

Office of the City Auditor Baldrige Award Activities

Background Information

Baldrige is a performance excellence program, which began with Congress passing the Malcolm Baldrige National Quality Act of 1987. The program's goals are to:

- Identify and recognize role-model businesses
- Establish criteria for evaluating improvement efforts
- Disseminate and share best practices

While there are other performance excellence frameworks, Baldrige is the only one supported by the U.S. government. Congress selected the National Institute of Standards and Technology to manage the program.

Mayor Bynum decided in 2018 to seek Baldrige certification, and a city-wide effort began in cooperation with the Oklahoma Quality Foundation (OQF). The City's first application was submitted to OQF in May 2018. OQF evaluators reviewed our application and made an onsite visit. The score our application received was 367 out of 1000 reports. This earned Tulsa the Foundation of Excellence Award, described as:

“The organization demonstrates effective, systematic, well deployed approaches responsive to the overall requirements of most Criteria Items. The organization demonstrates a fact-based, systematic evaluation and improvement process and organizational learning, including innovation that results in improving the effectiveness and efficiency of key processes.”

Why the Office of City Auditor supports this initiative

The Baldrige framework aligns with the City Auditor's duties required by ordinance, including:

- Examination of governance and risk management processes (Title 4, Chapter 2, Section 207)
- Ethics-related duties (Title 12, Chapter 6)

Our participation with this project provides us access to information on these topics, as well as a wealth of other information. Our participation with the second application, completed in June 2019, included:

- Led the team writing Category 6 – Operations (Exhibit 1)
- Participated with writing sections of Category 1 – Leadership (Exhibit 2)
- Calculated statistics to be included in Category 7 – Results (Exhibit 3)

Exhibit 1

6 Operations Focus

6.1 Work Processes

6.1a(1) Determination of Product & Process Requirements

Key product and processes are initially identified during the strategic planning process described in section 2.1. Achievement of the strategy depends on having strong product and work processes in place to carry it out. During strategic planning, the planning team determines which City work system and service areas support each of the four key outcome areas in the AIM plan.

Customer needs and expectations provide the primary basis for determining key product and work process requirements. The City uses a variety of approaches to obtain customer feedback, which are described in section 3.1. City leaders rely on this information to determine product and process requirements. Regular planning focused on meeting customer requirements and how to fund them occurs during the annual budget process.

Citizen votes provide critical requirements information. Citizens approve or reject major funding packages, as well as selecting candidates based on their platforms.

Feedback from customers through the City's 311 system allows City leaders to understand how requirements are changing and make timely adjustments. Citizens also provide continuing feedback through volunteering on City boards, authorities, commissions and committees.

6.1a(2) Key Work Processes

The City's key work processes and requirements are found in Figure 6-1.

6.1a(3) Design Concepts

In addition to consideration of customer needs and expectations, City leaders use several methods to ensure excellent product and work process design. Many City leaders have identified regulations that affect design, as well as adopting accreditation and professional standards. Figure 6.1 provides examples.

Benchmarking with other cities is another method often used. The primary source for benchmarking is the International City/County Management Association. The City also uses targeted benchmarking. For example, we compare utility rates with peer cities and with the American Water Works Association, and we compare our park score index using a measure of how well the 100 largest U.S. cities are meeting the need for parks available from the Trust for Public Land.

Project planning is important in process design. The City has both a short- and long-range capital improvement planning process. The policy requires departmental justification of expansion projects based on the project's potential return on investment, its potential leverage and linkages to other projects, and its contribution to the City's strategic initiatives. All potential projects are prioritized and placed in four distinct tiers based on their contribution to public

safety, asset preservation, and core service provision. Projects in the top tier are the first funded. Projects in lower tiers are wait listed and periodically re-evaluated.

The City’s Information Systems Governance Board (ITSB) was created to prioritize investments in information systems, and the order in which information systems projects are initiated. Representatives from all departments sit on the ITSB where they are provided the opportunity to have a say in priorities and stay informed of current information technology initiatives. All information systems projects are coordinated through this board. The ITSB has adopted a project governance framework that provides a structure for information system design -- from identification of system needs to deployment of the information system.

