



**City of  
Portland, Oregon  
Bureau of Development Services**

1900 SW 4th Avenue, Suite 5000  
Portland, Oregon 97201  
503-823-7300  
Fax 503-823-6983  
TTY 503-823-6868  
[www.portlandonline.com/bds](http://www.portlandonline.com/bds)

---

REPORT TO COUNCIL

April 9, 2009

Accept the Plan and Recommendations on Consolidation of Development-Related Permitting into the Bureau of Development Services.

Attached is the Bureau of Development Services Plan and Recommendations on Citywide Permit Consolidation. Along with Bureau of Development Services (BDS) staff, this document was developed with assistance and input from two working groups. One group, the Interagency Team, formed of managers and staff within the infrastructure bureaus and the Bureau of Development Services, was tasked with identifying the functions that needed to be consolidated and identifying how to make consolidation successful. A second group, the Oversight Committee, formed of stakeholders from within the community, was tasked with reviewing the proposal for consolidation and providing feedback. Input was also sought from Citywide Land Use Chairs.

Developed through weekly meetings and iterative discussions with the Interagency Team, this plan points specifically to areas where the need for improvement is recognized. This proposal also identifies a transition plan to carry out the organizational changes required by consolidating the development review and permitting functions that currently exist in various bureaus into the Bureau of Development Services.

The consolidation effort includes several major areas of improvements:

1. Incorporate staff from the infrastructure bureaus involved in building plan review, public works permitting and land use review into the Bureau of Development Services, accountable to a single Bureau Director and City Commissioner.
2. Create and implement an effective conflict resolution process to address policy and code conflicts between bureaus with the BDS Director as a final decision-maker.
3. Create new and rewrite existing interagency service agreements to increase accountability, efficiency, coordination and predictability of those land use and permit related support functions remaining at the infrastructure bureaus.
4. Establish performance measures and feedback mechanism to identify and evaluate the new systems so they are set up for continuous improvement.

The Interagency Team had a participating representative from the following development review and permitting Bureaus:

- Bureau of Water (Water),
- Portland Bureau of Transportation (PBOT),
- Bureau of Environmental Services (BES),
- Portland Parks and Recreation – Urban Forestry (Parks),
- Portland Fire & Rescue (Fire); and
- Bureau of Development Services (BDS)

Other members present at meetings included staff from Mayor Adams and Commissioner Leonard's offices, the Office of Management and Finance, Bureau of Human Resources, and BDS Director. City Union representatives from both COPPEA and DCTU were also present at several meetings and provided input on the proposal and the effect it may have on their members.

TO THE COUNCIL:

The Commissioner of Public Safety concurs with the recommendation of the Director of the Bureau of Development Services, and

RECOMMENDS:

That the City Council accept the Report as complete and direct the Bureau of Development Services to:

1. Commence consolidation of staff and functions from the infrastructure bureaus as identified in the Consolidation Plan, primarily involved in building plan review, public works permitting and land use review, into the Bureau of Development Services, accountable to a single Bureau Director and City Commissioner. Establish an effective date of July 1, 2009, for the transfer of identified development review and permitting staff to BDS. Physically moving staff to the 1900 Building will occur as a coordinated and cooperative effort with the infrastructure bureaus as space, technology and timing allow, but will conclude no later than December 31, 2009.
2. Develop an Employee Transition & Support Plan for the employees who will be impacted by the transition to ensure that new staff are welcomed to BDS and that their concerns and issues are addressed. Compile and describe options and resources for employees regarding training, career development, as well as, professional and personal support.
3. Create an effective conflict resolution process to address policy and code conflicts between bureaus with the BDS Director as a final decision-maker.
4. Establish decision making authority in the office of the BDS Director for the purposes of development review and permitting per the Appeals and Policy Balancing process charts.
5. Develop new and expanded interagency agreements with the infrastructure bureaus, with specific provisions for timely responses of information, analyses and decisions that support development review and permitting services. These agreements will include specific performance standards and turn around times for work being performed. Infrastructure Bureaus shall provide sufficient resources (financial and staff) to provide support for the technical and expert information needs of the required development reviews and permitting functions.
6. Modify code, title and policy to grant authority to the BDS Director or his designee to act as the appropriate City or Chief Engineer for the purposes of approving Public Works permits and plat review and acceptance, as an official agent/responsible officer of the bureau or department responsible for a local or public improvement, or the lawfully designated subordinate of the Director of BDS.
7. Create and fund approximately eleven (11) new positions and approximately four (4) limited term positions to support the ongoing operations being consolidated and the transition itself, since technical, financial, and administrative support staff are not being transferred from the infrastructure bureau.
8. Continue to fund the functions and positions being consolidated with fees/charges associated with these services and with additional funds from the infrastructure bureaus. Expenses associated with this project are not to be borne by BDS. The wages/salary of positions transferring from the infrastructure bureaus, ongoing and limited term positions newly created to support those transferring positions, internal and external materials/services, and administrative costs are to be paid by the infrastructure bureaus. Some portion of the costs will be offset by program revenues, but the current fee structure and revenue stream does not provide for full cost recovery. The infrastructure bureaus will continue to fund the revenue to cost gap for three years or until the cost recovery rate makes these programs sustainable.
9. Coordinate with the infrastructure bureaus as they develop, implement, and fund maintenance and monitoring programs to determine the impact of their policy in achieving city goals and objectives.

