



APPROVED
BY THE CITY COUNCIL

NOV 12 1991

OFFICE OF THE
CITY CLERK

as amended

OFFICE OF THE
CITY MANAGER

CITY OF SACRAMENTO
CALIFORNIA

CITY HALL
ROOM 101
915 I STREET
SACRAMENTO, CA
95814-2684

916-449-5704
FAX 916-449-8618

October 29, 1991

City Council
Sacramento, California

Honorable Members in Session:

Subject: Planning and Development Department Review

LOCATION AND COUNCIL DISTRICT

City

CONTINUED

FROM 10-29-91
TO 11-5-91

CONTINUED

FROM 11-5-91
TO 11-12-91 (opt.)

SUMMARY

The attached report is an internal review of the Planning and Development Department requested of the City Manager by the Joint Budget and Finance, and Transportation and Community Development Committees to address Council Member concerns. It is recommended that the City Council receive the report and continue the formal discussion of the report until November 5, 1991 so that the Council will have time to study the report.

COMMITTEE ACTION

The internal review of the Planning and Development Department was requested by the Joint Committee (Transportation and Community Development, and Budget and Finance Committees).

STAFF RECOMMENDATION

It is recommended that the City Council review the attached report and continue discussion of the findings and recommendations until November 5, 1991. The recommendations to be considered by the City Council on November 5, 1991, are to:

1. Approve, in concept, the findings and recommendations included in the

Project Review Team's report.

2. Provide additional direction and feedback to the Planning and Development Department staff.
3. Direct the Planning and Development Department staff to report back within 30 days with a work program and action steps to address the findings and implement the Project Review Team's recommendations.

BACKGROUND

The purpose of this report is to inform Council of the findings and recommendations resulting from the internal review of the Planning and Development Department requested by the Budget and Finance and Transportation and Community Development Committees. On December 11, 1990, the Planning and Development Department submitted a report to Committee addressing organizational issues. In this meeting Council Members expressed a number of concerns and requested that the City Manager conduct an internal review of the Department. On May 15, 1991, the City Manager's Office provided a work plan and timetable to address the Committee's concerns. On August 13, 1991, the City Manager's Office provided an interim status report addressing the scope, purpose, and approach of the internal review and preliminary findings along with a revised work plan and timetable.

DISCUSSION

To address the Council's concerns, a Planning and Development Project Review Team was formed by the City Manager. The Project Review Team is made up of individuals from six Departments. Those participating on the Project Review Team are listed below:

- * Jack Crist, Deputy City Manager (Project Review Team Leader)
- * Sharon Cardenas, City Attorney
- * Michael Coleman, Senior Management Analyst
- * Nancy Killian, Administrative Analyst Planning and Development
- * Ted Kobey, Assistant City Attorney
- * Betty Masuoka, Director of Finance
- * Frank Mugartegui, Director of General Services
- * Greg Norton, Internal Audit Administrator
- * Ken Nishimoto, Budget Manager
- * Robert Thomas, Acting Director Planning and Development
- * Barbara Weaver, Director of Data Management

KEY FINDINGS AND RECOMMENDATIONS

The attached report includes a description of the methodology used by the Project Review Team, an Executive Summary of the results of the internal review and, in the body of the report, a descriptive profile of the Department and the Project Review Team's findings and recommendations. Key findings and recommendations are listed below with the page numbers where the sections can be found in the attached report.

DEPARTMENT LEADERSHIP - pages 24 to 26

FINDING: The Department's Leadership has failed to develop a cohesive management team which fosters strong leadership, teamwork, commitment to customer service, openness, accountability, communication, commitment to timeliness and sound administrative practices.

RECOMMENDATION: The City Manager, Department Director and Management Staff need to take a strong leadership role in the management of this Department.

ROLES AND RESPONSIBILITIES - pages 27 to 29

FINDING: Problems exist between the City Council, Planning Commission, and Staff relative to roles and responsibilities in policy development and implementation.

RECOMMENDATION: A process needs to be developed to improve communications between City Council, Planning Commission, applicant and staff to reduce conflicts over the application of policy to projects.

ORGANIZATIONAL STRUCTURE AND STAFFING LEVEL - pages 29 to 32

FINDING: The organizational structure and staffing level of the Planning and Development Department has not adjusted to increased responsibilities given to the Department as well as the rapid growth of the community.

RECOMMENDATION: The Department needs to restructure its organization to provide for greater policy review, direction and oversight by the Department Management Team and to adjust staffing levels to keep pace with added responsibilities.

CUSTOMER SERVICE - pages 32 to 34

FINDING: The Department tends toward a regulatory attitude which has a perceived effect of protracting the application process.

RECOMMENDATION: The Department needs to achieve a balance between a regulatory and a customer support approach.

EFFICIENCY AND TIMELINESS OF THE ENTITLEMENT PHASE OF THE APPLICATIONS PROCESS - pages 38 to 43

FINDING: The entitlement phase of the City applications process, involving the Planning and Development Department and other City Departments, as required, is, at times, dysfunctional, inefficient, and untimely.

RECOMMENDATION: The Departmental applications process should be completely reviewed and evaluated for the purpose of promoting an effective and efficient customer service oriented applications process.

EFFICIENCY AND TIMELINESS OF ENVIRONMENTAL (CEQA) REVIEW - pages 44 to 48

FINDING: A perception exists that the Environmental Services Division is overly cautious in environmental review, imposes unrealistic mitigation, requires unnecessary studies, and the process has become cumbersome requiring too many staff.

RECOMMENDATION: Additional consideration, research, and review should be performed on the level of environmental review risk assessment and desired turn around times applied by the City of Sacramento.

DEPARTMENT FINANCE AND REVENUE FUNCTIONS - pages 54 to 57

FINDING: The Planning and Development Department's financial management functions and responsibilities are fragmented. Some of the revenue charging mechanisms are incomplete, and cashiering controls are in need of improvement.

RECOMMENDATION: Departmental financial management and revenue charging mechanisms should be strengthened through department wide coordination, development, and implementation of standard procedures.

BUDGET AND COST RECOVERY - pages 58 to 60

FINDING: Department Management has not been sufficiently attentive to cost

recovery and budget balancing on a program level.

RECOMMENDATION: Fiscal Management practices in the Department should be strengthened through more active involvement of Division as well as Department leadership.

DEPARTMENT AUTOMATION - pages 62 to 64

FINDING: The Department does not have a comprehensive strategic automation plan and, therefore, is lacking direction on major automation components and analysis necessary to satisfy mission critical goals.

RECOMMENDATION: Department automation should be reassessed and coordinated through a comprehensive master plan.

TELEPHONES (COMMUNICATION SYSTEMS) - pages 65 to 66

FINDING: It is difficult and sometimes impossible for the general public, City Council Members, and City Staff to contact Department personnel by telephone because of excessive busy signals or delays in answering the telephones.

RECOMMENDATION: Planning and Development Department telephone communications can be improved by replacing the existing system, proper staffing of answering points, training on proper use of equipment, and a commitment by all Department Staff to return telephone calls within 24 hours.

FINANCIAL CONSIDERATIONS

The Planning and Development Department Review final report includes a number of recommendations which, when implemented, will have significant financial effects. However, no budget changes or fiscal actions are requested at this time. Follow-up reports from the Department, implementing the recommendations contained in this report, will detail the specifics of these fiscal impacts.

Those recommendations with fiscal implications will be approached with the following principles in mind:

- o Additional budgeted expenditures must be matched with additional budgeted resources (e.g., fee revenues) wherever possible and reasonable;
- o Additional expenditures must be linked to measurable benefits for future performance review; and
- o Additional expenditures must be contingent on the actual recovery of

revenues at adequate levels to support these new expenditures; that is, because Department revenues and workload are generally linked to the building cycle, any new spending should be sensitive to these fluctuations.

The potential budgetary changes include:

- o The addition of two (2) Administrative Analysts (one each in the Planning and Building Inspection Divisions). These positions have already been added through the reclassification of two other positions, resulting in no appreciable net budget impact.
- o The addition of ten (10) other full-time positions, whether by reallocation of existing positions or by budget augmentation, including:
 - Two Deputy Directors of Planning and Development (one through reclassification)
 - A Principal Planner in the Advanced Planning Unit
 - A Senior Planner in the capacity of a Zoning Administrator
 - A Senior Planner in order to implement the geographically based reorganization of the Current Planning Unit
 - Four (4) Junior Planners, two each in Current and Advanced Planning
 - A Records Management Clerk.

The annual cost of these additional positions range from \$300,000 to \$450,000. A portion of these costs will be reduced because some of the positions will be reclassification of existing positions and will not have a significant fiscal impact. The Department is in the process of identifying those positions that can be funded by reclassifying an existing position.

- o Additional employee and Commissioner training funding at \$20,000 per year.
- o Additional funding to improve department publications and brochures at \$10,000 per year.
- o Additional microcomputer funding at a cost of \$51,000 to \$81,000.
- o The purchase and installation of a new telephone communications system at an estimated one time cost of \$146,000.
- o One time start up costs for new positions of \$30,000 to \$40,000.

The total non employee service costs identified above range from \$250,000 to \$300,000.

The total costs of the staffing, service and supplies, and equipment identified range from \$550,000 to \$750,000. No budget changes are requested at this time. Follow-up reports from the Department in the near future will request budget appropriations together with the approval of sufficient additional resources to cover any new costs. The Department is in the process of identifying potential funding sources. Further, these actions will be proposed in the context of identified measurable benefits and will be contingent on the actual recovery of revenues at adequate levels to support these new expenditures.

POLICY CONSIDERATIONS

The policy considerations are identified in the attached report.

MBE/WBE

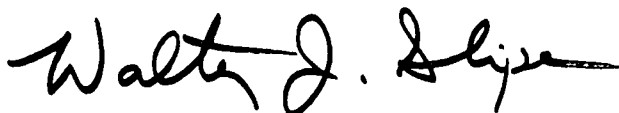
N/A

Respectfully Submitted By:



JACK CRIST
Deputy City Manager
Project Team Leader

RECOMMENDATION APPROVED BY:



WALTER J. SLIPE
City Manager

CONTACT PERSON:

Jack Crist, Deputy City Manager, 449-5704

Amended
RESOLUTION NO. 91-912

ADOPTED BY THE SACRAMENTO CITY COUNCIL

ON DATE OF _____

**RESOLUTION APPROVING IN CONCEPT THE FINDINGS AND
RECOMMENDATIONS OF THE PROJECT REVIEW TEAM TO THE PLANNING
AND DEVELOPMENT DEPARTMENT**

BE IT RESOLVED BY THE COUNCIL OF THE CITY OF SACRAMENTO, that:

1. The findings and recommendations included in the Project Team's report are approved in concept;
2. The Planning and Development Department staff is directed to report back within 30 days with a work program and action steps to address the findings and implement the Project Team's recommendations;
3. The City Clerk is directed to schedule a joint meeting of the City Council and Planning Commission for the purpose of discussing the issues in the report pertaining to the Planning Division;
4. Any follow-up reports related to the report and concerning the Planning Division are to be reviewed by the Planning Commission prior to City Council review.

MAYOR

ATTEST:

CITY CLERK

FOR CITY CLERK USE ONLY

RESOLUTION NO.: _____

DATE ADOPTED: _____

RESOLUTION NO. 91-912 as amended

ADOPTED BY THE SACRAMENTO CITY COUNCIL

ON DATE OF _____

**RESOLUTION APPROVING IN CONCEPT THE FINDINGS AND
RECOMMENDATIONS OF THE PROJECT REVIEW TEAM TO THE PLANNING
AND DEVELOPMENT DEPARTMENT**

BE IT RESOLVED BY THE COUNCIL OF THE CITY OF SACRAMENTO, that:

1. Approve, in concept, the findings and recommendations included in the Project Review Team's report as attached.
2. Provide additional direction and feedback to the Planning and Development Department staff.
3. Direct the Planning and Development Department staff to report back within 30 days with a work program and action steps to address the findings and implement the Project Review Team's recommendations.

MAYOR

ATTEST:

CITY CLERK

APPROVED
BY THE CITY COUNCIL

NOV 12 1991

OFFICE OF THE
CITY CLERK

FOR CITY CLERK USE ONLY

RESOLUTION NO.: _____

DATE ADOPTED: _____

4.2
amended special book
to replace this

CITY OF SACRAMENTO

PLANNING AND DEVELOPMENT DEPARTMENT REVIEW

**PREPARED BY: CITY MANAGER'S
PROJECT REVIEW TEAM**



OFFICE OF THE
CITY MANAGER

CITY OF SACRAMENTO
CALIFORNIA

CITY HALL
ROOM 101
915 I STREET
SACRAMENTO, CA
95814-2684

916-449-5704
FAX 916-449-8618

October 23, 1991

TO: Walter J. Slipe, City Manager

FROM: City Manager's Project Review Team for the
Planning and Development Department Review

SUBJECT: Planning and Development Department Review

On December 11, 1990, the Department of Planning and Development presented a report proposing several organizational changes. In response, members of the Joint Committee of the City Council raised numerous concerns about the performance of the Planning and Development Department. These concerns are listed in Appendix D of the report. The Committee requested a follow-up report from staff to address these issues.

In February 1991, at your direction, an interdepartmental Project Review Team was formed to review the "organization, staffing and administrative procedures in the Department of Planning and Development with particular emphasis on the City's planning, inspection and environmental service programs." Interim progress reports were provided to the City Council on May 15 and on August 13, 1991.

METHODOLOGY

The Project Review Team has used several approaches to gather and analyze information regarding the performance of the City's planning and development functions.

1. Extensive interviews were conducted with Council Members, Department management and staff in and out of the Department who are associated with planning and development issues.
2. Operations and technical reviews have been undertaken including:
 - A. Finance, Revenues, Budget: Senior staff from the Budget Division and Internal

- A. **Finance, Revenues, Budget:** Senior staff from the Budget Division and Internal Audit Section of the Finance Department conducted operations reviews of the Department's fiscal procedures.
 - B. **Communications:** A Technical team from the Communications Division of the Department of General Services analyzed the adequacy of the Department's communications systems.
 - C. **Automation:** Senior staff from the Department of Data Management reviewed the Department's computer based information systems.
 - D. **Application Processing:** An interdepartmental Task Force composed of senior staff involved in the processing of planning applications was assembled to develop improvements to current procedures.
 - E. **California Environmental Quality Act (CEQA) Risk Assessment:** A Task Force composed of senior staff from the Environmental Services Division and the City Attorney's Office reviewed the decision making parameters used to determine the level of environmental review on project applications.
3. Site visits were conducted to selected comparison cities and the County of Sacramento.

A field research team visited the cities of San Jose, Long Beach, Riverside and Fresno and conducted interviews with planning and development department management staff in those agencies. In addition, the management staff of the Sacramento County Planning Department was interviewed. Summary notes from these visits are included in Appendix C.

4. An employee survey was distributed to all employees of the Department.

The results of this survey were compiled by members of the Project Review Team and are presented in Appendix E to this report.

5. Applicant input was gathered using focus group meetings.

A effort was made to gather information and opinions from the applicants whom the Department serves. This effort consisted of Focus Group meetings including project applicants. The results of this session are presented in the report.

It is the intention of the Project Review Team to provide, through this review, a thorough description of the Department's performance, its current problems and recent successes - and to provide the framework and understanding needed to make changes. While this report provides recommendations in many specific areas, the Project Review Team believes that change will be most effective if initiated and carried-out by the Department Staff itself.

POSITIVE ASPECTS OF PARTICULAR NOTE

It should be noted that many positive changes and significant improvements are already occurring. These include:

1. The active effort of Department staff to review and improve application processing. An interdepartmental Task Force is actively working in this area.
2. A recently established (FY 1990-91) planning entitlement and environmental mitigation condition monitoring unit.
3. Active and sincere efforts in several divisions toward greater cost recovery and fiscal accountability.
4. A new Employee Orientation program.
5. Improved inter-divisional teamwork and cooperation at the management level.
6. Generally high morale and eagerness to improve the quality of the Department's public service.

LIMITATIONS ON THE SCOPE OF THIS PROJECT

It should be noted that the Neighborhood Services Division and Economic Development Office are not included in this review, although employees from these divisions did participate in interviews and employee surveys. The Project Review Team's task was to review the organization, staffing and administrative procedures in the Department of Planning and Development with particular emphasis on the City's planning, environmental service and building inspection programs. Consequently, the Project Review Team determined that the activities of Neighborhood Services and Economic Development are outside the scope of the study.

Further, the "applications processing" section of this report focuses on the planning entitlement application process. The Project Review Team did not feel a thorough review of the Building Permit process was necessary at this time. The interdepartmental Applications Processing Task Force plans to examine the Building Permit process at a later time.

The following section summarizes the findings and conclusions of the report.

EXECUTIVE SUMMARY

The attached report begins with a descriptive PROFILE OF THE DEPARTMENT, including its mission and function, history, staffing and workload. The four major areas of focus of the study are then presented in separate sections:

- o Management and Organization

- o Planning Entitlement Application Process
- o Fiscal Control
- o Technical Review: Communications and Automation

Management and Organization

The Project Review Team found the following conditions:

1. The Department's leadership has failed to develop a cohesive management team which fosters strong leadership, teamwork, commitment to customer service, accountability, openness, communication, timeliness and sound administrative practices.
2. The Department projects a regulatory attitude which has a perceived effect of protracting the application process. The Department needs to achieve a balance between fulfilling its regulatory responsibilities and exhibiting a customer support approach.
3. The organizational structure of the Department does not provide for strong management and administrative support, direction and oversight by the Management and Administrative staff. Further, the organizational structure and staffing level of the Planning Division has not adjusted to the rapid growth of the community.
4. There has been ambiguity and conflict with regard to the policy development and implementation roles and responsibilities of the City Council, the Planning Commission and City staff. Council action has frequently departed from its own adopted policies. Also, many staff surveyed felt City Council policies are not well defined for staff. Further, the Council is deeply involved in day to day operations, policy implementation and minor approvals resulting in clogged Council agendas and less time spent on good overall policy development.

Specific recommendations in this area include:

1. The City Manager, Department Director and the Management Team of the Department need to take proactive responsibility in changing the organizational environment to one which emphasizes a customer service approach.
2. The Department Director should initiate a work plan of short-term actions and long-range actions/policy.
3. The Department Director should clearly state goals and objectives with measures of progress towards achievement of the work plan.
4. Annually, the Department should present the work plan to the Council for review and policy direction.

5. The Department Management Team should develop an organizational structure for the Department that: 1) provides for greater policy review, direction and oversight by the management team; and 2) achieves a balance between centralized policy development and decentralized policy implementation.
6. In order to provide planning services that are more tailored to neighborhood needs, the Planning Division should be restructured along geographic lines.
7. The Department needs to develop stronger communications with the City Council through the adoption of policy documents including: zoning ordinance, subdivision ordinance, design review guidelines, community plans, Council policy statements, and an annual work plan.
8. The City Council should delegate greater responsibility for administering and implementing City planning and development policy to staff. To this end, the Department should report back on implementing and funding a Zoning Administration function to administer certain routine planning functions.

Planning Entitlement Application Process

The Project Review Team found that the City's planning entitlement application process, involving the Planning and Development Department and other City departments, is, at times, dysfunctional, inefficient, and untimely. Recommended improvements include:

- o project review earlier in the process,
- o more parallel processing,
- o the development of a City-wide application tracking system,
- o a Zoning Administrator function,
- o a records management program,
- o the adoption and adherence to clearer policies and standards,
- o the fostering of an atmosphere of teamwork,
- o coordination and commitment to timeliness,
- o an appointment scheduling program for entitlement applications,
- o higher quality public information materials,
- o and public satisfaction surveys.

Fiscal Control

The Project Review Team investigated the Department's financial and budgetary practices and found:

1. The Planning and Development Department's financial management functions and responsibilities are fragmented, some of the revenue charging mechanisms are incomplete, and cashing controls are in need of some improvement.

2. Department Management has not been sufficiently attentive to cost recovery and budget balancing on a program level.

Recommendations in this area include:

1. Stronger oversight and policy direction is needed from Department Administration in fiscal matters including the clarification of roles and responsibilities, holding managers accountable for the fiscal performance of programs, an emphasis on cost recovery, and improving communication between divisions and administration in fiscal and budget matters.
2. Flat rates, sufficient to cover typical costs, should be established in the Planning and environmental divisions. In most cases, flat rates are preferable to hourly billing.
3. Consideration should be given to automating the permit fee and calculation processes.
4. Additional training should be provided to employees in the use of currently available fiscal and budget management tools.

Technical Review

Technical Subcommittees of the Project Review Team investigated the Department's automation and communication systems and found preliminarily:

1. The Department lacks a comprehensive strategic automation plan and therefore is lacking direction in this area.
2. The current telephone system is not serving the needs of the public or the staff in trying to serve the public.

More comprehensive reports are forthcoming in these two technical areas. However, preliminary recommendations of the Project Review Team include:

1. A comprehensive master plan for automation, together with a departmental steering committee, needs to be completed.
2. The Local Area Network needs completion and documentation.
3. Mainframe software for citywide permit processing and monitoring is needed.
4. The current telephone system should be replaced and staff should be properly trained in the use of the new system.
5. A commitment to return telephone calls within 24 hours should be instilled in all department staff.

CONCLUSION

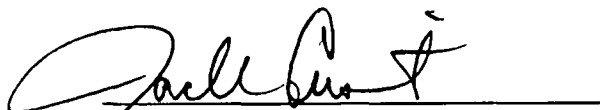
The major budgetary and organizational changes include:

- o The addition of two (2) Administrative Analysts (one each in the Planning and Building Inspection Divisions). These positions have already been added through the reclassification of two other positions, resulting in no appreciable net budget impact.
- o The addition of twelve (12) other full-time positions, whether by reallocation of existing positions or by budget augmentation, including:
 - Two Deputy Directors of Planning and Development (one through reclassification)
 - Two Administrative Analysts, one each in the Planning and Building Inspection Divisions. (These positions have already been added through the reclassification of two other positions, resulting in no appreciable net budget impact.)
 - A Principal Planner in the Advanced Planning Unit
 - A Senior Planner in the capacity of a Zoning Administrator
 - A Senior Planner in order to implement the geographically based reorganization of the Current Planning Unit
 - Four (4) Junior Planners, two each in Current and Advanced Planning
 - A Records Management Clerk.
- o A revised organizational structure which: 1) provides for greater policy review, direction and oversight by the management team; 2) achieves a balance between centralized policy development and decentralized policy implementation; and 3) restructures the Planning Division along geographic lines.
- o A new telephone communications system.
- o Additional funding for automation, employee training and publications.

It has been the frequent observation of members of the Project Review Team that the mere process of undertaking this study has prompted and enabled many improvements in the department. The staff of Planning and Development evidence a sincere dedication to public service and a desire to improve their operations. The Project Review Team thanks the staff of the

Department of Planning and Development for their assistance and cooperation. Finally, the Project Review Team recommends that you adopt in concept the recommendations contained here-in, and further, that you forward this report to the City Council for approval in concept and direction to the Planning and Development Department to report-back with reports necessary to implement the recommendations contained in this report.

Respectfully Submitted

A handwritten signature in black ink, appearing to read "Jack Crist", written over a horizontal line.

Jack Crist
Deputy City Manager
Team Leader, Planning and Development Review

Members of the Project Review Team

Jack Crist, Deputy City Manager
Sharon Cardenas, City Attorney
Michael Coleman, Senior Management Analyst, Finance Department
Nancy Killian, Administrative Analyst, Planning & Development Department
Ted Kobey, Assistant City Attorney
Betty Masuoka, Director of Finance
Frank Mugartegui, Director of General Services
Greg Norton, Internal Audit Administrator
Ken Nishimoto, Budget Manager
Robert Thomas, Acting Director of Planning and Development
Barbara Weaver, Director of Data Management

TABLE OF CONTENTS

TABLE OF CONTENTS

	<u>Page</u>
SECTION ONE: DEPARTMENT PROFILE	14
I. A PROFILE OF THE DEPARTMENT OF PLANNING AND DEVELOPMENT	15
A. Mission and Functions	15
B. In its Relatively Short History, the Responsibilities of the Department of Planning and Development Have Grown Substantially	16
C. Planning and Development Workload Fluctuates with Changes in the Local Economy	17
D. Staffing the Department has Grown in Areas Reflecting the Changing Policy Direction of the City Manager and City Council	19
E. While Department Expenditures Have Increased with Added Responsibilities, Budget Expenditures for the Planning Division Have Fallen 20% Since FY 1984-85	20
F. Planning and Development Related Revenues Declines in Most Categories in FY 1990-91	21
SECTION TWO: MANAGEMENT AND ORGANIZATION	23
I. DEPARTMENT LEADERSHIP	24
A. Finding: The Department's Leadership has Failed to Develop a Cohesive Management Team Which Fosters Strong Leadership, Teamwork, Commitment to Customer Service, Openness, Accountability, Communication, Commitment to Timeliness and Sound Administrative Practices	24
B. Recommendation: The City Manager, Department Director and Management Staff Need to Take a Strong Leadership Role in the Management of This Department	26
II. ROLES AND RESPONSIBILITIES	27
A. Finding: Problems Exist Between the City Council, Planning Commission and Staff Relative to Roles, Responsibilities in Policy Development and Implementation.	27

B.	Recommendation: A Process Needs to be Developed to Improve Communications Between City Council, Planning Commission, Applicant and Staff to Reduce Conflicts Over the Application of Policy to Projects	28
III.	ORGANIZATIONAL STRUCTURE AND STAFFING LEVEL	29
A.	Finding: The Organizational Structure and Staffing Level of the Planning and Development Department has not Adjusted to Increased Responsibilities Added to the Department as Well as the Rapid Growth of the Community	29
B.	Recommendation: The Department Needs to Restructure its Organization to Provide for Greater Policy Review, Direction and Oversight by the Department Management Team and to Adjust Staffing Levels to Keep Pace With Added Responsibilities	31
IV.	CUSTOMER SERVICE	32
A.	Finding: The Department Tends Toward a Regulatory Attitude Which has a Perceived Effect of Protracting the Application Process	32
B.	Recommendation: The Department Needs to Achieve a Balance Between a Regulatory and a Customer Support Approach	33
	SECTION THREE: APPLICATION PROCESS	37
I.	EFFICIENCY AND TIMELINESS OF THE ENTITLEMENT PHASE OF APPLICATIONS PROCESS	38
A.	Finding: The Entitlement Phase of the City Applications Process, Involving the Planning and Development Department and Other City Departments, as Required, is, at Times, Dysfunctional, Inefficient, and Untimely	38
B.	Recommendation: The Departmental Applications Process Should be Completely Reviewed and Evaluated for the Purpose of Promoting an Effective and Efficient Customer Service Oriented Applications Process	40
II.	EFFICIENCY AND TIMELINESS OF ENVIRONMENTAL (CEQA) REVIEW	44

A.	Finding: A Perception Exists That the Environmental Services Division is Overly Cautious in Environmental Review, Imposes Unrealistic Mitigation, Requires Unnecessary Studies, and the Process has Become Cumbersome Requiring Too Many Staff	44
B.	Recommendation: Additional Consideration, Research, and Review Should be Performed on the Level of Environmental Review Risk Assessment and Desired Turn Around Times Applied by the City of Sacramento	47
III.	APPLICATION PROCESS - FOCUS USER GROUP MEETING	49
A.	Focus User Group Meeting	49
B.	A Listing of Suggestions and Comments Made by the Individuals in Attendance at Focus Group Meetings	49
	SECTION FOUR: FISCAL CONTROL	53
I.	DEPARTMENT FINANCE AND REVENUE FUNCTIONS	54
A.	Finding: The Planning and Development Department's Financial Management Functions and Responsibilities are Fragmented. Some of the Revenue Charging Mechanisms are Incomplete, and Cashiering Controls are in Need of Improvement	54
B.	Recommendation: Departmental Financial Management and Revenue Charging Mechanisms Should be Strengthened Through Department Wide Coordination, Development, and Implementation of Standard Procedures	56
II.	BUDGET AND COST RECOVERY	58
A.	Finding: Department Management has not Been Sufficiently Attentive to Cost Recovery and Budget Balancing on a Program Level	58
B.	Recommendation: Fiscal Management Practices in the Department Should be Strengthened Through More Active Involvement of Division as Well as Department Leadership	59
		61
	SECTION FIVE: TECHNICAL REVIEW	
I.	DEPARTMENT AUTOMATION	62

A.	Finding: The Department Does not Have a Comprehensive Strategic Automation Plan and, Therefore, is Lacking Direction on Major Automation Components and Analysis Necessary to Satisfy Mission Critical Goals	62
B.	Recommendation: Department Automation Should be Reassessed and Coordinated Through a Comprehensive Master Plan	63
II.	TELEPHONE (COMMUNICATION SYSTEMS)	65
A.	Finding: It is Difficult and Sometimes Impossible for the General Public, City Council Members, and City Staff to Contact Department Personnel by Telephone Because of Excessive Busy Signals or Delays in Answering the Telephones	65
B.	Recommendation: Planning and Development Telephone Communications can be Improved by Replacing the Existing System, Proper Staffing of Answering Points, Training on Proper use of Equipment, and a Commitment by all Department Staff to Return Telephone Calls Within 24 Hours	66
		67
	SECTION SIX: SURVEY INFORMATION	
I.	EMPLOYEE QUESTIONNAIRE	68
II.	CITY SITE VISITS	
A.	Summary of Key Observations of Other City Planning and Development Like Departments	70
B.	There Were Several "Good Ideas" Observed by the Site Visit Team That Could be Applicable to the City of Sacramento Planning and Development Department	72
	APPENDIX	76
A.	Department Automation Report	77
B.	Telephone (Communication) Task Force Report	83
C.	City Site Visits - Detail Reports	96
D.	List of Council Concerns	114
E.	Employee Survey	116

SECTION ONE

DEPARTMENT PROFILE

I. A Profile of the Department of Planning and Development

I. A PROFILE OF THE DEPARTMENT OF PLANNING AND DEVELOPMENT

A. MISSION AND FUNCTIONS

The Planning and Development Department manages the growth and development of the City based upon City Council policy and seeks compliance with zoning policies/regulations in existing neighborhoods. The Department proposes and carries out policies for the growth and preservation of the City in ways which ensure the quality of life for those who live and work in the community -- both now and in the future. The Department performs those functions which fulfill the City's monitoring and regulatory responsibilities for planning, zoning, building code compliance, and environmental quality and also includes the Office of Economic Development.

The current organization of the Department consists of five major divisions: Administration, Building Inspections, Neighborhood Services, Environmental Services, and Planning.

1. Administration Includes the Director's Office Which Provides Overall Departmental Administration.

The Administration Division is responsible for overall policy direction, budget development and fiscal control, coordination and assistance to the operating divisions within the Department. The division includes a Management Services Unit and a Special Projects Unit.

2. The Planning Division Manages the Physical Development of the City.

Activities of this division include: preparation of general and community plans and special studies, evaluation and preparation of reports on land use development applications, and design review of new construction in the Central City and projects affecting historic structures. Staff support is provided to the City Council, the City Planning Commission and the Design Review/Preservation Board.

3. The Building Inspections Division Ensures That Construction in the City Complies With Various Codes, Local Ordinances and Project Conditions.

In addition, the Buildings Inspections staff responds to citizen complaints and resolves substandard housing and dangerous building cases. Activities include: review of commercial construction and residential plans for code compliance, processing and tracking of permits, on-site inspections of buildings under construction as well as existing housing stock.

4. The Environmental Services Division was Established in July, 1989 to Consolidate the City's Environmental Responsibilities by Managing the Preparation of Environmental Documents for Private and Public Projects.

This Division is responsible for City compliance with the California Environmental Quality Act. The Division acts as a public information service for issues involving the local environment.

5. The Neighborhood Services Division Enhances and Preserves the Quality of Neighborhood Life Through a Program of Education and Enforcement of Various City Codes.

The Division responds to citizen complaints and initiates the appropriate corrective actions necessary for the following types of code violations: junk and debris, abandoned vehicles on both public and private property, zoning violations, weeds on vacant lots, and litter. The Division has also initiated a city-wide educational program called the "Neighborhood Challenge," which provides a wide range of services emphasizing neighborhood improvements and beautification projects. As mentioned earlier, the Neighborhood Services Division was not included in the scope of this report.

6. The Office of Economic Development is Responsible for Matters Concerning Business Retention and Relocation in the City of Sacramento.

The primary focus of the Office of Economic Development is on City/business association relations, the retention/relocation of businesses within the City and provision of "one-stop shopping" information to businesses that are seeking to locate in the City for the first time. As mentioned earlier, the Office of Economic Development was not included in the scope of this report.

B. IN ITS RELATIVELY SHORT HISTORY, THE RESPONSIBILITIES OF THE DEPARTMENT OF PLANNING AND DEVELOPMENT HAVE GROWN SUBSTANTIALLY.

In October of 1983, the Planning Department and the Building Inspection Division of the Public Works Department were consolidated into the Department of Community Development. The purpose of this reorganization was to:

1. achieve closer coordination between the planning and development process
2. expedite application and permit handling; and
3. establish effective liaison with the various segments of the community and industry.

The following year, the Department was renamed the Department of Planning and Development.

The Department of Planning and Development expanded its role and responsibility by adding the Nuisance Abatement Division in FY 1985-86. This division was later retitled the Neighborhood Services Division. The Office of Economic Development was also added

as a department service in 1986.

The final restructuring of the department occurred in FY 1989-90 when the Environmental Services Division was established as a separate unit. This activity was separated from the Planning Division to coordinate all City projects through the environmental process and conduct environmental reviews on all projects received from applicants. Since its inception in 1983, the Department has had three Directors.

C. PLANNING AND DEVELOPMENT WORKLOAD FLUCTUATES WITH CHANGES IN THE LOCAL ECONOMY

1. The number of building permits has remained relatively constant in recent years while building permit valuation has fluctuated with changes in the economy.

Exhibit I shows Building Inspection Division workload statistics for FY 1986 through FY 1990-91. The figures indicate that, while the composition between permits for new construction and permits for repairs and additions has fluctuated, the number of permits issued over the last four years has remained relatively constant. In contrast, the valuation of these permits has fluctuated relative to the health of the local construction economy.

2. The number of Building Inspections has increased appreciably over the last four years.

While the volume of permits has remained the same and valuations have fluctuated with the economy, the volume of inspections has increased appreciably over the last four years.

EXHIBIT I
Building Inspection Division Workload

	86-87	87-88	88-89	89-90	90-91
<u>Valuation (in millions)</u>					
Residential	\$183.0	\$119.3	\$154.0	\$205.7	\$126.1
Commercial	\$249.4	\$251.3	\$361.3	\$247.1	\$256.7
Total	\$432.4	\$370.6	\$515.3	\$452.8	\$382.8
<u>Permits Issued</u>					
New Construction	3,061	2,002	2,094	3,259	2,294
Repairs and Additions	8,325	8,523	9,148	8,342	9,617
Total	11,386	10,525	11,242	11,601	11,911
<u>Inspections Performed</u>					
Inspections	92,960	104,149	118,717	117,803	136,593
Overloads	13,700	6,197	8,884	4,878	9,497
% Overload	14.7%	6.0%	7.5%	4.1%	7.0%
<u>Citizen Complaints</u>					
Housing/Dangerous Bldgs	n/a	365	394	394	1,068
All Others	310	350	541	519	804
Total	n/a	715	935	913	1,872

3. Conclusions regarding land use application and environmental document workload are difficult because statistics were not kept prior to FY 1989-90.

Land use application (Planning Division) and environmental document (Environmental Services Division) statistics are not available prior to FY 1989-90. Consequently, conclusions are difficult to reach based on only two years of data. However, these figures are presented in Exhibit II.

EXHIBIT II
Workload Statistics for the Environmental and Planning Divisions

	1989-90	1990-91
<u>Environmental Documents (Env. Services Div.)</u>		
Environmental Impact Reports	8	30
Negative Declarations	550	427
Exemptions	125	146
Total	683	603
<u>Land Use Applications (Planning Division)</u>		
Variance	123	98
Tentative Map	106	102
Special Permits	193	150
Rezone	39	36
Planned Unit Development	5	3
Amendments to PUD	15	6
Lot Line Adjustment	76	77
Plan Amendments	36	34
All Others	46	55
Total	639	561

D. STAFFING IN THE DEPARTMENT HAS GROWN IN AREAS REFLECTING THE CHANGING POLICY DIRECTION OF THE CITY MANAGER AND CITY COUNCIL.

As discussed above, the responsibilities of the Department of Planning and Development have grown substantially in its relatively short history. As Exhibit III shows, the most significant staffing increases have been in the Neighborhood Services and Environmental Services Divisions, reflecting new responsibilities and greater functional emphasis in these areas on the part of the City Manager and City Council.

By contrast, the Planning Division has experienced only moderate growth since FY 1984-85 in the midst of substantial accelerations in development pressures over that time period.

EXHIBIT III
Planning and Development Department
Budgeted Staffing Trends

	84/85	85/86	86/87	87/88	88/89	89/90	90/91	91/92
Administration								
Office of the Director	6	6	6	7	7	6	11	9
Economic Development	0	1	4	4	4	4	4	3
Division Total	6	7	10	11	11	10	15	12
Planning Division								
Administration	9.7	7	10	8	8	7	3	3
Advance Planning	12.7	12	11	12	12	13	13	12
Current Planning	11	14	13	14	18	20	21	21
Presrvtn/Design Review	0	1	2	2	3	3	4	3
Environmental	0	4	5	6	0	0	0	0
Division Total	33.4	38	41	42	41	43	41	39
Building Inspection								
Administration	1	8.5	11	10.5	14.5	15.5	4	3
Commercial Plan Check	12.5	13	14	14	20	20	12.5	12.5
Building/Housing	39.5	9	10	11	13	13	37	37
Electrical	0	8	9	10	11	10	0	0
Plumbing/Mechanical	0	8	9	10	11	11	0	0
Residential Plan Check	0	3	3	3	4	4	0	0
Permit Services	0	0	0	0	0	0	20.5	20.5
Housing/Dangerous Bldg	0	4.5	6.5	6.5	8.5	9.5	9	9
Code Enforcement	7	10	0	0	0	0	0	0
Division Total	60	64	65.5	65	82	83	83	82
Neighborhood Services	0	0	20	21	21	26	25.5	25.5
Environmental Services	0	0	0	0	6	18	19	19
DEPARTMENT TOTAL	99.4	109	133.5	139	161	180	183.5	177.5

E. WHILE DEPARTMENT EXPENDITURES HAVE INCREASED WITH ADDED RESPONSIBILITIES, BUDGETED EXPENDITURES FOR THE PLANNING DIVISION HAVE FALLEN 20% SINCE FY 1984-85.

Exhibit IV contains a summary of budgeted expenditures by Planning and Development

Department divisions since FY 1984-85. Most significantly, Planning Division expenditures have remained relatively constant since then. In fact, in real terms (allowing for inflation), Planning Division spending has fallen by 20% since FY 1984-85. In part, this reduction may be due to the removal from the division of environmental review responsibilities. However, the declining expenditure trend in the division was in evidence before splitting environmental services into its own division. Further, considering the approximate level of effort devoted to environmental services prior to FY 1989-90, this change alone would not account for the decline.

EXHIBIT IV : Budgeted Expenditures
Planning and Development Department
(\$ thousands)

Fiscal Year>	'85	'86	'87	'88	'89	'90	'91	'92
Administration	\$ 304	\$ 443	\$ 549	\$ 596	\$ 622	\$ 653	\$ 849	\$ 694
Planning	2,363	2,349	2,147	2,267	2,285	2,377	2,542	2,252
Building Inspection	2,673	3,090	2,920	3,302	4,133	5,011	5,061	4,849
Neighborhood Services	0	991	1,108	1,206	1,223	1,484	1,672	1,567
Environmental Services	0	0	0	0	0	576	1,057	1,028
DEPT TOTAL	\$5,340	\$6,873	\$6,724	\$7,371	\$8,263	\$10,105	11,180	10,390

F. PLANNING AND DEVELOPMENT RELATED REVENUES DECLINED IN MOST CATEGORIES IN FY 1990-91

Exhibit V shows selected Planning and Development revenues since FY 1987-88. These revenues are a product of fee levels, which have been increased by the City Council over time, and service demand.

While the growth in fee revenues has generally exceeded inflation, revenues in FY 1990-91 showed a significant downturn in most categories. This downturn is related to the drop-off in building activity which occurred in FY 1990-91. In light of this continuing economic downturn, the budgeted revenue increases adopted for FY 1991-92 are not likely to be achieved.

EXHIBIT V : Selected Revenues
Planning and Development
(\$ thousands)

	FY 87-88 actual	FY 88-89 actual	FY 89-90 actual	FY 90-91 actual	FY 91-92 budget
Current Planning Fees	\$ 291	\$ 339	\$ 670	\$ 520	\$ 1,166
Commercial Plan Check	1,096	1,286	1,383	1,168	1,878
Construction Permits	1,798	2,315	2,842	2,471	3,348
Residential Plan Check	212	312	510	391	406
Housing/Dangerous Bldgs	11	9	18	109	213
Environmental Services	44	201	515	688	1,186

SECTION TWO

MANAGEMENT & ORGANIZATION SECTION

- I. Department Leadership**
- II. Roles and Responsibilities**
- III. Organizational Structure and Staffing Level**
- IV. Customer Service**

I. DEPARTMENT LEADERSHIP

A. FINDING: THE DEPARTMENT'S LEADERSHIP HAS FAILED TO DEVELOP A COHESIVE MANAGEMENT TEAM WHICH FOSTERS STRONG LEADERSHIP, TEAMWORK, COMMITMENT TO CUSTOMER SERVICE, OPENNESS, ACCOUNTABILITY, COMMUNICATION, COMMITMENT TO TIMELINESS AND SOUND ADMINISTRATIVE PRACTICES.

The Department has talented and dedicated staff but lack strong coordinated direction from the Department's executive management. While this is beginning to change under the interim leadership of the Acting Director, the Project Review Team still found that:

1. There is a lack of teamwork and coordination between the Planning, Environmental and Building Divisions.

Each of these divisions work somewhat independent of each other and are not sensitive to the impacts that they have on each other. Because of the current sequential nature of the application process, the Planning and the Environmental Divisions do not work closely together in reviewing applications. This results in time delays and an inability to properly manage their respective work load. The Building and Planning Divisions have not coordinated special conditions that are approved by Council. This results in special conditions approved by Council that may not be complied with.

However, the Planning, Environmental and Building Divisions are beginning to work together as evidenced by the formation of the Applications Task Force to coordinate and streamline the application process, and a quality control unit in the Permits Services Section of Building Division to specifically track special conditions and mitigation measures.

2. The Department has poor administrative practices, systems and processes that are dysfunctional.

The Department does not have administrative procedures that are followed consistently by each of the Divisions. Information is not transmitted within the Department in a systematic manner. The various systems within the Department: telephone, filing, tracking, billing, are not integrated and are generally unique to a particular division and do not provide inquiry capability for external units such as Public Works. The process of distributing and tracking work between divisions is labor intensive and not always timely. Further, because workload is not well coordinated between divisions, it can, at times, be inefficient resulting in time delays.

3. The lack of adequate communications with applicant, City Council, and City Manager has resulted in the perception of insufficient accountability.

The Department has not adequately communicated to applicants, City Council and City Manager, the level of effort and resources required on processing special requests and the impact that they have on the work in progress as well as the existing backlog. Because these impacts have not been identified, the expectations of the applicant, City Council and City Manager, are that the requests will be handled in a timely manner. This has resulted in an additional negative impact. When these special requests are completed, the general comment is "it's finally done" as opposed to remarks on the contents of the staff work.

The Department has presented two reports to the City Council which provide an inventory of all requests for information and special studies. The report recommends that the City Council approve a priority list for requests for information as well as for special studies. The reports identify what can be accomplished within existing resources and with specified time commitments.

4. A Lack of Cohesive, Coordinated Leadership has Exacerbated an Inherent Climate of Conflict That Exists Between Divisions of the Planning and Development Department.

The inherent organizational culture and design of the Planning and Development Department contains some divisive influences. The organizational cultures of the divisions differ in the "type" of professionals in different divisions. These differences include: educational background, job style (e.g. desk versus field), and intellectual approach (e.g. introspective versus extroverted, creative versus practical, etc.).

There has been a lack of coordinated, cohesive leadership on a department level to counteract the inherent diversity of the department into a common department vision and purpose. Staff reports and work products have exhibited divisional focuses, lacking a department-wide vision and inclusiveness. There have been conflicts of style among division managers. A lack of comprehensive strategic planning in such areas as computer automation has led to piecemeal problem solving which tends to focus on individual divisions and work units rather than the department as a whole. There has been a lack of mechanisms (programs, traditions, and actions) aimed at fostering department-wide unity and identity.

5. Combine all of the above and you have the appearance of a dysfunctional Department.

B. RECOMMENDATION: THE CITY MANAGER, DEPARTMENT DIRECTOR AND MANAGEMENT STAFF NEED TO TAKE A STRONG LEADERSHIP ROLE IN THE MANAGEMENT OF THIS DEPARTMENT

The following recommendations are made by the Project Review Team to strengthen the leadership of the Department.

1. The City Manager and the Department Management Team need to take a strong leadership responsibility in developing a completely changed Department environment in which the Department's employees work together and serve the public.

The Department Director has primary responsibility for this effort. With unity of purpose the Department needs to be accountable and serve the customer applicant as well as the City Council in a professional manner. Staff's efforts need to be focused on common goals. The Project Review Team strongly encourages the Department's management to study the "Customer Service" approach currently in place in the City of San Jose Planning Department. The San Jose approach is described in the following "Customer Service" section of this report.

2. The Department Director needs to take a strong leadership responsibility in developing a work plan of short-term actions and long-range actions/policy with the Management Team.

The "work plan" should be adopted by all divisions of the Department and each Division should then be responsible to the Department Director to implement their Division's portion of the work plan.

3. The Department Director should clearly state goals and objectives and priorities contained in a work plan.

Priorities should be measured on an on going basis. Progress towards achievement of the work plan should be communicated to the City Manager and City Council. All Division Managers should understand their role in the work plan and how their progress will be measured. In turn, they should communicate the standards to their staff and oversee staff's progress.

4. Annually, the Department should present the work plan to the Council for review and policy direction.

The adopted work plan should then be utilized for budget planning purposes and to carry out the priorities of the Council.

II. ROLES AND RESPONSIBILITIES

A. FINDING: PROBLEMS EXIST BETWEEN THE CITY COUNCIL, PLANNING COMMISSION, AND STAFF RELATIVE TO ROLES AND RESPONSIBILITIES IN POLICY DEVELOPMENT AND IMPLEMENTATION.

Following is a list of roles and responsibilities of the City Council, Planning Commission, and staff relative to the entitlement application process. Items asterisk are problem areas that have been identified by the project team that impact the effectiveness this process.

<u>City Council</u>	<u>Planning Commission</u>	<u>Staff</u>
Approve policies	Recommend policy	Develop policy
*Approve applications	Recommend actions on applications	Staff application
*Priorities Reports and Special Studies Requests	*Communicate with Council and staff	*Keep Council informed
*Keep staff informed on applicant contacts	*Establish operational procedures for Commission business	*Establish annual work plan
*When approving projects indicate consistency or inconsistency with Council policy		*Annual review of policy documents with Council and Planning Commission
*Formal feed back mechanism to the Planning Commission		

1. The City Council initiates work requests without adequate consideration to impacts on staff work load.

The workload in the Planning Division of the Department exceeds available resources. Staff has a responsibility to develop an annual work plan for review by the Planning Commission and City Council to establish priorities. The work plan will also provide unity of purpose between the Council, Commission, and staff in meeting time lines and priority projects. The annual work plan also will provide necessary public information on projected hearing dates on all applications.

2. A complaint from some of the entitlement applicants is that they are surprised at the City Council hearing with issues raised by Council Members that were not identified as an issue during the application review process.

This issue was raised by representatives of the building and development community during the focus group meetings on the application

process.

3. A review of other city planning operations revealed that many City Councils delegate decisions on routine applications to staff and the Planning Commission.

These items include tentative parcel maps, minor use permits and variances, appeals of actions of lower bodies.

B. RECOMMENDATION: A PROCESS NEEDS TO BE DEVELOPED TO IMPROVE COMMUNICATIONS BETWEEN CITY COUNCIL, PLANNING COMMISSION, APPLICANT AND STAFF TO REDUCE CONFLICTS OVER THE APPLICATION OF POLICY TO PROJECTS.