Figure 6-1 Key Work Products and Processes

Key Outcome Areas	Key Work Systems	Services Areas	Key Requirements	How Are Requirements Determined?	Measures
Well-Being	Public Safety & Protection	Police, Fire, EMSA, Municipal Court, Emergency Management; Code Enforcement	Timeliness, Reliability, Diligence, Fairness, Safety, Preparedness	CALEA accreditation, community policing goals, ISO rating, NFPA standards, StormReady accreditation, nuisance codes	<ul style="list-style-type: none"> Violent Crime and Police Response Fire Response Police Call Response Emergency Preparedness Annual Exercise
	Cultural Development & Recreation	Park & Recreation, River Parks, Gilcrease Museum, Performing Arts Center, Arena and Convention Center	Accessibility, Maintenance and Quality Assurance, Security, Community Engagement, Equity, Health, Education, Social Interaction, Fun	CAPRA accreditation, AAM accreditation, attendance/ticket sales, public participation	<ul style="list-style-type: none"> Parks Acres per 1000 Residents Satisfaction with Quality of Downtown Recreation Participation at River Parks Performance Ticket Sales
Opportunity	Social & Economic Development	Economic Development, Neighborhood Services, Development Services, Planning	Planning and Coordination, Community Engagement, Equity, Efficiency, Responsiveness	PlaniTulsa, building and zoning codes, AICP certification	<ul style="list-style-type: none"> Code Compliance Development Plan Reviews Satisfaction with Economic Development Efforts Commercial Vacancy Rates
	The City Experience	Public Works & Transportation	Streets and Traffic Management, Public Transit, Water and Sewer Infrastructure, Stormwater Infrastructure, Refuse and Recycling, Engineering Services	Efficiency, Timeliness, Reliability, Affordability, Maintenance and Quality Assurance, Safety	Transportation and environmental regulations, Pavement Management System, ISO rating, UEI initiative, FEMA Community Rating System
Inside City Hall	Administrative and Support Services	Legal, Finance, Human Resources, Information Technology, Asset Management, Customer Care, Communications	Efficiency, Responsiveness and Timeliness, Diligence,	GASB, GFOA, bond ratings, Department of Labor regulations, SHRM, HIPPA, Fleet Utilization Scoring System	<ul style="list-style-type: none"> Filling Vacancies Customer Call Center Call Abandon Rates and Service Levels IT System Uptime Fleet Availability Fleet Maintenance
	Elected Leadership	Mayor, City Council, Auditor	Leadership, Guidance, Consistency, Communication	GAAS, electorate	<ul style="list-style-type: none"> Tulsa as a Great Place to Live Tulsa is Moving in the Right Direction Citizen Engagement on Social Media

6.1b(1) Process Implementation

The annual budget process provides a planning system for City leaders to focus on key processes and work systems, performance indicators and the resources needed to meet key process requirements. Service Area leaders first decide on key goals for the upcoming year. Next, they identify the best metrics to monitor performance and set performance goals for each metric. Finally, resources needed, including staffing, supplies, outside services and capital, are identified and funding calculated. This planning is published in the City's annual budget. Metrics for key product and work processes are found in Figure 6-1

6.1b(2) Support Processes

Key support processes are those critical internal services that support the Inside City Hall outcome area, as well as key work products and processes in other key outcome areas. Support process managers analyze how the services they provide align with key outcome areas. They set department goals and metrics accordingly. Planning for how to achieve these goals is done in conjunction with the annual budget process as described in 6.1b(1).

Other factors that affect support process requirements include compliance with applicable regulations and professional standards. Figure 6.1 provides examples.

Support processes were significantly improved with the implementation of the ERP in 2018. Project teams analyzed and redesigned workflow related to financial and human resources functions. Implementation of this system automated what was a paper-based process, and standardized procedures across the City.

6.1b(3) Product and Process Improvement

Performance indicators trigger process improvement initiatives. When City leaders identify a need for improvement, they deploy techniques such as staff deployment, root cause analysis, Human-Centered Design and Lean Six Sigma.

Staff deployment is a technique used by both the police and fire departments. For example, types of incidents and response time are tracked. This performance data informs decisions on what type of employee skills are needed to improve public safety, as well as where to station staff to respond to incidents within time goals.

Root cause analysis is a technique used in the Water and Sewer Department to determine why critical assets fail and how to prevent similar failures in the future. This department created an asset management framework based on ISO 55001. Other departments are now adopting this framework. An example of how the asset management framework protocols are used to improve operation is the investigation of a 54" interceptor pipe collapse. This incident met the critical asset failure criteria. The investigation procedures include:

- Define the problem
- Gather data
- Complete cause/effect analysis
- Verify root cause using data
- Develop steps for solutions and prevention of future incidents
- Implement solution
- Store records in computer system and notify other operational areas
- Determine impacts on other operational areas
- Review effectiveness of corrective action

Human-centered design is the process most often used to improve the customer experience. An example use of this technique was determining a way to encourage people to pay citations issued for municipal law violations. After implementing a text messaging reminder system, Municipal Court collections improved significantly.

In 2015, the City began offering Lean Six Sigma training to all city employees. The City now has 154 employees with Lean Six Sigma certifications, including nine black belts. City leaders use these employees as a resource for improving performance when data and experience indicate a need. Numerous process improvement projects have been completed using this technique.

6.1c Supply-Chain Management

The supply network is managed primarily by the Purchasing Division of the Finance Department and the Engineering Services Department. Purchasing provides a centralized supply network that is required by an ordinance. The ordinance includes specific requirements for all the City's supplies, services and information technology systems, as well as a requirement to establish any other necessary purchasing rules and regulations beyond those required by ordinance.

Dollar limits and specific procedures for different types of bidding and purchases are set by ordinance. A competitive process is required using the most stringent competitive process that will achieve the City's objectives. A written statement of the reason for using a less stringent process is required.

Purchases are initiated through the Purchasing Division by a department filing a requisition that includes a description of what is needed, along with an estimate of cost. Purchasing reviews the requisition and has the authority to revise it as to quantity, quality or estimated cost. Purchasing also has the authority to consolidate requisitions to take advantage of bulk purchasing discounts.

Purchasing keeps a database of potential bidders categorized by types of goods and services. Bid opportunities are announced to all bidders who have registered for the product or service category being requisitioned. Purchasing has the authority to disqualify any bidder who has defaulted in the past.