# Plan for Achieving Development Review and Permitting Consolidation



City of Portland  
Bureau of Development Services

**April 9, 2009**

# Acknowledgments

## Development Review Permitting Consolidation

**Mayor Sam Adams**  
**Commissioner of Public Safety – Randy Leonard**  
**Bureau Development Services Director – Paul L. Scarlett**

### Interagency Team

Name	Title	Bureau
<b>Andy Peterson,</b> <b>Project Manager</b>	Development Services Division Manager	BDS
<b>Denise Kleim</b>	Sr. Business Operations Manager	BDS
<b>Rebecca Esau</b>	Land Use Services Division Manager	BDS
<b>Alisa Cour</b>	Public Information Manager	BDS
<b>Christine Leon</b>	Development Services Division Manager	PBOT
<b>Kurt Krueger</b>	Development Review Manager	PBOT
<b>Chon Wong</b>	Sr. Engineer	PBOT
<b>Jennifer Kammerer</b>	Sr. Engineering Associate	PBOT
<b>Darren Kipper</b>	Principal Engineer	Water
<b>Cindy Dietz</b>	Development Services Manager	Water
<b>Lana Danaher</b>	System Development Division Manager	BES
<b>Dan Vizzini,</b> <b>Team Delegate</b>	Principal Financial Analyst	BES
<b>David McAllister</b>	City Nature Manager	Parks
<b>Myles Black</b>	Certified Arborist/Tree Inspector	Parks
<b>Jim Schwager</b>	Supervising Engineer	Fire
<b>John Nohr</b>	Chief of Fire Prevention Division & Fire Marshal	Fire
<b>Nora Mullane</b>	Process Management Manager	BDS
<b>Sarah Radalet</b>	Senior City Planner	BDS
<b>Greg Supriano</b>	Senior Administrative Specialist	BDS
<b>Skip Newberry</b>	Economic Development Policy Advisor	Office of the Mayor
<b>Sara Petrocine</b>	BDS Liaison	Commissioner Leonard's Office

### Oversight Committee

Name	Title	Affiliation
<b>Rebecca Esau, Lead and Facilitator</b>	Land Use Services Division Manager	BDS
<b>Mike Houck</b>	Executive Director	Urban Greenspaces Institute - PSU
<b>Gwenn Baldwin</b>	President	Baldwin Consulting LLC
<b>Bonny McKnight</b>	Chair	Russell Neighborhood Association
<b>Dennis Wilde</b>	Principal	Gerding Edlen Development
<b>Jeff Fish</b>	President	Fish Construction NW
<b>Bob Sallinger</b>	Conservation Director	Audubon Society of Portland
<b>Eric Wentland</b>	Contractor/ Developer	Small Business
<b>Lloyd Lindley</b>	Landscape Architect	Design Commission
<b>Steve Abel</b>	Attorney	Land Use Law
<b>Dan Vizzini,</b> <b>Team Delegate</b>	Principal Financial Analyst	BES
<b>Skip Newberry</b>	Economic Development Policy Advisor	Office of the Mayor
<b>Sara Petrocine</b>	BDS Liaison	Commissioner Leonard's Office
<b>Paul L. Scarlett</b>	Director	BDS
<b>Andy Peterson,</b> <b>Project Manager</b>	Development Services Division Manager	BDS

## **Table of Contents**

- I. Introduction – Page 1**
- II. Consolidation Recommendation – Page 3**
- III. Issues and Concerns - Page 10**
- IV. Tools and Systems to Make Consolidation Successful – Page 10**
- V. Steps for Consolidation – Page 13**

### **Attachments:**

- A. Budget Impacts
- B. Fees and Cost Recovery
- C. Public Works Permit Process
- D. Lessons Learned – BOP to BDS merger
- E. Oversight Committee Summary
- F. Oversight Committee Themes
- G. Appeals Flow Chart
- H. Policy Balancing Flow Chart
- I. Human Resources Draft Action Plan
- J. Excerpts from City Auditor Reports
- K. Performance Issues and Improvements
- L. Permit Submittal and Issuance Location
- M. Preliminary Organizational Structure

April 01, 2009

## **I. Introduction**

On January 7, 2009, Mayor Adams initiated and City Council passed Resolution #36665, "Improving 'The City That Works'". Item 4 of the Resolution, which calls for structural reforms to improve City performance, states "Consolidate All Permitting into the Bureau of Development Services to achieve greater permit review efficiencies." The Mayor's directive to consolidate permitting functions acknowledges a history of problems within the development review process, and several unsuccessful attempts to effect change. City Auditor reports from 1997, 2003 and 2005 (See Attachment J) identify a number of findings that reflect the development review process needing improvement:

- Time-consuming process
- Poor coordination among the 6 bureaus
- Inconsistent and unresponsive service
- Turnaround time goals not being met
- Land use applications taking too much time
- Process times not available or are unreliable
- Slow review by development bureaus

For a dozen years, the City, along with stakeholders, has considered ways to improve the permitting process. Working with stakeholders in the process there have been a number of successful improvements. However, the efforts have fallen short of making the larger organizational or structural changes required to really address the problems, obstacles, and weaknesses within the system that would provide a higher level of service.