The Project Review Team recommends that the City Council, Planning Commission, and Staff clarify their roles and responsibilities and that the Department Director assume primary responsibility for this effort. The Project Review Team recommends that:

1. Communication between the City Council, Commission and staff needs to improve.

Staff has a major responsibility to keep Council members informed on the issues and planning position of projects in each district and major projects in the City. This early information on project status will reduce potential conflicts on applications that occur before the City Council. The City Council also has the responsibility to keep staff informed regarding contacts with applicants. This open and two-way communication between the City Council and staff will improve both the final product and the application process.

2. The role of the Planning staff is to develop policy for Commission review and Council action.

Because of the complexity of planning policies, staff need to annually review adopted Council policies with both the Planning Commission and City Council. Further, staff reports should highlight adopted policy and recommendations should be based upon policy. Conversely, Council action should address consistency of the application with the General Plan, Community Plan, and other relevant council policies.

The Planning Commission should also use adopted policies in application review. When recommending planning policies to the City Council, the Commission should not use proposed policies as conditions on applications until the Council has adopted the policy.

3. A strong formal orientation program needs to be established for new commission members.

In addition, we suggest new commissioners be encouraged to attend the League of California Cities orientation program for new planning commissioners and/or Planning Commissioner Institute, sponsored by the University of California at Davis. Under current practices, a commissioner is seated without information on the roles and responsibilities of the Planning Commission. The orientation should also include information on all planning policies.

In addition to an orientation program, the Planning Commission handbook needs to be updated. The Commission handbook should address procedures for conducting Planning Commission meetings.

4. The Planning and Development Department needs to report back with specific recommendations on City Council delegating responsibility for routine applications to Staff and Planning Commission.

The result of delegating routine items will expedite a portion of the application process and allow more time on the City Council agenda to evaluate applications that are more complex.

III. ORGANIZATIONAL STRUCTURE AND STAFFING LEVEL

- A. FINDING: THE ORGANIZATIONAL STRUCTURE AND STAFFING LEVEL OF THE PLANNING AND DEVELOPMENT DEPARTMENT HAS NOT ADJUSTED TO INCREASED RESPONSIBILITIES GIVEN TO THE DEPARTMENT AS WELL AS THE RAPID GROWTH OF THE COMMUNITY.

The Planning and Development Department has, since 1985, expanded its roles and responsibilities by the addition of the nuisance abatement and economic development functions as well as assuming environmental responsibility for all City projects. Compliance with Federal, State, local development guidelines has grown more stringent and have added to the responsibilities of the Department staff.

1. The organizational structure of the Department does not provide for strong management and administrative support, direction and oversight by the Management and Administrative staff.

The department has capable management and administrative staff through out the department but does not have a sound organizational structure to operate from. The findings by the Project Review Team are that the current organizational structure:

- a. Does not facilitate policy support, review and direction from the top management staff.
- b. The Administrative support functions are neither centralized nor decentralized. Divisions are told that they are responsible for their budgets but the expenditure control is maintained in administration.
- c. Does not foster interaction and communication between Divisions.
- d. Does not provide adequate oversight and control.

The current organization structure of the Department does not provide for strong management and administrative support. This has contributed to appearance of a Department that is disorganized.

2. The rapid growth of the community in recent years has created a need to focus more intently on the special concerns and interests of the neighborhoods within the community.

In December of 1990, the Department submitted a reorganization report for the Planning Division to Council which addressed staffing deficiencies and a change from functional specialist to neighborhood and community specialist on a geographic basis. The report was not approved. During the development of the report, and anticipating Council approval several internal organizational changes were made to facilitate the new organization. The Project Review Team finds that this has created:

- a. An organization in transition that is in between the old and new organization.
- b. A situation where the Advance Planning Unit does not have adequate supervision.
- c. Staffing levels that are not adequate to change from functional specialist to specialist by geographic areas.
- d. The Planning Division does not have an approved work program to guide the deployment and use of staff and

consultants in a comprehensive manner.

3. It is difficult to evaluate the adequacy of the Planning Division "line" staffing level.

The Planning Division does not maintain workload data. Staff workloads has not been quantified in terms in of staff hours. The workload of the Planning Division staff include: coordinating and processing entitlement applications, writing Council and Planning Commission reports, staff public counter, respond to request for information, attend community meetings, site visits and project follow-up. Staffing levels in the Planning Division have remained constant of the past years. With the addition federal, state and local compliance requirements staffing adjustments appear to be required. Without some measurement of the workload and a comprehensive work program, the level of staffing adjustments required to meet workload demands can not be determined. Discussions with the Division's management staff indicate a need for two addition line staff positions in both current and advanced planning sections.

B. RECOMMENDATION: THE DEPARTMENT NEEDS TO RESTRUCTURE ITS ORGANIZATION TO PROVIDE FOR GREATER POLICY REVIEW, DIRECTION AND OVERSIGHT BY THE DEPARTMENT MANAGEMENT TEAM AND TO ADJUST STAFFING LEVELS TO KEEP PACE WITH ADDED RESPONSIBILITIES.

1. The Project Review Team recommends that the Department Management team review the organizational structure used in other jurisdictions that utilize Deputy Directors instead of a single Assistant Director.

The Director and the two Deputies can divide the Divisions reporting to each based on commonalities of the Divisions and the need to interact. One Deputy would be over the Building Inspections and Neighborhood Services. The other Deputy would be over Planning and Environmental Service (see following organization charts). This reorganization of administration will facilitate greater coordination between operating divisions of the department. It will also increase the capability of the department to coordinate projects with other city departments and community groups. Given the current workload, coupled with the major planning projects focused on by the department (North Natomas, Union Pacific, Southern Pacific, R Street and Richards Bl. and Army Depot), the department needs increased management capabilities.

2. It is also recommended that the Department Management Team

consider consolidating the four separate central administrative functions, (personnel transactions, financial transactions, automation support, and administrative analyst), under the supervision of an Administrative Service Officer position and that administrative support staff be added to Building Inspections and Planning Divisions to support day to day administrative functions see (following organization charts).

3. In order to provide planning services that are more tailored to neighborhood needs, the current planning organization should be restructured along geographic lines with two service areas; north and south.

This organizational structure will develop a planning staff with broad based knowledge of all the issues and concerns of the area they serve. In addition the same planners who update community plan policies will be directly involved in implementing these same policies. The staffing requirements for this change is the addition of two positions (Principal Planner, Senior Planner) see following organization charts. Note: A Zoning administrator position is shown on the exhibit. This position is discussed in the application processing section of this report.

4. The Planning Division should develop a comprehensive, multi-year work program describing the work elements, tasks, schedules and resources needed to carry out its mission.

The work program should be reviewed by the City Council annually. As the Planning Division articulates its work program, it can then identify the staffing level required to meet time lines and priorities.

IV. CUSTOMER SERVICE

- A. FINDING: THE DEPARTMENT TENDS TOWARD A REGULATORY ATTITUDE WHICH HAS A PERCEIVED EFFECT OF PROTRACTING THE APPLICATION PROCESS.

The Department is charged with the responsibility of enforcement of the policies adopted by Council. A balance has not been achieved between this regulatory responsibility and the role of assisting the applicant through the application process. "Customer service" is a high priority for both the management and non-management staff of the department, but because of the emphasis on the regulatory aspects, Department staff is perceived as "road blocks" to the application process.

1. The Department does not exhibit a customer relations philosophy and

approach that includes assisting and supporting the applicant through the application process.

The emphasis of the Department has been on insuring compliance with adopted policy. Other aspects of application processing have not been emphasized. Absent are: commitments to deadlines, tracking of projects to keep the applicant advised, providing applicant with alternatives to get projects approved, and providing informational documents to the applicant as to adopted policies and guidelines, responsibility assignment and processing protocol.

2. The Department has limited funds for producing public information brochures and for customer relations training.

The amount of funds available for training and staff development is limited. This amount may be sufficient to maintain the current level of training and development but does not afford the Management Team the opportunity of incorporating some of the ideas that were observed in other jurisdictions. The Department does not have funds specifically identified for the development and production of public information brochures.

B. RECOMMENDATION: THE DEPARTMENT NEEDS TO ACHIEVE A BALANCE BETWEEN A REGULATORY AND A CUSTOMER SUPPORT APPROACH

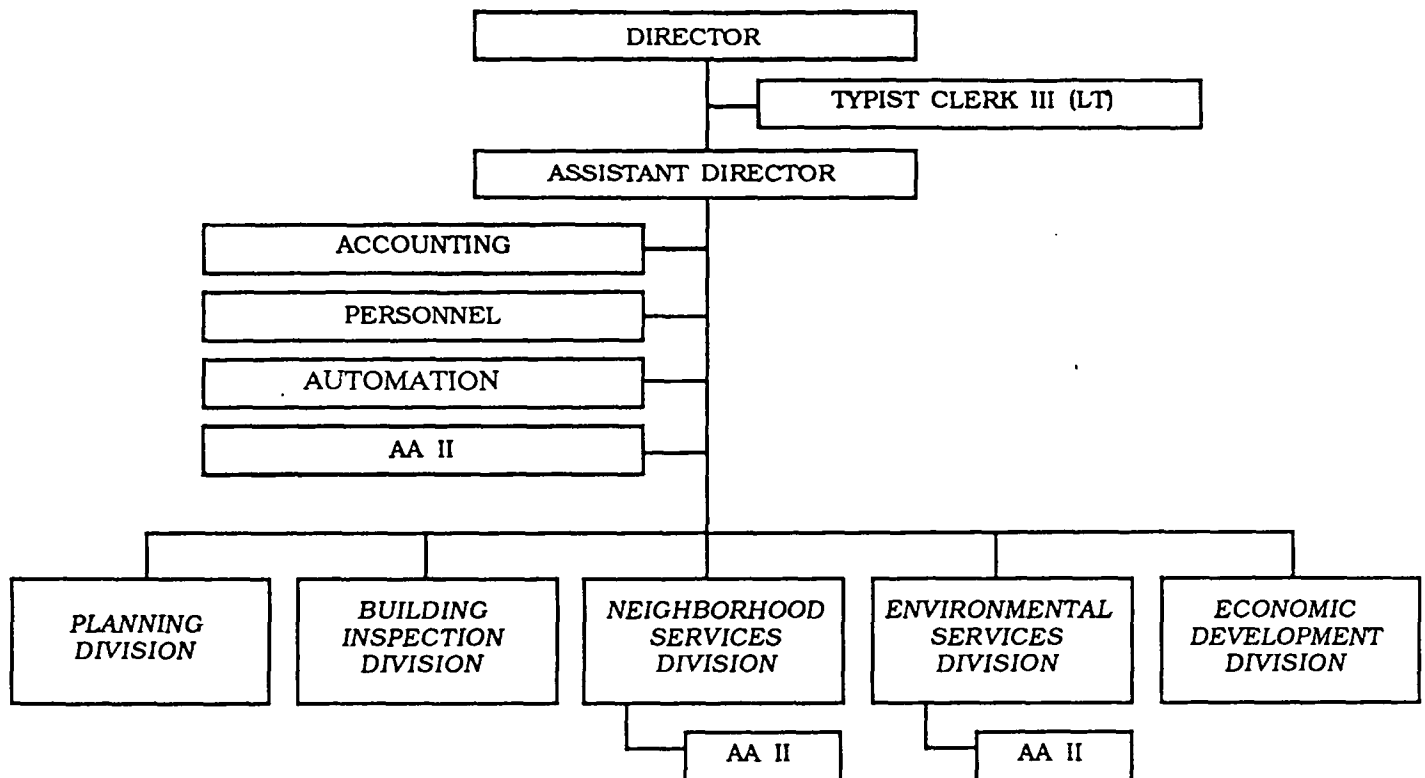
The Project Review Team recommends that the Department Management Team:

1. Review the City of San Jose Planning Department as a model. The City of San Jose's approach emphasizes:
 - o clear policy development
 - o annual update of the General Plan
 - o published development guidelines and real commitment to schedule
 - o project review protocol
 - o personalized customer service by appointment,
 - o strong commitment to quality public information documents
 - o intensive internal communication of issues top to bottom and a Department Director committed to external outreach programs to industry groups and major developers, environmental groups and neighborhood organizations.
2. Identify current department resources that are available for training and public information documents and identify what can be achieved within these resources.

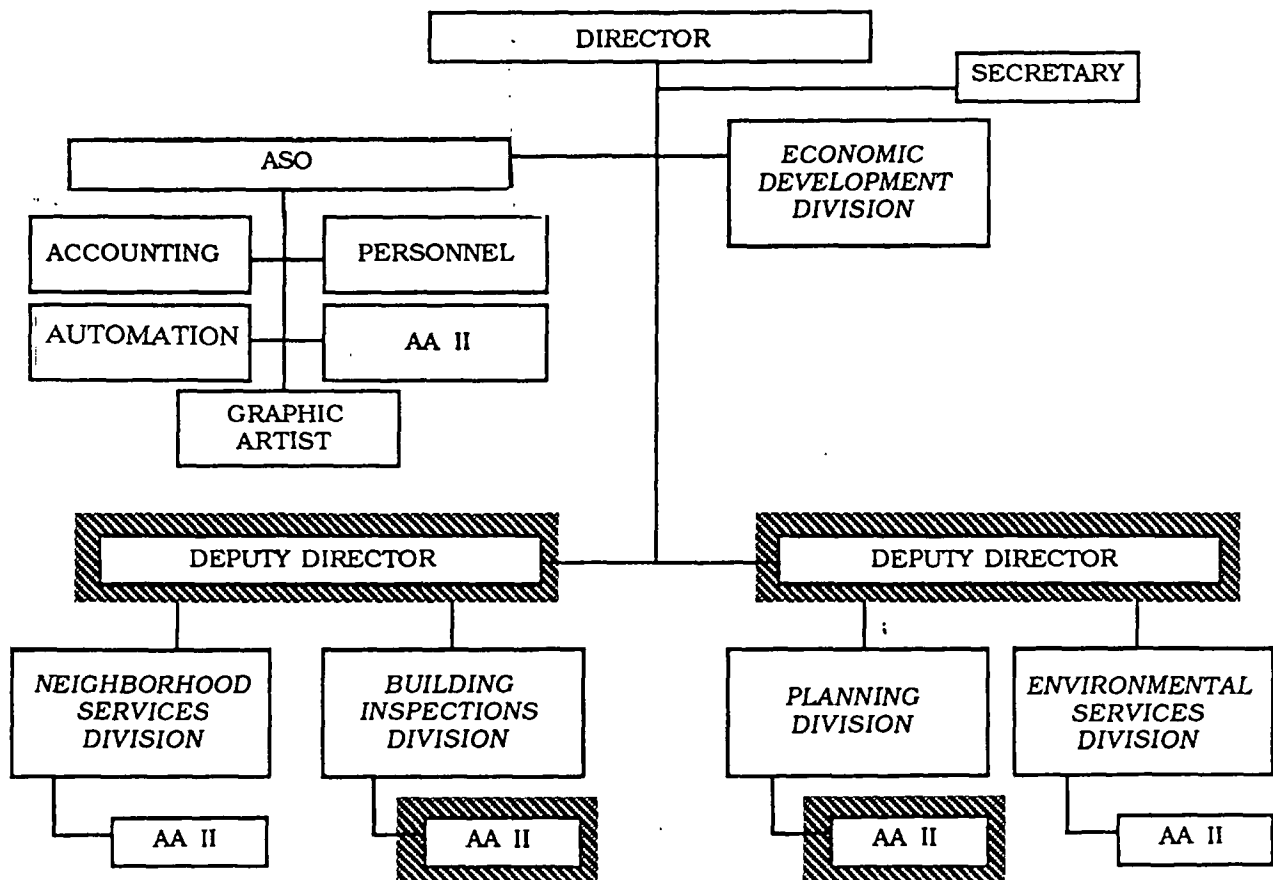
The Management Team should next identify what can be achieved with additional resources and alternative sources.

3. That the Department develop improved customer feedback mechanisms such as surveys and questionnaires for applicants as used by other cities.
4. That the Department routinely survey its own employees on what is working well and what is not.

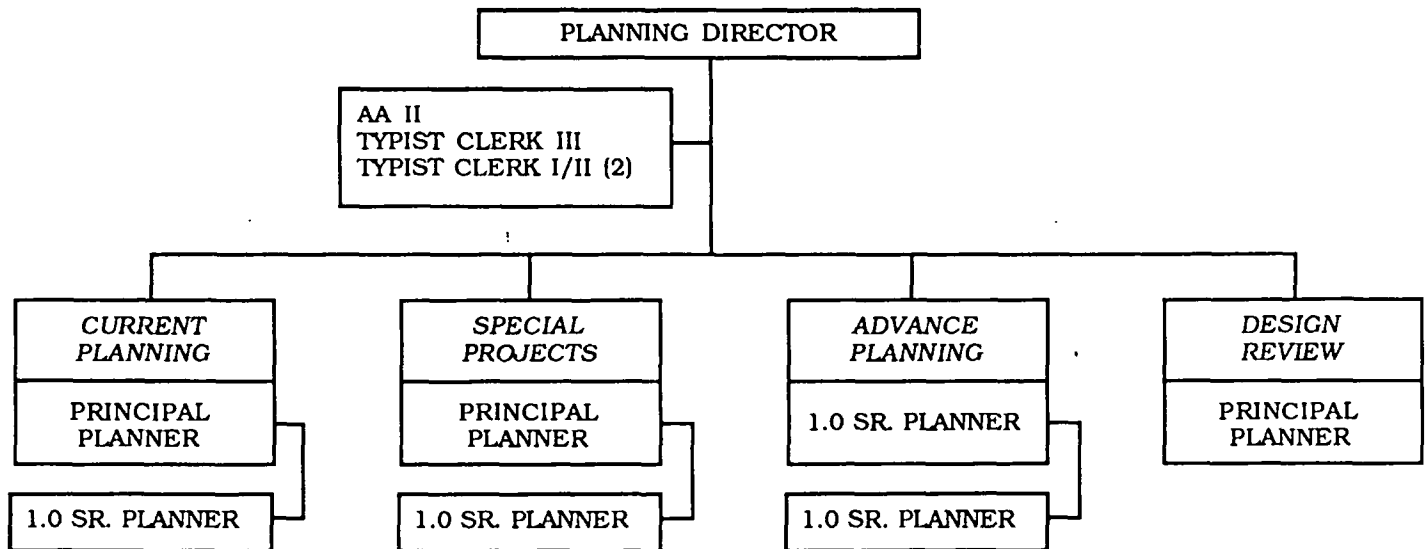
CURRENT ORGANIZATION



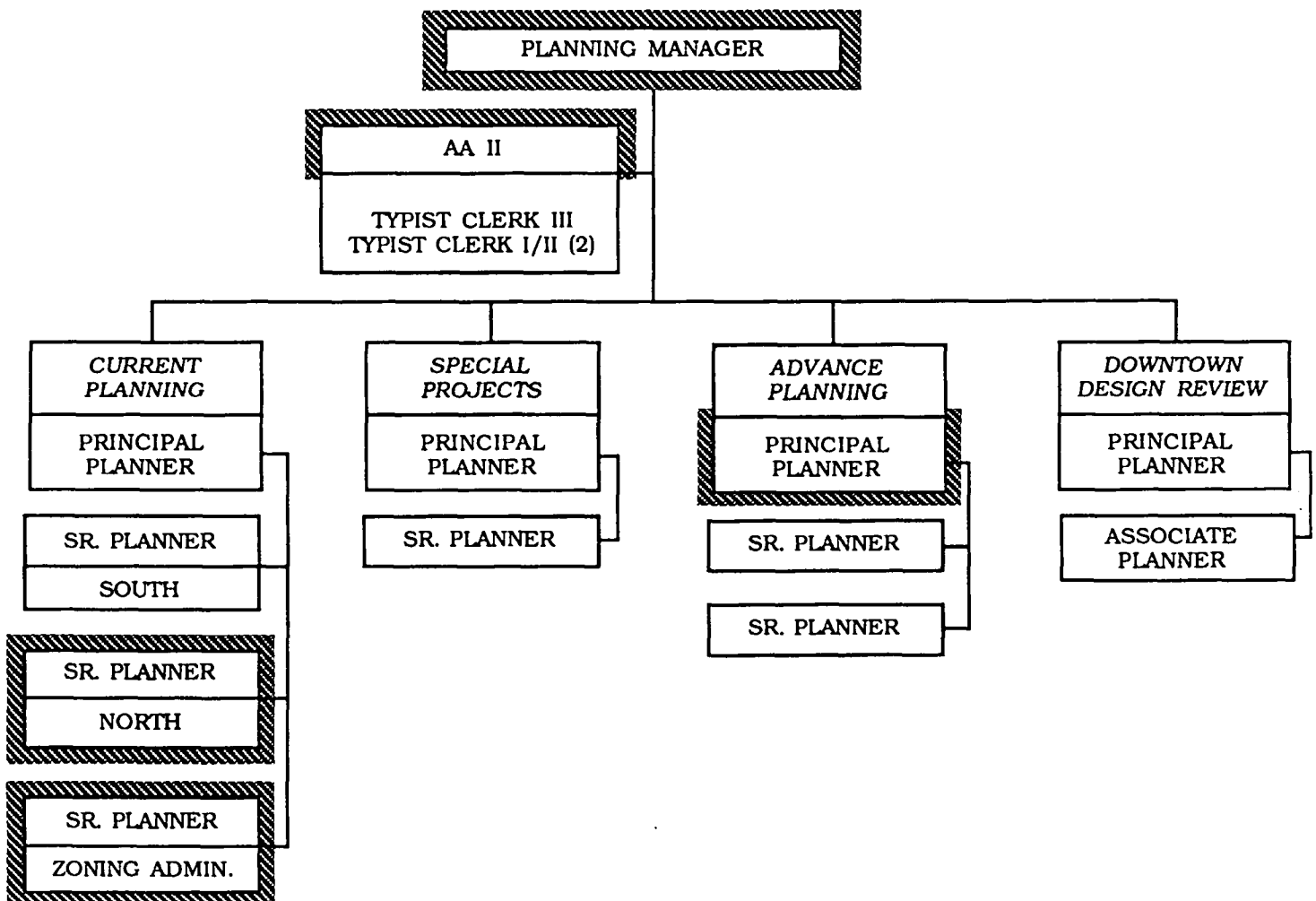
PROPOSED ORGANIZATION



CURRENT ORGANIZATION



PROPOSED ORGANIZATION



SECTION THREE

APPLICATION PROCESS

- I. Efficiency and Timeliness of the Entitlement Phase of the Application Process**
- II. Efficiency and Timeliness of Environmental (CEQA) Review**
- III. Application Process - Focus User Group Meeting**

I. EFFICIENCY AND TIMELINESS OF THE ENTITLEMENT PHASE OF THE APPLICATIONS PROCESS

A. FINDING: THE ENTITLEMENT PHASE OF THE CITY APPLICATIONS PROCESS, INVOLVING THE PLANNING AND DEVELOPMENT DEPARTMENT AND OTHER CITY DEPARTMENTS, AS REQUIRED, IS, AT TIMES, DYSFUNCTIONAL, INEFFICIENT, AND UNTIMELY.

The Project Review Team and the Application Processing Task Force have primarily concentrated on the entitlement phase of the applications process. The entitlement phase includes receipt of the application, review by the Planning Division for compliance with required guidelines and conditions, review by the Environmental Services Division for environmental issues, and then forwarding of the application report to the Planning Commission and City Council where required. For routine projects, projects requiring no special studies or any additional review, the City application processes generally work well. However, the process often breaks down for projects with significant issues, and projects where an issue is not identified early. There are a number of inefficient and ineffective steps in the Planning and Environmental Application Processes. This, along with a lack of communication and coordination among the Planning and Development Department Divisions and other involved City Departments, has contributed to the untimely processing of applications. Following are findings that have been identified as contributing to the delays in the processing of applications:

1. The application processing cycle creates time delays by not identifying issues/entitlement on some projects at the beginning of the process.

The existing process, along with the present workload, contributes to the lack of a thorough review and identification of issues early in the applications process. This can significantly increase the time required to process applications. Further, there is a lack of early "ownership" of projects by Planning and Development and other Department's staff. As a result, a project can proceed through a significant portion of the process before a detailed review is performed which identifies issues that result in the need for redesign, revisions, new entitlement, etc., thus causing significant delays in the processing of the application.

2. The lack of early identification of issues results in projects recycling through the process when significant issues are discovered late in the processing cycle.

As this cycle continues, staff workload is increased resulting in staff becoming less able to handle the increasing workload and, thus, delays are compounded.

3. The applications processing responsibilities of the Planning and

Environmental Services Divisions have occurred on a sequential cycle.

As an example, mitigation measures are presently not identified until the environmental document is near completion. This can cause additional delay since staff in other City Departments need to review the mitigation measures in performance of their responsibilities. Further, Planning conditions are not identified until after the mitigation measures are established.

4. After projects have been received, there is a lack of internal workload management between Divisions.

This occurs, in part, due to poor communication between divisions. The lack of timely information on the flow of projects between Divisions makes it difficult to manage workload.

5. A number of routine planning requests require research and reports to be written to the Planning Commission and City Council. Because of workload and other responsibilities, these items do not take a priority.

These routine items still take a significant amount of the Planners' and Planning Director's time to perform research and prepare reports and, as a result, there is a growing backlog of such requests. This is occurring during a period of recession and a lower level of entitlement activity.

6. There is a lack of Department wide project tracking and timely identification of status to applicants.

There are various methods of tracking used in the Department such as manual logs, several stand alone user written programs and consultant written software, however, there is no coordination between these systems to provide Department wide information or access. Additionally, none of these stand alone systems provide inquiry access for other Departments such as the Public Works Department.

7. Although design guidelines do exist for a few specific geographic areas and design types, there is a lack of comprehensive Citywide design guidelines for each major category of application.

Additionally, there is a lack of documentation of Council Policy. This means applicants do not have guidance and standards in the preparation of project plans. Further, this results in a great deal of uncertainty by Council and staff on a project by project basis.

8. Planners are required to spend a significant amount of time in administrative and clerical functions, rather than working on projects.

This is required to a certain extent as a result of a lack of administrative and clerical support, support functions being located on different floors, clerical staff not being properly supervised, and a cumbersome project filing and micro fiche system.

9. There has, in the past, been a lack of communication, coordination and teamwork among the Department's Divisions.

This is a rapidly changing condition. Still, the Project Review Team cannot emphasize enough how critical this issue is to the success of the Department. Customers expect to deal with a unified City and should not have to feel like the process is a gauntlet of separate Departments and Divisions.

10. The public is helped at the counter on a first come first serve basis. As a result, applicants are at times required to wait for long periods for assistance. This gives a negative impression of customer service to the applicant.

B. RECOMMENDATION: THE DEPARTMENTAL APPLICATIONS PROCESS SHOULD BE COMPLETELY REVIEWED AND EVALUATED FOR THE PURPOSE OF PROMOTING AN EFFECTIVE AND EFFICIENT CUSTOMER SERVICE ORIENTED APPLICATIONS PROCESS.

In an effort to address a number of the findings indicated above, the Planning and Development Department has created an Applications Processing Task Force made up of individuals from Planning and Development's Administration, Planning, Environmental, and Building Inspections Divisions, as well as individuals from Public Works, and the City Attorney's Office. The Task Force is reviewing the applications process in three phases. Phase I, the entitlement process, is near completion, while Phases II and III, the design review process and the building implementation process, will be reviewed in the coming months. Following are recommendations resulting from this Task Force and from the Planning and Development Project Review Team:

1. The project review functions, currently performed late in the applications process, should be moved to the beginning of the process.

A commitment to early "ownership", by the responsible Planner ("Project Manager") as well as all involved City Departments is needed. A thorough review and identification of issues that could cause delays, if identified later in the process, is required for this step to be successful. It should be recognized that there are, on occasion, additional review requirements of outside agencies that are beyond the control of City staff.

2. Parallel tracking/processing of the applications through the Planning and Environmental review processes should be implemented wherever

feasible and appropriate.

A sub-committee of the Applications Processing Task Force has been created to review and address the process of parallel processing. The sub-committee has recommended the following:

- a. Changing the Pre-City Planning Commission meeting to the Early Staff Review Meeting, staffed by Citywide staff involved in the development process. The purpose of this meeting will be to identify issues early in the process.
 - b. Create a Policy and Technical Review Committee consisting of management staff that are actively involved in the review/monitoring of projects. The role of the Committee would be to 1) provide City Council/City Manager with information on key policies that would be applicable to "conceptual" major projects under consideration by property owners/developers; 2) Provide a policy review of projects which are designated to undergo the "staff early review" process; and 3) Provide a policy review and staff position on those projects determined to need policy direction.
 - c. Move the identification of mitigation measures/conditions of approval to earlier in the process to enable staff to review and revise..
 - d. Create a "team" approach in which staff benefits from other staff.
3. A Department wide project tracking system, with inquiry access by other City Departments, should be developed.

Projects should be tracked from the receipt of the application throughout the entire process. Additionally, the tracking system should provide timely information for the purpose of determining points of delay and provide timely status information to applicants upon request.

4. A system of communication among the Department's Divisions should be established for the purpose of informing one another, on a timely basis, of upcoming workload and projects.

Consideration should be given to a simple communication tool such as weekly logs of projects to be released/returned during the next period. Such a tool would provide valuable information to be used in workload evaluation and assignment.

5. Consideration should be given to creating a Zoning Administrator

applicants' process through the Planning and Development Department.

The survey should provide information to evaluate the full applications process. Responses should be reviewed and utilized for evaluation of the effectiveness of various stages of the processing cycle.

12. Consideration should be given to committing to published processing schedules for certain types or categories of applications.

Concurrent with such a commitment, improved workload management techniques will be required.

13. The Project Review Team recommends development and adoption of an application processing internal protocol similar to what is used in San Jose. (See Appendix C)

II. EFFICIENCY AND TIMELINESS OF ENVIRONMENTAL (CEQA) REVIEW

A. FINDING: A PERCEPTION EXISTS THAT THE ENVIRONMENTAL SERVICES DIVISION IS OVERLY CAUTIOUS IN ENVIRONMENTAL REVIEW, IMPOSES UNREALISTIC MITIGATION, REQUIRES UNNECESSARY STUDIES, AND THE PROCESS HAS BECOME CUMBERSOME REQUIRING TOO MANY STAFF.

In addition to review performed by the Project Review Team, a CEQA Risk Assessment Committee, made up of individuals from the Environmental Services Division (ESD), City Attorney's Office, and other City Departments, was formed to address the above concerns. Additionally, a "user" group, made up of selected industry representatives, met to discuss the entitlement process, including environmental review, on September 19, 1991. As a result of the Project Review Team review, Committee review and "user" group meeting, the following findings and observations have been made:

1. The City Attorney's office believes that the environmental documents prepared by ESD are legally adequate.

The City Attorney's role ends with answering the question of legal adequacy. Beyond this threshold, what is included in the environmental review is a policy question. However, it is fair to say that the entire area of CEQA compliance is spongy terrain; often there are no bright line tests. Given this basic fact, ESD's approach is reasonably prudent and not overly cautious.

2. A random review of 56 Negative Declarations released during a four month period revealed the following completion statistics:

<u>Weeks to Complete</u>	<u># of Projects</u>	<u>%</u>	<u>Cumulative*</u>
0- 4	16	29%	29%
5	6	11%	39%
6	6	11%	50%
7	4	7%	57%
10	2	4%	61%
15	8	14%	75%
16+	14	25%	100%

* Percentages are rounded up

These private applications do not represent the total number of projects reviewed by the Division during the four month period. Categorical exemptions, which take a short period of time to process, City CIP's and EIR's are additional projects processed by the Division that are not reflected in the above statistics.

The Environmental Services Division is a reasonably new unit, and only recently has the Division been fully staffed and trained. The time it takes to complete environmental reviews has been significantly decreased by ESD since additional staff was hired one year ago. The time to complete a Negative Declaration has been decreased significantly compared to three years ago. Twenty-five percent (25%) of the projects processed by the Division take longer than the currently desired bench-mark of sixteen (16) weeks. This is due to a number of items:

- a. A dysfunctional application review process for the Department in general.
 - b. A lack of early identification of issues by other responsible parties.
 - c. Receipt of incomplete information.
3. In an effort to identify when the processing of a project is taking too long, the Division has established completion milestones based on the current environmental review process and experience to date.

While the Environmental Services Division continues to search for ways to improve efficiencies and decrease processing time, the current established milestones are eight (8) weeks or less for routine projects, sixteen (16) weeks or less for mid-range projects (up to three, simple studies) and twenty (20) weeks or less for complex, long-range, projects that require multiple studies and numerous mitigation measures before a Negative Declaration can be issued. Categorical exemptions should take no longer than two (2) days, while EIR's should take between eight (8) to sixteen (16) months depending on the complexity. These milestones represent only the time to complete the document, not the time required to get through the public hearings on the project.

4. Although the Division has had little difficulty getting applicants to sign the mitigation agreement and very few applicants have contested preparation of special studies, it is difficult to measure the satisfaction of the applicant since there is no formal customer feedback mechanism at the conclusion of the entire entitlement process.

Although there is an appeals process, for environmental review decisions, available to the applicant and the Division has received a minimal number of complaints directly, concerns continue to be expressed to Council members and the City Manager's Office. Without a formal feedback mechanism at the conclusion of the entire entitlement process, it is difficult to determine an applicant's level of satisfaction and the opportunity to receive

input for improvement is lost.

5. The Site Visit Team that visited other jurisdictions noted that, except for the County of Sacramento, in comparison to the City of Sacramento, the other jurisdictions visited had significantly less staff dedicated to the environmental review process and did not appear to place as high a level of emphasis on the environmental review process.

The staff size of the City's Environmental Services Division, nineteen (19), is about the same relative size, considering population, development, and growth, as that of its counterpart in the County of Sacramento which includes fifty-two (52) staff. Visits to other cities found that these cities had fewer environmental staff and approached environmental review in various ways, all of which are different than the City of Sacramento. For example, one city has only one environmental staffer, choosing instead to allow the developers to produce reviews on their own projects. This approach would most likely cause problems in Sacramento, with several active watchdog groups. None of the cities visited (San Jose, Long Beach, Fresno, and Riverside) appear to have the growth issues juxtaposed against the protection of the natural environment to the degree that the City and County of Sacramento have, nor do they have the experience with (1) location at the convergence of two scenic rivers, (2) existing historic downtown residential areas, (3) flood and air quality problems and (4) growth pattern. Therefore, while the staffing level of the Division is higher than that of the cities visited, the sensitivity of the community to environmental issues and the type of issues are significantly different causing difficulty in performing meaningful comparisons.

6. The Division presently evaluates projects in an effort to keep the use of costly and time consuming Environmental Impact Reports (EIR's) to a minimum.
7. The Division began writing EIR's in-house about ten (10) months ago to eliminate the excessive time it took to conduct the RFP for consultants and later review and correct their work.

This appears to be saving a minimum of four months and potentially may avoid up to seven months in delays. Projects which three years ago took up to two and one-half (2 1/2) years to complete are now scheduling out at 10 months.

8. Division management systematically review areas where procedural changes, master studies, or other mechanisms can be put in place to reduce the number of studies required to generate data for use in environmental documents.

Some of these changes will be seen by Council in the next few months

are: 1) infill standards that reduce noise studies and most environmental review, 2) a regional Swainson Hawk study and mitigation plan, 3) in-house air quality and noise modelling, 4) a cultural resource database and 5) an "absorption model" that can be quickly and inexpensively updated for downtown traffic modeling. The result of these changes will be that fewer individual projects will have to pay significant fees for a study and can instead take advantage of work already done.

9. The Environmental Division Management is very professional and clearly is making steady improvement in the environmental review process.

However, in the absence of bench-marks for comparison, the Project Review Team continues to have uncertainty over whether the level of environmental risk assessment utilized is appropriate for the City of Sacramento, that the desired turn around periods are what they need to be or that feedback mechanisms from the applicants are reasonable.

B. RECOMMENDATION: ADDITIONAL CONSIDERATION, RESEARCH, AND REVIEW SHOULD BE PERFORMED ON THE LEVEL OF ENVIRONMENTAL REVIEW RISK ASSESSMENT AND DESIRED TURN AROUND TIMES APPLIED BY THE CITY OF SACRAMENTO.

1. Following the implementation of process modifications recommended by the Applications Processing Task Force and Project Review Team to create efficiencies in the process, the Environmental Services Division should determine the impact of these changes on the established processing time completion milestones by project type, i.e., categorical exemptions, negative declarations, and full EIR's.

The milestones should be continually reevaluated and updated to reflect improvements in efficiencies in the environmental review process. These completion milestones should then be communicated and utilized as a measurement tool to monitor the efficiency of the environmental review process.

2. A formal customer feedback mechanism should be developed for the entire entitlement process, including environmental review, to promote the receipt of feedback from applicants upon the completion of the process.

Such a tool should be beneficial, providing input for the evaluation of the entire entitlement process and each separate phase.

3. Evaluation and monitoring of the environmental review process, its effectiveness and efficiency, the level of risk assessment utilized, etc., should continue to be an on-going process, especially since the ESD is

still a relatively new Division and modifications have been and are continuing to be made.

4. The Environmental Services Division plans to present mid-year and year-end status reports to Council on all projects that have been through the environmental review process.

This will allow Council to evaluate the performance of the Division and to ask project specific questions.

5. The Division has revised procedures to resolve the complaints received on mitigation plans.

Where the applicant does not agree with mitigation measures, the Division has revised the process to allow the project to be put on the City Planning Commission or Council agenda without delay and to highlight for the decision makers that there is disagreement. This revised process has been in place for nine months.

6. Given the newness of the Division, the Project Review Team recommends that the Division continue to work on the following objectives:

- * Streamline and report on the time it takes to complete the environmental process.
- * Monitor the number and types of reviews conducted for timeliness.
- * Expand on the customer feedback mechanisms available.

III. APPLICATION PROCESS - FOCUS USER GROUP MEETING

A. FOCUS USER GROUP MEETING

In an effort to solicit input from users of the Department's entitlement process and areas being considered for change/improvement, two meetings were scheduled with industry representatives. The first of these meetings, Development Focus Group Meetings, was held September 19, 1991 while the second was held on October 17, 1991. These meetings included a representative mix of industry representatives, land use attorneys, and developers.

A third group meeting will be held within the next sixty (60) days with the environmental and neighborhood groups. City Council members will also be invited to attend this meeting.

Additionally, a survey questionnaire was distributed to those invited to attend the Focus Group meeting. The questionnaire requested responses to a questions relating to the applications process and building inspections.

As part of the Focus Group meeting, Planning and Development staff gave presentations concerning the current applications, entitlement, process and items being considered to modify and improve the process. During and subsequent to these presentations the opportunity was provided for those in attendance to ask questions and make comments regarding the process.

B. FOLLOWING IS A LISTING OF SUGGESTIONS AND COMMENTS MADE BY THE INDIVIDUALS IN ATTENDANCE AT THE FOCUS GROUP MEETINGS:

SEPTEMBER 19, 1991:

- 1) Include City Attorney staff in all preliminary reviews to provide legal input in areas where necessary and to clarify planning entitlements and the judgement call regarding how far to go in the application of CEQA requirements. The individual's view is that staff is too strict in their application of special studies.
- 2) Should consider design requirements in the preliminary review, it becomes a very key issue on large projects.
- 3) Why do minor/routine items have to go before the City Council?; When consistent with the codes etc., why take to Commission or Council? Why not approve them at Sub-Division Review Committee?; It takes 6 to 8 weeks extra to go to City Council.

- 4) Will there be public guidelines for determining routine vs. non-routine projects?
- 5) If the Zoning Administrator sat on SRC and approved items there, it would have to be a public meeting of the SRC but would shorten the process.
- 6) Where would a Zoning Administrator sit in the organization?
- 7) Streamline the RFP process for EIR consultants.
- 8) Duplicate systems exist, application and fees, in such areas as merger and lot line adjustments. First required to proceed through the Planning and Development system and then through the Public Works system. Should be some means of using the application information from one to handle the second without total duplication of information and process.
- 9) In other jurisdictions, the opportunity is provided to meet with appropriate staff from Planning and Development, Public Works, etc., to discuss the project which has helped to expedite the process. Allows opportunity to clarify issues. Meetings were scheduled for a specific day and time.
- 10) Early review meetings, before submittal of the application, are very useful on large and complex projects, expanding these meetings would be beneficial.
- 11) To the extent possible, parallel processing will help speed up the time.
- 12) Good that Council wants to know what is going on early in the applications process. It is frustrating when City Council Members are hearing an item for the first time at the Council meeting and begin imposing new conditions.

OCTOBER 17, 1991:

- 1) Will a document, draft of the Outline Staff Report, be distributed to the applicant early in the process outlining the issues identified?
- 2) By adding concurrent processing and the Technical Review Committee, will identification of alternatives, etc., be noted earlier in the process? Important to at least know the concept up-front to allow the applicant an opportunity to come up with alternative mitigation measures and not be required to do so at the end of the process.

- 3) Would be helpful, if towards the end of the process, the applicant was allowed to review the staff report in draft prior to it leaving Planning and Development to allow correction of errors and eliminate the need for correction at the time of the Planning Commission and/or City Council hearing.
- 4) Following discussion of the consideration being given to including applicants in the early policy review process, the following comments were made:
 - Seems that it would be a good idea to include applicants in this process.
 - Don't think that the process will work without the involvement of the applicant. The applicant doesn't want the application to go into a "black box" of a committee with items coming out of it for which the applicant had no opportunity to provide input or make comment.
- 5) Everyone is looking to reduce the processing time, however, don't want to see weeks or months of staff time spent in an area which could have been clarified with earlier involvement of the applicant.
- 6) Want to minimize confrontation and errors caused by misinterpretation. Want to clarify and talk about alternatives up-front and have input prior to staff taking a stand.
- 7) Exclude smaller projects from the applicant early review participation and allow more time for input on larger/controversial projects.
- 8) What is needed is dialogue. Many times an applicant will be flexible but can't be without dialogue.
- 9) Concern with the Council early review process: If Council does not give the okay go on with a project, can an applicant still proceed without Planning and Development staff having an attitude of "why are you here?" and not giving the project their full effort to work things out, mitigate issues, and come up with other alternatives.
- 10) Request that this group be on a mailing list indicating when various procedural items are going before the Council
- 11) Thinks this process has been great, however, wants to express that they are looking for a flexible process. Want some structure but not so much that it isn't flexible. Would like opportunities to present projects without errors or misrepresentations. Need the opportunity to be involved and

clarify items up front.

- 12) Why is the City Council reviewing/handling so many routine items?

SECTION FOUR

FISCAL CONTROL

- I. Department Finance and Revenue Functions**
- II. Budget and Cost Recovery**

I. DEPARTMENT FINANCE AND REVENUE FUNCTIONS

A. FINDING: THE PLANNING AND DEVELOPMENT DEPARTMENT'S FINANCIAL MANAGEMENT FUNCTIONS AND RESPONSIBILITIES ARE FRAGMENTED. SOME OF THE REVENUE CHARGING MECHANISMS ARE INCOMPLETE, AND CASHIERING CONTROLS ARE IN NEED OF IMPROVEMENT.

Department Management has not emphasized the importance of financial management and control. The Project Review Team has noted the following financial management and revenue function weaknesses:

1. Department wide financial management is fragmented, therefore, financial information and performance is not adequately monitored or reviewed.

The major financial functions of the Department, C.I.P., revenue forecasting, expenditure budget development, accounts payable, and payroll are each performed by a separate individual without any department wide oversight. This causes a lack of coordination and direction on financial matters. Further, some of the Divisions do not have staff trained in the financial aspects of the department, revenue and budget monitoring is not occurring in all areas on a regular basis, financial activity information is not obtained and utilized in all cases, and the City financial system is under utilized as a source of financial information. As a result, there is a lack of a department wide commitment to, and vision of, financial goals, monitoring and oversight and a lack of support and accountability

2. The Planning Division revenue billing and collection process includes a number of weaknesses.

After charging an initial fee covering a set number of hours, an hourly billing system is utilized to recover the cost of additional hours. This system has a number of weaknesses:

- a. The initial amounts collected are not established at an amount adequate to recover the total costs associated with the processing of an application.
- b. Advanced Planning hours spent on Current Planning projects are not always billed, or billed on a timely basis.
- c. Final billing of excess hours is untimely. The applicant generally receives the final bill 1 to 3 days before the scheduled Planning Commission hearing, by which time final payment is required.

- d. Billable hours incurred after the project file is submitted for inclusion on the Commission agenda, are not recorded and billed. Such hours are incurred for various reasons and, at times, can be quite significant.
 - e. Because of the administrative difficulties associated with implementing a full hourly billing system, Planner time sheets are not very reliable.
3. The Permit Services revenue system monitoring controls are incomplete.

Permit fees are calculated manually and are not regularly reviewed. Calculations of square footage, valuations etc., which are used to establish rates charged, are not routinely checked. Additionally, with a manual system, it becomes increasingly difficult to identify fees associated with specific geographic areas.

4. The Department does not have a complete cashiering procedure/training manual.

Revenues received are periodically posted to the wrong revenue account. Multiple person access to the cash register results in a lack of accountability. Further, when the counter remains open late one night a week, there is no Cashier on duty to receipt payments as they are made. These collections are held for proper recording until the next morning. Additionally, Environmental Services payments are made directly to the Division rather than to cashiering which results in an unnecessary step and additional handling of funds in the collection process.

5. Due to the heavy workload and staffing vacancies, there are occasions when Environmental Review work is contracted out to consultants.

The costs of such services are passed through to the applicant. However, overhead costs associated with administration of the consultant contract and review of the consultant report are not fully recovered. Additionally, although the Environmental Services Division's billing system appears to be performing effectively, this is a separate system and others in the Department have obtained little knowledge of the Division's billing procedures and process in the event this process needs to be temporarily performed by other staff.

B. RECOMMENDATION: DEPARTMENTAL FINANCIAL MANAGEMENT AND REVENUE CHARGING MECHANISMS SHOULD BE STRENGTHENED THROUGH DEPARTMENT WIDE COORDINATION, DEVELOPMENT, AND IMPLEMENTATION OF STANDARD PROCEDURES.

The following recommendations are made by the Project Review Team to strengthen the financial management and revenue charging mechanisms of the Department:

1. Department Management/Administration must take a stronger role in providing direction and oversight of the Department's financial matters.

The roles and responsibilities of the various financial functions should be specifically assigned and coordinated Department wide and in each of the Divisions. Further, Divisional financial responsibilities, i.e., revenue and expenditure monitoring, reaction to workload changes, timely reporting of Divisional activity, cost recovery responsibilities, etc., should be communicated, coordinated and required. Additionally, Department staff in Administration and the Divisions should be trained on the use of the financial tools available in the City for performance of these responsibilities. Finally, no significant financial controls/procedures should be implemented until they have been reviewed by the Finance Department.

2. Flat rates by project type, sufficient to cover the hours typically spent, should be established by the Planning Division.

The flat rates established should be charged upon receipt of the application and eliminate the need for later billing on most projects. On an exception basis, where a project requires additional hours beyond the Commission hearing, these hours could be recorded and billed as is appropriate on an established (i.e., monthly) basis.

3. Consideration should be given to automating the Permit Fee and calculation process to ensure correct calculation and inclusion of all applicable fees.

Until this can be accomplished, procedures should be established for the regular review of significant fee calculations by a second individual to ensure accuracy and consistency in the calculations. Additionally, decision files including as much information as possible regarding geographic areas, special fee charges, etc., should be made available to the staff performing this function.

4. A cashiering procedures/training manual, with specific processing procedures and department guidelines for cash handling and receipt,

II. BUDGET AND COST RECOVERY

A. FINDING: DEPARTMENT MANAGEMENT HAS NOT BEEN SUFFICIENTLY ATTENTIVE TO COST RECOVERY AND BUDGET BALANCING ON A PROGRAM LEVEL.

The Project Review Team's review of the Planning and Development Department's finances and budget revealed several problematic conditions. Department management has not responded to shortfalls in revenues with appropriate reductions in expenditures. Instead, the focus of expenditure budget monitoring has been on the department as a whole which obscures the important distinction between fee-supported vs non-fee supported activity/expenditures.

1. Fee-contingent Appropriations (e.g. contracted plan checking, fee supported FTE, etc.) Have Been Used for Non-Fee-Supported Activities and Expenditures.

In FY 1990-91, several budget units in the Department met budget only by virtue of unspent consultant services budget - which are fee dependent. Fees for services and workload demands fell below budget. Consequently, while service to the fee-paying customer was not reduced, expenditures exceeded budget for other non-fee supported activities. In effect, consultant services budgets for plan checking services are being used to balance overages elsewhere. However, the revenue which was supposed to support the budget never materialized. This resulted in a net adverse impact on the General Fund.

2. Budgets for Fee Supported Activities Have Not Been Effectively Managed in Response to Revenue Activity, Budget Limitations or Shifts in Workload.