A cross-functional team, including the Purchasing Agent, staff from the department making the purchase and subject matter experts, is assembled to evaluate bids. The team completes the following steps:

- Identifies specific criteria for evaluating the bids, for example bidder qualifications and experience, information from references and bidder's past performance, and the bidder's capacity to provide the service or goods,
- Reviews and scores the bids,
- Ranks bids based on the scores and the bid amount, and
- Makes a recommendation to the director of the department requesting the purchase.

Written contracts are required for purchases greater than \$100,000. Minimum requirements for contractual provisions include detailed performance requirements, insurance, bonding, warranty, indemnity, compliance with laws, contract renewal options, awards to primary and secondary suppliers, price escalation, audit rights and termination. The City's Legal Department processes all contracts. Contract templates are used to make the process more efficient.

The ordinance requires central warehousing, which provides the opportunity to save money by making bulk purchases. Purchasing and using departments are required to inspect and test purchased items when delivered. Purchasing participates in cooperative purchases with the state of Oklahoma when this serves the best interest of the City.

The Engineering Services Department manages public improvement and capital projects for all City departments, including planning, design, procurement, and quality assurance. Restricting major supply network activities to these two departments helps ensure uniformity of the process and a focus on organizational objectives.

Contractors who wish to bid on public improvement and capital projects must be pre-qualified through the Engineering Services Department's screening process. Seven requirements for prequalification are set forth in an ordinance and include financial responsibility, performance record, and capacity requirements. Contractors must be re-evaluated annually. Only pre-qualified contractors may submit bids.

Engineering Services quality control procedures are carried out by project managers. They plan regular site visits to complete inspections and measurements. When contractor work does not meet quality requirements, they notify the contractor, discuss what rework needs to be completed and monitor its completion. Contracts include clauses for liquidated damages to be paid by contractors if they fail to deliver the agreed upon work in the quality and time requirements.

6.1d Innovation

The Innovation Champion program began as a program to allow employees to learn process improvement techniques. Program training includes online learning modules, class discussions and working with a team on an improvement project. Innovation Champions were quickly recognized by City leaders as a resource for innovation.

In 2018, the Innovation Champion program became more structured. The following steps are used to identify and refine Innovation Champion projects:

1. An issue is identified by work groups, a City leader or a customer.
2. Problem statement is refined.
3. Project scope is determined. This includes considering whether it is the right time for the project, whether the project has sufficient support and sponsorship, and the project's alignment with strategic priorities.
4. Project is assigned to an Innovation Champion Team and is completed using a process improvement technique.

Innovation Champions have become an excellent resource for process improvement projects. Teams have completed numerous projects. Examples include city-wide strategic planning development, workplace organization based on 5S, increasing the number of employees who complete mandatory training on time, and improving the way employees report broken tools.

The Water and Sewer Department has embraced Lean Six Sigma for process improvement. Several department employees became Innovation Champions. They have become the resource for working on a list of projects identified for improving department operations. These teams select a project and present their ideas to department or division managers for approval and resource allocation. The teams present project results to the department's management team and oversight board.

6.2 Operational Effectiveness

6.2a Process Efficiency and Effectiveness

City leaders carry out budget plans throughout the year. Performance metrics identified during budget planning are calculated, monitored and reported. City leaders use the metrics to check whether performance is meeting its mark and where adjustments are needed. City leaders also use information from the City's budget system to monitor costs. Adjustments may be necessary to ensure the budget plan is achieved, react to changes that affect the plan and inform planning for the subsequent year's budget.

In addition to the metrics established for budget planning, City leaders have established area-specific goals and measures based on the types of services or products provided. These include customer-focused results and economy and efficiency goals.

Cycle time and productivity are addressed by monitoring performance in key areas. Examples provided in Category 7 of this report include police and fire response times, average time to respond to emergency street repairs and number of potholes repaired within 24 hours, IT system uptime, and timely completion of facility requests

Defects, service errors and rework are prevented by ensuring our employees understand how to do their work correctly the first time. Employees receive job-related training and have written guidance available to them. For example, the City has its own police and fire academies. The City recently led an initiative to train departments how to write effective Standard Operating Guidelines. Authoritative sources are used to establish work standards. For example, our asset management framework is based on ISO 55001 standards and our parks operations are based on meeting Accreditation for Park and Recreation Agencies requirements.

Large capital projects use multi-discipline planning to ensure they are efficient and have minimal disruption of citizens' daily life. For example, when a major street rehabilitation is done, "curb to curb" coordination occurs with building the streets, replacing water and sewer lines, and relocating gas, electric and cable services.

6.2b(2) Security and Cybersecurity

Security measures begin with classification of data and information. IT has identified sensitive and privileged data and put appropriate protections in place. A formal data classification policy has been adopted, which provides guidance to all city departments. A Technology Security Committee has been established. Data protection security measures include the following:

- Access controls – Formal policies have been established. The City has adopted a least privilege approach, which is designed to give employees access to only what is necessary for their roles. Approval criteria and processes have been established for employees' initial access. The employee termination form has a section for deactivating employee access at exit. Password policies include complexity rules for strong passwords, 90-day expiration, and shared secrets with three questions employees select for self-reset. Public safety information access requires multi-factor identification to meet standards of the Criminal Justice Information System.
- Preventive security measures – The City's firewalls use a layering system that does not allow packets to pass through the firewall unless they match the established rule set. Firewalls are regularly updated with information from a global database of known malicious sites. Before IT releases any new system, the Technology Security Committee reviews its

security. All computers used to process credit card payments use security measures that meet Payment Card Industry Data Security Standards. Encryption is used for emails that contain Personally Identifying Information and for remote access to the City's network. Access to the City's website is secured with security certificates that protect data transmitted to and from the public.