With the direction set by Mayor Sam Adams and Commissioner Randy Leonard, it is clear that the time to take the next step to improve the permitting process is now, and the need to make this change is overdue. To assist the Bureau of Development Services in the development of the Permit Consolidation plan, and to provide objective input on the plan, two working groups were formed. One group, the Interagency Team, was formed from managers and staff within the infrastructure bureaus and the Bureau of Development Services. The Interagency Group was tasked with identifying the functions that needed to be consolidated, and identifying what resources were necessary to make consolidation successful. The second group, the Oversight Committee, was formed of stakeholders from within the Portland community. The Oversight Committee was tasked with reviewing the proposal for consolidation and providing their concerns and issues regarding the plan. Input was also sought from Citywide Land Use Chairs.

Bureau of Development Services Director Paul Scarlett assigned Andy Peterson, Permitting and Plan Review Manager for BDS as the Project manager for this effort. Mr. Peterson oversaw the development of the consolidation effort as well as facilitated the interagency team meetings. Rebecca Esau, Land Use Services Manager, was charged with facilitated the Oversight Committee meetings. Director Scarlett attended many of the meetings and provided overview and guidelines for the project goals and team members.

Developed through iterative discussions with the Interagency Team, and the feedback from the Oversight Committee, this report points specifically to areas where improvement is needed and concerns were recognized. This proposal also identifies a plan to carry out the organizational changes necessary to improve, through consolidation, the development review and permitting functions that currently exist in various bureaus throughout the city into the Bureau of Development Services.

The consolidation effort includes several major areas of improvements:

1. Incorporate staff from the infrastructure bureaus involved in building plan review, public works permitting and land use review into the Bureau of Development Services, accountable to a single Bureau Director and City Commissioner.
2. Create and implement an effective conflict resolution process to address policy and code conflicts between bureaus with the BDS Director as a final decision-maker.
3. Create new and rewrite existing interagency service agreements to increase accountability, efficiency, coordination and predictability of those land use and permit related support functions remaining at the infrastructure bureaus.

4. Establish performance measures and feedback mechanism to identify and evaluate the new systems so they are set up for continuous improvement.
5. Approve the creation and funding of positions within BDS to support the consolidated bureau. Including the following: Transition Project Manager (1 LT), Sr. Management Analyst (1 LT); Information Technology staff (4), Support staff (4), BDS Responsible Engineer/Official (1), Finance Staff (2).
6. Establish an effective date of July 1, 2009, for the transfer of identified development review and permitting staff to BDS. Transitioning staff to the 1900 Building will occur as a coordinated and cooperative effort with the infrastructure bureaus as space, technology and timing allow, but will conclude no later than December 31, 2009.

The Interagency Team had participating representatives from the following development review and permitting Bureaus:

- Bureau of Water (Water),
- Portland Bureau of Transportation (PBOT),
- Bureau of Environmental Services (BES),
- Portland Parks and Recreation – Urban Forestry (Parks),
- Portland Fire & Rescue (Fire); and
- Bureau of Development Services (BDS)

Other members present at meetings included staff from Mayor Adams and Commissioner Leonard's office, the Office of Management and Finance, and the Bureau of Human Resources. City Unions, both COPPEA and DCTU representatives, were present at several meetings and provided input on the proposal and the effect it may have on their members.

Meetings with the Interagency Team have occurred over the course of several months, starting with weekly meetings on January 15, 2009 and continuing through March 18, 2009. The Oversight Committee, originally scheduled to meet three times, quickly recognized the need for additional meetings, and continued to meet through March 23, 2009. Each meeting provided insight to the concerns and issues of the respective group. There was no shortage of opinion to be expressed. All involved are committed to keeping Portland a livable city, with a desire for checks and balances on the development process, the speed at which this change has been requested, and maintaining/creating a feed back loop between implementation and policy. The level of uncertainty in the outcome, of stepping off the curb to start something different, was initially difficult, but became a bit more comfortable as issues were identified and corralled. The committee did not reach consensus on the proposed consolidation, but are generally not "anti-consolidation". Some committee members are supportive, some are cautiously supportive, and some think there is not enough information and detail yet to make a recommendation. Some committee members recommend approaching the concept in phases, either starting with co-location of functions first, partial consolidation, or starting with a component of the proposal, such as consolidating the Public Works Permitting functions as a first phase. For more detailed information, see Summary of Oversight Committee comments **Attachment E**.

