,056 673	935 3,959 25% 933 1,087 1,093 3,113 27% 3,8 1,099 400 1,099	837 3,160 20% 901 606 854 2,361 20% 34 344 115 222	1,534 6,961 45% 1,897 1,877 1,827 5,293 45% 210 1,422 533 844	1,913 3,643 55% 7 2,363 4 2,035 2 2,032 3 6,433 6,433 6,433 6,55% 0 27 2 1,533 0 60 4 93	2,336 10,346 66% 2,723 3,377 3,227 3,9327 6,80% 1,64 2,737 1,992 1,583	992 4,704 30% 1,373 114 450 1,937 17% 410 169 127	4 30 0% 5 1 3 11 0% 0 2	73 322 2% 92 63 101 256 2% 0 25 8	42 202 1% 67 54 74 195 2% 71 21	3,447 15,604 4,260 3,609 3,857 11,726 481 2,954 1,131
Durham City - West  36 Southwest Library At  43-1 Forest View ES  50 McMannen Church  Durham County - North  23-2 Homestead His Gym  25-3 Northern High School  26 Bahama-Rougemont FS  28-4 Mangum School  37-2 Cole Mill Rd, Church  44-3 Carrington MS  45-3 Eno Valley-Holt Gym  Durham County - East	N. of 1-85	8,485 54% 2,426 1,916 1,910 6,252 53% 409 1,511 610 912 1,5056 673	3,959 25% 933 1,087 1,093 3,113 27% 3,8 1,099 4,00 1,099 1,099	3,160 20% 901 606 854 2,361 20% 34 344 115 222	6,961 45% 1,897 1,576 1,822 5,293 45% 216 1,422 5,33 84 5	8,643 55% 4 2,035 2 2,03 3 6,43 6 55% 0 27 2 1,53 0 60 4 93	10,346 66% 2,723 3,377 5,3,227 8,9327 6,80% 1,64 2,2,737 1,583	4,704 30% 1,373 114 450 1,937 17% 410 169 127	30 0% 5 1 3 11 0% 0 2	322 2% 92 63 101 256 2% 0	202  1%  67  54  74  195  2%  7  21	15,604 4,260 3,609 3,857 11,726 481 2,954 1,131
36 Southwest Library 43-1 Forest View ES 50 McMannen Church  Durham County - North 23-2 Homestead Hts Gym 25-3 Northern High School 26 Bahama-Rougemont FS 28-4 Mangum School 37-2 Cole Mill Rd, Church 44-3 Carrington MS 45-3 Eno Valley-Holt Gym  Durham County - East	W. of 15-501 W. of 15-501 W. of 15-501 N. of 1-85	2,426 1,916 1,910 6,252 53% 409 1,511 610 912 1,5056 673	25%  933 1,087 1,093 3,113 27% 38 1,099 400 10 11,000	20% 901 606 854 2,361 70% 34 344 115 223	1,897 1,877 1,827 5,293 459 459 1,422 5,33 8,442	55% 7 2,363 4 2,035 2 2,033 6,433 6 559 0 27 2 1,530 0 60 4 93	66% 2,723 3,377 3,227 8 9,327 6 80% 1 64 2 2,737 1 992 1 1,583	30% 1,373 114 450 1,937 17% 410 169 127	0% 5 1 1 5 1 1 0% 0 2 2 1 1	2% 92 63 101 256 2% 0	1% 67 54 74 195 2% 7 21 2	4,260 3,609 3,857 11,726 481 2,954 1,131
36 Southwest Library 43-1 Forest View ES 50 McMannen Church  Durham County - North 23-2 Homestead Hts Gym 25-3 Northern High School 26 Bahama-Rougemont FS 28-4 Mangum School 37-2 Cole Mill Rd, Church 44-3 Carrington MS 45-3 Eno Valley-Holt Gym  Durham County - East	W. of 15-501 W. of 15-501 W. of 15-501 N. of 1-85	2,426 1,916 1,910 6,252 53% 409 1,511 610 912 1,5056 673	933 1,087 1,093 3,113 27% 38 1,099 400 10 10 11	901 606 854 2,361 70% 34 344 115 223	1,897 1,872 5,293 459 210 1,422 5,33 8 84	7 2.363 4 2.035 2 2.033 3 6.433 6 559 0 27 2 1.533 0 60 4 93	2,723 3,377 3,227 8,9327 6,80% 1,64 2,2737 1,583	1,373 114 450 1,937 17% 410 169 127	5 11 5 11 0% 0	92 63 101 256 2% 0	67 54 74 195 2% 7	3,609 3.857 11,726 481 2,954 1,131
36 Southwest Library 43-1 Forest View ES 50 McMannen Church  Durham County - North 23-2 Homestead Hts Gym 25-3 Northern High School 26 Bahama-Rougemont FS 28-4 Mangum School 37-2 Cole Mill Rd, Church 44-3 Carrington MS 45-3 Eno Valley-Holt Gym  Durham County - East	W. of 15-501 W. of 15-501 W. of 15-501 N. of 1-85	1,916 1,910 6,252 53% 409 1,511 610 912 1,5 2,056	1,087 1,093 3,113 27% 3,113 1,099 400 400 1 640 1 1,503	34 34 31 30 31 31 31 31 31 31 31 31 31 31 31 31 31	1,574 1,822 5,293 459 459 1,422 5 53 8 84	4 2,035 2 2,035 3 6,433 4 559 0 27 2 1,530 0 60 4 93	3,377 3,227 3,9,327 6,80% 1,64 2,737 1,583	114 450 1,937 17% 410 169 127	11 5 11 0% 0 2 1	63 101 256 2% 0 0 25	74 74 195 2% 7	3,609 3.857 11,726 481 2,954 1,131
43-1 Forest View ES 50 McMannen Church  Durham County - North 23-2 Homestead His Gym 25-3 Northern High School 26 Bahama-Rougemont FS 28-4 Mangum School 37-2 Cole Mill Rd, Church 44-3 Carrington MS 45-3 Eno Valley-Holt Gym  Durham County - East	W. of 15-501 W. of 15-501 W. of 15-501 N. of 1-85	1,916 1,910 6,252 53% 409 1,511 610 912 1,5 2,056	1,087 1,093 3,113 27% 3,113 1,099 400 400 1 640 1 1,503	34 34 31 30 31 31 31 31 31 31 31 31 31 31 31 31 31	1,574 1,822 5,293 459 459 1,422 5 53 8 84	4 2,035 2 2,035 3 6,433 4 559 0 27 2 1,530 0 60 4 93	3,377 3,227 3,9,327 6,80% 1,64 2,737 1,583	114 450 1,937 17% 410 169 127	11 5 11 0% 0 2 1	63 101 256 2% 0 0 25	74 74 195 2% 7	3,609 3.857 11,726 481 2,954 1,131
Durham County - North  23-2 Homestead His Gym  25-3 Northern High School  26 Bahama-Rougemont FS  28-4 Mangum School  37-2 Cole Mill Rd. Church  44-3 Carrington MS  45-3 Eno Valley-Holl Gym  Durham County - East	N. of 15-501  N. of 1-85	1,910 6,252 53% 409 1,511 610 912 15 2,056	1,093 3,113 27% 38 1,099 406 640 10 1,503	854 2,361 20% 34 344 115 223 0 5	1,823 5,293 459 210 1,425 5 53 6 84	2 2,033 6,433 6 559 0 27 2 1,533 0 60 4 93	3,227 3,9,327 5,80% 1,64 2,737 1,992 1,583	450 1,937 17% 410 169 127	11 0% 0 2 2	101 256 2% 0 25 8	74 195 2% 7 21	3.857 11,726 481 2.954 1,131
Durham County - North  23-2 Homestead His Gym  25-3 Northern High School  26 Bahama-Rougemont FS  28-4 Mangum School  37-2 Cole Mill Rd. Church  44-3 Carrington MS  45-3 Eno Valley-Holl Gym  Durham County - East	N. of 1-85 N. of 1-85 N. of 1-85 N. of 1-85 N. of 1-85 N. of 1-85	6,252 53% 409 1,511 610 912 1,55 2,056	3,113 27% 38 1,099 406 406 1 640 10 5 1,500	2,361 70% 34 344 115 223	5,293 459 210 1,422 5 53 8 84	3 6,433 6 559 0 27 2 1,533 0 60 4 93	9,327 6 80% 1 64 2 2,737 1 992 1 1,583	1,937 17% 410 169 127 172	11 0% 0 2 2	256 2% 0 25	195 2% 7 21	481 2,954 1,131
Durham County - North  23-2 Homestead His Gym  25-3 Northern High School  26 Bahama-Rougemont FS  28-4 Mangum School  37-2 Cole Mill Rd. Church  44-3 Carrington MS  45-3 Eno Valley-Holl Gym  Durham County - East	N. of 1-85 N. of 1-85 N. of 1-85 N. of 1-85 N. of 1-85	53% 409 1.511 610 912 1.50 2.056 673	27% 38 1,099 406 640 10 11 15 1,502	20% 34 344 115 223	230 1,422 5 530 8 844	0 27 2 1,53: 0 60 4 93	80% 1 64 2 2,737 1 992 1 1,583	410 169 127	0% 0 2 2	2% 0 25 8	2% 7 21 2	481 2,954 1,131
23-2 Homestead Hts Gym 25-3 Northern High School 26 Bahama-Rougermont FS 28-4 Mangum School 37-2 Cole Mill Rd, Church 44-3 Carrington MS 45-3 Eno Valley-Holt Gym  Durbam County - East	N. of 1-85 N. of 1-85 N. of 1-85 N. of 1-85 N. of 1-85	409 1.511 610 912 1.5 2.056	38 1,099 406 640 10 5 1,500	34 344 115 223 3 61	210 1,422 5 53 8 84	0 27 2 1,53: 0 60 4 93	1 64 2 2,737 1 992 1 1,583	410 169 127	2	0 25 8	7 21 2	2,954 1,131
23-2 Homestead Hts Gym 25-3 Northern High School 26 Bahama-Rougermont FS 28-4 Mangum School 37-2 Cole Mill Rd, Church 44-3 Carrington MS 45-3 Eno Valley-Holt Gym  Durbam County - East	N. of 1-85 N. of 1-85 N. of 1-85 N. of 1-85 N. of 1-85	1.511 610 912 15 2.056	1,099 406 640 1 10 5 1,503	344 115 223 3 61	1,423 5 53 8 84 5 1	2 1,533 0 60 4 93	2 <u>2,737</u> 1 992 1 1,583	169 127 172	2	25 8	21	2,954 1,131
23-2 Homestead Hts Gym 25-3 Northern High School 26 Bahama-Rougermont FS 28-4 Mangum School 37-2 Cole Mill Rd, Church 44-3 Carrington MS 45-3 Eno Valley-Holt Gym  Durbam County - East	N. of 1-85 N. of 1-85 N. of 1-85 N. of 1-85 N. of 1-85	1.511 610 912 15 2.056	1,099 406 640 1 10 5 1,503	344 115 223 3 61	1,423 5 53 8 84 5 1	2 1,533 0 60 4 93	2 <u>2,737</u> 1 992 1 1,583	169 127 172	2	25 8	21	2,954 1,131
25-3 Northern High School 26 Bahama-Rougemont FS 28-4 Mangum School 37-2 Cole Mill Rd. Church 44-3 Carrington MS 45-3 Eno Välley-Holt Gym  Durbam County - East	N. of 1-85 N. of 1-85 N. of 1-85 N. of 1-85 N. of 1-85	912 15 2,056	406 640 10 1.503	115 223 0 5 1 61	5 53 5 84 5 1	0 60 4 93	1 992 1 1,583	127 172	2	8	2	1,131
26 Bahama-Rougemont FS 28-4 Mangum School 37-2 Cole Mill Rd, Church 44-3 Carrington MS 45-3 Eno Välley-Holl Gym  Durbam County - East	N. of I-85 N. of I-85 N. of I-85 N. of I-85	912 15 2,056	406 640 10 1.503	115 223 0 5 1 61	5 53 5 84 5 1	0 60 4 93	1 992 1 1,583	127 172	- 1		- 2 10	
28-4 Mangum School 37-2 Cole Mill Rd, Church 44-3 Carrington MS 45-3 Eno Valley-Holl Gym  Durbam County - East	N. of I-85 N. of I-85 N. of 1-85	912 15 2,056 673	640 10 1,503	223	5 E4	4 93	1 1,583	172	- 1		10	1 775
37-2 Cole Mill Rd. Church 44-3 Carrington MS 45-3 Eno Valley-Holl Gym  Durbam County - East	N. of <u>I-85</u> N. of I-85	2.056 673	1.50	61	5 1				<u>-</u>			4,1,4
44-3 Carrington MS 45-3 Eno Valley-Holl Gym  Durbam County - East	N. of 1-85	2,056	1.50	61		<u> </u>		1	0	i i	0	30
45-3 Eao Välley-Holi Gym  Durbam County - East		673				6 2,16		<del></del> -			36	4,170
Durham County - East	N. of 1-85		11 40							<del></del>	15	1,303
			4	<del></del>					<u> </u>		91	11,844
		6,186			<del></del>						156	11,077
		52%	359	129	489	% 52°	<u>* 87%</u>	12%	U20	170	1 70	
29 German Ruritan Club		<del> </del>	<del> </del>	.]		<del></del>	1		<del>├</del>		20	2,945
	Bisected by I-85	1,636										
30-5 Oak Grove School	NE of 70	1,860									33	3,430
31-5 Bethesda Ruritan Club	Bisected by 147	301							+		3	523
32 Neal Middle School	Far east county	66									15	1,305
		4,46	3 2,71	7 1.02	3 3,73	32 4.47	6,99			4	71	8,203
		549	6 339	6 129	6 45	% 55°	% R59	6 13%	0%	0%	1%	
Durham County - South				1	1				1			
33-7 Nelson Comm. Ctr.	Southeast corner	10	0 5	0 1	9 8	82 8	37 15	9 10				169
35-7 Self Discovery Cr.	S. of T-40	68:	3 32	0 20	4 50	67 6	10 88	5 280	2	2 22	18	. 1,207
53-7 Triangle Church	Southwest comer	ii	8 2	8 2	8 8	81 9	93 12	9 36	5 (	0 4	5	.174
54-3 Christus Victor Church	At 1-40 & 55		8	8	5	13	8 1	3	1 .	0 2	0	21
34-3 Christis Vicibi Childa	74	90					28 1,18		3	2 28	23	1,571
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		+	- <del> </del>	1	<del>                                     </del>	<del>                                     </del>		1	Τ-	.1		
Durham County - West	W. of I-40	1.01	9 70	<b>x</b> 6 44	11 0	82 1,1	84 1.92	1 15	0	2 60	33	2,160
27-7 Githens Middle School		1.01					14 19					220
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43-7 Forest View ES	W. of 15-501					49 1,6				4 87		
		1.61						<del></del>			<del></del>	
		52	96 30	Z 19	96 40	6% 54	196 89	78 01	N 0.	~ 7	1 270	
		+			<del>-                                    </del>		1 177	T172-	Ind.	Aslan	Other	Total
Prednct No /Site	Area	Dem	GOI	Otto	r Mal	a Feau	de Whit	Black	ing.	, /-SINT	1 Cittle	
Registered Voters	,								10	77 7 703	3 2,028	119,67
Durham City		75,74										
Durham County (mincorp.)		13,1			48 11.				<del></del>	25 27		
Total Ciry-County Registration		88,9	19 32.2	25 23,2	82 63.	544 80)	882 92,0	59 47,74	17 19	2,15	9 2,265	144,42
Total Cary Canada												<del> </del>
C				1								
Composite Percentages	<u> </u>	6	3% 2	196 1	7% 4	13% 5	7% 5	3% 37	% O	7% 2°		
Durham City									% C	196 1	£ 19	
Durham County (unincorp.)  Durham County (total)		53	3% 3	3% 1	496 4	47% 5	53% S	6%√ 12			17	<u></u>

# Questions Concerning the Consolidated City-County Act

# David Lawrence Institute of Government

At the meeting of June 21, several members asked questions about the interpretation of the Consolidated City-County Act and its application to Durham city and county. I promised to review those questions and respond before the next meeting. This memorandum is that response. As you will see, the answer to the first question renders some of these issues moot.

1. How would the extension of the city of Durham into Orange county affect the application of the Consolidated City-County Act and its use of an urban services district?

None of the earlier annexation proposals involved a city that extended into a second county, and so the legislation has not had to confront that problem. Upon review, I don't think the current legislation will accommodate the Orange county portion of Durham.

The ability of a consolidated government to define urban service districts rests on a specific provision of the State constitution, Article V, section 2(4). That provision permits the General Assembly to enact laws that permit a county or a city to define districts and levy additional taxes in those districts to provide additional services. I don't think it would permit a county to define such a district in another county, however, or levy taxes in that other county. Therefore, because the Consolidated City-County Act is based on the notion that the consolidated government is a county, it doesn't permit an extension of the urban services district into a second county.

This doesn't mean that the Orange county portion of the city of Durham could not be included in the consolidation. Rather it means that some other legal theory will have to be developed to characterize the consolidated government and legislation will have to be written and enacted that is based on that theory. I can think of at least two alternative theories that could be used. One would be to leave both the city and the county in existence as corporate entities, with the city extending into Orange county. These two corporate entities would have a single governing board and a single administration, and the governing board would adopt one tax for the county and a second for the city. The other would characterize the consolidated government as a city, rather than a county, and then have this city provide county services in the area of Durham county. This larger city could then create an urban services district in the area of the former, smaller city, including in the area in Orange county. The details of either approach would need to be worked out

if consolidation proceeds in Durham, and, as noted, legislation will need to be drafted to implement the approach. I don't think any of this would be noticeable to the general public.

## 2. Is it possible for a city to annex territory in an urban services district?

I don't find any prohibition on annexation of urban service district territory by another city, although that is obviously inconsistent with the whole idea of such a district. Because legislation will have to be drafted to deal with the Orange county portion of the city of Durham, that legislation could also take care of this problem.

### 3. How would the Research Triangle Park fit into the consolidation?

The Research Triangle Park has been constituted a County Research and Production Service District, pursuant to General Statute 153A-311 through 317. Such a district is comparable to an urban services district under city-county consolidation, in that the county may levy in the district a tax additional to the countywide tax, to provide additional services within the district. Creation of a consolidated government would not have any automatic effect on this special district, and it could continue to operate as it has.

The enabling legislation for the research and production district was enacted by chapter 435 of the 1985 Session Laws. Section 2 of that act prohibits annexation by any city of the territory within Research Triangle Park. The effect of consolidation on that prohibition will depend in part on the alternative basis for consolidation that is developed to deal with the Orange county portion of the city of Durham and on the legislation implementing that new theory of consolidation.

# Forms of Government and Governing Board Structures

# Two Additional Examples

David Lawrence
Institute of Government

# Durham and Durham County 1961

### Form of Government

County:

County manager system

City:

City manager system .

**Proposal:** The proposal basically followed the city manager model, with the manager making all employee appointments without board approval. The board did appoint the attorney and clerk.

The chairman of the governing board was to preside at governing board meetings and had a right to vote on all matters before the board.

## Governing Board Structure

County:

Five members elected at large to two-year terms.

City: Twelve council members elected to four-year staggered terms. Six were elected at large without regard to residence, and six were elected from districts but were voted on at large. Elections were nonpartisan, and the mayor had the right to vote on all matters before the board.

Proposal: The governing board, called the County Unified Commission, was to have 8 members plus a separately elected chair. Seven of the eight members were to be elected from residence districts (one district had two representatives) by the voters at large; the eighth member and the chair were to be elected at large. The eight members were to serve staggered four-year terms, and the chair was to serve a two-year term. All elections were nonpartisan.

# Charlotte and Mecklenburg County 1994 Tentative Proposal

### Form of Government

County:

County manager system

City:

City manager system

**Proposal:** Basically the city manager system. The mayor will preside at council meetings and will have the modified veto power of the current Charlotte mayor.

### Governing Board Structure

**County:** Seven members elected to two-year terms. Four are elected from districts and three are elected at large.

City: Eleven council members elected to two-year terms in partisan elections. Seven are elected from districts and four are elected at large. The mayor is elected separately to a two-year term.

**Proposal:** Eleven council members and a mayor elected to two-year terms in partisan elections. The mayor and three council members would be elected at large, and the remaining eight council members would be elected from districts.

# Forms of Government and Governing Board Structures

## Successful Consolidations

# David Lawrence Institute of Government

This set of materials summarizes the form of government and governing board structures for four consolidated city-counties in other states. They represent four different states, and three of them were established more than twenty years ago. There have been a few additional consolidations in recent years, but the communities have been much smaller than these or involve structures peculiar to their own states, and for that reason I thought them less relevant to the task force.

Three of the consolidations took place twenty or more years ago, and I have not been able to learn all the details of their pre-consolidation governing structures. There are no easily locatable summaries of that information, and current employees of those governments are not familiar with the older structures.

The four communities:

Athens, Georgia. Athens is home to the University of Georgia. The current population of the county is about 87,500. At the time of consolidation in 1991, about half the county's population was in the city.

<u>Jacksonville</u>, Florida. The current population of the county is almost 700,000. At the time of consolidation in 1968, the total population was about 500,000, with about 200,000 of these in the city.

Lexington, Kentucky. Lexington is home to the University of Kentucky. The current population of the county is about 225,000. The consolidation was approved in 1972 and became effective in 1974. In the 1970 census, the county as a whole had 187,000 persons, 108,000 of whom lived in the city.

Nashville, Tennessee. Nashville is the capital of Tennessee. The current population of the county is about 510,000. At the time of consolidation in 1963, about 250,000 of the county's 400,000 population lived in Nashville.

# Athens and Clarke County, Georgia 1991

### Form of Government

County: County administrator system, which is very much like North Carolina's county manager system.

City: Strong mayor system, with the mayor having power to appoint most city employees. The mayor had an executive assistant, who was a professional manager.

Consolidated Government: City manager system. The government's attorney and internal auditor are nominated by the chief elected official and confirmed by the governing board.

The chief elected official presides at governing board meetings and votes only to break ties. This person also has a veto power.

### Governing Board Structure

County: Five members elected at large to four-year staggered terms. The chair was one of the five and candidates ran directly for chair. Elections were partisan.

City: Ten council members were elected from wards; there were five wards, each with two representatives. Members were elected to four-year staggered terms, and elections were partisan.

Consolidated Government: There is a ten-member commission. Eight members are elected from single-member districts and two members are elected from consolidated districts, each consisting of four smaller districts. Elections were originally nonpartisan but are now partisan, and members are elected to four-year staggered terms. The chief elected official is elected at large to a four-year term.

# Jacksonville and Duval County, Florida 1969

### Form of Government

County: The county had a complicated government system that included a board of commissioners and a separate budget commission, also elected by the voters. By and large, county employees were appointed by and reported to the board of commissioners.

City: The city system was also complicated. The mayor and four commissioners were elected, and each of these five had charge of several city departments; the group also had some collective powers. In addition there was a separate city council, also elected.

Consolidated Government: A strong mayor system, with the mayor appointing a chief administrative officer. The mayor has a power to veto most government ordinances. The council appoints the government's internal auditor.

# Governing Board Structure

County: The board of commissioners had five members elected at large in partisan elections. I have not been able to determine length of their terms.

City: The city council had nine members, but I have not been able to determine any other details of its structure.

Consolidated Government: There is a 19-member council, with 14 members elected from districts and five at large. They serve four-year terms, as does the mayor, and elections are partisan.

# Lexington and Fayette County, Kentucky 1974

### Form of Government

County: A single county judge was the chief elected official in the county and operated much like a strong mayor. There was a three-member fiscal court.

City: City manager system, but the manager's powers were apparently weak, and the city actually operated more like a strong mayor system.

Consolidated Government: Strong mayor system, with the mayor appointing six commissioners, who each supervise several departments. The commissioners have formal control over personnel within those departments. The mayor also presides at council meetings, with a right to vote only to break ties. The mayor has a power to veto council actions.

# Governing Board Structure

County: The fiscal court had three members elected at large in partisan elections. I have not been able to determine the length of their terms.

City: I have not been able to determine the number or terms of council members. Members were elected at large in nonpartisan elections.

Consolidated Government: A 15-member council, with 12 members elected from districts and three elected at large. The highest vote-getter among the at large members is automatically the vice mayor. The district members are elected to two-year terms, and the at large members are elected to four-year terms; the mayor is also elected to a four-year term. Elections are nonpartisan.

# Nashville and Davidson County, Tennessee 1963

### Form of Government

County:

County judge system, which is a strong elected chief executive

City:

Strong mayor system

Consolidated Government: Strong mayor system

# Governing Board Structure

County: Quarterly county court, with 55 members. I have not been able to determine their terms nor their manner of election.

City: A vice mayor and 30 council members. I have not been able to determine their terms nor their manner of election.

Consolidated Government: The metropolitan council has 40 members, plus a vice mayor, who presides. Thirty-five members are elected from districts, and five members plus the vice mayor are elected at large. The council members, the vice mayor, and the mayor are all elected to four-year terms, and elections are nonpartisan.

# Unsuccessful Referenda in North Carolina

# David Lawrence Institute of Government

As has been reported to the task force, there have been five consolidation referenda in North Carolina since 1970, and all have been unsuccessful. The task force requested any information that was available about why these referenda were unsuccessful, and this memorandum attempts to provide that.

There is one consistent thread in all the referenda, and that is the strong opposition that has come from voters in the unincorporated part of the county. In some of the votes, there was a majority within the major city in favor of consolidation, but that majority was outweighed by the majority against consolidation from outside the city. The Mecklenburg county referendum in 1971 presents the most vivid example of this non-city opposition: the vote outside the city of Charlotte was 2740 in favor and 20,201 against. (That referendum also failed inside the city.)

This non-city opposition reflects a common perception among non-city residents that consolidation is really an expansion of the city. Many who live outside of the central city do so because they prefer not to live in the city, and they perceive consolidation as taking away that choice. They also perceive consolidation as shifting some of the funding burden of local government from city residents to residents outside the city, and they oppose it on that ground as well. Specific groups in this unincorporated community, such as volunteer fire fighters and residents of any smaller towns in the county (who normally are not directly affected by the consolidation), also usually oppose consolidation.

In some instances, the strong opposition of those living outside the central city is enough to doom the consolidation effort without any other issues being involved. In other instances, such as in Charlotte, other issues were involved, and they probably increased the margin of defeat. The remainder of this memorandum will summarize some of the particular, additional issues involved in three of the efforts.

Charlotte-Mecklenburg. The principal argument made against the proposed consolidation by the organized opposition involved the structure of the new governing board. The charter proposed a board elected largely from districts, a considerable departure from the existing system in which both the county commissioners and the city council were elected at large. This reform component of the proposal drew the opposition of many who argued it would permit a return to the "ward" system and the evils associated with such a system. (At that time, most of the city council and county commission members lived in a single neighborhood of Charlotte.)

A second reform component of the charter invested the mayor with considerably more power than was true of Charlotte's mayor. The new mayor would have been a strong executive, with indirect power to appoint or discharge most consolidated government employees. There was no evidence that this change was important to the community at large, but it is thought to have caused substantial majorities of city and county employees to vote against the proposal.

A final provision of the charter that drew considerable opposition was one that required the governing board, when making appointments to various boards and commissions, to seek to achieve "fair representation" on the boards and commissions. Opponents argued that this would result in quota requirements and in litigation over the makeup of various boards and commissions.

Finally, the consolidation proposal was also undermined by the contemporaneous controversies in the county's recently-consolidated school system. The system had been ordered to undertake a very large-scale busing program, which was quite unpopular with many residents of the county. Because the school system had recently been consolidated, many associated the consolidation with the busing. They were not disposed to look favorably upon another consolidation proposal.

<u>Durham</u>. Although the 1974 Durham proposal did not make any change in the existing structure of public education in the county, it is thought that many voters were concerned that merging the city and county would lead to merging the two school systems. Therefore, they voted against consolidation.

Wilmington (1986). The sheriff was not entirely happy with the law enforcement arrangements in the proposed charter. (The charter continued a separate police chief in the urban services area.) Therefore he opposed the charter, and because he was a popular sheriff, that may have had some influence on the outcome.

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CONSOLIDATED GOVERNMENT, STATE	POPULATION	FORM OF GOVERNMENT	CONSOLIDATION METHOD.	MERGER DATE(S)
NEW ORLEANS-ORLEANS PARISH, LOUISIANA	559,770	Mayor-Council Charter	Special Legislative Act	1805
BOSTON: SUFFOLK COUNTY, MASSACHUSETTS	722,794	Mayor-Council Charter	Special Legislative Act	1821
NANTUCKET TOWN-NANTUCKET COUNTY, MASS.	2,660	Board of Town Selectmen	Special Legislative Act	1821
PHILADELPHIA-PHILADELPHIA COUNTY, PENNSYLVANIA	1,815,808	Mayor-Council Charter	Special Legislatvie Act	1854
SAN FRANCISCO-SAN FRANCISCO COUNTY, CALIFORNIA	664,520	Mayor-Council Charter	Special Legislative Act	1856
NEW YORK CITY (5 Boroughs), NEW YORK	7,481,613	Mayor-Council Charter	Special Legislative Acts	1874/1894/1898
DENVER- DENVER COUNTY, COLORADO	484,531	Mayor-Council Charter	Constitutional Amendment	1902
HONOLULU-HONOLULU COUNTY, HAWAII	705,381	Mayor-Council Charter	Special Legislative Act	1907
BATON ROUGE-EAST BATON ROUGE PARISH, LOUISIANA	310,922	Mayor-Council Charter	Local Voter Referendum	1947
NEWPORT NEWS-WARWICK CITY, VIRGINIA*	138,760	Appointed Administrator	Referenda & Special Acts	1952/1958
HAMPTON-ELIZABETH CITY COUNTY, VIRGINIA*	125,013	Appointed Administrator	Referendum & Special Act	1952
NASHVILLE-DAVIDSON COUNTY, TENNESSEE	446,941	Mayor-Council Charter	Local Voter Referendum	1962
VIRGINIA BEACH-PRINCESS ANNE COUNTY, VIRGINIA*	213,954	Appointed Administrator	Referendum & Special Act	1962
, CHESAPEAKE: SOUTH NORFOLK-NORFOLK COUNTY, VA*	104,459	Appointed Administrator	Referendum & Special Act	1962
JACKSONVILLE DUVAL COUNTY, FLORIDA LALSSICAL ACT	W 562,283	Mayor-Council Charter	Local Voter Referendum	1967
INDIANAPOLIS-MARION COUNTY, INDIANA	782,139	Mayor-Council	Speical Legislative Act	1969
CARSON CITY-ORMSBY COUNTY, NEVADA.	. 24,928	Administrator Charter	Local Voter Referendum	1969
JUNEAU GREATER JUNEAU, ALASKA	16,749	Administrator Charter	Local Voter Referendum	. 6961
COLUMBUS MUSCOGEE COUNTY, GEORGIA	160,103	. Mayor-Council Charter	Local Voter Referendum	1970
SIPKA-GRBAITER SITKA BOROUGH, ALASKA	6,111	Administrator Charter	Local Voter Referendum	1971
LEXINGTON-FAYETTE COUNTY, KENTUCKY	186,048	Mayor-Council Charter	Local Voter Referendum	1972
SUFFOLK-NANSEMOND CITY, VIRGINIA*	49,210	Appointed Administrator	Referenda & Special Acts	1972/1974
ANCHORAGE GREATER ANCHORAGE BOROUGH, ALASKA	161,018	Mayor-Council Charter	Local Voter Referendum	. 5761
BUTTE-SILVER BOW COUNTY, MONTANA	43,034	Elected Executive Charter	Local Voter Referendum	1976
ANACONDA-DEER LODGE COUNTY, MONTANA	15,101	Administrator Charter	Local Voter Referendum	. 1976
HOUMA-TERREBONNE PARISH, LOUISANA	101,600	President Council Charter	Local Voter Referendum	1984
LYNCHBURGH CITY-MOORE COUNTY, TENNESSEE	4,510	Metro-Executive-Council	Local Voter Referendum	1988
ATHENS-CLARKE COUNTY, GEORGIA  *denot  *denot  pendent cities which are historically city-county consolidations.  Prepara  The National Association of Counties, Research Department.	78,800 Intions. nt.	Apointed Administrator	Local Voter Referendum	0661

# **Public Protection**

# CITY/COUNTY MERGER MEETING

Population of the City of Durham as of July 1, 1999	177,650
Authorized Sworn Strength of the DPD	470
Police Officers Ratio Per 1000 Population	2.6:1000
Patrol Officers (Cpl. And Below)	167
Patrol Officers (Cpl. And Below) per 1000 Population	.94:1000
Total Operational Officers (Cpl. And Below) responsible for answering calls for service.	e
Total Uniform Patrol (including CATT) Public Housing	194 13
Canine TACT	4
Downtown Patrol (including motorcycle pa Park Rangers	8 atrol) 15 _2
TOTAL	<u>-</u> 236
Ratio of Operations Officers Per 1000 Population	1 33,100

# Sheriff's Office

National Standard = 2 officers / 1000 population

# Chart I:

"A" represents the numbers of total sworn personnel and the day and night figures of the service population. Service population is the entire city/county of Durham.

"B" is the numbers of sworn personnel answering calls to the day and night service population for the function of "Patrol" only. Patrol is primarily only outside the city.

"C" is the numbers to total sworn personnel in operations answering calls to the day and night service population for the function of answering calls. Areas for answering calls is primarily only outside the city.

### Chart I

. # Sworn	Service Population Day Night	
A. 139	247,708 211,708	3
B. 28	75,704 39,704	
C, 28	75,704 39,704	

<u>Chart II</u> is the ratios of the numbers of officers answering calls in the service population from Chart I, per 1000 residents population.

### Chart II

	# Officers	Service Popula Day	tion Night
A.	139	.56/1000	.65/1000
B.	28	.36/1000	.7 /1000
C.	28	.36/1000	7 /1000

Service population fluctuates from day to night due to the increase of 36,000 population in RTP working primarily during the day.



# DURHAM'S POPULATION ESTIMATES 1990 - 1998



**************************************				es;
		CITY	OUTSIDE CITY	TOTAL
	1990	136,594	45,241	181,835
	1991	137,910	45,512	184,422
	1992	<sup>*</sup> 141,486	45,310	186,796
	1993	144,333	44,838	189,171
	1994	146,404	45,229	191,633
	1995	150,782	44,862	
	1996	154,791	45,482	195,644
	1997	167,349	37,701	200,273
	1998	172,004	39,704	205,050
		M t	2) 55,104	211,708

(SOURCES): 1990 U.S. Census

1992 and 1993 N.C. Budget and Management Office 1991, 1994, 1995, 1996, and 1997, and 1998 Durham City/County Planning Department



# PUBLIC SAFETY COSTING ASSUMPTIONS

# Assumptions for Costing of Paid Countywide Fire Protection Staff

- Paid staff would provide the same level of service as currently provided by the
  volunteer staff in terms of the amount of equipment provided at the fire scene
  within 15 minutes of the fire call for each station.
- All firefighters would be paid in accordance with the City of Durham pay scale.
- Does not include equipment costs or costs that might be incurred for expansion
  of fire stations to include sufficient space for around the clock paid staff
  located in the fire stations.