- Detective security measures – A Computer Security Incident Response Team has been formed to respond quickly, and the response conditions and procedures for this team have been established. Intrusion detection systems, including antivirus software, website filtering and intrusion prevention systems, monitor all Internet traffic and end user computers for unusual behaviors and provide automated alerts to IT staff. Penetration tests are regularly conducted.

The US Department of Homeland Security's national Cybersecurity Assessments and Technical Services routinely scans the City's information systems for vulnerabilities. The City's results from these scans are benchmarked with the federal government. The City performs beyond the federal government level.

To provide cost-effective security-focused and highly efficient technology services for clients, IT utilizes ITIL processes and better practices continually strives for alignment and optimization towards these practices through training and education. Our ITIL components includes a mature change management process with detailed policies and procedures that assist with controlling changes executed by IT staff and vendors. Contract management assists with establishing baselines and expectations for all cloud services at the point of initiation and allow for City review of changes made on the vendor side as well.

All IT managers are currently certified in ITIL Foundations. Completion of this certification is required for new managers. IT actively monitors several key performance metrics and reports monthly. These metrics are used for resource planning as well as establishing expected service targets for the department staff. A customer satisfaction survey is sent for every service requests or incident. Data is collected and reviewed monthly by department leaders and staff and is used to drive improvements.

6.2c(1) Safety

The City is committed to improving safety culture. A consulting firm was hired to complete an assessment of Tulsa's occupational health and safety program. This assessment included analysis of injury claims and reports, review of accident and safety inspection documentation, a Safety Perception Survey, interviews with City managers and employees, and an assessment of various City work sites including City Hall. The consultant's report was received in April 2012, and the City's Safety Culture Transformation Project began. As a result, safety has improved significantly, and the City has saved an estimated \$3,150,000 from reduction to workers compensation claims.

Safety benchmarking was included in the 2012 consultant report. Comparisons were made across different safety areas with Oklahoma City, Norman, Edmond and Lawton. This feedback was used to execute the Safety Transformation Project. The City continues to compare its current state with the criteria provided in the report to identify what has been successful and where improvement is still needed.

Tulsa's occupational health and safety program includes the following components.

Accident Prevention:

- The Safety Oversight Committee, comprised of department heads, conducts a monthly review of citywide injury stats, reviews and approves safety policies, discusses regulatory changes, and recognizes employees' safety achievements.
- Safety committees at the department and workgroup level meet at regular intervals to review safety concerns, injuries, and vehicle collisions.
- The near miss program, titled RAPID, provides employees an avenue to report unsafe behaviors and conditions. Information from this program is used to identify at-risk acts or conditions at all work locations and facilitates management and Safety Oversight Committee corrective action planning.
- During the annual employee planning and review process, employees sign a recommitment to worker safety. This yearly recommitment to safety emphasizes the importance placed on providing a safe working environment for all employees.
- The Injury Review process identifies root cause and mitigation of injuries.
- The Job Hazard Analysis process identifies and mitigates hazards specific to each workgroup and tasks performed by employees.
- The Injury Repeater Program is designed to draw a correlation between injuries to identify and change high-risk behaviors.
- MySafety foundation newsletters, stall talkers and email banners provide branded safety communications, with topics that change monthly. These communications are available to all employees. Stall Talkers and email banners are designed to increase awareness of the safety topic that is currently available.
- Safety training is provided for new employees during their first week of employment.
- Required safety training continues for all employees during their first three months of employment.
- Online safety training is available to all city employees and is designed to increase training efficiency and availability.
- Safety accountability standards identify management responsibilities for safety expectations, documentation, and inspections.
- Emergency Action drills are conducted annually. Post-drill follow-up meetings are held to identify strengths and opportunities for improvement.

Inspection:

- Department/Division managers conduct annual safety compliance audits focusing on safety training completion, permit to work system integrity and completion of work group facility and jobsite inspections by workgroups. Results of audits are used to identify areas of opportunity for divisions and sections. Audit results are presented to the Safety Oversight Committee with recommended corrective actions.
- Safety accountability standards define roles from management to front-line employees.
- Facility and job site inspections are conducted by workgroups with follow-up from safety committees to address concerns.
- Safety specialists conduct and document job site and facility inspections to identify and correct safety concerns and ensure regulatory compliance.
- The City signed an alliance with Department of Labor to foster collaborative inspections to improve regulatory compliance and improve safety performance.

Root-Cause Analysis of injuries:

- The RAPID process to address near miss incidents includes a documentation process. All employee may submit a RAPID form to management. RAPID forms are reviewed and

addressed by department management, workgroup safety committees and safety staff. Periodic analysis of the forms is completed to track trends and mitigate injuries.

- The injury review process includes root cause analysis, change recommendation and implementation of corrective actions. Incidents are investigated by department management in conjunction with the affected employee.

Recovery:

- After an incident is investigated, root cause and change recommendations are communicated by the management team and safety staff. Change implementation actions are carried out by department management team.
- Occupational health staff including a medical doctor is a resource for all staff in providing medical treatment, fit-for-duty assessments and a return to work modified duty program.
- Safety policies are developed using a structured development process, reviewed by the safety oversight committee and approved by the Mayor.
- Department-specific safety standards are implemented to meet the unique needs of each department.
- Safety and security policies are regularly reviewed for updates based on assessed needs and regulatory changes.
- An Employee Assistance Program is available to all employees to assist in addressing their health needs.