Subgroup meetings are ongoing, and will identify and address the needs of the different bureaus and functional groups. Smaller interagency teams centered on Information Technology, Human Resources, and Budget/Finance are meeting to define resource and needs of the transferring staff. Assessments of available building space and necessary adjacencies will be used to develop a stacking plan for the Bureau and the 1900 Building. Implementing an employee communication plan, as well as developing a plan to present the reorganization to the customer base and public in general, is underway. These and other steps identified in Sections IV and V are necessary for the successful transition of infrastructure staff and programs to BDS.

Both the Interagency and Oversight Committees, as well as infrastructure employees have shared with BDS their concerns over the affect the consolidation will have on the transferring employees. The concern is the potential career paths, the employees' affiliation and alignment with the goals and missions of their home bureaus and professional development opportunities at BDS. Management at BDS acknowledges this concern and will have a transition and support plan to successfully address these concerns.

Consolidation into one bureau, under one Director, and with one Commissioner, of the City's permitting and development review staff has challenged the perceptions of staff and others involved in this process. Who is staff responsible to, where will they turn for professional development opportunities, will separating the policy writer from the implementing body be for the better or worse? Many of these issues were present as the Bureau

of Planning transferred staff to the Bureau of Buildings. Loss of "identity", professional status and career development, dissolution of the connection with policy and the informal osmosis of bureau culture that helped form the answers to the question of the day, were all present at that time. Did those fears come to pass? Yes, and no. Today, there is a more cohesive development review process in BDS. The coordination between the building code and zoning code portions of the bureau is very good. The Bureau staff has ownership of the project for the purposes of review and permitting, along with participating in finding solutions and respecting the goals of the applicant. The Commissioner recognizes the mission of the Bureau and is committed to providing the resources necessary to complete the mission correctly. Are there things that could have been done differently, and done better? Certainly, but the lessons from the BOP to BDS merger will be used to improve this staff transfer, and have an even better outcome. For greater detail, see Attachment D Lessons Learned that discusses the challenges and opportunities of the BOP to BDS merger.

## **II. Consolidation Recommendation**

Consolidation of development review staff from multiple bureaus into BDS, meaning transferring individuals directly into BDS employment, provides for a single bureau and single director to provide guidance to staff, to foster decision making processes, to provide a single point of accountability and responsibility. The clear location of authority provides for staff and customers a clear and transparent decision making process. Over time there has been several efforts to co-locate staff from other bureaus at the 1900 Building with limited success. From simple requests regarding process improvements to work schedules to bureau priorities, the challenge of having multiple disconnected bureaus involved in the development review process creates a less efficient, less coordinated system.

BDS has built a customer oriented organization on the idea that assistance for a development proposal runs from concept to construction. Along that path are significant points where information is gathered, decisions are made, and entitlements are granted. Providing clear and accurate information about the potential of a piece of property, identifying a predictable route to follow to achieve that potential, and conducting this service in a coordinated fashion, is productive both to the customer and the city and are necessary ingredients for the success of a project.

With that thought in mind, and with consolidation as the charge, the following functions and related staff should be located in BDS:

Development review and permitting plan review for a proposal that might include three distinct areas of review:

- Building plan review;
- Public works permits related to the private development; and,
- Land use review

Closely related components of the above development review processes that could also benefit includes:

- Plats and Dedication, and,
- Rights-of-Way Inspections for Over the Counter right of way permits.

Based on discussions with the interagency group, and the requirement that there be sufficient staff and resources provided for the consolidation to be successful, the following staff levels have been identified by each of the bureaus:

	Consolidation					Co-location	
	PBOT	BES	Water	Forestry	Totals	Fire	TOTALS
A. Building Plan Review	4.00	5.00	1.30	2.00	12.30	8.00	20.30
B. Public Works Permitting	8.00	4.00	0.30	0.00	12.30	0.00	12.30
C. Land Use Review	2.00	4.00	0.70	1.00	7.70	0.75	8.45
D. Plats & Dedications	2.00	0.00	0.00	0.00	2.00	0.00	2.00
E. R-O-W OTC Inspection	2.00	0.00	0.00	0.00	2.00	0.00	2.00
Consolidate Total	18.00	13.00	2.30	3.00	36.30		
Co-locate Total						8.75	
TOTALS - Consolidate & Co-locate							45.05

Financial Considerations

BDS has prepared a preliminary financial analysis of the major functions being consolidated – Building Plan Review, Public Works Permitting, and Land Use Review. A similar preliminary analysis was prepared for costs and revenues by Bureau – BES, PBOT, Parks, and Water. See Attachment A for additional detail.

Historically the fees that the infrastructure bureaus charge for permit plan review and land use reviews have not covered the costs of those programs. See Attachment B. The bureaus currently subsidize these programs with other infrastructure bureau funds. The analysis projected a requirement for fees and other funding sources of \$2.7 million for the four bureaus for FY 09-10. These funds are necessary to support the permitting and development review functions. Therefore, either fees need to be increased significantly or the infrastructure bureaus will need to continue to cover this difference.

BDS anticipates additional one time costs associated with consolidation of \$690,000 (Move, IT Contracts, Training, Limited Term positions), with Move and LT positions making up the bulk of those costs, at roughly \$300,000 each.