In FY 1990-91, despite a significant shortfall in Building Permit Revenues, there were substantial expenditures for contracted plan checking. One response to the reduced revenues should have been the elimination of contract plan checking.

The Department's FY 1990-91 Revenues were \$1.4 million under budget. Yet, Services and Supplies budgets (especially in Administration, Planning and Building Divisions) were overspent. Further, while the shortfall was absorbed on a Department-wide level (total Department expenditure savings exceeded the total revenues lost in the Department), certain organizations and divisions showed substantial revenue losses beyond budget savings. Several Divisions showed significant overruns and negative impacts on the General Fund.

3. In Part, the Lack of Budget Monitoring, Management and Oversight Has Resulted From Confusion and Disagreement as to Roles and Responsibilities Regarding Budget and Fiscal Matters.

Roles and responsibilities with regard to budget monitoring and management are not adequately defined in the Department. There is disagreement and confusion between divisions and department administration and among individual staff. In most cases division managers have not been held accountable for budget management, have not been given adequate tools to perform this function and have been excluded from decisions on fiscal matters pertaining to their areas. Conversely, some division managers have failed to assert themselves in these areas, relying instead upon an Account Clerk in the Director's Office for assistance. This dependence has been perpetuated by the fact that key staff (including division managers) are - at best unaccustomed to using - and worst unaware of - the fiscal management tools available to them.

As noted in the Management and Organization Section of this report, Divisions have been told that they are responsible for their budgets but the control of many expenditure decisions has remained in Administration.

4. Several Divisions in the Department are Now Aggressively Pursuing Cost Recovery Strategies, Redesigning Fees and Closely Examining Their Budgets.

As in most cities, the Building Division has been able to recover most of its full costs from fees and charges. The Division has periodically adjusted its fees in order to recover full costs.

This fiscal year, two other divisions are displaying substantial interest and effort in both responsible budget management and cost recovery. The Environmental Services and Neighborhood Services Divisions are both actively pursuing cost recovery strategies and improving their attentiveness to budget management. Further, the budget management problems described above have not been as apparent in these two divisions.

B. RECOMMENDATION: FISCAL MANAGEMENT PRACTICES IN THE DEPARTMENT SHOULD BE STRENGTHENED THROUGH MORE ACTIVE INVOLVEMENT OF DIVISION AS WELL AS DEPARTMENT LEADERSHIP.

The Project Review Team recommends that the budget and fiscal management practices of the Department be strengthened by taking the following steps

1. Clarify roles and responsibilities with regard to budget and fiscal matters.
2. Focus on budget balancing at the organization and program level, distinguishing fee-supported from non-fee supported programs.
3. The Department Director should hold Division Managers accountable for the fiscal and budget management of their divisions.

4. Maintain communication between department administration and divisions in matters which pertain to their budgets.
5. Emphasize "cost recovery" strategies in all programs.
6. Train division and administration staff with budgetary responsibilities in the use of the City's financial information system which is accessible through the mainframe. Make all management staff aware of the fiscal management tools available.
7. Develop new systems and procedures which tie revenue and cost recovery directly to the building cycle and workload management. For example, if the economy is moving into recession and building activity is declining, fiscal control and management should adjust to these changing conditions.

SECTION FIVE

TECHNICAL REVIEW

- I. Department Automation
- II. Telephones (Communication Systems)

I. DEPARTMENT AUTOMATION

A. FINDING: THE DEPARTMENT DOES NOT HAVE A COMPREHENSIVE STRATEGIC AUTOMATION PLAN AND, THEREFORE, IS LACKING DIRECTION ON MAJOR AUTOMATION COMPONENTS AND ANALYSIS NECESSARY TO SATISFY MISSION CRITICAL GOALS.

Due to the lack of a comprehensive strategic automation plan in the Department, the systems and applications in use are incomplete, inconsistently utilized, and do not address all of the Department's automation needs. Following are findings that have been identified in the area of Department automation:

1. There is a lack of a comprehensive strategic automation plan in the Department.
2. Due to a lack of a strategic automation plan, the preparation for the implementation of the Local Area Network (LAN) and its growth has been reactionary.
3. The Billable Hours/Project tracking system being developed, false started and is questionable regarding its benefits when compared to its costs for development.
4. The Department is currently unable to track and locate files which hampers staff productivity.
5. There is a lack of formal records management and an organized filing system for case files.
6. Some staff do not have easy access to a microcomputer for use which results in different work products and has a negative impact on productivity.
7. The Current Planning Section of the Planning Division does not have a sufficient number of microcomputers to efficiently perform their responsibilities. While the Current Planning Section is responsible for preparing reports for the Planning Commission and the City Council, a number of the Planners are without direct access to a computer which is necessary for the efficient preparation and completion of these reports.
8. There is a lack of an overall understanding of each user's needs.
9. There is insufficient standardization in the Department's use of automation.

B. RECOMMENDATION: DEPARTMENT AUTOMATION SHOULD BE REASSESSED AND COORDINATED THROUGH A COMPREHENSIVE MASTER PLAN.

The Project Review Team proposes a number of recommended actions regarding computer systems within the Department. These recommendations include the following:

1. A comprehensive Master Plan needs to be developed which includes work flow studies and provides information and the means to streamline the overall organization through automation.

The Master Plan should include the implementation Plan of the basic infrastructure needs and standardization. After the basics are satisfied, the next phase of the plan should be a detailed description of the programs for the LAN.

2. A regular Departmental steering committee meeting, composed of the automation support and the Division Managers, should be held with Data Management to review the Plan's project activity as well as to receive updates on mainframe projects.

3. The basic infrastructure of the LAN needs to be completed prior to adding any additional microcomputers to that LAN.

In the interim, any microcomputers added can be stand-alone, but connected to the mainframe for eMail and calendaring and other on-line access.

4. The Local Area Network User Handbook needs extensive additions to thoroughly document the system.

The handbook should set the standards for managing files and data. More effort needs to be made to inform staff of changes, additions and plans for the LAN.

5. Mainframe software for Citywide monitoring of the planning, environmental, and permit processing activities needs to be acquired for the Department.

This is a major need of the Department, and others such as Public Works, and should handle the tracking of the various stages of the process and issuance of the various permits. The software should also calculate and track the collection of fees and manage the scheduling and reporting of all inspections. In addition to acquiring the above software, an integrated automated inspection scheduling system is needed to allow an applicant's use

of a touch tone phone to call for inspection request or results.

By automating the schedules, phone calls, research time and tedious preparation of inspection logs their manual preparation can be eliminated or substantially reduced while service to the applicant will increase.

6. Text management software, residing on the mainframe, should be examined for storing large drafts of reports which are reviewed by multiple departments/entities.

Further, standard report formats, including the usage of fonts, should be addressed and documented for all staff members that use word processing software.

7. A Department wide records management program should be organized and developed with specific assignment of records management responsibility.

Formal guidelines should be developed for the handling and archiving of files. Standards and guidelines must be developed for the Department which will be compatible with the rest of the City.

8. The Planning and Development Department is currently preparing an order for fifteen (15) new microcomputers.

The Department should review the allocation of these computers and ensure that the Current Planning staff has the computers necessary to assist in the preparation of reports to the Planning Commission and the City Council. A determination should be made as to whether additional resources will be required.

9. Until all required microcomputers are obtained, consideration should be given to the need for future additions of microcomputers to be placed in common areas so that more staff can use them.

There should also be a review of the recent list of future microcomputer additions to assure the best use of them will be made.

10. System training needs must be constantly monitored and a plan should be developed for each division within the Department.

A training profile is maintained on each staff member; it could be updated to contain future training needs.

II. TELEPHONES (COMMUNICATION SYSTEMS)

A. FINDING: IT IS DIFFICULT AND SOMETIMES IMPOSSIBLE FOR THE GENERAL PUBLIC, CITY COUNCIL MEMBERS, AND CITY STAFF TO CONTACT DEPARTMENT PERSONNEL BY TELEPHONE BECAUSE OF EXCESSIVE BUSY SIGNALS OR DELAYS IN ANSWERING THE TELEPHONES.

A Communications Task Force consisting of members of the Communications Division of the General Services Department and administrative staff from the Planning and Development Department was formed to analyze the Department's communication problems. The task force conducted interviews with all of the department staff who are involved in answering telephones and received statistical data from the telephone company in completing the analysis. Data from the telephone company indicate peak answering point traffic at 2,313 calls. The task force report is included in the appendix section of this report. The key findings of the Communication task force are:

1. The telephone system that has not kept pace with the growth of the Department.

The Department staff has grown over 40% over the last five years. This growth has surpassed the capacity of the current telephone system.

2. Some of the telephone answering stations are not being properly staffed. Key answering stations are left vacant due to staff performing duties that require leaving the work station with no back up provided.

Staff at a high volume answering point in the Planning Division is required. In addition to taking and routing calls, this position is assigned to deliver mail and restock shelves. There is no backup answering point to provide consistent service and to assist during busy times.

3. Department staff is not properly trained on the use of the telephone equipment.

Staff is not familiar with features such as 3-way conference calling, pick up calls from other than the telephone that is ringing, and transferring calls

4. Department staff in certain areas have problems distinguish whether their phone or a phone nearby is ringing.

Staff is required, as a normal course of performing their duties, to be away from their work station but still within hearing range of their phone.

5. The majority of the Department Staff return telephone calls within a 24 hour period.

The Communication Task Force finds that the majority of the staff return calls within a 24 hour period. This is based on Planning and Development Staff being surveyed. The applicants, City Council Members, other Department Staff were not surveyed. A Project Review Team Member is still awaiting a return call from two Building Inspection Division management staff. Several calls were placed to these two individuals and only one call was returned.

- B. RECOMMENDATION: PLANNING AND DEVELOPMENT DEPARTMENT TELEPHONE COMMUNICATIONS CAN BE IMPROVED BY REPLACING THE EXISTING SYSTEM, PROPER STAFFING OF ANSWERING POINTS, TRAINING ON PROPER USE OF EQUIPMENT, AND A COMMITMENT BY ALL DEPARTMENT STAFF TO RETURN TELEPHONE CALLS WITHIN 24 HOURS.

The Project Review Team recommends that the current telephone system be replaced as described in the recommendations provided by the Communications Task Force (see appendix) and that the Department Management Team:

1. Work with the Communications Division and develop cost estimates for replacing the existing telephone system.

Once the cost estimates are developed, a priority list for conversion and funding options should be developed and reported to the City Council.

2. Develop training on use and features that are available on the telephones.

In addition, procedures need to be developed on call screening. Where there is a high volume of calls between staff and the public, calls do not need to be screened.

SECTION SIX

SURVEY INFORMATION

I. Employee Questionnaire

II. City Site Visits

I. EMPLOYEE QUESTIONNAIRE

A. FINDINGS

In August 1991, a 52 question survey was distributed to all employees of the Planning and Development Department. Nearly 100 employees returned completed questionnaires. A copy of the survey and the complete tabulated results are included in Appendix E. Some of the most notable results of the survey are summarized below.

1. Planning and Development Department staff enjoy their work.

Nearly all of those completing the survey, 96%, state that they enjoy their work.

2. Most Department staff are satisfied that their roles and responsibilities are clearly defined and that the mission and goals of the department have been clearly communicated. However, many believe City Council policies are not well defined for staff.

Of the employees with an opinion on this question, 79% agree or strongly agree that their roles and responsibilities in the organization are clearly defined and 68% believe the mission and goals of the department are clearly communicated. However, only 65% disagree or strongly disagree that City Council Policies are clearly defined for staff.

3. Most Department employees feel customer service is given a high priority in the department and that counter staff are courteous and responsive to applicants.

Customer service is given a high priority in the department according to 89% of the staff who answered this question. Staff believe that counter staff are courteous (76% agree or strongly agree) and do a good job of ensuring that all materials are provided by applicants before accepting applications. However, 66% of those answering believe that the counter is not staffed adequately to handle customer service requests.

4. Department staff feel that the Departments filing system and applications processing need improvement.

The current filing system is not well organized, nor easily useable according to 80% of those surveyed. 79% believe the processing of applications requiring multiple permits and approvals is not well coordinated.

5. Department supervisors are generally well regarded by their staffs.

Significant majorities of those surveyed believe that their immediate supervisors give timely feedback on performance (79%), encourage suggestions for improvements (80%), clearly convey performance expectations (75%), and support their employees in the performance of their duties (85%).

6. Employees feel they have access to adequate training to do their jobs, but not to advance.

While 70% of those responding agree or strongly agree that they have access to the ongoing training they need to keep current in their jobs, only 36% believe that they have access to the training they need to enhance their advancement potential in the Department.

II. CITY SITE VISITS

A. FINDING: SUMMARY OF KEY OBSERVATIONS OF OTHER CITY PLANNING AND DEVELOPMENT LIKE DEPARTMENTS.

Project Review Team Members visited selected jurisdictions (San Jose, Long Beach, Riverside, Fresno and Sacramento County), to review the management, organization structure, administrative practices and procedures, processing of applications, records management, revenue/budget systems, planning tools, roles and responsibilities and automated systems of the Planning and Development like departments.

While comparisons are not always valid because of the number of variables, the following delineates some basic information about the cities visited:

LOCATION	POPULATION	PLANNING & ENVIRONMENTAL STAFFING	PLANNING BUDGET	ENVIRONMENTAL BUDGET
Sacramento	374,554	57	\$ 2,252,357	\$ 1,027,691
San Jose	791,645	80	\$ 4,388,360	Included in Planning
Riverside	218,499	65*	\$ 4,919,465	Included in Planning
Long Beach	429,433	19.5	\$ 1,335,221	\$ 108,437
Fresno	354,202	61.53	\$ 3,704,600	\$ 202,600
County of Sacramento	1,066,840	130.6	\$ 5,674,292	\$ 2,215,142

* Includes Bldg. Division (24 FTE)

Figures are FY 1990-91.

Workload Measures

Planning

Sacramento
San Jose
Riverside
Long Beach
Fresno
County of Sacramento

Entitlements

561
1,913
516
525
891
1,656

Environmental Services

Sacramento
San Jose
Riverside
Long Beach
Fresno
County of Sacramento

Applications

603
730
187
523
950
2,049

Figures are for FY 1990-91

Following are general observations made during the visits:

1. **The organizational structure of the planning and development functions varied from one jurisdiction to another.**

Each of the jurisdictions visited had different functions included with the planning function within a single department.

- a. San Jose - Building and Neighborhood Services were in a different department. Environmental responsibility is primarily placed on applicant with review by limited City environmental staff.
- b. Long Beach and Riverside - Similar to Sacramento except for Neighborhood Services. The environmental staffs are included in Planning, however, the staff sizes are much smaller than Sacramento.
- c. Sacramento County - Separate Environmental Department and Building Inspections Department.

2. The organizational structure of the Executive Department Staff consists of multiple management staff reporting to the Director as opposed to a single Assistant Director.

Two of the cities visited had multiple management staff in direct line to the Department Director. San Jose has two Deputy Directors and Fresno, two Assistant Directors, instead of a single Assistant Director. This is also true in other City of Sacramento departments. The use of Deputy Directors provides greater management support and oversight.

3. The jurisdictions visited all generally have a commitment to schedules and meeting deadlines.

The jurisdictions visited exhibited a strong commitment to schedules and meeting deadlines. The City of Riverside has included process deadlines in their Zoning Ordinance. The City of San Jose publishes processing time goals for various entitlements.

4. Some of the Cities visited have a strong commitment to "user friendly" public information brochures that explain development policies and guidelines.

The cities of San Jose and Long Beach have documents and brochures prepared that are specifically designed to aid the applicant through the application process. Adopted policies and guidelines are clearly articulated in these documents.

5. The majority of the jurisdiction visited do not have sophisticated automated systems.

The majority of the Cities do not have sophisticated project tracking and billing systems. All of these cities charge a flat fee for entitlement processing and environmental review dependent upon the project type and size. Record management processes and systems were predominately manual. Records were generally found to be organized and accessible.

B. RECOMMENDATION: THERE WERE SEVERAL "GOOD IDEAS" OBSERVED BY THE SITE VISIT TEAM THAT COULD BE APPLICABLE TO THE CITY OF SACRAMENTO PLANNING AND DEVELOPMENT DEPARTMENT.

The site visit team observed several desirable ideas that should be considered by Sacramento. A detail listing is included in the following listing. The city that stands out as to "customer service" and application processing is the City of San Jose. It is recommended that the Department Management team consider a site visit to the City of San Jose.

Summary write-ups of the visits to each of these cities and the County of Sacramento can be seen in appendix C.

There were varying degrees of excellence in the cities visited but in general, the members of the project team concurred that there were several highly desirable ideas to share and consider in Sacramento. Among these include:

- Strong commitment to public service with a commitment to schedule, and the establishment and publication of processing time goals.
- Use of a zoning administrator to administer routine planning functions expediting the permit process.
- On-going training for all levels of staff.
- Use of public information documents to provide instruction, direction and guidance to applicants.
- Customer surveys to provide a feedback mechanism for applicants. Surveys are available at the public counter and in some cases attached to the final permit.
- Development applications by appointment for major development applications to improve service. Minor applications are accepted at the Counter.
- Records Management system to provide access to information for staff, applicants, and City Council members.
- Templates for Planning Commission and City Council reports.
- Council Policy Statement sheets which in one page outline Council's policy on a variety of issues for staff and applicants.
- Use of residential design guidelines and annual review of guidelines by City Council and developers.
- Commitment to update of general plan by establishing a surcharge on building permits and planning applications.
- Establishment of clear channels of communication for applicants and staff.
- Proactive involvement with the Building Industry and other interested groups.
- Documentation -- there is a sense that the job is being done; however, systems, processes, etc. need to be in place.
- Accountability of staff to manage and administer the process.

- Disclosure of information to applicant as early as possible.
- Fee adjustment annually as part of the budget process.
- Management philosophy that becomes a department philosophy.
- Staff rotation to provide cross-training and promote better communication.
- One step appeal process.
- Planning Division newsletter to keep developers, industry groups and citizen groups informed.
- Adoption of records management fee for planning applications.
- Establishment of maximum waiting times for the public.
- Development of an annual work program by developing format for a project plan. Submit annually as part of the budget process.
- Brown bag lunch meetings with Department Director on a monthly basis.
- Public Information desk staffed by all department personnel.

APPENDIX

- A. Department Automation Report
- B. Telephone (Communication) Task Force report
- C. City Site Visits - Detail Reports
- D. List of Council Concerns
- E. Employee Survey

Problem:

Due to the lack of a comprehensive strategic automation plan in the Department, the preparation for the implementation of the Local Area Network and its growth has been reactionary. In May, 1990 a "Department Automation Master Plan" was issued which was generic in nature, was not developed through an open process, and was missing major components necessary in such a plan.

Until 1989 there was little automation via microcomputers. From that time, the number of microcomputers increased to more than 80 distributed among 180+ staff members, but without analysis as to how they would satisfy mission critical goals.

Findings:

Departmental automation strategy via a Local Area Network (LAN) or minicomputer is intended to satisfy those departmental automation needs which are:

- unique in nature;
- not citywide or multidepartmental in focus;
- usually satisfied by the purchase of programs or systems instead of inhouse programming (turnkey systems); and
- intended to be "user friendly".

Because a departmental computing solution is a mini data center, it must adhere to many of the requirements placed on the City's mainframe computing, but on a smaller scale. These include:

- Performance measurements
- Capacity planning
- Change control
- Problem tracking
- User documentation
- Systems development methodology
- Standards and procedures for systems and databases
- Standards for the use of wordprocessing
in the preparation of council reports
- Overall system monitoring
- Documented security procedures
- Support of network, software
- Planning for software upgrades
- Error and outage recovery
- File integrity and backups
- Tracking and reporting on Requests for Service

Most of the above requirements have not been addressed in any depth, and consequently, their absence has led to

- Demands for basic support which exceed existing staff capability
- Uneven levels of computer knowledge and use across the department
- Underutilized equipment
- Reinvention of the wheel in using the microcomputer and in troubleshooting problems encountered
- Different wordprocessing formats and printer font usage according to the author's preference which in turn leads to frustration for the clerical staff who work on the drafts
- Employees who are unhappy with the amount of communication they receive on LAN changes, additions, future planning, and future allocation of support resources
- Lack of trust of existing systems

Training and other department-related automation information, including any existing standards, are provided to each Division Manager, who is then expected to coordinate, communicate downward, and enforce, where necessary, use of licensed software, hardware and training for the individual divisions. Consequently, departmental communications channels have been formalized to the extent that they are ineffective for automation issues, plans and needs.

The attitude by Administration staff has been that when a division has an automation need, someone will communicate that need and a priority will be set. However, through no fault of the Department staff there is not, in many cases, the ability to envision or articulate how automation can solve a problem or provide new ways for productivity gains. Some simply don't know what is available. There is not an overall understanding of each user's needs, so no valuable data can be extrapolated for automation planning purposes. Things just happen; a microcomputer shows up, minimal training is given and the user may or may not effectively use the tools provided. The managers may be responsible for policing their employees, but they have not had the responsibility for setting overall priorities of LAN work, problem solving and programming. As an example, there was not an overall strategy for project management or tracking projects, planned and agreed to by all the managers. At least one division has spent substantial amounts of time in defining and documenting system needs, but due to many factors have realized no progress from an effort which is outside the realm of their job responsibilities.

There is a belief that there is more "bang for the buck" with a LAN solution, but no thorough analysis on total system costs has been performed for desired applications systems within the Department.

There are perceptions regarding the ability to "control" the department's automation by installing a departmental solution. There is not a one-to-one correlation, but it has led to a narrow focus of putting all automation solutions on the LAN and avoiding the mainframe where Citywide databases reside. One division which disregarded this focus and achieved a complaint tracking system on the mainframe has taken advantage of the automation to redefine work flows and streamline the existing operation.

The primary system, Billable Hours, receiving funds and resources for development on the LAN recently, is one which evolved from a Planning-specific billable hours system to a Department-wide tracking system. Due to the add ons and the lack of use of a design and development methodology, the system false started and is questionable regarding its benefits when compared to its cost for development. The four California cities talked to during recent interviews did not feel that collecting such detail for billable hours was better than flat fees. Further, tracking of projects, both inter- and intradepartmental, can be done through software already developed and available for purchase.

The department is currently unable to track and locate files which hampers staff productivity. No formal records management or filing system exists and a common complaint from staff is that files turn up missing and large amounts of time are spent searching for misplaced files.

Some staff members do not have a microcomputer for use which results in different work products and an impact of productivity. However, there is not a clear plan regarding how the microcomputers are distributed among staff.

Recommendations:

Basic Needs:

The basic infrastructure of the LAN needs to be completed prior to adding any additional microcomputers. In the interim, any microcomputers added can be stand-alone, but connected to the mainframe for eMail and calendaring and other online system access. This will help off load some of the day to day demands on the Departmental Data Analyst so that complete system documentation can be developed. Another way to free up time for the Departmental Data Analyst (DDA) is for all trouble calls to go to the Help Desk within Data Management. This function has an online logging capability for all trouble calls and can be accessed by the DDA for followup and resolution.

Followup on the use of calendars and scheduling needs to take place periodically so that scheduling does not regress back to a manual process.

There is a Local Area Network User Handbook, but it needs extensive additions to thoroughly document the system. It needs to set standards for managing files.

A quick fix list has also been created which defines some on-going problems that various microcomputer users have communicated in interviews. The response to those are attached.

One major issue which was included in the "Quick fix" list was that of the lack of training on an ongoing basis. A policy has been developed, but training needs must be constantly monitored and a plan should be developed for each division within the Department. There is a training profile maintained on each staff member and could be expanded to contain future training needs. This training profile also needs to contain the classes received by staff but arranged outside the purview of the automation support staff.

Standard report formats, including the usage of fonts, should be addressed and documented for all staff members who use wordprocessing software. There should be macros developed that contain standard report language and used by all report preparers. Feedback needs to be obtained for wordprocessing training emphasis in future classes.

Master Plan:

A comprehensive plan needs to be developed which includes work flow studies and results in ways to streamline the overall organization through automation. It should include the implementation plan of the basic infrastructure needs described above. After the basics are satisfied the next phase of the plan should be a detailed description of programs for the LAN which support the mission and goals of the department, complete with work plan, implementation dates and costs.

A monthly Departmental steering committee meeting composed of the automation support and the Division Managers should be held with Data Management to review the Plan's project activity as well as to receive updates on mainframe projects. Monthly status reports should be generated as well.

Equipment:

Future additions of microcomputers should be in common areas so that more staff can use them; there currently is a hesitance to use a micro in one's office, even though there is pent up demand for microcomputer use. There should be a review of the recent list of future microcomputer additions to assure the best use will be made of them. Existing old equipment must also be examined as to the cost effectiveness of replacing in lieu of continuing repair.

Currently, graphics support is provided by one person. She is in need of a copy stand for photographs, better lighting and an opaque projector. Currently she rents time on hardware outside the city to satisfy some graphics needs. The cost for this and her time in going elsewhere to create the products needs to be weighed against providing her inhouse capabilities.

Software/Systems:

Tracking Software. Software for monitoring the construction activity within the City needs to be acquired for the department. This is a major need for the department and others such as Public Works and should handle the review, issuance and tracking of construction and other environmental permits. It should calculate and track the collection of fees, manage the scheduling and reporting of all inspections. It should also issue Certificates of Occupancy. This software would decrease processing times.

The software would provide a way for the plancheck engineer to know that the inspector has spotted something which may cause a stop work or halt the issuance of a permit. There are also instances where the architect approaches the Plancheck Engineer for a variance; a history of comments on the project would also be available through the software. Red tags wouldn't take two to three days to process.

Due to the multi-departmental focus, this software would reside on the mainframe and be accessible by any networked terminal or microcomputer. With the capability of interfacing with the parcel file and the current clean up efforts on that file, condition tracking from tentative map through final will also be available.

A person from the department should be assigned as the Project Manager for the selection and implementation of this software; there should be key project members also assigned from the other involved departments.

Document Repository. Text management software residing on the mainframe should be examined for storing large drafts of reports which are reviewed by multiple departments/entities. The zoning ordinance should also be placed in text management so that the changes can be stored there and are readily accessible by anyone with a mainframe access. Design guidelines could also be developed and stored in text management.

Project Management. There is a software package called Timeline utilized in the Department, but there are not standards for its use, nor have members from each division been trained. The department's steering committee needs to discuss and reach consensus on how and when this software is to be used.

GIS. More people need to be actively involved in the planning for this important software. There have been briefings, but the zoning maps are nearing fruition and plans need to be made for the next steps.

Communications:

More effort needs to be made to inform staff of changes, additions and plans for the LAN. That should be a natural by-product of a strategic plan and a steering committee.

A newsletter or participation in the Citywide automation newsletter would be another vehicle to disseminate information to the department's staff.

Records Management:

A Task Force needs to be organized to look at the ways files are handled and archived. Current processes for handling files need to be revamped. Standards and guidelines must be developed for the Department which will be compatible with the rest of the City.

There is a need for a fire proof cabinet to store the General Plan and other documents in case of disaster.

Other:

The current clerical arrangement appears to have coordination problems that surfaced in discussions with various staff members. The organization and reporting structure of clerical support staff needs to be reviewed for back up issues, standardization of work products and teamwork.

CATEGORY

Telephones (Communications)

ISSUES

It is difficult and sometimes impossible for the general public and city staff to contact department personnel by telephone because of excessive busy signals or delays in answering the phones.

FINDINGS

The Department of Planning and Development has grown 41% in the last five years from 123 FTE to 174 FTE. This growth has surpassed the capacity of the two telephone systems serving five sections (Administration, Economic Development, Planning Division (except Current Planning), Environmental Services, and Housing and Dangerous Buildings).

Interviews revealed that department personnel endeavor to provide good customer service despite the limitations of inadequate telephone equipment and a high volume of incoming calls. Pacific Bell reports indicate Monday peak answering point telephone traffic at 2313 calls, not including calls that go direct to staff. Despite the high volume of incoming calls to the department, staff generally return messages within 24 hours.

There is a lack of uniformity of equipment throughout the department. 60% of the existing single line telephones are more than five years old, lacking the features newer equipment offers that enhance operational efficiency.

A statement repeatedly brought up during interview sessions is that personnel cannot tell whether their phone is ringing or a phone nearby is ringing. This occurs when they are away from their desks but within hearing range. This problem can be solved by installing beehives (lights) on the modular furniture top rails so that people can look to see which phone is ringing.

Interviews revealed that employees are not cognizant of basic Centrex features available to them, such as 3 way conference calling, call pickup and call transfer. Approximately 96 telephone lines have the "call forward after 5 rings" feature. Standard business practice is that calls should be answered by the third ring. Justification by staff for using five rings is so that they can run to their phones if they are a short distance from their desks. However, if the call is unanswered and forwards to the front desk, a caller may hear 8 to 10 rings before the call is picked up. Using the call pickup feature, staff can retrieve calls from a nearby phone in a timely manner, or else the call is picked up by voice mail after 3 rings.

Staff frequently uses the "do not disturb" feature on key systems. By changing out to single line systems with voice mail, users can forward their lines into voice mail when they do not

APPENDIX

B. TELEPHONE (COMMUNICATION) TASK FORCE REPORT

wish to be disturbed and manage their own messages. This practice will reduce the number of calls and messages to the answering points.

Interviews with the department staff indicated that many calls are to request plan check status and inspection sequence. This is an extremely labor intensive process.

ADMINISTRATION DIVISION

The Administration Division telephone system is an Omega IV electronic key system that has reached maximum capacity. The system is also shared with the Economic Development and Advance Planning divisions. Pacific Bell traffic reports show an excessive number of busies on the Planning portion of the system. The only method to eliminate the busies is to add additional lines, which is not possible because the system has reached capacity.

Another finding was that the Administration Division phones are answered by Planning personnel then transferred to Administration.

PLANNING DIVISION (ADVANCE PLANNING)

The Planning Division telephone system is an Omega IV electronic key system which has reached maximum capacity. It is shared with the Administration and Economic Development divisions. Planning Division personnel answer the Administration Division's calls in addition to their calls. Pacific Bell traffic reports show an excessive number of busies on this system. One reason for this is that the Planning staff of 20 share only five lines. The only way to eliminate the busies is to add more lines which is not possible because the system has reached capacity.

PLANNING DIVISION (CURRENT PLANNING)

Current Planning uses a UCD (uniform call distributor) at one answering point to handle a high volume of incoming calls.

Currently, the person at the main answering point, in addition to taking and routing calls, leaves her desk to find planners for calls, deliver mail, and restock shelves with handouts. The duties of stocking shelves with handouts and delivering mail should be assigned to other personnel so that the answering point will not be abandoned for these duties. Except for emergencies, the practice of leaving the answering point to locate planners should be discontinued in favor of taking a message or directing callers to voice mail. Current Planning should have a backup answering point to assist the main answering point during busy times and to provide consistent service to the public.

There was a request during the interview process for a cordless phone for the planner at the front desk to allow movement in the counter area. This is not recommended because of poor transmission quality of cordless phones in the downtown area.

APPENDIX B. TELEPHONE (COMMUNICATION) TASK FORCE REPORT

ECONOMIC DEVELOPMENT

Economic Development shares the Omega IV electronic key system with the Administration and Planning divisions. Utilizing the existing key system, a single answering point will be sufficient for the Economic Development office. Because of the number of messages taken, voice mail should be added to the system on a selected basis.

NEIGHBORHOOD SERVICES

Neighborhood Services uses a TIE Businesscom electronic key system with four answering points. After examining the system, it was determined that the basic system is adequate but staff needed training on particular features the equipment offered. Training on the equipment was provided by the vendor.

The system uses a call sequencer to hold incoming overflow calls in queue. A request has been made to the telephone vendor to show staff how to run traffic reports from the machine. The vendor will loan the office a parallel printer for a few weeks. To continue to run reports, a printer will need to be purchased.

Management uses, and some staff have requested, voice mail.

ENVIRONMENTAL SERVICES

The current system is an Omega IV and is operating at maximum capacity. It is shared with Housing and Dangerous Buildings. Because of capacity limitations and voice mail requirements, the system should be replaced with a single line system.

HOUSING AND DANGEROUS BUILDINGS

Pacific Bell traffic reports reveal that the average number of calls per day to this section is 166. Although not an extremely large number of calls, the people at the main answering points take time consuming information from the caller. As such, these calls should be handled by all 4 main answering points, each person handling and sharing incoming calls.

Since the majority of personnel in the division take their own calls, the section requires a single line system.

Because inspectors are out of the office most of the day, they should have voice mail on their individual lines. Callers can leave messages while inspectors are out in the field or when they are in the office returning calls. The inspectors can check their voice mail messages any time of the day from any touchtone telephone.

BUILDING INSPECTIONS (ADMINISTRATION ONLY)

APPENDIX

B. TELEPHONE (COMMUNICATION) TASK FORCE REPORT

Because this staff is small and located next to Housing and Dangerous Buildings, calls are monitored by the latter's answering points.

BUILDING INSPECTIONS (PERMIT SERVICES AND COMMERCIAL PLAN CHECK)

The Building Inspections system consists of five answering points and 28 stations. Pacific Bell traffic reports show that on average 375 incoming calls are handled each day with very few busies encountered. Ordinarily a system of this size would require two answering points. However, in this case the personnel staffing the answering points answer questions and give out information. Consequently, the five answering points on this system are justified. Staff is also required to transfer calls to others within the system. Consequently, they must have equipment to show station status and the ability to transfer calls fast and efficiently.

Only two of the five answering points in the system are minimally equipped to meet most of the required answering point functions. The existing two 10 button consoles are more than five years old and should be replaced with new equipment with full functionality. The other three answering points (six button sets) are not equipped with the required consoles to effectively transfer calls or monitor stations. Personnel staffing the six button sets often get up and go over to one of the 10 button consoles to check the busy status of a station prior to attempting a transfer. This process is inefficient and irritating to answering point staff.

BUILDING INSPECTIONS (FIELD INSPECTIONS)

Electrical Inspections Information receives 23 to 45 calls per day with only two busies reported on the busiest day. Plumbing Inspections Information receives 65 to 87 calls per day with one to four busies per day on the busiest day. The level of service provided by these two groups is at an acceptable level. Building Inspections Information receives an average of 218 calls with 12 busies per day.

Building Inspection Requests receives from 253 to 351 calls per day and has experienced from 24 to 86 busies per day as reflected on the Pacific Bell line studies. The number of busies for Building Inspection Requests is at an unacceptable level. There are three 20 button sets for Building/Electrical/Plumbing Inspections at the 6 answering points in Field Inspection Requests. The system should be uniform so all six staff at the answering points can assist each other during busy times.

Field Communication: Field inspectors have a need to contact other inspectors to verify details of previous inspections. They also have an occasional need to call plan checkers and a daily need to call in for messages. Pagers were considered for this purpose; however, inspectors do not always have a telephone available for this purpose and would waste time looking for a phone and waiting by a phone for a pager response.

A local government radio with a touchtone encoder to dial the inspectors was also

APPENDIX

B. TELEPHONE (COMMUNICATION) TASK FORCE REPORT

considered. The need for inspectors to call specific plan checkers and call daily for messages would require excessive office staff time to locate the correct people and relay messages. The already crowded radio system would encounter the same problem the phone system has at noon. Consequently, cellular phones are the recommended choice for field communications. This communications link will also allow the office to call inspectors for emergencies or allow the inspectors to contact the office without having to waste time finding a police call box or fire station to call in. When a unit is dialed and cannot be reached, the calling unit can leave a message in the inspector's voice mail box.

Inspectors currently call the main desk at noon for messages. Many have stated that they cannot reach the office because of busies. If inspectors are equipped with cellular phones and have voice mail, they can call their telephone number at any time to retrieve messages. The person at the front desk should encourage callers to leave messages in the inspectors' voice mailboxes. If a caller does not wish to leave a message in voice mail, the person taking the handwritten message should call it in to the voice mail box. With the use of voice mail, the answering point would not be burdened with a high volume of calls at noon and the inspectors would have control of retrieving their own messages. This would also improve field to office communication for immediate information on code interpretation, new street location, etc.

RECOMMENDATIONS

This report recommends the use of Centrex single line systems throughout the department (excluding Economic Development and Neighborhood Services divisions). This approach will be more expensive; however, it is recommended because of its flexibility to reconfigure and expand to the needs of the changing department. The single line system will also improve communication within the department because all personnel will be directly accessible to each other without going through an answering point.

This report also recommends that the Department of Planning and Development have a ACD in Building Inspections (Permit Services and Commercial Plan Check), and Building Inspections (Field Inspection Requests) to automatically queue overflow calls. The Pacific Bell UCD in Planning Division (Current Planning) should be replaced with an ACD because call processing reports are not available on the Pacific Bell UCD.

One ACD can be configured to meet the needs of all three systems with the ports assigned as follows:

<u>ACTIVITY</u>	<u># OF PORTS</u>
Building Inspections (Permit Services and Commercial Plan Check)	5
Building Inspections (Field Inspections)	6
Planning Division (Current Planning only)	<u>3</u>
TOTAL REQUIRED PORTS	14

APPENDIX

B. TELEPHONE (COMMUNICATION) TASK FORCE REPORT

A cost comparison to determine if a city owned or Pacific Bell leased ACD should be installed is currently being done.

The recommended utilization of voice mail throughout the department will significantly reduce the number of calls to the main answering points. This in turn will reduce the number of messages taken by the answering point staff and will free up their time to handle general information calls and to do other assigned tasks.

Equipment: In order to handle incoming calls efficiently and quickly, all main answering consoles should be equipped with:

- . Busy lamp fields (BLF) (indicates when a station is off hook)
- . Direct station select (DSS) (quick transfer of calls)
- . Message waiting indicators
- . Digital display (when a call "bounces back" the console displays the station number the call tried to reach)
- . Headsets (for comfort and to avoid possible neck injuries)

For uniformity and efficiency, all single line instruments should be replaced with feature phones equipped with speed dial buttons, flash key, adjustable level ringers, and message waiting lights. The Centrex call pickup feature should be selectively installed on individual lines to allow staff to retrieve a call coming to a nearby phone. Also, speaker phones should be installed in all conference rooms.

It is recommended that all stations be equipped with the beehives to identify which phone is ringing. If a person is expecting a call, it can be remotely answered using the call pickup feature or allowed to ring into voice mail.

Training: The successful use of any telephone system depends on the level of training staff receive. Training all individuals on the use of the equipment and Centrex features is critical at the time of a new system installation. It is recommended that each division designate one person to be responsible for ongoing telephone training for new employees or when equipment is enhanced. The trainer must be knowledgeable and conversant on the capabilities of the equipment and Centrex features, and be capable of identifying problems as they arise with the system. The Communications Division will support, assist, and maintain contact with the trainer.

Voice Mail: Voice mail is recommended to improve communication between the public and staff and within the department. When voice mail messages are returned by staff in a timely manner callers become more inclined to leave detailed messages in the future. Voice mail reduces the number of handwritten messages an answering point must take. And, if individual telephone numbers are given out, it reduces the volume of incoming calls to the answering point.

Call Screening: Where there is a high volume of telephone communication between department staff and the public, and calls do not need to be screened, the use of business cards with private numbers is strongly recommended. Administration should develop a department policy on the use of call screening.

Automated Call Processing: An attempt was made to automate routine requests for information from incoming callers. However, interviews with department personnel reveal that questions on code, ordinance and zoning interpretations require a thoroughly knowledgeable staff person to handle. Information provided to callers in Building Inspections and Current Planning in particular is too numerous and complex to narrow down subjects into simple trees of information. This technology is not being recommended because of the complex nature of the questions asked of the department.

Interactive Voice Response: Utilizing an "interactive voice response" (IVR) system in the Plan Check and Request for Inspections sections was considered. A person wishing status information could dial a telephone number and be instructed to press 1 for plan check status, press 2 for inspection sequence. If the person pressed 1, they would be prompted to enter their plan check number and the voice processing machine would access a plan check database and give the caller the latest updated information. The information could include the percent completion and give a due date. If the person pressed 2, the same process would take place for inspection sequence. Each morning when the inspector sets up the inspection routes, clerical staff could input the information into a computer by permit number and sequence to be inspected. The caller would be prompted to enter his permit number. The IVR would look up the sequence from the database and respond "your inspection number is six out of 14 inspections today. The caller would hear a computer synthesized voice similar to the 411 directory assistance voice.

The interactive voice response (IVR) system should reduce the inspections answering point staffing requirements by 1.5 FTE (from 6 to 4.5). The reduction is based on a 25% efficiency factor. The average IVR efficiency is 30%; however, 25% was used conservatively. Analysis of the answering point ACD reports will clearly identify when staff levels should be increased or decreased.

The interactive voice response system is not being recommended at this time because the information database is not currently available. At a future date, when the information database becomes available, this system should be considered to reduce the number of calls and messages that staff must handle. This type of system can be integrated with the telephone system. The IVR will require a hardware and software interface to the information database. It is recommended that staff pursue setting up databases with IVR access.

All new systems will be sized to allow for future expansion and should be re-evaluated within 90 days for fine tuning and followup training.

APPENDIX B. TELEPHONE (COMMUNICATION) TASK FORCE REPORT

ADMINISTRATION DIVISION

The Administration Division key system should be replaced with a single line system and clerical personnel assigned to Administration should be answering calls to this division because of their familiarity and knowledge of the division's activities. The addition of voice mail in the Administration area could free up clerical staff time to more efficiently answer phones and perform other clerical duties.

Recommendation:

- . Replace key system with single line system.
- . Voice mail on all phones except the answering points.
- . 2 answering points with:
 - DSS, BLF, message waiting
 - 3 incoming lines in circular hunt
 - digital display for bounce back identification
 - 2 headsets
 - backup answering point to have an additional line with voice mail to be used as a "computer help line"
- . Speaker/display sets for Director and Assistant Director (Voice Express)
- . Single line sets for individuals to have:
 - 16 speed dial buttons
 - "message waiting" indicators; individual to forward lines into voice mail when they do not wish to be disturbed
 - Adjustable level ringers
 - Call pickup
 - Beehives
- . Speaker phone for conference room

PLANNING DIVISION (ADVANCE PLANNING)

The Planning Division key system should be replaced with a single line system along with the addition of voice mail thereby freeing up clerical staff time to more efficiently answer phones.

The Administration Division clerical personnel should answer their own division's calls. They are in a closer proximity to their own staff and are familiar with their own activities.

Recommendation:

- . Replace key system with single line system
- . Add voice mail to individual lines
- . Speaker display set for Manager (Voice Express)
- . 2 answering points (main and backup) with:
 - 3 incoming lines in circular hunt
 - DSS/BLF, message waiting

APPENDIX

B. TELEPHONE (COMMUNICATION) TASK FORCE REPORT

- Digital display
- 2 headsets
- . Single line sets for individuals to have:
 - 16 speed dial buttons
 - "message waiting" indicators; individual to forward lines into voice mail when they do not wish to be disturbed
 - Adjustable level ringers
 - Call pickup
 - Beehives
- . Speaker phone for conference room

PLANNING DIVISION (CURRENT PLANNING)

Current Planning has one main answering point with a UCD. The system should be replaced with two answering points with a city-owned ACD (automatic call distributor) which is "smarter" than the UCD. The ACD distributes calls in a specialized pattern (i.e., least busy answering point), and provides queuing for overflow calls. An ACD also keeps track of statistical information which may be printed out in reports. Reports detailing the number of incoming calls per hour, the hold sequence of callers and abandoned calls, can assist management in staffing the answering points more efficiently thereby increasing the level of service to the public. Music on hold and announcements on status of hold position for callers is provided with the ACD.

Planner on duty: Current Planning should try voice mail on a separate line for the "planner on duty". The receptionist can ask the caller if the caller would like to leave a voice mail message and have a planner return the call. The planner on duty should have an extra long handset cord for mobility while on a call.

Planners should have voice mail on their lines. Callers can dial them directly and leave messages thereby improving communications with the general public as well as within the department. Using voice mail will also reduce the number of messages that the main answering point must take. Speaker phones should be used by the planners, thereby allowing them put the handset on the cradle using the "speaker" mode, while being put on hold by the caller. The planner can perform other duties and listen for the caller to resume the conversation.

Recommendation

- . Replace UCD with an ACD with reports.
- . Voice mail on all phones except the answering points.
- . 2 answering points with:
 - DSS, BLF, message waiting
 - Incoming lines in circular hunt
 - digital display for bounce back identification
 - 2 noise cancelling headsets

APPENDIX

B. TELEPHONE (COMMUNICATION) TASK FORCE REPORT

- . Single line speaker sets for individuals to have:
 - 16 speed dial buttons
 - "message waiting" indicators; individual to forward lines into voice mail when they do not wish to be disturbed
 - Adjustable level ringers
 - Call pickup
 - Beehives
- . Speaker phone for conference room
- . Long handset cord for counter phone
- . Reassign duties of the main answering point to exclude restocking shelves, mail delivery and locating planners

ECONOMIC DEVELOPMENT

Recommendation:

- . Use existing key system from Planning Division
- . One answering point BLF/DSS with 2 lines in hunt and 1 headset
- . Voice mail for Manager and Specialist
- . 5 key sets (multi-line sets)
- . "Do not disturb"

NEIGHBORHOOD SERVICES

Recommendation:

Purchase a printer and train staff to periodically run call sequencer reports. Provide 4 headsets for answering points.

ENVIRONMENTAL SERVICES

Recommendation:

- . Replace key system with single line system.
- . Voice mail on all phones except the answering points.
- . 2 answering points with:
 - DSS, BLF, message waiting
 - 3 incoming lines in circular hunt
 - digital display for bounce back identification
 - 2 headsets
- . Speaker/display set Manager (Voice Express)
- . Single line sets for individuals to have:
 - 16 speed dial buttons
 - "message waiting" indicators; individual to forward lines into voice mail when they do not wish to be disturbed
 - Adjustable level ringers
 - Call pickup

APPENDIX B. TELEPHONE (COMMUNICATION) TASK FORCE REPORT

- . Speaker phone for conference room

HOUSING AND DANGEROUS BUILDINGS

Recommendation:

- . Replace existing key system with a single line system.
- . Voice mail on all phones except the answering points.
- . 4 answering points with:
 - DSS, BLF, message waiting
 - 3 incoming lines in circular hunt
 - 4 headsets
 - digital display for bounce back identification
- . Single line sets for individuals to have:
 - 16 speed dial buttons
 - "message waiting" indicators; individual to forward lines into voice mail when they do not wish to be disturbed
 - Adjustable level ringers
 - Call pickup
 - Beehives

BUILDING INSPECTIONS (ADMINISTRATION ONLY)

Recommendation:

- . Speaker/display set for Manager (Voice Express)
- . Single line sets for individuals to have:
 - 16 speed dial buttons
 - "message waiting" indicators; individual to forward lines into voice mail when they do not wish to be disturbed
 - Adjustable level ringers
 - Call pickup
 - Beehives
- . Speaker phone for conference room

BUILDING INSPECTIONS (PERMIT SERVICES AND COMMERCIAL PLAN CHECK)

The equipment on all five answering points should be replaced with new identical equipment to allow for quick transfers, station status and digital displays on the consoles to detect bounce back calls. Also, the residential plan checkers in this section should manage their own calls using voice mail.

The system should include a city-owned ACD (automatic call distributor). The ACD distributes calls in a specialized pattern (i.e., least busy answering point), and provides queuing for overflow calls. An ACD also keeps track of statistical information which may

APPENDIX

B. TELEPHONE (COMMUNICATION) TASK FORCE REPORT

be printed out in reports. Reports detailing the number of incoming calls per hour, the hold time of callers, and abandoned calls, can assist management in staffing the answering points more efficiently thereby increasing the level of service to the public. Music on hold, announcement on status of hold position for callers, and an after hours announcement is provided with the ACD.

Recommendation

- . Voice mail on all phones except the answering points
- . 5 answering points with an ACD and:
 - DSS, BLF, message waiting
 - Incoming lines in circular hunt
 - digital display for bounce back identification
 - 5 headsets
- . Single line sets for individuals to have:
 - 16 speed dial buttons
 - "message waiting" indicators; individual to forward lines into voice mail when they do not wish to be disturbed
 - Adjustable level ringers
 - Call pickup
 - Beehives
- . Shared voice mail for Residential Plan Check
- . Speaker phone for conference room

BUILDING INSPECTIONS (FIELD INSPECTIONS)

Electrical, Plumbing, and Building Inspections Information receive a combined average total of 335 calls per day on answering points and experience a maximum of 16 busies per day. Building Inspections Requests receive a peak of 351 calls per day on 3 answering points and experience a maximum of 86 busies per day.

The recommended new phone system will combine all answering points into a six station group that will evenly distribute the combined 483 peak calls among all six answering points.