The Safety Division conducts an annual Safety Culture survey to gauge employee perception of safety across the organization. The results of the survey are used to identify areas of improvement in our safety programming. Additional safety initiatives in the planning phase include improving the data gathering processes for injuries and vehicle collisions, utilizing data analysis software to identify trends in injuries, implementing regular updates to safety policies and procedures based on injury and collision data, and evaluating and improving the effectiveness of safety training through participant feedback.

6.2c(2) Business Continuity

The Tulsa Area Emergency Management Agency (TAEMA) is responsible for coordinating, preparing for, responding to, recovering from, and mitigation of major emergencies and disasters. TAEMA collaborates with the City of Tulsa, Tulsa County and various other agencies to ensure readiness to manage response to emergencies and disasters. This includes naturally occurring events, as well as man-made events. TAEMA is responsible for maintaining an Emergency Operations Plan for the Tulsa area. They provide numerous disaster exercises with the response community each year to test emergency plans and enhance readiness to respond to disasters. In 2017, TAEMA rolled out a storm ready app, which offers a variety of tools to users, including a list of places to go after a storm and the ability to send a note to the user's emergency contacts after an event.

In addition to the area plan prepared by TAEMA, there are specific continuity of operations plans for key City of Tulsa operations, including utilities, streets, asset management, public safety, and IT. IT's plan is multi-faceted since it includes emergency plans for technology in all city departments. All emergency planning is designed to be National Incident Management System (NIMS) compliant.

City facilities are regularly assessed for vulnerabilities for all types of disasters and emergencies. Plans are created and executed for reducing vulnerabilities. The process is done following Department of Homeland Security guidelines.

Specific key leaders are designated to report to the Emergency Operations Center (EOC) for specific types of emergencies. The type of emergency determines who serves as the incident commander. Each key leader and all first responders receive emergency training through NIMS. The EOC is hardened to withstand most disasters, but there are also several back-up facilities in case this facility fails.

The City maintains an Economic Stabilization reserve fund to be used when an emergency or disaster occurs. A target fund balance has been calculated based on the historical cost of these incidents. The target for the fund balance was \$17,985,000 in June 2019, which represents 6.46% of the projected General Fund budget. The purchasing agent is on call during any emergency and will report to the EOC when necessary. City ordinances include an emergency purchasing policy.

IT has a disaster recovery plan (DRP) that delineates policies and procedures for technology disaster recovery, as well as process-level plans for recovering critical technology platforms and the telecommunications infrastructure. The DRP includes the following sections.

Key personnel contacts have been identified and published in the DRP, and a notification calling tree process is charted. The plan also includes emergency contact information for each department and for key external parties. Personnel to be assigned to emergency teams are identified and classified into three categories: emergency response, disaster recovery and business recovery. Each team's responsibilities are described in the DRP.

Key business processes have been identified and included in the published DRP. One of four backup strategies is used for each key business process.

- Off-site back-up storage and manual recovery – Back-up systems create tape or replicated disk-to-disk backups on a regular schedule. Backups are stored offsite.
- Fully Mirrored Redundant Recovery – All mission critical systems are replicated on a regular basis at both the primary location and the mirrored site.
- Geographically separated recovery site – In the event both the primary site and mirrored site are affected by a disaster, the City has a leased site located over 100 miles away. Mission critical systems are replicated at the leased site on a regular basis.
- Hosted site recovery – This recovery strategy uses third party providers to host, backup and restore services.

Potential threats have been identified and a risk assessment has been completed. Each threat has been evaluated on probability and impact, and potential consequences identified. Plans for remedial actions have been made. All aspects of the plan are regularly exercised.

Exhibit 2

1.2 Governance and Societal Responsibilities

1.2.a.(1) Governance System

Tulsa has a strong-mayor form of government. Responsible governance is ensured through checks and balances achieved by balancing powers among the three separate elected offices. The Mayor executes municipal laws and administers City operations, while the City Council and City Auditor are responsible for financial oversight and governance. In effect, the City Council and City Auditor act as governance board members.

- The City Council adopts municipal laws and policies and appropriates City funds. The Mayor must submit his annual budget to the City Council for review and approval each fiscal year, as well as any budget amendments that occur after the budget has been approved. The City Council may also investigate the conduct of City government and make recommendations to the Mayor on administrative practices, methods, systems, and controls.
- The City Auditor provides government oversight and ensures adequate protections are in place to manage risk by conducting regular audits to assess compliance with regulations, statutes, ordinances and policies. By law, the City Auditor must periodically examine City accounts, records and inventories, as well as, performance, governance processes, risk management processes, and systems of internal controls.
- The citizens of Tulsa hold elected officials accountable through two-way communications via meetings, work sessions, emails and phone calls, monitoring of open meetings and public records, and service in Authorities, Boards and Commissions.
- Citizens also hold the leaders of all three branches of City government accountable through the election process. Elections are non-partisan, which gives Tulsa's citizens a strong voice in each election. This power, along with the retained rights of initiative and referendum, provides the citizens a strong governance role. The Mayor is elected a four-year term; City Auditor and City Councilors are elected for two-year terms.
- Accountability for the strategic plan is achieved through tracking and publishing key performance indicators in the City's AIM Plan which is updated each year and published on the City's website. The Mayor monitors progress towards goals in weekly Stat-Chats and monthly TulStat meetings; results are published on dashboards available for public view. The Mayor also provides an annual update on strategies during the Mayor's State of City address and weekly briefings on city activities and efforts during open and televised City Council meetings.
- Fiscal accountability is achieved through regular internal audits, including an annual Sensitive Payments review, conducted by the City Auditor and annual external audits of financial statements conducted by a certified public accounting firm. Tulsa's financial position and credit-worthiness are also rated by two bond-rating agencies. Reports of internal audit findings are published on the city website. Additionally, the Mayor's annual budget is presented to City Council, discussed, made available for public comment, and finalized during open and televised City Council meetings. Financial reports, such as City Budgets and Comprehensive Annual Financial Reports are published annually on the City website.