# Assumptions for Costing Related to Equalization of Pay for Law Enforcement

- Average time in service and grade for the Sheriff Department staff would be equal to that of the Police Department staff.
- Pay for the Sheriff Department would be increased to be the same as pay for equivalent ranked positions in the Durham Police Department.
- No pay increases were included for the Detention staff.

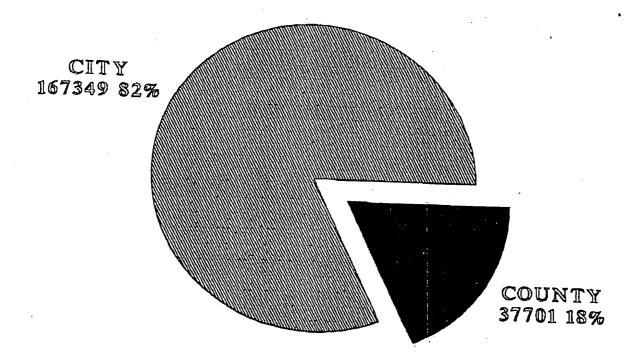
# ESTIMATE OF COST OF EQUALIZATION OF PAY FOR LAW ENFORCEMENT

<b>.</b>				(Annuai	Cos	3 <b>t</b> )			
Position Categories		DPD Average Salaries		DCSO Average Salaries	ir	fference Salary Verages	Number of DCSO Positions	1	Cost of Equalizing Salaries
Deputy/Officer	\$	31,781	\$	29,400	\$	2,381	00	•	***
Согрогаі	\$	41,377	\$	33,000	\$	•	- 88		209,528
Sergeant		•	i	-	-	8,377	9	\$	75,393
<del></del>	\$	45,592	\$	.35,000	\$	10,592	15	5	158,880
Lieutenant	\$	50,000	\$	41,000	\$	9,000	11		99,000
Captain	\$	55,584	3	45,500	\$	10,064	6	Š	•
Major	<b>\$</b> ·	70,000	5	•		-			60,384
-	Ψ	70,000	Ψ	50,000	\$	20,000	2	<u>s</u>	40,000
Total								\$	643,185

# COST OF PAID COUNTY FIRE PROTECTION STAFF

,	Station	Type Apparatus	Apparatus Quantity	Night	Day	Minimum Staff per Apparatus	Number of Shirts	Total Staff	Average Cost per Person	Total Cost
	Bahama 1	Pumper	2	2	2	. 4	•			
		Tanker	1	1	1	2	3 3	24	<b>\$4</b> 3,864	\$1,052,736
		Ambulance	1	1	•	1.5	_	6	\$40,461	\$242,766
		Brush Truck		•		7.3	1.5	2.25	\$46,064	\$103,644
	Bahama 2	Pumper	1	1		4		Q		\$0
		Tanker	1	1	1	2	1.5	6	\$43,854	\$263,184
	Bethesda 1	Pumper	1	1	1	4	3	8	\$40,461	\$242,766
		Pumper/Tanker	1	1	1	4	3	12	<b>\$43</b> ,864	\$526,368
		Ladder Truck	1	1	'	=	3	12	<b>\$</b> 43,884	\$526,368
		Heavy Rescue	1	1		4	1.5	6	\$43,884	\$283,184
		Brush Truck	•	•		4	1.5	8	\$43,864	\$283,184
		Ambulance	í	1		4 =		O		\$0
	Bethesda 2	Pumper	. 1	1		1.5	1.5	2.25	\$46,064	\$103,644
		Tanker	1	1		4	1.5	6	\$43,884	\$263,184
		Ambulance	1	7		2	1.5	3	\$40,481	\$121,383
•	Lebenon 1	Pumper	•	1		1.5	1.5	2.25	\$48,064	\$103,644
		Rescue Pumper	1	1	1	4	3	12	\$43,864	\$526,368
		Pumper/Tanker	· •			4 -	1.5	6 .	<b>\$4</b> 3,864	\$283,184
		Ambulance	1	1		2	1.5	3	\$40,461	\$121,383
	Lebendon 2		1	1	_	2	1.5	3	\$45,064	\$138,192
,		Ambulance	1	1	1	4	3	12	\$43,864	\$526,368
	Parkwood 1	Pumper	1	1	_	2	1.5	3	\$46,064	\$138,192
		Pumper/Tanker	-	1	1	4	3	12	\$43,864	\$526,388
		Ladder Truck	1	1	1	4	3	12	\$43,864	\$525,368
		Heavy Rescue	1	1	1	4	3	12	\$43,864	\$526,388
		Brush Truck	1	1	1	4	3	12	\$43,864	\$526,368
		Mobile Air Truck	1						V 1-100 Y	4020,300
		Ambulance	1							
	Parkwood 2	Pumper	3	3	3	2	3	18	\$46,064	\$829,152
		Pumper/Tanker	1	1	1	4	3	12	\$43,884	\$528,368
	Parkwood 3	Rescue Pumper	1	1	1	4	3	12	\$43,864	\$526,368
		•	1	1	1	4	3	12	\$43,864	
		Pumper/Tanker Ladder Truck	1		. 1	4	3	12	\$43,864	\$526,388 \$536,368
	Redwood 1		1	1	1	4	3	12	\$43,864	\$526,368
	TOO HOUGH	Rescue Pumper	1						410,004	\$526,368
		Pumper	1	1	1	4	3	12	\$43,864	****
		Tanker	1	1	1	2	3	6		\$526,388
	Dodunala	Ambulance	3	3	1	2	2	12	\$40,461 \$46,084	\$242,768
	Redwood 2	Pumper	1			•		•=	\$46,064	\$552,768
	Redwood 3	Tanker	1						•	
	roducod 3	Pumper	1	1		4	1.5	6	\$43,864	maaa
	Total	Tanker	1	1		2	1.5	3	\$40,481	\$263,184
	. 5.21							298	A-10 <sup>1</sup> 401	\$121.383
					,					\$13,062,675

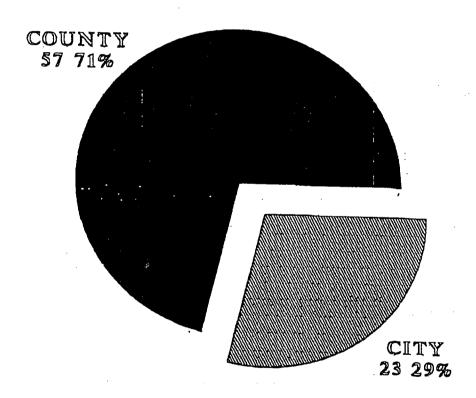
# DURHAM COUNTY 1997 POPULATION



TOTAL POPULATION 205,050

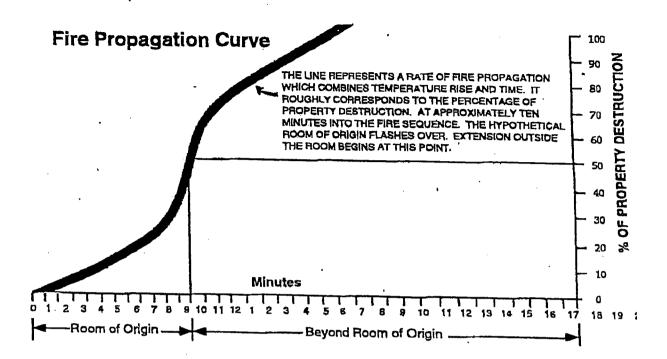
RESOURCE: CITY/COUNTY PLANNING

# DURHAM COUNTY PERCENTAGE OF APPARATUS



TOTAL APPARATUS 80

RESOURCE: COUNTY FIRE MARSHAL'S OFFICE



Rocky Knoll s Grove Parkwoode

Summary of Payments for Public Liability Claims Incurred for Law Enforcement Operations for Past Five Years (10/28/1994-10/28/1999)

8
) [
<b>?</b>
7
-
INUMBER OF Claims Which resulted in payments for legal defense plus payments for settlements

Distribution of Payments by Type of Expense

Defense   Payments to Claimants	98,688.77 \$ 58,784.75
Payments for Legal Defe	\$ 88
	Total Paid

Distribution of Payments to Claimants by Amount

Number of Claims Payment Range	Payment Range
33	\$10-\$500
13	\$501-more

# Summary of Payments for Vehicle Liability Claims Incurred for Law Enforcement Operations for Past Five Years (10/28/1994-10/28/1999)

Number of claims received for period	110
Number of claims for which no payments were made	27
Number of claims which resulted in payments for legal defense only	0
Number of claims which resulted in payments for settlements only	43
Number of claims which resulted in payments for legal defense plus payments for settlements	2

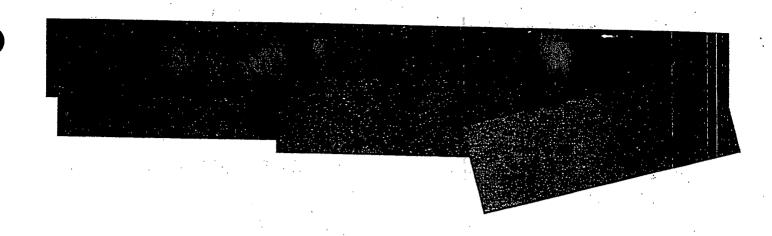
# Distribution of Payments by Type of Expense

Payments for Legal Defense   Payments to Claimants	26,439.52 \$ 2,658,161.08
Payments fo	Total Paid \$

# Distribution of Payments to Claimants by Amount

DISTRIBUTION OF LA	Distribution of Fayments to Stannants by Amer
Number of Claims Payment Range	Payment Range
70	\$1-\$10000
11	\$10,001-\$50,000
0	\$50,001-\$100,000
0	\$100,001-\$300,000
1	\$300,001-\$1,000,000
-	\$1,000,000-more

Public PROTECTION



# ANNUAL OPERATING BUDGET

DURHAM COUNTY NORTH CAROLINA

FISCAL YEAR 1998-1999

# **DURHAM COUNTY, NORTH CAROLINA**

# FY 1998-1999 ANNUAL OPERATING BUDGET

# **Board of County Commissioners**

MaryAnn E. Black, Chair

Ellen W. Reckhow, Vice-Chair

William V. Bell

Joe W. Bowser

Becky M. Heron

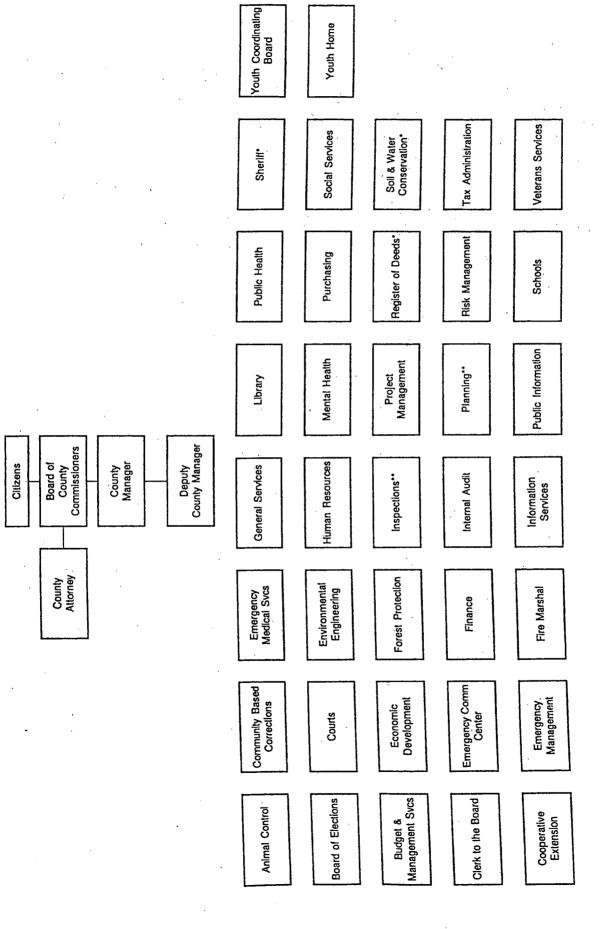
# **County Manager**

David F. Thompson

# **Deputy County Manager**

Michael J. Palmer

# Durham County, North Carolina General Administration Organization Chart



### READER'S GUIDE

The Durham County budget document is organized by fund. The general fund is further divided into functions: 1) general government, 2) public safety, 3) transportation, 4) environmental protection, 5) economic & physical development, 6) human services, 7) education, 8) culture & recreation and 9) nondepartmental which represents the level of authorization by the governing board. The manager is authorized to approve transfers within all functions with the exception of the contingency account. Transfers between functions and/or among funds as well as net changes to any fund must be approved by the board.

Each function is comprised of one or more agencies (departments). Each agency is then presented by program. Each program summary contains a program description, objectives for the coming year, a budget summary, performance indicators and the number of authorized personnel. For agencies administering more than one program, an agency summary precedes the programs.

Each agency's budget is presented in the following categories of expenditures:

Personal Services
Operating expenses
Capital outlay
Transfers/Contingency

Capital outlay in this document pertains to fixed assets with an estimated purchase price of \$1000 or more and a useful life of more than one year. These items typically include furniture, office equipment, automobiles and other equipment. Items in excess of \$100,000 with a useful life of 20 or more years, such as buildings, are included in the county's capital budget.

Capital projects, funded primarily by general obligations bonds, are presented in a separate document, the **Durham County Capital Improvement Plan**.

The county uses the **modified accrual basis** of accounting. **Revenues** are recorded in the period in which they are measurable and available. In other words, revenues are recognized either when they are received in cash (licenses, fines, etc.) or when collection of amount can be reasonably estimated to be received in near future (property taxes). **Expenditures** in a modified accrual system are generally recognized in the period in which goods or services are received or a liability is incurred.

# **Public Safety** A function of local government which has as its objective the protection of persons and property.

### **ACTIVITY: PUBLIC SAFETY**

	1996-97 ACTUAL	1997-98 BUDGET	1998-99 REQUESTED	1998-99 APPROVED
APPROPRIATIONS				·
PERSONAL SERVICES OPERATING EXPENSES CAPITAL OUTLAY	14,117,555 4,621,759 314,988	15,856,360 5,758,753 367,114	21,764,769 7,252,333 1,443,202	20,834,977 6,778,807 294,309
TOTAL	19,054,302	21,982,227	30,460,304	27,908,093
REVENUES  LICENSES AND PERMITS INTERGOVERNMENTAL REVENUES SERVICE CHARGES MISCELLANEOUS INCOME OTHER FINANCING SOURCES	585,499 1,811,665 910,540 10,906 0	651,000 1,982,882 1,251,549 6,680 0	611,500 1,855,291 4,200,818 21,900	631,500 2,127,130 3,817,339 21,900
TOTAL	3,318,610	3,892,111	6,689,509	6,597,869
NET APPROPRIATION	%=1 <i>5,7</i> 35 <u>,</u> 692.≋	≈=18,090,T16	= 23,770 <i>3</i> 95	21,310,224
FULL-TIME EQUIVALENTS	407.1	425.3	590.8	555.8

# AGENCY: COUNTY SHERIFF

	1996-97 ACTUAL	1997-98 BUDGET	1998-99 REQUESTED	1998-99 APPROVED
APPROPRIATIONS			·	
PERSONAL SERVICES OPERATING EXPENSES CAPITAL OUTLAY	12,842,793 2,102,486 211,391	13,991,510 3,156,569 323,270	15,948,722 3,731,216 1,064,167	15,195,082 3,471,365 198,405
TOTAL	15,156,670	17,471,349	20,744,105	18,864,852
REVENUES			·	
LICENSES AND PERMITS INTERGOVERNMENTAL REVENUES SERVICE CHARGES MISCELLANEOUS INCOME THER FINANCING SOURCES	220 1,314,313 506,877 5,883 0	14,000 1,213,287 883,549 6,680 0	13,500 1,481,752 835,013 6,900	13,500 1,481,752 835,013 6,900
TOTAL	1,827,293	2,117,516	2,337,165	2,337,165
NET APPROPRIATION	13,329,377	I5,353,833	<b>18,406,940</b> %	16,527,687
FULL-TIME EQUIVALENTS	371.1	388.1	434.6	402.6

# AGENCY: SHERIFF ADMINISTRATION

### MISSION

The mission of the Sheriff's Office is to enforce the laws established under the statutes of North Carolina by maintaining the public safety, serving civil process, transporting prisoners, providing court security and running a constitutionally safe and secure Detention Facility. Furthermore, the Sheriff's office is dedicated to receiving National Accreditation for Law Enforcement and Detention Services organizations. The Office of the Sheriff is dedicated to a three prong approach to fulfilling these duties by providing education, eradication, and treatment where needed to reduce and destroy the rising crime problem in Durham County.

### PROGRAM DESCRIPTION

The Sheriff's Office is responsible for providing public safety functions and law enforcement services with statutory jurisdiction throughout the County. It is divided into four major divisions which are: Detention Services, Operations, Support Services and Planning & Development. Detention Services is responsible for the administration and operation of the county's detention facilities. Operations functions are: Patrol, Communications, Community Services (DARE, SRO, Crisis Intervention), Crime Analysis, Fleet Maintenance, SCOPE (Sheriff's Community Policing Enforcement), Records, Permits, Warrants and Search and Recovery Team. Support Services has the following areas: Detective Division, SAC/Narc unit, Internal Affairs, Civil Process, Court Security, Transportation, Training, Administrative Information Desk, Accreditation, Pistol Team, Honor Guard and Negotiations Response Team. Finally, the Planning and Development Division is responsible for the entire agency's budget and Fiscal Management, Management Information Systems, Property and Evidence Control, Purchasing, Inventory Control, Promotional Process and Grant development and administration.

1997-98 ACCOMPLISHMENTS (\* prior year objectives)

1. Provided a full-time Deputy for child support enforcement to the Department of Social Services.\*

2. Established the SCOPE unit concept with grant funds secured, and hired (5) deputies to begin this community policing for the agency. \*

3. Established additional computer support and equipment for joint law enforcement network. Hired (1) data coordinator and purchased computer network equipment. \*

4. Hired (2) full-time deputies and purchased new technology resources for SAC/Narcotic unit to attack drug and drug related crime in Durham. \*

5. Provided increased telecommunication training and completed reclassification of positions.\*

### **1998-99 OBJECTIVES**

- 1. Establish Truancy / Probation / Triad unit (6 new deputies) to reduce truancy, probation violation and crimes against older persons.
- 2. Increase SAC/Narcotic unit by five (5) officers to increase/expand drug cases and covert narcotics operations.
- 3. Hire new training administrator to handle increased demand for needed training / recruiting for the entire agency.
- 4. To replace vehicles and related equipment to control maintenance costs and efficiency/ effectiveness of Sheriff's vehicle fleet.
- 5. Implement a full 24 hours / 7 day a week technical staff, and establish and implement Sheriff's Law Enforcement and Detention Information networks into Durham's plan for a Criminal Justice Integrated Network (CJIN)

# **ORGANIZATION: SHERIFF ADMINISTRATION**

	1996-97 ACTUAL	1997-98 BUDGET	1998-99 REQUESTED	1998-99 APPROVED
APPROPRIATIONS	·		· .*	
DEDGOVILL OPPLIANCE				
PERSONAL SERVICES	5,450,026	6,233,953	7,112,984	6,866,708
OPERATING EXPENSES	1,251,445	1,717,266	2,181,372	2,050,957
CAPITAL OUTLAY	202,799	210,405	914,911	170,355
TOTAL	6,904,270	8,161,624	10,209,267	9,088,020
REVENUES  LICENSES AND PERMITS INTERGOVERNMENTAL REVENUES	220 461,025	14,000 443,226	13,500 489,122	13,500 489,122
SERVICE CHARGES	347,617	329,500	328,880	328,880
MISCELLANEOUS INCOME THER FINANCING SOURCES	5,883 0	6,680 0	6,900 0	6,900 0
TOTAL	814,745	793,406	838,402	838,402
NET APPROPRIATION	6,089,525	£ 27,368,218.	9,370,865	8:249;618
FULL-TIME EQUIVALENTS	139.1	156.1	177.6	168.6

# AGENCY: COUNTY JAIL

### MISSION

The mission of the Sheriff's office, as it relates to its Detention Services organization, is running a constitutionally safe and secure Detention Facility. The Sheriff's Office is dedicated to fulfilling these duties by providing education, eradication and treatment where needed to reduce and destroy the rising crime problem in Durham County.

# PROGRAM DESCRIPTION

The Durham County Sheriff is responsible for the administration and operation of the County's Detention Facilities. The duty of Detention Services is to house inmates in a safe, secure and adequate environment while ensuring the protection of staff and the surrounding community through the proper administration and operation of the facilities. Detention Services is dedicated to providing several "self-help" and work programs for inmates to reduce recividism and promote rehabilitation and productive use of jail time.

# 1997-98 ACCOMPLISHMENTS (\*prior year objectives)

1. \* Implemented basic certification course for newly hired officers, focusing on report writing skills, jail operations, jail regulations.

2. Installed 160 additional bunk beds in non-maximum pods to proactively increase for jail

population and maintain proper inmate classification.

3. \* Implemented a "Spanish for the Workplace" class for Detention/Sheriff staff provided by Durham Technical Community College, in-house.

4. \* Implemented the following new inmate programs: hand-tool/carpentry class and expanded inmate library supplies through canteen revenue.

# 1998-99 OBJECTIVES

1. To further consolidate and streamline inmate booking/intake/release with records and population control, facilitate staff functions and inmate management, and eliminate erroneous/delayed releases.

2. Reduce the number of incidents and assaults by 50%, and decrease number of daily inmate infraction reports.

3. Provide the necessary staff and equipment to maintain or enhance proper safety and security guidelines within the facility.

4. Revise and implement parking system for Detention Facility service yard.

- 5. Design and implement plan to control chemical cost for cleaning supplies.
- 6. Revise and implement cleaning schedule to keep all marks off walls and floors clean and

7. Maintain 100% effectiveness and efficiency of inmate county work detail.

- 8. Streamline and facilitation of inmate records, forms, programs, and efficiently manage the administrational operations of the facility with available resources.
- 9. Improving departments technological infrastructure with establishment of Detention LAN and conversion to a network based jail management system.
- 10. Establish a field training officer program with Detention Officer II's.
- 11. Increase vocational, treatment, self-help classes without increasing staff.
- 12. Evaluate accreditation process and determine its feasibility for Detention Services.
- 13. Establish a physical fitness program for Detention Staff.

### RGANIZATION: COUNTY JAIL

		1996-97 ACTUAL	1997-98 BUDGET	1998-99 REQUESTED	1998-99 APPROVED
	APPROPRIATIONS				
1	PERSONAL SERVICES OPERATING EXPENSES CAPITAL OUTLAY	7,392,767 851,041 8,592	7,757,557 1,439,303 112,865	8,835,738 1,549,844 149,256	8,328,374 1,420,408 28,050
	TOTAL .	8,252,400	9,309,725	10,534,838	<b>29,776,832</b>
1	REVENUES INTERGOVERNMENTAL REVENUES	853,288	770.061	000 600	
	SERVICE CHARGES	159,260	770,061 554,049	992,630 506,133	992,630 506,133
	TOTAL	1,012,548	1,324,110	1,498,763	<b>27,498,763</b>
	NET APPROPRIATION	7,239,852	** 7,985,615 ·	9,036,075	8,278,069
ı	FULL-TIME EQUIVALENTS	232	232	257	234

### AGENCY: CRIMINAL JUSTICE PARTNERSHIP

### **PROGRAM DESCRIPTION**

The program is designed to blend high levels of control with intensive service delivery to offenders sentenced to supervised probation in Durham County. The program provides services at no cost to the offenders thus enabling them to attend intensive, out-patient substance abuse treatment, complete basic educational requirements, and move into the workforce through well structured employment training and placement. All services are provided on-site and do not duplicate services already provided in the community by other agencies.

### 1997-98 ACCOMPLISHMENTS

1. The agency has implemented a structured day and night program that offers accessibility to all programs for participants.

2. A database bas been developed and installed that will record accurate attendance for all

participants.

3. Increased number of clients provided service this fiscal year.

### 1998-99 PROGRAM OBJECTIVES

1. Increase the number of program participants by 10%.

2. Increase the number of successful program participants by 10%.

Submit all required state and local reports complete and on-time.
 Increase the number of community agencies involved with the program.

### GENCY: CRIMINAL JUSTICE PARTNERSHIP

	1996-97 ACTUAL	1997-98 BUDGET	1998-99 REQUESTED	1998-99 APPROVED
APPROPRIATIONS		· · .		•
PERSONAL SERVICES OPERATING EXPENSES CAPITAL OUTLAY	114,684 368,383 41,427	516,890 566,059 16,479	479,778 398,392 4,000	439,024 419,020 5,000
TOTAL	524,494	1,099,428		863,044
REVENUES				
INTERGOVERNMENTAL REVENUES	475,421	699,945	353,889	353,889
TOTAL	475,421	= 699,945	≦≦≦±253,889	353,889
NET APPROPRIATION	49,073	399,483	528,281	509,155
FULL-TIME EQUIVALENTS	4	4	12.8	12.8

### AGENCY: EMERGENCY COMMUNICATIONS

### PROGRAM DESCRIPTION

The Emergency Communications Center (911), jointly funded by the city and county, elicits necessary information from emergency callers and dispatchers appropriate personnel and equipment throughout the City of Durham, Durham County and parts of adjacent counties. The center, administered by the city, ensures the rapid dispatch of emergency units and helps coordinate communications during disasters and other emergency situations. A 24-hour receiving and dispatching service is provided for Durham City Police, Durham City Fire, Durham County Sheriff, Volunteer Fire Services, Emergency Medical Services, Emergency Management, and Alcoholic Beverage Control.

The Emergency Communications Center is implementing an Enhanced 911 (E-911) communications system. E-911 is the most advanced emergency communication system available. E-911 increases the speed and accuracy of emergency response by automatically identifying caller's address and telephone number.

### AGENCY: EMERGENCY COMMUNICATIONS

	1996-97 ACTUAL	1997-98 BUDGET	1998-99 REQUESTED	1998-99 APPROVED
APPROPRIATIONS				
OPERATING EXPENSES CAPITAL OUTLAY	831,341 0	684,302 0	775,107 0	688,027 0
TOTAL	831,341	684,302	775,107	688,027
REVENUES				
TOTAL	0.	0,	0	0
NET APPROPRIATION	831,341	684,302	- 775,107.	688,027
FULL-TIME EQUIVALENTS	0	0	0	0

### **ORGANIZATION: EMERGENCY MANAGEMENT**

### **AGENCY MISSION**

The Durham/Durham County Emergency Management Agency strives to provide professional, prompt and effective coordination of multi-agency responses to emergency and disaster situations before, during and after their occurrence.

### **PROGRAM DESCRIPTION**

The Durham/Durham County Emergency Management Agency is responsible for developing and implementing the City/County Emergency Operations Plan. We respond to all major emergencies within Durham County and make any required notifications to the applicable State and Federal agencies.

In the event of a disaster or major emergency, we coordinate the activities of all City and County agencies through the Emergency Operations Center to assure that our response activities are performed efficiently and effectively. Our post-response activities involve working to assure that a credible damage assessment is performed in order to obtain Public and/or Individual Assistance funding from the Federal government. On a day-to-day basis we assist local agencies and businesses with emergency planning and response activities.

### 1997-98 ACCOMPLISHMENTS (\* prior year work objectives)

- 1. \* Training of City and County Officials in the Emergency Operations Center / Incident Command Interface.
- 2. \* Installation and training on EM2000 EOC management software.
- 3. \* Updated appendices and annexes to the Durham County Emergency Operations Plan.
- 4. Received an Americorps volunteer to perform disaster preparedness education to 5<sup>th</sup> graders.

### **1998-99 OBJECTIVES**

- 1. Go on-line with Mobile Data Terminal Project and install radios in the Emergency Operations Center.
- 2. All 5<sup>th</sup> graders in public and private school systems will be trained in disaster preparedness.
- 3. County Fire Departments will undertake county hazardous materials response.
- 4. Revise Durham County Emergency Operations Plan to mirror departmental realignments.
- 5. Bring Emergency Operations Center up to Americans with Disabilities Act specifications.
- 6. Complete Emergency Management Systems Capability Analysis.

### AGENCY: EMERGENCY MANAGEMENT

	1996-97 ACTUAL	1997-98 BUDGET	1998-99 REQUESTED	1998-99 APPROVED
APPROPRIATIONS		•		
OPERATING EXPENSES	195,630	128,548	248,719	233,667
TOTAL	195,630	128,548	248,719	233,667
REVENUES				
TOTAL	0	7 <u>2.4 20</u> 4.0		0
NET APPROPRIATION	195,630	128,548	248,719	233,667
FULL-TIME EQUIVALENTS	0	0	·3	3

### **AGENCY: FIRE MARSHAL**

### **MISSION**

The Office of the Fire Marshal will prevent the loss of life, reduce property damage and provide a safe working environment by providing competent fire and life safety inspections, by providing training and educational programs, and through efficient planning and preparation, lead the County through any emergency which may be presented.

### PROGRAM DESCRIPTION

The Durham County Fire Marshal's Office provides a wide range of services to the Durham County Community. Our office provides services that include fire inspections, fire prevention activities, fire investigations, public fire education programs, building and site plan review, fire code enforcement, and maintains files concerning the North Carolina Chemical Right To Know Act. We also respond to various emergencies throughout the County to include: all confirmed structure fires, fires of suspicious origin, assisting County fire departments in fire suppression activities, and upon the request of any County fire department.

### 1997-98 ACCOMPLISHMENTS (\* prior year work objectives)

1. \*Maintained the Inspection level set by the NC Building Code.

2. \* Initiated the review process of all building and site plans within three working days

3. \* Provided emergency response in Durham County within 45 minutes, 24 hours a day

- 4. Initiated a smoke detector program for Durham County citizens that are unable to afford
- 5. Reached over 4,500 school aged children and 1,500 adults during Fire Prevention Week

### **1998-99 OBJECTIVES**

1. Perform Fire, Life Safety and OSHA-compliance Inspections.

2. Conduct Fire Investigations for cause and origin.

3. Conduct Workers Comp Investigations for all injuries incurred by County employees.

4. Conduct Public Fire Education classes.

5. Develop and Conduct Workplace Safety Training programs to comply with OSHA standards.

### **1998-99 HIGHLIGHTS**

Begin inspecting all County-owned buildings located in the County. The position of County Safety Officer will be implemented through the Office of the Fire Marshal.

### AGENCY: FIRE MARSHAL

	1996-97 ACTUAL	1997-98 BUDGET	1998-99 REQUESTED	1998-99 APPROVED
APPROPRIATIONS	•	٠.		
PERSONAL SERVICES OPERATING EXPENSES CAPITAL OUTLAY	171,627 145,472 15,011	322,565 69,801 3,450	378,440 135,508 75,000	481,746 98,095 8,000
TOTAL	332,110	395,816	588,948	<b>587,84</b> 1
REVENUES				
INTERGOVERNMENTAL REVENUES SERVICE CHARGES	0 32,838	0 25,000	0 25,000	271,839 25,000
TOTAL	32,838	25,000	25,000	296,839
NET APPROPRIATION	299,272	370,816	563,948	291,002
FULL-TIME EQUIVALENTS	4.8	. 5	12	12

### **AGENCY: INSPECTIONS**

### **AGENCY MISSION**

To provide a cost effective level of service designed to assure the adequate protection of the health and safety of the citizens of the City and County of Durham through assertive enforcement of the various State Building, Electrical, Plumbing and Mechanical codes and local Zoning Ordinances.

### PROGRAM DESCRIPTION

Department reviews plans and issues all building permits and Certificates of Compliance; maintains an active permit filing system; inspects construction, electrical, mechanical and plumbing systems to ensure compliance with codes; and responds to numerous inquiries concerning regulations in general.

### 1997-98 ACCOMPLISHMENTS

- 1. On schedule with performing 2 quality assurance inspections behind each inspector each month.
- 2. On schedule with inspecting all public schools twice a year.
- 3. On schedule with performing requested inspections within 24 hours 90-95% of the time.

### **1998-99 OBJECTIVES**

- 1. To perform 2 quality assurance inspections behind each inspector each month.
- 2. To inspect all public schools twice a year.
- 3. To respond to requested inspections within 24 hours 90% of the time.
- 4. To review 90% of all residential plans within 4 working days.

### AGENCY: INSPECTIONS

	1996-97 ACTUAL	1997-98 BUDGET	1998-99 REQUESTED	1998-99 APPROVED
APPROPRIATIONS				
PERSONAL SERVICES OPERATING EXPENSES	0 517,201	0 552,580	0 563,181	0 536,275
TOTAL	517,201	552,580	563,181	536,275
REVENUES	-			
LICENSES AND PERMITS SERVICE CHARGES	361,322 0	362,000 0	373,000 0	373,000 0
TOTAL	361,322	362,000	373,000	373,000
NET APPROPRIATION	155,879	190,580	190,181	163,275
FULL-TIME EQUIVALENTS	0	0	0	, <b>0</b>

### AGENCY: MEDICAL EXAMINER

### PROGRAM DESCRIPTION

The current medical examiners system is a statewide system, supervised and financed largely at the state level. The county pays approximately 45 percent of the cost of each examination or autopsy performed on residents who die within the county. Currently, those fees are set by the state at \$75.00 per examination, and \$400.00 per autopsy.

### AGENCY: MEDICAL EXAMINER

r .		1996-97 ACTUAL	1997-98 BUDGET	1998-99 REQUESTED	1998-99 APPROVED
APPROPRIATIONS				•	
PERSONAL SERVICES		52,950	54,500	54,500	54,500
TOTAL		52,950	54,500	54,500	54,500
REVENUES					
TOTAL	· <b>[</b>	.0	0	-0	0
NET APPROPRIATION		52,950	54,500	54,500	54,500
FULL-TIME EQUIVALENTS	-	0	0	0	<b>0</b>

### AGENCY: ANIMAL CONTROL

MISSION STATEMENT: To provide a high standard of responsible pet care for owners, custody and control of animals throughout Durham County, and to ensure that animals are properly licensed and vaccinated against rabies.

### PROGRAM DESCRIPTION

Animal Control protects the health and property of the public when threatened by animals and is responsible for the care, custody and control of animals. This department answers all questions and complaints concerning animals and assists the public with purchasing or redeeming pets. Animal Control insures that animals are properly licensed and vaccinated against rabies. The above services are provided to the public 24 hours a day, 7 days a week.