The system should include a city-owned ACD (automatic call distributor) that would distribute calls in a uniform or a specialized pattern (least busy answering point), and provides queuing for overflow calls. The ACD also keeps track of statistical information which may be printed out in reports. Reports detailing the number of incoming calls per hour, the hold time of callers, average length of each call by agent, and abandoned calls, can assist management in staffing the answering points more efficiently thereby increasing the level of service to the public. Music on hold, announcement on status of hold position for callers, and an after hours announcement is provided with the ACD.

Recommendation:

- . 6 answering points with:

APPENDIX

B. TELEPHONE (COMMUNICATION) TASK FORCE REPORT

DSS, BLF, message waiting

Incoming lines in circular hunt with an ACD

digital display for bounce back identification

6 headsets

. Single line sets for individuals to have:

16 speed dial buttons

Voice mail

"Message waiting" indicators; individual to forward lines into voice mail when they do not wish to be disturbed

Adjustable level ringers

Call pickup

Beehives

. Equip inspectors' vehicles with cellular phones.

In Attendance:

Nancy Killian, Jack Crist, Barbara Weaver, Greg Norton--City of Sacramento

Jim Derryberry, Deputy Director; Darryl Boyd, Sr. Planner;
Gary Schoennauer, Stan Ketchum, Ed Goff-- City of San Jose

The most striking characteristic of the Planning Department reception area as we entered was how quiet and calm it seemed. As we entered we were told that since April 1989 the Department has operated on an appointment basis (although they do accept walkins) and meet with them in conference rooms or at the desk to discuss questions and issues. The Department encourages preliminary reviews before submittal of plans and fees. They stressed a customer orientation from the time we entered until we left. In fact, they cited that Human Resource will soon be giving training on the "Citizen as the Customer". They handed out an outline of issues to cover (see Attachment 1). Attachment 2 provides a snapshot of the pertinent statistics on the City. Attachment 3 includes several handouts that they used in building their customer orientation. Attachment 4 is the Department's mission.

The Planning Department has responsibility for all planning issues, zoning, information services, environmental services and congestion management as it relates to transportation. Divisions comparable to our Neighborhood Services and Building Divisions are in a separate department called Neighborhood Preservation.

There is a new Mayor who has some control over Department Head appointments. There is also a policy for the involvement level of the City Council in planning issues. All issues unless minor are referred through the City Manager to the Department Head. The City Manager has one Assistant and 4 Deputies. The Planning Department works with the Council Staff at an information level, but any exerted influences are deferred to the City Manager. Because of the annual review of the General plan and the formalization of the "rules" council intervention is not a large problem. There is a good relationship with the Council.

The city had similar problems, hard knocks and turmoil about ten years ago. Some of the complaints were not legitimate, but how do you indicate how and what you are doing unless you have a good structure in place? The way it appears they dealt with those issues are:

1. They reorganized the Department and developed teams responsible for certain functions. There was a need to strengthen the front-end counter process to make sure the public got correct and consistent information. They put someone in charge of public information and also developed a Public Information Services team, a result of inconsistent information which was provided at the counter. The counter is open from 9-5 each day which has worked out well. There is a publications directory, one-page city council policy handouts and the documents are clear, concise and easy to read. They treat their counter appointments like business transactions.

2. They have had a 10-year program to:

- Publish development guidelines
- Emphasize accountability
- Change attitudes internally and externally
- Develop performance measures
- Obtain feedback through Director outreach into the business community
- Create an atmosphere of openness

There is accountability in process improvements/performance measurements; project management has been delegated to the Planner II, but through weekly meetings the Director and Deputies are kept informed. Staff is rotated and crosstrained so they have an understanding of all functions.

3. They have an annual process which reviews, updates and amends the General Plan

4. The Council does not hear many of the issues because they are dealt with at a Commission hearing or with Staff. Use permits, maps and appeals are all heard by the Commission. Council involvement is the exception rather than the rule. "The agreement is call us if you have an issue; keep us on our toes." Council makes the same offer, but Planning is able to maintain credibility that Planning is contacted first.

5. With the participation of the Developers who fought it, Design Guidelines were developed for residential, commercial, industrial and irrigation and landscape. Most have now accepted them, but in any case they clearly state the "rules". These are reviewed and updated annually. There are single pages which can be provided to an applicant which state Council Policy at the top and clearly describe a particular subject within the guidelines. See Attachment 5.

6. They seek feedback through meeting with the Chamber quarterly, including Fire, Public Works, Building Departments.

7. There is a sacred "internal working guide" that the planners had a part in developing, for internal consumption only and provides the Project Review Protocol:

- How to of processing
- Don't be a frustrated architect
- How staff should work with the applicant
- Accountability for customer's project (represent applicant)
- Internal only/trust document
- Timeliness
- Gets staff out of the regulator mode; regulation handled by council policy

8. Staff has an active role in feedback about the process. They are able to meet with the Director through skip-level interviews and also have weekly meetings for input and information gathering.

9. There is a fast track denial so that developers aren't delayed with a long period of review only to find the plan is denied. The goal is to disclose information as early as possible.

10. They charge for any service they provide except the preliminary review. Preliminary review includes laying out "what your alternatives are" as an applicant. "We beg people to talk to us before they make their business decisions." They do not try to bill an hourly rate; there are fees charged and paid "up front". All fees are dealt with at the same time. Billable hours are not considered worth the effort. Attachment 6 is the fee schedule. Fees aren't debated. The BIA is involved in setting Impact fees. Eighty-six percent of the costs are recovered, but they get good fiscal support from Mayor/Council. General Plan update efforts are not cost recovered. The department took less of a cut than others in the budget cutbacks; it is the envy of other Departments.

11. The preliminary review is encouraged so that before a developer makes a business decision he/she will know if the concept will "fly". On large projects other departments are included in the preliminary review.

12. Planning has a good working relationship with public works and very rarely are the Directors called upon to handle disagreements between the two Departments because they are resolved between the staff members.

There is an Environmental Review Committee. The process is not torturous, and it is recognized there is risk involved with the outcome of each review. The key to this is setting deadlines for the process. The planners are responsible for managing and administering the planning process with as few detours as possible; they do not use the regulatory approach. Because the Planning Department is not connected to zoning code enforcement, it helps their process to be viewed as positive.

The zoning ordinance which dates back to 1929 is out of date except for industrial and would be nice to have updated, but with the guidelines in place and a general plan reviewed annually, this is not a major issue with the planners. Planned Development zoning has evolved over time. City Council wants planned development zoning

There is a computer system which they use on the DEC Vax which was designed for effluent capacity, but can be used to track projects. When it was designed it allowed for collection of much more data that is currently entered. They aren't sure what they will do with that system. There is a two week delay in getting information into the system, so it isn't an effective tracking tool and it isn't friendly. The 30 day letter and processing goals are more important to them and that can be tracked.

The Department reviews audits from other cities to evaluate themselves and get ideas of what they should or should not be doing. The management is a proponent of peer review and job rotation. There has been stability in the management team at San Jose which has

helped; the rotation helps give even the management a fresh outlook.

The Director is involved at various levels of the organization, including the clerical ranks. There are team retreats and the weekly 45 minute training meetings are mandatory for planners.

There has been a hiring freeze since December, but development activity was down by over 20 percent, so it hasn't adversely affected service levels.

Management has a high level involvement--Management needs to pay attention and be proactive in the community. Communications needs to flow upward and downward.

There is strong supervision with weekly staff meetings and regular project team meetings.

There needs to be wide publication of standards in advance. Also wide communication of council policy.

Key to depoliticizing the process:

- Annual general plan update review
- Design guidelines
- Managing what goes to Council and what gets delegated to Planning Commission and staff
- Standardizing fees
- Commitment to timely processing

Delegate to project coordinators but don't let issues languish. Management needs to be informed of issues and do something about them including modifying procedures and protocol.

Tracking: main point is processing. Goal of timeliness is every bit as important as the analysis itself. Coordinator is supposed to know the status of any given project.

Gary--don't interfere with professional decision making process/ professional analysis process
Anyone is free to call any employee in the department. Applicants are encouraged to do so.

There is a records management system called "MUFFS" which is Citywide, but only certain departments use it. The planning department has a filing area where project folders can be located, as well as microfiche final projects. The planner goes through old folders, pulls out any sheets which don't need to be microfiche and then sends the folders out for that service. There are certain days set aside to do this work.

APPENDIX

C. SITE VISIT - RIVERSIDE

In attendance: Jack Crist, Greg Norton, Barbara Weaver, Nancy Killian -
City of Sacramento

Merle Gardner, Steve Whyld - City of Riverside

The Planning Department in the City of Riverside includes the Building Services section as well as long range planning, plan implementation and current planning. The plan implementation section is heavy into design review, in fact there are 6 planners in that section.

The total staff of the Department is 65 (24 positions are in the Building Services section).

The emphasis of the Department is on public relations with specific processing goals for building plan check/processing from over the counter to 6-8 weeks for full process and a 60-day turnaround from application to Planning Commission. The department publishes a tentative schedule for Board of Administrative Appeals and Zoning Adjustment, Environmental Protection Commission, Design Review Board and Planning Commission for the year. There is also a 25 member neighborhood relations committee. Only Environmental Commission meets in the evening. Only Department Heads goes to City Council meetings.

There is a Land Use Committee of City Council (3 members) that meets 2 times a month. Items are referred from City Council. The staff feels that they have a good relationship with City Council and they don't ask nor does Council tell them how to approach a project. The Land Use Committee also reviews appeals from Design Review Board before going to City Council.

Design review is on everything except single family (some single family included depending on location). This was started in 1970. City also has design review guidelines which provide a framework with which to design building. Line drawings illustrate this as opposed to not this throughout the guidelines. Includes sign design and landscape design as well as building and site design. There is also a Special Projects Committee of Design Review Board - technical group that works with developers on major projects.

General plan is being updated via community plans and elements. Once completed, it will be updated annually.

Zoning ordinance is not current; last updated in 1957 with many amendments. There are 10 specific plans that are new over the last 5 years. These are adopted by resolution and become part of general plan. Zoning is established to implement specific plan.

There is little turnover in top management: Director 30 years (but will be retiring in 3 months), Deputy Director 24 years, Division Head - 20 years.

Desire of City Council to cover all costs. Use in-house staff for special studies, occasionally consultants. Fees are updated every 3-4 years with about 80% cost recovery. Major fee recently instituted - to fund general plan - 15% surcharge on all building permits and 15% surcharge on planning applications. Project \$670,000 to support general plan.

EIRS are done by outside consultants. Charge flat fee to applicant.

BIA not very active; there is more development in County than in City.

There is a project list of about 100 items requested by Council. Some have 90-day return date. Attempt at prioritizing and reporting back to Council with progress report (but not very often).

Have new SIERRA system - applications are entered at the counter. They are overhauling records management system. File by address. They are also starting GIS system. Also looking at a system to put inspections call-ins on answering machine. The "Permits" system is built around building function. All planning staff have personal computers.

Planners type own reports following templates developed. Good consistency.

Management staff meets once a month and Divisions have regular meetings.

Electric and water are not turned on until design review intern goes out to site, checks conditions and signs off. Effective.

The group asked lots of questions. There was not a lot of information forthcoming. Jack visited the City Finance Director and gathered some interesting information. The City of Riverside is undergoing its own review - a final draft of a consultant study is out and the department is undergoing peer review by 5 other department heads. The staff we interviewed never mentioned this.

NK1.1

APPENDIX

C. SITE VISIT - FRESNO

In Attendance: Barbara Weaver, Greg Norton, Jack Crist, Nancy Killian

Fresno Staff: Al Solis, Director, Marc Williamson, Betty Nawbett, Jerry Todd, Jim Wastel, Dave Robertson, Dave Herb, Hugh St. John, Brenton Boone, Steve Witenberg, Nick

We went over the organization chart. They reorganized this year to flatten organization.

The entire management team meets two hours on Monday morning to discuss workplan, Council issues, etc.

They have Process Time Charts for Planning Amendments, Review and Encroachments and variances and deviations, rezones, conditional use permits and tentative tract maps. They track 22 entitlements.

They mentioned processing time goals worked out with industry.

As of July 1, Council has made them a 100% enterprise fund, no support from General Fund. There are only two cities in nation, Riverside and Fresno, that are 100% enterprise funds. (Riverside had told us they are 80%.

There is no zoning administrator.

They have remained stable in staff by department, shifts between areas in department, as workload fluctuates.

They plan to implement a GIS system by Summer 1991 in conjunction with the County. They are not very automated, but want to be.

Have had times when quantity was pursued and quality not as great.

The City has grown to 99 square miles.
Al has been Director for two years.

Fresno gives Council a lot of information on comparison with other cities to help them understand workload, etc. Intensive reporting to Council. They barrage Council with reports and graphs to inform them.

The building valuation has been down to \$20 million/month, but is now up to \$22 million. Fresno has been rated 8th in the nation in valuation.

They are a fully enterprise department (previously was 85% for total department, and they started at 40%.)

Handed out Department User Fee Analysis and Cost Allocation Model

Have allocated full cost of general plan, all processing, etc. Surcharge on building permits.

Fresno has a complaint card at all counters to get feed back. Receiving 10 to 1 positive to negative. When someone complains at Council meeting, Director follows-up with a memo to Council. They also share positive feedback with mayor and council.

The Green Ribbon Committee was to deal with perceived issues. Staff used to meet monthly at the Chamber, but there was less to talk about, so the meetings didn't continue. They handed out Development Department Improvement Program. Written by management team and brought staff into process.

They are doing again now by going to staff first and bringing back to Management Team. Will have new report October 1 and will send copy. They spent the last six months preparing their budget and didn't work on this.

Planning and development staffing has reduced while building staff has increased. They look to computerization as solving staffing shortage problems.

Processing time, fees, new projects, concerns

They recognize the need to put outreach meetings in place again similar to those held at the Chamber of Commerce. Gave vehicle for Communication.

Applicants aren't made to develop their own labels for noticing. "Council wouldn't like it" due to the possibility of errors. Labels are generated off the County database.

Standards of Service Card - Go directly to City Manager

The new City Manager is putting together criteria for measuring the department in such things as turnaround, how staff handles negative and obtains results.

The majority of complaints has to do with processing time.

Recent fee increases just zero out General Fund support, didn't add new staff.

Have City and Industry processing goals. Allows a planner to meet only 90% of goals for two months but not three months in a row.

They perform weekly tracking of projects. They are comfortable giving time estimates.

BUILDING AND SAFETY SIDE

This is for Building and Safety Side (Plan Check Only)

They have targets for each phase of Plan Check, see summary, if someone is holding up another area they get a call. Track all phases on a PC. Log off on mainframe - completion of phase. Downloaded to PC and the processing times are communicated.

Sorts projects by project due date. Updated weekly.

Looking at other programs to track Entitlement times.

Have a set sequence for Plan Amendments and do 50 plus plan amendments.

There is a guarantee when you will have a hearing with Planning Commission.

Have preliminary review for Sub-Division Process, but not for all other areas. There is a fee charged for this review.

Time line doesn't start until application is all complete, often much time has already been spent.

Have a fee for preliminary review process in sub-division. Give all design requirements, etc.

Consultant Support - not much, occasional for Council requests. Not much of a budget for consultants.

Spend approximately \$100,000 for Consulting Engineers for Plan Checking in Building and Safety to handle peaks.

Have recently brought Redevelopment Planning back into the department. New City Manager put Redevelopment Planning back in Development Department, July 1, 1991. Economic Development was eliminated and Economic Resources was added.

Environmental Review - Subsection under Planning.

ENVIRONMENTAL

1-1/2 years ago was recentralized for City Departments in department. Full Enterprise operation, bill other City departments. Initially charged hourly and have changed to flat rate. Developers pay fees.

Staff is comprised of two people who are professional planners.

The private developers hire consultants to do EIR's. City charges \$15,000 for fee processing.

Private Development	700 per year
City Projects done by Development Services	220 per year

To completely centralize would have to put Planning position with these.

The rezoning, planning, environmental process is included in Planning Development Services by Planners.

SPECIAL PROJECTS

Had set up a two person team that handled special projects which was funded by reserves, but this year the positions were not funded. So now asking Council how to pay for their special projects.

The team worked on a sign ordinance for one-1/2 years and were cleaning up at least one ordinance every one to two months. An EIR is required for text changes and can be time consuming.

If a special project receives four votes for other funding, it goes if not it isn't absorbed. Ask Council for monies to go to Development for special projects.

Zoning Ordinance is occasionally revised but not completely redone. Needs a major overhaul. Adopted 1960 and bandaids applied in 1968. Have some code changes.

Get various interpretations on ordinances.

They call requests for waiver the "w" words;
REORGANIZATION

They had a Deputy Director position. New City Manager wanted to flatten all departments to eliminate a level of management.

Interdepartmental relationships - improved significantly over last two years.

Heavily dependent on Public Works. Have brought teams closer together.

CODE ENFORCEMENT

Housing standards - full cost recovery - hourly rate

Public nuisance - no fee, administrative fee with abatements.

Wants to recover City costs as abatement actions, police and fire costs.

Neighborhood Preservation is funded by a CDBG grant and some other sources. Don't recover all costs from fees for direct services but not funded by General Fund.

ANNEXATIONS

Initial purpose was aggressively annexing sales tax producers. Then LAFCO stopped it.

Few months ago signed a MOU and reinstituted annexations.

Last March Council put three additional people to Annex Research Section. Report directly to AI because area requires quick decisions. The fee charged is "healthy".

Research - collecting data and publishing information.

Department has its own Management Analyst.

INFORMATION COUNTER

Everyone in Department serves one hour per month at the Department Public Information Desk.

AUTOMATION

Plan to do but don't seem to have a handle on how:

- Computer front counter operation - permit process
- Get GIS system in place.
- Considering total automation of cashiering, file update and file tracking.

Recognize that a significant amount of time is spent on records management, accessing information, etc.

Working together with County on combined shared GIS system.

Records management - file by address

All permits issued go into a data base.

Mentioned a state service to validate contractor licenses - not using State License Board. Referenced a system called Milestone.

They want to start a trade certification program.

Unpermitted work - no proactive program to discover. Only act on a complaint basis. Sometimes competitors complain. The penalty is four times the regular rate.

Consider paying overtime rates to staff for night or weekend work to discover unpermitted work.

Inspector routes are allocated by section of City. 30-35 field inspectors - Building, Plumbing and Electrical

Reinspections have telephone permit process Contractor has a draw account for plumbing and electrical with finance with a \$500 deposit. Concept is good, but they feel that Finance is charging too much for services. (The cost to the contractor is more than the standard permit rate).

- o Problem: Finance performs this function manually so sometimes contractor has no more funds on deposit and then finance will not pursue collection.

1,138 fee transactions through this process last year just short of \$1 million in fees. However, cost of maintaining is approximately \$35 per transaction. Pay Finance \$30,000 per year for the manual services they supply.

PLANNING COMMISSION

7 people

very small percentage, 10%, of what they do is finalized through the Commission; most reports go to Council. Rarely is a report kicked back due to insufficient information or quality. All Plan Amendments and rezoning go to Planning Commission and Council. At least one-third of Council meeting is Development Department, can be as high as 50%.

Route the City Manager the Planning Commission Packages to provide timely information. Route three weeks ahead of time.

The Commission meets two times a month.

Development Department Head reports directly to the City Manager.

Only get a report back request from Council at about every other Council meeting. Sometimes only a "Tray Item" request for a memo to be put in Council Member's Trays not a report back to Council.

COUNCIL INVOLVEMENT

Sometimes request staff members to District meetings to discuss controversial items. Council not too involved with Conditional Use Permits.

No tinkering or meddling with staff. We handle the professional side, they handle the political."

Charter requirement that Council not contact staff. However, up to City Manager on how to enforce.

In Al's two years, he has not had a Councilmember give direction or request a certain outcome, etc.

Community Plans - Councilmember can appoint up to 21 citizens to be on Committee and then pretty much stay away.

Update General Plan for Metropolitan area every 10 years; the last update was 1984 and started in 1982.

Organization of Planning staff - Development Services - Applicant assigned to person familiar with a particular type of project and based on current workload. Not assigned by geographic area; it is more cost effective to assign an application when it comes into the department.

Problem is all work could come in from one area and staff of other area could have nothing.

BUDGET DEVELOPMENT AND MONITORING

Management Analyst Position is vacant. Want this position to deal with complex budget issues. Receive monthly revenue and expense reports from finance. Each area responsible for monitoring. Hope to track by cost center in future.

Have daily financial revenue and expense information on system. However, difficult to access and can't print reports. Accurate within 24 hours.

Division Heads put budget together and monitor/administer during year. Management Analyst oversees monitoring, etc. Now have model for cost centers, like a business, spreading of department administration overhead, isolating costs of operating areas. Management Analyst will oversee this. Feels monitoring of budget, etc. needs to be decentralized. Would like to see this position become a mini-controller.

Plan Checks have various payment points. Entitlement - everything is paid up front. Pays building fees some up front and pay Plan check fees etc. as all process.

Building and Safety fees monitored by Engineering.

Collect plans, call applicant, have him pay fee and issue plans.

Front counter staff is responsible for collecting for work that is performed. Cashiering just makes sure calculations are correct, but not that all fees are collected.

APPENDIX

C. SITE VISIT - LONG BEACH

In attendance: Jack Crist, Greg Norton, Barbara Weaver, Nancy Killian - City of Sacramento

Bob Paternoster, Director; Dennis Eschen, Zoning Administrator; Dave Evans, Operations Officer

There are about 100 people in the department with 1 Director and 4 Planning Managers. The department has half the planners per capita compared to other cities. Staff is currently 15 Planners. Planning staff meets every two weeks. There is good cooperation among City departments. In 1968, a strategic plan was developed involving 14 departments.

The Director would like a few more staff (5) as would the City Council to support "little things" going undone. There are 5 Community Planners assigned to specific geographic areas. They do not do community plans.

There is a new annual fee that will be charged for follow-up inspection of conditional use permits to enforce zoning condition compliance. Two Planners are being added to Inspections Services for this and they will use citation process to enforce conditions of approval. The zoning regulations contain the provision for this fee.

The department is 82% self-supporting, about 35% for planning functions. Fees are based on flat fees which cover entire process. If there are enforceable fees not paid, business license section will collect.

Fee structure is all computer driven, the counter person does not calculate fees. All permit attached fees are identified by system. They have some impact fees. Advance Planning is 100% general fund supported and Environmental is 100% self-sufficient. Zoning/Current Planning attempt to be 100% self-sufficient but not all hours worked are captured. All fees are collected with receipt of application. The department has no financial staff. The budget is done by Administrative Officer and assistant. Budget performance is monitored monthly for revenue and expenditures.

There is a Technical Advisory Committee ("TAC") which was started several years ago. The Zoning Administrator chairs the meeting and decides which projects go to the Committee. Several city departments are represented and plans are circulated 2 weeks in advance. Problems are worked out at the table, each department comes to the meeting prepared to comment. Early plan review takes place in this forum. Applicant and their architect also attend.

The City does not have published design guidelines; however, a study is currently underway for the downtown area. There is site plan review of 5+ unit residences, 5,000 square feet offices and 45 foot buildings done by an urban design officer.

The department has processing time goals: administrative 3 weeks and Planning Commission 6 weeks. They have a 97% success rate. There is also a published schedule that informs applicants when they will be scheduled for TAC meeting and Planning Commission. Most environmental review is done in-house by 1.2 FTE. They produce about 8-9 a year and always win in court. Review takes 130 days to 1 year with a 6 month average. Consultants are used for major projects only.

Three general plan amendments and 3 updates of the zoning ordinance are processed each year. The entire city was rezoned in 1990; primarily all down-zoning. General plan was rewritten in 1989.

The direction of the City Council is to add more business to the Council agenda because they feel that they are not involved in their districts' business.

The new zoning ordinance set-up a one-step appeal process. Actions of the zoning administrator can be appealed only to the Planning Commission. Planning Commission actions are appealable to the City Council. This may change to a two-step process. The Planning Commission is advisory to City Council.

Riverside has many citizen committees. Some are appointed by Council but Planning Director encourages appointments of "stakeholders" who have a personal interest in the issue. The Department organizes the meetings and does a lot of work with these Committees. The Director also does outreach with the BIA, Chamber of Commerce and other special interest groups.

"Keep Up the Good Work" letters are mailed out to all completed permit receivers. A postage return survey is included with about 18% returned. Of these, 98% are satisfied with service.

The Council requests many reports back which are a real burden to the department. The City Manager's Office keeps track of all Council requests via computer and believes in being responsive.

They have been automated since 1986 with Building about 95% automated and Planning 20%. All processes were flow charted to enhance efficiency prior to automation. Building uses a parcel based system. All planners do not have computers but there are stations that they have access to. Project tracking is done manually.

There are some problems with planing conditions making it through to Inspections. They are printed as an addendum to the permit.

In Building, they keep track of workload daily and know back log in plan review. They track all permits issued by inspection area and expiration dates of the permits.

In Attendance:

Nancy Killian, Jack Crist, Barbara Weaver, Greg Norton--City

Gary Stonehouse and Robert Sherry, County Principal Planners

There are 99.6 positions in the Department of Planning and Community Development. The Department is changing. A new Director was named last July and an Assistant Director has been approved in concept to handle the Administrative issues. There are three divisions. Sr. Planners are considered Management. All positions are civil service except the Director's.

The County staff used to have geographical assignments and the Current and Long Range Planning used to be a section instead of division.

There is a zoning administrator that deals with public information, hearings and reviews by staff and maintains the ordinances. There is a binder of zoning maps that are kept current. Any parcel in the county can be referenced.

There is a Development Plan Review for checking plans. There are two planning Commissions; Project for things that don't require a plan amendment and Policy for things that do. The Project Commission meets every Monday and the Policy meets every other Wednesday.

Within Advanced Planning, one group maintains and implements work, one works on the community plan, one works with Public Works and one with RT.

Zoning enforcement deals with conditions of use, nuisances, vehicles and debris. Staff start as planning aides.

Environmental Review and Assessment (DERA) is a separate Department of 30. Working together has not been smooth; it is a linear process and a coordination challenge. DERA performs mitigation monitoring.

The General Plan EIR is funded through general fund as well as the planning division. Applications work is funded from fees.

Quality of work and customer service are important to the department. The Director meets with the BIA and many other applicants.

As a means of communication, he likes PROFS. Also the Principals and Director meet weekly, there are weekly section meetings, and outside representation is sent to other section meetings.

He believes regular rotation of staff falls apart. Projects are assigned to Sr. Planners who have the discretion for assignments.

The department is looking forward to a future computer system for application status monitoring for development of empty parcels.

There is staff attendance at every other Community Council meeting. This means a long range planner has to understand application processing, zoning ordinances, etc. There is a Community Plan Advisory Council that reviews all applications in their communities with very little staff support. Staff explains the process and procedures, and technical aspects, but do not become advocates for the project. They are trying to get a position to support Community Plan Advisory Council. All staff members sign up to present issues and projects to the Planning Commission and may do this 3 to 4 times a year.

The department does not make a commitment for processing applications. Zoning amendments are the shortest because there are no staff reports required. Hearings occur weekly. The County is told that the City processes applications faster.

The Development Plan Review will be revamped. No EIR is required, but it bumps up against CEQA.

The department had a 7-8 month backlog, but now projects are being assigned within 30 days.

Regarding management of records, 3 years' of applications are stored in the file room which they try to keep secure. After that they go to records storage.

There is not a regular early review for General Plan Amendments. A fee is charged for early consultation. The General Plan is updated every five years.

Application processing is 100% fee supported while the general plan is supported by the general fund.

Public Works and Planning meet monthly.

COUNCIL MEMBER CONCERNS

1. Lack of Timeliness
2. Low priority of Council Initiatives
3. Organizational Review
4. Personnel Review
5. Budget Review
6. Policy Review
7. How has CEQA changed and how do we respond to these changes?
8. Sign Enforcement
9. Interface of Planning and Building Division
Interface with other Departments and other Agencies
10. Review of Specializing Planners in an Assigned Area vs. Non-Specialization
11. Review of staff workloads
12. Review of training program for staff
13. Streamlining Processes
14. Assistance from consulting firm
15. Program Planning
16. Informing Committee with the status of reports
17. Better time management of reports to Committee
18. Team effort with other Departments coordinated through the Manager's Office
19. Compare timeliness of other similar cities and growth patterns
20. Procedures for follow-through on Council requests

21. Compare costs of processing to other Agencies and Cities
22. Review of salaries (to be reviewed separately)
23. Survey of other City Department Staff and Redevelopment Agency Staff
24. Compare staff size to other Cities
25. Transportation Planning; Public Works or P&D
26. Public meetings and workshop training
27. Design review should be equal in all geographical areas

APPENDIX

E. EMPLOYEE SURVEY

	Strongly Agree (4)	Agree (3)	Disagree (2)	Strongly Disagree (1)	No Opinion
1. My role and responsibilities in the organization are clearly defined.	13	64 <i>2.91</i>	18	2	1
2. City Council policies are clearly defined for staff.	2	24	38 <i>2.28</i>	8	27
3. Customer service is given a high priority within this department	40	45 <i>3.32</i>	10		
4. Employees of the department are held accountable for their actions	6	50	31 <i>2.57</i>	8	4
5. The mission and goals of the Department have been clearly communicated to the employees	13	50 <i>2.82</i>	28	1	5
6. The Department works well with other City Departments	8	55 <i>2.83</i>	14	4	15
7. The Department receives good cooperation and support from other City Departments.	4	53 <i>2.70</i>	20	4	14
8. The City Manager's office is supportive of the Planning and Development Department.	5	25	17 <i>2.49</i>	8	38
9. There is a real cooperative spirit in the Department. People work together well in day-to-day operations.	11	42 <i>2.65</i>	33	5	4
10. In this Department, a person has the opportunity to grow and advance	8	36	27 <i>2.46</i>	13	12

(average in italic)

APPENDIX

E. EMPLOYEE SURVEY

	Strongly Agree (4)	Agree (3)	Disagree (2)	Strongly Disagree (1)	No Opinion
11. I enjoy my work.	36	57 <i>3.32</i>	3	1	
12. Supervisors and managers do a good job of balancing workload among staff.	8	40 <i>2.64</i>	32	3	8
13. My workload is such that I can generally finish my work on schedule without working overtime or without falling behind.	8	43 <i>2.53</i>	35	9	4
14. Workload is evenly balanced among employees in my section.	6	48 <i>2.63</i>	29	5	8
15. In my section, we have the right number of staff to handle work demands.	2	28 <i>2.13</i>	40	20	5
16. I would like a system which provides for a scheduled rotation among jobs for employees in my Division.	14	20 <i>2.40</i>	31	16	15
17. I have access to the ongoing training I need to keep current in my job.	12	52 <i>2.70</i>	15	12	6
18. I have access to the training I need to enhance my advancement potential in the Department.	8	23 <i>2.33</i>	40	12	12
19. I am generally kept informed of what is happening in the Department (i.e., policy changes; status of major programs like General Plan update; etc.).	8	38 <i>2.49</i>	36	9	4

(average in italic)

APPENDIX

E. EMPLOYEE SURVEY

	Strongly Agree (4)	Agree (3)	Disagree (2)	Strongly Disagree (1)	No Opinion
20. My immediate supervisor gives me timely feedback on my performance.	15	51 <i>2.80</i>	15	9	3
21. My immediate supervisor encourages my suggestions to improve operations.	20	54 <i>2.98</i>	14	4	5
22. I have a clear understanding of the goals and directions of my section	15	55 <i>2.88</i>	16	5	5
23. My immediate supervisor's expectations regarding my performance are clear and understandable to me.	14	57 <i>2.85</i>	20	4	1
24. My immediate supervisor supports me in fulfilling the major duties and responsibilities associated with my job.	19	61 <i>3.03</i>	12	2	4
25. The last performance evaluation I received was meaningful.	11	47 <i>2.78</i>	15	7	14
26. Staff resources within the Planning and Development Department are effectively utilized to provide services.	1	33 <i>2.26</i>	27	15	23
27. Planners are accomplishing a lot of work which could be handled by clerical or other support staff.	18	17 <i>2.98</i>	11	4	49

(average in italic)

APPENDIX

E. EMPLOYEE SURVEY

	Strongly Agree (4)	Agree (3)	Disagree (2)	Strongly Disagree (1)	No Opinion
28. Processing or turnaround times for minor applications (e.g., sign, permits) are good.	4	24 <i>2.63</i>	18	2	52
29. Processing or turnaround times for major applications (e.g, use permits, subdivision maps) are good.		21	22 <i>2.36</i>	4	52
30. Application forms and instructions provided to applicants are clear and complete.		30	29 <i>2.37</i>	6	33
31. Counter staff are courteous and responsive to applicants.	12	38 <i>2.91</i>	14	2	29
32. Adequate staff are available to handle the counter and respond to public service requests.	2	22	26 <i>2.04</i>	23	24
33. Counter staff do a good job of ensuring that all materials are provided by applicants before accepting applications.	5	37 <i>2.71</i>	10	6	39
34. The current file system is well organized and easily facilitates location of files and documents.	4	12	38 <i>1.91</i>	27	17
35. The current filing system facilitates determining the status and conditions associated with various permits related to a specific project or property.	3	24	21 <i>2.16</i>	19	30

(average in italic)

APPENDIX

E. EMPLOYEE SURVEY

	Strongly Agree (4)	Agree (3)	Disagree (2)	Strongly Disagree (1)	No Opinion
36. The public reception and counter area is effectively laid out for the public (e.g., where to go, who to see for planning/building permits, etc.).	4	35	26 2.33	16	28
37. Staff should be provided more discretionary authority to approve/disapprove/condition minor permits.	8	40 2.77	9	7	34
38. The zoning ordinance and other related codes are current, complete, and facilitate staff formulation of recommendations related to development applications.	1	11	22 2.02	12	52
59. In general, staff analysis of development applications is high quality.	0	32 2.77	5	2	58
40. Too much time is spent reviewing and correcting staff reports.	6	14 2.62	14	3	61
41. Processing of projects which require multiple permits and approvals (e.g., use permits, design review, environmental review) are well coordinated among the sections responsible for review and analysis.	1	9	29 2.04	9	51
42. We have enough plan checkers to handle current workload.	1	10	10 2.22	6	73

(average in italic)

APPENDIX

E. EMPLOYEE SURVEY

	Strongly Agree (4)	Agree (3)	Disagree (2)	Strongly Disagree (1)	No Opinion
43. The Division does a good job of completing plan checks for building permits on a timely basis.	2	12	10 <i>2.25</i>	8	67
44. Planning Division plan checks on building permits do not significantly slow down turnover times.	1	9	9 <i>2.20</i>	6	74
45. Having inspectors and office staff in two different areas of the building does not have a significant impact on Building Division efficiency.	1	14	17 <i>2.07</i>	13	55
46. The Division has enough inspectors to handle building inspection work-load and provide timely inspection and adequate inspection thoroughness and quality.	0	10	14 <i>1.97</i>	11	65
47. We are usually able to respond to inspection requests within 24 hours.	2	21	10 <i>2.53</i>	5	62
48. Sufficient dependable vehicles are available for field inspectors on a daily basis.	4	33 <i>2.88</i>	3	3	56
49. In general, plan checks are thorough and complete and do not lead to many unanticipated problems in the field.	3	12	13 <i>2.39</i>	5	67

(average in italic)

APPENDIX

E. EMPLOYEE SURVEY

	Strongly Agree (4)	Agree (3)	Disagree (2)	Strongly Disagree (1)	No Opinion
50. Inspectors effectively share inspection workload when some have available time and others have more scheduled stops than they can handle.		13	9 <i>2.52</i>	1	76
51. The Division has sufficient clerical support staff.	7	28	30 <i>2.32</i>	16	17
52. My morale is relatively high.	14	46 <i>2.69</i>	23	10	3

(average in italic)

Automatically forwards your calls when you are on the phone.

If your phone is busy, the call will automatically transfer to a pre-designated line.

Automatically forwards your calls when you are unable to answer your phone

If you don't answer your phone within a preset number of rings, the call will automatically transfer to a pre-designated line.

Name

Phone NumberThis image shows a single sheet of white paper with horizontal blue or grey ruling lines. The lines are evenly spaced and run across the width of the page. There are no margins, text, or other markings on the paper.

Call Forwarding - Activate Code	113
Call Forwarding - Cancel Code	114
Call Pickup - Activate Code	111
Call Hold - Activate Code	110
Call Waiting - Cancel Code	115
Speed Calling - Activate Code Short List	107
Speed Calling - Activate Code Long List	108
Automatic Call Back - Activate Code	105
Automatic Call Back - Cancel Code	106

Your Pacific Bell Representative:
Wendy Weir
S.S.M.
(916) 972-5536

5ESS
11/8/91



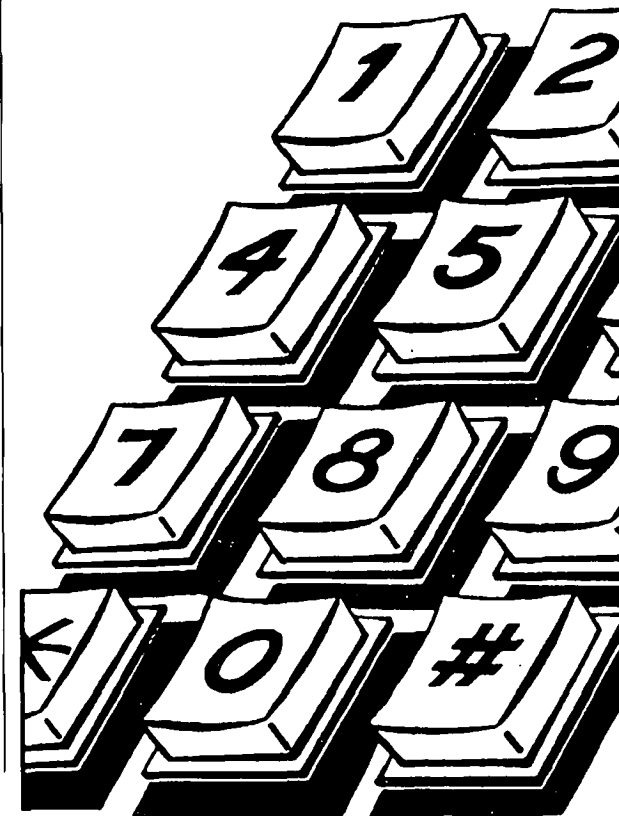
A Pacific Telesis Company



A Pacific Telesis Company



Instructions for:
CITY OF SACRAMENTO
DIGITAL CITY-WIDE CENTREX



A Pacific Telesis Company

Dialing Plan for CITY OF SACRAMENTO

To call another Centrex Station:

Dial Last 4 digits of the telephone number.

To place outside calls, dial:

Local : 9 + phone number.

Toll : 9 + 1 + area code and number.

To call an operator, dial:

Pacific Bell Operator: 9 + 0.

Long Distance Operator: 9 + 00.

To report telephone trouble:

Dial 811-8081

The **feature button** activates many Centrex features, as you will learn from these instructions. When using the **feature button**, press it briefly, then release.

Special Centrex Tones -- You will hear certain tones as you use the various Centrex features.

Dial tone:

Continuous steady tone

Confirmation Tones:

3 short bursts followed by a steady tone

2 short bursts followed by a steady tone

2 short bursts followed by ringing or a busy signal

Fast Busy Tone:

Faster than normal busy signal. Hang up and try your call again.

CENTREX Instructions

CALL TRANSFER

Transfer a call to another line

To transfer a call to a Centrex number

- Press feature; wait for confirmation tone
- Dial number where call should go
- You may hang up as soon as the line rings

Transfer a call to a number outside the Centrex

- Follow instructions above

Note: Connections to outside numbers will be charged to the Centrex station transferring the call

If busy, no answer, or wrong number, press feature twice to return to original call.

CONSULTATION HOLD

Place a call on hold and make another call

- Press feature; wait for confirmation tone
- Dial number for second call
- When second call ends--press feature to return to first call

Note: Consultation Hold is a "temporary" hold to be used for consultation purposes only. It should not be used as a substitute for Call Hold.

If busy, no answer, or wrong number, press feature twice to return to call.

THREE-WAY CALLING

Add a third party to a call

- Press feature; wait for confirmation tone
- Dial third party
- When third party answers--press feature; three-way call is connected

If busy, no answer, or wrong number, press feature twice to return to call.

CALL FORWARDING

Forward calls to another line

To forward calls

- Lift receiver. Dial 113; wait for dial tone
- Dial number where calls should go; at confirmation tone phone will ring
- When call is answered--advise that calls will be forwarded, and hang up

If call to a Centrex line is busy or not answered--

- Hang up - your calls will be forwarded

If call to a number outside Centrex line is busy or not answered--

- Hang up and dial again within two minutes; wait for confirmation tone and hang up

To cancel Call Forwarding

- Lift receiver. Dial 114; wait for confirmation tone and hang up

CALL PICKUP

Answer another phone in your Call Pickup Group

From an idle phone

- Lift receiver. Dial 111; incoming call transfers to your line

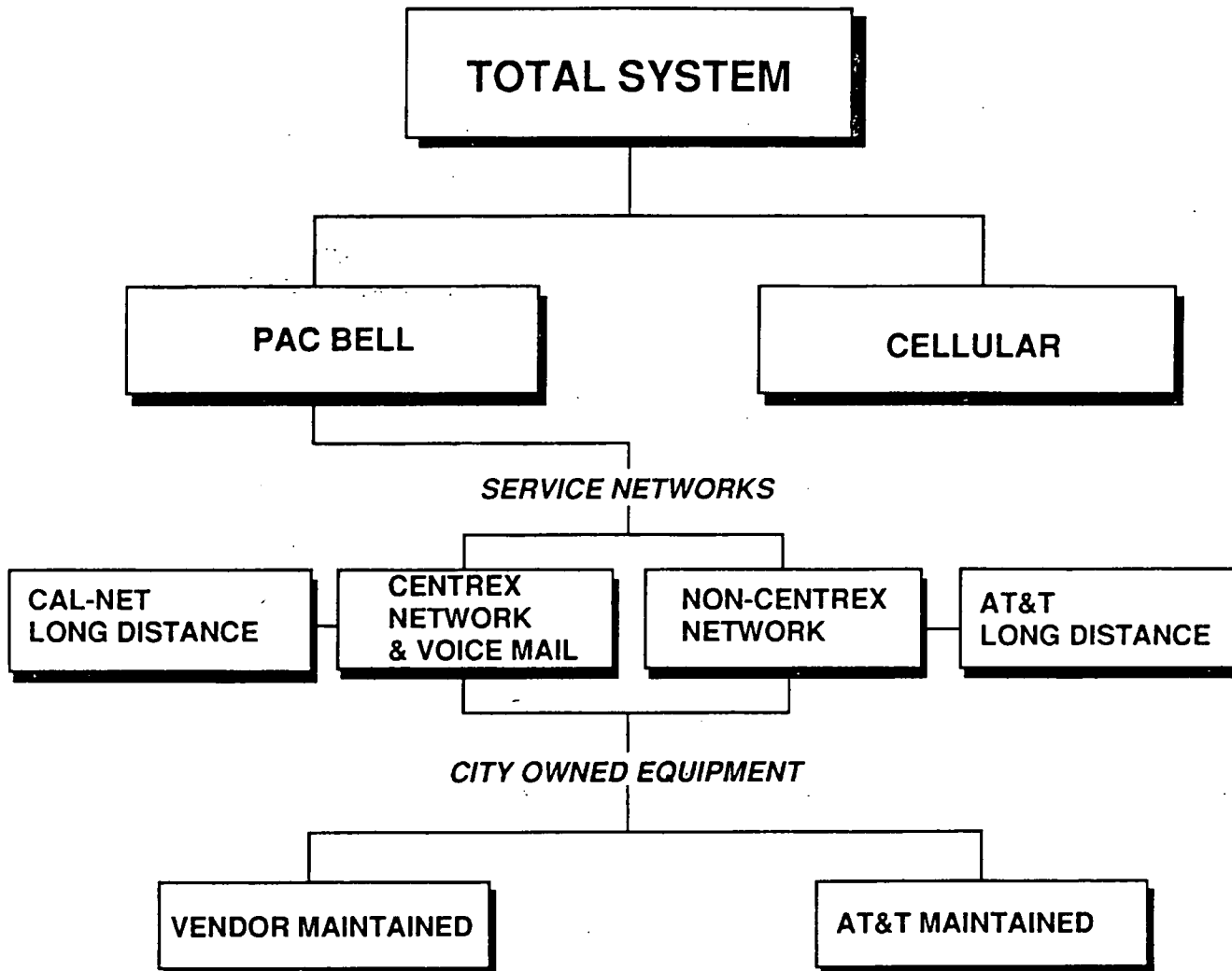
When you're on another call

- Press feature, wait for confirmation tone.
- Dial 111; incoming call transfers to your line
- To return to first call; hang up, phone rings with first call on line

To alternate between calls--refer to instructions for Call Hold. To transfer the call or set up a three-way call--refer to instructions for Call Transfer and Three-Way Calling.

CITY OF SACRAMENTO TELEPHONE SYSTEM OVERVIEW

412



SYSTEM COMPONENTS

1. Pac Bell - Contract
Centrex Network
Terms: 5 Years /
Period: 12/17/91 - 12/16/96
2. Cellular - Equip/Install
Cellular 1
Terms: Special Gov't Tariffed
Rate - Month To Month
3. On Premises Equipment
A. Telephone Equip Contract
Telelink
Terms: 6 Years
Period: 7/1/86 - 6/30/92
- B. Vendor Maintenance
 - i) Telelink
Terms: 6 Years
Period: 7/1/86 - 6/30/92
 - ii) Capitol Telephone (13th & I St.)
Terms: 5 Years
Period: 7/10/87 - 7/10/92
 - iii) AT&T
Terms: Annual with automatic
renewal
4. Non Centrex Network Components
Non-Centrex Telephone Lines, Ring
Down Circuits, Police Call Boxes,
Data Circuits, Telemetry Lines,
Leased Lines

PACIFIC BELL CENTREX

*Meeting your needs today
and providing the competitive edge
for the business world of tomorrow*

ON
LINK
ADDED
EFFICIENT
SERVICE
RELIABILITY
PREPAREDNESS
GROWTH CAPACITY
COMMUNICATIONS LINK
LOCATIONS LINK
COST EFFICIENT
SUPERIOR SERVICE
UNSURPASSED RELIABILITY
EMERGENCY PREPAREDNESS
FLEXIBLE GROWTH CAPACITY
STATE-OF-THE-ART COMMUNICATIONS LINK
MULTIPLE LOCATIONS LINK
VALUE ADDED
SUPERIOR SERVICE
UNSURPASSED RELIABILITY
EMERGENCY PREPAREDNESS
FLEXIBLE GROWTH CAPACITY
COMMUNICATIONS LINK
ADDED



You're invited to consider a simple, yet powerful, communications concept. Rather than purchasing your own complete hardware, select something better—a customized communications system with Pacific Bell Centrex.

**Start With The Basic Concept:
Unsurpassed Reliability**

More than a stand-alone on-premises system, Centrex is a powerful network of computerized switching systems that defines efficiency for the industry.

That means 24 hours-a-day, seven days-a-week, Centrex is ready to handle your company's communications needs swiftly, accurately and reliably. With built-in redundancy and Pacific Bell maintenance, Centrex is prepared for any event or any emergency. Even our Central Offices are specially built to withstand severe disasters including earthquakes, storms and fires. They meet the same standards as those adopted by hospital emergency facilities, police and fire dispatch locations.

The result: Centrex is ideal for any company that depends on its telecommunication system. Like yours.

**For Customized
Telecommunications Solutions.**

Reliability is only part of the Centrex story. Fact is, Centrex is the one communications service with a positive impact on your bottom line. Suppose your company adds staff. No problem. Centrex easily accommodates growth, and new lines and features are easy to add.

And, if you're trying to coordinate a variety of different departments, Centrex is unmatched. Multiple locations served by the same Central Office can be linked together into a single system. Consider just some of the other reasons to select Centrex:

- Least downtime in the industry
- Minimal capital investment
- Requires no air conditioning or separate power supply
- Features can be custom-tailored to meet business size and users' needs.

In short, Centrex boosts your company's productivity at almost every level.

That Will Never Grow Obsolete.

Since Centrex technology is constantly being upgraded by Pacific Bell, it will never lag behind your needs. New features and new capabilities are continually being added.

Why is that so important? Because in a fast-moving world, the state-of-the-art communications equipment you buy today could well be next year's technological dinosaur.

**And When You Compare,
It's a Very Smart Choice.**

There's another Centrex advantage worth mentioning: the alternatives. Take a hard look at premises-based systems, and consider just what you'll get. A major upfront capital investment. Increased expenses for hidden costs such as special air conditioning, environmental control, electricity and insurance. And either a limited capacity for system growth or tied-up expenses in idle capacity.