In addition annual post consolidation costs have been estimated at roughly \$645,000. These costs are primarily staff directly associated with the consolidated functions, but were not identified or provided by the infrastructure bureaus as part of their financial submittal.

A separate informational line item identified the creation of a Quality Assurance Quality Control (QAQC) organization (3 engineering FTE) in PBOT to oversee work done by their staff that has transferred to BDS. A similar comment has been made by BES but not provided as part of the consolidation information. This staffing would have a cost of approximately \$500,000 to the two infrastructure bureaus. BDS proposes to hire a qualified engineer that can review and approve city public works permits and plats for approximately \$130,000 per year, eliminating the duplicate review bodies.

These estimates were derived from a cursory and preliminary financial review using estimated costs and revenues. Further financial analysis will be required.

Listed below are the development review and permit functions and associated staffing levels in the infrastructure bureaus to be transferred to BDS. (see Attachment M – Preliminary Organization Structure)

- A. **Building Plan Review** – includes sanitary and storm water disposal, water service provision, right-of-way improvements immediately adjacent to the proposed development (curb/driveway/sidewalk) and Forestry review.
1. Front line infrastructure bureau staff performing building plan review
  2. Front line staff responding to water service sales and early assistance
  3. Staff accepting right-of-way dedications, acquisitions and plat reviews related to private development.

The consolidation of the building plan review functions would bring to BDS approximately **12 FTE** who currently review plans for PBOT, BES, Water and Forestry. PBOT and BES building plan review staff are currently co-located at the 1900 Building, while Water and Urban Forestry review plans on a “drop-in” basis. Fire Bureau building plan review staff are currently co-located in the 1900 Building. Parks Bureau staff reside outside the 1900 Building and perform a minor plan review, primarily for assessing SDC data, and it was determined consolidation would provide negligible service improvements so was dropped from further consideration.

All the plan review staff from PBOT, BES, Water and Forestry currently review residential and commercial projects to determine compliance with their individual respective code and title requirements. These review responsibilities would remain consistent after consolidation and any required code or title changes; however, they would be taking place with a project focus, rather than with only one code in mind. Cooperative project review, and collaborative problem solving with the applicant, including clear communication about whether the proposed development will trigger street and/or stormwater improvements, establishing curb cut locations, the location of street trees, the capacity and location of the sanitary and storm systems, and availability of and connections for water service, are necessary inputs for development related decisions. Plan review will still require adherence to city codes and policies, with plan review functions continuing to be fully implemented, but will now be performed by staff transferred to BDS.

Reviewers from PBOT, BES, and Water currently function fairly autonomously from their home bureau and, as stated above, in the case of PBOT and BES, are already physically located in the 1900 Building. These reviewers on occasion confer with the technical and policy experts within their respective home bureau. In cases where they do confer or consult, that relationship would be maintained under full consolidation and formalized with interagency agreements. The continued support and fostering of a partnership between policy and implementation is vital, as is the need to be providing feed back to each portion of the process.

**B. Public Works Permitting** – Public Works Permit Engineering & Plan Review for private development, Process Management for public works projects, Submittal of plans, bonds, insurance, fees; Scheduling of and holding of public works pre-design meetings.

The public works permitting consolidation includes approximately **13 FTE** from PBOT, BES, and Water. This would include the functions currently performed by the Public Works Process Managers (PW/PM) who manage and coordinate the public works permitting process, from pre-design through issuance, and the engineers who are reviewing the plans. The infrastructure bureaus did not provide or submit any support or finance staff to assist with any of the transferring programs, so BDS is requesting from Council additional staff to perform this work. For this program these staff will ensure the public works permit review, financial aspects, and permit issuance processes work in a seamless and predicable manner.

**Private Development.** The specific type of public works permits include private development generated improvements, such as new public streets within subdivisions, public street improvements adjacent to large new developments (downtown tower), or a sewer or water main extensions to serve a proposed new development. This infrastructure work is related directly to the proposed private improvement and the impacts that development has on the public infrastructure. Integrating this work effort – combining engineering staff currently located within the separate PBOT, BES & Water Bureaus – and having them work together in one bureau with one common goal and direction, is anticipated to be a significant step forward in the program.

The Public Works Process Managers will be located with the BDS Process Management staff capitalizing on the success of this BDS program. The applicant will have a consistent point of contact in the public works permitting system, bringing transparency and accountability to this portion of a development proposal. The goal is to create a single coordinated team for public works plan review, along with a clear and defined path for pre-design meetings, while clarifying submittal requirements. Successfully implementing this change will be a significant move towards improving this portion of the development review and permitting effort.

**Construction and Inspections.** This plan does recommend a change to the construction and inspections portion of the Public Works Permit process. The proposal is not to consolidate but to formalize the partnership between the permitting group and the construction/inspection group. This Plan recognizes the importance of working with Infrastructure Bureaus by scheduling them to provide input during the project design and review process. These check-in points will also act as acceptance points during project design. This allows concerns and constraints to be noted during the review process and require plan changes as part of the review process, well before the permit is issued and construction begins. It is important to keep these projects moving forward, but always with an eye towards the needs of the final customer (the City) and acceptance of the final product. Establishing appropriate review points and turn around times for such reviews are necessary to successfully improve this system. The integration plan for the multiple bureau staff will be developed over the next several months.