The Animal Control Department is also responsible for the Pet Store Ordinance and investigates delinquent license complaints.

The goals of this department are to increase public awareness concerning animal control issues and to foster public understanding of the importance of caring for pets.

### 1997-98 ACCOMPLISHMENTS (\*prior year work objectives)

- 1. \*Revised various questionable sections of the Animal Control Ordinance.
- \*Personnel Training: Office staff completed computer training, field staff completed shotgun training and cruelty workshops.
- 3. \*Purchased mapping software.
- 4. \*Animal software training on Chameleon was completed in October 1997.

### 1998-99 PROGRAM OBJECTIVES

- 1. Training of staff: Offer expanded and advanced training for supervisors and field officers in criminal investigations, i.e. cruelty, dog fighting, constitutional law, etc.
- 2. Increase revenue by utilizing new collections position to pursue payment of delinquent accounts and implement a more effective way to collect licenses and civil penalties.
- 3. Create an Animal Control Home Page under the county's web page.

### AGENCY: ANIMAL CONTROL

	1996-97 ACTUAL	1997-98 BUDGET	1998-99 REQUESTED	1998-99 APPROVED
APPROPRIATIONS				•
PERSONAL SERVICES OPERATING EXPENSES CAPITAL OUTLAY	373,210 340,454 47,159	402,517 421,375 19,500	651,554 439,498 114,192	468,995 423,449 20,611
TOTAL	760,823	843,392	1,205,244	<b>913,055</b>
REVENUES				
LICENSES AND PERMITS SERVICE CHARGES MISCELLANEOUS INCOME	223,957 55,861 5,023	275,000 43,000 0	225,000 20,000 15,000	245,000 20,000 15,000
TOTAL	284,841	318,000	260,000	280,000
NET APPROPRIATION	475,982	525,392	945,244	633;055
FULL-TIME EQUIVALENTS	12	13	18	15

### **ORGANIZATION: OTHER NONPROFIT AGENCIES**

### OTHER SAFETY AND SECURITY RESOURCES

### PROGRAM DESCRIPTION

Included in this cost center are nonprofit organizations whose work complements the efforts of the County's public safety efforts and whose mission is providing assistance to law enforcement agencies. Currently, Durham County is not funding organizations within this function.

Specific information on the nonprofit organizations and funding is listed in more detail in the appendix.

### AGENCY: OTHER PUBLIC SAFETY

		1996-97 ACTUAI		1997-98 BUDGET		1998-99 REQUESTED	1998-99 APPROVED
APPROPRIATIONS							
OPERATING EXPENSES			0		0	140,000	0
TOTAL			ି0		0.	140,000	0
REVENUES	٠			·			
TOTAL			<b>⊹0</b> [≊		0	0	0
NET APPROPRIATION			0.5		0	140,000	2.0
ULL-TIME EQUIVALENTS			0		0	0	0

### **AGENCY: YOUTH HOME**

		1996-97 ACTUAL	1997-98 BUDGET	1998-99 REQUESTED	1998-99 APPROVED
APPROPRIATIONS					
PERSONAL SERVICES OPERATING EXPENSES CAPITAL OUTLAY	} * · ·	562,291 120,792 0	568,378 179,519 4,415	609,793 129,696 5,843	609,793 130,911 843
TOTAL		683,083	752,312	745,332	741,547
REVENUES					
INTERGOVERNMENTAL REVEN SERVICE CHARGES	UES	21,931 314,964	69,650 300,000	19,650 310,000	19,650 309,486
TOTAL		336,895	369,650	329,650	329,136
NET APPROPRIATION	Į	346,188	382,662	415,682	412,411
FULL-TIME EQUIVALENTS		15.2	15.2	15.2	15.2

### **AGENCY: YOUTH HOME**

### MISSION

The mission of the Youth Home is to provide secure custody (detention services) to juveniles awaiting disposition of their cases in the courts. Detention services are for the protection of the juvenile and the safety of the community; and to provide an environment that fosters good physical and emotional care of juveniles detained at the facility.

### PROGRAM DESCRIPTION

The Durham County Youth Home is a secure detention facility that provides care for children between the ages of nine (9) and sixteen (16) who have been detained by the courts. Durham's Youth Home is one of eleven (11) juvenile detention facilities in North Carolina, designated to detain children who the court has determined are in need of secure custody supervision.

The Youth Home has the capacity to provide custodial care to detainees. This includes meals, clothing, bedding, and routine medical attention as well as structured programs, and counseling, in an emotionally safe environment while they are being detained at the facility. The residents are monitored and supervised twenty four (24) hours a day, seven (7) days a week by both male and female counseling staff, thus insuring that the juveniles being detained will be kept in safe custody pending future disposition of their cases by the courts.

### 1997 - 1998 ACCOMPLISHMENTS

- 1. Provided and continues to provide basic counseling and orientation training for all staff members, especially new hires.
- 2. Completed a new Youth Home Policy/Procedure Manual to aid staff in the daily operation of the Youth Home's overall program.
- 3. Updated staff supervisory skills by having all supervisory personnel complete various workshops and seminars designed to enhance their supervisory capabilities.
- 4. Developed and completed several innovative activities aimed at improving the staff's ability to effectively handle and redirect resident's negative behavior patterns. Secured Reimbursements from parents whose children incurred medical expenses while at the Youth Home.
- 5. Recouped revenue owed to Durham County from the State in the amount of \$55,384.

### **FY 1999 WORK OBJECTIVES**

- 1. Continue to seek external sources of funding for detention services.
- 2. Continue to work with other community agencies to develop juvenile delinquency prevention services in the community.
- 3. Continue to work with Durham's Mental Health Office and Juvenile Services Division in developing a new substance abuse initiative.
- 4. Develop an in house unarmed self-defense program, which will include the certification of an appointed Youth Home staff member.
- 5. Develop an in house suicide prevention program.

### ORGANIZATION: YOUTH HOME ADMINISTRATION

	1996-97 ACTUAL	1997-98 BUDGET	1998-99 REQUESTED	1998-99 APPROVED
APPROPRIATIONS				
PERSONAL SERVICES OPERATING EXPENSES CAPITAL OUTLAY	556,341 63,696 0	565,358 119,915 2,000	603,843 126,996 5,843	603,843 128,211 843
TOTAL	620,037	687,273	736,682	732,897
REVENUES			,	
INTERGOVERNMENTAL REVENUES SERVICE CHARGES	13,281 314,964	11,000 300,000	11,000 310,000	11,000 309,486
TOTAL	328,245	311,000	321,000	320,486
NET APPROPRIATION	291,792	376,273	415,682	412,411
FULL-TIME EQUIVALENTS	15.2	15.2	15.2	15.2

### ORGANIZATION: JUVENILE PROGRAM/AFTER CARE SUPPORT GROUP COMMUNITY BASED ALTERNATIVE GRANT

### PROGRAM DESCRIPTION

The Durham County Youth Home expects to receive a \$8,650 Community Based Alternative Grant to continue a pilot program began in FY 1992-93. The purpose of the grant is to better coordinate community involvement in prevention of adolescent drug/alcohol abuse and juvenile delinquency for youth who are being released from detention and training facilities with the aim of dramatically reducing their recidivism rate. This will be done mainly by providing educational criminal justice classes for children who are on probation, and an educational and psychological support group for those who are delinquent and who have been released from training schools or youth homes.

### ORGANIZATION: JUV PROG/AFTER CARE SUPPORT GROUP

	1996-97 ACTUAL	1997-98 BUDGET	1998-99 REQUESTED	1998-99 APPROVED
APPROPRIATIONS				
PERSONAL SERVICES OPERATING EXPENSES CAPITAL OUTLAY	5,950 2,538 0	3,020 3,215 2,415	5,950 2,700 0	5,950 2,700 0
TOTAL	8,488	8,650	8,650	<b>8,650</b>
REVENUES				
INTERGOVERNMENTAL REVENUES	8,650	8,650	8,650	8,650
TOTAL	8,650	***. <sup>2</sup> \$=\$,650	÷	<b>2.8,650</b>
NET APPROPRIATION	-162	0	0	0
FULL-TIME EQUIVALENTS	0	. 0	0	. 0

### AGENCY: EMERGENCY MEDICAL SERVICES (EMS)

### **AGENCY MISSION**

The mission of Durham County EMS is to improve the health status of the Durham community. To accomplish this mission, EMS strives to provide quality pre-hospital care and transportation that is appropriate, safe, efficient, easily accessible and affordable; provide a work force that is professional, courteous, well trained, and efficient; offer continuing educational programs that enhance the knowledge, skills, and expertise of the Division's work force; encourage, promote and provide health education programs for all interested community groups; and maintain a reputation that will reinforce our belief that Durham County EMS should remain the transportation system of choice within the community.

### PROGRAM DESCRIPTION

Emergency Medical Services became part of Durham County Government on July 1, 1998, as part of the Durham Regional/Duke University Medical System lease agreement. Part of the agreement requires Duke to make an annual payment to the County of \$1,500,000 to support

The Emergency Medical Services Department serves as the primary provider of emergency ambulance service and alternative medical transportation in Durham County. Paramedic level service is provided from four primary sites within the city limits, and additional county locations in Bahama, Lebanon, Redwood, Bethesda, and Parkwood volunteer fire departments. Nonemergency ambulance and wheelchair van service is provided on a part-time basis from our primary site located on the campus of Durham Regional Hospital, which also houses our patient accounting and public education functions. First responder assistance is provided within the city limits by the Durham Fire Department.

### 1997-1998 ACCOMPLISHMENTS

- 1. Development of a Bicycle Response Team.
- 2. Development of EMT course in partnership with Durham Technical Community College that
- 3. Successful transition of department from the Durham County Hospital Corporation to the County of Durham on July 1, 1998.
- 4. Presented EMS programs to several Durham elementary school classes.

### 1998-99 OBJECTIVES

- 1. Implementation of 24-hour Paramedic coverage in all districts within Durham County by implementing a Quick Response Vehicle Concept in the county fire districts.
- 2. Establishment of an EMS station in the South Square, Garrett Road area.
- 3. Expand Public education programs.
- 4. Update EMS billing and data computer systems to eliminate duplicate data entry and to address Year 2000 compliance concerns.

### AGENCY: EMERGENCY MEDICAL SERVICES

	1996-97 ACTUAL	1997-98 BUDGET	1998-99 REQUESTED	1998-99 APPROVED
APPROPRIATIONS		. <u>.</u>		
PERSONAL SERVICES OPERATING EXPENSES CAPITAL OUTLAY	0 0 0	0 0 0	3,641,982 691,016 180,000	3,585,837 777,998 61,450
TOTAL	0		4,512,998	4,425,285
REVENUES				
SERVICE CHARGES	0	0	3,010,805	2,627,840
TOTAL	0	0	3,010,805	2,627,840
NET APPROPRIATION	· · · · · · · · · · · · · · · · · · ·	0.2	2 1,502,193	1,797,445
FULL-TIME EQUIVALENTS	0		95.3	95.3

### **SOLID WASTE**

### Organizational Elements

- City Sanitation Department collects residential garbage, yard waste and bulky waste as well as from stationary commercial containers in the City.
- City Environmental Resource Department operates a transfer station, rubble landfill and a yard waste composting facility for City and County solid waste and manages the recycling contract for City. Also administers the City Household Hazardous Waste Collection Program.
- County Solid Waste Management Division operates convenience centers in the unincorporated area to allow citizens to drop off solid waste.

### Proposed Organizational Structure

- Transfer the two County Solid Waste Management divisions from the County General Services Department to City Sanitation.
- Transfer the Transfer Station, Rubble Fill, household hazardous waste and recycling responsibilities from the City Environmental Resources Department to City Sanitation and place City Sanitation under the City Public Works Department thereby reducing City/County management span of control.

### Advantages of Consolidation

- Improved coordination of prevention of dumping and cleanup throughout the County.
- Organizational simplicity and reduced span of control for the City/County Manager.

### Disadvantages of Consolidation

• None.

### **Findings**

Solid waste management efforts of the City and County should be consolidated.

### Recommendations

Consolidate City and County solid waste management.

### Other Issues

Retain City and County levels of service at current levels.

### **TRANSPORTATION**

### **Organizational Elements**

- The City Public Works Transportation Division provides staff for the area Metropolitan Planning Organization (MPO). It performs traffic engineering, development review and street light maintenance services for the City. It provides development review services for the County via the City/County Planning Department. In addition, it is responsible for public transit system operations, paratransit services, parking facility operations and parking facility maintenance. It also provide taxi cab inspection and permit services.
- No County organizational element except for the County Transportation Advisory Board.

### **Proposed Organizational Structure**

• No change—Just expand responsibilities to include the unincorporated area and move the responsibility for taxi inspections and permit to law enforcement.

### Advantages of Consolidation

- Simplify the coordination and oversight of paratransit services.
- Facilitate metropolitan transportation planning in the unincorporated area.
- Make transportation planning an integral part of the development review process.

### Disadvantages of Consolidation

None.

### **Findings**

• The current City Public Transportation Division should assume all traffic engineering, transportation development review and planning responsibilities for the unincorporated area of the County.

### Recommendations

• Have the current City Public Transportation Division assume all traffic engineering, transportation development review and planning responsibilities for the unincorporated area of the County.

### Other Issues

- Concern by those with property in the unincorporated area and especially with RTP property owners about their status especially with regard to potential tax increases.
- What does the City really do with regard to street light maintenance? How many people are required to provide this service? Can the service be simplified?

### **ENGINEERING**

### **Organizational Elements**

- City Public Works Engineering Division provides engineering design, development review and construction inspections for City and County private development and City projects.
- County Engineer responsible for engineering design, development review and construction inspections for County infrastructure projects.

### **Proposed Organizational Structure**

• Merge the County Engineering Department Project Management Division with the City Project Management operations currently under Asset Management.

### Advantages of Consolidation

- Better functional alignment.
- Gain economy of scale.
- Enhance development review and engineering coordination.

### Disadvantages of Consolidation

• None.

### **Findings**

City and County engineering operations should be merged.

### Recommendations

Merge the City and County engineering operations.

### Other Issues

- Consider merging the County General Services Building and Grounds Maintenance Division with the Building and Grounds Maintenance operations currently under the City Asset Management Department.
- Consider placing City Asset Management under the City/County Public Works Department.

### **STORM WATER**

### **Organizational Elements**

- City Public Works Storm Water Services Division provides storm water billing, education and pollution control and responds to drainage complaints for the City.
- The County does not currently have a Storm Water Program or organizational element but must have a program in the near future.

### **Proposed Organizational Structure**

• Establish a countywide Stormwater Services Division including the current City Public Works Stormwater Division.

### Advantages of Consolidation

• Existing expertise could be used for expansion of stormwater operations into the unincorporated area.

### Disadvantages of Consolidation

None.

### **Findings**

 A countywide Stormwater Services Division should be established, which would include the current City Public Works Stormwater Division and sufficient staff and resources to provide countywide stormwater services to meet state and federal requirements.

### Recommendations

• Establish a countywide Stormwater Services Division including the current City Public Works Stormwater Division and sufficient staff and resources to provide countywide stormwater services to meet state and federal requirements.

### Other Issues

### **EROSION CONTROL**

### **Organizational Elements**

- The Sedimentation and Erosion Control Division of County Engineering has the responsibility for erosion control throughout the County to include the City.
- City has no organizational element.

### **Proposed Organizational Structure**

• Place the Sedimentation and Erosion Control Division of County Engineering under the City/County Community Development Department.

### Advantages of Consolidation

- Would facilitate erosion control coordination with City departments.
- Simplify the overall organizational structure.

### Disadvantages of Consolidation

None.

### **Findings**

 The Sedimentation and Erosion Control Division of County Engineering should be placed under the City/County Community Development Department.

### Recommendations

 Place the Sedimentation and Erosion Control Division of County Engineering under the City/County Community Development Department.

### Other Issues

### STREET MAINTENANCE

### **Organizational Elements**

- City Public Works Street Maintenance maintains streets, sidewalks and alleys and controls storm water run off and drainage in the City.
- County does not have a street maintenance program or organizational element. County roads are maintained by the State DOT.

### **Proposed Organizational Structure**

None.

### Advantages of Consolidation

• City/County merger would facilitate the expansion of street maintenance services throughout the County as those services are needed and citizens are willing to pay for increased services.

### **Disadvantages of Consolidation**

None.

### **Findings**

• City/County merger would facilitate the expansion of street maintenance services throughout the County as those services are needed and citizens are willing to pay for increased services.

### Recommendations

None.

### Other Issues

### **ROADWAY APPEARANCE**

### **Organizational Elements**

- City Public Works Roadway Appearance Division provides street cleaning and right of way maintenance services for the City. Also provides urban forestry services.
- Roadway appearance services are not provided by the County.

### **Proposed Organizational Structure**

• None.

### Advantages of Consolidation

• City/County merger would facilitate the expansion of roadway appearance services throughout the County as those services are needed and citizens are willing to pay for increased services.

### Disadvantages of Consolidation

• None.

### **Findings**

 City/County merger would facilitate the expansion of roadway appearance services throughout the County as those services are needed and citizens are willing to pay for increased services.

### Recommendations

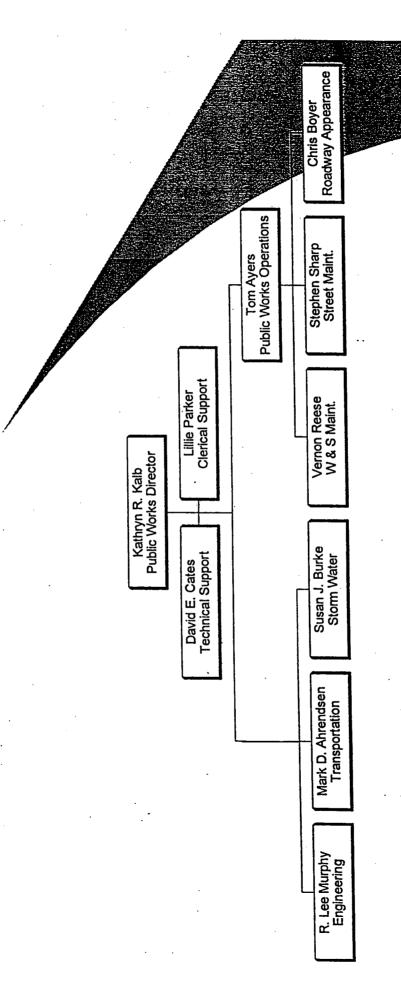
None.

### Other Issues

Roadway Appearance (46) Chris Boyer Road. App. Superintendent 560-4105 Street Cleaning **Urban Forestry** Impact Team R/W Mowing Public Works Operations (262) Streets (paved & dirt) Stormwater/Drainage Street Maintenance (94) Stephen Sharp Street Maint. Super. 560-4312 Asst. Director Operations 560-4312 Sidewalks Alleys Tom Ayers Water/Sewer Maint. (122) Vernon Reese W & S Superintendent 560-4344 Clerical Support (3) Lillie Parker Managment Asst. 560-4326 Ext. 223 **Public Works Department** Water Meters. Sewer Mains Water Mains Public Works Director (397) Kathryn R. Kalb 560-4326 Ext. 225 (X) = number of employees Storm Water Eductation Storm Water Pollution Drainage Complaints Storm Water Billing Storm Water Serv. (17) Susan J. Burke Storm Water Manager 560-4326 Ext. 240 Technical Support (3) David E. Cates . CADD/GIS Admin. 560-4326 Ext. 232 Transportation Planning Development Review Mark D. Ahrendsen Transportation Manager 560-4366 Ext. 306 Traffic Operations DATA/ACCESS Fransportation (52) Street Lights. Taxicabs Water & Sewer Services Construction Inspection Development Review CITY OF MEDICINE Engineering Design Engineering (59) R. Lee Murphy Engineering Manager 560-4326 Ext. 230 Assessments

DURHAM

# Department of Public Works



## Department of Public Works Scope of Responsibilities

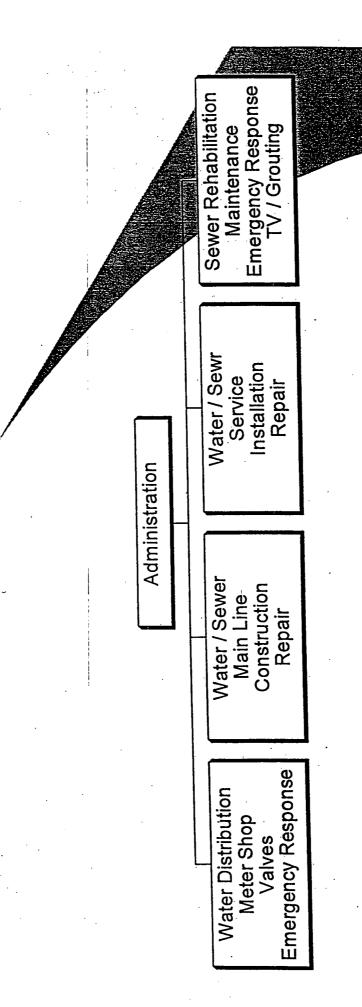
# Operate, Maintain, Improve:

- 825 miles of streets
- 933 miles of water lines
- 863 miles of sewer lines
- 675 (?) miles of storm drains
- 192 miles of sidewalk
- 62,000 water meters
- 34,780 traffic signals / signs
- 422 shoulder miles of highways
- 10,383 street lights

### Provide:

- 125,000 hours were year of bus
- service
- 65,000 "Demand- Responsive passenger trips per year.
- 300 illegal dump sites clear

# Water & Sewer Maintenance





## Street Maintenance Program Description

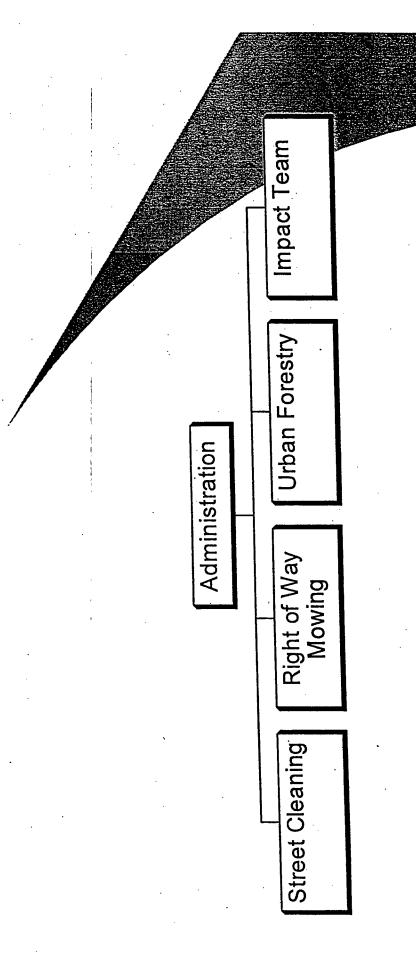
Executes the City Winter Weather Plan

Maintains City streets, alleys, and sidewalk in the city

Maintain the storm water drainage system within the city

reimbursement for cost associated with some maintenance for part Through municipal agreement with NCDOT, the City receives a the State Highway System that is within the city limits

# Roadway Appearance





# Water and Sewer Maintenance

## Program Description

Provides routine and emergency maintenance to the distribution and wastewater collection system.

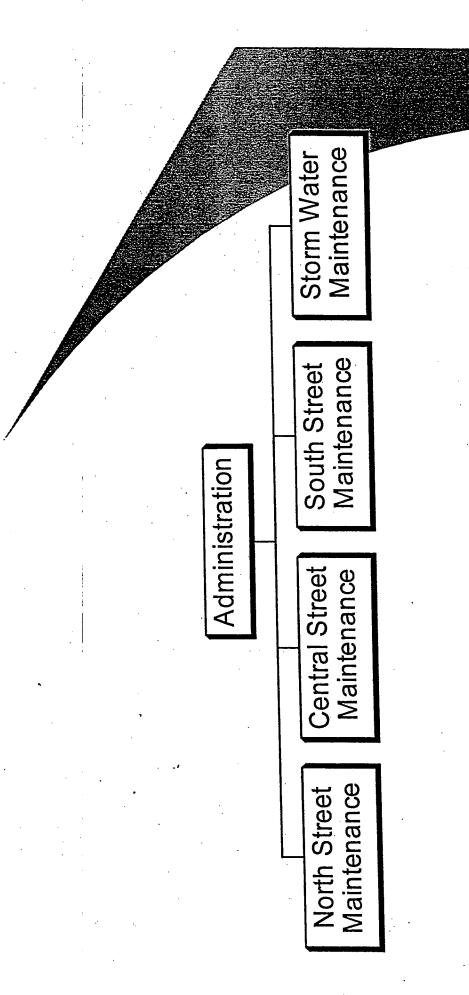
Operates and maintains fire hydrants and water valves.

Installs and repairs water and sewer service connections.

Inspect, clean, TV, and repair water and sewer main trunk lines.

Provide routine and emergency response to water meter problems (leaks, water pressure concerns, unusual consumption rates)

## Street Maintenance



### Roadway Appearance Program Description

Street Sweeping

Litter Control

Dead Animal Removal

Tree Maintenance and Planting

Illegal Solid Waste Disposal Cleanup

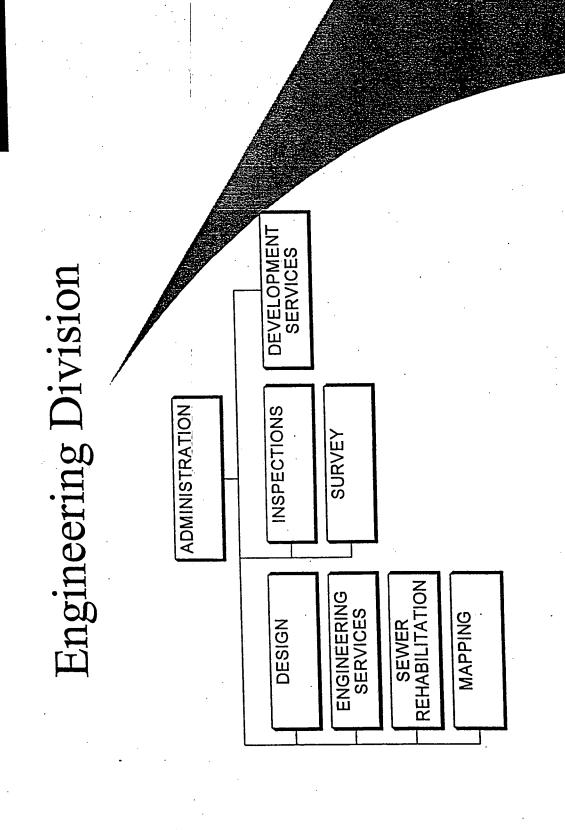
Mowing

Graffiti Remo

Summer Youth I Spring Clean

FTEs 47

Total Dollars: \$3,112,704



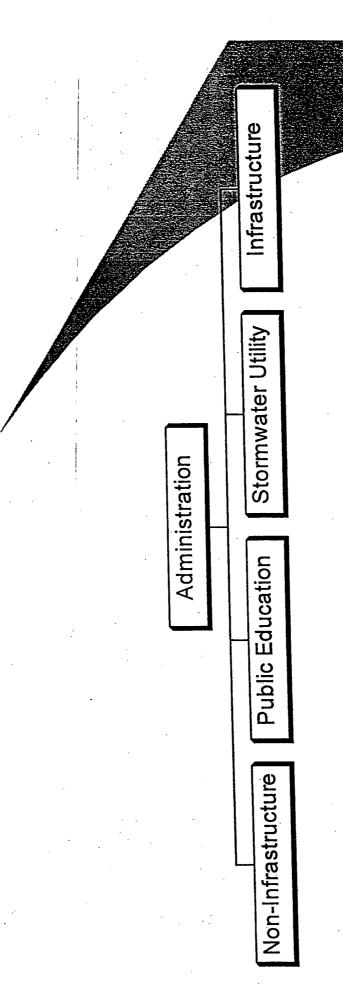
# Engineering Division

## Program Description

- Design Services
- Contract Administration
- Engineering Studies
- Sewer Rehabilitation Program
- Mapping/GIS
- Construction InspectionServices
- Surveying Services

- Petitions & Assessments
- Street Addressing
- Powell Bill Records
- New Utility ConnectionDevelopment Review
- Construction Drawing Approval
- Water & Sewer Permitting

# Storm Water Services



# Storm Water Services

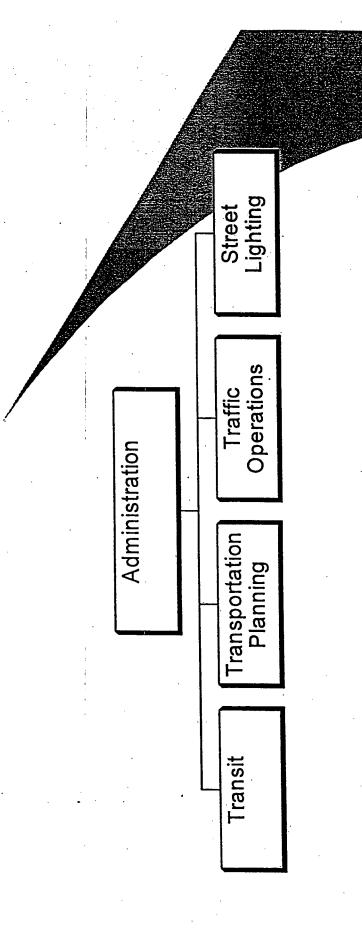
### Program Description

- Utility Billing
- Drainage complaints and projects
- Stormwater inventory
- Hazard mitigation grant project
- Water pollution monitoring
- Water pollution complaints
- Public education

Program Total: \$5,101,250

FTEs: 17





### Transportation Program Description

Transit Services

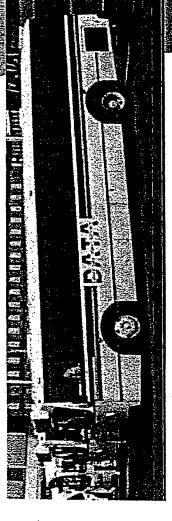
- Fixed Route Service
- Paratransit Service
- Administrative Services

DATA Board of Trustees

Grants Management

Planning

Marketing



### Transportation

Program Description

DCHC MPO administration and plannia

Travel forecasting

Development review and assistance

Traffic studies

Taxicab permitting

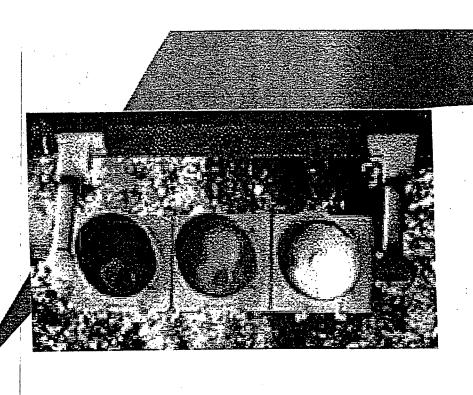
Residential parking permitting

 Design, operation and maintenance of traffic signals

Street signs and markings

Traffic data collection

Street lighting



### WATER AND WASTEWATER

### **Organizational Elements**

- City Public Works Water and Sewer Maintenance Division maintains water and wastewater lines, meters and rights of way for the City. Also provides fire hydrant maintenance.
- City Environmental Resources Department operates and maintains two water treatment plants for most of the County as well as two wastewater treatment plants and booster stations and lift stations for the City.
- County Engineer provides wastewater treatment engineering and oversight of a contracted wastewater treatment plant for City and County lines. Reviews design work for County wastewater extension projects.
- City Engineering Department responsible for assessments.
- City Finance responsible for meter readings.

### **Proposed Organizational Structure**

- Place all wastewater treatment plants under the Environmental Resources Department.
- Transfer the City Public Works Water and Sewer Maintenance Division and County Engineering Department Utility Division to the Environmental Resources Department.
- Transfer the responsibility for the City water and wastewater assessments to the Environmental Resources Department.
- Leave the responsibility for meter reading and the meter readers with the Finance Department.

### Advantages of Consolidation

- Improved engineering capability with larger combined staff.
- Combined billing.
- Economy of scale for purchasing.
- Improved overall communications.
- Provide better opportunity for optimization of wastewater treatment resources.
- One single set of numbers would allow better planning for water quality issues.

### Disadvantages of Consolidation

• None.

### Findings

 The City and County wastewater treatment operations should be merged and City water and wastewater line maintenance responsibilities should be assigned to the department having responsibility for water and wastewater treatment.

### Recommendations

 Merge the City and County wastewater treatment operations and assign water and wastewater line maintenance responsibilities to the department having responsibility for water and wastewater treatment.

### Other Issues

• None.

### **PUBLIC WORKS FUNCTIONAL AREAS**

- Water and Wastewater
- Solid Waste
- Transportation
- Engineering
- Storm Water
- Erosion Control
- Street Maintenance
- Roadway Appearance

### Taxation&Finance



### **COUNTY OF DURHAM**

OFFICE OF THE COUNTY ATTORNEY

S.C. KITCHEN
COUNTY ATTORNEY

THOMAS W. JORDAN, JR.
LOWELL L. SILER
DEPUTY ATTORNEYS

P.O. Box 3508 Courthouse, 200 E. Main Street Durham, N.C. 27702 (919) 560-0715 (919) 560-0719 (FAX)

ASSISTANT COUNTY ATTORNEYS SIMONÉ FRIER ALSTON BRANNON BURROUGHS KIMBERLY M. GRANTHAM

### **MEMORANDUM**

TO:

Board of Commissioners

FROM:

S. C. Kitchen ICK

RE:

Deductibility of Urban Services District taxes

DATE:

April 27, 1999

Attached is the information I have received from the Internal Revenue Service in Washington, DC regarding the issue of whether or not urban services district taxes may be deductible on a Federal tax return. Bob Curran of the IRS indicated that he did not believe these taxes would be deductible. Also attached is a copy of a bill which has been introduced in the General Assembly this year to curtail the use of service districts since the fees charged are not deductible.

This issue first arose from a report by the General Accounting Office following an audit of the Internal Revenue Service in 1993. The audit found that IRS was losing hundreds of millions of dollars as people were deducting the taxes imposed for service districts on their tax returns. For purposes of the Internal Revenue Code, it does not matter if it is called a tax or a fee. The question of whether or not it is deductible under the Code is whether the tax is "levied for the general public welfare, but it does not include taxes assessed against local benefits." Regulation § 1.164-3, Internal Revenue Code. § 1.164-4 further requires that the tax be "levied for the general public welfare by the proper taxing authorities at a like rate against all property in the territory over which such authorities have jurisdiction" in order to be deductible.

<sup>&</sup>lt;sup>1</sup>It should be noted that one of the elements in determining the deductibility of the tax is whether it is assessed on the value of the property instead of a flat fee. If it is *ad valorem*, as are taxes in urban services districts, it would be a factor in arguing the taxes were deductible, and the IRS is wrong about its initial determination.