Centrex means you don't have to face any of these problems.

So, go with the Centrex Solution.

Call your Pacific Bell Account Team or Authorized Sales Representative today. They'll answer any questions you might have, help you evaluate your options and plan long-range solutions.

You'll soon discover that Centrex is more than a communications system. It's a powerful management tool.

PACIFIC BELL CENTREX

A Guide To Features And Terms.

A Few Words About The Customized Telecommunications Solution.

If you're considering a new communications system for your company, we have a suggestion. "Off-the-shelf" systems are no solution at all when it comes to meeting your unique needs.

Instead, you need a better solution: *Centrex*. With all the reliability, cost-efficiency and flexibility it takes to thrive in today's fast-paced marketplace. Plus, a network of system-wide and individual user features that can be custom-designed to meet your special requirements.

To help you get started, here's a short guide to *Centrex* terms and a full description of each feature. Because we think that the more you know about this system, the more attractive it will be.

Attendant Features

A group of exceptionally useful features, designed to give your telephone attendants (receptionists, secretaries, message center) more control over call routing. Lets you channel all calls through one central operator. Especially useful for handling night-time calls.

Features include:

ATTENDANT TRANSFER

Lets your attendant send phone calls to another *Centrex* line. Calls can be quickly and efficiently routed through one central point.

NIGHT SERVICE

Lets you pick up incoming calls from any line to ensure that after hours calls are answered.

PAGING ACCESS

Gives your attendant access to your own paging systems.

Employee Features

Centrex also enhances your business' productivity by putting step-saving functions right at the fingertips of the people who need them most—your employees. This family of easy-to-use features includes a range of options to put calls on hold, forward calls to another line or set up conference calls.

AUTOMATIC ANSWER BACK

When you call a busy *Centrex* number, this feature "remembers" it for you and re-dials for you automatically, after the party hangs up.

CALL FORWARDING/BUSY LINE

Automatically re-routes calls to designated answering station if your line is busy.

CALL FORWARDING/DON'T ANSWER

Automatically re-routes calls to an answering station if you haven't responded within a preset number of rings. Ideal for busy offices with heavy telephone traffic.

CALL FORWARDING OVER PRIVATE FACILITIES

An enhancement of *Call Forwarding/Variable* that forwards calls to locations outside the *Centrex* system by using your own private facilities.

CALL FORWARDING/ REMINDER RING

When calls are made to a line that has been activated with *Call Forwarding*, this feature gives a distinctive ring, signaling the station user that the phone is on *Call Forwarding*.

CALL FORWARDING/VARIABLE

Forwards calls whenever you like, wherever you like—inside or outside your company. You just "program" your telephone with the number you want your calls forwarded to—it's automatic from there.

CALL HOLD

Lets you put a caller on hold and make another call. Also allows you to switch back and forth between on-hold calls. Unlike a "hold" button that merely suspends transmission, this feature gives you access to dial tone while the call is held. It's like having two lines in one.

CALL PICKUP

Allows you to use your telephone to answer any ringing phone in your designated group, without having other lines installed on your set. Eliminates running to someone else's desk to answer a call.

CALL TRANSFER

Transfer calls to another *Centrex* line quickly and easily without an operator.

CALL WAITING

Lets callers reach you even when your line is busy. A gentle signal alerts you to an incoming call. You can put a caller on hold to answer it. And, if you choose, alternate between calls.

CONFERENCE CALLING—6 PORT

Hold meetings with up to six people right on your telephone. Coordinate arrangements, negotiate deals or make sales easier and faster.

CONSULTATION HOLD/ALL CALLS

A productivity-enhancing option you can add to *Call Transfer*. Lets you privately announce a transferred call before the call is connected.

DIRECTED CALL PICK UP

Lets you answer a fellow employee's line (within the *Call Pickup* group) without moving from your desk.

DIRECT-INWARD-DIAL TO DIRECT-OUTWARD-DIAL TRANSFER

Transfer an incoming direct-dialed call to a location outside the *Centrex* system (another company, home, etc. . .) instead of having the caller hang up and dial the number.

DISTINCTIVE RINGING AND CALL WAITING TONE

Signals the source of an incoming call. One ring means it's an inside company call; two rings, an outside call; three rings, a connection has been completed for you.

MAKE SET BUSY

Your line will appear busy to incoming and station calls. Incoming calls receive a busy tone.

SINGLE DIGIT DIALING

Lets you reach a preselected line within your company just by dialing a single-digit code.

SPEED CALLING

Save time and avoid wrong numbers by dialing frequently called numbers with a fast one- or two-digit code.

STATION-TO-STATION DIALING

Allows station users to intercom between *Centrex* stations by dialing a code.

TOUCH-TONE SERVICE

Provides fast call connections and gives you access to convenience options such as *Call Hold*, *Three-Way Calling* and *Call Forwarding* features.

THREE-WAY CALLING

Turns a two-way call into a mini-conference. Add on a third person to your call by pressing a few buttons.

Network Management Features

Here's a group of communications tools that can make a definite difference on your company's bottom line. These hard-working features can help control calling costs, summarize billing for accurate charge-back and direct incoming calls to the proper destination. The result: better control over your telecommunications system . . . and better management of your business.

CENTREX MANAGEMENT SERVICE

Gives you high-level control over your *Centrex* system. With it, you input system changes, controlling which numbers, features and services will be assigned to individual lines. For more information, see the *Centrex Management Service* insert.

CUSTOMER-DIALED ACCOUNT RECORDING

Identifies outgoing calls on your monthly statement by project or by client.

DIRECT DIGITAL INTERFACE

For customers that need end-to-end digital connectivity, this service provides a fully digital link three ways: between two *Centrex* systems, between a *Centrex* and PBX, and between a *Centrex* and an Interexchange Carrier. For further details, see the *Direct Digital Interface* insert.

DIRECT INWARD/ OUTWARD DIALING

Lets you choose whether incoming calls reach individual telephones directly, or through an attendant. Similarly, calls can be placed to outside numbers directly or routed through an operator. Either way, you get more flexibility and control.

FORWARDED CALL INFORMATION

Offered in conjunction with *Uniform Call Distribution* (UCD), this service sends incoming call data to your company's message center terminals or voice mail services. So when calls are routed, the terminal will display such information as the number being called and the reason for forwarding.

FLEXIBLE ROUTE SELECTION

Selects the most economical route to handle your outgoing calls. You select the calling services—WATS, local service or long distance carrier. Our switching equipment completes the call using the first route available in the order you've specified.

FOREIGN EXCHANGE CENTREX SERVICE

For customers located in an area that cannot offer *Centrex*, this service provides the system from a contiguous (nearby) exchange.

INDIVIDUAL BILLING DIRECTORY NUMBER FOR OUTGOING WATS CALLS

Identifies the *Centrex* line that originated a WATS call.

METROPOLITAN CENTREX SERVICE

Lets your company link one or more *Centrex* systems together for centralized communications. Boosts efficiency and cuts interoffice communications costs.

OUTGOING TRUNK QUEUING

Puts outgoing calls on WATS lines in queue while waiting for access. When a line becomes available, the WATS calls will go through. If no access lines open up, the call is directed to an overflow network. Helps cut costs by increasing WATS efficiency.

SECTIONAL BILLING SERVICE

Summarizes calling charges by department or profit center so that you can provide each unit with a detailed, accurate breakdown.

STATION MESSAGE DETAILED RECORDING ON TIE TRUNKS AND FOREIGN EXCHANGE

Simplifies the task of analyzing telephone bills. You get a magnetic tape record of every non-intercom call placed on your system, including the number called and the calling station. Helps you locate facility bottlenecks, allocate costs and control abuse.

UNIFORM CALL DISTRIBUTION

Ensures that incoming calls are evenly distributed to available lines in the order received. Eliminates intermediate handling of calls and ensures that calls are answered promptly. For more information on this powerful service, see the *Uniform Call Distribution* insert.

Basic Telecommunications Terms

The following are definitions for some of the terms you'll come across as you start to examine communications systems.

BELL OPERATING COMPANIES (BOC)

The seven regional Bell companies that were established after divestiture.

CENTRAL OFFICE

The primary point of connection between customers and Pacific Bell's network. These highly secure buildings contain network switching equipment.

CENTREX

A Pacific Bell communications service that switches customer calls through the Central Office. Its benefits include rapid growth potential, individual station billing and direct inward/outward dialing as well as a host of optional features. Constantly maintained and provisioned by Pacific Bell, *Centrex* is the state-of-the-art in business communications systems.

CUSTOMER PREMISE EQUIPMENT (CPE)

Communications equipment that links customers to the network and physically resides at their location.

DEMARCATIION POINT

The network demarcation point divides the responsibility for repair and maintenance between the customer (for inside wiring and equipment) and Pacific Bell (for network services). This mutually agreed upon point can be either where you plug in your telephone or where your equipment vendor begins work.

DOWNTIME

The period that computer or network resources are unavailable to end-users.

INTEGRATED SERVICES DIGITAL NETWORK

A network that is digital from end-to-end. The result: all forms of communication—voice, video and data—will travel over the same network. Currently being trial tested by Pacific Bell.

INTEREXCHANGE CARRIER

A carrier that provides telephone service between designated Service Areas and between states.

LOCAL LOOP

The circuit between the connection from a phone or terminal to the equipment in the Central Office.

PRIVATE BRANCH EXCHANGE (PBX)

Telephone switching equipment located on a customer's premise that establishes communications between individual users and the public network; typically also provides switching within a customer's local area.

TRAFFIC

Common expression to describe the movement of telecommunications messages over the network (voice traffic, data traffic, etc...).

WATS

A volume discount service for outbound calls. *Centrex* can provide access to both Pacific Bell WATS and other discount calling services.

800 SERVICE

A volume discount service that automatically reverses the charges for calls made to a business, making the calls cost-free to the calling party. *Centrex* can provide access to Pacific Bell 800 Service.

For More Information And Technical Specifications

Contact your Pacific Bell Account Team or Authorized Sales Representative.



Applications For Government.

*CENTREX Offers A
Premise Government
Agencies Will Approve.*

ry to imagine organizations with telecommunications requirements more challenging than government. Agencies and offices are widely dispersed. Priorities are constantly changing. And, the volume and types of communications grow at a geometric rate.

But there's no question about keeping up with the job. Even in these fiscally difficult times, you can't afford a phone system that lets you down.

That's why so many of government's most knowledgeable planners have moved to a better communications premise. Putting all the capability in their offices and all the equipment at Pacific Bell's. Eliminating a heavy outlay for new hardware and yet being able to add as many new communications services as needed.

The system is CENTREX. And it's based on a premise that will quickly win a vote of confidence from you.

PACIFIC  BELL™

A Pacific Telesis Company

Helps Local Governments Grow Without Growing Pains.

Whether it's the libraries, courts, licensing offices, or schools, there's always the question of how to make sure communications systems keep pace with the need. And how to do it when funds are short, all office space is presently being used, and no one is completely sure what services will be needed next.

That's why many local governments are learning that CENTREX cuts through all the frustration and provides a clear path to tomorrow.

First, CENTREX provides all the capacity you'll need today. You select and pay only for those features needed. Then, as the agency grows and becomes more electronically sophisticated, the CENTREX system grows with it. There's no need to knock down walls, re-wire offices or buy more hardware. And, adding new features is as simple as picking up the phone.

For example, one city selected Pacific Bell CENTREX with a Uniform Call Distribution (UCD) feature to help handle the flood of daily calls requesting everything from garbage service to licenses. They found this system helps by distributing the calls evenly among the attendants. While saving on personnel costs and eliminating telephone inefficiency.

All of which makes the public—and the city council—very happy indeed.

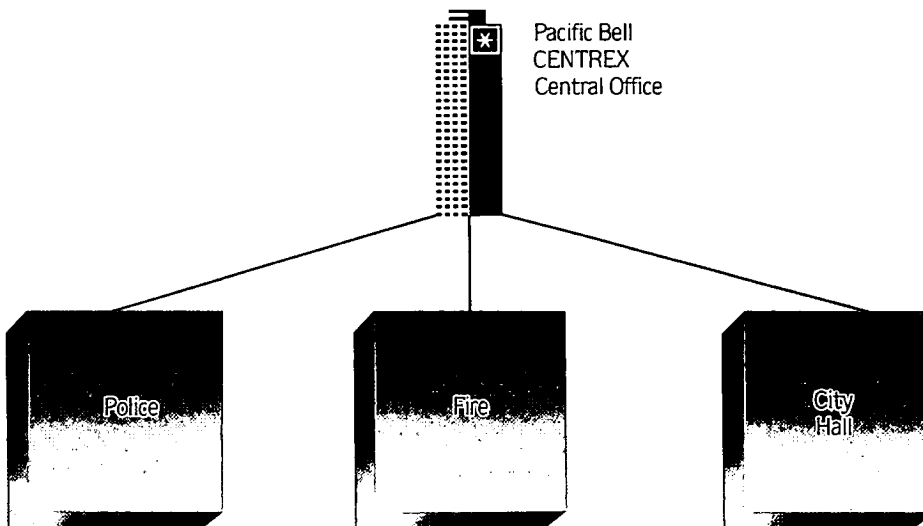
CENTREX Means More Efficiency For Government.

But difficult communications problems are not the province of local government alone. Government agencies have complex needs, with offices from police, to fire, to schools—all geographically dispersed organizations with great needs for coordinated communications. The kind of communication that propels efficiency.

Fortunately, CENTREX meets those needs. It links people and offices without the installation of hardware. There is no problem of system compatibility. It can easily provide connections to long distance carriers and access to their enhanced services. And, as requirements change and personnel are re-allocated, CENTREX handles all the moves and changes far more easily than comparable premise-based systems.

Perhaps most important, each office or agency can choose the features it needs. CENTREX offers many convenient features like Call Transfer, 3-Way Calling and Direct Inward/Outward Dialing. And new features can be installed as easily as picking up the phone.

CENTREX easily links all the departments of a modern city government into a unified communications system.



For instance, one large university's campus security department needed to improve the emergency phone system. The solution: CENTREX with Uniform Call Distribution and Forwarded Call Information. Beyond exceptional reliability and security, this approach offered a unique advantage: the calling number is identified to ensure immediate emergency assistance.

CENTREX Allays County Governments' Concerns About Cost.

From the beginning, CENTREX makes financial sense. A county government wishing to convert to CENTREX does not have to worry about down payments or capital investment. There's no massive on-site installation, no walls torn down or floors ripped up. The system doesn't take up valuable space and it requires no air conditioning, separate power supply or insurance.

Costly downtime for maintenance is not a problem either. CENTREX is subject to 24-hour-a-day maintenance at Pacific Bell. It's housed in buildings that exceed local standards for fire, earthquake and break-in. And, each component is protected by proven back-up systems.

CENTREX also helps county agencies—whether they are school systems, sheriff, road construction and repairs, or other services—to control costs. With features like Flexible Route Selection, Sectional Billing Service and Individual Billing Directory Number for Outgoing WATS Calls, your budget can easily be managed.

For example, one county government found that obsolete and expensive communications systems were greatly affecting its ability to balance the budget. Pacific Bell answered the need with a CENTREX system and a CENTREX Payment Plan, which allows them to accurately predict communications expenses.

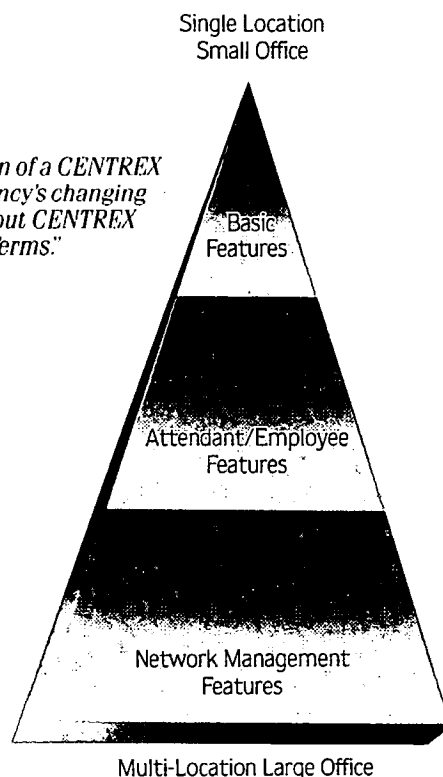
That, and the fact no capital equipment needs to be purchased, makes CENTREX a real money saver over the long run.

So, Look To A New Premise. Look To CENTREX.

Orderly growth. More efficiency. Better cost control. If these are concerns for your agency, you should learn all you can about the off-premise communications system.

Contact your Pacific Bell Account Team about CENTREX today. You'll quickly find it's a premise you can support.

This diagram shows how the initial installation of a CENTREX system can grow to meet a governmental agency's changing needs and work volume. To find out more about CENTREX features, consult "A Guide to Features and Terms."





A Comparative Analysis.

*Why Your Best
Communications
Investment Starts With
A Better Premise.*

When it comes to telecommunications, today's businesses have more options than ever before. From telephone equipment to long distance service, you're faced with critical decisions at every juncture.

Yet, for all the choices, the issues boil down to one central question: should you purchase a total hardware-based system? Or, alternatively, opt to lease the technology using a Central Office-based network approach?

Clearly, there are circumstances in which both concepts have merit. But, taken on balance, we think the facts are clear. CENTREX offers the best premise for your business.

Start With The Question Of Cost.

The analysis begins with the most important factor—the impact of your decision on the bottom line. Here you'll find CENTREX is the affordable option, requiring minimal capital investment. And, payment for only those capabilities you need.

In part, that's because CENTREX saves valuable office space. All of the computerized switching equipment is at our office—not yours. That means you'll save on the insurance, electricity and maintenance costs of the equipment. Not to mention eliminating the need for special temperature and humidity controls.

In fact, with CENTREX, there are no hidden expenses. And that's a very practical premise, indeed.

For Flexibility You'll Never Outgrow.

At the same time, CENTREX doesn't lock your company into purchasing a "package" of features for your entire system. Instead, you select from a wide range of system-wide and individual user features.

But that doesn't mean CENTREX is limited. Any time you add employees or want new features you'll be pleased to discover this system is incredibly versatile, easily handling unlimited growth. There's no need to worry about software changes required in a stand-alone PBX.

By contrast, PBXs don't expand so easily. Add new employees and you'll face additional costs for new trunks and trunk cards, line cards and common equipment. You may even have to spend more money for more power and environmental controls.

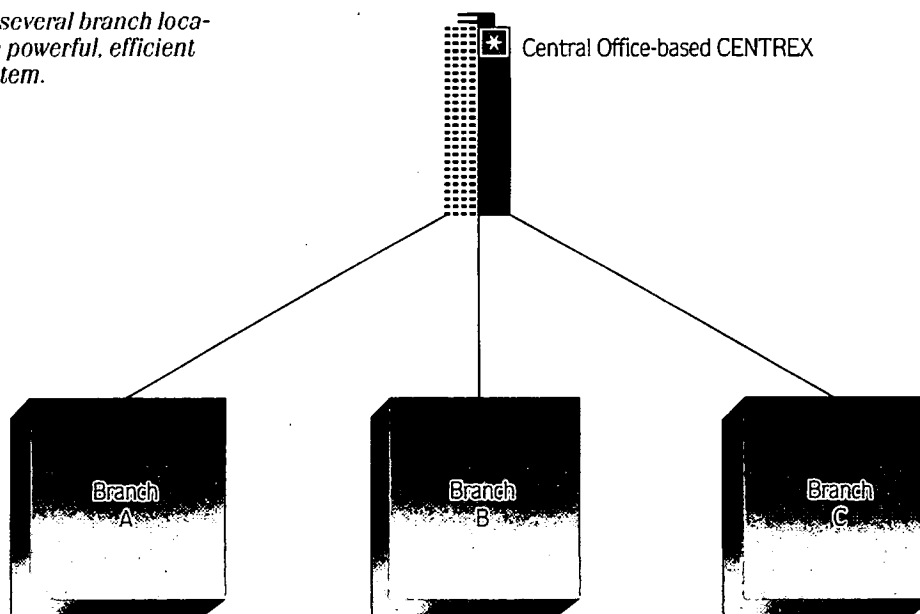
That's Ideal For Multi-Locations.

And CENTREX takes the concept of flexibility one step further. It's the ideal way to link many locations into an easily managed system.

Plus, there are no charges for switch equipment repair or maintenance. Because CENTREX, with built-in redundant backup, is monitored around the clock by skilled Pacific Bell technicians.

That's the kind of flexibility and reliability PBXs just can't match.

CENTREX connects several branch locations together, into a powerful, efficient communications system.



Your Best Investment For The Future.

You should also bear in mind that CENTREX technology will always be state-of-the-art. Pacific Bell is continually enhancing the switching and transmission components of the system. New refinements are automatically incorporated—at no cost to you.

A PBX, on the other hand, is a major capital investment. One that's likely to require a major overhaul or replacement in just a few years.

And that includes one cost component frequently overlooked—the telephone sets themselves. Most manufacturer's price packages include the costs of proprietary phones designed exclusively to work with their PBX. Locking you into that manufacturer's price and technology. Worse, down the road, they may even decide to discontinue maintenance support—leaving you to search for qualified technicians and parts.

But when you choose a CENTREX, you select from a wide variety of compatible telephone sets based on your needs. Which means that you can get the sleek, new phones for the front office and let the warehouse have the basic sets. Upgrading whenever it suits you.

So, Which Is The Better Premise?

Of course, there are times when a premise-based system is an appropriate solution. Only a thorough analysis of your telecommunications needs will determine which kind of system is right for your business.

But where reliability is critical; where you can't afford extra insurance and utility costs; where you don't want to be stuck with yesterday's technology; and, where you simply do not have the luxury of locking yourself in for the coming years, the evidence for CENTREX is clear.

The Wisest Investment You Can Make.

Contact your Pacific Bell Account Team today. They'll be happy to take a close look at your needs and recommend the best communications solution.

Because to get the most from telecommunications, it's best to start with a sound premise. CENTREX from Pacific Bell.

CENTREX

- Saves utility costs
- Pay only for lines and features needed
- Select features for each user as needed
- Add new lines as needed
- Reduce downtime
- Always state-of-the-art
- Saves office space

vs.

PREMISE-BASED SYSTEMS (PBX)

- Contributes significantly to your energy bills
- Pay for idle capacity
- Locks you into system-wide features
- System growth is limited and/or costly
- System downtime common
- Technology obsolete within a few years
- Takes up valuable space

PACIFIC  BELL

A Pacific Telesis Company

11/12/91

4.2

CITY OF SACRAMENTO



PLANNING AND DEVELOPMENT DEPARTMENT REVIEW

PREPARED BY: CITY MANAGER'S
PROJECT REVIEW TEAM



OFFICE OF THE
CITY MANAGER

CITY OF SACRAMENTO
CALIFORNIA

CITY HALL
ROOM 101
915 I STREET
SACRAMENTO, CA
95814-2684

October 23, 1991

916-449-5704
FAX 916-449-8618

TO: Walter J. Slipe, City Manager

FROM: City Manager's Project Review Team for the
Planning and Development Department Review

SUBJECT: Planning and Development Department Review

On December 11, 1990, the Department of Planning and Development presented a report proposing several organizational changes. In response, members of the Joint Committee of the City Council raised numerous concerns about the performance of the Planning and Development Department. These concerns are listed in Appendix D of the report. The Committee requested a follow-up report from staff to address these issues.

In February 1991, at your direction, an interdepartmental Project Review Team was formed to review the "organization, staffing and administrative procedures in the Department of Planning and Development with particular emphasis on the City's planning, inspection and environmental service programs." Interim progress reports were provided to the City Council on May 15 and on August 13, 1991.

METHODOLOGY

The Project Review Team has used several approaches to gather and analyze information regarding the performance of the City's planning and development functions.

1. Extensive interviews were conducted with Council Members, Department management and staff in and out of the Department who are associated with planning and development issues.
2. Operations and technical reviews have been undertaken including:
 - A. Finance, Revenues, Budget: Senior staff from the Budget Division and Internal

- A. **Finance, Revenues, Budget:** Senior staff from the Budget Division and Internal Audit Section of the Finance Department conducted operations reviews of the Department's fiscal procedures.
- B. **Communications:** A Technical team from the Communications Division of the Department of General Services analyzed the adequacy of the Department's communications systems.
- C. **Automation:** Senior staff from the Department of Data Management reviewed the Department's computer based information systems.
- D. **Application Processing:** An interdepartmental Task Force composed of senior staff involved in the processing of planning applications was assembled to develop improvements to current procedures.
- E. **California Environmental Quality Act (CEQA) Risk Assessment:** A Task Force composed of senior staff from the Environmental Services Division and the City Attorney's Office reviewed the decision making parameters used to determine the level of environmental review on project applications.

3. Site visits were conducted to selected comparison cities and the County of Sacramento.

A field research team visited the cities of San Jose, Long Beach, Riverside and Fresno and conducted interviews with planning and development department management staff in those agencies. In addition, the management staff of the Sacramento County Planning Department was interviewed. Summary notes from these visits are included in Appendix C.

4. An employee survey was distributed to all employees of the Department.

The results of this survey were compiled by members of the Project Review Team and are presented in Appendix E to this report.

5. Applicant input was gathered using focus group meetings.

A effort was made to gather information and opinions from the applicants whom the Department serves. This effort consisted of Focus Group meetings including project applicants. The results of this session are presented in the report.

It is the intention of the Project Review Team to provide, through this review, a thorough description of the Department's performance, its current problems and recent successes - and to provide the framework and understanding needed to make changes. While this report provides recommendations in many specific areas, the Project Review Team believes that change will be most effective if initiated and carried-out by the Department Staff itself.

POSITIVE ASPECTS OF PARTICULAR NOTE

It should be noted that many positive changes and significant improvements are already occurring. These include:

1. The active effort of Department staff to review and improve application processing. An interdepartmental Task Force is actively working in this area.
2. A recently established (FY 1990-91) planning entitlement and environmental mitigation condition monitoring unit.
3. Active and sincere efforts in several divisions toward greater cost recovery and fiscal accountability.
4. A new Employee Orientation program.
5. Improved inter-divisional teamwork and cooperation at the management level.
6. Generally high morale and eagerness to improve the quality of the Department's public service.

LIMITATIONS ON THE SCOPE OF THIS PROJECT

It should be noted that the Neighborhood Services Division and Economic Development Office are not included in this review, although employees from these divisions did participate in interviews and employee surveys. The Project Review Team's task was to review the organization, staffing and administrative procedures in the Department of Planning and Development with particular emphasis on the City's planning, environmental service and building inspection programs. Consequently, the Project Review Team determined that the activities of Neighborhood Services and Economic Development are outside the scope of the study.

Further, the "applications processing" section of this report focuses on the planning entitlement application process. The Project Review Team did not feel a thorough review of the Building Permit process was necessary at this time. The interdepartmental Applications Processing Task Force plans to examine the Building Permit process at a later time.

The following section summarizes the findings and conclusions of the report.

EXECUTIVE SUMMARY

The attached report begins with a descriptive PROFILE OF THE DEPARTMENT, including its mission and function, history, staffing and workload. The four major areas of focus of the study are then presented in separate sections:

o Management and Organization

- o Planning Entitlement Application Process
- o Fiscal Control
- o Technical Review: Communications and Automation

Management and Organization

The Project Review Team found the following conditions:

1. The Department's leadership has failed to develop a cohesive management team which fosters strong leadership, teamwork, commitment to customer service, accountability, openness, communication, timeliness and sound administrative practices.
2. The Department projects a regulatory attitude which has a perceived effect of protracting the application process. The Department needs to achieve a balance between fulfilling its regulatory responsibilities and exhibiting a customer support approach.
3. The organizational structure of the Department does not provide for strong management and administrative support, direction and oversight by the Management and Administrative staff. Further, the organizational structure and staffing level of the Planning Division has not adjusted to the rapid growth of the community.
4. There has been ambiguity and conflict with regard to the policy development and implementation roles and responsibilities of the City Council, the Planning Commission and City staff. Council action has frequently departed from its own adopted policies. Also, many staff surveyed felt City Council policies are not well defined for staff. Further, the Council is deeply involved in day to day operations, policy implementation and minor approvals resulting in clogged Council agendas and less time spent on good overall policy development.

Specific recommendations in this area include:

1. The City Manager, Department Director and the Management Team of the Department need to take proactive responsibility in changing the organizational environment to one which emphasizes a customer service approach.
2. The Department Director should initiate a work plan of short-term actions and long-range actions/policy.
3. The Department Director should clearly state goals and objectives with measures of progress towards achievement of the work plan.
4. Annually, the Department should present the work plan to the Council for review and policy direction.

5. The Department Management Team should develop an organizational structure for the Department that: 1) provides for greater policy review, direction and oversight by the management team; and 2) achieves a balance between centralized policy development and decentralized policy implementation.
6. In order to provide planning services that are more tailored to neighborhood needs, the Planning Division should be restructured along geographic lines.
7. The Department needs to develop stronger communications with the City Council through the adoption of policy documents including: zoning ordinance, subdivision ordinance, design review guidelines, community plans, Council policy statements, and an annual work plan.
8. The City Council should delegate greater responsibility for administering and implementing City planning and development policy to staff. To this end, the Department should report back on implementing and funding a Zoning Administration function to administer certain routine planning functions.

Planning Entitlement Application Process

The Project Review Team found that the City's planning entitlement application process, involving the Planning and Development Department and other City departments, is, at times, dysfunctional, inefficient, and untimely. Recommended improvements include:

- o project review earlier in the process,
- o more parallel processing,
- o the development of a City-wide application tracking system,
- o a Zoning Administrator function,
- o a records management program,
- o the adoption and adherence to clearer policies and standards,
- o the fostering of an atmosphere of teamwork,
- o coordination and commitment to timeliness,
- o an appointment scheduling program for entitlement applications,
- o higher quality public information materials,
- o and public satisfaction surveys.

Fiscal Control

The Project Review Team investigated the Department's financial and budgetary practices and found:

1. The Planning and Development Department's financial management functions and responsibilities are fragmented, some of the revenue charging mechanisms are incomplete, and cashiering controls are in need of some improvement.

2. Department Management has not been sufficiently attentive to cost recovery and budget balancing on a program level.

Recommendations in this area include:

1. Stronger oversight and policy direction is needed from Department Administration in fiscal matters including the clarification of roles and responsibilities, holding managers accountable for the fiscal performance of programs, an emphasis on cost recovery, and improving communication between divisions and administration in fiscal and budget matters.
2. Flat rates, sufficient to cover typical costs, should be established in the Planning and environmental divisions. In most cases, flat rates are preferable to hourly billing.
3. Consideration should be given to automating the permit fee and calculation processes.
4. Additional training should be provided to employees in the use of currently available fiscal and budget management tools.

Technical Review

Technical Subcommittees of the Project Review Team investigated the Department's automation and communication systems and found preliminarily:

1. The Department lacks a comprehensive strategic automation plan and therefore is lacking direction in this area.
2. The current telephone system is not serving the needs of the public or the staff in trying to serve the public.

More comprehensive reports are forthcoming in these two technical areas. However, preliminary recommendations of the Project Review Team include:

1. A comprehensive master plan for automation, together with a departmental steering committee, needs to be completed.
2. The Local Area Network needs completion and documentation.
3. Mainframe software for citywide permit processing and monitoring is needed.
4. The current telephone system should be replaced and staff should be properly trained in the use of the new system.
5. A commitment to return telephone calls within 24 hours should be instilled in all department staff.

CONCLUSION

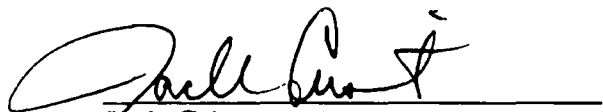
The major budgetary and organizational changes include:

- o The addition of two (2) Administrative Analysts (one each in the Planning and Building Inspection Divisions). These positions have already been added through the reclassification of two other positions, resulting in no appreciable net budget impact.
- o The addition of ten (10) other full-time positions, whether by reallocation of existing positions or by budget augmentation, including:
 - Two Deputy Directors of Planning and Development (one through reclassification)
 - A Principal Planner in the Advanced Planning Unit
 - A Senior Planner in the capacity of a Zoning Administrator
 - A Senior Planner in order to implement the geographically based reorganization of the Current Planning Unit
 - Four (4) Junior Planners, two each in Current and Advanced Planning
 - A Records Management Clerk.
- o A revised organizational structure which: 1) provides for greater policy review, direction and oversight by the management team; 2) achieves a balance between centralized policy development and decentralized policy implementation; and 3) restructures the Planning Division along geographic lines.
- o A new telephone communications system.
- o Additional funding for automation, employee training and publications.

It has been the frequent observation of members of the Project Review Team that the mere process of undertaking this study has prompted and enabled many improvements in the department. The staff of Planning and Development evidence a sincere dedication to public service and a desire to improve their operations. The Project Review Team thanks the staff of the

Department of Planning and Development for their assistance and cooperation. Finally, the Project Review Team recommends that you adopt in concept the recommendations contained here-in, and further, that you forward this report to the City Council for approval in concept and direction to the Planning and Development Department to report-back with reports necessary to implement the recommendations contained in this report.

Respectfully Submitted

A handwritten signature in black ink, appearing to read "Jack Crist", is written over a horizontal line.

Jack Crist

Deputy City Manager

Team Leader, Planning and Development Review

Members of the Project Review Team

Jack Crist, Deputy City Manager

Sharon Cardenas, City Attorney

Michael Coleman, Senior Management Analyst, Finance Department

Nancy Killian, Administrative Analyst, Planning & Development Department

Ted Kobey, Assistant City Attorney

Betty Masuoka, Director of Finance

Frank Mugartegui, Director of General Services

Greg Norton, Internal Audit Administrator

Ken Nishimoto, Budget Manager

Robert Thomas, Acting Director of Planning and Development

Barbara Weaver, Director of Data Management

TABLE OF CONTENTS

TABLE OF CONTENTS

	<u>Page</u>
SECTION ONE: DEPARTMENT PROFILE	14
I. A PROFILE OF THE DEPARTMENT OF PLANNING AND DEVELOPMENT	15
A. Mission and Functions	15
B. In its Relatively Short History, the Responsibilities of the Department of Planning and Development Have Grown Substantially	16
C. Planning and Development Workload Fluctuates with Changes in the Local Economy	17
D. Staffing the Department has Grown in Areas Reflecting the Changing Policy Direction of the City Manager and City Council	19
E. While Department Expenditures Have Increased with Added Responsibilities, Budget Expenditures for the Planning Division Have Fallen 20% Since FY 1984-85	20
F. Planning and Development Related Revenues Declines in Most Categories in FY 1990-91	21
SECTION TWO: MANAGEMENT AND ORGANIZATION	23
I. DEPARTMENT LEADERSHIP	24
A. Finding: The Department's Leadership has Failed to Develop a Cohesive Management Team Which Fosters Strong Leadership, Teamwork, Commitment to Customer Service, Openness, Accountability, Communication, Commitment to Timeliness and Sound Administrative Practices	24
B. Recommendation: The City Manager, Department Director and Management Staff Need to Take a Strong Leadership Role in the Management of This Department	26
II. ROLES AND RESPONSIBILITIES	27
A. Finding: Problems Exist Between the City Council, Planning Commission and Staff Relative to Roles, Responsibilities in Policy Development and Implementation.	27

B.	Recommendation: A Process Needs to be Developed to Improve Communications Between City Council, Planning Commission, Applicant and Staff to Reduce Conflicts Over the Application of Policy to Projects	28
III.	ORGANIZATIONAL STRUCTURE AND STAFFING LEVEL	29
A.	Finding: The Organizational Structure and Staffing Level of the Planning and Development Department has not Adjusted to Increased Responsibilities Added to the Department as Well as the Rapid Growth of the Community	29
B.	Recommendation: The Department Needs to Restructure its Organization to Provide for Greater Policy Review, Direction and Oversight by the Department Management Team and to Adjust Staffing Levels to Keep Pace With Added Responsibilities	31
IV.	CUSTOMER SERVICE	32
A.	Finding: The Department Tends Toward a Regulatory Attitude Which has a Perceived Effect of Protracting the Application Process	32
B.	Recommendation: The Department Needs to Achieve a Balance Between a Regulatory and a Customer Support Approach	33
	SECTION THREE: APPLICATION PROCESS	37
I.	EFFICIENCY AND TIMELINESS OF THE ENTITLEMENT PHASE OF APPLICATIONS PROCESS	38
A.	Finding: The Entitlement Phase of the City Applications Process, Involving the Planning and Development Department and Other City Departments, as Required, is, at Times, Dysfunctional, Inefficient, and Untimely	38
B.	Recommendation: The Departmental Applications Process Should be Completely Reviewed and Evaluated for the Purpose of Promoting an Effective and Efficient Customer Service Oriented Applications Process	40
II.	EFFICIENCY AND TIMELINESS OF ENVIRONMENTAL (CEQA) REVIEW	44

A.	Finding: A Perception Exists That the Environmental Services Division is Overly Cautious in Environmental Review, Imposes Unrealistic Mitigation, Requires Unnecessary Studies, and the Process has Become Cumbersome Requiring Too Many Staff	44
B.	Recommendation: Additional Consideration, Research, and Review Should be Performed on the Level of Environmental Review Risk Assessment and Desired Turn Around Times Applied by the City of Sacramento	47
III.	APPLICATION PROCESS - FOCUS USER GROUP MEETING	49
A.	Focus User Group Meeting	49
B.	A Listing of Suggestions and Comments Made by the Individuals in Attendance at Focus Group Meetings	49
	SECTION FOUR: FISCAL CONTROL	53
I.	DEPARTMENT FINANCE AND REVENUE FUNCTIONS	54
A.	Finding: The Planning and Development Department's Financial Management Functions and Responsibilities are Fragmented. Some of the Revenue Charging Mechanisms are Incomplete, and Cashiering Controls are in Need of Improvement	54
B.	Recommendation: Departmental Financial Management and Revenue Charging Mechanisms Should be Strengthened Through Department Wide Coordination, Development, and Implementation of Standard Procedures	56
II.	BUDGET AND COST RECOVERY	58
A.	Finding: Department Management has not Been Sufficiently Attentive to Cost Recovery and Budget Balancing on a Program Level	58
B.	Recommendation: Fiscal Management Practices in the Department Should be Strengthened Through More Active Involvement of Division as Well as Department Leadership	59
	SECTION FIVE: TECHNICAL REVIEW	61
I.	DEPARTMENT AUTOMATION	62

A.	Finding: The Department Does not Have a Comprehensive Strategic Automation Plan and, Therefore, is Lacking Direction on Major Automation Components and Analysis Necessary to Satisfy Mission Critical Goals	62
B.	Recommendation: Department Automation Should be Reassessed and Coordinated Through a Comprehensive Master Plan	63
II.	TELEPHONE (COMMUNICATION SYSTEMS)	65
A.	Finding: It is Difficult and Sometimes Impossible for the General Public, City Council Members, and City Staff to Contact Department Personnel by Telephone Because of Excessive Busy Signals or Delays in Answering the Telephones	65
B.	Recommendation: Planning and Development Telephone Communications can be Improved by Replacing the Existing System, Proper Staffing of Answering Points, Training on Proper use of Equipment, and a Commitment by all Department Staff to Return Telephone Calls Within 24 Hours	66
		67
	SECTION SIX: SURVEY INFORMATION	
I.	EMPLOYEE QUESTIONNAIRE	68
II.	CITY SITE VISITS	
A.	Summary of Key Observations of Other City Planning and Development Like Departments	70
B.	There Were Several "Good Ideas" Observed by the Site Visit Team That Could be Applicable to the City of Sacramento Planning and Development Department	72
	APPENDIX	76
A.	Department Automation Report	77
B.	Telephone (Communication) Task Force Report	83
C.	City Site Visits - Detail Reports	96
D.	List of Council Concerns	114
E.	Employee Survey	116

SECTION ONE

DEPARTMENT PROFILE

I. A Profile of the Department of Planning and Development

I. A PROFILE OF THE DEPARTMENT OF PLANNING AND DEVELOPMENT

A. MISSION AND FUNCTIONS

The Planning and Development Department manages the growth and development of the City based upon City Council policy and seeks compliance with zoning policies/regulations in existing neighborhoods. The Department proposes and carries out policies for the growth and preservation of the City in ways which ensure the quality of life for those who live and work in the community -- both now and in the future. The Department performs those functions which fulfill the City's monitoring and regulatory responsibilities for planning, zoning, building code compliance, and environmental quality and also includes the Office of Economic Development.

The current organization of the Department consists of five major divisions: Administration, Building Inspections, Neighborhood Services, Environmental Services, and Planning.

1. Administration Includes the Director's Office Which Provides Overall Departmental Administration.

The Administration Division is responsible for overall policy direction, budget development and fiscal control, coordination and assistance to the operating divisions within the Department. The division includes a Management Services Unit and a Special Projects Unit.

2. The Planning Division Manages the Physical Development of the City.

Activities of this division include: preparation of general and community plans and special studies, evaluation and preparation of reports on land use development applications, and design review of new construction in the Central City and projects affecting historic structures. Staff support is provided to the City Council, the City Planning Commission and the Design Review/Preservation Board.

3. The Building Inspections Division Ensures That Construction in the City Complies With Various Codes, Local Ordinances and Project Conditions.

In addition, the Buildings Inspections staff responds to citizen complaints and resolves substandard housing and dangerous building cases. Activities include: review of commercial construction and residential plans for code compliance, processing and tracking of permits, on-site inspections of buildings under construction as well as existing housing stock.

4. The Environmental Services Division was Established in July, 1989 to Consolidate the City's Environmental Responsibilities by Managing the Preparation of Environmental Documents for Private and Public Projects.

This Division is responsible for City compliance with the California Environmental Quality Act. The Division acts as a public information service for issues involving the local environment.

5. The Neighborhood Services Division Enhances and Preserves the Quality of Neighborhood Life Through a Program of Education and Enforcement of Various City Codes.

The Division responds to citizen complaints and initiates the appropriate corrective actions necessary for the following types of code violations: junk and debris, abandoned vehicles on both public and private property, zoning violations, weeds on vacant lots, and litter. The Division has also initiated a city-wide educational program called the "Neighborhood Challenge," which provides a wide range of services emphasizing neighborhood improvements and beautification projects. As mentioned earlier, the Neighborhood Services Division was not included in the scope of this report.

6. The Office of Economic Development is Responsible for Matters Concerning Business Retention and Relocation in the City of Sacramento.

The primary focus of the Office of Economic Development is on City/business association relations, the retention/relocation of businesses within the City and provision of "one-stop shopping" information to businesses that are seeking to locate in the City for the first time. As mentioned earlier, the Office of Economic Development was not included in the scope of this report.

B. IN ITS RELATIVELY SHORT HISTORY, THE RESPONSIBILITIES OF THE DEPARTMENT OF PLANNING AND DEVELOPMENT HAVE GROWN SUBSTANTIALLY.

In October of 1983, the Planning Department and the Building Inspection Division of the Public Works Department were consolidated into the Department of Community Development. The purpose of this reorganization was to:

1. achieve closer coordination between the planning and development process
2. expedite application and permit handling; and
3. establish effective liaison with the various segments of the community and industry.

The following year, the Department was renamed the Department of Planning and Development.

The Department of Planning and Development expanded its role and responsibility by adding the Nuisance Abatement Division in FY 1985-86. This division was later retitled the Neighborhood Services Division. The Office of Economic Development was also added

as a department service in 1986.

The final restructuring of the department occurred in FY 1989-90 when the Environmental Services Division was established as a separate unit. This activity was separated from the Planning Division to coordinate all City projects through the environmental process and conduct environmental reviews on all projects received from applicants. Since its inception in 1983, the Department has had three Directors.

C. PLANNING AND DEVELOPMENT WORKLOAD FLUCTUATES WITH CHANGES IN THE LOCAL ECONOMY

1. The number of building permits has remained relatively constant in recent years while building permit valuation has fluctuated with changes in the economy.

Exhibit I shows Building Inspection Division workload statistics for FY 1986 through FY 1990-91. The figures indicate that, while the composition between permits for new construction and permits for repairs and additions has fluctuated, the number of permits issued over the last four years has remained relatively constant. In contrast, the valuation of these permits has fluctuated relative to the health of the local construction economy.

2. The number of Building Inspections has increased appreciably over the last four years.

While the volume of permits has remained the same and valuations have fluctuated with the economy, the volume of inspections has increased appreciably over the last four years.

EXHIBIT I
Building Inspection Division Workload

	86-87	87-88	88-89	89-90	90-91
<u>Valuation (in millions)</u>					
Residential	\$183.0	\$119.3	\$154.0	\$205.7	\$126.1
Commercial	\$249.4	\$251.3	\$361.3	\$247.1	\$256.7
Total	\$432.4	\$370.6	\$515.3	\$452.8	\$382.8
<u>Permits Issued</u>					
New Construction	3,061	2,002	2,094	3,259	2,294
Repairs and Additions	8,325	8,523	9,148	8,342	9,617
Total	11,386	10,525	11,242	11,601	11,911
<u>Inspections Performed</u>					
Inspections	92,960	104,149	118,717	117,803	136,593
Overloads	13,700	6,197	8,884	4,878	9,497
% Overload	14.7%	6.0%	7.5%	4.1%	7.0%
<u>Citizen Complaints</u>					
Housing/Dangerous Bldgs	n/a	365	394	394	1,068
All Others	310	350	541	519	804
Total	n/a	715	935	913	1,872

3. Conclusions regarding land use application and environmental document workload are difficult because statistics were not kept prior to FY 1989-90.

Land use application (Planning Division) and environmental document (Environmental Services Division) statistics are not available prior to FY 1989-90. Consequently, conclusions are difficult to reach based on only two years of data. However, these figures are presented in Exhibit II.

EXHIBIT II
Workload Statistics for the Environmental and Planning Divisions

	1989-90	1990-91
<u>Environmental Documents (Env. Services Div.)</u>		
Environmental Impact Reports	8	30
Negative Declarations	550	427
Exemptions	125	146
Total	683	603
<u>Land Use Applications (Planning Division)</u>		
Variance	123	98
Tentative Map	106	102
Special Permits	193	150
Rezone	39	36
Planned Unit Development	5	3
Amendments to PUD	15	6
Lot Line Adjustment	76	77
Plan Amendments	36	34
All Others	46	55
Total	639	561

D. STAFFING IN THE DEPARTMENT HAS GROWN IN AREAS REFLECTING THE CHANGING POLICY DIRECTION OF THE CITY MANAGER AND CITY COUNCIL.

As discussed above, the responsibilities of the Department of Planning and Development have grown substantially in its relatively short history. As Exhibit III shows, the most significant staffing increases have been in the Neighborhood Services and Environmental Services Divisions, reflecting new responsibilities and greater functional emphasis in these areas on the part of the City Manager and City Council.

By contrast, the Planning Division has experienced only moderate growth since FY 1984-85 in the midst of substantial accelerations in development pressures over that time period.

EXHIBIT III
Planning and Development Department
Budgeted Staffing Trends

	84/85	85/86	86/87	87/88	88/89	89/90	90/91	91/92
Administration								
Office of the Director	6	6	6	7	7	6	11	9
Economic Development	0	1	4	4	4	4	4	3
Division Total	6	7	10	11	11	10	15	12
Planning Division								
Administration	9.7	7	10	8	8	7	3	3
Advance Planning	12.7	12	11	12	12	13	13	12
Current Planning	11	14	13	14	18	20	21	21
Presrvtn/Design Review	0	1	2	2	3	3	4	3
Environmental	0	4	5	6	0	0	0	0
Division Total	33.4	38	41	42	41	43	41	39
Building Inspection								
Administration	1	8.5	11	10.5	14.5	15.5	4	3
Commercial Plan Check	12.5	13	14	14	20	20	12.5	12.5
Building/Housing	39.5	9	10	11	13	13	37	37
Electrical	0	8	9	10	11	10	0	0
Plumbing/Mechanical	0	8	9	10	11	11	0	0
Residential Plan Check	0	3	3	3	4	4	0	0
Permit Services	0	0	0	0	0	0	20.5	20.5
Housing/Dangerous Bldg	0	4.5	6.5	6.5	8.5	9.5	9	9
Code Enforcement	7	10	0	0	0	0	0	0
Division Total	60	64	65.5	65	82	83	83	82
Neighborhood Services	0	0	20	21	21	26	25.5	25.5
Environmental Services	0	0	0	0	6	18	19	19
DEPARTMENT TOTAL	99.4	109	133.5	139	161	180	183.5	177.5

E. WHILE DEPARTMENT EXPENDITURES HAVE INCREASED WITH ADDED RESPONSIBILITIES, BUDGETED EXPENDITURES FOR THE PLANNING DIVISION HAVE FALLEN 20% SINCE FY 1984-85.