- Transparency in operations is achieved through open records and open meetings. The Oklahoma Open Records Act, Title 51, Oklahoma Statutes 24A.1-24A.24, mandates the public's right to access records of public bodies. The Oklahoma Open Meetings Act, Title 25, Oklahoma Statutes 301-314, similarly governs the public's right to attend meetings and requires that agendas, which include all items of business to be conducted, be posted 24 hours in advance. The City's television channel, TGOV, broadcasts all City Council meetings to provide a simpler way for interested parties to observe what is said in those meetings. The meetings are live but once recorded can be viewed by accessing the TGOV website; meetings are also broadcast via Facebook Live. Executive sessions are closed, but the specific reasons to conduct such meetings are limited by law.
- The Mayor, City Councilors, and City Auditor are selected by the citizens of Tulsa through a non-partisan election process. The Mayor is up for re-election every four years; City Councilors and the City Auditor are up for re-election every two years. All elected leaders are mandated by the Ethics Ordinance to fully disclose any personal, financial, or organizational interest. Elected officials file a signed Conflict of Interest statement, disclosing all potential conflicts, with the City Clerk each year.
- Independence and effectiveness of internal audits is achieved through the election of the City Auditor to keep an independent watch over city operations and resources. Internal Audit employees report directly to the City Auditor and sign annual Conflict of Interest statements. The office of the City Auditor follows the International Standards for the Professional Practice of Internal Auditing from the Institute of Internal Auditors. The required elements include quality assurance activities, periodic internal quality assessments, and external quality assessments every five years. In 2018, an external quality assurance review was performed for fiscal years 2013-2017. The OCA received the highest rating defined by The Standards.
- An external audit of City financial statements and related notes is conducted by an independent firm of Certified Public Accountants each year and published in the Comprehensive Annual Financial Report
- Protection of stakeholders' interest is achieved through open and consistent reporting of performance measures, publication of annual reports such as the budget and AIM plan, and encouraging community engagement, including citizen surveys, town hall meetings, and public comments at City Council meetings. (See Figure 1.1-1)
- Achievement of succession planning has been aided by the creation of Leadership U, a program that provides City of Tulsa employees with leadership potential the opportunity to develop leadership styles. Participants gain increased knowledge of municipal operations and are provided mentoring opportunities with current City leadership.

1.2.a.(2) Performance Evaluation

The performance of elected officials is evaluated by citizens through the election process. The City charter establishes the grounds under which an elected official may be removed from office and the procedure for removal. Elected officials receive regular feedback from constituents about satisfaction with their work (3.2.b.2) and votes by citizens on funding packages put together by elected officials give an indication of satisfaction with the funding plan (2.a.1.1). Compensation for elected officials is set in the City charter.

City leaders advance development and effectiveness of senior administration leaders by aligning Performance and Planning Reviews with the AIM plan. (5.2.a.4). Collaborative PPR meetings are conducted several times a year to track progress and engage in problem solving to reach AIM objectives. PPRs are prepared for every employee in the City with the purpose of creating and maintaining an organization-wide commitment to continuous improvement.

The Human Resources Department proactively provides training or guidance to senior administration leaders, if they notice any trends in employee grievances, to ensure policies are followed.

City leaders receive feedback on their performance from the annual employee survey. The survey helps identify key drivers for engaging employees, provides feedback on employee satisfaction and morale, and provides enough information to identify specific areas leaders need to focus on for improvement.

1.2.b.(1) Legal and Regulatory Compliance

City leaders address legal, regulatory and community concerns by engaging a variety of experts to help ensure compliance with the City charter, federal and state laws. Examples of experts include, the City Attorney, department leaders, outside consultants and citizen members of Authorities, Boards and Commissions. Figure 1.2.-1 lists key compliance processes, measures, and goals.

The two primary areas where regulation is significant relate to water and sewer services and human resources matters. The Water and Sewer Department staff stay informed of regulatory changes through their professional affiliations, and plan for changes. This department's performance in compliance was recognized by being awarded American Water Works Associations (AWWA) Director's Award for Partnership for Safe Drinking Water for Water Treatment Plants as well as the National Association of Clean Water Agencies'(NACWA) Platinum Peak Performance Award for one of the City's four wastewater treatment plants. NACWA Platinum awards recognize 100% compliance with permits over a consecutive five-year period. The other three plants have received gold, silver and bronze awards from the NACWA.