NACo was approached by the GAO and the IRS to work out an agreement in which the deductible and nondeductible taxes would be listed separately on tax bills, and clearly indicated which were deductible and which were not. A committee, of which I was a member, was formed by NACo to discuss this with the Federal representatives. The Federal government offered to pay for all costs associated with reprogramming computers for this to be accomplished. In the end, the Taxation and Finance Steering Committee rejected any requirement to list these taxes separately.

I would suggest that this issue be further studied as you proceed with your deliberations regarding merger. It may be advisable to have a tax lawyer from our bond counsel to advise the merger committee on this matter, and perhaps get a more formal ruling from the Internal Revenue Service.

cc: David Thompson

### 25,426 Itemized Deductions for Individuals and Corporations

See p. 20,601 for regulations not amended to reflect law changes

investment trusts by section 4981. [Reg. § 1.164-2.]

☐ [T.D. 6256, 10-7-57, Amended by T.D. 6780. 12-21-64 and T.D. 7767, 2-3-81.]

### [Reg. § 1.164-3] ·

- § 1.164-3. Definitions and special rules.—For purposes of section 164 and § 1.164-1 to § 1.164-8. inclusive- .
- (a) State or local taxes. A State or local tax includes only a tax imposed by a State, a possession of the United States, or a political subdivision of any of the foregoing, or by the District of Columbia.
- (b) Real property taxes. The term "real property taxes" means taxes imposed on interests in real property and levied for the general public welfare, but it does not include taxes assessed against local benefits. See § 1.164-4.
- (c) Personal property taxes. The term "personal property tax" means an ad valorem tax which is imposed on an annual basis in respect of personal property. To qualify as a personal property tax, a tax must meet the following three tests:
- (1) The tax must be ad valorem—that is, substantially in proportion to the value of the personal property. A tax which is based on criteria other than value does not qualify as ad valorem. For example, a motor vehicle tax based on weight, model year, and horsepower, or any of these characteristics is not an ad valorem tax. However, a tax which is partly based on value and partly based on other criteria may qualify in part. For fexample, in the case of a motor vehicle tax of 1 per cent of value plus 40 cents per hundredweight, the part of the tax equal to 1 percent of value qualifies as an ad valorem tax and the balance does not qualify.
- (2) The tax must be imposed on an annual basis, even if collected more frequently or less Irequently.
- (3) The tax must be imposed in respect of personal property. A tax may be considered to be imposed in respect of personal property even if in form it is imposed on the exercise of a privilege. Thus, for taxable years beginning after December 31, 1963. State and local taxes on the registration or licensing of highway motor vehicles are not deductible as personal property taxes unless and to the extent that the tests prescribed in this subparagraph are met. For example, an annual ad

- (d) Foreign taxes. The term "foreign tax" includes only a tax imposed by the authority of aforeign country. A tax imposed by a political subdivision of a foreign country is considered to be imposed by the authority of that foreign country.
- (e) Sales tax. (1) The term "sales tax" means a tax imposed upon persons engaged in selling tangible personal property, or upon the consumers of such property, including persons selling gasoline or other motor vehicle fuels at wholesale or retail, which is a stated sum per unit of property sold or which is measured by the gross sales price or the gross receipts from the sale. The term also includes a tax imposed upon persons engaged in furnishing services which is measured by the gross receipts for furnishing such services.
- (2) In general, the term "consumer" means the ultimate user or purchaser; it does not include a purchaser such as a retailer, who acquires the property for resale.
- (f) General sales tax. A "general sales tax" is a sales tax which is imposed at one rate in respect of the sale at retail of a broad range of classes of items. No forcign sales tax is deductible under section 164(a) and paragraph (a)(4) of § 1.164-1. To qualify as a general sales tax, a tax must meet the following two tests: .
- (1) The tax must be a tax in respect of sales at retail. This may include a tax imposed on persons engaged in selling property at retail or furnishing services at retail, for example, if the tax is measured by gross sales price or by gross receipts from sales or services. Rentals qualify as sales at retail if so treated under applicable State sales tax laws.
- (2) The tax must be general—that is, it must be imposed at one rate in respect of the retail sales of a broad range of classes of items. A sales tax is considered to be general although imposed on sales of various classes of items at more than one rate provided that one rate applies to the retail sales of a broad range of classes of items. The term "items" includes both commodities and services.
- (g) Special rules relating to general sales taxes. (1) A sales tax which is general is usually imposed at one rate in respect of the retail sales of all tangible personal property (with exception and additions). However, a sales tax which is selective—that is, a tax which applies at one rate with respect to retail sales of specified classes of items also qualifies as general if the specified classes represent a broad range of classes of items. A entantine enter the which done and analy at 1971

tax (except in the case of lower rates on the sale of food, clothing, medical supplies, and motor vehicles). The fact that a compensating use tax in respect of any item provides for an adjustment in the rate of the compensating use tax or the amount of such tax to be paid on account of a sales tax on such item imposed by another taxing iurisdiction is not taken into account in determining whether the compensating use tax is imposed in respect of the item at a rate other than the general rate of tax. For example, a compensating use tax imposed by State C on the use of an item purchased in State D is considered to be imposed at the general rate of tax even though the tax imposed by State C allows a credit for any sales tax paid on such item in State D, or the rate of such compensating use tax is adjusted to reflect the rate of sales tax imposed by State D. [Reg. § 1.164-3.]

☐ [T.D. 6256, 10-7-57. Amended by T.D. 6780. 12-21-64.]

### [Reg. § 1.164-4]

§1.164-4. Taxes for local benefits.—(a) Socalled taxes for local benefits referred to in paragraph (g) of § 1.164-2 more properly assessments, paid for local benefits such as street, sidewalks, and other like improvements, imposed because of and measured by some benefit inuring directly to the property against which the assessment is levied are not deductible as taxes. A tax is considered assessed against local benefits when the property subject to the tax is limited to property benefited. Special assessments are not deductible, even though an incidental benefit may inure to the public welfare. The real property taxes deductible are those levied for the general public welfare by the proper taxing authorities at a like rate against all property in the territory over which such authorities have jurisdiction. Assessments under the statutes of California relating to irrigation, and of lowa relating to drainage, and under certain statutes of Tennessee relating to levees, are limited to properly benefited, and if the assessments are so limited, the amounts paid thereunder are not deductible as taxes. For treatment of assessments for local benefits as adjustments to the basis of property, see section 1016(a)(1) and the regulations thereunder.

(b) (1) Insofar as assessments against local benefits are made for the purpose of maintenance or repair or for the purpose of meeting interest charges with respect to such benefits, they are deductible. In such cases, the burden is on the taxpayer to show the allocation of the amounts assessed to the different purposes. If the allocation cannot be made, none of the amount so paid is deductible.

(2) Taxes levied by a special taxing district which was in existence on December 31, 1963, for the purpose of retiring indebtedness existing on such date, are deductible, to the extent levied for such purpose, if (i) the district covers the whole of at least one county, (ii) if at least 1,000 persons are subject to the taxes levied by the district, and (iii) if the district levies its assessments annually at a uniform rate on the same assessed value of real property, including improvements, as is used for purposes of the real property tax generally. [Reg. § 1.164-4.]

☐ [*T.D.* 6256, 10-7-57. Amended by *T.D.* 6780, 12-21-64.]

### [Reg. § 1.164-5]

§ 1.164-5. Certain retail sales taxes and gasoline taxes.—For taxable years beginning before January 1, 1964, any amount representing a State or local sales tax paid by a consumer of services or tangible personal property is deductible by such consumer as a tax, provided it is separately stated and not paid in connection with his trade or business. For taxable years beginning after December 31, 1963, only the amount of any separately stated State and local general sales tax (as defined in paragraph (g) of § 1.164-3) and tax on the sale of gasoline, diesel fuel or other motor fuel paid by the consumer (other than in connection with his trade or business) is deductible by the consumer as tax. The fact that, under the law imposing it, the incidence of such State or local tax does not fall on the consumer is immaterial. The requirement that the amount of tax must be separately stated will be deemed complied with where it clearly appears that at the time of sale to the consumer, the tax was added to the sales price and collected or charged as a separate item. It is not necessary, for the purpose of this section, that the consumer be furnished with a sales slip, bill, invoice, or other statement on which the tax is separately stated. For example, where the law imposing the State or local tax for which the taxpayer seeks a deduction contains a prohibition against the seller absorbing the tax, or a provision requiring a posted notice stating that the tax will be added to the quoted price, or a requirement that the tax be separately shown in advertisements or separately stated on all bills and invoices, it is presumed that the amount of the State or local tax was separately stated at the time paid by the consumer; except that such presumption shall have no application to a tax on the sale of gasoline, diesel fuel or other motor fuel imposed upon a wholesaler unless such provisions of law apply with respect to both the sale at wholesale and the sale at retail. [Reg. § 1.164-5.]



United States General Accounting Office

Report to the Chairman, Subcommittee on Private Retirement Plans and Oversight of the Internal Revenue Service, Committee on Finance, U.S. Senate

January 1993

TAX ADMINISTRATION

Overstated Real Estate Tax Deductions Need To Be Reduced



B-SASKE4.1

real estate taxes on federal income tax returns. At our request, iris elaborated on three criteria for determining deductibility, as follows:

- (1) A charge is deductible as a tax if it is based on the assessed value of the property (e.g., a tax of \$1 for every \$100 of the assessed value of the property); is made uniformly on property throughout the community; and is used for general community or governmental purposes (e.g., for public schools). Such a charge is deductible as a real estate tax, regardless of what it is called.
- (2) A charge (or "special assessment") is not deductible if it is for an improvement that increases the property value (e.g., building a new sidewalk in front of the property). The cost of the improvement is added to the property value. Conversely, a special assessment is deductible only if it is used to maintain an existing public facility (e.g., cost, including interest, to repair a sidewalk).
- (3) Charges for services to a property or person (or "user fees") are not taxes and are not deductible. Such user fees include a unit fee for a serv (e.g., a \$5 fee for every 1,000 gallons of water); a periodic fee for a residential service (e.g., \$20 per month per house for trash collection), or a flat fee for a local government service (e.g., mowing a lawn that grew higher than permitted under a local law).

A less detailed description of these criteria is contained in IRS Publication 17 (Your Federal Income Tax For Individuals). However, Form 1040 instructions do not discuss such criteria beyond referring to IRS Publication 530 (Tax Information for Homeowners). Publication 530 discusses special assessments but not user fees. Since both of these charges generally are not deductible, we use the term "user fees" to refer to both types.

Our work identified three basic ways that local governments bill taxpayers for real estate taxes.

The bill includes only real estate taxes because the locality does not charge user fees for services such as trash collection. To be a "tax." payments must generally be based on a percentage—which is the same for all homeowners in the locality-of the property value. Thus, tying the payment to property value generally allows deduction of the entire bill, regardless of the nature of the services.

### GENERAL ASSEMBLY OF NORTH CAROLINA

### SESSION 1999

1

### SENATE BILL 899

Short Title: Make Fees Tax Deductible.

(Public)

Sponsors: Senator Shaw of Guilford.

Referred to: Finance.

### April 14, 1999

### A BILL TO BE ENTITLED

AN ACT TO RESTRICT LOCAL GOVERNMENT AUTHORITY TO IMPOSE FEES THAT APPLY TO ALL PROPERTY WITHIN ITS TAXING JURISDICTION WITH THE INTENT THAT LOCAL GOVERNMENTS USE PROPERTY TAX REVENUES BECAUSE PROPERTY TAXES ARE DEDUCTIBLE FOR FEDERAL INCOME TAX PURPOSES AND FEES ARE NOT.

Whereas, federal tax law allows individuals to take an income tax deduction for local property taxes; and

Whereas, local property taxes have traditionally been imposed to raise revenue to provide local government services such as solid waste services; and

Whereas, in recent years many local governments have begun to substitute fees for property taxes in order to raise revenue for some local government services; and

Whereas, federal tax law does not allow these local government fees to be deducted like local property taxes; and

Whereas, it is the intent of this act to substitute property taxes, which can be deducted under federal tax law, for fees that are imposed on all property within a taxing jurisdiction; Now, therefore,

The General Assembly of North Carolina enacts:

Section 1. Article 7 of Chapter 153A of the General Statutes is amended by adding a new section to read:

"§ 153A-156. Restrict imposition of fees.

A county may not establish or impose a fee that applies to all property within its taxing jurisdiction. The services for which these fees would be assessed must be funded through the property tax revenues, which are deductible by taxoavers on their federal income tax returns. This section does not apply to fees levied for water and sewer services that are based on consumption."

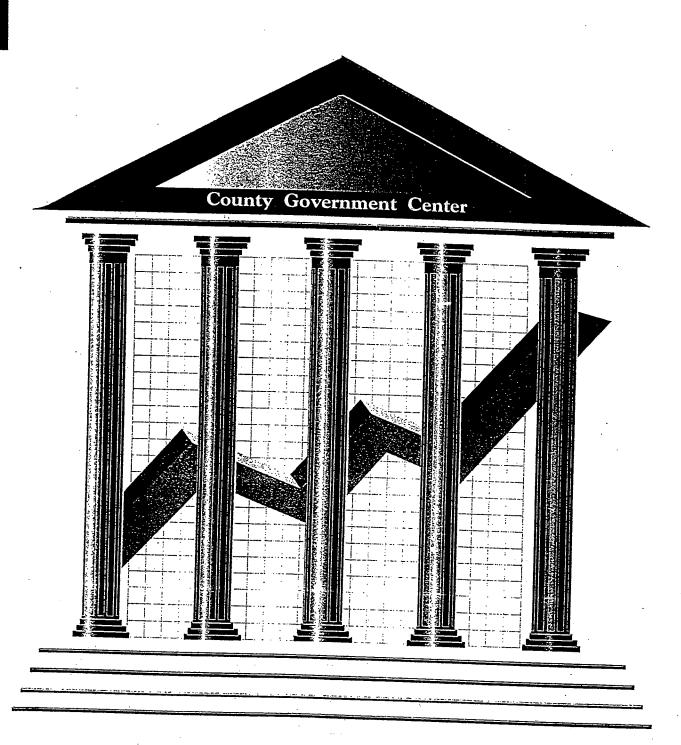
Section 2. Article 9 of Chapter 160A of the General Statutes is amended by adding a new section to read:
"§ 160A-215.1. Restrict imposition of fees.

A city may not establish or impose a fee that applies to all property within its taxing jurisdiction. The services for which these fees would be assessed must be funded through the property tax revenues, which are deductible by taxpayers on their federal income tax returns. This section does not apply to fees levied for water and sewer services that are based on consumption."

Section 3. Any fees levied that conflict with this act are repealed.

Section 4. This act becomes effective July 1, 2000. f, before July 1, 1999, a county or city has pledged a fee that is repealed under this act as security for a debt, then the repeal of that fee does not become effective until the debt for which it is pledged is retired. The repeal of a fee under this act does not affect a liability for a fee that attached before the effective date of the repeal, nor does it affect a right to a refund of a fee that accrued before the effective date of the repeal.

### OUNTY REVENUE PATTERNS A Preliminary Investigation





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### Significant Findings

Jocelyn M. Johnston University of Kansas

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National Association of Counties October 1998

This report discusses data from a national survey of 328 counties nationally. The overall response rate was 47%, which represents 155 responding counties. The survey was designed to obtain information on current revenue patterns which, supplemented with data from future years, will provide a clearer picture of how counties are adapting to a changing intergovernmental system. The focus of this report is on General Fund revenue patterns in recognition of the fact that the General Fund reflects the widest scope of county fiscal activity.

• County General Fund own-source revenues represent fewer than 2% of resident per capita income for the sample counties.

General Fund revenue burdens (the ratio of General Fund revenue collections to per capita income) were strikingly similar across counties, although there is some variation between rural and urban counties. This suggests that counties have limited discretion with regard to the general revenue burdens they impose on their taxpayers. Constraints on county revenue behavior may result from convergence in patterns of state revenue authority for counties, from low variation in taxpayer tolerance for burdens, or both.

 Property taxes comprise 58% of total county ieneral Fund own-source revenues for the sample counties. The least urbanized counties rely more on property taxes for General Fund operations (65.4%), compared to the most urbanized counties (54.9%).

- Sales taxes comprise 14% of total county General Fund own-source revenues for the sample counties. The least urbanized counties rely less on sales taxes for General Fund operations (10.7%), compared to the most urbanized counties (16.1%).
- Fees comprise 14% of total county General Fund own-source revenues for the sample counties. The least urbanized counties rely less on fees for General Fund operations (11.1%), compared to the most urbanized counties (15.2%).
- Per capita debt outstanding totals \$334, representing nearly 1.5% of resident per capita income, on average, for the sample counties. Per capita debt outstanding is far higher for residents of the most urbanized counties (\$500) than for the least urbanized counties (\$172).

Debt burdens, defined as the ratio of per capita debt outstanding (combined general obligation and non-guaranteed debt) to per capita income, are highest in the most urbanized counties. Debt is evenly distributed between general obligation debt outstanding and non-guaranteed debt outstanding. Eighteen percent of the

responding counties reported no general obligation debt outstanding. Twenty percent of the responding counties reported that they carry no current non-guaranteed debt outstanding.

Most of the responding counties are at least partially compensated for services provided to taxexempt property owners.

Of the 42 counties that reported data on tax exempt property, half received payments in lieu of taxes (PILT). On average, exempt property values exceeded \$1 million per county. State property accounted for 35% of tax exempt property among these 42 counties, while federal property comprised 8%. However, most exempt property (57% of total) fell into the non-governmental, tax-exempt category. Tax-exempt non-federal property accounts for 92% of all exempt property within in the sample counties.

 Some of the responding counties do not use their full property tax authority.

Two-thirds of the sample counties are subject to some form of state imposed property tax limits. On average, counties in states that impose property tax limits use 38% of their property tax authority. One-quarter of counties in states with property tax rate limits use the full tax rate authorized by their state, and one-third use half of the state authorized rate. This suggests that some counties are seriously limited in their capacity to absorb additional or new service responsibilities, while others have unused revenue capacity. However, the data on which this analysis is based are drawn from a very limited number of counties (N=54).

 Some of the responding counties are not using their full sales tax authority.

Only one third of the sample counties are permitted to impose a sales tax. On average, counties in states with sales tax limits levy nearly 70% of their state authorized sales tax rates, and less urbanized counties use more of their authority than the more urbanized counties. However, the data on which this analysis is based are drawn from a very limited number of counties (N=19).

### Introduction

This report represents the initial step in a multi-year analysis of county fiscal conditions. The impetus for the research is the increasing propensity of the federal government to devolve—or shift—program responsibilities to states. Federal to state devolution has created concerns among local public officials about the potential for states to duplicate the federal devolution pattern by shifting program responsibilities to local governments. This concern is particularly salient for county government leaders.

Counties are in a unique position in the American federal/intergovernmental structure. They are, in one sense, the local government category most closely tied to state functions. Counties function as the administrative arms of the states, serving in many cases as a type of regional state subdivision for administrative and service delivery purposes. Counties are dependent on states for financing authority, and state law determines the extent of their responsibilities. Thus, in matters of both taxing and spending, counties' destinies are driven largely by state decisions.

Other local governments must also operate within the confines of state law. School districts, for example, typically wrestle with explicit financing and operational directions from the states. However, school district program responsibilities are relatively narrow in scope, with a clear focus on education and related issues. Municipalities function with far more autonomy than most other local governments. Nonetheless, municipalities and all other local governments face increasing constraints, especially with regard to raising revenue. The proliferation of tax and expenditure limits (TELS) has

reduced the financing autonomy of all local governments. Although counties are among the most constrained of local governments, they vary dramatically with regard to financing authority and practices, and service responsibilities. Some counties are primarily urban. Such counties must contend with many of the same issues that affect cities: congestion, eroding tax bases, and the need for social support systems. At the other end of the spectrum, many of the nation's counties are primarily rural, with very low population densities and distinctly agricultural orientations. One important purpose of this research is to better understand these and other dynamics that affect the capacity of counties to raise revenue and to provide services.

The results of the survey research offer a snapshot of current revenue practices in the nation's counties. However, many issues must be addressed before any conclusions may be drawn about county revenue capacity and fiscal conditions. Without information about county spending patterns — and the services for which counties must expend resources — revenue patterns must be viewed with caution. Furthermore, a thorough analysis of fiscal conditions also requires some attention to the costs of providing services because such costs vary significantly across county governments.

Nonetheless, as an initial step, the data in this report are important in that they facilitate an understanding of county finances. As counties adapt to changes in the federal system, the foundation provided by this research will better prepare NACo to provide assistance and advice to its members.

### Study Design

### PANEL OF SAMPLE COUNTIES AND DATA

The panel of sample counties was comprised of 238 counties (including at least one from each of the 50 states). The counties in the panel were selected according to the following procedure. We purposefully selected the nation's 30 largest counties based on total population. All remaining counties were grouped into urbanization quartiles based on the extent to which their populations resided in urban areas, according to Census Bureau definitions. Population and urbanization data are from the 1990 US Census; STF3A Tables. According to the Census Bureau, "urban" is defined as compromising all territory, population, and housing units in urbanized areas and in place of 2,500 or more persons outside urbanized areas. (Territory, population, and housing units not classified as urban constitute "rural.") Urbanization quartiles are defined as four categories within which 25% of the original sample counties fell. Thus, in the original sample, 25% of the counties fell into the top quartile. Among those counties, the percentage of counties' population residing in urbanized areas ranged from 57%-100%. Twenty-five percent of the original sample consisted of counties in which 39% to 56% of the population resided in urban areas, or the second most urbanized quartile.

Twenty-five percent of the counties fell into the 19%-38% category, and an additional 25% of the counties fell into the 0%-18% category. From each of these four urbanization quartiles, fifty counties were selected randomly (N=200).

Figure 1

·banization	of Counties	Respons
100 - 57	56	36.13%
56 - 39	37	23.87%
38 - 19	30	19.35%
18 - 0	32	20.65%

In the final sample, the quartiles were a bit more uneven, due to differences in response rates. The most urbanized quartile included 56 counties, followed by the second quartile with 32 counties, the third quartile with 30 counties, and the fourth – or least urbanized – quartile with 37 counties.

The remaining eight counties were chosen from six states that did not have a county represented in the original panel (N=238). Seventy-five counties from this combined panel responded to the survey. An additional group of 90 counties was contacted which had agreed to participate in future surveys. Eighty counties in this group returned completed surveys. Thus, the total sample population included 328 counties.

The overall survey response rate is 47%, which resulted in a total sample of 155 responding counties. Figure 1 provides a breakdown by urbanization of the scounties that responded to the survey.

A four-page survey was mailed to the sample counties in December 1997. The survey research process included sending a follow-up reminder to all counties and a second survey to all non-respondents. In addition, follow-up telephone calls were made to all non-responding counties.

The survey requested information on several aspects of county revenue patterns. All counties were asked to provide financial data from their last full fiscal year. Detailed questions were asked about the General Fund. In addition, counties were asked to submit data on their general obligation debt and non-guaranteed (revenue) debt. Finally, information on the value of tax-exempt property within the county and on payments in lieu of taxes (PILT) was also requested.

Most, but certainly not all, counties account for revenues in other funds, including Enterprise Funds, Capital Improvement Funds, Debt Service Funds, Special Revenue Funds, Trust Funds, and other smaller funds. Enterprise Funds, which are intended to be financially self-sufficient, make use of fees and charges to finance direct services to taxpayers, such as water and sewer, garbage disposal, and mass-transit. Capital Improvement Funds typically account for general tax revenues and bond funds used to finance construction and maintenance of general infrastructure. Service Funds are structured to receive dedicated revenues used to make principal and interest payments on county debt. Special Revenue Funds are established as accounts for federal or state grants dedicated to financing specified projects. (An additional fund used by some governments - the Trust Fund - is established when bequests are made to a government. bequests frequently stipulate that the funds can be spent only for purposes specified in the bequest.)

The comprehensiveness of the county survey responses

varied substantially. It is important to note that accounting practices differ substantially across counties, and that these differences probably affected the survey responses. Accounting practices are influenced by a variety of factors, including the complexity and scope of county government services, and state laws and practices. Some counties, for example, deposit their state aid revenues into the General Fund, while

The second secon

others might deposit state aid in a special fund.

Many of the surveyed counties provided highly detailed, complete survey responses. Other counties submitted surveys that were incomplete. Counties were asked to send their Comprehensive Annual Financial Reports along with their surveys, which were used for purposes of verifying reported survey data. Many counties complied with this request. In addition, follow-up telephone calls were made to county officials whose surveys were in need of data verification.

Despite these efforts, Enterprise Fund data were reported by only a handful of counties; consequently, this report does not include an analysis of county Enterprise Funds or the fees dedicated to such funds. Moreover, infrequent and incomplete responses to questions related to Capital Improvement and Debt Service funds predominated among the returned surveys.

Fortunately, most counties provided good information about their General Fund revenues. An examination of current county General Funds can provide some insight into the capacity of counties to assume additional responsibilities and to raise or lower existing tax rates. Typically, the General Fund is the accounting entity through which most major operations of the governmental unit are conducted. It is the only accounting entity common to all counties. The General Fund finances most general operations of the county that are not subject to the use of special or dedicated revenue sources.

For most of the data analysis reported here, revenue measures were grouped into the four urbanization quartiles. This strategy is based on the premise that while the factors affecting county fiscal conditions vary tremendously across counties, urbanization is likely to be one of the most important determinants of county

Figure 2

	Population (1990 Census)	Percent Urban Per Capita	Încome
Average Median	367,870 43,531	47.67 43	\$21,555 \$19,917
N=155			

fiscal condition. For instance, the nation's most urbanized counties offer a much wider scope of services (e.g., transportation, extensive social service networks) relative to the less urbanized counties. In addition, the costs of providing services are presumably higher in urban counties, where congestion, social disparities, and other conditions influence the extent to which counties can deliver services efficiently. By using urbanization as an organizing principle for the analysis, revenue measures were created for purposes of comparing the most urbanized and least urbanized (most rural) counties. The intent is to discern patterns that may clarify some of the dynamics of county fiscal conditions.

It is important to note that several relevant issues emerged during the data collection process that underscores the preliminary nature of this analysis. For example, it appears that many counties report all of their federal and state aid in their General Funds, even though some of that aid may be used for capital improvements. Other counties may distinguish between aid recorded in the General Fund and aid used for capital improvements (by recording aid in the Capital Improvements Fund where applicable). Thus, while comparisons of General Fund aid levels among counties appear to compare only General Fund aid,

such comparisons may actually be comparing combined General Fund aid and aid for capital improvements. The data used for the tax limits section are ticklarly problematic. The sample sizes on which the conclusions for that section are based are simply too small to permit generalizable conclusions (N=54 for property tax limit findings, and N=19 for the sales tax limit findings).

### **CHARACTERISTICS OF THE SAMPLE COUNTIES**

A total of forty-five states are represented among the 155 survey responses. One hundred nineteen (77%) of the responding counties were NACo member counties. Texas, which has more counties than any other state, generated the greatest number of respondent counties. The most populous respondent county was Los Angeles County, California with a population exceeding 8 million and the smallest was McMullen County, Texas with a population just over 800. The average population of respondent counties was 367,870, and the median population was 43,531. (The median indicates the "middle county": half of all counties report figures above the median, while half of the counties report figures below the median.)

Figure 3

100 - 57	56	•	648,951	970,347	8,863,164	6,475
56 - 39	37		38,891	54,136	164,587	912
38 - 19	30		22,612	32,878	126,677	8,312
18 - 0	32	. 1	7,815	18,974	120,317	817

### Major Survey Results

### COUNTY REVENUE SOURCES AND THE GENERAL FUND

Although most counties do not have local income or sales tax authority, all counties rely to some extent on their property tax authority. The authority to levy a tax on real property (and, in some cases, on personal and/or tangible property) generates the bulk of own-source ( eral Fund revenues. Figure 4 presents General

Figure 4

	Average	Median	N
GF Real Prop. Revenue	\$71,135.68	\$5,789.00	93
GF Personal Prop. Revenue	\$19,002.93	\$1,547.00	56
GF Tangible Prop. Revenue	\$4,569.96	\$947.00	24
GF Sales Tax Revenue	\$71,773.64	\$4,411.00	74
GF Income Tax Rev./Payroll Tax	\$81,424.82	\$3,745.00	14
GF Fed. Revenue	\$36,825.19	\$715.50	108
GF State Revenue	\$78,555.72	\$2,578.00	107
GF Local Revenue	\$13,977.57	\$491.50	75
GF Fees/Charges Revenue	\$29,087.03	\$1,920.50	130
Sther Revenue	\$26,429.32	\$1,843.00	110

Fund revenue data from the sample counties. Respondents to the survey indicate that over \$71 million is generated on average from a real property tax, with an additional \$19 million collected through personal property taxes. Less than one-sixth of the responding counties reported imposing tangible property taxes, but among those that do use this tax, \$4.6 mil-

lion was collected on average. The median collection levels are far lower, because many responding counties had small populations. For real property tax revenue, the median collection level is under \$6 million and for the personal property tax, the median collection level is \$1.5 million.

Approximately half the responding counties reported sales tax revenues. Among these counties, sales taxes generated \$72 million on average for county General Funds. Few of the sample counties have income tax authority. Nevertheless, \$81.4 million was generated by the average county that imposed the income tax. The median sales tax revenue figure is \$4.4 million, and for income tax it is under \$4 million.

State and federal aid provides substantial supplements to county General Funds, often exceeding levels of real and personal property tax revenue collections combined. On average, federal aid provides nearly \$37 million per county, although the median federal aid level - \$715,500 - is much more modest. State aid provides an average of \$78.6 million per county, with a median level at \$2.6 million per county. Contributions from other levels of government (e.g., municipalities, townships, school districts) average approximately \$14 million per county, although the corresponding median level is less than \$500,000 per county.

Fees and charges contribute \$29 million to the General Fund, on average, with a corresponding median level of \$1.9 million. Finally, the residual revenue category -- "other" revenue -- is fairly substantial for most counties in the survey. On average, "other" revenue contributes over \$26 million per county to the General Fund, with a median contribution of \$1.8 million.

The composite General Fund financial portrait indicates that some counties have access to a diverse array of general taxing powers (property, sales, income), while others are dependent on a single revenue source (usually the property tax). However, what is certain is that all counties' General Funds rely to a significant extent on state aid, and to a much lesser extent on federal aid. Combined federal and state aid to the General Fund averages \$116 million, while combined real and personal property tax revenues provide on average \$90 million: the corresponding median amounts are \$3.3 million for federal and state aid and \$7.3 million for combined real and personal property tax revenues.

### PER CAPITA OWN SOURCE GENERAL FUND REVENUE PATTERNS

Table 1 provides data on own-source General Fund revenues. General Fund revenues are comprised of collections from the following general sources:

- Property taxes (the sum of real, tangible, and personal property tax collections);
- Sales taxes (general and specific ad valorem sales tax collections);
- Income taxes (which are collected by counties in only a handful of states);
- Fees (a price for the consumption of specific services); and
- Other revenues (which cover a wide selection of other, non-specific types of General Fund revenues, including interest earnings).

General Revenue Per Capita represents the sum of each county's General Fund property, sales, and income\_tax collections, as well as fee and other revenue, divide the county's population. Intergovernmental revenues in the General Fund are not included in this measure (but are discussed later in the report). Thus, general revenues reported in this table reflect primarily ownsource revenues, or revenues derived from the counties' taxing and fee authority. It is important to note that tax exporting is an important component of revenue analysis. Tax exporting refers to the extent to which own source revenues are raised from non-residents. For example, sales taxes on purchases paid by non-residents reflect exported taxes because the burden of the tax is borne by non-residents. The measures reflected here do not include tax exporting, due to data limitations.

The survey results suggest that on average, \$382 per capita is generated from own-source revenues for General Fund operations in the nation's counties. When examined across urbanization quartiles, ownsource general revenue per capita appears to follow a generally curvilinear pattern: the highest amounts are generated in the most urbanized counties (\$441 per capita, on average) and the least urbanized counties (\$533 per capita, on average), with moderate am ະຣ in the two middle urbanization groups (\$243 and \$292) per capita). The pattern is similar for the median figures. The median per capita general revenue collection level is \$256 for the most urbanized counties and \$287 for the least urbanized counties. In the second and third urbanization quartiles, the medians are lower: \$172 for the counties in the second urbanization quartile and \$148 for counties in the third urbanization quartile.

There is also considerable variation in general revenue collections within urbanization quartiles. In all but one category (namely counties in the 39%-56% urbanization quartile) there are substantial differences between collection levels for counties with the lowest and highest per capita general revenue total. For example, among the most urbanized counties, general revenue per capita ranges from a low of \$70 to a high of almost \$2,345. Counties in the least urbanized quartiles demonstrated similar variations, with a difference of \$1,490 per capita (a low of \$40 and a high of \$1,530) in the third urbanization quartile (19-38%), and a difference of \$5,837 (a low of \$74 and a high of \$5,947) in the fourth quartile (0-18%). The county with the

est general revenue per capita was located in the state of Nevada. This county, which is in the least urbanized category, collected very high levels of sales tax revenues, which affect the average (but not the median) general revenue figures. These large within-category ranges are not surprising, because the greatest variation in revenue practices is expected in counties with the largest and smallest populations; that is, where population densities are likely to have the greatest effect on revenue collections and on service responsibility.

### **GENERAL REVENUE BURDEN**

The general revenue burden measures the tax and fee burden of own-source General Fund revenues on county taxpayers. The general revenue burden is calculated as the ratio of the county's total own-source general revenues per capita (including property taxes, sales taxes, income taxes, fees and other revenues) to the county's per capita income. Thus, the measure of general revenue burden reflects the percentage of per capita income required for General Fund operations financed with own source revenues.

### Table 1

Selected General Fund Statistics, All Responding Counties, by Percent Urban Population.

Percent Urban Population	Total Total Population	Per Income	Certeral Resterite	General Revenu
Responding Counties Mean	367,870	\$21,155	\$382	1.73%
Responding Counties Media	n 43,531	\$19,917	\$238	1.07%
57-100%				
Mean	953,748	\$25,442	\$441	1.71%
Median	567,358	\$24,656	\$256	1.07%
Low	6,475	\$11,582	\$70	0.40%
High	8,863,164	\$38,586	<b>\$2,345</b>	7.61%
39-56%	· · · · · · · · · · · · · · · · · · ·			
Mean	54,497	\$19,223	\$243	1.24%
Median	38,889	\$19,322	\$172	0.89%
Low	912	\$12,455	\$38	0.25%
High	164,587	\$31,321	\$778	4.03%
19-38%				
Mean	32,697	\$19,111	\$292	1.43%
Median	22,612	\$18,808	\$148	0.86%
Low	8,312	\$14,460	\$40	0.24%
High	126,677	\$30,398	\$1,530	5.03%
0-18%				
Mean	18,974	\$17,800	\$533	2 (7 (7
Median	7,815	\$17,306	\$287	2.67%
Low	817	\$11,886	\$74	1.80%
High	120,317	\$27,648	\$5,947	0.37 <i>%</i> 25.46 <i>%</i>
. •				

Note: Per Capita Income data are from 1993. Percent Urban Population (1990) refers to the portion of the county's population located in urban area. General Revenue Per Capita includes all General Fund property, sales, and income tax revenue and all fees, as well as "other" revenue.