Exhibit IV contains a summary of budgeted expenditures by Planning and Development

Department divisions since FY 1984-85. Most significantly, Planning Division expenditures have remained relatively constant since then. In fact, in real terms (allowing for inflation), Planning Division spending has fallen by 20% since FY 1984-85. In part, this reduction may be due to the removal from the division of environmental review responsibilities. However, the declining expenditure trend in the division was in evidence before splitting environmental services into its own division. Further, considering the approximate level of effort devoted to environmental services prior to FY 1989-90, this change alone would not account for the decline.

EXHIBIT IV : Budgeted Expenditures
Planning and Development Department
(\$ thousands)

Fiscal Year>	'85	'86	'87	'88	'89	'90	'91	'92
Administration	\$ 304	\$ 443	\$ 549	\$ 596	\$ 622	\$ 653	\$ 849	\$ 694
Planning	2,363	2,349	2,147	2,267	2,285	2,377	2,542	2,252
Building Inspection	2,673	3,090	2,920	3,302	4,133	5,011	5,061	4,849
Neighborhood Services	0	991	1,108	1,206	1,223	1,484	1,672	1,567
Environmental Services	0	0	0	0	0	576	1,057	1,028
DEPT TOTAL	\$5,340	\$6,873	\$6,724	\$7,371	\$8,263	\$10,105	11,180	10,390

F. PLANNING AND DEVELOPMENT RELATED REVENUES DECLINED IN MOST CATEGORIES IN FY 1990-91

Exhibit V shows selected Planning and Development revenues since FY 1987-88. These revenues are a product of fee levels, which have been increased by the City Council over time, and service demand.

While the growth in fee revenues has generally exceeded inflation, revenues in FY 1990-91 showed a significant downturn in most categories. This downturn is related to the drop-off in building activity which occurred in FY 1990-91. In light of this continuing economic downturn, the budgeted revenue increases adopted for FY 1991-92 are not likely to be achieved.

EXHIBIT V : Selected Revenues
Planning and Development
(\$ thousands)

	FY 87-88 actual	FY 88-89 actual	FY 89-90 actual	FY 90-91 actual	FY 91-92 budget
Current Planning Fees	\$ 291	\$ 339	\$ 670	\$ 520	\$ 1,166
Commercial Plan Check	1,096	1,286	1,383	1,168	1,878
Construction Permits	1,798	2,315	2,842	2,471	3,348
Residential Plan Check	212	312	510	391	406
Housing/Dangerous Bldgs	11	9	18	109	213
Environmental Services	44	201	515	688	1,186

SECTION TWO

MANAGEMENT & ORGANIZATION SECTION

- I. Department Leadership
- II. Roles and Responsibilities
- III. Organizational Structure and Staffing Level
- IV. Customer Service

I. DEPARTMENT LEADERSHIP

- A. FINDING: THE DEPARTMENT'S LEADERSHIP HAS FAILED TO DEVELOP A COHESIVE MANAGEMENT TEAM WHICH FOSTERS STRONG LEADERSHIP, TEAMWORK, COMMITMENT TO CUSTOMER SERVICE, OPENNESS, ACCOUNTABILITY, COMMUNICATION, COMMITMENT TO TIMELINESS AND SOUND ADMINISTRATIVE PRACTICES.

The Department has talented and dedicated staff but lack strong coordinated direction from the Department's executive management. While this is beginning to change under the interim leadership of the Acting Director, the Project Review Team still found that:

1. There is a lack of teamwork and coordination between the Planning, Environmental and Building Divisions.

Each of these divisions work somewhat independent of each other and are not sensitive to the impacts that they have on each other. Because of the current sequential nature of the application process, the Planning and the Environmental Divisions do not work closely together in reviewing applications. This results in time delays and an inability to properly manage their respective work load. The Building and Planning Divisions have not coordinated special conditions that are approved by Council. This results in special conditions approved by Council that may not be complied with.

However, the Planning, Environmental and Building Divisions are beginning to work together as evidenced by the formation of the Applications Task Force to coordinate and streamline the application process, and a quality control unit in the Permits Services Section of Building Division to specifically track special conditions and mitigation measures.

2. The Department has poor administrative practices, systems and processes that are dysfunctional.

The Department does not have administrative procedures that are followed consistently by each of the Divisions. Information is not transmitted within the Department in a systematic manner. The various systems within the Department: telephone, filing, tracking, billing, are not integrated and are generally unique to a particular division and do not provide inquiry capability for external units such as Public Works. The process of distributing and tracking work between divisions is labor intensive and not always timely. Further, because workload is not well coordinated between divisions, it can, at times, be inefficient resulting in time delays.

3. The lack of adequate communications with applicant, City Council, and City Manager has resulted in the perception of insufficient accountability.

The Department has not adequately communicated to applicants, City Council and City Manager, the level of effort and resources required on processing special requests and the impact that they have on the work in progress as well as the existing backlog. Because these impacts have not been identified, the expectations of the applicant, City Council and City Manager, are that the requests will be handled in a timely manner. This has resulted in an additional negative impact. When these special requests are completed, the general comment is "it's finally done" as opposed to remarks on the contents of the staff work.

The Department has presented two reports to the City Council which provide an inventory of all requests for information and special studies. The report recommends that the City Council approve a priority list for requests for information as well as for special studies. The reports identify what can be accomplished within existing resources and with specified time commitments.

4. A Lack of Cohesive, Coordinated Leadership has Exacerbated an Inherent Climate of Conflict That Exists Between Divisions of the Planning and Development Department.

The inherent organizational culture and design of the Planning and Development Department contains some divisive influences. The organizational cultures of the divisions differ in the "type" of professionals in different divisions. These differences include: educational background, job style (e.g. desk versus field), and intellectual approach (e.g. introspective versus extroverted, creative versus practical, etc.).

There has been a lack of coordinated, cohesive leadership on a department level to counteract the inherent diversity of the department into a common department vision and purpose. Staff reports and work products have exhibited divisional focuses, lacking a department-wide vision and inclusiveness. There have been conflicts of style among division managers. A lack of comprehensive strategic planning in such areas as computer automation has led to piecemeal problem solving which tends to focus on individual divisions and work units rather than the department as a whole. There has been a lack of mechanisms (programs, traditions, and actions) aimed at fostering department-wide unity and identity.

5. Combine all of the above and you have the appearance of a dysfunctional Department.

B. RECOMMENDATION: THE CITY MANAGER, DEPARTMENT DIRECTOR AND MANAGEMENT STAFF NEED TO TAKE A STRONG LEADERSHIP ROLE IN THE MANAGEMENT OF THIS DEPARTMENT

The following recommendations are made by the Project Review Team to strengthen the leadership of the Department.

1. The City Manager and the Department Management Team need to take a strong leadership responsibility in developing a completely changed Department environment in which the Department's employees work together and serve the public.

The Department Director has primary responsibility for this effort. With unity of purpose the Department needs to be accountable and serve the customer applicant as well as the City Council in a professional manner. Staff's efforts need to be focused on common goals. The Project Review Team strongly encourages the Department's management to study the "Customer Service" approach currently in place in the City of San Jose Planning Department. The San Jose approach is described in the following "Customer Service" section of this report.

2. The Department Director needs to take a strong leadership responsibility in developing a work plan of short-term actions and long-range actions/policy with the Management Team.

The "work plan" should be adopted by all divisions of the Department and each Division should then be responsible to the Department Director to implement their Division's portion of the work plan.

3. The Department Director should clearly state goals and objectives and priorities contained in a work plan.

Priorities should be measured on an on going basis. Progress towards achievement of the work plan should be communicated to the City Manager and City Council. All Division Managers should understand their role in the work plan and how their progress will be measured. In turn, they should communicate the standards to their staff and oversee staff's progress.

4. Annually, the Department should present the work plan to the Council for review and policy direction.

The adopted work plan should then be utilized for budget planning purposes and to carry out the priorities of the Council.

II. ROLES AND RESPONSIBILITIES

A. FINDING: PROBLEMS EXIST BETWEEN THE CITY COUNCIL, PLANNING COMMISSION, AND STAFF RELATIVE TO ROLES AND RESPONSIBILITIES IN POLICY DEVELOPMENT AND IMPLEMENTATION.

Following is a list of roles and responsibilities of the City Council, Planning Commission, and staff relative to the entitlement application process. Items asterisk are problem areas that have been identified by the project team that impact the effectiveness this process.

<u>City Council</u>	<u>Planning Commission</u>	<u>Staff</u>
Approve policies	Recommend policy	Develop policy
*Approve applications	Recommend actions on applications	Staff application
*Priorities Reports and Special Studies Requests	*Communicate with Council and staff	*Keep Council informed
*Keep staff informed on applicant contacts	*Establish operational procedures for Commission business	*Establish annual work plan
*When approving projects indicate consistency or inconsistency with Council policy		*Annual review of policy documents with Council and Planning Commission
*Formal feed back mechanism to the Planning Commission		

1. The City Council initiates work requests without adequate consideration to impacts on staff work load.

The workload in the Planning Division of the Department exceeds available resources. Staff has a responsibility to develop an annual work plan for review by the Planning Commission and City Council to establish priorities. The work plan will also provide unity of purpose between the Council, Commission, and staff in meeting time lines and priority projects. The annual work plan also will provide necessary public information on projected hearing dates on all applications.

2. A complaint from some of the entitlement applicants is that they are surprised at the City Council hearing with issues raised by Council Members that were not identified as an issue during the application review process.

This issue was raised by representatives of the building and development community during the focus group meetings on the application

process.

3. A review of other city planning operations revealed that many City Councils delegate decisions on routine applications to staff and the Planning Commission.

These items include tentative parcel maps, minor use permits and variances, appeals of actions of lower bodies.

B. RECOMMENDATION: A PROCESS NEEDS TO BE DEVELOPED TO IMPROVE COMMUNICATIONS BETWEEN CITY COUNCIL, PLANNING COMMISSION, APPLICANT AND STAFF TO REDUCE CONFLICTS OVER THE APPLICATION OF POLICY TO PROJECTS.

The Project Review Team recommends that the City Council, Planning Commission, and Staff clarify their roles and responsibilities and that the Department Director assume primary responsibility for this effort. The Project Review Team recommends that:

1. Communication between the City Council, Commission and staff needs to improve.

Staff has a major responsibility to keep Council members informed on the issues and planning position of projects in each district and major projects in the City. This early information on project status will reduce potential conflicts on applications that occur before the City Council. The City Council also has the responsibility to keep staff informed regarding contacts with applicants. This open and two-way communication between the City Council and staff will improve both the final product and the application process.

2. The role of the Planning staff is to develop policy for Commission review and Council action.

Because of the complexity of planning policies, staff need to annually review adopted Council policies with both the Planning Commission and City Council. Further, staff reports should highlight adopted policy and recommendations should be based upon policy. Conversely, Council action should address consistency of the application with the General Plan, Community Plan, and other relevant council policies.

The Planning Commission should also use adopted policies in application review. When recommending planning policies to the City Council, the Commission should not use proposed policies as conditions on applications until the Council has adopted the policy.

3. A strong formal orientation program needs to be established for new commission members.

In addition, we suggest new commissioners be encouraged to attend the League of California Cities orientation program for new planning commissioners and/or Planning Commissioner Institute, sponsored by the University of California at Davis. Under current practices, a commissioner is seated without information on the roles and responsibilities of the Planning Commission. The orientation should also include information on all planning policies.

In addition to an orientation program, the Planning Commission handbook needs to be updated. The Commission handbook should address procedures for conducting Planning Commission meetings.

4. The Planning and Development Department needs to report back with specific recommendations on City Council delegating responsibility for routine applications to Staff and Planning Commission.

The result of delegating routine items will expedite a portion of the application process and allow more time on the City Council agenda to evaluate applications that are more complex.

III. ORGANIZATIONAL STRUCTURE AND STAFFING LEVEL

- A. FINDING: THE ORGANIZATIONAL STRUCTURE AND STAFFING LEVEL OF THE PLANNING AND DEVELOPMENT DEPARTMENT HAS NOT ADJUSTED TO INCREASED RESPONSIBILITIES GIVEN TO THE DEPARTMENT AS WELL AS THE RAPID GROWTH OF THE COMMUNITY.

The Planning and Development Department has, since 1985, expanded its roles and responsibilities by the addition of the nuisance abatement and economic development functions as well as assuming environmental responsibility for all City projects. Compliance with Federal, State, local development guidelines has grown more stringent and have added to the responsibilities of the Department staff.

1. The organizational structure of the Department does not provide for strong management and administrative support, direction and oversight by the Management and Administrative staff.

The department has capable management and administrative staff through out the department but does not have a sound organizational structure to operate from. The findings by the Project Review Team are that the current organizational structure:

- a. Does not facilitate policy support, review and direction from the top management staff.
- b. The Administrative support functions are neither centralized nor decentralized. Divisions are told that they are responsible for their budgets but the expenditure control is maintained in administration.
- c. Does not foster interaction and communication between Divisions.
- d. Does not provide adequate oversight and control.

The current organization structure of the Department does not provide for strong management and administrative support. This has contributed to appearance of a Department that is disorganized.

2. The rapid growth of the community in recent years has created a need to focus more intently on the special concerns and interests of the neighborhoods within the community.

In December of 1990, the Department submitted a reorganization report for the Planning Division to Council which addressed staffing deficiencies and a change from functional specialist to neighborhood and community specialist on a geographic basis. The report was not approved. During the development of the report, and anticipating Council approval several internal organizational changes were made to facilitate the new organization. The Project Review Team finds that this has created:

- a. An organization in transition that is in between the old and new organization.
- b. A situation where the Advance Planning Unit does not have adequate supervision.
- c. Staffing levels that are not adequate to change from functional specialist to specialist by geographic areas.
- d. The Planning Division does not have an approved work program to guide the deployment and use of staff and

consultants in a comprehensive manner.

3. It is difficult to evaluate the adequacy of the Planning Division "line" staffing level.

The Planning Division does not maintain workload data. Staff workloads has not been quantified in terms in of staff hours. The workload of the Planning Division staff include: coordinating and processing entitlement applications, writing Council and Planning Commission reports, staff public counter, respond to request for information, attend community meetings, site visits and project follow-up. Staffing levels in the Planning Division have remained constant of the past years. With the addition federal, state and local compliance requirements staffing adjustments appear to be required. Without some measurement of the workload and a comprehensive work program, the level of staffing adjustments required to meet workload demands can not be determined. Discussions with the Division's management staff indicate a need for two addition line staff positions in both current and advanced planning sections.

B. RECOMMENDATION: THE DEPARTMENT NEEDS TO RESTRUCTURE ITS ORGANIZATION TO PROVIDE FOR GREATER POLICY REVIEW, DIRECTION AND OVERSIGHT BY THE DEPARTMENT MANAGEMENT TEAM AND TO ADJUST STAFFING LEVELS TO KEEP PACE WITH ADDED RESPONSIBILITIES.

1. The Project Review Team recommends that the Department Management team review the organizational structure used in other jurisdictions that utilize Deputy Directors instead of a single Assistant Director.

The Director and the two Deputies can divide the Divisions reporting to each based on commonalities of the Divisions and the need to interact. One Deputy would be over the Building Inspections and Neighborhood Services. The other Deputy would be over Planning and Environmental Service (see following organization charts). This reorganization of administration will facilitate greater coordination between operating divisions of the department. It will also increase the capability of the department to coordinate projects with other city departments and community groups. Given the current workload, coupled with the major planning projects focused on by the department (North Natomas, Union Pacific, Southern Pacific, R Street and Richards Bl. and Army Depot), the department needs increased management capabilities.

2. It is also recommended that the Department Management Team

consider consolidating the four separate central administrative functions, (personnel transactions, financial transactions, automation support, and administrative analyst), under the supervision of an Administrative Service Officer position and that administrative support staff be added to Building Inspections and Planning Divisions to support day to day administrative functions see (following organization charts).

3. In order to provide planning services that are more tailored to neighborhood needs, the current planning organization should be restructured along geographic lines with two service areas; north and south.

This organizational structure will develop a planning staff with broad based knowledge of all the issues and concerns of the area they serve. In addition the same planners who update community plan policies will be directly involved in implementing these same policies. The staffing requirements for this change is the addition of two positions (Principal Planner, Senior Planner) see following organization charts. Note: A Zoning administrator position is shown on the exhibit. This position is discussed in the application processing section of this report.

4. The Planning Division should develop a comprehensive, multi-year work program describing the work elements, tasks, schedules and resources needed to carry out its mission.

The work program should be reviewed by the City Council annually. As the Planning Division articulates its work program, it can then identify the staffing level required to meet time lines and priorities.

IV. CUSTOMER SERVICE

- A. FINDING: THE DEPARTMENT TENDS TOWARD A REGULATORY ATTITUDE WHICH HAS A PERCEIVED EFFECT OF PROTRACTING THE APPLICATION PROCESS.

The Department is charged with the responsibility of enforcement of the policies adopted by Council. A balance has not been achieved between this regulatory responsibility and the role of assisting the applicant through the application process. "Customer service" is a high priority for both the management and non-management staff of the department, but because of the emphasis on the regulatory aspects, Department staff is perceived as "road blocks" to the application process.

1. The Department does not exhibit a customer relations philosophy and

approach that includes assisting and supporting the applicant through the application process.

The emphasis of the Department has been on insuring compliance with adopted policy. Other aspects of application processing have not been emphasized. Absent are: commitments to deadlines, tracking of projects to keep the applicant advised, providing applicant with alternatives to get projects approved, and providing informational documents to the applicant as to adopted policies and guidelines, responsibility assignment and processing protocol.

2. The Department has limited funds for producing public information brochures and for customer relations training.

The amount of funds available for training and staff development is limited. This amount may be sufficient to maintain the current level of training and development but does not afford the Management Team the opportunity of incorporating some of the ideas that were observed in other jurisdictions. The Department does not have funds specifically identified for the development and production of public information brochures.

B. RECOMMENDATION: THE DEPARTMENT NEEDS TO ACHIEVE A BALANCE BETWEEN A REGULATORY AND A CUSTOMER SUPPORT APPROACH

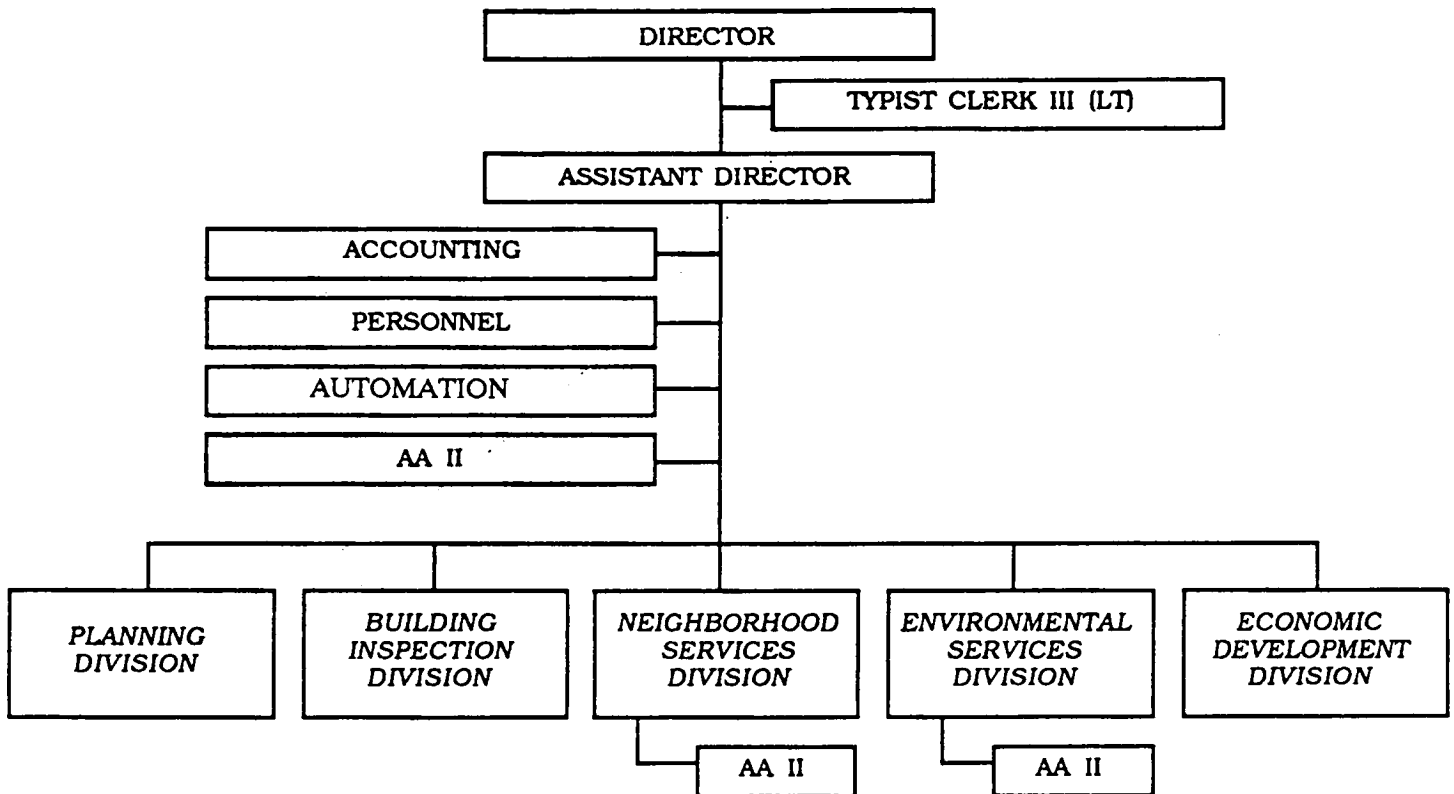
The Project Review Team recommends that the Department Management Team:

1. Review the City of San Jose Planning Department as a model. The City of San Jose's approach emphasizes:
 - o clear policy development
 - o annual update of the General Plan
 - o published development guidelines and real commitment to schedule
 - o project review protocol
 - o personalized customer service by appointment,
 - o strong commitment to quality public information documents
 - o intensive internal communication of issues top to bottom and a Department Director committed to external outreach programs to industry groups and major developers, environmental groups and neighborhood organizations.
2. Identify current department resources that are available for training and public information documents and identify what can be achieved within these resources.

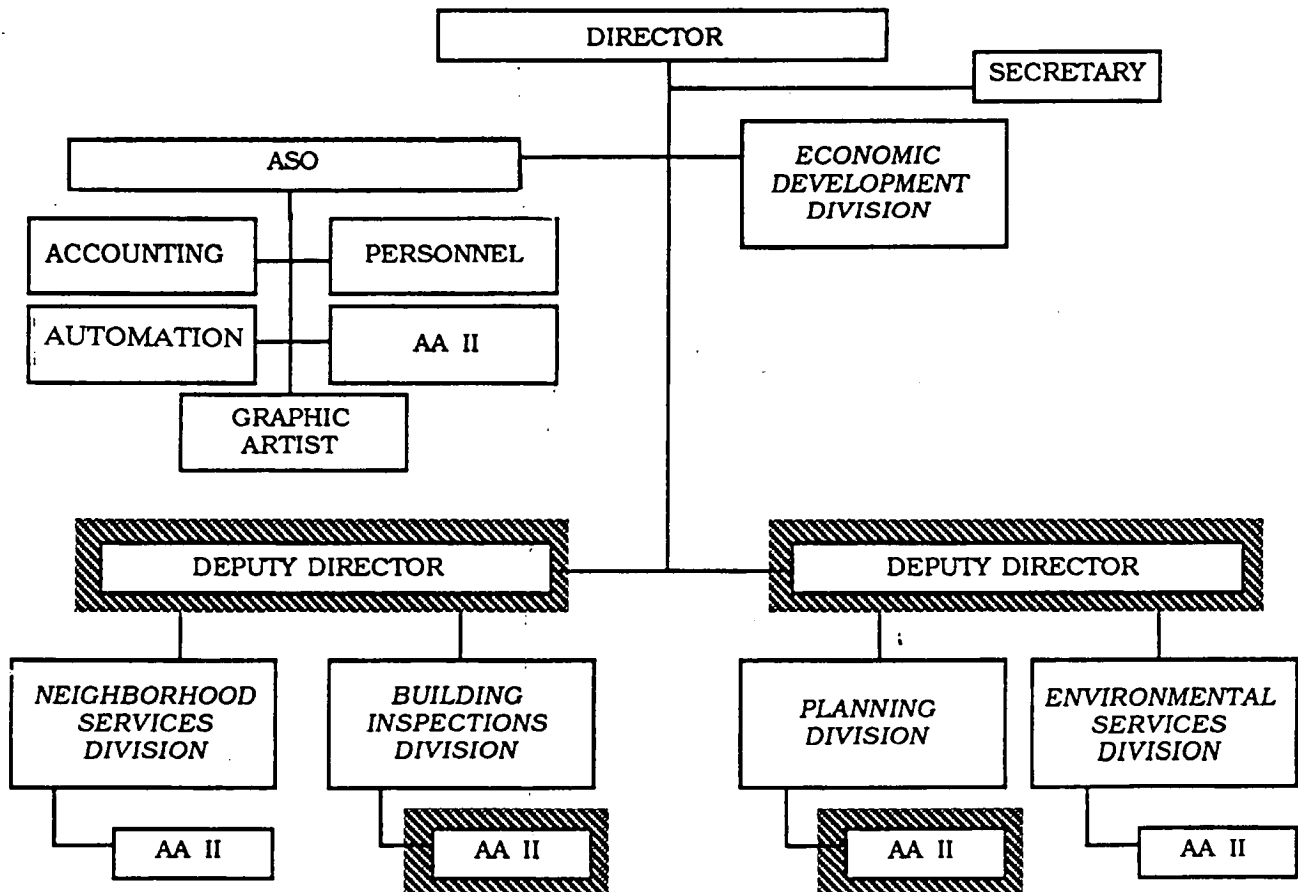
The Management Team should next identify what can be achieved with additional resources and alternative sources.

3. That the Department develop improved customer feedback mechanisms such as surveys and questionnaires for applicants as used by other cities.
4. That the Department routinely survey its own employees on what is working well and what is not.

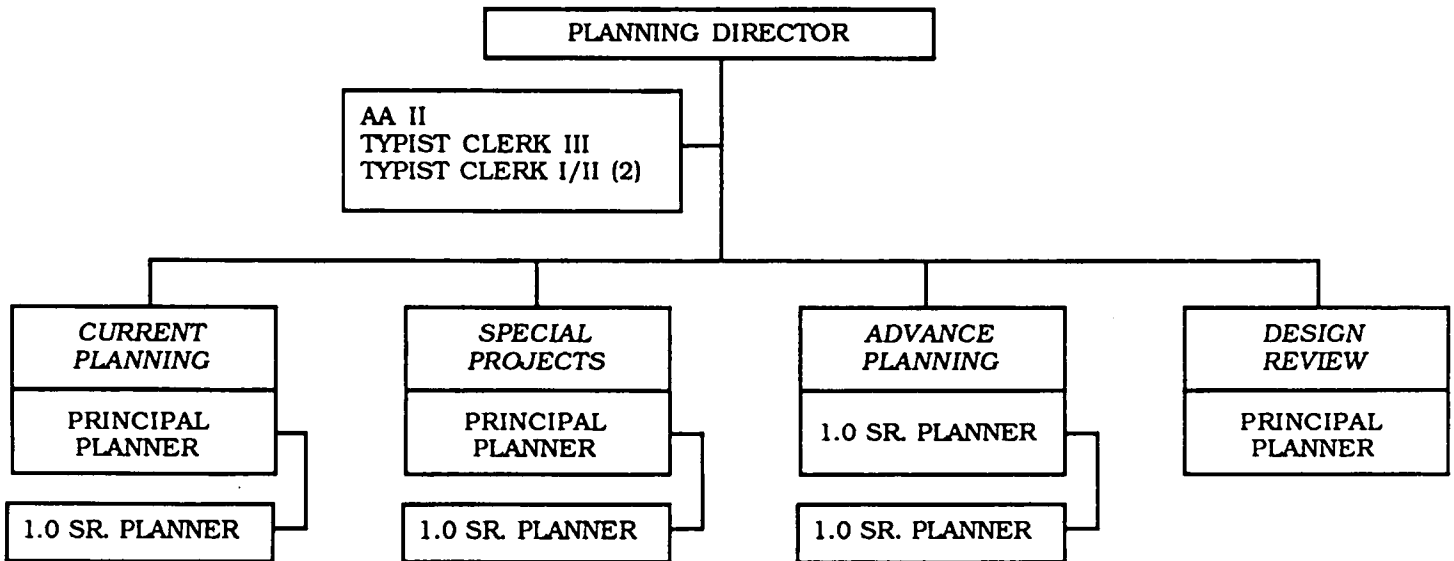
CURRENT ORGANIZATION



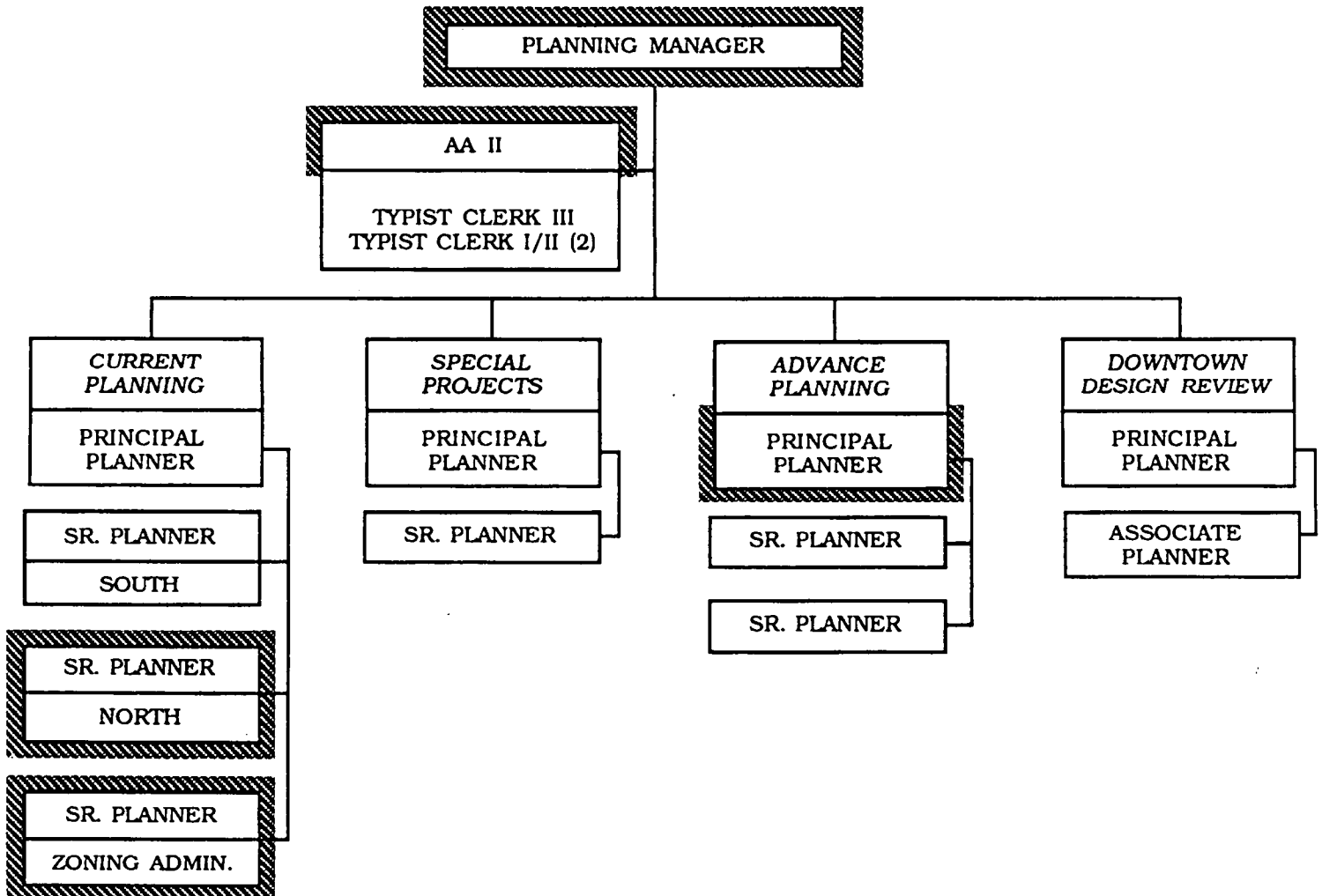
PROPOSED ORGANIZATION



CURRENT ORGANIZATION



PROPOSED ORGANIZATION



SECTION THREE

APPLICATION PROCESS

- I. Efficiency and Timeliness of the Entitlement Phase of the Application Process
- II. Efficiency and Timeliness of Environmental (CEQA) Review
- III. Application Process - Focus User Group Meeting

I. EFFICIENCY AND TIMELINESS OF THE ENTITLEMENT PHASE OF THE APPLICATIONS PROCESS

A. FINDING: THE ENTITLEMENT PHASE OF THE CITY APPLICATIONS PROCESS, INVOLVING THE PLANNING AND DEVELOPMENT DEPARTMENT AND OTHER CITY DEPARTMENTS, AS REQUIRED, IS, AT TIMES, DYSFUNCTIONAL, INEFFICIENT, AND UNTIMELY.

The Project Review Team and the Application Processing Task Force have primarily concentrated on the entitlement phase of the applications process. The entitlement phase includes receipt of the application, review by the Planning Division for compliance with required guidelines and conditions, review by the Environmental Services Division for environmental issues, and then forwarding of the application report to the Planning Commission and City Council where required. For routine projects, projects requiring no special studies or any additional review, the City application processes generally work well. However, the process often breaks down for projects with significant issues, and projects where an issue is not identified early. There are a number of inefficient and ineffective steps in the Planning and Environmental Application Processes. This, along with a lack of communication and coordination among the Planning and Development Department Divisions and other involved City Departments, has contributed to the untimely processing of applications. Following are findings that have been identified as contributing to the delays in the processing of applications:

1. The application processing cycle creates time delays by not identifying issues/entitlement on some projects at the beginning of the process.

The existing process, along with the present workload, contributes to the lack of a thorough review and identification of issues early in the applications process. This can significantly increase the time required to process applications. Further, there is a lack of early "ownership" of projects by Planning and Development and other Department's staff. As a result, a project can proceed through a significant portion of the process before a detailed review is performed which identifies issues that result in the need for redesign, revisions, new entitlement, etc., thus causing significant delays in the processing of the application.

2. The lack of early identification of issues results in projects recycling through the process when significant issues are discovered late in the processing cycle.

As this cycle continues, staff workload is increased resulting in staff becoming less able to handle the increasing workload and, thus, delays are compounded.

3. The applications processing responsibilities of the Planning and

Environmental Services Divisions have occurred on a sequential cycle.

As an example, mitigation measures are presently not identified until the environmental document is near completion. This can cause additional delay since staff in other City Departments need to review the mitigation measures in performance of their responsibilities. Further, Planning conditions are not identified until after the mitigation measures are established.

4. After projects have been received, there is a lack of internal workload management between Divisions.

This occurs, in part, due to poor communication between divisions. The lack of timely information on the flow of projects between Divisions makes it difficult to manage workload.

5. A number of routine planning requests require research and reports to be written to the Planning Commission and City Council. Because of workload and other responsibilities, these items do not take a priority.

These routine items still take a significant amount of the Planners' and Planning Director's time to perform research and prepare reports and, as a result, there is a growing backlog of such requests. This is occurring during a period of recession and a lower level of entitlement activity.

6. There is a lack of Department wide project tracking and timely identification of status to applicants.

There are various methods of tracking used in the Department such as manual logs, several stand alone user written programs and consultant written software, however, there is no coordination between these systems to provide Department wide information or access. Additionally, none of these stand alone systems provide inquiry access for other Departments such as the Public Works Department.

7. Although design guidelines do exist for a few specific geographic areas and design types, there is a lack of comprehensive Citywide design guidelines for each major category of application.

Additionally, there is a lack of documentation of Council Policy. This means applicants do not have guidance and standards in the preparation of project plans. Further, this results in a great deal of uncertainty by Council and staff on a project by project basis.

8. Planners are required to spend a significant amount of time in administrative and clerical functions, rather than working on projects.

This is required to a certain extent as a result of a lack of administrative and clerical support, support functions being located on different floors, clerical staff not being properly supervised, and a cumbersome project filing and microfiche system.

9. There has, in the past, been a lack of communication, coordination and teamwork among the Department's Divisions.

This is a rapidly changing condition. Still, the Project Review Team cannot emphasize enough how critical this issue is to the success of the Department. Customers expect to deal with a unified City and should not have to feel like the process is a gauntlet of separate Departments and Divisions.

10. The public is helped at the counter on a first come first serve basis. As a result, applicants are at times required to wait for long periods for assistance. This gives a negative impression of customer service to the applicant.

B. RECOMMENDATION: THE DEPARTMENTAL APPLICATIONS PROCESS SHOULD BE COMPLETELY REVIEWED AND EVALUATED FOR THE PURPOSE OF PROMOTING AN EFFECTIVE AND EFFICIENT CUSTOMER SERVICE ORIENTED APPLICATIONS PROCESS.

In an effort to address a number of the findings indicated above, the Planning and Development Department has created an Applications Processing Task Force made up of individuals from Planning and Development's Administration, Planning, Environmental, and Building Inspections Divisions, as well as individuals from Public Works, and the City Attorney's Office. The Task Force is reviewing the applications process in three phases. Phase I, the entitlement process, is near completion, while Phases II and III, the design review process and the building implementation process, will be reviewed in the coming months. Following are recommendations resulting from this Task Force and from the Planning and Development Project Review Team:

1. The project review functions, currently performed late in the applications process, should be moved to the beginning of the process.

A commitment to early "ownership", by the responsible Planner ("Project Manager") as well as all involved City Departments is needed. A thorough review and identification of issues that could cause delays, if identified later in the process, is required for this step to be successful. It should be recognized that there are, on occasion, additional review requirements of outside agencies that are beyond the control of City staff.

2. Parallel tracking/processing of the applications through the Planning and Environmental review processes should be implemented wherever

feasible and appropriate.

A sub-committee of the Applications Processing Task Force has been created to review and address the process of parallel processing. The sub-committee has recommended the following:

- a. Changing the Pre-City Planning Commission meeting to the Early Staff Review Meeting, staffed by Citywide staff involved in the development process. The purpose of this meeting will be to identify issues early in the process.
 - b. Create a Policy and Technical Review Committee consisting of management staff that are actively involved in the review/monitoring of projects. The role of the Committee would be to 1) provide City Council/City Manager with information on key policies that would be applicable to "conceptual" major projects under consideration by property owners/developers; 2) Provide a policy review of projects which are designated to undergo the "staff early review" process; and 3) Provide a policy review and staff position on those projects determined to need policy direction.
 - c. Move the identification of mitigation measures/conditions of approval to earlier in the process to enable staff to review and revise.
 - d. Create a "team" approach in which staff benefits from other staff.
3. A Department wide project tracking system, with inquiry access by other City Departments, should be developed.

Projects should be tracked from the receipt of the application throughout the entire process. Additionally, the tracking system should provide timely information for the purpose of determining points of delay and provide timely status information to applicants upon request.

4. A system of communication among the Department's Divisions should be established for the purpose of informing one another, on a timely basis, of upcoming workload and projects.

Consideration should be given to a simple communication tool such as weekly logs of projects to be released/returned during the next period. Such a tool would provide valuable information to be used in workload evaluation and assignment.

5. Consideration should be given to creating a Zoning Administrator

position with authority to make decisions on specified Special Permits, variances, etc.

Establishing authority for Zoning Administrator review and approval of specific Special Permits and variances should create efficiencies in the review process.

6. An analysis/review should be performed on the requirement for routine requests, etc., going to Council vs. the Planning Commission, and those that currently go to the Planning Commission vs. the Planning Director.

Consideration should be given to delegating decision making to lower levels as would be appropriate.

7. Citywide design guidelines should be developed and documented, for those areas currently without design guidelines, for distribution to applicants upon request.

Additionally, Council Policy should be documented and provided to applicants as necessary.

8. The current organization of files should be reevaluated and a department wide records management program developed.

Standards and guidelines for the filing, access, maintenance, etc., of department records should be developed to better control and identify file status and location and to create efficiencies in the records management function.

9. An atmosphere of teamwork and coordination must exist between the Planning and Development Department Divisions and the Department with other City Departments that have a role in the applications processing function.

This will require the management staff of the various Divisions to participate in the continual review of this process and to promote the concept of teamwork. An atmosphere of working together and getting the job done must be enhanced.

10. A program for scheduling appointments for receipt of applications should be developed.

The appointment should be scheduled with the staff necessary to provide input and information to the applicant that would be useful in, and promote more timely, processing of the application.

11. Public service surveys should be performed at the conclusion of the

applicants' process through the Planning and Development Department.

The survey should provide information to evaluate the full applications process. Responses should be reviewed and utilized for evaluation of the effectiveness of various stages of the processing cycle.

12. Consideration should be given to committing to published processing schedules for certain types or categories of applications.

Concurrent with such a commitment, improved workload management techniques will be required.

13. The Project Review Team recommends development and adoption of an application processing internal protocol similar to what is used in San Jose. (See Appendix C)

II. EFFICIENCY AND TIMELINESS OF ENVIRONMENTAL (CEQA) REVIEW

A. FINDING: A PERCEPTION EXISTS THAT THE ENVIRONMENTAL SERVICES DIVISION IS OVERLY CAUTIOUS IN ENVIRONMENTAL REVIEW, IMPOSES UNREALISTIC MITIGATION, REQUIRES UNNECESSARY STUDIES, AND THE PROCESS HAS BECOME CUMBERSOME REQUIRING TOO MANY STAFF.

In addition to review performed by the Project Review Team, a CEQA Risk Assessment Committee, made up of individuals from the Environmental Services Division (ESD), City Attorney's Office, and other City Departments, was formed to address the above concerns. Additionally, a "user" group, made up of selected industry representatives, met to discuss the entitlement process, including environmental review, on September 19, 1991. As a result of the Project Review Team review, Committee review and "user" group meeting, the following findings and observations have been made:

1. The City Attorney's office believes that the environmental documents prepared by ESD are legally adequate.

The City Attorney's role ends with answering the question of legal adequacy. Beyond this threshold, what is included in the environmental review is a policy question. However, it is fair to say that the entire area of CEQA compliance is spongy terrain; often there are no bright line tests. Given this basic fact, ESD's approach is reasonably prudent and not overly cautious.

2. A random review of 56 Negative Declarations released during a four month period revealed the following completion statistics:

<u>Weeks to Complete</u>	<u># of Projects</u>	<u>%</u>	<u>Cumulative*</u>
0- 4	16	29%	29%
5	6	11%	39%
6	6	11%	50%
7	4	7%	57%
10	2	4%	61%
15	8	14%	75%
16+	14	25%	100%

* Percentages are rounded up

These private applications do not represent the total number of projects reviewed by the Division during the four month period. Categorical exemptions, which take a short period of time to process, City CIP's and EIR's are additional projects processed by the Division that are not reflected in the above statistics.

The Environmental Services Division is a reasonably new unit, and only recently has the Division been fully staffed and trained. The time it takes to complete environmental reviews has been significantly decreased by ESD since additional staff was hired one year ago. The time to complete a Negative Declaration has been decreased significantly compared to three years ago. Twenty-five percent (25%) of the projects processed by the Division take longer than the currently desired bench-mark of sixteen (16) weeks. This is due to a number of items:

- a. A dysfunctional application review process for the Department in general.
 - b. A lack of early identification of issues by other responsible parties.
 - c. Receipt of incomplete information.
3. In an effort to identify when the processing of a project is taking too long, the Division has established completion milestones based on the current environmental review process and experience to date.

While the Environmental Services Division continues to search for ways to improve efficiencies and decrease processing time, the current established milestones are eight (8) weeks or less for routine projects, sixteen (16) weeks or less for mid-range projects (up to three simple studies) and twenty (20) weeks or less for complex, long-range, projects that require multiple studies and numerous mitigation measures before a Negative Declaration can be issued. Categorical exemptions should take no longer than two (2) days, while EIR's should take between eight (8) to sixteen (16) months depending on the complexity. These milestones represent only the time to complete the document, not the time required to get through the public hearings on the project.

4. Although the Division has had little difficulty getting applicants to sign the mitigation agreement and very few applicants have contested preparation of special studies, it is difficult to measure the satisfaction of the applicant since there is no formal customer feedback mechanism at the conclusion of the entire entitlement process.

Although there is an appeals process, for environmental review decisions, available to the applicant and the Division has received a minimal number of complaints directly, concerns continue to be expressed to Council members and the City Manager's Office. Without a formal feedback mechanism at the conclusion of the entire entitlement process, it is difficult to determine an applicant's level of satisfaction and the opportunity to receive

input for improvement is lost.

5. The Site Visit Team that visited other jurisdictions noted that, except for the County of Sacramento, in comparison to the City of Sacramento, the other jurisdictions visited had significantly less staff dedicated to the environmental review process and did not appear to place as high a level of emphasis on the environmental review process.

The staff size of the City's Environmental Services Division, nineteen (19), is about the same relative size, considering population, development, and growth, as that of its counterpart in the County of Sacramento which includes fifty-two (52) staff. Visits to other cities found that these cities had fewer environmental staff and approached environmental review in various ways, all of which are different than the City of Sacramento. For example, one city has only one environmental staffer, choosing instead to allow the developers to produce reviews on their own projects. This approach would most likely cause problems in Sacramento, with several active watchdog groups. None of the cities visited (San Jose, Long Beach, Fresno, and Riverside) appear to have the growth issues juxtaposed against the protection of the natural environment to the degree that the City and County of Sacramento have, nor do they have the experience with (1) location at the convergence of two scenic rivers, (2) existing historic downtown residential areas, (3) flood and air quality problems and (4) growth pattern. Therefore, while the staffing level of the Division is higher than that of the cities visited, the sensitivity of the community to environmental issues and the type of issues are significantly different causing difficulty in performing meaningful comparisons.

6. The Division presently evaluates projects in an effort to keep the use of costly and time consuming Environmental Impact Reports (EIR's) to a minimum.
7. The Division began writing EIR's in-house about ten (10) months ago to eliminate the excessive time it took to conduct the RFP for consultants and later review and correct their work.

This appears to be saving a minimum of four months and potentially may avoid up to seven months in delays. Projects which three years ago took up to two and one-half (2 1/2) years to complete are now scheduling out at 10 months.

8. Division management systematically review areas where procedural changes, master studies, or other mechanisms can be put in place to reduce the number of studies required to generate data for use in environmental documents.

Some of these changes will be seen by Council in the next few months

are: 1) infill standards that reduce noise studies and most environmental review, 2) a regional Swainson Hawk study and mitigation plan, 3) in-house air quality and noise modelling, 4) a cultural resource database and 5) an "absorption model" that can be quickly and inexpensively updated for downtown traffic modeling. The result of these changes will be that fewer individual projects will have to pay significant fees for a study and can instead take advantage of work already done.

9. The Environmental Division Management is very professional and clearly is making steady improvement in the environmental review process.

However, in the absence of bench-marks for comparison, the Project Review Team continues to have uncertainty over whether the level of environmental risk assessment utilized is appropriate for the City of Sacramento, that the desired turn around periods are what they need to be or that feedback mechanisms from the applicants are reasonable.

B. RECOMMENDATION: ADDITIONAL CONSIDERATION, RESEARCH, AND REVIEW SHOULD BE PERFORMED ON THE LEVEL OF ENVIRONMENTAL REVIEW RISK ASSESSMENT AND DESIRED TURN AROUND TIMES APPLIED BY THE CITY OF SACRAMENTO.

1. Following the implementation of process modifications recommended by the Applications Processing Task Force and Project Review Team to create efficiencies in the process, the Environmental Services Division should determine the impact of these changes on the established processing time completion milestones by project type, i.e., categorical exemptions, negative declarations, and full EIR's.

The milestones should be continually reevaluated and updated to reflect improvements in efficiencies in the environmental review process. These completion milestones should then be communicated and utilized as a measurement tool to monitor the efficiency of the environmental review process.

2. A formal customer feedback mechanism should be developed for the entire entitlement process, including environmental review, to promote the receipt of feedback from applicants upon the completion of the process.

Such a tool should be beneficial, providing input for the evaluation of the entire entitlement process and each separate phase.

3. Evaluation and monitoring of the environmental review process, its effectiveness and efficiency, the level of risk assessment utilized, etc., should continue to be an on-going process, especially since the ESD is

still a relatively new Division and modifications have been and are continuing to be made.