The Infrastructure Bureaus have expressed concerns about accepting and signing off on the approved public works plans. The PBOT City Engineer and the BES Chief Engineer are hesitant to approve or sign off on the project due to the city engineering plan reviewers being housed within BDS. Financial information provided by one infrastructure bureau proposes to create a “shadow review group” of approximately 3 engineers to provide QAQC oversight of the BDS city engineering plan review at a direct cost of roughly \$250,000 annually. A second infrastructure bureau has stated the same intent, but not provided an estimate. These steps would create a new infrastructure group of 6 to 8 engineers that would be checking the work (providing QAQC) being reviewed and approved by BDS staff. The additional engineers would have significant cost impacts to the infrastructure bureaus of approximately \$500,000 annually.

One lower cost solution to the creation of an Infrastructure Bureau QAQC Team to watch over their City coworkers is the creation of one new position at BDS. This position would be the BDS Responsible Official or BDS Responsible Engineer for Public Works Permitting responsible for overseeing the Public Works Permit projects. These are projects that have been designed by Oregon registered engineers, designed to City standards but engineered to meet the site conditions, that are reviewed and approved by a City staff engineer.

This Responsible Official or Responsible Engineer position would be a BDS employee with authority to approve the permit drawings for public works projects, streamlining what would otherwise be a multiple stop sign-off process, intertwined with an Infrastructure QAQC team. Much like today, when all City requirements are satisfactorily met, or are so deemed by city engineering plan reviewers, mylar plans would be submitted for approval and signature by the BDS Engineer. The project would then move forward as it does today, into construction and inspection, Certificate of Completion, and eventually, acceptance into the city inventory.

This approach would retain all the public works plan review and permitting functions with one bureau, while still having the final owners of the project participate, creating fewer exchanges between bureaus, less time “in line”, and a team reviewing the permit that was included from concept to permit issuance. This proposal is envisioned to yield the best results in terms of consistency, coordination, cost savings and reducing conflicts and turnaround times. See Attachment C - Preliminary Public Works Permit Chart for a visual of the development review and public works process overlap.

**B. Land Use Review** – early assistance (over-the-counter), pre-application conference assistance, review and response to land use review proposals (front line infrastructure bureau staff for land use and early assistance): Coordination of responses to land use proposals; working closely with and/or performing plan review functions (concept to construction).

The land use review functions that would be consolidated include approximately **8 FTE** from the bureaus of PBOT (2), BES (4), Water (0.7) and Forestry (1). These reviewers currently work closely with the BDS Land Use planner(s), providing the link between individual infrastructure bureaus (and the technical, subject matter experts in those bureaus) and BDS, compiling and developing single bureau responses, which are then delivered to the Planner(s). When consolidated into BDS, these positions will perform similarly, but staff will also be charged with coordinating their responses prior to delivery to the Land Use Planner. Recognizing the interdependency of the land use issues and coordinating the multiple bureau responses into a single output will benefit identification and communication of the issues earlier in the process. Initiating that dialogue regarding conflicts early in the process will allow the bureaus and applicant additional time to resolve them.

BDS believes there is still some shortfall between land use resources being provided and those needed to be successful in the consolidation effort. The goal is to have staff transferred to BDS that are capable of responding to land use cases with some technical skill, not simply to be the LU data compilers and processors. This misunderstanding has resulted in not only an inadequate number of staff for the workload, but a division of the workload between BDS and PBOT that would result in the new staff playing a new middleman role, with no authority or expertise. That is not what is needed. It would create another layer that the land use planner would have to go through to get information, rather than help bring the technical expertise and authority into BDS, such as identification of street width in accordance with an adopted transportation plan or determination of dedication requirements for a proposal. This would require the remaining **1.5 PBOT** staff (City Planner 2 & Senior Engineering Associate) be transferred to BDS.

BDS is proposing that the following functions should be performed by the staff at BDS (by the PBOT staff who transfer to BDS): reviewing locations of driveways, curb cuts, street furniture and furnishings; determining if right-of-way dedication is required; determining the width of right-of-way dedication required; determining the street improvements that are required on simpler sites (however on more challenging sites, they'd involve the technical expertise of staff at PBOT). BDS acknowledges that the following functions should remain the responsibility of PBOT and be performed by the staff at PBOT: technical review of traffic impact studies and other technical reports and engineering expertise related to possible street improvement requirements.

There are other functions at the infrastructure bureaus that have been identified as having a role in Land Use Reviews, but they have not been considered as candidates for consolidation. These functions include bureau resources that BES/PBOT/Water Bureau land use reviewers currently consult when needing assistance with some specific technical expertise, city wide program, or policies. Given their limited involvement with specific projects, these staff resources can remain at the bureaus, able and committed to identifying the direct and indirect land use requirements through land use response within their specific areas of expertise. Examples of the types of resources that are not considered to be candidates for consolidation into BDS include:

- modelers (BES) who analyze existing capacity within the system,
- watershed managers and staff,
- maintenance departments who provide feedback on proposed systems and functionality of ongoing maintenance, and,

- policy developers who write or modify policy for each of the bureaus (such as the Stormwater Management Manual).