The Human Resources Department ensures compliance with labor-related regulations by requiring mandatory attendance at training on new laws. Human Resources diligently tracks training registration to ensure 100% of City leaders are trained. In addition, they publish guidance material and develop policies and procedures to ensure compliance with new and existing mandates.

The City Auditor conducts routine internal audits to assess the effectiveness of internal controls that mitigate risk associated with noncompliance with regulations, statutes, and ordinances. Recommendations are made for improving any control weaknesses. Action on recommendations are tracked and reported in an annual Report of Management Actions on Internal Audit Recommendations.

Potential public concerns and adverse societal impacts are addressed through numerous communication channels with citizens who have concerns or may be impacted by new regulations. The Mayor and City Councilors encourage citizens to communicate concerns via phone, email, or public comment on agenda items during City Council meetings.

1.2.b(2) Ethical Behavior

Ethical behavior is modeled, promoted, and enforced by City leaders.

- Elected officials sign a code of conduct pledge upon taking office and file annual conflict of interest statements with the City Clerk.

- All citizens who serve on ABCs sign an acknowledgement that they have received the City's Ethics Code; provide a list of possible conflicts of interest and agree to recuse themselves from a vote if a conflict exists.
- An Ethics Advisory Committee consisting of seven Mayor appointees, approved by City Council, serves as a recommending body to City leaders on ethical issues.
- City employees are provided a copy of the ethics code and receive ethics training during employee orientation. Ethical standards for employee behavior are detailed in Personnel Policies and Procedures. Employees who violate Ethics policies or are aware of violations and do not report them, are subject to disciplinary action up to and including termination.
- An ethics hotline, managed by an independent vendor, is available to employees and citizens for reporting alleged or suspected ethics violations. Information regarding the hotline is posted on the City website. Complaints are confidential and can be made anonymously via phone or website.
- All alleged ethics complaints are investigated and resolved. Complaints are received through an independent vendor; designated to the proper investigating authority; investigated; resolved depending on the outcome of the investigation; and closed out in the system. To ensure a fair investigation of all claims, the investigating authority varies depending on who has been reported. For example, a complaint against the Mayor is investigated by the City Auditor. A complaint against the City Auditor is investigated by the City Council. City officials may not participate in investigations of their own actions, except to provide information or testimony.
- City employees can appeal to the Civil Service Commission if they believe they have been the subject of punishment that is unethical.
- The purchasing department follows a rigorous process to ensure transparency and ethics in the acquisition of goods and services (6.1.c).

1.2.c.(1) Societal Well-Being

One pillar of the AIM Plan is Well-Being and the overall health of the community is a foundation of every service and product the City provides. The City has operations that directly improve societal well-being and programs are designed with improvements in mind. City leadership continuously works to minimize economic, environmental and social obstacles. Services that contribute to the well-being of citizens include:

- Parks and Recreation offer programs to persons of all ages to learn and incorporate healthy habits into life.
- The Performing Arts Center offers scholarships and discounts to smaller theater production companies to remove barriers to participation in arts programs.
- Through the TPS Rides Program, Tulsa Transit offers free bus rides to Tulsa Public Schools high school students to help increase school attendance.
- Planning identifies short and long-range plans to assist neighborhood growth and citizen engagement.
- City employees are allowed up to 2 hours per week to volunteer with Reading Partners, a tutoring program, to help elementary students improve their reading.
- The Better Way Program engages panhandlers with a day of work and pay for improving a City service (e.g. cleaning up parks) and connects them with social-service agencies that can help them get the assistance they need to improve their well-being.
- First responders recognize that many citizens who encounter public safety have mental health issues. Police and Fire partner with local social services to connect people with resources that will improve their well-being. The Community Response Team, comprised of City first responders and staff from non-profit partners, respond to mental health related 911

calls to provide education to callers, connect them with the assistance they most need, and reduce non-emergency calls to 911.

- The City monitors and tracks air quality and works to implement environmentally conscious programs in City facilities and fleets.
- Tulsa Area Emergency Management Agency conducts regular training for emergency preparedness and maintains and supports the plans and systems needed to respond to natural and man-made disasters.
- After devastating floods in 1987, elected officials and senior leaders have remained committed to an aggressive plan to acquire property located in floodplains and to create a strong network of stormwater collection infrastructure.
- Tulsa led the way in sustainable energy in building a waste-to-energy facility in 1986. This has contributed to millions of tons of waste being processed for energy and nearly 100 acres of land saved from landfill development. The facility supplies electricity needs to serve over 12,000 homes per year. The facility is managed by a private partner, Covanta, and the TARE Board.
- In 2016, the City opened the Household Pollutant Collection (HHP) Facility that accepts many materials to reduce the risk of these pollutants entering local streams, storm drains and the refuse and recycling system.
- Partnerships with local organizations, numerous non-profit, and philanthropists allow the City to leverage partners' core competencies to maximum benefit for citizens. With the assistance from Cities of Service, the City launched the Serve Tulsans website which helps citizens connect to volunteer opportunities throughout the community.

1.2.c.(2) Community Support

Key communities are residents and businesses located within Tulsa. The City supports and strengthens these key communities through key services and continuing engagement between the City and members of these communities (3.2.a). Community members participate in ABCs and regular open public meetings.