4. The Environmental Services Division plans to present mid-year and year-end status reports to Council on all projects that have been through the environmental review process.

This will allow Council to evaluate the performance of the Division and to ask project specific questions.

5. The Division has revised procedures to resolve the complaints received on mitigation plans.

Where the applicant does not agree with mitigation measures, the Division has revised the process to allow the project to be put on the City Planning Commission or Council agenda without delay and to highlight for the decision makers that there is disagreement. This revised process has been in place for nine months.

6. Given the newness of the Division, the Project Review Team recommends that the Division continue to work on the following objectives:

- * Streamline and report on the time it takes to complete the environmental process.
- * Monitor the number and types of reviews conducted for timeliness.
- * Expand on the customer feedback mechanisms available.

III. APPLICATION PROCESS - FOCUS USER GROUP MEETING

A. FOCUS USER GROUP MEETING

In an effort to solicit input from users of the Department's entitlement process and areas being considered for change/improvement, two meetings were scheduled with industry representatives. The first of these meetings, Development Focus Group Meetings, was held September 19, 1991 while the second was held on October 17, 1991. These meetings included a representative mix of industry representatives, land use attorneys, and developers.

A third group meeting will be held within the next sixty (60) days with the environmental and neighborhood groups. City Council members will also be invited to attend this meeting.

Additionally, a survey questionnaire was distributed to those invited to attend the Focus Group meeting. The questionnaire requested responses to a questions relating to the applications process and building inspections.

As part of the Focus Group meeting, Planning and Development staff gave presentations concerning the current applications, entitlement, process and items being considered to modify and improve the process. During and subsequent to these presentations the opportunity was provided for those in attendance to ask questions and make comments regarding the process.

B. FOLLOWING IS A LISTING OF SUGGESTIONS AND COMMENTS MADE BY THE INDIVIDUALS IN ATTENDANCE AT THE FOCUS GROUP MEETINGS:

SEPTEMBER 19, 1991:

- 1) Include City Attorney staff in all preliminary reviews to provide legal input in areas where necessary and to clarify planning entitlements and the judgement call regarding how far to go in the application of CEQA requirements. The individual's view is that staff is too strict in their application of special studies.
- 2) Should consider design requirements in the preliminary review, it becomes a very key issue on large projects.
- 3) Why do minor/routine items have to go before the City Council?; When consistent with the codes etc., why take to Commission or Council? Why not approve them at Sub-Division Review Committee?; It takes 6 to 8 weeks extra to go to City Council.

- 4) Will there be public guidelines for determining routine vs. non-routine projects?
- 5) If the Zoning Administrator sat on SRC and approved items there, it would have to be a public meeting of the SRC but would shorten the process.
- 6) Where would a Zoning Administrator sit in the organization?
- 7) Streamline the RFP process for EIR consultants.
- 8) Duplicate systems exist, application and fees, in such areas as merger and lot line adjustments. First required to proceed through the Planning and Development system and then through the Public Works system. Should be some means of using the application information from one to handle the second without total duplication of information and process.
- 9) In other jurisdictions, the opportunity is provided to meet with appropriate staff from Planning and Development, Public Works, etc., to discuss the project which has helped to expedite the process. Allows opportunity to clarify issues. Meetings were scheduled for a specific day and time.
- 10) Early review meetings, before submittal of the application, are very useful on large and complex projects, expanding these meetings would be beneficial.
- 11) To the extent possible, parallel processing will help speed up the time.
- 12) Good that Council wants to know what is going on early in the applications process. It is frustrating when City Council Members are hearing an item for the first time at the Council meeting and begin imposing new conditions.

OCTOBER 17, 1991:

- 1) Will a document, draft of the Outline Staff Report, be distributed to the applicant early in the process outlining the issues identified?
- 2) By adding concurrent processing and the Technical Review Committee, will identification of alternatives, etc., be noted earlier in the process? Important to at least know the concept up-front to allow the applicant an opportunity to come up with alternative mitigation measures and not be required to do so at the end of the process.

- 3) Would be helpful, if towards the end of the process, the applicant was allowed to review the staff report in draft prior to it leaving Planning and Development to allow correction of errors and eliminate the need for correction at the time of the Planning Commission and/or City Council hearing.
- 4) Following discussion of the consideration being given to including applicants in the early policy review process, the following comments were made:
 - Seems that it would be a good idea to include applicants in this process.
 - Don't think that the process will work without the involvement of the applicant. The applicant doesn't want the application to go into a "black box" of a committee with items coming out of it for which the applicant had no opportunity to provide input or make comment.
- 5) Everyone is looking to reduce the processing time, however, don't want to see weeks or months of staff time spent in an area which could have been clarified with earlier involvement of the applicant.
- 6) Want to minimize confrontation and errors caused by misinterpretation. Want to clarify and talk about alternatives up-front and have input prior to staff taking a stand.
- 7) Exclude smaller projects from the applicant early review participation and allow more time for input on larger/controversial projects.
- 8) What is needed is dialogue. Many times an applicant will be flexible but can't be without dialogue.
- 9) Concern with the Council early review process: If Council does not give the okay go on with a project, can an applicant still proceed without Planning and Development staff having an attitude of "why are you here?" and not giving the project their full effort to work things out, mitigate issues, and come up with other alternatives.
- 10) Request that this group be on a mailing list indicating when various procedural items are going before the Council
- 11) Thinks this process has been great, however, wants to express that they are looking for a flexible process. Want some structure but not so much that it isn't flexible. Would like opportunities to present projects without errors or misrepresentations. Need the opportunity to be involved and

clarify items up front.

- 12) Why is the City Council reviewing/handling so many routine items?

SECTION FOUR

FISCAL CONTROL

- I. Department Finance and Revenue Functions
- II. Budget and Cost Recovery

I. DEPARTMENT FINANCE AND REVENUE FUNCTIONS

A. FINDING: THE PLANNING AND DEVELOPMENT DEPARTMENT'S FINANCIAL MANAGEMENT FUNCTIONS AND RESPONSIBILITIES ARE FRAGMENTED. SOME OF THE REVENUE CHARGING MECHANISMS ARE INCOMPLETE, AND CASHIERING CONTROLS ARE IN NEED OF IMPROVEMENT.

Department Management has not emphasized the importance of financial management and control. The Project Review Team has noted the following financial management and revenue function weaknesses:

1. Department wide financial management is fragmented, therefore, financial information and performance is not adequately monitored or reviewed.

The major financial functions of the Department, C.I.P., revenue forecasting, expenditure budget development, accounts payable, and payroll are each performed by a separate individual without any department wide oversight. This causes a lack of coordination and direction on financial matters. Further, some of the Divisions do not have staff trained in the financial aspects of the department, revenue and budget monitoring is not occurring in all areas on a regular basis, financial activity information is not obtained and utilized in all cases, and the City financial system is under utilized as a source of financial information. As a result, there is a lack of a department wide commitment to, and vision of, financial goals, monitoring and oversight and a lack of support and accountability

2. The Planning Division revenue billing and collection process includes a number of weaknesses.

After charging an initial fee covering a set number of hours, an hourly billing system is utilized to recover the cost of additional hours. This system has a number of weaknesses:

- a. The initial amounts collected are not established at an amount adequate to recover the total costs associated with the processing of an application.
- b. Advanced Planning hours spent on Current Planning projects are not always billed, or billed on a timely basis.
- c. Final billing of excess hours is untimely. The applicant generally receives the final bill 1 to 3 days before the scheduled Planning Commission hearing, by which time final payment is required.

- d. Billable hours incurred after the project file is submitted for inclusion on the Commission agenda, are not recorded and billed. Such hours are incurred for various reasons and, at times, can be quite significant.
- e. Because of the administrative difficulties associated with implementing a full hourly billing system, Planner time sheets are not very reliable.

3. The Permit Services revenue system monitoring controls are incomplete.

Permit fees are calculated manually and are not regularly reviewed. Calculations of square footage, valuations etc., which are used to establish rates charged, are not routinely checked. Additionally, with a manual system, it becomes increasingly difficult to identify fees associated with specific geographic areas.

4. The Department does not have a complete cashiering procedure/training manual.

Revenues received are periodically posted to the wrong revenue account. Multiple person access to the cash register results in a lack of accountability. Further, when the counter remains open late one night a week, there is no Cashier on duty to receipt payments as they are made. These collections are held for proper recording until the next morning. Additionally, Environmental Services payments are made directly to the Division rather than to cashiering which results in an unnecessary step and additional handling of funds in the collection process.

5. Due to the heavy workload and staffing vacancies, there are occasions when Environmental Review work is contracted out to consultants.

The costs of such services are passed through to the applicant. However, overhead costs associated with administration of the consultant contract and review of the consultant report are not fully recovered. Additionally, although the Environmental Services Division's billing system appears to be performing effectively, this is a separate system and others in the Department have obtained little knowledge of the Division's billing procedures and process in the event this process needs to be temporarily performed by other staff.

B. RECOMMENDATION: DEPARTMENTAL FINANCIAL MANAGEMENT AND REVENUE CHARGING MECHANISMS SHOULD BE STRENGTHENED THROUGH DEPARTMENT WIDE COORDINATION, DEVELOPMENT, AND IMPLEMENTATION OF STANDARD PROCEDURES.

The following recommendations are made by the Project Review Team to strengthen the financial management and revenue charging mechanisms of the Department:

1. Department Management/Administration must take a stronger role in providing direction and oversight of the Department's financial matters.

The roles and responsibilities of the various financial functions should be specifically assigned and coordinated Department wide and in each of the Divisions. Further, Divisional financial responsibilities, i.e., revenue and expenditure monitoring, reaction to workload changes, timely reporting of Divisional activity, cost recovery responsibilities, etc., should be communicated, coordinated and required. Additionally, Department staff in Administration and the Divisions should be trained on the use of the financial tools available in the City for performance of these responsibilities. Finally, no significant financial controls/procedures should be implemented until they have been reviewed by the Finance Department.

2. Flat rates by project type, sufficient to cover the hours typically spent, should be established by the Planning Division.

The flat rates established should be charged upon receipt of the application and eliminate the need for later billing on most projects. On an exception basis, where a project requires additional hours beyond the Commission hearing, these hours could be recorded and billed as is appropriate on an established (i.e., monthly) basis.

3. Consideration should be given to automating the Permit Fee and calculation process to ensure correct calculation and inclusion of all applicable fees.

Until this can be accomplished, procedures should be established for the regular review of significant fee calculations by a second individual to ensure accuracy and consistency in the calculations. Additionally, decision files including as much information as possible regarding geographic areas, special fee charges, etc., should be made available to the staff performing this function.

4. A cashiering procedures/training manual, with specific processing procedures and department guidelines for cash handling and receipt,

should be established.

The manual should address the cashiering procedures to be used, specific steps/requirements for cash handling, i.e., payments should be made/receipted at one location, payments should be rung up upon receipt, establish guidelines for limiting access to the register and transfer of custody of amounts collected, etc.

5. Consideration should be given to establishing a flat rate fee to recover the costs associated with the administration of Environmental review consultant contracts, and review of the consultant reports.

Additionally, Department Administration should gain an understanding of the Environmental Services Division billing system procedures to ensure that there is sufficiently trained back-up.

II. BUDGET AND COST RECOVERY

A. FINDING: DEPARTMENT MANAGEMENT HAS NOT BEEN SUFFICIENTLY ATTENTIVE TO COST RECOVERY AND BUDGET BALANCING ON A PROGRAM LEVEL.

The Project Review Team's review of the Planning and Development Department's finances and budget revealed several problematic conditions. Department management has not responded to shortfalls in revenues with appropriate reductions in expenditures. Instead, the focus of expenditure budget monitoring has been on the department as a whole which obscures the important distinction between fee-supported vs non-fee supported activity/expenditures.

1. Fee-contingent Appropriations (e.g. contracted plan checking, fee supported FTE, etc.) Have Been Used for Non-Fee-Supported Activities and Expenditures.

In FY 1990-91, several budget units in the Department met budget only by virtue of unspent consultant services budget - which are fee dependent. Fees for services and workload demands fell below budget. Consequently, while service to the fee-paying customer was not reduced, expenditures exceeded budget for other non-fee supported activities. In effect, consultant services budgets for plan checking services are being used to balance overages elsewhere. However, the revenue which was supposed to support the budget never materialized. This resulted in a net adverse impact on the General Fund.

2. Budgets for Fee Supported Activities Have Not Been Effectively Managed in Response to Revenue Activity, Budget Limitations or Shifts in Workload.

In FY 1990-91, despite a significant shortfall in Building Permit Revenues, there were substantial expenditures for contracted plan checking. One response to the reduced revenues should have been the elimination of contract plan checking.

The Department's FY 1990-91 Revenues were \$1.4 million under budget. Yet, Services and Supplies budgets (especially in Administration, Planning and Building Divisions) were overspent. Further, while the shortfall was absorbed on a Department-wide level (total Department expenditure savings exceeded the total revenues lost in the Department), certain organizations and divisions showed substantial revenue losses beyond budget savings. Several Divisions showed significant overruns and negative impacts on the General Fund.

3. In Part, the Lack of Budget Monitoring, Management and Oversight Has Resulted From Confusion and Disagreement as to Roles and Responsibilities Regarding Budget and Fiscal Matters.

Roles and responsibilities with regard to budget monitoring and management are not adequately defined in the Department. There is disagreement and confusion between divisions and department administration and among individual staff. In most cases division managers have not been held accountable for budget management, have not been given adequate tools to perform this function and have been excluded from decisions on fiscal matters pertaining to their areas. Conversely, some division managers have failed to assert themselves in these areas, relying instead upon an Account Clerk in the Director's Office for assistance. This dependence has been perpetuated by the fact that key staff (including division managers) are - at best unaccustomed to using - and worst unaware of - the fiscal management tools available to them.

As noted in the Management and Organization Section of this report, Divisions have been told that they are responsible for their budgets but the control of many expenditure decisions has remained in Administration.

4. Several Divisions in the Department are Now Aggressively Pursuing Cost Recovery Strategies, Redesigning Fees and Closely Examining Their Budgets.

As in most cities, the Building Division has been able to recover most of its full costs from fees and charges. The Division has periodically adjusted its fees in order to recover full costs.

This fiscal year, two other divisions are displaying substantial interest and effort in both responsible budget management and cost recovery. The Environmental Services and Neighborhood Services Divisions are both actively pursuing cost recovery strategies and improving their attentiveness to budget management. Further, the budget management problems described above have not been as apparent in these two divisions.

B. RECOMMENDATION: FISCAL MANAGEMENT PRACTICES IN THE DEPARTMENT SHOULD BE STRENGTHENED THROUGH MORE ACTIVE INVOLVEMENT OF DIVISION AS WELL AS DEPARTMENT LEADERSHIP.

The Project Review Team recommends that the budget and fiscal management practices of the Department be strengthened by taking the following steps

1. Clarify roles and responsibilities with regard to budget and fiscal matters.
2. Focus on budget balancing at the organization and program level, distinguishing fee-supported from non-fee supported programs.
3. The Department Director should hold Division Managers accountable for the fiscal and budget management of their divisions.

4. Maintain communication between department administration and divisions in matters which pertain to their budgets.
5. Emphasize "cost recovery" strategies in all programs.
6. Train division and administration staff with budgetary responsibilities in the use of the City's financial information system which is accessible through the mainframe. Make all management staff aware of the fiscal management tools available.
7. Develop new systems and procedures which tie revenue and cost recovery directly to the building cycle and workload management. For example, if the economy is moving into recession and building activity is declining, fiscal control and management should adjust to these changing conditions.

SECTION FIVE

TECHNICAL REVIEW

- I. Department Automation
- II. Telephones (Communication Systems)

I. DEPARTMENT AUTOMATION

A. FINDING: THE DEPARTMENT DOES NOT HAVE A COMPREHENSIVE STRATEGIC AUTOMATION PLAN AND, THEREFORE, IS LACKING DIRECTION ON MAJOR AUTOMATION COMPONENTS AND ANALYSIS NECESSARY TO SATISFY MISSION CRITICAL GOALS.

Due to the lack of a comprehensive strategic automation plan in the Department, the systems and applications in use are incomplete, inconsistently utilized, and do not address all of the Department's automation needs. Following are findings that have been identified in the area of Department automation:

1. There is a lack of a comprehensive strategic automation plan in the Department.
2. Due to a lack of a strategic automation plan, the preparation for the implementation of the Local Area Network (LAN) and its growth has been reactionary.
3. The Billable Hours/Project tracking system being developed, false started and is questionable regarding its benefits when compared to its costs for development.
4. The Department is currently unable to track and locate files which hampers staff productivity.
5. There is a lack of formal records management and an organized filing system for case files.
6. Some staff do not have easy access to a microcomputer for use which results in different work products and has a negative impact on productivity.
7. The Current Planning Section of the Planning Division does not have a sufficient number of microcomputers to efficiently perform their responsibilities. While the Current Planning Section is responsible for preparing reports for the Planning Commission and the City Council, a number of the Planners are without direct access to a computer which is necessary for the efficient preparation and completion of these reports.
8. There is a lack of an overall understanding of each user's needs.
9. There is insufficient standardization in the Department's use of automation.

B. RECOMMENDATION: DEPARTMENT AUTOMATION SHOULD BE REASSESSED AND COORDINATED THROUGH A COMPREHENSIVE MASTER PLAN.

The Project Review Team proposes a number of recommended actions regarding computer systems within the Department. These recommendations include the following:

1. A comprehensive Master Plan needs to be developed which includes work flow studies and provides information and the means to streamline the overall organization through automation.

The Master Plan should include the implementation Plan of the basic infrastructure needs and standardization. After the basics are satisfied, the next phase of the plan should be a detailed description of the programs for the LAN.

2. A regular Departmental steering committee meeting, composed of the automation support and the Division Managers, should be held with Data Management to review the Plan's project activity as well as to receive updates on mainframe projects.

3. The basic infrastructure of the LAN needs to be completed prior to adding any additional microcomputers to that LAN.

In the interim, any microcomputers added can be stand-alone, but connected to the mainframe for eMail and calendaring and other on-line access.

4. The Local Area Network User Handbook needs extensive additions to thoroughly document the system.

The handbook should set the standards for managing files and data. More effort needs to be made to inform staff of changes, additions and plans for the LAN.

5. Mainframe software for Citywide monitoring of the planning, environmental, and permit processing activities needs to be acquired for the Department.

This is a major need of the Department, and others such as Public Works, and should handle the tracking of the various stages of the process and issuance of the various permits. The software should also calculate and track the collection of fees and manage the scheduling and reporting of all inspections. In addition to acquiring the above software, an integrated automated inspection scheduling system is needed to allow an applicant's use

of a touch tone phone to call for inspection request or results.

By automating the schedules, phone calls, research time and tedious preparation of inspection logs their manual preparation can be eliminated or substantially reduced while service to the applicant will increase.

6. Text management software, residing on the mainframe, should be examined for storing large drafts of reports which are reviewed by multiple departments/entities.

Further, standard report formats, including the usage of fonts, should be addressed and documented for all staff members that use word processing software.

7. A Department wide records management program should be organized and developed with specific assignment of records management responsibility.

Formal guidelines should be developed for the handling and archiving of files. Standards and guidelines must be developed for the Department which will be compatible with the rest of the City.

8. The Planning and Development Department is currently preparing an order for fifteen (15) new microcomputers.

The Department should review the allocation of these computers and ensure that the Current Planning staff has the computers necessary to assist in the preparation of reports to the Planning Commission and the City Council. A determination should be made as to whether additional resources will be required.

9. Until all required microcomputers are obtained, consideration should be given to the need for future additions of microcomputers to be placed in common areas so that more staff can use them.

There should also be a review of the recent list of future microcomputer additions to assure the best use of them will be made.

10. System training needs must be constantly monitored and a plan should be developed for each division within the Department.

A training profile is maintained on each staff member; it could be updated to contain future training needs.

II. TELEPHONES (COMMUNICATION SYSTEMS)

A. FINDING: IT IS DIFFICULT AND SOMETIMES IMPOSSIBLE FOR THE GENERAL PUBLIC, CITY COUNCIL MEMBERS, AND CITY STAFF TO CONTACT DEPARTMENT PERSONNEL BY TELEPHONE BECAUSE OF EXCESSIVE BUSY SIGNALS OR DELAYS IN ANSWERING THE TELEPHONES.

A Communications Task Force consisting of members of the Communications Division of the General Services Department and administrative staff from the Planning and Development Department was formed to analyze the Department's communication problems. The task force conducted interviews with all of the department staff who are involved in answering telephones and received statistical data from the telephone company in completing the analysis. Data from the telephone company indicate peak answering point traffic at 2,313 calls. The task force report is included in the appendix section of this report. The key findings of the Communication task force are:

1. The telephone system that has not kept pace with the growth of the Department.

The Department staff has grown over 40% over the last five years. This growth has surpassed the capacity of the current telephone system.

2. Some of the telephone answering stations are not being properly staffed. Key answering stations are left vacant due to staff performing duties that require leaving the work station with no back up provided.

Staff at a high volume answering point in the Planning Division is required. In addition to taking and routing calls, this position is assigned to deliver mail and restock shelves. There is no backup answering point to provide consistent service and to assist during busy times.

3. Department staff is not properly trained on the use of the telephone equipment.

Staff is not familiar with features such as 3-way conference calling, pick up calls from other than the telephone that is ringing, and transferring calls

4. Department staff in certain areas have problems distinguish whether their phone or a phone nearby is ringing.

Staff is required, as a normal course of performing their duties, to be away from their work station but still within hearing range of their phone.

5. The majority of the Department Staff return telephone calls within a 24 hour period.

The Communication Task Force finds that the majority of the staff return calls within a 24 hour period. This is based on Planning and Development Staff being surveyed. The applicants, City Council Members, other Department Staff were not surveyed. A Project Review Team Member is still awaiting a return call from two Building Inspection Division management staff. Several calls were placed to these two individuals and only one call was returned.

- B. RECOMMENDATION: PLANNING AND DEVELOPMENT DEPARTMENT TELEPHONE COMMUNICATIONS CAN BE IMPROVED BY REPLACING THE EXISTING SYSTEM, PROPER STAFFING OF ANSWERING POINTS, TRAINING ON PROPER USE OF EQUIPMENT, AND A COMMITMENT BY ALL DEPARTMENT STAFF TO RETURN TELEPHONE CALLS WITHIN 24 HOURS.

The Project Review Team recommends that the current telephone system be replaced as described in the recommendations provided by the Communications Task Force (see appendix) and that the Department Management Team:

1. Work with the Communications Division and develop cost estimates for replacing the existing telephone system.

Once the cost estimates are developed, a priority list for conversion and funding options should be developed and reported to the City Council.

2. Develop training on use and features that are available on the telephones.

In addition, procedures need to be developed on call screening. Where there is a high volume of calls between staff and the public, calls do not need to be screened.

SECTION SIX

SURVEY INFORMATION

- I. Employee Questionnaire
- II. City Site Visits

I. EMPLOYEE QUESTIONNAIRE

A. FINDINGS

In August 1991, a 52 question survey was distributed to all employees of the Planning and Development Department. Nearly 100 employees returned completed questionnaires. A copy of the survey and the complete tabulated results are included in Appendix E. Some of the most notable results of the survey are summarized below.

1. Planning and Development Department staff enjoy their work.

Nearly all of those completing the survey, 96%, state that they enjoy their work.

2. Most Department staff are satisfied that their roles and responsibilities are clearly defined and that the mission and goals of the department have been clearly communicated. However, many believe City Council policies are not well defined for staff.

Of the employees with an opinion on this question, 79% agree or strongly agree that their roles and responsibilities in the organization are clearly defined and 68% believe the mission and goals of the department are clearly communicated. However, only 65% disagree or strongly disagree that City Council Policies are clearly defined for staff.

3. Most Department employees feel customer service is given a high priority in the department and that counter staff are courteous and responsive to applicants.

Customer service is given a high priority in the department according to 89% of the staff who answered this question. Staff believe that counter staff are courteous (76% agree or strongly agree) and do a good job of ensuring that all materials are provided by applicants before accepting applications. However, 66% of those answering believe that the counter is not staffed adequately to handle customer service requests.

4. Department staff feel that the Departments filing system and applications processing need improvement.

The current filing system is not well organized, nor easily useable according to 80% of those surveyed. 79% believe the processing of applications requiring multiple permits and approvals is not well coordinated.

5. Department supervisors are generally well regarded by their staffs.

Significant majorities of those surveyed believe that their immediate supervisors give timely feedback on performance (79%), encourage suggestions for improvements (80%), clearly convey performance expectations (75%), and support their employees in the performance of their duties (85%).

6. Employees feel they have access to adequate training to do their jobs, but not to advance.

While 70% of those responding agree or strongly agree that they have access to the ongoing training they need to keep current in their jobs, only 36% believe that they have access to the training they need to enhance their advancement potential in the Department.

II. CITY SITE VISITS

A. FINDING: SUMMARY OF KEY OBSERVATIONS OF OTHER CITY PLANNING AND DEVELOPMENT LIKE DEPARTMENTS.

Project Review Team Members visited selected jurisdictions (San Jose, Long Beach, Riverside, Fresno and Sacramento County), to review the management, organization structure, administrative practices and procedures, processing of applications, records management, revenue/budget systems, planning tools, roles and responsibilities and automated systems of the Planning and Development like departments.

While comparisons are not always valid because of the number of variables, the following delineates some basic information about the cities visited:

LOCATION	POPULATION	PLANNING & ENVIRONMENTAL STAFFING	PLANNING BUDGET	ENVIRONMENTAL BUDGET
Sacramento	374,554	57	\$ 2,252,357	\$ 1,027,691
San Jose	791,645	80	\$ 4,388,360	Included in Planning
Riverside	218,499	65*	\$ 4,919,465	Included in Planning
Long Beach	429,433	19.5	\$ 1,335,221	\$ 108,437
Fresno	354,202	61.53	\$ 3,704,600	\$ 202,600
County of Sacramento	1,066,840	130.6	\$ 5,674,292	\$ 2,215,142

* Includes Bldg. Division (24 FTE)

Figures are FY 1990-91.

Workload Measures

<u>Planning</u>	<u>Entitlements</u>
Sacramento	561
San Jose	1,913
Riverside	516
Long Beach	525
Fresno	891
County of Sacramento	1,656

<u>Environmental Services</u>	<u>Applications</u>
Sacramento	603
San Jose	730
Riverside	187
Long Beach	523
Fresno	950
County of Sacramento	2,049

Figures are for FY 1990-91

Following are general observations made during the visits:

1. **The organizational structure of the planning and development functions varied from one jurisdiction to another.**

Each of the jurisdictions visited had different functions included with the planning function within a single department.

- a. San Jose - Building and Neighborhood Services were in a different department. Environmental responsibility is primarily placed on applicant with review by limited City environmental staff.
- b. Long Beach and Riverside - Similar to Sacramento except for Neighborhood Services. The environmental staffs are included in Planning, however, the staff sizes are much smaller than Sacramento.
- c. Sacramento County - Separate Environmental Department and Building Inspections Department.

2. The organizational structure of the Executive Department Staff consists of multiple management staff reporting to the Director as opposed to a single Assistant Director.

Two of the cities visited had multiple management staff in direct line to the Department Director. San Jose has two Deputy Directors and Fresno, two Assistant Directors, instead of a single Assistant Director. This is also true in other City of Sacramento departments. The use of Deputy Directors provides greater management support and oversight.

3. The jurisdictions visited all generally have a commitment to schedules and meeting deadlines.

The jurisdictions visited exhibited a strong commitment to schedules and meeting deadlines. The City of Riverside has included process deadlines in their Zoning Ordinance. The City of San Jose publishes processing time goals for various entitlements.

4. Some of the Cities visited have a strong commitment to "user friendly" public information brochures that explain development policies and guidelines.

The cities of San Jose and Long Beach have documents and brochures prepared that are specifically designed to aid the applicant through the application process. Adopted policies and guidelines are clearly articulated in these documents.

5. The majority of the jurisdiction visited do not have sophisticated automated systems.

The majority of the Cities do not have sophisticated project tracking and billing systems. All of these cities charge a flat fee for entitlement processing and environmental review dependent upon the project type and size. Record management processes and systems were predominately manual. Records were generally found to be organized and accessible.

B. RECOMMENDATION: THERE WERE SEVERAL "GOOD IDEAS" OBSERVED BY THE SITE VISIT TEAM THAT COULD BE APPLICABLE TO THE CITY OF SACRAMENTO PLANNING AND DEVELOPMENT DEPARTMENT.

The site visit team observed several desirable ideas that should be considered by Sacramento. A detail listing is included in the following listing. The city that stands out as to "customer service" and application processing is the City of San Jose. It is recommended that the Department Management team consider a site visit to the City of San Jose.

Summary write-ups of the visits to each of these cities and the County of Sacramento can be seen in appendix C.

There were varying degrees of excellence in the cities visited but in general, the members of the project team concurred that there were several highly desirable ideas to share and consider in Sacramento. Among these include:

- Strong commitment to public service with a commitment to schedule, and the establishment and publication of processing time goals.
- Use of a zoning administrator to administer routine planning functions expediting the permit process.
- On-going training for all levels of staff.
- Use of public information documents to provide instruction, direction and guidance to applicants.
- Customer surveys to provide a feedback mechanism for applicants. Surveys are available at the public counter and in some cases attached to the final permit.
- Development applications by appointment for major development applications to improve service. Minor applications are accepted at the Counter.
- Records Management system to provide access to information for staff, applicants, and City Council members.
- Templates for Planning Commission and City Council reports.
- Council Policy Statement sheets which in one page outline Council's policy on a variety of issues for staff and applicants.
- Use of residential design guidelines and annual review of guidelines by City Council and developers.
- Commitment to update of general plan by establishing a surcharge on building permits and planning applications.
- Establishment of clear channels of communication for applicants and staff.
- Proactive involvement with the Building Industry and other interested groups.
- Documentation -- there is a sense that the job is being done; however, systems, processes, etc. need to be in place.
- Accountability of staff to manage and administer the process.

- Disclosure of information to applicant as early as possible.
- Fee adjustment annually as part of the budget process.
- Management philosophy that becomes a department philosophy.
- Staff rotation to provide cross-training and promote better communication.
- One step appeal process.
- Planning Division newsletter to keep developers, industry groups and citizen groups informed.
- Adoption of records management fee for planning applications.
- Establishment of maximum waiting times for the public.
- Development of an annual work program by developing format for a project plan. Submit annually as part of the budget process.
- Brown bag lunch meetings with Department Director on a monthly basis.
- Public Information desk staffed by all department personnel.

APPENDIX

- A. Department Automation Report**
- B. Telephone (Communication) Task Force report**
- C. City Site Visits - Detail Reports**
- D. List of Council Concerns**
- E. Employee Survey**

Problem:

Due to the lack of a comprehensive strategic automation plan in the Department, the preparation for the implementation of the Local Area Network and its growth has been reactionary. In May, 1990 a "Department Automation Master Plan" was issued which was generic in nature, was not developed through an open process, and was missing major components necessary in such a plan.

Until 1989 there was little automation via microcomputers. From that time, the number of microcomputers increased to more than 80 distributed among 180+ staff members, but without analysis as to how they would satisfy mission critical goals.

Findings:

Departmental automation strategy via a Local Area Network (LAN) or minicomputer is intended to satisfy those departmental automation needs which are:

- unique in nature;
- not citywide or multidepartmental in focus;
- usually satisfied by the purchase of programs or systems instead of inhouse programming (turnkey systems); and
- intended to be "user friendly".

Because a departmental computing solution is a mini data center, it must adhere to many of the requirements placed on the City's mainframe computing, but on a smaller scale. These include:

- Performance measurements
- Capacity planning
- Change control
- Problem tracking
- User documentation
- Systems development methodology
- Standards and procedures for systems and databases
- Standards for the use of wordprocessing
in the preparation of council reports
- Overall system monitoring
- Documented security procedures
- Support of network, software
- Planning for software upgrades
- Error and outage recovery
- File integrity and backups
- Tracking and reporting on Requests for Service

Most of the above requirements have not been addressed in any depth, and consequently, their absence has led to

- Demands for basic support which exceed existing staff capability
- Uneven levels of computer knowledge and use across the department
- Underutilized equipment
- Reinvention of the wheel in using the microcomputer and in troubleshooting problems encountered
- Different wordprocessing formats and printer font usage according to the author's preference which in turn leads to frustration for the clerical staff who work on the drafts
- Employees who are unhappy with the amount of communication they receive on LAN changes, additions, future planning, and future allocation of support resources
- Lack of trust of existing systems

Training and other department-related automation information, including any existing standards, are provided to each Division Manager, who is then expected to coordinate, communicate downward, and enforce, where necessary, use of licensed software, hardware and training for the individual divisions. Consequently, departmental communications channels have been formalized to the extent that they are ineffective for automation issues, plans and needs.

The attitude by Administration staff has been that when a division has an automation need, someone will communicate that need and a priority will be set. However, through no fault of the Department staff there is not, in many cases, the ability to envision or articulate how automation can solve a problem or provide new ways for productivity gains. Some simply don't know what is available. There is not an overall understanding of each user's needs, so no valuable data can be extrapolated for automation planning purposes. Things just happen; a microcomputer shows up, minimal training is given and the user may or may not effectively use the tools provided. The managers may be responsible for policing their employees, but they have not had the responsibility for setting overall priorities of LAN work, problem solving and programming. As an example, there was not an overall strategy for project management or tracking projects, planned and agreed to by all the managers. At least one division has spent substantial amounts of time in defining and documenting system needs, but due to many factors have realized no progress from an effort which is outside the realm of their job responsibilities.

There is a belief that there is more "bang for the buck" with a LAN solution, but no thorough analysis on total system costs has been performed for desired applications systems within the Department.

There are perceptions regarding the ability to "control" the department's automation by installing a departmental solution. There is not a one-to-one correlation, but it has led to a narrow focus of putting all automation solutions on the LAN and avoiding the mainframe where Citywide databases reside. One division which disregarded this focus and achieved a complaint tracking system on the mainframe has taken advantage of the automation to redefine work flows and streamline the existing operation.

The primary system, Billable Hours, receiving funds and resources for development on the LAN recently, is one which evolved from a Planning-specific billable hours system to a Department-wide tracking system. Due to the add ons and the lack of use of a design and development methodology, the system false started and is questionable regarding its benefits when compared to its cost for development. The four California cities talked to during recent interviews did not feel that collecting such detail for billable hours was better than flat fees. Further, tracking of projects, both inter- and intradepartmental, can be done through software already developed and available for purchase.

The department is currently unable to track and locate files which hampers staff productivity. No formal records management or filing system exists and a common complaint from staff is that files turn up missing and large amounts of time are spent searching for misplaced files.

Some staff members do not have a microcomputer for use which results in different work products and an impact of productivity. However, there is not a clear plan regarding how the microcomputers are distributed among staff.

Recommendations:

Basic Needs:

The basic infrastructure of the LAN needs to be completed prior to adding any additional microcomputers. In the interim, any microcomputers added can be stand-alone, but connected to the mainframe for eMail and calendaring and other online system access. This will help off load some of the day to day demands on the Departmental Data Analyst so that complete system documentation can be developed. Another way to free up time for the Departmental Data Analyst (DDA) is for all trouble calls to go to the Help Desk within Data Management. This function has an online logging capability for all trouble calls and can be accessed by the DDA for followup and resolution.

Followup on the use of calendars and scheduling needs to take place periodically so that scheduling does not regress back to a manual process.

There is a Local Area Network User Handbook, but it needs extensive additions to thoroughly document the system. It needs to set standards for managing files.

A quick fix list has also been created which defines some on-going problems that various microcomputer users have communicated in interviews. The response to those are attached.

One major issue which was included in the "Quick fix" list was that of the lack of training on an ongoing basis. A policy has been developed, but training needs must be constantly monitored and a plan should be developed for each division within the Department. There is a training profile maintained on each staff member and could be expanded to contain future training needs. This training profile also needs to contain the classes received by staff but arranged outside the purview of the automation support staff.

Standard report formats, including the usage of fonts, should be addressed and documented for all staff members who use wordprocessing software. There should be macros developed that contain standard report language and used by all report preparers. Feedback needs to be obtained for wordprocessing training emphasis in future classes.

Master Plan:

A comprehensive plan needs to be developed which includes work flow studies and results in ways to streamline the overall organization through automation. It should include the implementation plan of the basic infrastructure needs described above. After the basics are satisfied the next phase of the plan should be a detailed description of programs for the LAN which support the mission and goals of the department, complete with work plan, implementation dates and costs.

A monthly Departmental steering committee meeting composed of the automation support and the Division Managers should be held with Data Management to review the Plan's project activity as well as to receive updates on mainframe projects. Monthly status reports should be generated as well.

Equipment:

Future additions of microcomputers should be in common areas so that more staff can use them; there currently is a hesitance to use a micro in one's office, even though there is pent up demand for microcomputer use. There should be a review of the recent list of future microcomputer additions to assure the best use will be made of them. Existing old equipment must also be examined as to the cost effectiveness of replacing in lieu of continuing repair.

Currently, graphics support is provided by one person. She is in need of a copy stand for photographs, better lighting and an opaque projector. Currently she rents time on hardware outside the city to satisfy some graphics needs. The cost for this and her time in going elsewhere to create the products needs to be weighed against providing her inhouse capabilities.

Software/Systems:

Tracking Software. Software for monitoring the construction activity within the City needs to be acquired for the department. This is a major need for the department and others such as Public Works and should handle the review, issuance and tracking of construction and other environmental permits. It should calculate and track the collection of fees, manage the scheduling and reporting of all inspections. It should also issue Certificates of Occupancy. This software would decrease processing times.

The software would provide a way for the plancheck engineer to know that the inspector has spotted something which may cause a stop work or halt the issuance of a permit. There are also instances where the architect approaches the Plancheck Engineer for a variance; a history of comments on the project would also be available through the software. Red tags wouldn't take two to three days to process.

Due to the multi-departmental focus, this software would reside on the mainframe and be accessible by any networked terminal or microcomputer. With the capability of interfacing with the parcel file and the current clean up efforts on that file, condition tracking from tentative map through final will also be available.

A person from the department should be assigned as the Project Manager for the selection and implementation of this software; there should be key project members also assigned from the other involved departments.

Document Repository. Text management software residing on the mainframe should be examined for storing large drafts of reports which are reviewed by multiple departments/entities. The zoning ordinance should also be placed in text management so that the changes can be stored there and are readily accessible by anyone with a mainframe access. Design guidelines could also be developed and stored in text management.

Project Management. There is a software package called Timeline utilized in the Department, but there are not standards for its use, nor have members from each division been trained. The department's steering committee needs to discuss and reach consensus on how and when this software is to be used.

GIS. More people need to be actively involved in the planning for this important software. There have been briefings, but the zoning maps are nearing fruition and plans need to be made for the next steps.

Communications:

More effort needs to be made to inform staff of changes, additions and plans for the LAN. That should be a natural by-product of a strategic plan and a steering committee.

A newsletter or participation in the Citywide automation newsletter would be another vehicle to disseminate information to the department's staff.

Records Management:

A Task Force needs to be organized to look at the ways files are handled and archived. Current processes for handling files need to be revamped. Standards and guidelines must be developed for the Department which will be compatible with the rest of the City.

There is a need for a fire proof cabinet to store the General Plan and other documents in case of disaster.

Other:

The current clerical arrangement appears to have coordination problems that surfaced in discussions with various staff members. The organization and reporting structure of clerical support staff needs to be reviewed for back up issues, standardization of work products and teamwork.

APPENDIX B. TELEPHONE (COMMUNICATION) TASK FORCE REPORT

CATEGORY

Telephones (Communications)

ISSUES

It is difficult and sometimes impossible for the general public and city staff to contact department personnel by telephone because of excessive busy signals or delays in answering the phones.

FINDINGS

The Department of Planning and Development has grown 41% in the last five years from 123 FTE to 174 FTE. This growth has surpassed the capacity of the two telephone systems serving five sections (Administration, Economic Development, Planning Division (except Current Planning), Environmental Services, and Housing and Dangerous Buildings).

Interviews revealed that department personnel endeavor to provide good customer service despite the limitations of inadequate telephone equipment and a high volume of incoming calls. Pacific Bell reports indicate Monday peak answering point telephone traffic at 2313 calls, not including calls that go direct to staff. Despite the high volume of incoming calls to the department, staff generally return messages within 24 hours.

There is a lack of uniformity of equipment throughout the department. 60% of the existing single line telephones are more than five years old, lacking the features newer equipment offers that enhance operational efficiency.

A statement repeatedly brought up during interview sessions is that personnel cannot tell whether their phone is ringing or a phone nearby is ringing. This occurs when they are away from their desks but within hearing range. This problem can be solved by installing beehives (lights) on the modular furniture top rails so that people can look to see which phone is ringing.

Interviews revealed that employees are not cognizant of basic Centrex features available to them, such as 3 way conference calling, call pickup and call transfer. Approximately 96 telephone lines have the "call forward after 5 rings" feature. Standard business practice is that calls should be answered by the third ring. Justification by staff for using five rings is so that they can run to their phones if they are a short distance from their desks. However, if the call is unanswered and forwards to the front desk, a caller may hear 8 to 10 rings before the call is picked up. Using the call pickup feature, staff can retrieve calls from a nearby phone in a timely manner, or else the call is picked up by voice mail after 3 rings.

Staff frequently uses the "do not disturb" feature on key systems. By changing out to single line systems with voice mail, users can forward their lines into voice mail when they do not

APPENDIX

B. TELEPHONE (COMMUNICATION) TASK FORCE REPORT

wish to be disturbed and manage their own messages. This practice will reduce the number of calls and messages to the answering points.

Interviews with the department staff indicated that many calls are to request plan check status and inspection sequence. This is an extremely labor intensive process.

ADMINISTRATION DIVISION

The Administration Division telephone system is an Omega IV electronic key system that has reached maximum capacity. The system is also shared with the Economic Development and Advance Planning divisions. Pacific Bell traffic reports show an excessive number of busies on the Planning portion of the system. The only method to eliminate the busies is to add additional lines, which is not possible because the system has reached capacity.

Another finding was that the Administration Division phones are answered by Planning personnel then transferred to Administration.

PLANNING DIVISION (ADVANCE PLANNING)

The Planning Division telephone system is an Omega IV electronic key system which has reached maximum capacity. It is shared with the Administration and Economic Development divisions. Planning Division personnel answer the Administration Division's calls in addition to their calls. Pacific Bell traffic reports show an excessive number of busies on this system. One reason for this is that the Planning staff of 20 share only five lines. The only way to eliminate the busies is to add more lines which is not possible because the system has reached capacity.

PLANNING DIVISION (CURRENT PLANNING)

Current Planning uses a UCD (uniform call distributor) at one answering point to handle a high volume of incoming calls.

Currently, the person at the main answering point, in addition to taking and routing calls, leaves her desk to find planners for calls, deliver mail, and restock shelves with handouts. The duties of stocking shelves with handouts and delivering mail should be assigned to other personnel so that the answering point will not be abandoned for these duties. Except for emergencies, the practice of leaving the answering point to locate planners should be discontinued in favor of taking a message or directing callers to voice mail. Current Planning should have a backup answering point to assist the main answering point during busy times and to provide consistent service to the public.

There was a request during the interview process for a cordless phone for the planner at the front desk to allow movement in the counter area. This is not recommended because of poor transmission quality of cordless phones in the downtown area.

APPENDIX B. TELEPHONE (COMMUNICATION) TASK FORCE REPORT

ECONOMIC DEVELOPMENT

Economic Development shares the Omega IV electronic key system with the Administration and Planning divisions. Utilizing the existing key system, a single answering point will be sufficient for the Economic Development office. Because of the number of messages taken, voice mail should be added to the system on a selected basis.

NEIGHBORHOOD SERVICES

Neighborhood Services uses a TIE Businesscom electronic key system with four answering points. After examining the system, it was determined that the basic system is adequate but staff needed training on particular features the equipment offered. Training on the equipment was provided by the vendor.

The system uses a call sequencer to hold incoming overflow calls in queue. A request has been made to the telephone vendor to show staff how to run traffic reports from the machine. The vendor will loan the office a parallel printer for a few weeks. To continue to run reports, a printer will need to be purchased.

Management uses, and some staff have requested, voice mail.

ENVIRONMENTAL SERVICES

The current system is an Omega IV and is operating at maximum capacity. It is shared with Housing and Dangerous Buildings. Because of capacity limitations and voice mail requirements, the system should be replaced with a single line system.

HOUSING AND DANGEROUS BUILDINGS

Pacific Bell traffic reports reveal that the average number of calls per day to this section is 166. Although not an extremely large number of calls, the people at the main answering points take time consuming information from the caller. As such, these calls should be handled by all 4 main answering points, each person handling and sharing incoming calls.

Since the majority of personnel in the division take their own calls, the section requires a single line system.

Because inspectors are out of the office most of the day, they should have voice mail on their individual lines. Callers can leave messages while inspectors are out in the field or when they are in the office returning calls. The inspectors can check their voice mail messages any time of the day from any touchtone telephone.

BUILDING INSPECTIONS (ADMINISTRATION ONLY)

APPENDIX

B. TELEPHONE (COMMUNICATION) TASK FORCE REPORT

Because this staff is small and located next to Housing and Dangerous Buildings, calls are monitored by the latter's answering points.

BUILDING INSPECTIONS (PERMIT SERVICES AND COMMERCIAL PLAN CHECK)

The Building Inspections system consists of five answering points and 28 stations. Pacific Bell traffic reports show that on average 375 incoming calls are handled each day with very few busies encountered. Ordinarily a system of this size would require two answering points. However, in this case the personnel staffing the answering points answer questions and give out information. Consequently, the five answering points on this system are justified. Staff is also required to transfer calls to others within the system. Consequently, they must have equipment to show station status and the ability to transfer calls fast and efficiently.

Only two of the five answering points in the system are minimally equipped to meet most of the required answering point functions. The existing two 10 button consoles are more than five years old and should be replaced with new equipment with full functionality. The other three answering points (six button sets) are not equipped with the required consoles to effectively transfer calls or monitor stations. Personnel staffing the six button sets often get up and go over to one of the 10 button consoles to check the busy status of a station prior to attempting a transfer. This process is inefficient and irritating to answering point staff.

BUILDING INSPECTIONS (FIELD INSPECTIONS)

Electrical Inspections Information receives 23 to 45 calls per day with only two busies reported on the busiest day. Plumbing Inspections Information receives 65 to 87 calls per day with one to four busies per day on the busiest day. The level of service provided by these two groups is at an acceptable level. Building Inspections Information receives an average of 218 calls with 12 busies per day.

Building Inspection Requests receives from 253 to 351 calls per day and has experienced from 24 to 86 busies per day as reflected on the Pacific Bell line studies. The number of busies for Building Inspection Requests is at an unacceptable level. There are three 20 button sets for Building/Electrical/Plumbing Inspections at the 6 answering points in Field Inspection Requests. The system should be uniform so all six staff at the answering points can assist each other during busy times.

Field Communication: Field inspectors have a need to contact other inspectors to verify details of previous inspections. They also have an occasional need to call plan checkers and a daily need to call in for messages. Pagers were considered for this purpose; however, inspectors do not always have a telephone available for this purpose and would waste time looking for a phone and waiting by a phone for a pager response.

A local government radio with a touchtone encoder to dial the inspectors was also

APPENDIX B. TELEPHONE (COMMUNICATION) TASK FORCE REPORT

considered. The need for inspectors to call specific plan checkers and call daily for messages would require excessive office staff time to locate the correct people and relay messages. The already crowded radio system would encounter the same problem the phone system has at noon. Consequently, cellular phones are the recommended choice for field communications. This communications link will also allow the office to call inspectors for emergencies or allow the inspectors to contact the office without having to waste time finding a police call box or fire station to call in. When a unit is dialed and cannot be reached, the calling unit can leave a message in the inspector's voice mail box.

Inspectors currently call the main desk at noon for messages. Many have stated that they cannot reach the office because of busies. If inspectors are equipped with cellular phones and have voice mail, they can call their telephone number at any time to retrieve messages. The person at the front desk should encourage callers to leave messages in the inspectors' voice mailboxes. If a caller does not wish to leave a message in voice mail, the person taking the handwritten message should call it in to the voice mail box. With the use of voice mail, the answering point would not be burdened with a high volume of calls at noon and the inspectors would have control of retrieving their own messages. This would also improve field to office communication for immediate information on code interpretation, new street location, etc.