On average, between one and three percent of county residents' per capita income was used to finance General Fund operations. The mean general revenue burden was 1.73%, indicating that on average, 1.73% of a county resident's per capita income was dedicated to the county's General Fund. The median general revenue burden was 1.07%, which suggests that half of the sample counties impose general revenue burdens below this figure, while general revenue burdens exceed 1.07% in half of the counties.

General revenue burdens ranged from a low of .24% to a high of 25.46%. The highest general revenue burden among the responding counties was reported by a Nevada county that reported very high sales tax collections per capita. If this county were eliminated from the analysis, the highest burden would be 7.6%, reported by a county in Virginia.

Several counties reported relatively high general revenue burdens, ranging from 4.5% to 5.6% of per capita income. Because sales taxes may be exportable to residents of other counties, the counties that appear to impose the highest general revenue burdens is deceptive: it is very likely that a substantial portion of the sales tax collections in the highest burden county are derived from non-residents. Most of the general revenue burden, therefore, is probably not shouldered entirely by residents of the county.

The general revenue burden follows a pattern similar to that observed for general revenue per capita: the highest average general revenue burdens are found in the least and most urbanized population quartiles (1.71% and 2.67%), and lower general revenue burdens are found in the middle urbanization quartiles (1.24% and 1.43%). Variations within urbanization quartiles are highest for the most and least urban counties. In the two middle urbanization quartiles, the ranges in general revenue burden are substantial, with the highest counties' general revenue burdens over three times the burden on residents in the counties registering the lowest general revenue burden. However, in the most urbanized quartile, the highest county general revenue burden is over four times higher than the lowest county burden.

The range is greatest in the least urbanized quartile, where one county's burden is unusually high. Even

when that one county is omitted from the analysis, the range is still greatest in the most rural quartile: the highest county general revenue burden is over five tin greater than the lowest county burden in the quartile.

The distribution patterns are similar for the median figures. In the highest and lowest urbanization quartiles, the median general revenue burdens are highest (1.07% and 1.80%). More moderate median general revenue burdens are reported in the two middle quartiles (.89% and .86%).

It is important to note that the average and median differences in general revenue burden across the four urbanization quartiles are not large. This suggests that counties have limited discretion in terms of the general own-source revenue burdens they impose on their tax-payers. This limited discretion may result from convergence in patterns of state revenue authority for counties (i.e., perhaps states are becoming more similar in the extent to which they authorize revenue authority for their counties), from low variation in taxpayer tolerance for burdens, or both.

### COMPOSITION OF GENERAL FUND REVENUES

Table 2 provides information on the composition of county General Fund revenues. Specifically, we examine the contributions of major tax revenues and fees to total own-source General Fund revenues. For the figures reported in Table 2, General Fund revenues are calculated as the sum of property taxes, sales taxes, income taxes, and fees, but they do not include "other" revenues.

On average, property taxes contribute nearly 60% of total own-source General Fund revenues, while sales taxes provide just over 14%. Fees are a very important part of the General Fund revenue picture, contributing 14.53%, on average, to General Fund revenues. Note that in all four urbanization quartiles, fees on average contribute nearly as much or more than sales tax revenues to total General Fund revenues. In the second urbanization quartile (39-56%), fees provide a higher percentage of own-source General Fund revenues than sales taxes (15.62% is derived from fees, compared to 10.67% derived from sales taxes).

An income tax contribution measure was not includ

Table 2

mmary Statistics of Selected General Fund Revenues, All Responding Counties, by Percent Urban Population.

Domes-4 TL-1		l Revenue Dis	tribution	Ř	evenue Burde	
Percent Urban Population	Property Tax	Sales Tax	Fees	Property Tax	Sales Tax	
Responding Counties Mean Median 57-100%	57.86% 61.42%	14.17% 1.42%	14.53% 13.19%	1.06% 0.62%	0.26% 0.03%	0.21% 0.14%
Mean Median Low High	54.92% 59.19% 0.06% 96.70%	16.12% 7.53% 0.00% 72.91%	15.21% 13.71% 0.00% 52.41%	1.02% 0.53% 0.0021% 5.67%	0.25% 0.13% 0.00% 1.47%	0.20% 0.15% 0.00% 1.52%
Mean Median Low High	57.19% 59.85% 13.29% 89.61%	10.67% 0.00% 0.00% 54.66%	15.62% 15.88% 0.00% 46.57%	0.76% 0.53% 0.05% 2.81%	0.12% 0.00% 0.00% 0.73%	0.17% 0.12% 0.00% 0.74%
Mean Median )w (igh -18% ————————————————————————————————————	57.55% 59.18% 10.22% 83.93%	18.02% 14.43% 0.00% 89.78%	14.99% 12.56% 0.00% 47.15%	0.84% 0.54% 0.04% 2.83%	0.23% 0.08% 0.00% 1.34%	0.22% 0.13% 0.00% 1.62%
lean ledian ow igh e: Per Capita Income data	65.44% 68.59% 8.47% 100.00%	10.71% 0.00% 0.00% 60.86%	11.11% 8.79% 0.00% 34.06%	1.75% 1.13% 0.03% 14.33%	0.52 % 0.00 % 0.00 % 10.24 %	0.27% 0.16% 0.00% 1.42%

Note: Per Capita Income data are from 1993. Percent Urban Population (1990) refers to the portion of the county's population located in urban area. General Revenue Distributions are defined as the distribution of property taxes, sales taxes, and fees as a proportion of general fund revenues. For states such as Pennsylvania, distributions will not sum to 100 because income tax distributions are not presented. Revenue Burdens are defined as the ratio of each revenue type per capita to per capita income.

among the general revenue distributions because of the fact that very few states permit county income taxes. Counties with income tax authority typically rely far less on the other three revenue sources (i.e., property, sales, and fees), relative to counties without an income tax authority.

In general, the county's reliance on property taxes to finance its General Fund operations increases as urbanize a declines in the sample. For example, property

taxes contributed 54.92% to the most urbanized counties' General Funds, on average, compared to 65.44% in the least urbanized counties. On the other hand, the average county's reliance on fees to finance General Fund obligations diminishes as urbanization declines. Fees contribute on average over 15% of own-source General Fund revenues in the most urbanized counties, but only 11% on average in the least urbanized counties. The pattern is less linear for sales tax reliance, but there are still substantial differences in the extent to which

urbanized counties rely on sales tax revenues for General Fund operations. In the most urban counties, sales taxes contributed 16.12% of total general revenues, while in the least urbanized counties, sales taxes account for only 10.71% of total general revenues. In fact, for the least urbanized counties the average sales tax reliance – 10.71% – is probably overstated, due to the very high sales tax collections in one Nevada county.

This analysis of revenue burdens suggests that the average burden imposed by fees is very close to the average burden imposed by sales taxes. Revenue burdens were constructed as a ratio of each revenue source per capita

to per capita income. In the second most urbanized quartile, the average fee burden (.17% of per capita income) exceeded the average sales tax burden (.12%). Of the three principal revenue sources, property taxes continue to impose the highest burden on average — between one and two percent of per capita income, on average.

Although fees are an important source of revenue, they may be critical in filling revenue gaps created by limits on property and sales taxes. Their usefulness is compromised by the fact that among the three revenue sources discussed here, they may be the least equitable in terms of residents' ability to pay for government ser-

Table 3
Intergovernmental Aid, All Responding Counties, by Percent Urban Population.

		ion / .	Total	/.		
Percent Urban Population	Total Popul	Raio Ceneral	Part Catif	Federal Aid	State Capit	Joed A
57-100%						
Mean	953,748	0.413	147	35	102	10
Median	567,358	0.19	52	3	30	0
Low	6,475	0	0	<b>0</b> .	0	0
High	8,863,164	2.805	603	285	558	122
39-56% ———	<del></del>	· .			·	
Mean	54,497	0.307	83	34	40	9
Median	38,889	0.228	<b>26</b> .	8	6	. 2
Low	912	0.004	1	0	0	0
High	164,587	1.568	527	511	281	59
19-38%		<del> </del>				
Mean	. 32,749	0.522	160	77	74	9
Median	22,429	0.301	48	8	10	0
Low	8,312	0.007	1	0	0	0
High	126,677	3.947	1139	629	548	76
0-18%						
Mean	20,827	0.386	226	110	104	12
Median	8,033	0.309	99	9	26	1
Low	817	0	0	0	. 0	. 0
High	120,317	2.337	1561	1185	1153	81

Notes: Per Capita Income data are from 1993. Percent Urban Population (1990) refers to portion of the county's population located in urban areas. General Revenue Per Capita includes all general fund property, sales, and income tax revenue and all fees. IG Aid Per Capita is the sum of federal, state, and local aid per capita.

vices. Property taxes reflect resident property wealth, and sales taxes are based on consumption. Property wealth and consumption increase as individual income rises. Fees, however, have a weaker relationship to income or ability to pay. Consequently, extensive reliance on fee revenues may pose hardships on some of the county's poorest residents, depending on the services funded by those fees and charges.

### INTERGOVERNMENTAL AID

The more complex the county accounting system, the more likely that state and federal funds are separated into special or specific accounts. Less complex systems will tend to deposit federal and state funds into one account - usually the General Fund. Consequently, comparisons across counties on federal aid or on state aid cannot be interpreted to mean that state aid in one county is greater than in another (because of the possible existence of multiple funds in one county and single intergovernmental funds in others). Instead, we suggest that the differences may be due merely to accounting artifacts.

Tible 3 provides data on intergovernmental aid depositd in the General Fund, and used in part to finance general county operations. The table includes a measure of county reliance on intergovernmental aid, which is defined as the ratio of total (federal, state and local) intergovernmental aid to total own-source General Fund revenues (the sum of property, state, and income taxes, and fee and "other" revenues).

On average, the ratios for the urbanization quartiles range between .307 and .522, indicating that total intergovernmental aid reflects between 31% and 52% of total own-source General Fund revenue collection. Thus, for the average sample county, intergovernmental aid provides roughly 40% more than own-source revenues in the General Fund.

Table 3 also includes per capita measures of federal aid, state aid, and local aid. Total Intergovernmental Aid Per Capita is the sum of all three aid sources per capita. On average, counties currently receive \$148 per capita in total intergovernmental aid. Of that total, \$55 is received from the federal government.

"ate aid is the largest component of intergovernmental aid, averaging \$83 per capita, while local intergovernmental aid.

ernmental aid averages \$10 per capita.

Figure 5

	Average	Median
General Obligation Debt Outstanding	\$114,641,000	\$6,390,000
Non-guaranteed Debt Outstanding	\$116,489,000	\$264,000
Annual General	\$15,922,000	\$770,000
Obligation Principal and Interest Payments		
Annual Non-guaranteed Principal and Interest	\$17,302,000	\$212,500
Payments		

### DEBT

Figure 5 provides data on the sample counties' debt. Average county general obligation debt outstanding amounts to \$114.6 million, which is close to the level of average non-guaranteed (or revenue) debt outstanding, \$116.5 million. Of the counties reporting general obligation debt outstanding, only half have also issued non-guaranteed debt. (Non-guaranteed debt includes issues for such activities as pollution control, hospital, water and sewer, and mass transit. Generally, fees generated by the enterprise retire the bonds issued to construct or renovate facilities and/or equipment.) Median general obligation and non-guaranteed debt levels (\$6.4 million and \$564,000, respectively) are much lower than the average levels.

The average county principal and interest payment on general obligation debt is \$15.9 million per year, while the average non-guaranteed debt principal and interest payment totaled \$17.3 million per year. Median principal and interest payment on general obligation debt levels (\$770,000 and \$212,000, respectively) are much lower than the average levels.

Table 4 provides information on debt and principal and interest payments per capita, debt and principal and interest payments as they relate to general revenues,

and debt and debt payment burdens. The average county debt per capita is \$334, and the median debt per capita is \$140.

Average total debt outstanding (general obligation and non-guaranteed debt combined) per capita declines as

urbanization decreases, from levels of \$500 for residents of the most urbanized counties to \$172 for redents of the most rural counties. (Note that this path is repeated for median per capita debt levels across the urbanization quartiles, declining from \$317 to \$18.) The average county debt burden, defined as the ratio of

### Table 4

Selected Debt Statistics, All Responding Counties, by Percent Urban Population.

		·			,	ırdens		Debt Ratios	
Percent Urban	agrai T	Ford Dept	despitating Pri	Refred to Tree Capital Debt Of	hered the state of	reinales Co Deal Co Total	nder dine la	detalities de la	A S' TO'
Population	\(\alpha\)	Logs A	YUL Bay	Deb	Anithier	GC Total	Tor Total	Inter Ger	
Responding								7/4/	
Counties	• • •	1		1 !		! [	1		
Mean	\$382	\$334	\$38	0.0145	0.0016	0.9437	1.1439	0.1208	
Median	\$238	\$140	<b>\$19</b>	0.0073	0.0009	0.5191	0.7466	0.0933	
57-100%									
Mean	\$441	\$500	\$50	0.0107	0.0000	1 0004			_
Median	\$256	\$300 \$317	\$59 \$35	0.0197 0.0111	0.0022	1.0004	1.2755	0.1422	
Low	\$230 \$70	\$317 \$0	\$33 \$0	0.0000	0.0014 0.0000	0.7754	1.0105	0.1201	
High	\$2,345	\$1,536	\$317	0.1231	0.0000	0.0000 4.7937	0.0000 5.0348	0.0000 0.5010	
	1-,0:0	, ,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,	, 4027	0.1251	0.0157	4.1731	3.0340	0.5010	
39-56%									
Mean	\$243	\$288	\$28	0.0138	0.0013	1.3613	1.5209	0.1369	_
Median	\$172	\$141	\$18	0.0079	0.0008	0.5594	0.8510	0.0922	
Low	\$38	<b>\$0</b>	\$0	0.0000	0.0000	0.0000	0.0000	0.0000	
High	\$778	\$1,895	<b>\$93</b>	0.0853	0.0048	13.4381	13.4381	0.7581	
19-38%									
Mean	\$292	\$204	\$25	0.0100	0.0012	0.4777	0.5668	0.0767	
Median	\$148	\$71	\$ <b>4</b>	0.0100	0.0012	0.4777	0.5048	0.0767	
Low	\$40	\$0	\$0	0.0000	0.0000	0.0000	0.0000	0.0000	٠.
High	\$1,530	\$1,063	\$145	0.0484	0.0062	2.3801	2.3801	0.6853	
	•							3,000	
0-18%		······································				- <del></del>			_
Mean	\$533	\$172	\$24.	0.0087	0.0012	0.6798	0.8770	0.0879	
Median	\$287	\$18	\$5	0.0014	0.0003	0.0000	0.1526	0.0183	
Low	\$74	\$0	\$0	0.0000	0.0000	0.0000	0.0000	0.0000	
High	\$5,947	\$1,284	\$190	0.0564	0.0079	7.2666	10.6803	0.6852	

Note: Per Capita Income data is from 1993. Percent Urban Population (1990) refers to portion of the county's population located in urban area. General Revenue Per Capita includes all general fund property, sales, and income tax revenue and all fees, as well as "other" revenue, per capita. Burdens are defined as the ratio of per capita debt to per capita income and principal and interest payments per capita to per capita income.

per capita debt (combined general obligation and nonguaranteed debt) to per capita income, is 1.45%, with a median burden of .73%. Among the sample counties, debt burdens increase as urbanization decreases, indicating that residents of the least urbanized counties devote more income to debt, compared to residents of more urbanized counties.

The average ratio of general obligation debt outstanding to total own-source General Fund revenues is .9437 for the responding counties, indicating that general obligation debt outstanding levels approximate 94% of total General Fund own-source revenues. However, the averages are far lower for the less urbanized counties, with ratios of .4777 in the third quartile and .6798 in the fourth, or least urbanized, quartile. For the most urbanized counties, total general obligation and non-guaranteed debt outstanding exceed annual General Fund revenue collections (ratio = 1.2755).

The median ratio of general obligation debt outstanding to total own-source General Fund revenues is .5191. These ratio medians decrease as urbanization declines. In the most urbanized counties, the median is .7754, adicating current outstanding general obligation debt levels approximately 78% of General Fund own-source collection totals. In the least urbanized quartile, the median ratio is 0, which indicates that half of the counties have no outstanding general obligation debt.

### STATE IMPOSED TAX LIMITATIONS

Tables 5 and 6 provide information about state imposed limits on county property and sales taxes. One hundred and four counties of the 155 responding counties were subject to property tax limits. Thirty-one of these counties are in states that limit property tax collections through some mechanism other than a simple rate limit, which precludes an analysis of authorized rate use by counties. Of the 73 remaining counties, 54 provided property tax rate information in the survey.

Nine states in the sample impose no county sales tax limits. Seventeen of the states prohibit county sales tax, and two states permit the use of sales taxes for only a few designated counties within their borders. Sixteen tates impose limits on county sales taxes. These limits

### Table 5

Summary, Property and Sales Tax Limits for Responding Counties.

	Number of Responding Counties	Percent of Responding Counties
Subject to Property tax rate limits	73	47%
Special limits	31	20%
No property tax limits	51	33%
No sales tax permitted	46	30%
Subject to sales tax a limits	62	40%
No sales tax limits	46	30%

its, which are expressed in ad valorem rates, range from .5% to 6%.

Of the counties in the sample, 46 (or 29.6%) are not permitted to use the sales tax, while 62 (or 40%) are subject to state imposed sales tax limits. Forty-six counties (29.6% of the sample) face no state sales tax limits at all.

Table 7 summarizes information on county General Fund real property tax rates and on county property tax limits for the responding counties. Of the 104 counties that are affected by property tax limits, 73 are subject to property tax rate limits. Unfortunately, only 54 of those 73 counties reported actual property tax rate information in the survey. For this 54 county sub-sample, we were able to calculate the Ratio of Rate to Limits (defined as the ratio of actual property tax rate to state authorized property tax rate). This measure indicates the extent to which counties are currently using legal property tax authority. However, because this measure is based on a very small sub-sample, the figures in Table 7 should be interpreted with caution.

### Table 6

State Tax Limits on County Property and Sales Taxes.

Shaha	State Limits on County Property Taxes	State Limits on County Sales Taxes
State		No state limit
labama	limit 5 mills for general purpose and, up to 2.5 mills for debt served	No state limit
Naska		No state limit
Arizona	to the same sallaged from recidential property littles to 170 of the case facility	
1	tory limit of 2% per year based on formula incorporating counties' prior year tax rates	1%
Arkansas	General: purpose = 5 mills; highway/roads = 3 mills	Because counties receive a share of
California	General: purpose = 5 mins, mgnway/roads 5 mins General = maximum 1% property tax base (= 1% of appraised value less exemptions)	the state sales tax, there is no
		state limit
	L. Finis of T.TO/	0.50%
Colorado	Inflation index limit (constitutional) and growth, or property tax revenue levy limit of 5.5%	0.5070
<b>CUICIT</b>	annual growth limit (statutory); whichever is less	No county sales tax
Delaware	TOTAL STATE OF THE PROPERTY OF	
Florida	General: ad valorem property = 10 mills; assessment limited to the lower of 3% annual or	No state limit
Living	CP1	20/ 2ting base a 20/ say
Georgia	No state limit	2%; 2 counties have a 3% tax
Georgia	10 State IIIII-	limit due to mass-transit tax
		(these are the metro-Atlanta coun-
		ties of Fulton & DeKalb)
· · · · · · · · · · · · · · · · · · ·	No state limit	No county sales tax
Hawaii	12 '11	No county sales tax
Idaho	Limited to 13 mills  Varying limit according to county population categories and "home rule status"; property tax	Only Cook County has a county sales
Illinois	Varying limit according to county population categories	tax
	increase limited to 5% or CPI whichever is less  Limits growth of revenue to average increase in assessed value over previous 3 years	No county sales tax
Indiana	General = 3.50 mills on assessed valuation; assessment increase limited to 4%	1%
lowa	General = 3.50 mills on assessed valuation, assessment indicate himself of the series	1%
Kansas	General = there is no specified rate limit, rather, an aggregate domaintery manufacture of the specified rate limit, rather, and aggregate domaintery manufacture of the specified rate limit, rather, and aggregate domaintery manufacture of the specified rate limit, rather, and aggregate domaintery manufacture of the specified rate limit, rather, and aggregate domaintery manufacture of the specified rate limit, rather, and aggregate domaintery manufacture of the specified rate limit, rather, and aggregate domaintery manufacture of the specified rate limit, rather, and aggregate domaintery manufacture of the specified rate limit, rather, and aggregate domaintery manufacture of the specified rate limit, rather, and aggregate domaintery manufacture of the specified rate limit, rather and aggregate domaintery manufacture of the specified rate limit, and aggregate domaintery manufacture of the specified rate limit, and aggregate domaintery manufacture of the specified rate limit is a specified rather of the specified rather aggregate domaintery manufacture of the spec	·
	each county, based on 1988-89 levy rates with adjustments;	No county sales taxes
Kentucky	Limited to 5 mills; revenue growth limited to 4%	4%
Louisiana	General = 4 mills (7 mills in Orleans, and 5 mills in Jackson); after reassessment revenue	
	shall not exceed amount collected in prior year	No county sales tax
Maine	No county property tax; county shares a portion of city property taxes that lie within their	
	borders	No county sales tax
Maryland	10% limit on assessed value increases	No county sales tax
Michigan	General = 50 mills for uncharted counties subject to voter approval; after reassessment rev	No county outs
	enue shall not exceed amount collected in prior year accounting for inflation	No county sales tax
Minnesota	1 B 1:i+ of 20/	No county sales tax
Mississippi	Limited to 10% growth in any of the preceding 3 years, subject to voter override	No state limit
Missouri	the second revenue shall not exceed amount collected in prior year accounting to	· ·
1	inflation or 5% whichever is less. Counties with assessed valuation greater than \$300 minutes	)II
1 .	di un anno a resulta cabana limited to 5 mills	
Montana	limited to 55 mills (all-purpose levy); property must be taxed at 1986 cap of the product	Ho control suice ray
1,7,1,00	li c Lt and mille levied whichever is 229.	
Nebraska	Limited to 5 mills at 35% of assessed value; tax revenues limited to 5% growth	No county sales tax 25 to .50%
Nevada		
New Mex	the many not increase over 374 HOM DIEVIUM YEAR AN	d No information supplied
usa Lisx	assessment increase limited to 5%	

State	State Limits on County Property Taxes	State Limits on County Sales Taxes
New York	Limit of 15 mills, may be increased to 20 mills with two-thirds majority vote; assessment	No state limit
	increase limit for Nassau and New York City to 6-8% depending on class	
North Carolina	Limit of 15 mills	2%
North Dakota	General = 23 mills, levy limited to 4% growth over highest of three previous years	No county sales tax
Ohio ·	10 mill total limit, shared between counties, cities, townships and schools	1%
Oklahoma	Maximum statewide rate limited to 1.5%	2%; note: 2 counties in the state have a 1% cap based on their population size (large)
Oregon	In 1998, permanent property tax rates were set by the legislature that varied across counties.	No county sales tax
Pennsylvania	Limits vary between 25-30 mills according to county classifications; additional 5 mills avail-	Only I county has sales tax
	able by court appeal; after reassessment revenue shall not exceed 105% to 110% of amount collected in prior year depending upon county classification	(Allegheny) with a limit of 1% (legislative)
South Carolina	No state limit; Note: during years in which there is a reappraisal, there is a reassessment of growth limit	1%; certain counties are approved by the legislature for a 2% limit
South Dakota	Limited to 12 mills, 1995 Tax Limitation Program limits growth to the Consumer Price Index (legislative)	No county sales tax
'nessee	No state limit	3%, with legislative stipulation that 1/2 of the sales tax be used for education
Texas	8 mills general levy and 3 mill for roads and flood control, with additional 1.5 mills for	2%, shared between counties and
	roads with voter approval; after reassessment revenue shall not exceed 108% of amount collected in prior year	cities within certain perimeters (taxing districts)
Utah	Counties with taxable value greater than \$100 million limited to 16 mills, under \$100 million limited to 18 mills	1%
Vermont	No state limit	No county sales tax
Virginia	No state limit; Note: during years in which there is a reappraisal, there is a reassessment of growth limit	No state limit
Washington	Limited to 9.5 mills; property tax revenue increase limited to 106% of highest amount levied in past three years	1.70%
West Virginia	Limits based on county classification; Class 1 1.4 mills, Class 11 2.86 mills, Class 111, 14 5.72 mills (includes debt service); after reassessment revenue shall not exceed 101% of amount collect over the prior year, and tax rate may not cause revenue to increase by more than 110% over the prior year	No county sales tax
Missonsin	General purpose tax rate limited to no more than FY1993 property tax rate	0.50%
Wisconsin		

Note: Included in this table is data for the 45 states for which county revenue data were collected. Information in this table was supplied by telephone interviews with officials from the appropriate state office, and supplemented by US Advisory Commission on Intergovernmental Relations, Tax and Expenditure Limits on Local Governments (Washington, DC: ACIR, March 1995) "No state limit" indicates that the state imposes no limits on counties.

<sup>&</sup>quot;No county sales tax" indicates that the state does not allow a county sales tax.

The results of the sub-sample data suggest that many counties are taxing property at the highest rate allowed by state law. Fourteen of the 54 county sub-sample (26%) are using their full property tax authority, indicating that they are unable to legally raise any more property tax revenue than they currently collect. Twenty counties in the sub-sample (37%) are using at least half of their state property tax authority.

Among all 54 counties in the sub-sample, 38% of allowable property tax authority is currently used for General Fund operation purposes, on average. The average General Fund real property mill levy among the counties in the overall 155 county sample is 5.839 mills (or .5839% of assessed real property value).

Table 7 also provides information on county sales tax limits for respondent counties. Of the 62 sample coun-

Table 7

County Property and Sales Tax Use and State Imposed Limits.

unty Property a	nd Sales Tax Use a	and State impos	eu Liiiiis.	/	/	
ercent Urban Population	State Ingoing to	regert Lend Proper	A Total Rate I	State Irage Life	Actual Sales	Ratio of Rate to
Responding Counties Mean Median	15.87 10.00	5.839 1.28	0.380	0.94 0.54	1.40 1.00	0.69 0.65
57-100% —— Mean Median Low High	13.38 10.00 1.00 50.00	3.881 1.105 0.008 53.000	0.369 0.094 0.003 1.000	1.04 1.00 0.00 3.00	1.00 1.00 0.28 2.75	0.83 1.00 0.25 1.00
39-56% —— Mean Median Low High	18.23 10.00 0.00 50.00	7.544 2.195 0.008 47.041	0.337 0.108 0.008 1.000	0.58 0.00 0.00 2.00	3.45 4.00 1.00 7.00	N/A N/A N/A N/A
19-38% Mean Median Low High	13.80 5.00 1.00 95.00	4.245 1.610 0.012 39.300	0.551 0.720 0.031 1.000	1.31 1.00 0.00 6.00	0.85 1.00 0.28 1.00	0.73 1.00 0.14 1.00
0-18%  Mean  Median  Low  High	20.31 11.25 1.00 95.00	9.301 1.000 0.009 85.300	0.306 0.111 0.001 1.000	0.47 0.00 0.00 2.00	1.34 1.00 0.50 6.00	0.76 0.82 0.29 1.00

Note: N=54 for the property tax portion of the table. Property tax rates are expressed in mills (or .001% of assessed property value). N=18 for the Ratio of Actual to Allowable Sales Tax Rate. Although the "high" row for the overall sample reports rate, some states impose no limits at all, which would imply a limit of infinity.

vhich are subject to state imposed sales tax limits, 30%) provided information on their actual cursaws tax rate. Of those 19 counties, 9 (47%) are ; their full sales tax authority. On average, counties e 19 county sub-sample are using 69% of their able sales tax authority. The data in Table 7 suggest he extent to which counties use their full state sales authority increases as urbanization decreases. ough the sub-sample is too small for us to draw a conclusion, these data suggest that rural counties ikely to use higher percentages of their full state tax authority, relative to urban counties. If this conon is valid, one implication is that rural county sales urdens could be exacerbated by the fact that sales exporting is probably less prevalent among rural ties. In other words, it is likely that urban counties etter positioned to collect sales tax revenues from residents, relative to rural counties, thereby reducne burden shouldered by county residents

te of caution: the analysis in this section focuses on ral Fund property and sales taxes only, and thereunderstates the extent to which counties are using authorized tax levels. Counties may collect propa r sales taxes for other funds as well (i.e., for carvice and Capital Improvement Funds). Because of the limited data on the other funds, and because of the small size of the sub-sample used for this part of the analysis, the findings reported in this section of the report are limited.

### PAYMENTS IN LIEU OF TAXES (PILT)

A limited number of counties completed requested information on payments in lieu of taxes (PILT) made by owners of tax-exempt property (i.e., federal and state governments, local governments, and non-profit organizations). According to the data presented in *Table 8*, only 42 of the 155 sample counties reported that their jurisdiction included tax-exempt property. However, of these 42 counties, half received PILTs for at least some of their tax-exempt property. The figures which follow are based on this sub-sample of 42 counties.

On average, exempt property values exceeded \$1 million per county. The vast majority of identifiable tax-exempt property was owned by non-governmental organizations. It is likely that most of these organizations are private, non-profits such as private educational institutions, religious institutions, hospitals, and service organizations. It is also possible that "other" tax-exempt property may include public educational institutions, such as county funded community colleges,

elementary and secondary public schools, etc. Counties received \$11,689 in PILT revenue, on average, although for counties reporting some federally exempt property, PILTs averaged \$367,116.

One observation that can be drawn from these survey results is that states can alleviate fiscal pressure on counties by providing PILTs for their own property, and by giving counties authority to obtain appropriate revenue levels from private-non-profit property owners who are exempt from paying property taxes. Since combined state and non-governmental exempt property accounts for 92% of exempt property reported by the responding counties, PILTs from these property owners are particularly important to counties.