A single Portland Fire & Rescue staff person performs similar land use review function, but would be retained as a Portland Fire & Rescue employee. This position is currently located, and would remain, in the 1900 Building.

***D. Plats and Dedications*** – Transportation Right-of-Way Acquisition staff accepting dedications of right-of-way associated with a building permit, subdivision plat or other development proposal, performing plat review, and responding to direct customer inquiries;

The plats and dedications include **2 FTE** in the Bureau of Transportation. These functions include reviewing final plats associated with land use reviews and dedications that are required in association with a land use review, building permits or public work permits. Consolidating these functions within BDS, so that they are associated, aligned and integrated with a heightened early assistance effort, development proposals, the review of final plats, land use reviews, building permits and public works permits, allows for continued improvement and coordination in the development process. Integrating these functions with the BDS land use and plat review and newly consolidated public works review functions will reduce the number of multiple bureau starts and stops that are currently part of the plat review. Customer assistance will be enhanced by having these functions located in the 1900 Building for plat and dedication submittal and review.

***E. Fire Code Enforcement & Fire Trade Permits*** – Enforcement and compliance work with a focus on periodic inspections and review and permitting of Sprinkler and Alarm permits.

The initial discussions and proposal included co-locating the Fire Bureau officers who are involved in review and permitting of fire sprinklers and alarms, as well as those that perform periodic compliance inspection. Co-locating these functions at the 1900 Building, where the BDS Life Safety plan review and compliance staffs are located, would allow for a greater level of coordination and code consistency between these bureau functions. Training efforts, work practices, system integration, and heightened communication between the work groups would all result in improved efficiency, coordination, and customer service. After further review, and recognizing the current space limitations of the 1900 Building, it was decided to not include these functions in the current plan.

***F. Over the Counter /Simple Right of Way Inspections*** – Coordinate multiple inspections at individual sites, either closing the gap in service or eliminating overlap where possible. Connecting permitting and plan review staff with inspection staff to decrease policy and implementation shortfalls.

Consolidating the Transportation and Environmental Services Plan review functions highlights several of the current areas where field inspection work could be enhanced from the current level of service. Consolidating the inspections for work typically approved as part of the building permit process into BDS, would allow one group of inspectors to focus on this area.

Primarily on residential permits, BDS is able to send one combination inspector in response to the inspection requests for the construction of the building, whether it be for mechanical, electrical, structural, or plumbing inspections. Efficiencies are found in having one inspector familiar with the project from beginning until completion. Permits for sidewalk, driveway aprons, curb cuts, and utility connections are issued at the 1900 Building but are inspected by various staff from other bureaus that previously have not been to the construction site at all. By having these inspections in one bureau, we can realize efficiencies and reduce conflicts. Accountability for the whole project would reside at one bureau, with these r-o-w inspectors reporting to one manager and one director.

#### **Functions not to be consolidated**

It has been just as important to identify what this proposal does not include. There is no plan to take over the role of the city engineer or chief engineers at any of the bureaus. There is no intent to incorporate city sponsored infrastructure projects (Capital Improvement Projects). There will be no transfer of responsibility for state or federal permits, like the City's NPDES permit, or UIC Program,

compliance with the Clean Water Act or Safe Drinking Water Act. These, and similar responsibilities, shall remain with the infrastructure bureaus, whose core mission's include meeting these requirements.

Again, to re-iterate the goal of consolidation is to merge into BDS the development review and permitting functions that currently exist in 6 different bureaus, to streamline the development review process for ease and access to the users and customers.

---

### III. Issues and Concerns

Several themes were discussed during work with the Interagency Team, the Oversight Committee and the Land Use Chairs. See Attachment F for a full accounting of the issues and concerns raised by the group. Overall, the Oversight Committee met six times. The committee did not reach consensus on the proposed consolidation, but are generally not "anti-consolidation". Some committee members are supportive, some are cautiously supportive, and some think there is not enough information and detail yet to make a recommendation. Some committee members recommend approaching the concept in phases, either starting with co-location of functions first, partial consolidation, or starting with a component of the proposal, such as consolidating the Public Works Permitting functions as a first phase.

Through the Oversight Committee meetings, several themes emerged:

- Issues with the process itself and the charge of the Oversight Committee, timeline, etc.
- Concern about a loss of checks and balances
- Concern about a change in the mission and culture for the staff who would become BDS employees
- Concern about breaking the feedback loop between implementation and policy
- Concern about decision-making, regulations, and policy implementation
- Concern about implementation and the details and costs of a successful transition

The attached document (Oversight Themes document – attachment C) identifies ways to address many of the identified concerns. These systems and tools listed in this table are crucial for the success of the consolidation proposal, and commitment is needed to enacting these strategies. Please review them carefully. Some committee members do not have confidence that the solutions listed will solely address the concerns and risks associated with full consolidation. Some committee members think that if the measures listed are funded and enacted, the consolidation can be a success. There are many similarities between the concerns about the consolidation being considered today and the re-organization that happened ten years ago, moving the planners who administer the Zoning Code from the Bureau of Planning to BDS. Many of the tools and systems developed to maintain those important linkages between planning policy and implementation can be utilized with this consolidation model. See Lessons Learned – Attachment D.