RECOMMENDATIONS

This report recommends the use of Centrex single line systems throughout the department (excluding Economic Development and Neighborhood Services divisions). This approach will be more expensive; however, it is recommended because of its flexibility to reconfigure and expand to the needs of the changing department. The single line system will also improve communication within the department because all personnel will be directly accessible to each other without going through an answering point.

This report also recommends that the Department of Planning and Development have a ACD in Building Inspections (Permit Services and Commercial Plan Check), and Building Inspections (Field Inspection Requests) to automatically queue overflow calls. The Pacific Bell UCD in Planning Division (Current Planning) should be replaced with an ACD because call processing reports are not available on the Pacific Bell UCD.

One ACD can be configured to meet the needs of all three systems with the ports assigned as follows:

<u>ACTIVITY</u>	<u># OF PORTS</u>
Building Inspections (Permit Services and Commercial Plan Check)	5
Building Inspections (Field Inspections)	6
Planning Division (Current Planning only)	<u>3</u>
TOTAL REQUIRED PORTS	14

APPENDIX

B. TELEPHONE (COMMUNICATION) TASK FORCE REPORT

A cost comparison to determine if a city owned or Pacific Bell leased ACD should be installed is currently being done.

The recommended utilization of voice mail throughout the department will significantly reduce the number of calls to the main answering points. This in turn will reduce the number of messages taken by the answering point staff and will free up their time to handle general information calls and to do other assigned tasks.

Equipment: In order to handle incoming calls efficiently and quickly, all main answering consoles should be equipped with:

- . Busy lamp fields (BLF) (indicates when a station is off hook)
- . Direct station select (DSS) (quick transfer of calls)
- . Message waiting indicators
- . Digital display (when a call "bounces back" the console displays the station number the call tried to reach)
- . Headsets (for comfort and to avoid possible neck injuries)

For uniformity and efficiency, all single line instruments should be replaced with feature phones equipped with speed dial buttons, flash key, adjustable level ringers, and message waiting lights. The Centrex call pickup feature should be selectively installed on individual lines to allow staff to retrieve a call coming to a nearby phone. Also, speaker phones should be installed in all conference rooms.

It is recommended that all stations be equipped with the beehives to identify which phone is ringing. If a person is expecting a call, it can be remotely answered using the call pickup feature or allowed to ring into voice mail.

Training: The successful use of any telephone system depends on the level of training staff receive. Training all individuals on the use of the equipment and Centrex features is critical at the time of a new system installation. It is recommended that each division designate one person to be responsible for ongoing telephone training for new employees or when equipment is enhanced. The trainer must be knowledgeable and conversant on the capabilities of the equipment and Centrex features, and be capable of identifying problems as they arise with the system. The Communications Division will support, assist, and maintain contact with the trainer.

Voice Mail: Voice mail is recommended to improve communication between the public and staff and within the department. When voice mail messages are returned by staff in a timely manner callers become more inclined to leave detailed messages in the future. Voice mail reduces the number of handwritten messages an answering point must take. And, if individual telephone numbers are given out, it reduces the volume of incoming calls to the answering point.

APPENDIX

B. TELEPHONE (COMMUNICATION) TASK FORCE REPORT

Call Screening: Where there is a high volume of telephone communication between department staff and the public, and calls do not need to be screened, the use of business cards with private numbers is strongly recommended. Administration should develop a department policy on the use of call screening.

Automated Call Processing: An attempt was made to automate routine requests for information from incoming callers. However, interviews with department personnel reveal that questions on code, ordinance and zoning interpretations require a thoroughly knowledgeable staff person to handle. Information provided to callers in Building Inspections and Current Planning in particular is too numerous and complex to narrow down subjects into simple trees of information. This technology is not being recommended because of the complex nature of the questions asked of the department.

Interactive Voice Response: Utilizing an "interactive voice response" (IVR) system in the Plan Check and Request for Inspections sections was considered. A person wishing status information could dial a telephone number and be instructed to press 1 for plan check status, press 2 for inspection sequence. If the person pressed 1, they would be prompted to enter their plan check number and the voice processing machine would access a plan check database and give the caller the latest updated information. The information could include the percent completion and give a due date. If the person pressed 2, the same process would take place for inspection sequence. Each morning when the inspector sets up the inspection routes, clerical staff could input the information into a computer by permit number and sequence to be inspected. The caller would be prompted to enter his permit number. The IVR would look up the sequence from the database and respond "your inspection number is six out of 14 inspections today. The caller would hear a computer synthesized voice similar to the 411 directory assistance voice.

The interactive voice response (IVR) system should reduce the inspections answering point staffing requirements by 1.5 FTE (from 6 to 4.5). The reduction is based on a 25% efficiency factor. The average IVR efficiency is 30%; however, 25% was used conservatively. Analysis of the answering point ACD reports will clearly identify when staff levels should be increased or decreased.

The interactive voice response system is not being recommended at this time because the information database is not currently available. At a future date, when the information database becomes available, this system should be considered to reduce the number of calls and messages that staff must handle. This type of system can be integrated with the telephone system. The IVR will require a hardware and software interface to the information database. It is recommended that staff pursue setting up databases with IVR access.

All new systems will be sized to allow for future expansion and should be re-evaluated within 90 days for fine tuning and followup training.

APPENDIX B. TELEPHONE (COMMUNICATION) TASK FORCE REPORT

ADMINISTRATION DIVISION

The Administration Division key system should be replaced with a single line system and clerical personnel assigned to Administration should be answering calls to this division because of their familiarity and knowledge of the division's activities. The addition of voice mail in the Administration area could free up clerical staff time to more efficiently answer phones and perform other clerical duties.

Recommendation:

- . Replace key system with single line system.
- . Voice mail on all phones except the answering points.
- . 2 answering points with:
 - DSS, BLF, message waiting
 - 3 incoming lines in circular hunt
 - digital display for bounce back identification
 - 2 headsets
 - backup answering point to have an additional line with voice mail to be used as a "computer help line"
- . Speaker/display sets for Director and Assistant Director (Voice Express)
- . Single line sets for individuals to have:
 - 16 speed dial buttons
 - "message waiting" indicators; individual to forward lines into voice mail when they do not wish to be disturbed
 - Adjustable level ringers
 - Call pickup
 - Beehives
- . Speaker phone for conference room

PLANNING DIVISION (ADVANCE PLANNING)

The Planning Division key system should be replaced with a single line system along with the addition of voice mail thereby freeing up clerical staff time to more efficiently answer phones.

The Administration Division clerical personnel should answer their own division's calls. They are in a closer proximity to their own staff and are familiar with their own activities.

Recommendation:

- . Replace key system with single line system
- . Add voice mail to individual lines
- . Speaker display set for Manager (Voice Express)
- . 2 answering points (main and backup) with:
 - 3 incoming lines in circular hunt
 - DSS/BLF, message waiting

APPENDIX B. TELEPHONE (COMMUNICATION) TASK FORCE REPORT

- Digital display
- 2 headsets
- . Single line sets for individuals to have:
 - 16 speed dial buttons
 - "message waiting" indicators; individual to forward lines into voice mail when they do not wish to be disturbed
 - Adjustable level ringers
 - Call pickup
 - Beehives
- . Speaker phone for conference room

PLANNING DIVISION (CURRENT PLANNING)

Current Planning has one main answering point with a UCD. The system should be replaced with two answering points with a city-owned ACD (automatic call distributor) which is "smarter" than the UCD. The ACD distributes calls in a specialized pattern (i.e., least busy answering point), and provides queuing for overflow calls. An ACD also keeps track of statistical information which may be printed out in reports. Reports detailing the number of incoming calls per hour, the hold sequence of callers and abandoned calls, can assist management in staffing the answering points more efficiently thereby increasing the level of service to the public. Music on hold and announcements on status of hold position for callers is provided with the ACD.

Planner on duty: Current Planning should try voice mail on a separate line for the "planner on duty". The receptionist can ask the caller if the caller would like to leave a voice mail message and have a planner return the call. The planner on duty should have an extra long handset cord for mobility while on a call.

Planners should have voice mail on their lines. Callers can dial them directly and leave messages thereby improving communications with the general public as well as within the department. Using voice mail will also reduce the number of messages that the main answering point must take. Speaker phones should be used by the planners, thereby allowing them put the handset on the cradle using the "speaker" mode, while being put on hold by the caller. The planner can perform other duties and listen for the caller to resume the conversation.

Recommendation

- . Replace UCD with an ACD with reports.
- . Voice mail on all phones except the answering points.
- . 2 answering points with:
 - DSS, BLF, message waiting
 - Incoming lines in circular hunt
 - digital display for bounce back identification
 - 2 noise cancelling headsets

APPENDIX B. TELEPHONE (COMMUNICATION) TASK FORCE REPORT

- . Single line speaker sets for individuals to have:
 - 16 speed dial buttons
 - "message waiting" indicators; individual to forward lines into voice mail when they do not wish to be disturbed
 - Adjustable level ringers
 - Call pickup
 - Beehives
- . Speaker phone for conference room
- . Long handset cord for counter phone
- . Reassign duties of the main answering point to exclude restocking shelves, mail delivery and locating planners

ECONOMIC DEVELOPMENT

Recommendation:

- . Use existing key system from Planning Division
- . One answering point BLF/DSS with 2 lines in hunt and 1 headset
- . Voice mail for Manager and Specialist
- . 5 key sets (multi-line sets)
- . "Do not disturb"

NEIGHBORHOOD SERVICES

Recommendation:

Purchase a printer and train staff to periodically run call sequencer reports. Provide 4 headsets for answering points.

ENVIRONMENTAL SERVICES

Recommendation:

- . Replace key system with single line system.
- . Voice mail on all phones except the answering points.
- . 2 answering points with:
 - DSS, BLF, message waiting
 - 3 incoming lines in circular hunt
 - digital display for bounce back identification
 - 2 headsets
- . Speaker/display set Manager (Voice Express)
- . Single line sets for individuals to have:
 - 16 speed dial buttons
 - "message waiting" indicators; individual to forward lines into voice mail when they do not wish to be disturbed
 - Adjustable level ringers
 - Call pickup

APPENDIX B. TELEPHONE (COMMUNICATION) TASK FORCE REPORT

- . Speaker phone for conference room

HOUSING AND DANGEROUS BUILDINGS

Recommendation:

- . Replace existing key system with a single line system.
- . Voice mail on all phones except the answering points.
- . 4 answering points with:
 - DSS, BLF, message waiting
 - 3 incoming lines in circular hunt
 - 4 headsets
 - digital display for bounce back identification
- . Single line sets for individuals to have:
 - 16 speed dial buttons
 - "message waiting" indicators; individual to forward lines into voice mail when they do not wish to be disturbed
 - Adjustable level ringers
 - Call pickup
 - Beehives

BUILDING INSPECTIONS (ADMINISTRATION ONLY)

Recommendation:

- . Speaker/display set for Manager (Voice Express)
- . Single line sets for individuals to have:
 - 16 speed dial buttons
 - "message waiting" indicators; individual to forward lines into voice mail when they do not wish to be disturbed
 - Adjustable level ringers
 - Call pickup
 - Beehives
- . Speaker phone for conference room

BUILDING INSPECTIONS (PERMIT SERVICES AND COMMERCIAL PLAN CHECK)

The equipment on all five answering points should be replaced with new identical equipment to allow for quick transfers, station status and digital displays on the consoles to detect bounce back calls. Also, the residential plan checkers in this section should manage their own calls using voice mail.

The system should include a city-owned ACD (automatic call distributor). The ACD distributes calls in a specialized pattern (i.e., least busy answering point), and provides queuing for overflow calls. An ACD also keeps track of statistical information which may

APPENDIX B. TELEPHONE (COMMUNICATION) TASK FORCE REPORT

be printed out in reports. Reports detailing the number of incoming calls per hour, the hold time of callers, and abandoned calls, can assist management in staffing the answering points more efficiently thereby increasing the level of service to the public. Music on hold, announcement on status of hold position for callers, and an after hours announcement is provided with the ACD.

Recommendation

- . Voice mail on all phones except the answering points
- . 5 answering points with an ACD and:
 - DSS, BLF, message waiting
 - Incoming lines in circular hunt
 - digital display for bounce back identification
 - 5 headsets
- . Single line sets for individuals to have:
 - 16 speed dial buttons
 - "message waiting" indicators; individual to forward lines into voice mail when they do not wish to be disturbed
 - Adjustable level ringers
 - Call pickup
 - Beehives
- . Shared voice mail for Residential Plan Check
- . Speaker phone for conference room

BUILDING INSPECTIONS (FIELD INSPECTIONS)

Electrical, Plumbing, and Building Inspections Information receive a combined average total of 335 calls per day on answering points and experience a maximum of 16 busies per day. Building Inspections Requests receive a peak of 351 calls per day on 3 answering points and experience a maximum of 86 busies per day.

The recommended new phone system will combine all answering points into a six station group that will evenly distribute the combined 483 peak calls among all six answering points.

The system should include a city-owned ACD (automatic call distributor) that would distribute calls in a uniform or a specialized pattern (least busy answering point), and provides queuing for overflow calls. The ACD also keeps track of statistical information which may be printed out in reports. Reports detailing the number of incoming calls per hour, the hold time of callers, average length of each call by agent, and abandoned calls, can assist management in staffing the answering points more efficiently thereby increasing the level of service to the public. Music on hold, announcement on status of hold position for callers, and an after hours announcement is provided with the ACD.

Recommendation:

- . 6 answering points with:

APPENDIX B. TELEPHONE (COMMUNICATION) TASK FORCE REPORT

DSS, BLF, message waiting

Incoming lines in circular hunt with an ACD

digital display for bounce back identification

6 headsets

. Single line sets for individuals to have:

16 speed dial buttons

Voice mail

"Message waiting" indicators; individual to forward lines into voice mail when they do not wish to be disturbed

Adjustable level ringers

Call pickup

Beehives

. Equip inspectors' vehicles with cellular phones.

In Attendance:

Nancy Killian, Jack Crist, Barbara Weaver, Greg Norton--City of Sacramento

Jim Derryberry, Deputy Director; Darryl Boyd, Sr. Planner;
Gary Schoennauer, Stan Ketchum, Ed Goff-- City of San Jose

The most striking characteristic of the Planning Department reception area as we entered was how quiet and calm it seemed. As we entered we were told that since April 1989 the Department has operated on an appointment basis (although they do accept walkins) and meet with them in conference rooms or at the desk to discuss questions and issues. The Department encourages preliminary reviews before submittal of plans and fees. They stressed a customer orientation from the time we entered until we left. In fact, they cited that Human Resource will soon be giving training on the "Citizen as the Customer". They handed out an outline of issues to cover (see Attachment 1). Attachment 2 provides a snapshot of the pertinent statistics on the City. Attachment 3 includes several handouts that they used in building their customer orientation. Attachment 4 is the Department's mission.

The Planning Department has responsibility for all planning issues, zoning, information services, environmental services and congestion management as it relates to transportation. Divisions comparable to our Neighborhood Services and Building Divisions are in a separate department called Neighborhood Preservation.

There is a new Mayor who has some control over Department Head appointments. There is also a policy for the involvement level of the City Council in planning issues. All issues unless minor are referred through the City Manager to the Department Head. The City Manager has one Assistant and 4 Deputies. The Planning Department works with the Council Staff at an information level, but any exerted influences are deferred to the City Manager. Because of the annual review of the General plan and the formalization of the "rules" council intervention is not a large problem. There is a good relationship with the Council.

The city had similar problems, hard knocks and turmoil about ten years ago. Some of the complaints were not legitimate, but how do you indicate how and what you are doing unless you have a good structure in place? The way it appears they dealt with those issues are:

1. They reorganized the Department and developed teams responsible for certain functions. There was a need to strengthen the front-end counter process to make sure the public got correct and consistent information. They put someone in charge of public information and also developed a Public Information Services team, a result of inconsistent information which was provided at the counter. The counter is open from 9-5 each day which has worked out well. There is a publications directory, one-page city council policy handouts and the documents are clear, concise and easy to read. They treat their counter appointments like business transactions.

2. They have had a 10-year program to:

- Publish development guidelines
- Emphasize accountability
- Change attitudes internally and externally
- Develop performance measures
- Obtain feedback through Director outreach into the business community
- Create an atmosphere of openness

There is accountability in process improvements/performance measurements; project management has been delegated to the Planner II, but through weekly meetings the Director and Deputies are kept informed. Staff is rotated and crosstrained so they have an understanding of all functions.

3. They have an annual process which reviews, updates and amends the General Plan

4. The Council does not hear many of the issues because they are dealt with at a Commission hearing or with Staff. Use permits, maps and appeals are all heard by the Commission. Council involvement is the exception rather than the rule. "The agreement is call us if you have an issue; keep us on our toes." Council makes the same offer, but Planning is able to maintain credibility that Planning is contacted first.

5. With the participation of the Developers who fought it, Design Guidelines were developed for residential, commercial, industrial and irrigation and landscape. Most have now accepted them, but in any case they clearly state the "rules". These are reviewed and updated annually. There are single pages which can be provided to an applicant which state Council Policy at the top and clearly describe a particular subject within the guidelines. See Attachment 5.

6. They seek feedback through meeting with the Chamber quarterly, including Fire, Public Works, Building Departments.

7. There is a sacred "internal working guide" that the planners had a part in developing, for internal consumption only and provides the Project Review Protocol:

- How to of processing
- Don't be a frustrated architect
- How staff should work with the applicant
- Accountability for customer's project (represent applicant)
- Internal only/trust document
- Timeliness
- Gets staff out of the regulator mode; regulation handled by council policy

8. Staff has an active role in feedback about the process. They are able to meet with the Director through skip-level interviews and also have weekly meetings for input and information gathering.

9. There is a fast track denial so that developers aren't delayed with a long period of review only to find the plan is denied. The goal is to disclose information as early as possible.

10. They charge for any service they provide except the preliminary review. Preliminary review includes laying out "what your alternatives are" as an applicant. "We beg people to talk to us before they make their business decisions." They do not try to bill an hourly rate; there are fees charged and paid "up front". All fees are dealt with at the same time. Billable hours are not considered worth the effort. Attachment 6 is the fee schedule. Fees aren't debated. The BIA is involved in setting Impact fees. Eighty-six percent of the costs are recovered, but they get good fiscal support from Mayor/Council. General Plan update efforts are not cost recovered. The department took less of a cut than others in the budget cutbacks; it is the envy of other Departments.

11. The preliminary review is encouraged so that before a developer makes a business decision he/she will know if the concept will "fly". On large projects other departments are included in the preliminary review.

12. Planning has a good working relationship with public works and very rarely are the Directors called upon to handle disagreements between the two Departments because they are resolved between the staff members.

There is an Environmental Review Committee. The process is not torturous, and it is recognized there is risk involved with the outcome of each review. The key to this is setting deadlines for the process. The planners are responsible for managing and administering the planning process with as few detours as possible; they do not use the regulatory approach. Because the Planning Department is not connected to zoning code enforcement, it helps their process to be viewed as positive.

The zoning ordinance which dates back to 1929 is out of date except for industrial and would be nice to have updated, but with the guidelines in place and a general plan reviewed annually, this is not a major issue with the planners. Planned Development zoning has evolved over time. City Council wants planned development zoning

There is a computer system which they use on the DEC Vax which was designed for effluent capacity, but can be used to track projects. When it was designed it allowed for collection of much more data that is currently entered. They aren't sure what they will do with that system. There is a two week delay in getting information into the system, so it isn't an effective tracking tool and it isn't friendly. The 30 day letter and processing goals are more important to them and that can be tracked.

The Department reviews audits from other cities to evaluate themselves and get ideas of what they should or should not be doing. The management is a proponent of peer review and job rotation. There has been stability in the management team at San Jose which has

helped; the rotation helps give even the management a fresh outlook.

The Director is involved at various levels of the organization, including the clerical ranks. There are team retreats and the weekly 45 minute training meetings are mandatory for planners.

There has been a hiring freeze since December, but development activity was down by over 20 percent, so it hasn't adversely affected service levels.

Management has a high level involvement--Management needs to pay attention and be proactive in the community. Communications needs to flow upward and downward.

There is strong supervision with weekly staff meetings and regular project team meetings.

There needs to be wide publication of standards in advance. Also wide communication of council policy.

Key to depoliticizing the process:

- Annual general plan update review
- Design guidelines
- Managing what goes to Council and what gets delegated to Planning Commission and staff
- Standardizing fees
- Commitment to timely processing

Delegate to project coordinators but don't let issues languish. Management needs to be informed of issues and do something about them including modifying procedures and protocol.

Tracking: main point is processing. Goal of timeliness is every bit as important as the analysis itself. Coordinator is supposed to know the status of any given project.

Gary--don't interfere with professional decision making process/professional analysis process. Anyone is free to call any employee in the department. Applicants are encouraged to do so.

There is a records management system called "MUFFS" which is Citywide, but only certain departments use it. The planning department has a filing area where project folders can be located, as well as microfiche final projects. The planner goes through old folders, pulls out any sheets which don't need to be microfiche and then sends the folders out for that service. There are certain days set aside to do this work.

APPENDIX

C. SITE VISIT - RIVERSIDE

In attendance: Jack Crist, Greg Norton, Barbara Weaver, Nancy Killian -
City of Sacramento

Merle Gardner, Steve Whyld - City of Riverside

The Planning Department in the City of Riverside includes the Building Services section as well as long range planning, plan implementation and current planning. The plan implementation section is heavy into design review, in fact there are 6 planners in that section.

The total staff of the Department is 65 (24 positions are in the Building Services section).

The emphasis of the Department is on public relations with specific processing goals for building plan check/processing from over the counter to 6-8 weeks for full process and a 60-day turnaround from application to Planning Commission. The department publishes a tentative schedule for Board of Administrative Appeals and Zoning Adjustment, Environmental Protection Commission, Design Review Board and Planning Commission for the year. There is also a 25 member neighborhood relations committee. Only Environmental Commission meets in the evening. Only Department Heads goes to City Council meetings.

There is a Land Use Committee of City Council (3 members) that meets 2 times a month. Items are referred from City Council. The staff feels that they have a good relationship with City Council and they don't ask nor does Council tell them how to approach a project. The Land Use Committee also reviews appeals from Design Review Board before going to City Council.

Design review is on everything except single family (some single family included depending on location). This was started in 1970. City also has design review guidelines which provide a framework with which to design building. Line drawings illustrate this as opposed to not this throughout the guidelines. Includes sign design and landscape design as well as building and site design. There is also a Special Projects Committee of Design Review Board - technical group that works with developers on major projects.

General plan is being updated via community plans and elements. Once completed, it will be updated annually.

Zoning ordinance is not current; last updated in 1957 with many amendments. There are 10 specific plans that are new over the last 5 years. These are adopted by resolution and become part of general plan. Zoning is established to implement specific plan.

There is little turnover in top management: Director 30 years (but will be retiring in 3 months), Deputy Director 24 years, Division Head - 20 years.

APPENDIX

C. SITE VISIT - RIVERSIDE

Desire of City Council to cover all costs. Use in-house staff for special studies, occasionally consultants. Fees are updated every 3-4 years with about 80% cost recovery. Major fee recently instituted - to fund general plan - 15% surcharge on all building permits and 15% surcharge on planning applications. Project \$670,000 to support general plan.

EIRS are done by outside consultants. Charge flat fee to applicant.

BIA not very active; there is more development in County than in City.

There is a project list of about 100 items requested by Council. Some have 90-day return date. Attempt at prioritizing and reporting back to Council with progress report (but not very often).

Have new SIERRA system - applications are entered at the counter. They are overhauling records management system. File by address. They are also starting GIS system. Also looking at a system to put inspections call-ins on answering machine. The "Permits" system is built around building function. All planning staff have personal computers.

Planners type own reports following templates developed. Good consistency.

Management staff meets once a month and Divisions have regular meetings.

Electric and water are not turned on until design review intern goes out to site, checks conditions and signs off. Effective.

The group asked lots of questions. There was not a lot of information forthcoming. Jack visited the City Finance Director and gathered some interesting information. The City of Riverside is undergoing its own review - a final draft of a consultant study is out and the department is undergoing peer review by 5 other department heads. The staff we interviewed never mentioned this.

NK1.1

APPENDIX

C. SITE VISIT - FRESNO

In Attendance: Barbara Weaver, Greg Norton, Jack Crist, Nancy Killian

Fresno Staff: Al Solis, Director, Marc Williamson, Betty Nawbett, Jerry Todd, Jim Wastel, Dave Robertson, Dave Herb, Hugh St. John, Brenton Boone, Steve Witenberg, Nick

We went over the organization chart. They reorganized this year to flatten organization.

The entire management team meets two hours on Monday morning to discuss workplan, Council issues, etc.

They have Process Time Charts for Planning Amendments, Review and Encroachments and variances and deviations, rezones, conditional use permits and tentative tract maps. They track 22 entitlements.

They mentioned processing time goals worked out with industry.

As of July 1, Council has made them a 100% enterprise fund, no support from General Fund. There are only two cities in nation, Riverside and Fresno, that are 100% enterprise funds. (Riverside had told us they are 80%.

There is no zoning administrator.

They have remained stable in staff by department, shifts between areas in department, as workload fluctuates.

They plan to implement a GIS system by Summer 1991 in conjunction with the County. They are not very automated, but want to be.

Have had times when quantity was pursued and quality not as great.

The City has grown to 99 square miles.
Al has been Director for two years.

Fresno gives Council a lot of information on comparison with other cities to help them understand workload, etc. Intensive reporting to Council. They barrage Council with reports and graphs to inform them.

The building valuation has been down to \$20 million/month, but is now up to \$22 million. Fresno has been rated 8th in the nation in valuation.

They are a fully enterprise department (previously was 85% for total department, and they started at 40%.)

Handed out Department User Fee Analysis and Cost Allocation Model

APPENDIX

C. SITE VISIT - FRESNO

Have allocated full cost of general plan, all processing, etc. Surcharge on building permits.

Fresno has a complaint card at all counters to get feed back. Receiving 10 to 1 positive to negative. When someone complains at Council meeting, Director follows-up with a memo to Council. They also share positive feedback with mayor and council.

The Green Ribbon Committee was to deal with perceived issues. Staff used to meet monthly at the Chamer, but there was less to talk about, so the meetings didn't continue. They handed out Development Department Improvement Program. Written by management team and brought staff into process.

They are doing again now by going to staff first and bringing back to Management Team. Will have new report October 1 and will send copy. They spent the last six months preparing their budget and didn't work on this.

Planning and development staffing has reduced while building staff has increased. They look to computerization as solving staffing shortage problems.

Processing time, fees, new projects, concerns

They recognize the need to put outreach meetings in place again similar to those held at the Chamber of Commerce. Gave vehicle for Communication.

Applicants aren't made to develop their own labels for noticing. "Council wouldn't like it" due to the possibility of errors. Labels are generated off the County database.

Standards of Service Card - Go directly to City Manager

The new City Manager is putting together criteria for measuring the department in such things as turnaround, how staff handles negative and obtains results.

The majority of complaints has to do with processing time.

Recent fee increases just zero out General Fund support, didn't add new staff.

Have City and Industry processing goals. Allows a planner to meet only 90% of goals for two months but not three months in a row.

They perform weekly tracking of projects. They are comfortable giving time estimates.

BUILDING AND SAFETY SIDE

This is for Building and Safety Side (Plan Check Only)

They have targets for each phase of Plan Check, see summary, if someone is holding up another area they get a call. Track all phases on a PC. Log off on mainframe - completion of phase. Downloaded to PC and the processing times are communicated.

Sorts projects by project due date. Updated weekly.

Looking at other programs to track Entitlement times.

Have a set sequence for Plan Amendments and do 50 plus plan amendments.

There is a guarantee when you will have a hearing with Planning Commission.

Have preliminary review for Sub-Division Process, but not for all other areas. There is a fee charged for this review.

Time line doesn't start until application is all complete, often much time has already been spent.

Have a fee for preliminary review process in sub-division. Give all design requirements, etc.

Consultant Support - not much, occasional for Council requests. Not much of a budget for consultants.

Spend approximately \$100,000 for Consulting Engineers for Plan Checking in Building and Safety to handle peaks.

Have recently brought Redevelopment Planning back into the department. New City Manager put Redevelopment Planning back in Development Department, July 1, 1991. Economic Development was eliminated and Economic Resources was added.

Environmental Review - Subsection under Planning.

ENVIRONMENTAL

1-1/2 years ago was recentralized for City Departments in department. Full Enterprise operation, bill other City departments. Initially charged hourly and have changed to flat rate. Developers pay fees.

Staff is comprised of two people who are professional planners.

The private developers hire consultants to do EIR's. City charges \$15,000 for fee processing.

Private Development 700 per year

City Projects done by Development Services 220 per year

To completely centralize would have to put Planning position with these.

The rezoning, planning, environmental process is included in Planning Development Services by Planners.

SPECIAL PROJECTS

Had set up a two person team that handled special projects which was funded by reserves, but this year the positions were not funded. So now asking Council how to pay for their special projects.

The team worked on a sign ordinance for one-1/2 years and were cleaning up at least one ordinance every one to two months. An EIR is required for text changes and can be time consuming.

If a special project receives four votes for other funding, it goes if not it isn't absorbed. Ask Council for monies to go to Development for special projects.

Zoning Ordinance is occasionally revised but not completely redone. Needs a major overhaul. Adopted 1960 and bandaids applied in 1968. Have some code changes.

Get various interpretations on ordinances.

They call requests for waiver the "w" words;
REORGANIZATION

They had a Deputy Director position. New City Manager wanted to flatten all departments to eliminate a level of management.

Interdepartmental relationships - improved significantly over last two years.

Heavily dependent on Public Works. Have brought teams closer together.

CODE ENFORCEMENT

Housing standards - full cost recovery - hourly rate

Public nuisance - no fee, administrative fee with abatements.

Wants to recover City costs as abatement actions, police and fire costs.

Neighborhood Preservation is funded by a CDBG grant and some other sources. Don't recover all costs from fees for direct services but not funded by General Fund.

ANNEXATIONS

Initial purpose was aggressively annexing sales tax producers. Then LAFCO stopped it.

Few months ago signed a MOU and reinstituted annexations.

Last March Council put three additional people to Annex Research Section. Report directly to AI because area requires quick decisions. The fee charged is "healthy".

Research - collecting data and publishing information.

Department has its own Management Analyst.

INFORMATION COUNTER

Everyone in Department serves one hour per month at the Department Public Information Desk.

AUTOMATION

Plan to do but don't seem to have a handle on how:

- Computer front counter operation - permit process
- Get GIS system in place.
- Considering total automation of cashiering, file update and file tracking.

Recognize that a significant amount of time is spent on records management, accessing information, etc.

Working together with County on combined shared GIS system.

Records management - file by address

All permits issued go into a data base.

Mentioned a state service to validate contractor licenses - not using State License Board. Referenced a system called Milestone.

They want to start a trade certification program.

Unpermitted work - no proactive program to discover. Only act on a complaint basis. Sometimes competitors complain. The penalty is four times the regular rate.

Consider paying overtime rates to staff for night or weekend work to discover unpermitted work.

APPENDIX

C. SITE VISIT - FRESNO

Inspector routes are allocated by section of City. 30-35 field inspectors - Building, Plumbing and Electrical

Reinspections have telephone permit process Contractor has a draw account for plumbing and electrical with finance with a \$500 deposit. Concept is good, but they feel that Finance is charging too much for services. (The cost to the contractor is more than the standard permit rate).

- o Problem: Finance performs this function manually so sometimes contractor has no more funds on deposit and then finance will not pursue collection.

1,138 fee transactions through this process last year just short of \$1 million in fees. However, cost of maintaining is approximately \$35 per transaction. Pay Finance \$30,000 per year for the manual services they supply.

PLANNING COMMISSION

7 people

very small percentage, 10%, of what they do is finalized through the Commission; most reports go to Council. Rarely is a report kicked back due to insufficient information or quality. All Plan Amendments and rezoning go to Planning Commission and Council. At least one-third of Council meeting is Development Department, can be as high as 50%.

Route the City Manager the Planning Commission Packages to provide timely information. Route three weeks ahead of time.

The Commission meets two times a month.

Development Department Head reports directly to the City Manager.

Only get a report back request from Council at about every other Council meeting. Sometimes only a "Tray Item" request for a memo to be put in Council Member's Trays not a report back to Council.

COUNCIL INVOLVEMENT

Sometimes request staff members to District meetings to discuss controversial items. Council not too involved with Conditional Use Permits.

No tinkering or meddling with staff. We handle the professional side, they handle the political."

Charter requirement that Council not contact staff. However, up to City Manager on how to enforce.

In Al's two years, he has not had a Councilmember give direction or request a certain outcome, etc.

Community Plans - Councilmember can appoint up to 21 citizens to be on Committee and then pretty much stay away.

Update General Plan for Metropolitan area every 10 years; the last update was 1984 and started in 1982.

Organization of Planning staff - Development Services - Applicant assigned to person familiar with a particular type of project and based on current workload. Not assigned by geographic area; it is more cost effective to assign an application when it comes into the department.

Problem is all work could come in from one area and staff of other area could have nothing.

BUDGET DEVELOPMENT AND MONITORING

Management Analyst Position is vacant. Want this position to deal with complex budget issues. Receive monthly revenue and expense reports from finance. Each area responsible for monitoring. Hope to track by cost center in future.

Have daily financial revenue and expense information on system. However, difficult to access and can't print reports. Accurate within 24 hours.

Division Heads put budget together and monitor/administer during year. Management Analyst oversees monitoring, etc. Now have model for cost centers, like a business, spreading of department administration overhead, isolating costs of operating areas. Management Analyst will oversee this. Feels monitoring of budget, etc. needs to be decentralized. Would like to see this position become a mini-controller.

Plan Checks have various payment points. Entitlement - everything is paid up front. Pays building fees some up front and pay Plan check fees etc. as all process.

Building and Safety fees monitored by Engineering.

Collect plans, call applicant, have him pay fee and issue plans.

Front counter staff is responsible for collecting for work that is performed. Cashiering just makes sure calculations are correct, but not that all fees are collected.

APPENDIX

C. SITE VISIT - LONG BEACH

In attendance: Jack Crist, Greg Norton, Barbara Weaver, Nancy Killian - City of Sacramento

Bob Paternoster, Director; Dennis Eschen, Zoning Administrator; Dave Evans, Operations Officer

There are about 100 people in the department with 1 Director and 4 Planning Managers. The department has half the planners per capita compared to other cities. Staff is currently 15 Planners. Planning staff meets every two weeks. There is good cooperation among City departments. In 1968, a strategic plan was developed involving 14 departments.

The Director would like a few more staff (5) as would the City Council to support "little things" going undone. There are 5 Community Planners assigned to specific geographic areas. They do not do community plans.

There is a new annual fee that will be charged for follow-up inspection of conditional use permits to enforce zoning condition compliance. Two Planners are being added to Inspections Services for this and they will use citation process to enforce conditions of approval. The zoning regulations contain the provision for this fee.

The department is 82% self-supporting, about 35% for planning functions. Fees are based on flat fees which cover entire process. If there are enforceable fees not paid, business license section will collect.

Fee structure is all computer driven, the counter person does not calculate fees. All permit attached fees are identified by system. They have some impact fees. Advance Planning is 100% general fund supported and Environmental is 100% self-sufficient. Zoning/Current Planning attempt to be 100% self-sufficient but not all hours worked are captured. All fees are collected with receipt of application. The department has no financial staff. The budget is done by Administrative Officer and assistant. Budget performance is monitored monthly for revenue and expenditures.

There is a Technical Advisory Committee ("TAC") which was started several years ago. The Zoning Administrator chairs the meeting and decides which projects go to the Committee. Several city departments are represented and plans are circulated 2 weeks in advance. Problems are worked out at the table, each department comes to the meeting prepared to comment. Early plan review takes place in this forum. Applicant and their architect also attend.

The City does not have published design guidelines; however, a study is currently underway for the downtown area. There is site plan review of 5+ unit residences, 5,000 square feet offices and 45 feet buildings done by an urban design officer.

The department has processing time goals: administrative 3 weeks and Planning Commission 6 weeks. They have a 97% success rate. There is also a published schedule that informs applicants when they will be scheduled for TAC meeting and Planning Commission. Most environmental review is done in-house by 1.2 FTE. They produce about 8-9 a year and always win in court. Review takes 130 days to 1 year with a 6 month average. Consultants are used for major projects only.

Three general plan amendments and 3 updates of the zoning ordinance are processed each year. The entire city was rezoned in 1990; primarily all down-zoning. General plan was rewritten in 1989.

The direction of the City Council is to add more business to the Council agenda because they feel that they are not involved in their districts' business.

The new zoning ordinance set-up a one-step appeal process. Actions of the zoning administrator can be appealed only to the Planning Commission. Planning Commission actions are appealable to the City Council. This may change to a two-step process. The Planning Commission is advisory to City Council.

Riverside has many citizen committees. Some are appointed by Council but Planning Director encourages appointments of "stakeholders" who have a personal interest in the issue. The Department organizes the meetings and does a lot of work with these Committees. The Director also does outreach with the BIA, Chamber of Commerce and other special interest groups.

"Keep Up the Good Work" letters are mailed out to all completed permit receivers. A postage return survey is included with about 18% returned. Of these, 98% are satisfied with service.

The Council requests many reports back which are a real burden to the department. The City Manager's Office keeps track of all Council requests via computer and believes in being responsive.

They have been automated since 1986 with Building about 95% automated and Planning 20%. All processes were flow charted to enhance efficiency prior to automation. Building uses a parcel based system. All planners do not have computers but there are stations that they have access to. Project tracking is done manually.

APPENDIX

C. SITE VISIT - LONG BEACH

There are some problems with planing conditions making it through to Inspections. They are printed as an addendum to the permit.

In Building, they keep track of workload daily and know back log in plan review. They track all permits issued by inspection area and expiration dates of the permits.

In Attendance:

Nancy Killian, Jack Crist, Barbara Weaver, Greg Norton--City

Gary Stonehouse and Robert Sherry, County Principal Planners

There are 99.6 positions in the Department of Planning and Community Development. The Department is changing. A new Director was named last July and an Assistant Director has been approved in concept to handle the Administrative issues. There are three divisions. Sr. Planners are considered Management. All positions are civil service except the Director's.

The County staff used to have geographical assignments and the Current and Long Range Planning used to be a section instead of division.

There is a zoning administrator that deals with public information, hearings and reviews by staff and maintains the ordinances. There is a binder of zoning maps that are kept current. Any parcel in the county can be referenced.

There is a Development Plan Review for checking plans. There are two planning Commissions; Project for things that don't require a plan amendment and Policy for things that do. The Project Commission meets every Monday and the Policy meets every other Wednesday.

Within Advanced Planning, one group maintains and implements work, one works on the community plan, one works with Public Works and one with RT.

Zoning enforcement deals with conditions of use, nuisances, vehicles and debris. Staff start as planning aides.

Environmental Review and Assessment (DERA) is a separate Department of 30. Working together has not been smooth; it is a linear process and a coordination challenge. DERA performs mitigation monitoring.

The General Plan EIR is funded through general fund as well as the planning division. Applications work is funded from fees.

Quality of work and customer service are important to the department. The Director meets with the BIA and many other applicants.

As a means of communication, he likes PROFS. Also the Principals and Director meet weekly, there are weekly section meetings, and outside representation is sent to other section meetings.

APPENDIX

C. SITE VISIT - SACRAMENTO COUNTY

He believes regular rotation of staff falls apart. Projects are assigned to Sr. Planners who have the discretion for assignments.

The department is looking forward to a future computer system for application status monitoring for development of empty parcels.

There is staff attendance at every other Community Council meeting. This means a long range planner has to understand application processing, zoning ordinances, etc. There is a Community Plan Advisory Council that reviews all applications in their communities with very little staff support. Staff explains the process and procedures, and technical aspects, but do not become advocates for the project. They are trying to get a position to support Community Plan Advisory Council. All staff members sign up to present issues and projects to the Planning Commission and may do this 3 to 4 times a year.

The department does not make a commitment for processing applications. Zoning amendments are the shortest because there are no staff reports required. Hearings occur weekly. The County is told that the City processes applications faster.

The Development Plan Review will be revamped. No EIR is required, but it bumps up against CEQA.

The department had a 7-8 month backlog, but now projects are being assigned within 30 days.

Regarding management of records, 3 years' of applications are stored in the file room which they try to keep secure. After that they go to records storage.

There is not a regular early review for General Plan Amendments. A fee is charged for early consultation. The General Plan is updated every five years.

Application processing is 100% fee supported while the general plan is supported by the general fund.

Public Works and Planning meet monthly.

COUNCIL MEMBER CONCERNS

1. Lack of Timeliness
2. Low priority of Council Initiatives
3. Organizational Review
4. Personnel Review
5. Budget Review
6. Policy Review
7. How has CEQA changed and how do we respond to these changes?
8. Sign Enforcement
9. Interface of Planning and Building Division
Interface with other Departments and other Agencies
10. Review of Specializing Planners in an Assigned Area vs. Non-Specialization
11. Review of staff workloads
12. Review of training program for staff
13. Streamlining Processes
14. Assistance from consulting firm
15. Program Planning
16. Informing Committee with the status of reports
17. Better time management of reports to Committee
18. Team effort with other Departments coordinated through the Manager's Office
19. Compare timeliness of other similar cities and growth patterns
20. Procedures for follow-through on Council requests

APPENDIX

D. COUNCIL CONCERNS

21. Compare costs of processing to other Agencies and Cities
22. Review of salaries (to be reviewed separately)
23. Survey of other City Department Staff and Redevelopment Agency Staff
24. Compare staff size to other Cities
25. Transportation Planning; Public Works or P&D
26. Public meetings and workshop training
27. Design review should be equal in all geographical areas

	Strongly Agree (4)	Agree (3)	Disagree (2)	Strongly Disagree (1)	No Opinion
1. My role and responsibilities in the organization are clearly defined.	13	64 <i>2.91</i>	18	2	1
2. City Council policies are clearly defined for staff.	2	24	38 <i>2.28</i>	8	27
3. Customer service is given a high priority within this department	40	45 <i>3.32</i>	10		
4. Employees of the department are held accountable for their actions	6	50	31 <i>2.57</i>	8	4
5. The mission and goals of the Department have been clearly communicated to the employees	13	50 <i>2.82</i>	28	1	5
6. The Department works well with other City Departments	8	55 <i>2.83</i>	14	4	15
7. The Department receives good cooperation and support from other City Departments.	4	53 <i>2.70</i>	20	4	14
8. The City Manager's office is supportive of the Planning and Development Department.	5	25	17 <i>2.49</i>	8	38
9. There is a real cooperative spirit in the Department. People work together well in day-to-day operations.	11	42 <i>2.65</i>	33	5	4
10. In this Department, a person has the opportunity to grow and advance	8	36	27 <i>2.46</i>	13	12

(average in italic)

APPENDIX

E. EMPLOYEE SURVEY

	Strongly Agree (4)	Agree (3)	Disagree (2)	Strongly Disagree (1)	No Opinion
11. I enjoy my work.	36	57 <i>3.32</i>	3	1	
12. Supervisors and managers do a good job of balancing workload among staff.	8	40 <i>2.64</i>	32	3	8
13. My workload is such that I can generally finish my work on schedule without working overtime or without falling behind.	8	43 <i>2.53</i>	35	9	4
14. Workload is evenly balanced among employees in my section.	6	48 <i>2.63</i>	29	5	8
15. In my section, we have the right number of staff to handle work demands.	2	28 <i>2.13</i>	40	20	5
16. I would like a system which provides for a scheduled rotation among jobs for employees in my Division.	14	20 <i>2.40</i>	31	16	15
17. I have access to the ongoing training I need to keep current in my job.	12	52 <i>2.70</i>	15	12	6
18. I have access to the training I need to enhance my advancement potential in the Department.	8	23 <i>2.33</i>	40	12	12
19. I am generally kept informed of what is happening in the Department (i.e., policy changes; status of major programs like General Plan update; etc.).	8	38 <i>2.49</i>	36	9	4

(average in italic)

APPENDIX

E. EMPLOYEE SURVEY

	Strongly Agree (4)	Agree (3)	Disagree (2)	Strongly Disagree (1)	No Opinion
20. My immediate supervisor gives me timely feedback on my performance.	15	51 <i>2.80</i>	15	9	3
21. My immediate supervisor encourages my suggestions to improve operations.	20	54 <i>2.98</i>	14	4	5
22. I have a clear understanding of the goals and directions of my section	15	55 <i>2.88</i>	16	5	5
23. My immediate supervisor's expectations regarding my performance are clear and understandable to me.	14	57 <i>2.85</i>	20	4	1
24. My immediate supervisor supports me in fulfilling the major duties and responsibilities associated with my job.	19	61 <i>3.03</i>	12	2	4
25. The last performance evaluation I received was meaningful.	11	47 <i>2.78</i>	15	7	14
26. Staff resources within the Planning and Development Department are effectively utilized to provide services.	1	33	27 <i>2.26</i>	15	23
27. Planners are accomplishing a lot of work which could be handled by clerical or other support staff.	18	17 <i>2.98</i>	11	4	49

(average in italic)

APPENDIX

E. EMPLOYEE SURVEY

	Strongly Agree (4)	Agree (3)	Disagree (2)	Strongly Disagree (1)	No Opinion
28. Processing or turnaround times for minor applications (e.g., sign, permits) are good.	4	24 <i>2.63</i>	18	2	52
29. Processing or turnaround times for major applications (e.g, use permits, subdivision maps) are good.		21	22 <i>2.36</i>	4	52
30. Application forms and instructions provided to applicants are clear and complete.		30	29 <i>2.37</i>	6	33
31. Counter staff are courteous and responsive to applicants.	12	38 <i>2.91</i>	14	2	29
32. Adequate staff are available to handle the counter and respond to public service requests.	2	22	26 <i>2.04</i>	23	24
33. Counter staff do a good job of ensuring that all materials are provided by applicants before accepting applications.	5	37 <i>2.71</i>	10	6	39
34. The current file system is well organized and easily facilitates location of files and documents.	4	12	38 <i>1.91</i>	27	17
35. The current filing system facilitates determining the status and conditions associated with various permits related to a specific project or property.	3	24	21 <i>2.16</i>	19	30

(average in italic)

	Strongly Agree (4)	Agree (3)	Disagree (2)	Strongly Disagree (1)	No Opinion
36. The public reception and counter area is effectively laid out for the public (e.g., where to go, who to see for planning/building permits, etc.).	4	35	26 <i>2.33</i>	16	28
37. Staff should be provided more discretionary authority to approve/disapprove/condition minor permits.	8	40 <i>2.77</i>	9	7	34
38. The zoning ordinance and other related codes are current, complete, and facilitate staff formulation of recommendations related to development applications.	1	11	22 <i>2.02</i>	12	52
59. In general, staff analysis of development applications is high quality.	0	32 <i>2.77</i>	5	2	58
40. Too much time is spent reviewing and correcting staff reports.	6	14 <i>2.62</i>	14	3	61
41. Processing of projects which require multiple permits and approvals (e.g., use permits, design review, environmental review) are well coordinated among the sections responsible for review and analysis.	1	9	29 <i>2.04</i>	9	51
42. We have enough plan checkers to handle current workload.	1	10	10 <i>2.22</i>	6	73

(average in italic)

APPENDIX

E. EMPLOYEE SURVEY

	Strongly Agree (4)	Agree (3)	Disagree (2)	Strongly Disagree (1)	No Opinion
43. The Division does a good job of completing plan checks for building permits on a timely basis.	2	12	10 <i>2.25</i>	8	67
44. Planning Division plan checks on building permits do not significantly slow down turnover times.	1	9	9 <i>2.20</i>	6	74
45. Having inspectors and office staff in two different areas of the building does not have a significant impact on Building Division efficiency.	1	14	17 <i>2.07</i>	13	55
46. The Division has enough inspectors to handle building inspection work-load and provide timely inspection and adequate inspection thoroughness and quality.	0	10	14 <i>1.97</i>	11	65
47. We are usually able to respond to inspection requests within 24 hours.	2	21	10 <i>2.53</i>	5	62
48. Sufficient dependable vehicles are available for field inspectors on a daily basis.	4	33 <i>2.88</i>	3	3	56
49. In general, plan checks are thorough and complete and do not lead to many unanticipated problems in the field.	3	12	13 <i>2.39</i>	5	67

(average in italic)

APPENDIX

E. EMPLOYEE SURVEY

	Strongly Agree (4)	Agree (3)	Disagree (2)	Strongly Disagree (1)	No Opinion
50. Inspectors effectively share inspection workload when some have available time and others have more scheduled stops than they can handle.		13	9 <i>2.52</i>	1	76
51. The Division has sufficient clerical support staff.	7	28	30 <i>2.32</i>	16	17
52. My morale is relatively high.	14	46 <i>2.69</i>	23	10	3

(average in italic)