Counties Ro	porting ]	Exempt	Proper	ty	42	
Counties Re	porting l	PILTs fo	r Exen	ipt	≠ 21	
verage Valu	e of Exen	ipt Proj	perty		\$1.	350,598
f exempt pr						
exempt pro exempt pro	operty, %	which	is state		8 35 57	
erage total	PILT rev	enue 🏖			\$11,	689
verage total verage feder or countes repo	al PILT r	evenue				689 7,116

### Appendix A:

List of Sample Counties Responding to the Survey

	į.	- <b>A</b>			_ C			_ [
AK	KENAI :	- <b>A</b>	GA	BULLOCH	- <b>G</b>	LA	LA SALLE	<b>L</b>
AL	BALDWIN		GA	CHATHAM				
AL	DALLAS		GA	FAYETTE			···········	- M
AL	MARION		GA	FULTON		MD	CECIL	
AR	BAXTER		GA	STEPHENS		MD	DORCHESTER	
AR	FRANKLIN			•		MD	HARFORD	
AR	LAFAYETTE			,	_ H	MD	SOMERSET	
AZ	GILA		HI	HAWAII	_ 11	MD	WASHINGTON	
ΑZ	LA PAZ		Н	KAUAI		ME	AROOSTOOK	
AZ	MARICOPA		1			ME	YORK	
AZ	YAVAPAI				ł	M	CHIPPEWA	
, ~L	1737474		IA	ADAIR	— i	MI	EATON	
	!	_	IA	ALLAMAKEE		MI	KALAMAZOO	
CA	ALAMEDA	- L	IA	BENTON		MI	KALKASKA	
CA	LOS ANGELES		IA	DAVIS		MI .	LUCE	
CA	ORANGE		. IA:	WAPELLO		MI	OAKLAND	
CA	PLUMAS		ID	CANYON	•	MN	HENNEPIN	
CA	SAN DIEGO		ID	VALLEY	•	MN	HOUSTON	
CA	SIERRA		: ID	WASHINGTON		MN	RAMSEY	
CA	SISKIYOU		l <sub>IL</sub>	BROWN		MN	STEVENS	
00	DOUGLAS	:	IL.	BUREAU		MO	HICKORY	
co	EAGLE		IL	COOK		MO	LAWRENCE	
, 00	D (011	:	IL	HANCOCK		MO	ST. LOUIS	
	•		IL	JASPER		MS	ADAMS	
DE	SUSSEX	D	IN	ADAMS		MS	LAWRENCE	
, ,	·	, –	IN	JEFFERSON		TM	GALLATIN	-
•	•					MT	GOLDEN VALLEY	
FL	BROWARD	— <b>F</b>			– K	MT	PHILLIPS	
FL	DADE	•	KS	RENO	- 1/	MT	SHERIDAN	
FL	HILLSBOROUGH	•	KY	BOONE			•	
FL	LAKE		ΚY	ROWAN				N
115	D-117E				•	NC	DAVIDSON	14

### List of Sample Counties Responding to the Survey

DUDITAL	I W			- P			<b>\</b> /
DURHAM		PA	BEDFORD	<b>.</b>	VA	BRISTOL CITY	— V
MOORE		PA	LEBANON		VA	CHESTERFIELD	
VANCE		PA	LEHIGH	•	VA	FAIRFAX	
, WAKE		PA	LYCOMING		VA	LOUDOUN	
DUNN	-	PA	PHILADELPHIA		VA		•
RICHLAND	•	•			Vî .	ROCKINGHAM	
CASS	<i>y.</i>			_ S		ORANGE	
ERCE		SC	BERKELEY	<b>—</b> 3	VT VT	RUTLAND	
ONA ANA		sc	LAURENS		I VI	WINDSOR	
HARDING		SD	CAMPBELL			•	
VALENCIA		SD	CLAY				— W
CHURCHILL		SD	HARDING		WA	JEFFERSON	A A
DOUGLAS		, 00	HARDING		WA	KING	
EUREKA					WA	LEWIS	
MINERAL		TN	JEFFERSON	1	WA	SKAMANIA	
ERIE		TN	SHELBY	_	WI	DANE	
NASSAU		TX			WI	FOREST	
SUFFOLK		TX	BASTROP	-	WI	MILWAUKEE	
7		TX	BEE		WI	PEPIN	
	^	1	BEXAR		W	LEWIS	
CUYAHOGA	<b>– 0</b>	TX	DALLAS	•	WY	LINCOLN	•
FRANKLIN	•	TX	FORT BEND		l WY	NIOBRARA	
FULTON		TX	FRANKUN				
GREENE		TX	HARDIN				
SCIOTO	•	TX	HARRIS				
		TX	MCMULLEN				
WARREN	<u>.</u>	TX	PARKER			•	
MCCLAIN		X	PECOS				
PAWNEE		TX	TARRANT				
PAYNE		TX	DEWITT			•	
ROGER MILLS							
COOS				_ U			
PESCHUTES		UT	DUCHESNE	_ <b>U</b>			
<b>NCOFN</b>							

### Appendix B:

Sample Counties Responding to the Survey Grouped by Urbanization Quartile

Group I: 100% to 57% Urbanization

State	County	Population	% Urban	State	County	Population	% Urban
CA	ALAMEDA	1,279,182	100	Mi	OAKLAND	1,083,592	90
VA	BRISTOL CITY	18,426	100	NY	ERIE	968,532	89
IL	COOK	5,105,067	100	FL	HILLSBOROUGH	834,054	89
ОН	CUYAHOGA	1,412,140	100	NC	DURHAM	181,835	85
TX	DALLAS	1,852,810	·100	TX	FORT BEND	225,421	85_
NY	NASSAU	1,287,348	100	VA	CHESTERFIELD	209,274	
CA	ORANGE	2,410,556	100	OH	GREENE	136,731	
PA	PHILADELPHIA	1,585,577	100	PA	LEHIGH	291,130	δ.
MN	RAMSEY	485,765	100	WI	DANE	367,085	80
MO	ST. LOUIS	993,529	- 100	SD	CLAY	13,186	76
WI	MILWAUKEE	959,275	100	NC .	WAKE	423,380	76
FL	BROWARD	1,255,488	99	MI	KALAMAZOO	223,411	. 74
FL	DADE	1,937,094	99	NM	DONA ANA	135,510	74
ОН	FRANKLIN	961,437	99	OK	PAYNE	61,507	<i>7</i> 1
MN	HENNEPIN	1,032,431	99	MD	HARFORD	182,132	70
CA	LOS ANGELES	8,863,164	99	VA	LOUDOUN	86,129	69
TX	TARRANT	1,170,103	99	· IA	WAPELLO	35,687	69
VA	FAIRFAX	818,584	98	NM	VALENCIA	45,235	68
ΤX	HARRIS	2,818,199	97	AZ	YAVAPAI	107,714	66
GA	FULTON	648,951	96	SC	BERKELEY	128,776	65
ΑZ	MARICOPA	2,122,101	. 96	NV	MINERAL	6,475	64
TN	SHELBY	826,330	96	KS	RENO	62,389	63
NY	SUFFOLK	1,321,864	96	OH	WARREN	113,909	63
GA	CHATHAM	216,935	95	KY	BOONE	57,589	61
CA	SAN DIEGO	2,498,016	95	co	DOUGLAS	60,391	60
TX	BEXAR	1,185,394	94	TX	PECOS	14,675	58
WA	KING	1,507,319	94	AL	DALLAS	48,130	. 57
MD	BALTIMORE CITY	692,134	91				

### Sample Counties Responding to the Survey Grouped by Irbanization Quartile

Group 2: 56% to 39% Urbanization

State	County	Population	% Urban	State	County	Population	% Urban
MD	WASHINGTON	121,393	56	NV	DOUGLAS	27,637	
MS	ADAMS	35,356	<i>5</i> 5	OR	LINCOLN	38,889	45
HI	KAUAI	51,1 <i>77</i>	55	MT	GOLDEN VALLEY	912	45
TX .	BEE	25,135	54	FL	LAKE		43
<sup>2</sup> A	LYCOMING	118,710	54	ОН	SCIOTO	152,104	43
D	WASHINGTON	8,550	54	ME	AROOSTOOK	80,327	43
MN	STEVENS	10,634	53	MI	CHIPPEWA	86,936	42
ID	CANYON	90,076	52	ОН	FULTON	34,604	42
OR	coos	60,273	52	PA		38,498	42
MT	GALLATIN	50,463	52	MN	LEBANON	113,744	42
IN	JEFFERSON	29,7 <b>9</b> 7	52 52	1	HOUSTON	18,497	41
AK	KENAJ	40,802	51	MO	LAWRENCE .	30,236	<b>4</b> 1,
MI	EATON	92,879	51 51	KY	ROWAN	20,353	41
AZ	GILA	40,216		NC	VANCE	38,892	41
ME	YORK	•	<i>5</i> 1	IN	ADAMS	31,095	39
WA	JEFFERSON	164,587	50	AL	BALDWIN	98,280	39
ND	RICHLAND	20,146	48	TX	BASTROP	38,263	39
TX	DEWITT	18,148	48	MD	DORCHESTER	30,236	38
GA		18,840	47	GA	BULLOCH	43,125	37
GA	FAYETTE	62,415	46	OR	DESCHUTES	74,958	37

Sample Counties Responding to the Survey Grouped by Urbanization Quartile

Group 3: 38% to 19% Urbanization

State	County	Population	% Urban	State	County	Population	% Urban
			36	IA	ALLAMAKEE	13,855	29
MV	CHURCHILL	17,938		<b>,</b>	BAXTER	31,186	29
ΤX	HARDIN	41,320	36	AR		•	
GA	STEPHENS	23,257	36	co	EAGLE	9,646	29
IA	BENTON	22,429	35 ·	W	LEWIS	17,223	29
IL	BUREAU	35,688	35	NC	MOORE	<i>5</i> 9,013 ॄ	29
	MCCLAIN	22,795	35	VT	RUTLAND	62,142	29
OK		126,677	32	TX	PARKER	64,785	26
NC	DAVIDSON			WY	LINCOLN	12,625	24
SC	LAURENS	58,092	32	1	•	14,897	22
WA	LEWIS	59,358	32	AR	FRANKLIN	•	
IA	DAVIS	8,312	31	CA	PLUMAS	19, <b>7</b> 39	22
	DUCHESNE	12,645	31	AZ	LA PAZ	13,844	21
υT		•	31	i.a	LA SALLE	13,662	20
AL	MARION	29,830			PAWNEE	15,575	20
CA	SISKIYOU	43,531	31	OK			19
NE	CASS	21,318	30	MD	CECIL	71,347	
īL	JASPER	10,609	30	IN	JEFFERSON	33,016	17

### Sample Counties Responding to the Survey Grouped by Urbanization Quartile

Group 4: 18% to 0% Urbanization

State	County	Population	% Urban_	State	County	Population	% Urban
DE	SUSSEX	113,229	14	MO	HICKORY	7,335	0
MD	SOMERSET	23,440	12	M	KALKASKA	13,497	0
VT	WINDSOR	54,055	12	AR	LAFAYETTE	9,643	0
TX	FRANKLIN	<i>7,</i> 802	8	. W2	LAWRENCE	12,458	0 .
PA	BEDFORD	<i>47,</i> 919	7	MI	LUCE	5,763	0
VA	ROCKINGHAM	57,482	7	TX	MCMULLEN	81 <i>7</i>	0
IA	ADAIR	8,409	0	WY	NIOBRARA	2,499	0
IL	BROWN	5,836	0	VT	ORANGE	26,149	0
SD	CAMPBELL	1,965	0	WI	PEPIN	7,107	0
ND	DUNN	4,005	0	MT	PHILLIPS	5,163	0
NV	EUREKA	1,547	0	NE	PIERCE	7,827	0
WI	FOREST	8,776	0	ОК	ROGER MILLS	4,147	0
IL	HANCOCK	21,373	0	MT	SHERIDAN	8,239	0
ЙW	HARDING	987	0	CA	SIERRA	3,318	0
SD	HARDING	1,669	0	WA	SKAMANIA	8,289	. 0
HI	HAWAII	120,317	0	ID	VALLEY	6,109	0

The Research Division, a division within the County Services Department, proudly presents this study of county revenue patterns. The mission of the Research Division is to provide the information and research necessary to support and enhance the administration of county government in the United States. The division conducts annual surveys of county governments, writes research briefs, maintains model county program information, and serves as a clearinghouse of technical assistance and information for county officials and other interested groups. The division also coordinates and administers three annual awards programs and one scholarship program: the Achievement Awards Program, the Multicultural Diversity Program, the Award for Excellence (Disability Award Program), and the Wesley A. Masco Scholarship.

The County Services Department, or CSD, is the largest and most diverse department at NACo. From economic development and civic participation, to environmental quality and housing, CSD has the training and expertise to support you in meeting your county's needs. We encourage you to utilize our wide range of resources including technical assistance, best practice guides, research support, peer-to-peer contacts, training seminars, conferences, and program development advice.

### Overview of City Budget Issues For The Taxation and Finance Subcommittee

Laura S. Gill
Budget and Management
Services Director
August 25, 1999

Durham, North Carolina

# Presentation Contents

➤ Budget Preparation

➤ Budget Adoption

➤ FY 1999-2000 Budget Information

➤ Future Issues

➤ Capital Improvement Plan

➤ BMS Functions

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### Budget Preparation And Adoption

### Budget Focus

➤ Program-Based Budget

➤ How do programs fit with community goals?

➤ Are programs:

➤ Effective

> Efficient

➤ Responsive

# Two-Year Budget Cycle

- Prepare two-year budget that coincides with Council composition
- ➤ One-half of City Council and Mayor are elected every two years
- ➤ Adopt annual budget (State Requirement)

➤ Step One: Gather Citizen Input

➤ Phone Survey

➤ Focus Groups

➤ January Public Hearing

➤ Newspaper Advertisements

➤ "Coffees with Council"

➤ Newspaper advertisements

➤ E-mail



➤ Step Two: Inform City Council

➤ "state of City" update on current year budget and operations

➤ Revenue Projections for next fiscal year

➤ review of citizen input received to date

➤ Step Three: Receive Council Direction

➤ Affirm existing or adopt new community goals

➤ service levels, funding sources

➤ examples: add/delete service, "no tax increase"



- ➤ Step Four: Prepare Manager's Recommended Budget
- ➤ Manager issues instructions to departments
- ➤ Departments submit budget requests, service plans, and performance indicators
- ➤ Manager modifies requests to match estimated revenues and presents budget to City Council

### Budget Review

- City Council reviews proposed budget
- ➤ Finance Committee reviews and amends proposed budget
- ➤ Council holds formal public hearing as required by law
- ➤ Council approves budget ordinance & tax rate by July 1



### FY 1999-2000 Budget Information

# FY 1999-2000 Budget Overview

- ➤ \$221.3 Million
- ➤ (Net of transfers and internal charges)
- ➤ 2,116 positions
- ➤ 11.91 positions per 1,000 population
- ➤ 75 positions added from prior year (50% Police) or Grants)



➤ Police-Related Changes

➤ 4 months for Domestic Violence Unit

➤ add 12 officers (non-grant funded)

➤ add 20 officers (grant-funded)

➤ equipment: grant-funded positions

➤ vehicle maintenance

Durkam, North Carolina

➤ Public Works Improvements

➤ street resurfacing improvements

➤ street marking improvements

➤ net increase in ROW mowing

➤ GIS/planimetric mapping



➤ Employee Compensation:

➤ normal growth

➤ pay improvements

➤ structure adjustment

➤ merit adjustment

➤ Fund Balance Policy

➤ Prior policy: 8% of adjusted General Fund

appropriations

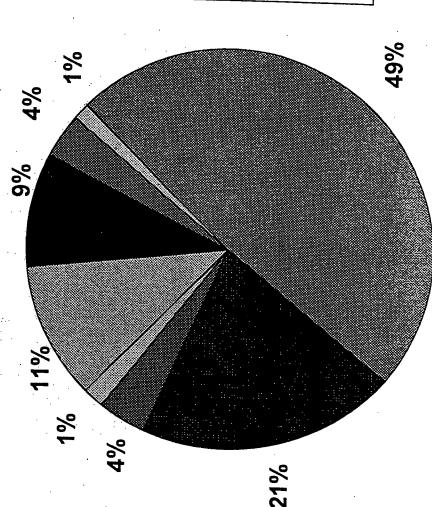
➤ Maintain 12%

➤ Optimum level: 15%

➤ over 15%: to Capital Projects Fund



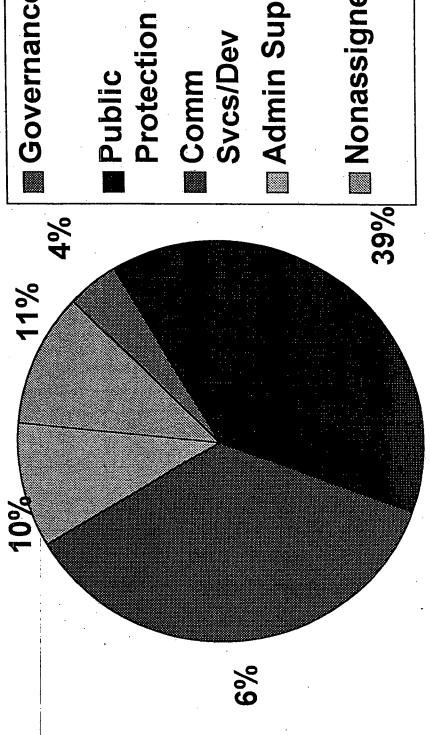
### General Fund - "Where the Money Comes From"



- Property Tax
- Other Local Taxes
- Licenses/Permits
  Investment/Rental
- Shared Revenue
- Charges for Service
  - Other/Transfers In
- Approp from FB

Durham, North Carolina

### General Fund - "Where the Money Goes"



Governance

Admin Support

Nonassigned

### Future Issues

- ➤ Focus on FY 2001
- ➤ Begin with \$3.5 Million Projected Gap
- ➤ last year before revaluation
- ➤ Employee Compensation
- ➤ Compression
- ➤ Remedy Problems in Risk Reduction, Parking Control Funds
- ➤ 911 Center Funding

Justiam, North Carolina

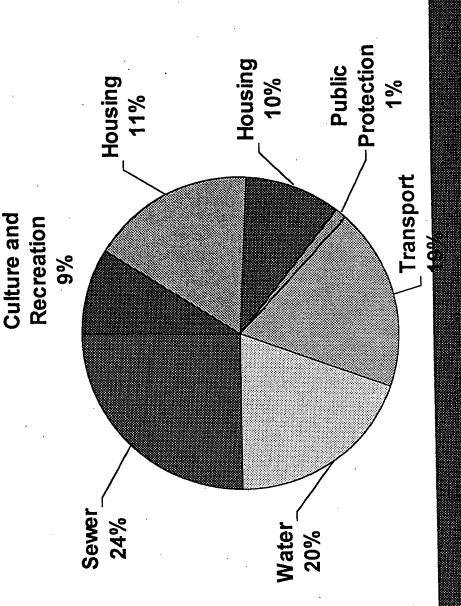
# Capital Improvement Program

### What is the CIP?

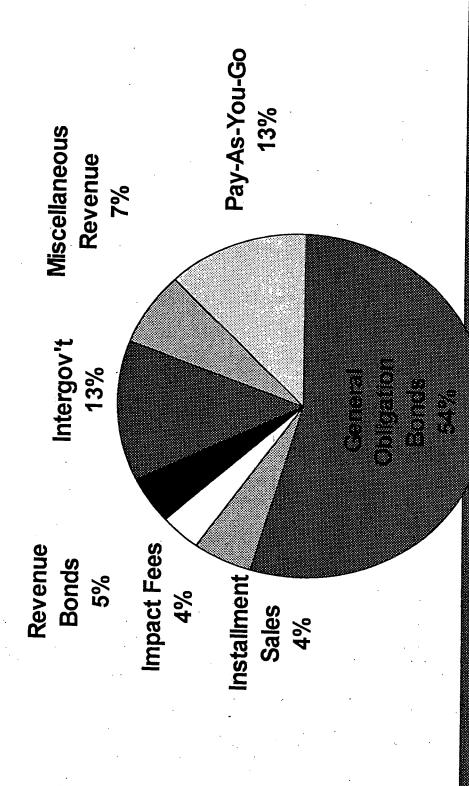
- ➤ Statement of City's policy regarding longrange physical development
- ➤ Six-year planning period
- ➤ Projects with total cost of at least \$100,000
- ➤ Projects with useful life over ten years

Durkani, Narth Curolina

Summary By Project Category (excluding "prior years" amount)



## Summary By Revenue Source (excluding "prior years" amount)



# Priorities Driving FY 2000 CIP

- ➤ Address maintenance and appearance of City facilities
- ➤ Over \$1 million earmarked annually
- Continue to design and construct projects funded with 1990 and 1996 bonds
- ➤ Fully implement art initiative for City facilities equal to 1% of project cost

## **BMS** Programs

➤ Budget/Management Operations

➤ Prepare and Monitor Annual Budget

➤ Conduct Management Studies and Reports

➤ Planning/Evaluation

➤ Prepare and Monitor CIP

➤ Coordinate Annexation/Impact Fees

➤ Prepare Strategic Plan

➤ Conduct Surveys

➤ Evaluate achievement of City goals

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## Jurham County Government

Budget and Finance Overview

August 25, 1999

Claudia Odom, Budget and Management Services Director Patty Gravinese, Finance Director

## **Budget Department**

preparation and budget amendments and transfers, analysis of revenues, and •Monitor performance of the County's annual budget through the managing budget requests in accordance to NCGS 159.

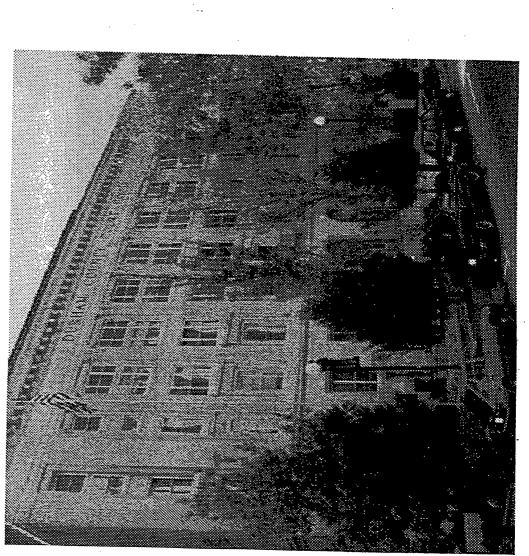
•Plan the annual budget process

Maintain Capital Improvement Plan (CIP)

·Manage nonprofit application process

·Coordinate Durham County's participation in the Institute of Government Benchmark Project •Perform performance reviews, management analysis & cost-benefit analysis

### Introducing



### Your County

Government

## Mission of Durham County Government

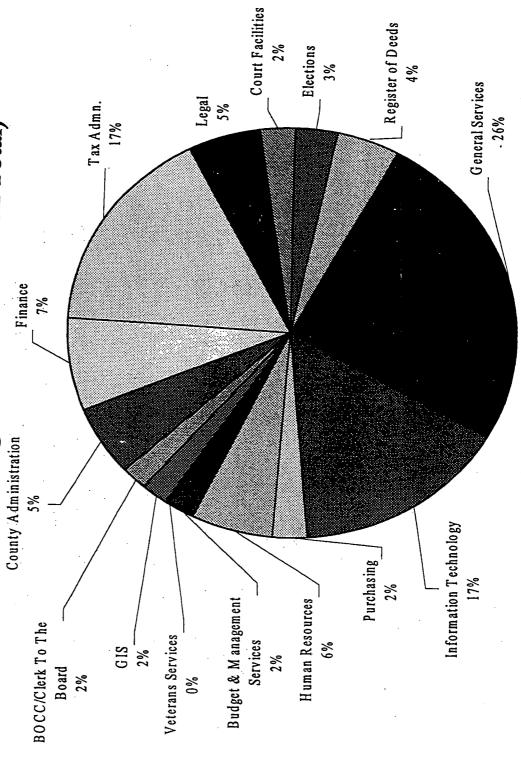
The MISSION of Durham County Government is providing education; safety and security; health to enhance the quality of life for its citizens, by and human services; economic development; and cultural and recreational resources.

## Board of County Commissioners' Strategic Goals for FY 1999-2000

- "Smart Growth"
- Health and Human Services
- City-County Merger
- Transportation
- **Education**
- Taxes

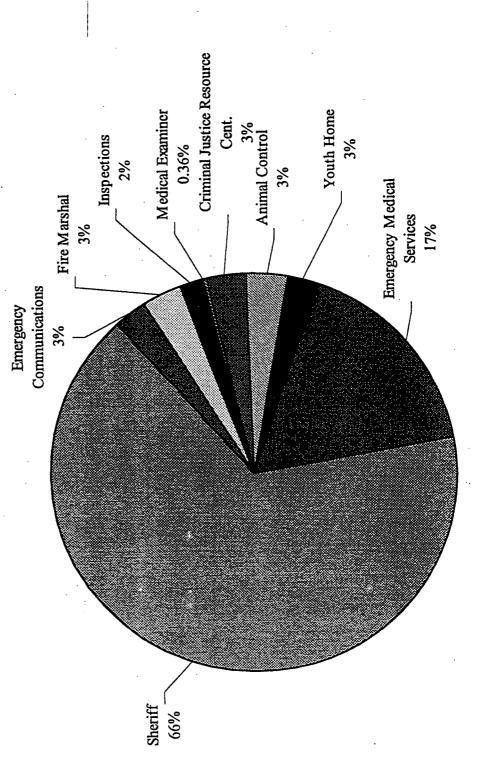
Citizens	Commissioners	Environmental Profection	Oulture & Recreation	Economic & Physical Development	Transportation
	Count	General Government	Wunten Services	Public Safety	Education

## General Government



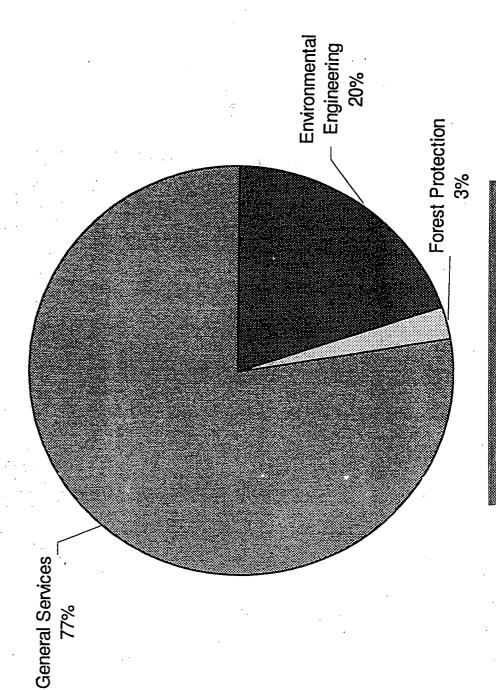
## Public Safety

(Departmental Budget as a % of Function Total)

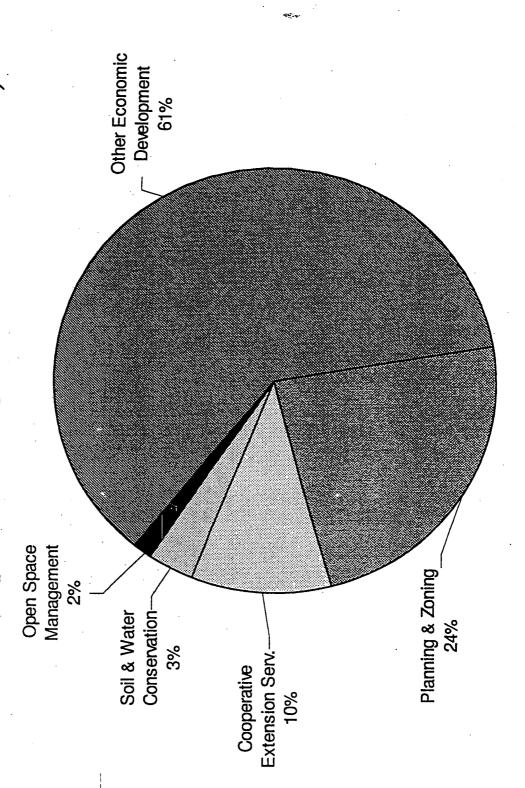


Function Total 325-22-308

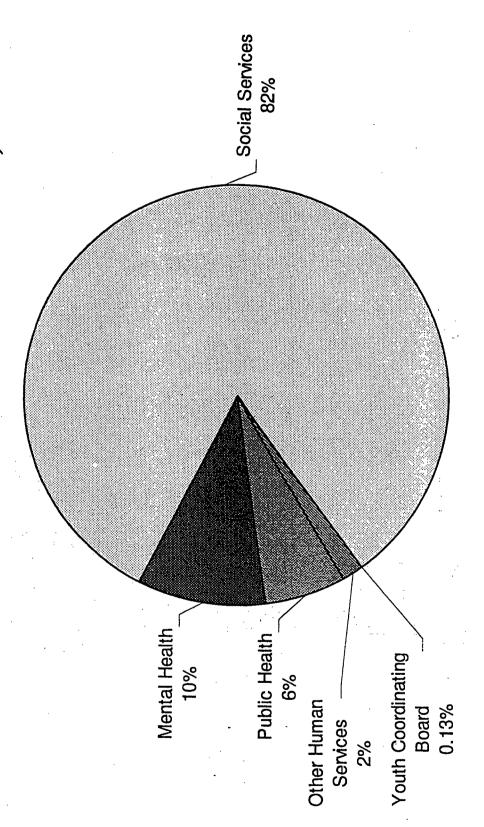
## Environmental Protection



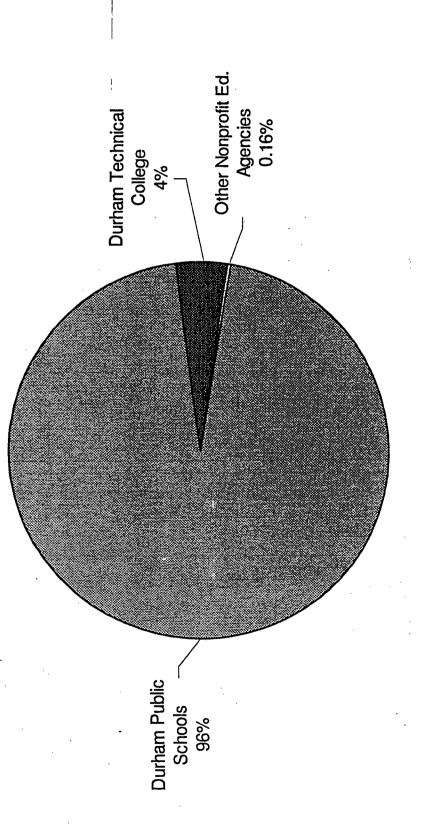
# Economic & Physical Development



## Human Services

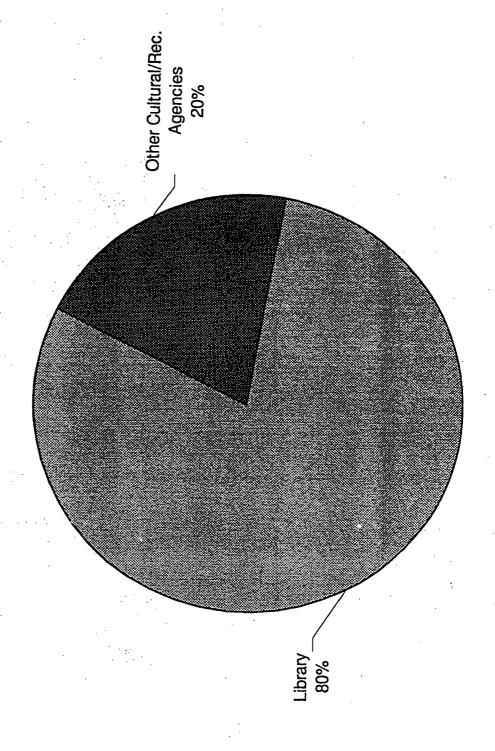


### Education



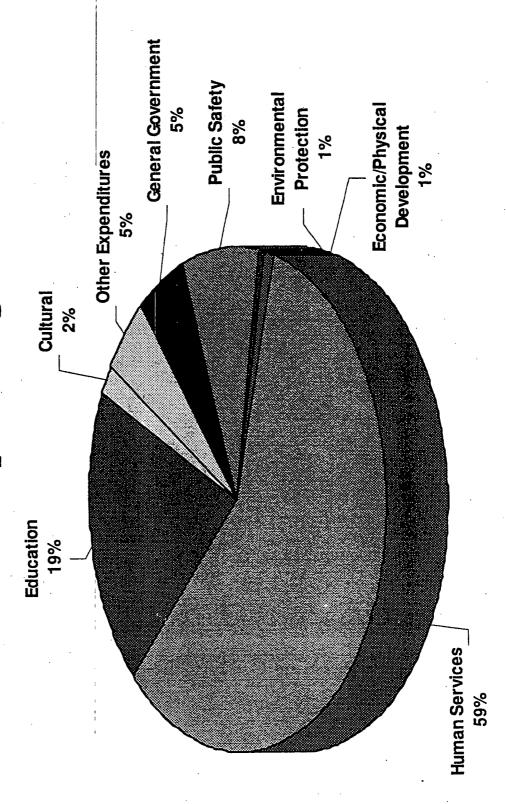
# Cultural & Recreational Services

(Departmental Budget as a % of Function Total)



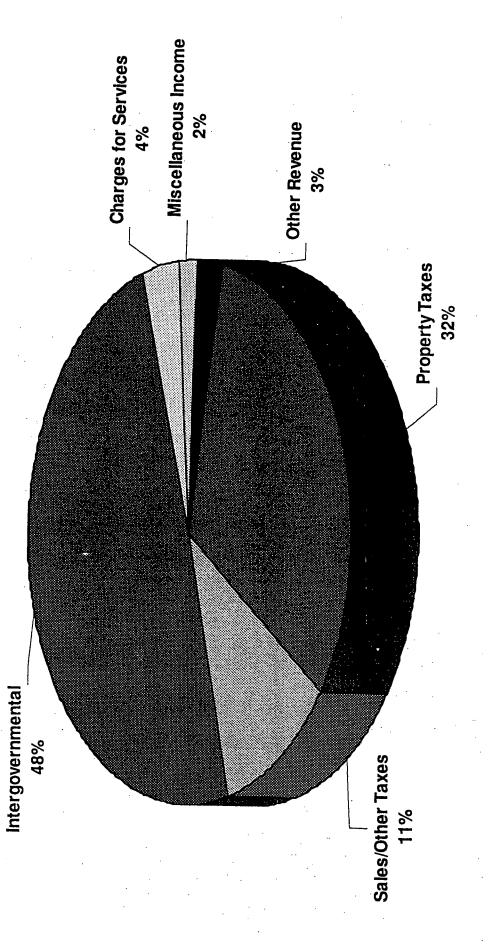
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### General Fund Expenditures FY 99-00 Adopted Budget



General Fund Total: \$349,789,898

### General Fund Revenues FY 99-00 Adopted Budget



ieneral Fund Total: \$349,789,898

Section 1. Summary of Appropriations by Fund and Function - FY 1999-00

	General	Debt Service	Special	Capital	Enterprise	Total
	Fund	Fund	Revenue Fund	Revenue Fund Financing Fund	Fund	Appropriation
General Government	\$18,652,053		\$305,396			\$18,957,449
Public Safety	\$29,329,808	•	\$4,247,242		;	\$33,577,050
Transportation	\$12,500	;	;	;	;	\$12,500
Environmental Protection	\$1,864,210	;	;	;	;	\$1,864,210
Economic and Physical						80
Development	\$3,927,563		\$389,809	;		\$4,317,372
Human Services	\$204,728,656	;	;	. !		\$204,728,656
Education	\$67,438,010	!	:	:	;	\$67,438,010
Cultural and Recreation	\$6,813,206	;	1	i	ļ	\$6,813,206
Other-Nondeptl/Transfers	\$17,023,892	\$24,218,288	;	\$27,584,504	\$3,417,864	\$72,244,548
Utilities	•		1		\$8,684,050	\$8,684,050
Total Appropriations	\$349,789,898	\$24,218,288	\$4,942,447	\$27,584,504	\$12,101,914	\$418,637,051
Less: Other Financing	(64 070 873)	(673 015 756)	(172 30 313) (000 0313) (332 303 033)	(17/1/1/1/1)	Ç	(012 401 310)
Sources*	(\$4,219,613)	(061,616,624)	(000,0014)	(14/,100,010)	90	(343,401,370)
Net Appropriations	\$345,510,025	\$302,532	\$4,792,447	\$12,522,763	\$12,101,914	\$375,229,681

\*Includes Transfers From Other Funds and Reimbursements

Section 2. Summary of Revenues by Fi	ines by Fund and Re-	und and Revenue Category - FY 1999-00	- F I 1999-UU			
	General	Debt	Special	Capital	Enterprise	Total
,	Fund	Service	Revenue	Financing	Fund	Appropriation
Property Taxes	\$112,158,885	•	\$2,930,475	\$11,576,709	:	\$126,666,069
Licenses & Permits**	\$38,786,586	ŧ ,	\$842,932	;	*	\$39,629,518
Interpovernmental Revenues	\$171,108,383	:	\$197,395	\$228,407	i	\$171,534,185
Service Charges	\$12,340,652		:	;	\$5,000	\$12,345,652
Miscellaneous Income	\$6,292,374		\$194,223	\$152,232	\$710,000	\$7,348,829
Enterprise Charges	. 1	\$302,532			\$3,341,000	\$3,643,532
Total Revenue	\$340,686,880	\$302,532	\$4,165,025	\$11,957,348	\$4,056,000	\$361,167,785
Other Financing Sources*	\$4,823,145		\$627,422	\$565,415	\$8,045,914	\$14,061,896
Total Resources	\$345,510,025	\$302,532	\$4,792,447	\$12,522,763	\$12,522,763 \$12,101,914	\$375,229,681

\*Includes only Fund Balance Appropriated

\*\* Includes Sales Taxes

# Financial Trends: General Fund Balance

	Audited FY Ending 06/30/1995	Audited FY Ending 06/30/1996	Audited FY Ending 06/30/1997	Audited FY Ending 06/30/1998	Projected FY Ending 06/30/1999
RESERVED FUND BALANCE	15,818,038	17,464,462	15,794,621	18,780,073	19 000 000
DESIGNATED FUND BALANCE	14,122,274	7,011,789	5,373,763	6,558,924	8,000,000
UNDESIGNATED FUND BALANCE	7,173,663	9,704,102	17,045,036	21,285,993	25.000.000
TOTAL FUND BALANCE	37,113,975	34,180,353	38,213,420	46,624,990	52,000,000
TOTAL EXPENDITURES	189,285,368	191,452,533	201,563,389	219,694.926	995 000 000
LGC REQUIRED 8% MINIMUM	15,142,829	15,316,203	16,125,071	17,575,594	18,000,000
FUND BALANCE APPLIED TOWARD 8%	21,295,937	16,715,891	22,418,799	27 844 917	000 000 66
EXPENDITURES	11%	<b>%6</b>	11%	13%	15%

## Finance Department

- •Establish and maintain a centralized system of financial planning, reporting, and control.
- •Ensure compliance with generally accepted accounting principles (GAAP) and State law.
- •Administer the investment program for an average portfolio of \$90 million.
- ·Upon authorization by BOCC, issue new debt and refund existing debt.
- •Maintain daily financial operations of the County including revenue posting, accounts payable, and payroll.
- ·Provide for finance system assurance and dept. user assistance.
- ·Provide complete, accurate, and timely, financial information to internal and external customers.
- Responsible for annual financial audit and single audit



September 3, 1999

FINANCE DEPARTMENT OFFICE OF THE DIRECTOR

101 City Hall Plaza Durham, NC 27701

Voice: (919) 560-4455

Ms. Marcia Margotta **Durham County** 200 East Main Street Durham, North Carolina

Subject:

Follow up on request information from Taxation & Finance

Subcommittee

Fax: (919) 560-4321

Dear Marcia:

Below is the information that was requested:

Office of the Director

Accounting Services

Customer & Billing Services

Duplicating & Graphics

Purchasing

Risk Management

Treasury Management

### Fund Balance

Undesignated - Difference between fund assets & fund liabilities (basically cash minus current liabilities). Also fund balance available for appropriation.