The Mayor has recognized the disparity in life expectancy between people living in different parts of Tulsa and has committed to utilizing available resources to reduce and eliminate the disparity in life expectancy and ensure that all Tulsans, no matter what part of the City they reside in, have equal opportunities for growth and health.

In 2015 Tulsa was selected by the Rockefeller Foundation to be one of one hundred Resilient Cities (100RC) throughout the world devoted to making their communities resilient to stresses and shocks and received assistance in creating a plan for making Tulsa more resilient. The City has dedicated staff and resources for implementing the resilience strategy for the next five to ten years. The Mayor's Office of Resilience and Equity (MORE) is committed to providing annual updates on progress, along with necessary amendments every two years.

The City regularly partners with non-profits throughout Tulsa to improve the community. For example, the Gathering Place, voted best new attraction in the country by USA Today, and gifted by the George Kaiser Family Foundation. Elected officials worked to put together funding that would elevate the work of the Gathering Place and ensure that infrastructure improvements supported the park.

The City is not a traditional provider of educational services, but senior leaders and elected officials recognize the importance of an educated population. In 2014, the City began its Learning with a Wrench program managed through the Asset Management Department. Since its

inception, 69 high school students have completed internships with City equipment and vehicle mechanics. Many of these students have obtained certified status as mechanics and are able to find full time employment upon completion of the program.

In 2016, the Vision Tulsa initiative included significant funding for support of sidewalks and crosswalks near schools, and City departments are working to implement those measures.

On his first full day in office, the Mayor established an Education Cabinet with leaders from local education to create a collaborative approach to improving education in Tulsa. The Mayor's Office also works closely with local schools and students to support programs that increase Pre-K enrollment, applications for federal student aid, and increased participation in free tuition programs to local students.

With an awareness that a large part of the population growth in the last ten years in Tulsa can be attributed to immigrants, the City pursued participation in the New American Economy's 2017 Gateway for Growth Challenge and was selected as one of 25 communities. With this assistance, the City leads the New Tulsans Initiative to welcome and integrate immigrants into the larger Tulsa community.

Exhibit 3

Figure 7.4-7 Ethics Hotline Complaints

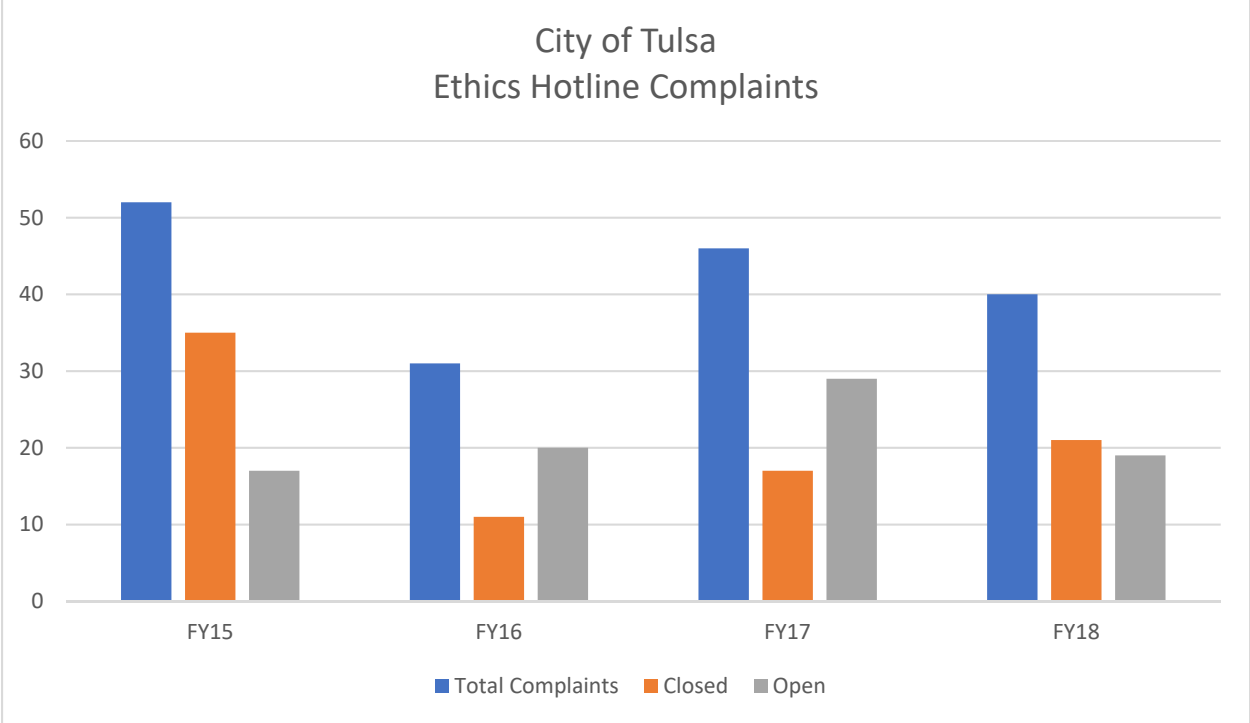


Figure 7.4-7 Over the last four years, the City of Tulsa has seen ethics complaints drop by 24%

Figure 7.4-8 Ethics Complaints by Type

Ethics Complaints Type	Count
Employee relations	31
Policy Issues	26
Theft of time	14
Discrimination	13
Conflicts of interest	8
Customer relations	7
Fraud	7
Safety issues	7
Other	15