Designated - restriction of funds.

Reserved

- Reserve for encumbrances
- Reserve for inventories.
- Reserve for Powell Bill..
- Reserve for prepaids, such as insurance.
- Reserved by State Statute. (for encumbrances, inventories and some receivables not available for appropriation, if not offset by deferred revenue).

### Unreserved -

Reserve for subsequent years expenditures - portion of fund balance available for appropriation that has been designated for the adopted budget ordinance.

Information on other Cities and/or Counties using City landfill: Currently the City and County of Durham are using the landfill.

### Copy of the most recent Audit

Attached is the FY 1998 audit. The City is currently working on FY 1999 audit. It is anticipated that the audit will be completed by October 31, 1999.

### Information from Laura Gill

I am attaching the report that Laura Gill prepared in April 1995. Please note that the numbers are for FY 1995.

### Breakdown of City inside revenues v. City out-side revenues:

	Inside	Outside
Water	13,118,648	2,585,621
Water - service charge	760,318	106,937
Water Total	13,878,966	2,692,558
Sewer	17,730,768	775,065
Sewer - service charge	783,732	69,100
Sewer - surcharge		119,671
Sewer Total	18,514,500	963,836
. Grand Totals	32,393,466	3,656,394

Note: Does not include any adjustments, such as leak adj, swimming pools, bad estimates, faulty meter and billing error.

Please let me know if their is anything else you might need for the subcommittee.

Sincerely

Director of Finance

Attachment

cc: Gregory A. Bethea, Assistant City Manager

Laura S. Gill, Budget & Management Services Director

	ervices
];	unty Funded Services
1	unty F
	is is
	is of Joint Ci
	Analysis

What services are jointly funded by the City and the County?

Federal	Fee Payers Contribution Total	\$85,000 \$0 \$2,213,508	1,438,348 0 2,265,587	591,900 25,150 3,511,29	0 473,190 697,662	0 0 25,000	0 0 165,135	318,513 0 2,104,568	\$2,433,761 \$498,340 \$10,982,752
County	Taxpayers	\$1,157,005	370,505	725,498	55,865	12,500	61,643	800,753	\$3,183,769
Ši	Taxpayers	\$971,503	456,734	2,894,242	168,607	12,500	103,492	985,302	\$5,592,380
•									
		Planning	Inspections	Emergency Services	Emoloyment and Training	Raleigh-Durham Airport Authority	North-East Central Durham	Civic Center	Total

\$10,152,094,197 **63.26%** \$6,422,013,950 How much of the County's tax base is within the City Limits? The County's tax base is Percent of City's tax base to County's tax base The City's tax base is

\$3,183,769 63.26% \$2,013,989 The County's cost of joint services is The City's tax base comprises City taxpayers pay

of the County's cost of joint services.

of the County's tax base.

What is the City taxpayer's cost of joint City/County services?

County

	Toworko	Toyour	
	axbayers	axbayers	
Planning	\$971,503	\$971,503 \$1,157,005	
วรกคตร์เกมร	456,734	370,505	
Emergency Services	2,894,242	725,498	
muloyment and Training	168,607	55,865	
Raleich-Durham Airport Authority	12,500	12,500	
North-Fast Central Durham	103,492	61,643	
Civic Center	985,302	800,753	
Total	\$5,592,380	\$3,183,769	
odinstment for City Taxnavers	\$2,013,989	(\$2,013,989)	
adjusting total	\$7,606.369	\$1,169,780	
Aujusteu total	86.67%	13.33%	
	76.00%	24.00%	٠
Topulation	83.26%	36.74%	
Tax Base	201.00		

First Responder Program Fire Prevention Programs in Schools Transportation Services \$235,081 \$164,644 \$27,000 \$43,437

excludes \$954,682 in personnel costs includes 75% of inspector position cost of site plan review services

Road Identification Sheriff's Patrol County Services Not Received By City Residents \$1,716,994

\$56,909 12,000 road signs and signage for County depts \$276,935 "provide fire protection and rescue services to

\$226,928 cost of all activities, net of enterprise revenues \$1,621,904 from General Fund to Capital Financing Fund all residents of Durham County outside the city limits" to Sewer Utility Fund

\$3,899,670

Sewer Utility Subsidy Solid Waste Program Fire Marshal's Office

### City of Durham and Durham County Profile of General Government & Administrative Services

Program/ Department	Key Services	FY99 Costs	FY99 FTEs	City	DC	Joint
	Public Affairs	1 332 1	-115	·	<u> </u>	1
Council /	Policy making & oversight	623	12	1	<del>,                                     </del>	
Commission		365	13 3	1	1,	1
Legal Support	Legal counsel & representation	890	9		1	
	Property tax foreclosure	855		√	,	[
Records /	Records management	615	17		1	
County Clerk	Business license processing	248	9	1		ĺ
Register of	Land transaction registration	839	3		√	<u> </u>
Deeds	Public record registration	655	13		1	j
Elections Bd.	Voter registration & elections	529				
Public Info	Public communications	326	7		7	
Totals		320	5	4		
Corporate Ma	nagement		<del></del>			
City Manager /		978				
County Adm.	General management - County	756	9	7		
Economic	Economic development initiatives	821	- 8			
Development '	Fund convention & visitors services	2,354	9	<b>1</b>	٧	
	Employment & training assistance	2,334	2	√	l	
Human	Employee recruiting & training	3,423		<del></del>  -		_ 1
Resources	Salary & benefits administration	1.016	19	1		
EEO	M/WBE monitoring	377	16		. 1	
	Employee diversity monitoring	3//	6	4	1	
Purchasing	Procurement management	375				
•	B-11.411	466	5	V	. !	
Information	Application & network services	3,596	8		1	
Technology	GIS, imaging & duplication services		40	7	. [	
	Mailroom & courier services	3.191	36	ĺ	√	
Facility	Facility & grounds maintenance	4,397				
Management	Cemetery management	3,205	52	7	. T	
Fleet & Asset	Fleet maintenance & replacement		0		1	
Management	Radio leasing & maintenance	5,111	69	<b>√</b> . ]		
Internal Audir	Internal audit & consulting	343		<del></del>		
Totals		<del>- 343</del>	5	1	<b>V</b>	]
Note: Data based o	on FY00 County & City budgets; costs & FTE	7400				1

Note: Data based on FY00 County & City budgets; costs & FTEs are FY99 estimates; DC = County.

- The Conty Law Office has a property tax enforcement/foreclosure unit.
- The City's Economic and Employment Development Department includes a joint Employment & Training Division which administers federal, state & local job programs on behalf of the City & County (e.g., Durham JobLink Center, summer jobs program & \$720,000 Welfare to Work grant).
- The County's real property management function is under Economic Development while the City's real property management function is under Fleet & Asset Management.
- The County budgeted \$133,000 to establish an internal audit program in FY00.
- The County's General Services Department provides mailroom services.

### City of Durham and Durham County Profile of Financial Services

Program/ Department	Key Services	FY99 Costs	FY99	City	DC	Joint
Financial Mana	egement					<u></u>
Tax Admin.	Property appraisal & assessment Property reappraisal Property tax collection Revenue (e.g., user fee) collection	3,098	60			1
Finance	Accounting & financial reporting Customer service billing Treasury management Debt management	4,738 1,157	70 17	7	1	
Budget	Budget management Strategic planning	650 349	8	1	<b>4</b>	
Risk Management	Employee safety administration Claims administration Risk/liability financing	9,710 1,469	5 2	7	. √	
Grants Office Totals	Grants management	195	3	<b>√</b>		·

Note: Data based on FY00 County & City budgets; costs & FTEs are FY99 estimates; DC = County.

- The Tax Administration Office assesses City & County property & collects City & County property & privilege license taxes. It also collects fire & special district taxes, special assessments, hotel/motel occupancy taxes, parking fees, County user fees & animal fees.
- The City's Finance Department has a customer billing unit for collecting water & sewer bills.
- The City maintains a self-insured risk management fund, as well as self-insured dental insurance & mental health plans.
- The City maintains a self-insured workers compensation program & carries an excess commercial
  general liability policy & commercial coverage for other risks. In FY97, the County replaced its selfinsured health benefit plan with a fully-insured plan, but retained a self-insured dental plan.
- The City Grants Office administers numerous grants including Weed & Seed (\$225,000), Domestic Violence (\$896,000), Cops Policing (\$750,000), Lead-Based Paint Hazard Control (\$3,307,000), FEMA (\$1,800,000) and state crime commission (\$639,500). In contrast, the County's grants management function is distributed among the various operating departments.

### City of Durham and Durham County Organizational Profile - Health & Human Services

Program/ Department	Key Services	FY99 Costs	FY99 FTEs	City	DC	Joint
Public Health	Communicable disease monitoring Screenings & immunizations Child wellness & nutrition Health education	10,723	207		7	
Social Services	Adult social services Adult economic assistance Child protective services Child placement & support Work First family assistance Work First employment services Child care services Child support enforcement Special community initiatives	162,146	405		<b>→</b>	
Mental Health	Substance abuse services Mental health screenings Adult outpatient treatment Dev. disability services Case management service	20,027	264		٧	
luman Relations	Anti-discrimination law enforcement  Civil rights education & training	570	8	7		
outh Coordi- ating Board	Public youth service & grant application coordination	169	4			7
ther Human ervices	Fund non-profit organizations Fund paratransit & child services Veteran assistance services	465 1,687	0 2	7	1	
Totals	on FY00 County & City budgets; costs & FT					

Note: Data based on FY00 County & City budgets; costs & FTEs are FY99 estimates; DC = County.

- The County's General Services Department provides mosquito control services.
- The Durham Center, the County's public mental health, developmental disabilities and substance abuse authority under state law, is governed by a 20-member Area Board appointed by the BoCC. Its Area Director reports to the Area Board, not the BoCC.
- The City plans to provide \$93,000 in funding for the Durham Community Prevention Partnership demonstration project which is operated by County Mental Health Department.
- The County's social services operating budget includes about \$120 million in pass-through payments.
- The Youth Coordinating Board, which was created in response to the City/County Violence Prevention Committee to improve coordination of youth grant funding, is funded by City and County.
- The County contracts with the City to use the City's paratransit contractor (Laidlaw Transit), but the County receives grant funding for vehicles and services as a nonurban grantee.
- The City funds several non-profit agencies, including Downtown Durham, Durham Affordable Housing, Hayti Development Corporation, Durham Striders, and West End Community Center.

### City of Durham and Durham County Profile of Planning & Development Services

Program/ Department	Key Services	FY99 Costs	FY99 FTEs	City	DC	Joint
Planning & Zoning	Land use & neighborhood planning Floodplain & watershed protection Historical preservation Open space planning & maintenance Trail acquisition & development	2,468 915	38 0			7
Inspections	Development reviews & inspections Permit processing	2,482 536	45 0			1
Housing & Community Development	Housing production Code enforcement Community development Lead-based paint abatement	6,089	40	1		
Cooperative Extension	Agricultural educational services Community Service Center	273	5		7	
Soil & Water Conservation	Environmental educational services Water quality technical assistance	128	3		1	
Totals	TYM C					

Note: Data based on FY00 County & City budgets; costs & FTEs are FY99 estimates; DC = County.

- The City and County, pursuant to an inter-local agreement, operate a joint Planning Department, as well as a joint Building Inspections unit.
- The City's Housing & Community Development Department administers \$1.8 million in Community Development Block Grant (CDBG) funds and \$2.2 million in HOME grants and secured \$2.4 million from HUD for lead-based paint abatement.
- The Durham County Center of NC Cooperative Extension is a cooperative venture of the County.
   NCSU and federal government.
- The Durham Soil and Water Conservation District, a state subdivision, provides technical assistance on federal & state regulations (e.g., Agricultural Cost Share, Neuse River Basin, Federal Conservation Reserve, Environmental Quality Incentive, Animal Waste Management System & Farm Bills).
- The County and City jointly operate the civic center complex. The County is gradually increasing its
  equity share until it reaches 50%. The City refinanced the bonds in FY93.
- The City and County, pursuant to an inter-local agreement, operate the independent Durham Convention and Visitors Bureau which in turn is funded by occupancy taxes.

### City of Durham and Durham County Profile of Parks, Recreation & Cultural Services

Recreation center operations Athletic program support Pools & aquatic activities	5,099	FTEs	-		
Athletic program support	5,099				<u> </u>
Targeted recreation programs Festival & special event support		92	7		
Civic Center operations	2,386		<del>- ,</del> -		
Ballpark operations & maintenance		22			
			_ <del>'</del> _	7	
ation					
Main Library operations Library extension services	5,222	113		7	
Arts Council & St. Joseph's (City) Fund Civic Center & Museum of Life & Science (County)	1,430 1,203	0	7	1	
Fund non-profit educational organizations	75	0		7	
	Festival & special event support City Lakes & Heritage Parks Civic Center operations Ballpark operations & maintenance Open space management Fund state forest protection services atton Main Library operations Library extension services Fund Carolina Theater, Durham Arts Council & St. Joseph's (City) Fund Civic Center & Museum of Life & Science (County) Fund non-profit organizations (both) Fund non-profit educational	Festival & special event support City Lakes & Heritage Parks  Civic Center operations 2,386  Ballpark operations & maintenance 2,322  Open space management 0  Fund state forest protection services 53  ation  Main Library operations 5,222  Library extension services  Fund Carolina Theater, Durham 1,430  Arts Council & St. Joseph's (City) 1,203  Fund Civic Center & Museum of Life & Science (County)  Fund non-profit organizations (both)  Fund non-profit educational 75  organizations	Festival & special event support City Lakes & Heritage Parks  Civic Center operations 2,386 1  Ballpark operations & maintenance 2,322 22  Open space management 0 0 0  Fund state forest protection services 53 0  ation  Main Library operations 5,222 113  Library extension services Fund Carolina Theater, Durham 1,430 0  Arts Council & St. Joseph's (City) 1,203  Fund Civic Center & Museum of Life & Science (County)  Fund non-profit organizations (both)  Fund non-profit educational organizations	City Lakes & Heritage Parks  Civic Center operations  Ballpark operations & maintenance  Open space management  Fund state forest protection services  Main Library operations  Library extension services  Fund Carolina Theater, Durham  Arts Council & St. Joseph's (City)  Fund Civic Center & Museum of  Life & Science (County)  Fund non-profit organizations (both)  Fund non-profit educational  organizations	Festival & special event support City Lakes & Heritage Parks  Civic Center operations  Ballpark operations & maintenance 2,322  Open space management 0 0 0  Fund state forest protection services 53 0  atlon  Main Library operations Library extension services  Fund Carolina Theater, Durham Arts Council & St. Joseph's (City) Fund Civic Center & Museum of Life & Science (County)  Fund non-profit organizations (both)  Fund non-profit educational organizations

Note: Data based on FY00 County & City budgets; costs & PTEs are FY99 estimates; DC = County.

- The City Parks & Recreation Department offers a range of recreational services, including after-school programs & targeted programs for senior citizens, youth & special populations.
- The City Parks & Recreation Department offers a range of recreational facilities, including 3 recreation centers, 5 pool facilities, 70 tennis courts, 63 parks & playgrounds, 10 miles of trails.
- While the City operates the Civic Center, the County, pursuant to an interlocal agreement with the City, funds 50% of the operating deficit and will hold a 50% equity interest by 2006.
- The City subsidizes the Ballpark Fund (\$1.8 million of \$2.3 million budget in FY99).
- The County funds 40% of the State's Division of Forest Resources field office. That office's 2 rangers provide educational programs to help protect 100,000 acres of forest in the County.
- The County Library system includes the Main Library, 5 branch libraries & other smaller sites.

### City of Durham and Durham County Profile of Public Protection Services

Program/ Department	Key Services	FY99 Costs	FY99 FTEs	City	DC	Joint
Public Safety	L	Cost	FIES			l
Police	Uniform patrol & investigations Special operations Training & auxiliary support	28,199	541	1		
Sheriff Administration	Uniform patrol & investigations Inmate transport & court security Civil process	9,088	173		7	
Examiner	Medical examinations/autopsies	55	0		<b>V</b>	
Fire	Fire suppression HM & tactical rescue services Fire code enforcement Community fire education	11,974 3,214	236 12	<b>V</b>	٧.	
EMS	Emergency medical services Alternative medical transportation	1,837 4,425	36 95	<b>V</b>	1	
Emergency	Emerg. comm's & enhanced 911	3,586	54			1
Comm's	Emerg. technology/MDT support	688	0			
Emergency	Emergency planning	114	0			\ \ \ \ \
Management	Emergency operations	272	3			
Animal Control	Animal shelter operations  Animal control code enforcement	913	15			√
Other	NECD target sweep initiative Fund non-profit agencies	413	1	7		·
Totals				1		
Judicial Admini	stration					
Courts	Court facility & staff funding	532	0		7	
County Jail	Detention facility administration Immate work program administration	9,777	234	·	7	
Resource Ctr.	Community-based offender services	863	15		7	
Youth Home	Juvenile detention services	733	15		7	
Totals	TY00 C					

Note: Data based on FY00 County & City budgets; costs & FTEs are FY99 estimates; DC = County.

- The City Police Department has 4 stations & the County Sheriff has 5 stations.
- There are 12 fire stations in the City and 12 in the County.
- Durham County is served by the County Fire Marshall & 7 volunteer fire districts which are supported by property tax levies. In addition, the County provides general fund revenues to Lebanon (\$224,000).
- The Durham Emergency Communications Center serves as Durham Metro's public safety answering point (PSAP), receives all 911 calls for City & County & dispatches calls via 800 MHz radio system.
- The County Emergency Medical Services Department serves as primary provider of ambulance service in the County. First responder service in City is provided by City Fire Department.
- Under an interlocal agreement, the Durham City/County Emergency Management Agency is administered by the County and funded equally by the City and County.
- The Animal Control Department is jointly funded by the City and County.

### City of Durham and Durham County Profile of Public Works & Transportation Services

Program/ Department	Key Services	FY99 Costs	FY99 FTEs	City	DC	Joint
Public Works		1 0000	FIES			<u> </u>
Administration	Public works administration	423	5		· · · · · · · · · · · · · · · · · · ·	
Engineering	Engineering design services Construction inspection services Infrastructure mapping Development plan reviews	3,316	39	7		
Right-of-Way Services	Street, gutter & curb cleaning Right-of-way mowing & cleaning Tree planting & maintenance	2,731	34	V		
Totals		<del>                                     </del>				
Transportation		<del></del>				
Street Maintenance	Street resurfacing & maintenance Alley & sidewalk maintenance ROW stormwater maintenance	5,430	67	7		
Transportation Services	Transportation planning Traffic engineering & control Taxicab & parking control Street lighting	3,772 12	46 0	7		<del></del>
Services	Public transit system operations Paratransit services	6,340	78	7		
Parking Services	Parking facility operations Parking facility maintenance	2,538	26	1		

Note: Data based on FY00 County & City budgets; costs & FTEs are FY99 estimates; DC = County. City Public Works FY99 costs & FTEs were allocated based on FY00 budget percentages.

- The City maintains 588 miles of streets and the State reimburses the City for the costs of maintaining state highways in the City. The State maintains roads on behalf of the County.
- The City develops the Transit Improvement Program for MPO.
- Piedmont Electric Membership Corporation & Duke Power install & maintain street lights.
- The County funds certain non-profit transportation agencies.
- The County's General Services Department manages the County's road signage program.

### City of Durham and Durham County Profile of Environmental Management Services

Program/	Key Services	FY99	FY99	City	DC	Joint
Department		Costs	FTEs		<u> </u>	1
Solid Waste Ma		·				
Administration	Solid waste administration	394	3	1		
Sanitation	Curbside refuse collection	9,242	106	1		
	Yard waste collection	}				
	Commercial dumpster collection					<u> </u>
Solid Waste	Transfer station operations	7,638	49	1		
Disposal	Household HW administration	1,240	8		1	
 	Landfill & compost operations					
General	Solid waste management	1.420	30		√	
Scrvices						
Waste	Solid waste recycling	2,217	14	7		
Reduction	Waste reduction information					
Totals						
Water & Waste	water Treatment				·————	*
Administration	Public utilities administration	616	. 4	7		
Plant	Laboratory services	3,646	24	V		
Engineering	Water station maintenance	[ [				
	Wastewater lift station maintenance					
Environmental	Wastewater treatment engineering	276	. 5		√	
Engineering	Sedimentation & erosion control					
Water Supply	Water treatment plant operations	4,459	29	V		
., -	Water supply & treatment		· .	1		
Wastewater	Wastewater treatment	5,642	36	1		
Treatment	Household HW monitoring	8,092	3		√ :	
Water &	Water & sewer main trunk line	5,983	73	7		
Sewer	inspection, cleaning & repairing					
Maintenance	Fire hydrant maintenance			į		
Storm Water	Storm water infrastructure mapping,	4,487	55	7		
Management	cleaning, maintenance & repair	1	1	į		
. •	Storm water quality monitoring		1	ļ		
Totals			1			
No. D. L. J.	TYPE Comment & City budgeton and & CT	E EVIO	timeters DC		<u> </u>	

Note: Data based on FY00 County & City budgets; costs & FTEs are FY99 estimates; DC = County. City Environmental Services FY99 costs & FTEs were allocated based on FY00 budget percentages.

- The City's Solid Waste Department provides weekly curbside & yard waste collections. Other services
  include cardboard collection and bulk item pick-up. The City provides weekly curbside recycling for
  53,000 households & drop-off center service for 36 multi-family complexes.
- The County's General Services Department manages the County's solid waste program. The County has 4 residential container sites. There is a City-County landfill.
- City storm water duties are divided between the Storm Water & General funds.
- The City operates 2 water treatment facilities with a combined 52 MGD capacity, 2 water supply reservoirs & pumping facilities, 4 off-site water storage tanks & 2 water booster pumping stations.
- The City operates 2 state-of-art tertiary wastewater treatment facilities (North Durham & South Durham Water Reclamation facilities) with a combined 20 MGD capacity.
- The County operates the Triangle Wastewater Treatment Plant & county wastewater collection system.

Elizabeth H. Rouks, Vice President, Planning & Develop

### Research Triangle Foundation of North Carolina

2 Hanes Drive Post Office Box 12255

Research Triangle Park, North Carolina 27709 Telephone: (919) 549-8181 FAX: (919) 549-8246

TO:

Marcia Margotta

Durham City-County Merger Staff Liaison

FROM:

Vice President for Planning and Development

DATE:

September 21, 1999

SUBJECT: Provision of Services in RTP

As you requested I have outlined below the manner in which services are provided within the Research Triangle Park. The Research Triangle Park encompasses approximately 6900 acres of which approximately 60 percent are in Durham County and the remainder is in Wake County. There are 133 companies and an estimated 42,000 employees in RTP.

### 1. Water

In the Durham County portion of RTP, potable water is provided by the City of Durham at the out-of-city rate (twice the in-city rate). The initial cost for extension of the water line in 1959 from the Durham City Limits to RTP was paid for by the Research Triangle Foundation, the not-for-profit owners and developers of the Park. The Foundation sold the line to Durham in 1974 for approximately half of its installation cost to facilitate development between the park and the City. Subsequent line extensions have been funded either by the Foundation or by RTP companies with reimbursement by Durham County through its industrial recruitment policies.

In the Wake County portion of RTP, potable water is provided by the Town of Cary at twice the in-city rate. Wake County has financed the extension of water lines in this part of the Park.



Provisions of Services in RTP Page 2 September 21, 1999

### 2. Sewage Disposal

Wastewater treatment and disposal is provided by Durham County in the Durham County portion of the Park and by the Town of Cary in the Wake County portion. Wastewater and pretreatment requirements are established for the respective portions of the Park by sewer use ordinances adopted by Durham County and the Town of Cary.

### 3. Fire Protection

Fire protection services are provided by volunteer fire departments (Bethesda and Parkwod) in the Durham County portion of the Park with the City of Durham Fire Department assisting the Bethesda Department and by the Morrisville Fire Department in the Wake County portion.

Fire Marshall services are provided by Durham County.

### 4. Emergency Services

Emergency medical services are provided by Durham and Wake counties from the volunteer fire departments.

Emergency Management is provided by Durham and Wake Counties.

Hazardous Materials response services are provided by the Parkwood Volunteer Fire Department for its district and by the City of Durham for the Bethesda district. In the Wake County portion of the Park hazardous materials response is provided initially by the Town of Morrisville with back-up from the City of Raleigh and the Town of Wendell and the regional response team at Parkwood. Many of the Park companies maintain their own hazardous materials staff and equipment.

### 5. Law Enforcement

Law enforcement and protection services are provided by Durham and Wake County sheriffs' departments.

Provisions of Services in RTP Page 3 September 21, 1999

### 6. Solid Waste Collection

Solid waste collection and recycling are provided by private collection companies.

### 7. Roads and Sidewalks

Roadway maintenance is provided by the State Department of Transportation. Mowing of the rights-of-way is provided by the Research Triangle Foundation. Installation of roadside landscaping and maintenance of the landscaping is funded by the Durham-Wake Counties Research and Production Service District\*.

Approximately 12 miles of pedestrian paths have been installed and are maintained by the Service District.

### 8. Recreation Facilities

Two parks (one completed in 1989 and one currently under construction) with softball fields and volleyball courts have been provided by the Service District for RTP employees. In addition many of the Park companies provide recreation facilities for their own employees. These recreation facilities include exercise equipment, softball fields, soccer fields, volleyball courts, basketball courts, jogging rails, picnic areas etc. The Research Triangle Foundation is currently constructing a commemorative park with displays about the history of RTP, walking trails and picnic benches.

### 9. Transit Services

Primary transit service is provided by the Triangle Transit Authority with connections to the transit systems in the nearby cities. DATA provides some service between Durham and RTP. The Service District has installed bus shelters throughout the Park.

Provisions of Services in RTP Page 4 September 21, 1999

\*The Durham-Wake Counties Research and Production Service District was created in 1986 pursuant to State legislation. The state legislation, which was adopted in 1985, recognized that the Research Triangle Park was unique and did not have the typical needs for municipal services. Thus the State legislation specifically prohibited any municipality from annexing the Research Triangle Park and gave counties the authority to adopt resolutions creating tax districts to provide special services to unusual areas such as RTP. As a result of the creation of the Durham-Wake Counties Research and Production Service District, an additional tax is levied on all real and personal property within the boundaries of the Research Triangle Park. An advisory committee for the service district is appointed by the Durham and Wake Boards of County Commissioners based on recommendations from the Research Triangle Park Owners and Tenants Association. The Advisory Committee adopts an annual budget for the Service District and recommends a tax rate to the respective Boards of County Commissioners. The tax rate is set annually by the Durham and Wake Boards of County Commissioners for the portion of the Park within their respective jurisdiction. The Service District Advisory Committee may use the tax funds generated from this Service District for any purpose for which a county or municipality may use tax funds. By state law the tax rate for the Service District must be equalized between the two counties based on where each is in its re-valuation cycle. For FY2000 the tax rate in the Durham County portion of the Park is \$.019132 per \$100 valuation and is \$.019732 per \$100 valuation in Wake County.

#### City-County Consolidation Study Outline of Possible Discussion Items for Taxation & Finance Task Force September 22, 1999

TH W GVILLITO

#### Legal Framework

- City-County Consolidation Act General
- City-County Consolidation Act Service Districts

#### Service District Alternatives

- General Service District
- Urban Service District (s)

#### Allocation of Services

- General Government & Administrative
- Economic & Financial
- Health & Human Services
- Parks, Recreation & Cultural
- Planning & Development
- Public Protection
- Public Works & Transportation
- Environmental Management

#### Other Service District Issues

- RTP District
- Chapel Hill
- Orange County

#### Fiscal Allocation

- Revenues
- Assets, debt & other liabilities

#### **Future Meetings**

- Risk management
- Grants management
- Debt management

#### Legal Framework Notes

#### City-County Consolidation - General

- NC Constitution, Art. V, § 2(4) The General Assembly may authorize any county, city or town to define areas and levy taxes within those areas to provide services or facilities to a greater extent than those provided for the entire jurisdiction.
- Consolidated City-County Act
  - Effect of merger The largest municipality in the county is abolished and its powers, duties and rights are transferred to the county (GS 160B-2).
  - Powers The consolidated city-county shall have the powers of a county and, within an urban service district, a city (GS 160B-2.1).
  - Effect of merger The Act contemplates the dissolution of the city and the survival of the county as the combined city-county government.
  - Approval requirements A City-County consolidation may be approved by the General Assembly with or without voter approval. Legislative approval is required even if voters approve the consolidation. Voters must specifically approve any debt transfer from the defunct entity to the new consolidated entity.
  - Debt The Local Government Commission shall review any debt assumed by the new entity and determine the right of the new entity to issue authorized, but unissued debt (GS 160B-20).

#### City-County Consolidation - Urban Service Districts

- Urban service districts generally The governing board may establish urban service
  districts to provide services or facilities to a greater extent than those provided for the
  entire consolidated city-county (GS 160B-3).
- Previously incorporated areas The governing board may establish urban service districts coterminous with the boundaries of any city within the county, including the abolished city (GS 160B-4).
- Other urban service districts The governing board may define an urban service district where no municipality existed if the area has at least 1,000 residents, a population density of at least one person per acre, an assessed valuation of at least \$2.5 million and requires added services (GS 160B-6).
- Extending urban service districts The governing board may expand an urban service district by annexation if the area to be annexed has a population density of at least one person per acre and an assessed valuation of at least \$1,000 per resident, or at least 60% of the area is developed (GS 160B-7).
- Consolidating urban service districts After meeting certain public notice requirements, the governing board may consolidate urban service districts where they are contiguous and provide (or plan to provide) similar services (GS 160B-8).
- Implementation The consolidated city-county must provide any new or expanded services to a new, extended or consolidated urban service district within one year of adopting the change (GS 160B-9).
- Abolishing urban service districts After meeting certain public notice requirements, the governing board may abolish an urban service district, with this action taking effect at fiscal year end (GS 160B-10).

# Risk Management

Citizen Taxation & Finance Subcommittee

October 13, 1999

#### C

# City Program

- Managed in Finance Department
- Self-insured for general liability & auto
- Pending Claims 6/30/98 \$10.4 million
- Risk Retention Fund—Negative \$10.7 million
- Larger risk management staff/uses outside counsel
- Case-by-case review of claims
- Self-insured for health and dental insurance
- Safety Program coordinated in Finance **Department**

# County Program

Managed by County Attorney

Largely self-insured

Pending Claims - \$71,000

Reserve for risk management - \$2.8 million

Small risk mgmt staff/ in-house counsel used

County has uniform standards for claims

Fully insured health plan/ dental self-insured

Decentralized and limited Safety Program

# Key Differences

- The County is part of state government and has the same immunity as the state.
- operate under a charter granted by the state legislature - and may have less immunity. The Merged Entity, like the City, would
- City functions generate more claims.

# Key Differences

invokes immunity. Claims against Sheriff County takes harder line on claims and are limited to \$25,000.

compensation policy than the county. City has a more generous workmen's

City has a more formal safety program

# Troublesome Areas

- Different policies on handling of claims.
- What level of immunity would the Merged Entity enjoy?
- Risk Retention Fund City has deficit and County reserve has a positive balance.
- City has a more generous workmen's compensation policy than the county.

# Suggested Solutions

claims and seek a high level of immunity through Merged Entity must establish uniform policy on its charter.

Deficit in City's Risk Retention Fund should be

financed by the urban service area.

Uniform policy needed for workman's

compensation.

Pooling of insurance programs would generate savings.

Merged Entity should adopt a uniform, formal satety program.

# Conclusions

- Whereas the Subcommittee has reviewed the area of risk management,
- management functions of the city and Be it resolved that merger of the risk county is feasible and advantageous,
- Provided that an urban service district funds the deficit in the City's risk retention fund,

# Conclusions

- Provided that uniform policies are set by the management, workmen's compensation, Merged Entity regarding claims and safety programs, and
- enjoyed by the Merged Entity be further Provided that the extent of immunity investigated.

#### Risk Management Resolution

Whereas the Subcommittee has reviewed the area of risk management,

Whereas the city's and the county's operations and policies regarding risk management differ significantly; and

Whereas pooling of insurance purchases of the city and county would result in cost savings,

Be it resolved that merger of the risk management functions of the city and county is feasible and justifies further study,

Provided that the Merged Entity establish uniform policies regarding claims management, workmen's compensation, and safety programs; and

Provided that the extent of immunity enjoyed by the Merged Entity be subject to a costbenefit and legal review.

#### **MEMORANDUM**

To: Tax & Finance Committee

From: Bob Melville, DMG-MAXIMUS

Date: October 18, 1999
Re: Service District Issues

Since our last meeting, I have given the urban service issue some more thought. Perhaps these observations, in tandem with the previously distributed service district, revenue and debt matrices, will help you and the committee move forward on this issue.

Overview — The committee has already determined that the urban service model contemplated by statute should be employed to facilitate a city-county merger in Durham. The next step is to determine which, if any, City services, revenues and debt would be allocated to the general service district (i.e., the county as a whole).

From a practical matter, the committee does not have to worry about County services, revenues and debt because these will be assigned to the general service district. If the Public Protection Committee recommends that rural fire protection services continue to be provided by the volunteer fire districts for the near term, then the taxes for those districts will not need to be realigned.

Services – The other committees are addressing the extent to which any current city services should be extended to the entire county or General Service District (GSD). At this point, it appears that their recommendations will entail the allocation of most current city services to USD No. 2 (the old city after merger). However, there are some potential exceptions to this rule that the Tax & Finance Committee's resolution should accommodate.

The most obvious exception concerns any corporate and legislative functions performed by the City (e.g., Council, Manager's Office, Finance or Personnel). Under a merged entity, these services would likely be defined as entity-wide (county-wide) services, and thereby be assigned to the GSD. Other possible exceptions include the following:

- Law enforcement
- Fire services
- Economic development
- Human relations
- Housing & community development
- Parks & recreation
- Civic Center
- Durham Athletic Park
- Water supply & wastewater treatment

Your committee should probably consider adopting a flexible strategy that would allow not only for some current city services to be allocated to the GSD on the first day of merger, but for USD No. 2 (and the geographic scope of current urban services) to expand via annexation over time as urban growth continues. Under state law, the governing board may expand an urban service district by annexation if the area to be annexed has a population density of at least one person per acre and an assessed valuation of at least \$1,000 per resident, or at least 60% of the area is developed (§GS 160B-7).

Revenues – In determining how future revenues should be allocated to the recommended service districts, the ultimate objective is to avoid increasing taxes for any segment of the community (at least not without a corresponding increase in services).

A reasonable approach would be to match revenues with service responsibilities. Thus, if a particular service (e.g., street maintenance) is to be allocated to USD No. 2, then any associated revenues (e.g., NCDOT Powell Bill revenues) would be matched with that particular service and assigned to USD No. 2.

This matching process works best for revenues which are "earmarked" or closely associated with a particular activity (e.g., animal taxes, development permits, gasoline taxes, most grants and most service charges). It works less well for revenues of general applicability (e.g., property and sales taxes). To allocate all revenues to service districts, we would start with revenues that are most easily matched (e.g., earmarked revenues), allocate those revenues to service districts, and then "back into" an allocation of the most general (and significant) revenue source (i.e., the general property tax).

As with services, the challenge involving revenues is how to allocate what are currently city revenues. All of the county revenues should be assigned to the GSD. To the extent that current city services are assigned to USD No. 2, all other city revenues, including the city general property tax, would also be allocated to USD No. 2. Possible exceptions might include the following:

- Fire protection district taxes and the portion of city property taxes equal to the fire department budget (if fire protection is made a county-wide function)
- Occupancy taxes (if economic development is made a county-wide program)
- Development permits & fees (to support a county-wide planning & inspection program)
- JTPA grants (if job training becomes a county-wide program)
- HUD grants (if housing & community development programs are extended to the unincorporated part of the county)
- Recreation fees (if a county-wide recreation program is established)
- Civic Center & Durham Athletic Park fees
- Water supply & wastewater treatment service charges

The resolution also should make allowances for any City revenues that are earmarked for municipal services and cannot be allocated to the County (e.g., stormwater revenues) as well as any grants received by the City that would be adversely affected if the grant revenues were allocated to the County (which has different demographics).

Debt and other obligations — Generally, outstanding debt should be allocated to the service districts using the same approach used in allocating revenues. However, since debt represents prior obligations, and revenues represent future income streams, the Committee may opt to assign City debt to USD No. 2 even where the related revenues are allocated to the GSD. For example, even if the parks and recreation program is recommended as a county-wide program, and recreation fees are allocated to the GSD, the City's general obligation debt for parks and recreation may be for facilities in the City and, as a result, should continue to be assigned to USD No. 2.

All existing County debt should be assigned to the GSD (most of it is for schools anyway). Generally, as a matter of principle, debt issued by the City should probably not be allocated to the entire County unless the services, programs or facilities supported by that debt are reassigned from the City to the GSD. Examples of City obligations that could reasonably be assigned to the GSD include the following:

- General obligation bonds for the water & sewer fund
- General obligation bonds for the sold waste management fund
- General obligation bonds for the Civic Center fund
- Water & sewer fund revenue bonds
- Certificates of Participation for the Durham Athletic Park
- Notes payable to the State for the North Durham Water Reclamation Facility
- Notes payable to the County for water and sewer assets
- Certificates of Participation for risk management fund

The City also has some authorized but unissued debt. At 6-30-98, City had \$126.7 million in authorized, but unissued bonds, including \$35.2 million for streets, \$23.6 million for housing, \$20.6 million for parks and recreation facilities, \$10.7 million for sanitary sewers, \$5.2 million for transit, \$4.9 million for art and museum facilities and \$1.9 million for urban trails. This debt, since it has not yet been issued, could be allocated in the same way as revenues (i.e., match it with service assignments).

Other issues – Another interesting issue involves the RTP. Should it be part of the GSD or have its own service district? Under current state law, the governing board may establish an urban service district where no municipality existed if the area has at least 1,000 residents, a population density of at least one person per acre, an assessed valuation of at least \$2.5 million and requires added services (§GS 160B-6).

The portion of RTP within Durham County (about 60 percent of the land area) receives services from several sources:

- The City of Durham provides water
- Durham County provides law enforcement, fire marshall, emergency management and wastewater treatment and disposal services, as well as other county-wide services
- The Bethesda and Parkwood fire protection districts provide fire protection and emergency medical services
- The State Department of Transportation provides roadway maintenance

- The Durham-Wake Counties Research and Production Service District provides roadside landscaping, pedestrian path development and maintenance
- The Triangle Transit Authority provides bus service
- Private entities (e.g., the Research Triangle Foundation and private for-profit firms) provide right-of-way mowing and solid waste collection services

Thus, the RTP receives the same types and levels of service-from Durham County that other parts of unincorporated Durham County receive, except that it also receives potable water from the City of Durham. It could be included as part of the GSD or, because it requires a somewhat higher level of service, designated a urban service district. However, since it is unclear whether the RTP would satisfy the current statutory criteria for urban service districts, the enabling legislation for the merger would have to specifically authorize the designation of RTP as an urban service district.

#### Matrix of Potential Service Districts

District	Service Area	Programs or Services	Comments
General	Entire county	Legislative & public affairs	Allocate current count
Service		Corporate management	taxes to GSD?
District		Econ. development (regional)	Allocate service
		Financial management	charges for self-
		Health & human services	supporting enterprise
	1	(including human relations)	funds (e.g., water &
	1	Cooperative extension	sewer) to GSD or USD
	,	Soil & water conservation	No. 2?
	1	Civic Center & Athletic Park	Allocate debt for Civic
	i	Open space & forestry mgt.	Center & Athletic Park
		Cultural & educational	to GSD or USD No. 2?
	1	Medical examiner	10 002 01 002 110. 21
		Emergency medical services	
		Emergency communications	
		Emergency management	
	•	Animal control	
	1	Judicial administration	İ
		Judicial support (Sheriff)	
	[	Water supply	
17-1 C:		Wastewater treatment	
Urban Service District No. 1	Entire County except	Planning & zoning	Exclude part of former
District No. 1	Town of Chapel Hill	Building inspections	City of Durham in
٠.		Solid waste disposal	Orange County
TI-L C	-	Solid waste management	l stands definity
Urban Service District No. 2	Former City of Durham	Econ. development (urban)	
District No. 2	(incorporated part of	Housing & community	1
	Durham County,	development	
	excluding Town of	Parks & recreation	
	Chapel Hill)	Law enforcement (urban)	'
	1	NECD target sweep initiative	
	i	Fire services (urban)	
		Public works (urban)	
		Transportation (urban)	
	ł .	Sanitation	
Urban Service	Entire Count	Storm water management	<u> </u>
District No. 3	Entire County except	Law enforcement (rural)	
	former City of Durham & Town of Chapel Hill	Fire services (rural)	
Urban Service	Part of former City of	A11 aai	
District No. 4	Durham in Orange	All services performed by	
_ =====================================	County	former City of Durham allocated	
Jrban Service		to GSD or USD No. 1	
District No. 5	Research Triangle Park	To be determined	Determine current
Jrban Service	Town of Charles		service needs & levels
District No. 6	Town of Chapel Hill	To be determined	Determine current
	within Durham County community college programs		service needs & levels

#### Matrix of Revenues by Source and Entity

Revenue Source	Comments	City FY98	County
General Government Fund Rever	nues	F 1 70	FY98
Real property tax		Τ	· · · · · · · · · · · · · · · · · · ·
General property tax	Different rate allowed for USD	\$54,943	
Special district taxes	Primarily fire district taxes		\$124,159
Subtotal	The district taxes	5,010	<u>2.613</u>
Sales tax (local option)	Allocate per capita or ad valorem	54,943	126,772
Other local taxes:	por capita of ad valorelli	19,934	27,113
<ul> <li>Intangibles tax</li> </ul>	Allocate on ad valorem basis		
<ul> <li>Occupancy taxes</li> </ul>	City receives 25.5%	1,459	3,069
<ul> <li>Animal taxes</li> </ul>	County tax only	1,210	3,535
Subtotal	or any tak only	0	<u>247</u>
Licenses & permits		2,669	6,851
<ul> <li>Development permits</li> </ul>	Construction-related permits		
Cable TV franchise fees	Cable franchise administrative fees	2,432	1,301
<ul> <li>Other license &amp; permit fees</li> </ul>	Mostly business license fees	913	311
Subtotal	Mostly business needs fees	944	<u>36</u>
Intergovernmental revenues		4,290	1,648
Federal & state grants	See grants matrix (Exhibit 1)		•
Utility franchise tax	City receives 3% of gross receipts	6,419	44,959
Gasoline tax	75% per capita & 25% per mile	5,504	0
Beer & wine tax	Per capita distribution	4,695	0
Alcoholic Beverage Control tax	City receives 20% of profits	652	154
Tax exemption reimbursement	15% of Homestead exemption	39	0
Inventory tax credit	80% ad valorem & 20% per capita	68	0
• Other agencies	City receives funds from County	2,047	0
Subtotal	City receives funds from County	1.729	<u>3.141</u>
Service charges		21,153	48,254
General government fees	Deed & tax collection fees		
Development fees	Planning & inspection fees	0	3,709
Public protection fees	FMS & fire inspection fees	1,389	0
Recreation fees	EMS & fire inspection fees Program activity fees	2,181	2,221
<ul> <li>Health &amp; welfare fees</li> </ul>	Mental & public health fees	1,267	0
Other charges	Cemetery & library fees	0	4,881
Subtotal	Cometery & norary tees	<u>380</u>	<u>703</u>
Investment & rental		5,217	11,514
Other revenue	Asset sales & cafeteria plan	3,330	4,291
	Asset sales & cafeteria plan revenues	6,385	6,530
Totals		\$117.001	
Note: Data obtained from FY98 CAFRs.	All revenues present 1:	\$117,921	\$232,974

Note: Data obtained from FY98 CAFRs. All revenues presented in thousands. The County's federal & state grant revenues exclude the public assistance pass-through (\$121.6 million). The County's intergovernmental revenues from other agencies (\$3,141,000) included a wide variety of funding sources (e.g., FEMA).

#### Matrix of Revenues by Source and Entity

Revenue Source	Comments	City FY98	County FY98
Enterprise fund revenues			
Service charges	Mostly water & sewer charges	\$55,812	\$2,116
Taxes	Taxes allocated to Civic Center	837	0
Intergovernmental	Mostly transit grants	2,579	0
Investment & rental	Mostly utility fund earnings	3,678	1,005
Other revenue	Mostly utility impact or tap fees	5,199	2,283
Interest & fiscal charges	Proportionate distribution	(11,574)	(1,279)
Totals		\$56,430	\$4,125
Internal service fund revenues			
Service charges	Charges for various funds	\$12,267	\$632
Investment & rental		2,717	. 70
Other revenue		(32)	0
Interest & fiscal charges		(1,931)	0
Totals		\$13,021	\$702

Note: Data obtained from FY98 CAFRs. All revenues presented in thousands. While it is customary to distinguish enterprise fund operating revenues (e.g., service charges) from non-operating revenues (e.g., investment), all enterprise fund revenues are shown above without regard to this distinction.

Exhibit 1 - Percent of Federal & State Grant Revenues by Source

Revenue Source/Program	Comments	City %	County %
Federal	·		
Social services (HHS & Agric.)	County is conduit for TANF, Medicaid & food stamps)	1.4%	74.2%
Job development & training (Labor)	Pass-through JTPA grant	3.0%	0.0%
Mental health (HHS)		0.0%	19.7%
Housing & development (HUD)	Direct Entitlement & Home Investment Partnership grants	16.1%	0.0%
Law enforcement (Justice)	Direct Domestic Violence & Law Enforcement Block grants	4.1%	0.0%
Transportation (DOT FTA)	Direct operating & capital grants for transit system (§9 & §104)	42.8%	0.0%
Public health		0.0%	3.8%
Other		0.2%	2.3%
Subtotal - Federal		67.6%	100.0%
State			
Transportation (NCDOT)	Portion of Powell Bill earmarked for streets	31.6%	
Other	City receives some drug grants	0.8%	
Subtotal - State		32.4%	
Totals		100.0%	

Note: City grant percentages derived from FY98 Single Audit Report. City receives small direct human services grant for Durham Community Coalition. Since we did not obtain a complete distribution of County grant revenues by source, all County grant revenues are shown as federal grant revenues.

#### Matrix of Long-Term Debt by Obligation Durham County

Fund/Debt Type/Purpose	Year	Year	Debt at
General Government Funds	Issued	Matures	FY98
General Obligation Bonds		<del> </del>	<u> </u>
<ul> <li>Public improvements (mostly school facilities)</li> <li>Public improvements (mostly school facilities)</li> <li>Civic Center</li> <li>Public improvements (miscellaneous)</li> <li>Public improvements (miscellaneous Subtotal</li> </ul>	1992 1992 1993 1993 1994	2011 2010 2004 2013 2013	\$58,905 45,238 13,279 20,010 22,415 159,847
Contracts Payable  COP – Hospital & Visitors Bureau  COP – Detention Center Refunding  Other financing contracts Subtotal	1994 1997 Unknown	2017 2014 Unknown	\$27,535 37,665 7,022 72,222
Other Obligations  Capital lease obligations  Earned vacation pay  Industrial Utility Extension obligations Subtotal  Total – Government Fund Debt			217 3,114 1,414 4,745
Enterprise Funds			
General Obligation Bonds  Water & sewer facilities and other improvements  Subtotal	1992 1992 1993 1993	2012 2010 2004 2013	\$10,470 11,187 1,121 1,690
Other Obligations	<del> </del>		24,468
<ul> <li>Industrial Utility Extension obligations</li> </ul>		1	200
Total – Enterprise Fund Debt	<del></del>		279
Total County Long-Term Debt		<del></del>	\$24,747 \$261,561

#### Matrix of Long-Term Debt by Obligation

City of Durham

City of Durham		4, 1	70.11
Fund/Debt Type/Purpose	Year	Year	Debt at
	Issued	Matures	FY98
General Government Funds			
General Obligation Bonds	-		
Streets	Unknown	Unknown	\$19,265
Housing & development	Unknown	Unknown	18,834
Parks & recreation	Unknown	Unknown	7,524
Public protection	Unknown	Unknown	<u>2.301</u>
Subtotal			47,924
Mortgage Revenue Bonds			
Urban redevelopment (Durham Hosiery Mill project)	Unknown	Unknown	5,300
Contracts Payable			
COPs Fire Station #2 & Public Works Center	1991/1996	Unknown	5,120
Police HQ refunding	1996	Unknown	2,905
COPs Multi-purpose	1991/1997	Unknown	<u>8,449</u>
Subtotal			16,474
Other Obligations			
Capital lease obligations	l		204
Earned vacation pay	1	~	4,288
Notes payable to NCDOT (ROW & construction notes)	1	· ·	55
Subtotal	Į		4,547
Total – Government Fund Debt			74,246
		<b> </b>	74,240
Enterprise Funds			
General Obligation Bonds	1		
Water & sewer fund	Unknown	Unknown	\$108,590
Solid waste management fund	Unknown	Unknown	24,334
Civic Center fund	Unknown	Unknown	7,174
Transit fund	Unknown	Unknown	<u>563</u>
Subtotal		<u> </u>	140,661
Revenue Bonds	·		
Water & sewer revenue bonds	1994	2016	14,520
Water & sewer revenue bonds	1998	2018	<u> 16,765</u>
Subtotal			31,285
Contracts Payable			·
COP – parking facilities	1991	2011	9,265
COP – Ballpark Fund	1992	2014	9,475
Subtotal			18,740
Other Obligations			
Accrued compensated absences		1	1,057
Notes payable to NCDOT (ROW & construction notes)		ļ: ·	263
Notes payable to NC (N. Durham Water Reclam. Facility)	1	1	12,000
Notes payable to Durham County (water & sewer assets)			29,448
Subtotal			42, 687
Total – Enterprise Fund Debt			\$233,453
Internal Service Funds		<u> </u>	1
		<del> </del>	1
Contracts Payable	1002	2007	20,800
COP - Claims & risk management     COP - Claims & risk management	1993 1993	2007	10,300
COP - Claims & risk management     COP - Control and in control float & fire float	כפפו	2007	1
COP - Central radio, central fleet & fire fleet			10,131
Subtotal	<del> </del>	<del> </del>	41,231
Other Obligations - Accrued compensated absences		<del> </del>	416
Total – Internal Service Fund Debt	ļ	1	\$41,647
Total City Long-Term Debt  Note: While overall debt numbers were obtained from FY98 CAFR d	<u> </u>	<u> </u>	\$349,346

Note: While overall debt numbers were obtained from FY98 CAFR documents, the allocation of general obligation debt to specific instruments or programs was in some cases estimated based on budget data.

## **Durham City / County Merger Task Force Taxation & Finance Subcommittee Cost Impact Study Group**

- Mary Cline
- John Cline
- Jim Edney
- Ken Gibbs
- Eric Harrington

11/10/99

# Issues/Analytical Questions

# **Some Definitions**

- Will the recommended service districts & service alignment increase or decrease costs?
- Are there any cost reduction opportunities associated with merger?
  - Are there any major cost increases that could accompany merger?
- How will merger affect major planned or future capital cost expenditures?
  - Are there any significant transition costs associated with merger?

- For the purpose of our discussion on cost structure, we assume Durham / Durham County and the Research Triangle Region will continue to experience growth in population, economic base, business employment, and other key indicators for a foreseeable planning horizon.
  - By this definition, government services will likely need to increase in the aggregate to serve a growing population of citizens in Durham County.
- Therefore discussion of higher or lower cost structure is relative. The total expenditure for governmental services, the total employment in government, the total value of material, equipment, and services purchased for the citizens through their government will, in all likelihood, be greater in five or ten years than it is in 1999-2000.
  - Our examination and conclusions are based upon the possibility that merger of Durham City and Durham County governments will result in a higher or lower cost relative to the costs today.
- We use the term "unit cost" to put a name on a concept that can only be quantified in the adopted tax rate.
  - By "unit cost" we mean simply that a given set of cost inputs (labor, materials, rent, overhead, supervision, equipment) presently required to provide a service is likely to be more or less if the Durham City and Durham County governments merge and the merged entity provides the same service.

# Will the recommended service districts & service alignment materially increase or decrease costs?

- General Services District Entire County
- We expect costs would increase to the extent urban services are extended to the former unincorporated areas. We expect extension of services will be included in enabiling legislation, and cost effects of extensions will be evaluated as part of the decision to pursue merger. We do not expect that establishment of a General Services District *in itself* (apart from other costs associated with merger) will materially increase or decrease costs.
  - Urban Service District #1 Entire County except Town of Chapel Hill
- We do not expect that designation of this Service District will materially increase costs
  - Urban Service District #2 Former City of Durham
- We do not expect that designation of this Service District will materially increase or decrease costs.
  - Jrban Service District #3 Entire County except former City of Durham
- We do not expect that designation of this Service District will materially increase or decrease costs.
  - We do not expect that designation of this Service District will materially increase or decrease costs. Urban Service District #4 - Part of former City of Durham in Orange County
    - Urban Service District #5 Research Triangle Park
- We do not expect that designation of this Service District will materially increase costs. It may have the effect of helping to increase revenues and decrease costs by centralizing the provision of merged services to RTP.
  - Urban Service District #6 Town of Chapel Hill within Durham County
- We do not expect that designation of this Service District will materially increase costs.

# Are there cost reduction opportunities associated with merger? Part 1

- Policy Making & Oversight (i.e. elected officials), Legislative, Public Affairs
  - We believe a merged entity may effect cost reductions, primarily in:
    - Staff and support functions (including public meetings);
      - Legal Support;
- Records Management (City and County Clerk)
- The merged entity would be more likely to be efficient and effective (therefore less costly) in part due to the reduction of "Iransmission loss" between the current two bodies of elected officials and associated duplicate staffs/departments.
  - These potential cost reductions may be effected regardless of the size of the governing body.
    - Register of Deeds and Board of Elections would function with little change through merger.
      - General Administration
- We believe a merged entity could effect cost reductions in many areas of general administration,
- purchasing, procurement, information technology, facility management, fleet management, asset management, internal A merged entity could eventually lower unit costs in any current "back office" function (such as: human resources,
- **Economic Development**
- We believe Durham and Durham County could over the long term reduce costs, and provide enhanced services in Economic Development in a merged entity.
- The current two governments now cooperate and share costs between the various departmental and other entities engaged in Economic Development, tourism, and regional promotion.
  - Merger may offer opportunities to enhance cooperation with regional governments and institutions.
    - This may benefit both Durham and the region.
- Financial Management.
- We believe we may find some cost reductions over the long term with merged financial management.

# Are there cost reduction opportunities associated with merger? Part 2

- Health & Human Services
- Commission, Diversity, Civil Rights Education, Anti Discrimination Law Enforcement). Any cost increases may be mitigated This is an example of a set of services primarily provided through the County. The merged entity could expand services now provided by the City and not provided by the County to the General Services District (I.e. EEO, Human Relations by revenue enhancement from fees and grants.
- Planning, Zoning, & Inspections
- These departments are currently merged. A merged governmental entity may allow improved improved effectiveness of operations - rather than reduction in costs per se - due to the elimination of duplication of efforts in responding to two governing boards (i.e. Durham City Council and Durham County Commissioners).
  - Law Enforcement Uniform Patrol & Investigations
- purchasing power, fleet management, back office functions, and reduction of jurisdictional issues) on a unit cost basis. We To the extent that there may eventually be a merger of Uniform Patrol functions, there could be cost reductions in a range can not address those items absent a definition of how, when, if any sort of merger of Uniform Patrol functions is effected of administrative, equipment, purchasing, personnel, and back office functions (i.e., common technology, enhanced
  - Emergency Management Services and Animal Control
- Emergency Services now are shared, therefore many of the opportunities for cost reduction are incorporated into the present system.
- Utilities Operations & Administration
- systems. We believe there is potential for greater efficiency with combined operations even though there is no significant We believe we may effect cost savings in combining Solid Waste Management and Wastewater Treatment especially as the systems continue to grow and require further upgrades, expansions, and replacement of outdated equipment and overlap or duplication of services

# Are there any major cost increases that could accompany merger? Part

- Law Enforcement Uniform Patrol & Investigations
- Costs could increase to align the services provided by the Urban Services district to the General Service District. The level of service, level of equipment, pay, benefits, and a host of other issues could raise costs of Uniform Patrol in a merged entity. The costs could also reflect greater level of service. We can not address those items absent a definition of how, when, if any sort of merger of Uniform Patrol functions is effected
- Fire Department & EMS Service
- Should the merged entity decide to extend the current Durham City level of Fire services (especially fully staffed rural fire stations) to the General Service District the cost increase would be dramatic. This is an area where cost / benefit analysis Fire services to the entire County (at this time). Some increase in service level may be desirable. We would expect any departments in the unincorporated areas may be adequate and not require the extension of salaried and fully staffed could uncover reasonable direction for policy makers. The current service level provided through the volunteer fire increase in cost to accompany an increase in service.
- Parks & Recreation
- a unit cost basis because of the larger geographic area of the County. However, there will be a variety of choices to make range of Parks & Recreation services to the General Services District. This enhanced service could be more expensive on This service area could increase in cost because of the possibility that the merged entity would choose to extend some to get the most "bang for the buck" from enhanced service.
- Housing & Community Development
- District. Because many of the services of Housing and Community Development Department are funded by grants, the potential for cost increases may be mitigated by the potential for enhanced revenue due to expansion of service area. These services could potentially benefit all of the citizens of the County, not just those living in the Urban Services

# Are there any major cost increases that could accompany merger? Part 2

Transportation (Traffic, Roads, & Streets) & Transit Services

response to better County wide identification of needs for services. We believe the higher costs would not be a direct District #2 may result in increased costs in expansion of services to contiguous areas, and expansion of services in Most of these services are provided through the City of Durham (proposed USD #2). Growth of the Urban Services result of City/County Merger

**Public Works** 

the extent that the increased costs benefits the Urban Services District #2, these costs could reasonably be borne by the citizens of that district. To the extent that improvements to infrastructure benefits all citizens of the County (i.e. through As in the matter of Transportation Services, we believe costs in this area are likely to increase because of the expansion of services to contiguous areas, and because of better County wide identification of needs for Public Works services. To enhanced economic base, industrial expansion, et cetera), the costs could be shared County wide.

Solid Waste Disposal & Management

The likelihood of expansion of these services and costs may be mitigated by fees for the services.

Water & Wastewater

The likelihood of expansion of these services and costs may be mitigated by fees for the services. We would expect that expansion of these services throughout the General Services District would not be warranted or required by merger.

# How will merger affect planned or future capital cost expenditures?

- Solid Waste
- Merger would affect capital cost expenditures only if services are extended to new areas not likely to receive services under the current structure.
- Water & Wastewater
- Merger would affect capital cost expenditures only if services are extended to new areas not likely to receive services under the current structure.
- Office Space
- Capital expenditures for office space would likely have a different character under a merged entity than with the current separate entities.
- Parks & Recreation
- Capital expenditures would likely increase due to a merger, and not decrease.
  - Library & Cultural Resources
- Capital Expenditures would be unlikely to change due to merger.
  - Information Technology, Radio Systems, Fleet Purchases
- Capital expenditures would likely increase initially due to a merger, with efficiencies of scale eventually lowering the total capital cost outlay.
- Roads, Streets, Curb & Gutter
- Merger would not increase planned or future capital cost expenditure. One result may be that the merger transition costs will cause (temporary) deferral of (future) capital cost expenditure for infrastructure improvements to pay for costs of
- Schools
- Merger should not affect capital cost expenditure. One result may be that the merger transition costs will cause (temporary) deferral of (future) capital cost expenditures for school improvements to pay for costs of merger.

# Are there any significant transition costs associated with merger?

- Legal Costs
- Planning
- Implementation
- Litigation
- Human Resources
- Pay Plans
- Insurance / Benefits / Workers Compensation
  - Pay Equity/Employee Retention
- Loss of Efficiency During Transition
- nformation Technology
- Legacy Systems
- New Systems Requirements
- Training/Implementation of New Systems
- mplementation Planning
- Reduction of Efficiency Due to Planning Task Requirements
  - Costs of Additional Personnel to Plan & Execute Details
- Costs of Physically Moving/Combining Resources
- Building/Renovation of Offices to Accommodate Revised Departments
- Consultant Costs
- Feasibility; Planning; Implementation
- Public Information (Communication, Signage, Relocation of Offices/Personnel)
- Consumables (i.e. stationery, business cards, software, business processes)
- Maintenance of Quality of Customer Service

## Resolution

### Whereas:

structure of the existing entities and the effects of the proposed merger on the potential cost structure of The Tax & Finance Subcommittee of the Durham City / County Merger Task Force has reviewed the cost merged entity;

## Be it resolved:

The merging of city and county governments is feasible and justifies further study;

## Provided that:

- The provisions for merger include adequate estimates of transition costs;
- The merger plan provides a timetable for implementation of all facets of merger to reduce to the extent possible short term and long term costs of merger;
- All departmental functions of existing entities be analyzed for the possibilities of inclusion in new and/or nerged departments;
- Each statutory function of the existing entities be retained in the merged entity with no diminution of authority to the new entity;
- long-term cost/benefit projections based on historical information available on Durham County and Durham The provisions for merger include detailed cost / benefit analysis of merger using information available from existing sources (including documented experience of other merged entities), and using prudent City cost structures,



### Whereas:

Moody's and Standard and Poor's use four factors to evaluate a municipality's financial health

- 1) Administrative factors: history and stability of the financial plan execution
  - 2) Economic structure: tax base, diversity of employment and growth potential
- 3) Financial status: fund balance, credit evaluation, financial performance and consistency
- 4) Debt management: terms of 20 year bonds, 5-year development plan

#### Whereas

Both governments have excellent bond ratings i.e. comply at the highest level with the factors listed above Therefore: A unifed Durham would likely maintain the higher of the two ratings and no worse than the marginally lower rating of the City



How will the combined debt capacity compare to the two individually?

Whereas:

The statutory debt limits for counties and cites are set by state law (at 8% of tax base) and

Counties are allowed an 8% limit to provide for schools and

Cities are allowed 8% separate from the schools allowance

Therefore:

The combined debt limit for a unified Durham would be doubled

The operating debt capacity could be decided by a conference committee (as with the fund balance policy)



Whereas:
The operating debt capacity is different (and much less) than the statutory debt limit

It is set by policy (currently between 2% and 4%?) This debt policy is a different, but related, issue than fund balance

Big 10 quarterly (5 largest cities and 5 largest counties) provide benchmark policies

Both governments have AAA bond ratings with Standard &

County has AAA with Moody's, City has AA This difference in rating means a difference on the order of

.001% in interest rate

Therefore:

The combined statutory debt capacity for a unified Durham is effectively unlimited and the operating debt capacity can be set at the highest possible level for maintaining the top bond rating



## Whereas:

The policy considerations for determining an appropriate fund balance for a given municipality are routinely discussed in the community of municipal finance directors/budget officers

## Therefore:

budget/finance officers and/or the merger task force can meet to determine an appropriate policy for the merged government A conference committee from the City and County



How should the city's authorized, unissued bonds be handled?

These amount to a 'line of credit' approved by City voters but not yet spent The City has authorized, but as yet unissued bonds and

Therefore:

A merged government would have the options to:

- 1) let these bonds 'age away' (after 7 years) and not ever be
- 2) ask that they be reconsidered, giving the merged entity the opportunity to vote on this potential debt
- 3) agree to issue the bonds as part of the USD 2 debt



Whereas:

Opportunities for refinancing of municipal debt constantly appear and are taken advantage of by both governments as appropriate and

Each government must make separate application for such

refinancing

Therefore:

refinancing, each instance of refinancing can be done more cheaply While merger would provide no more opportunities for (one process instead of two)

9



Taxation and Finance Subcommittee Debt Study Group Presentation Wednesday, November 17, 1999

## Resolved:

There are no objective financial liabilites or risks that would undermine the effectiveness of merger



technologies that are on the horizon for either government that could be implemented sooner under a merger plan? Are there industry state-of-the-art techniques and/or

would be the perfect time to upgrade and change systems to advantage of new technology in a merged government. It "There would definitely be an opportunity for taking the most advanced available."

Paperless system effort in City

GASBE 34 accounting process -- required national reporting standard

# **Durham City and County Tax** Finance Subcommittee

Revenues, Grants, and Finance

Anson Gock Tom Niemann Mark Wiggin

## Study Issues

## 1. Revenue Structure

- Impact on tax rates, user fees or other revenues?
- Impact on tax equity?
- Positive effect on revenue structure?

#### 2. Grants

- Threats to intergovernmental revenue? Competitive and Formula.
- Potential synergies / improved coordination from merger?
- Grant management under consolidated entity?

# 3. Finance and Budget

- Streamlining opportunities for financial and management activities?
- Effect on financial and accounting practice?
- Impact on customer service billing,? Treasury management?
- Benefits of larger pool of merged cash on investment returns?

# H Tax / Finance Subcommittee Study Group Findings-Gock, Niemann, Wiggin

## 1. Revenue Structure

• Impact on tax rates, user fees or other revenues?

Impact on tax equity?

Positive effect on revenue structure and stability?

+ or - effect on opportunities for rev. enhancement?

# **Background Information**

Underlying assumption: Establish tax service districts for urban and rural county.

\$130M of county's budget by-passes county completely, eliminate from analysis.

\$220M =112/51% + 39/18% + 41/19% + 12/5% + 6/3% + 9/4% Cuty rev. = Prop + Sales + InterGov + Chgs&Srvs + Tot Misc. + Other Misc.

' City rev. = Prop + Oth Loc + IR + Inv&Rent + Chgs FCS + Trans + All Other... 244M = 62/25% + 26/11% + 25/10% + 9/4% + 88/36% + 23/9% + 11/5%

# Findings / Conclusions

No increase in tax rates or user fees, etc. No significant risks to current revenues --Tax revenues should not be affected.

No apparent change in tax equity.

No significant change to revenue structure.

Potential limitation on revenue enhancement -- Annexation, new government charter.

## Recommendations

K Future merger study must consider possible impacts on the entity's annexation power. Affects future opportunities for revenue enhancement and balancing of tax & services.

# # Tax / Finance Subcommittee Study Group Findings-Gock, Niemann, Wiggin

2. Grants -- Competitive and non-competitive grants.

Threats to intergovernmental revenue?

Potential synergies / improved coordination from merger?

Grant management under consolidated entity?

# **Background Information**

City coordinates competitive program, currently assists other organ.& county agencies.

City grants receipts increased from \$1million to \$8 million for FYE 6/30/99.

County -- Decentralized, Investigating streamlining and consolidating grant process.

City is investigating opportunities for establishing relationship w/a grant foundation.

## Findings / Conclusions

No significant threats to intergovernmental revenues.

& High potential for improving county-wide grant process by consolidating city/county.

Eliminate "double-dipping" and inefficient grant allocation. Improve control.

Increase access by city to Education / Housing / Public Health grants.

For county, potential to build upon the city's grant dept. model.

Minimize possibility for competition between city and county.

## Recommendation

Merge city and county competitive grant programs.

# H Tax / Finance Subcommittee Study Group Findings- Gock, Niemann, Wiggin

## 3. Finance and Budget

- Streamlining opportunities for financial and management activities?
- Effect on financial and accounting practice?
- Impact on customer service billing? Treasury management?
- Benefits of larger pool of merged cash on investment returns?

# Background Information

- Taxes are already collected under a merged entity, consolidation went smoothly.
- Tax dept. sees no process impediments to city/cnty consolidation.
- City and cnty use different software packages and systems for finance and budget.

## Findings / Conclusions

K Merger will not provide significant opportunities to streamline tax collection.

K Merger may not provide significant opportunities to streamline budget / finance.

Systems will have to be merged. Potentially significant costs (direct and indirect) of merging city/cnty acct.'g and finance systems.

K No significant changes to billing. Taxes are already merged.

Slightly improved expected performance of investments as a result of pooling cash.

## Recommendation

 Future analysis of merger should rigorously evaluate transition costs of finance and budgeting to be included in the overall cost/benefit analysis.

# # Durham Tax / Finance Subcommittee Study Group Findings Gock, Niemann, Wiggin

## RESOLUTION

### Whereas:

proposed merger on revenue sources and finance and budgeting The Subcommittee has reviewed the effects of the practices;

## Be it resolved:

The merging of city and county governments is feasible and justifies further study;

## Provided that:

The boundaries of the Urban Service Districts be rigorously analyzed to assure a matching of revenues with services;

Annexation powers are retained in the new entity charter. Merger transition costs are rigorously analyzed; and