### IV. Tools and Systems for Successful Consolidation

Considering the issues and concerns raised by the Oversight Committee and expressed by the Interagency Team, the following tools, systems, and changes to existing practices were identified as possible steps for successful consolidation. This list is not intended to be comprehensive, but does identify many of the major pieces of work ahead of the consolidation team.

#### **Additional tasks needed to fully complete the Consolidation Project**

The following issues and tasks have been identified as being significant in either measuring or achieving a successful consolidation. Capturing them here is the first step, but it also acknowledges that further exploration will be required to develop the substance of these pieces of the consolidation effort. A next step would be to further develop these documents, processes, and agreements to ensure successful consolidation.

#### **A. Space Planning & Move Logistics**

Identify a space plan and identify priorities for moving staff to the 1900 building based on limited space availability. This aspect of the proposal is crucial in achieving efficiencies. Timing, adjacencies to other work groups, location of resources and support staff are all pivotal components in the restructuring of the bureau. These factors will also have an impact, not only on cost, but staff morale, productivity and organizational clarity. For example, current capacity may not allow co-location of all the identified Fire Bureau functions. Conversely, several interagency staff from BES and PBOT have been located in the 1900 Building for the past several years amongst BDS staff and this seating arrangement has been deemed beneficial to the staff and the development review process.

#### **B. Changes to Organizational Structure**

Changes to the existing organizational structure of BDS will be required to accommodate the approximately **40 new staff** who will be integrated into the Bureau of Development Services.

Supervisory and management positions, as well as, revised chain of command structure, will need to be identified and established. Some supervisory functions will move to BDS, and some existing BDS supervisory functions will be expanded to cover new staff and like work functions and review groups. A further review of the BDS mission, goals and values will be conducted to determine if changes are needed to reflect the new organizational structure of BDS.

### **C. Agreements**

A variety of agreements will be required to outline the relationship between BDS staff and the infrastructure bureaus. Interagency agreements may include such areas as:

- timely access to resources,
- appropriate response times for plan review and input on public works permits,
- land use support,
- financial support for programs that further the missions of other bureaus,
- on going training for staff implementing code and policies,
- development and participation in conflict resolution processes,
- professional development for staff,
- rotation of staff
- inter bureau cross-training,
- arrangements for dealing with workload fluctuations,
- other related areas where the home bureaus technical and policy expertise will be needed, and
- to ensure ongoing training is provided to BDS staff as policy and code changes in the home bureaus.

### **D. Public Works Permitting and Project Acceptance**

Permit review and engineering work for public works permits will now be done by BDS employees. Sign off and acceptance by the infrastructure bureaus is necessary because they become the final owner and provide maintenance for the asset over the long term. The infrastructure staff performing Public Works Permit Engineering and Review projects will be responsible for reviewing submitted plans and specifications to assure they are in compliance with City requirements. Similar to the process in place today, at multiple points during the review process stakeholders from the infrastructure bureaus will have the opportunity to review, comment, and accept the plans prior to the permit being issued. As exists today, there will be a “constructability review” performed by the infrastructure bureaus prior to issuance of the permit. Having had multiple points in the process to provide input to plan review and “constructability”, at the time of permit issuance, the infrastructure bureaus will “own” the project. These steps do seem to address the 2005 Auditor’s Report where it was rightfully identified that personnel in the large infrastructure bureaus, such as the Bureau of Environmental Services and the Bureau of Transportation, who need some involvement in the review of development applications. These bureaus will continue to have a stake in development review, because they will own and maintain new infrastructure that is approved by BDS. Without sufficient input from these infrastructure bureaus, the City faces the risk of having to maintain facilities that were not designed to minimize long-term costs.

What is changing? Currently the Public Works Permitting plan review is performed by three separate bureaus. With Public Works Plan Review consolidated in BDS, working under one director, the projects will be reviewed as an individual project, with a single project team, with a single priority, and with responsibility to a single director. Public Works Process Managers, working for BDS as well, will help guide the projects through the review system. Again, these PMs will work for the one and same Director. This coordinated intake, review, and issuance of Public Works permits will allow BDS to create a system that is clear, identifiable, transparent, predictable, and integrates the requirements of the city infrastructure bureaus so they can accept the project at the time of permit issuance.

Review of the public works permit will be done by staff at BDS in conformance with City standards as documented and provided by the “accepting bureaus”. Established points of participation in the review process will be highlighted to allow the infrastructure bureaus to provide input and early/on going acceptance of the project. This scheduled periodic participation in the process ensures

acceptance of the public works projects. Potentially there are changes that will need to be made in code, title and process to achieve the necessary delegation of supervision or authority by the City & Chief Engineers.

**E. Policy Referral (feedback loop)**

Establish referral systems to ensure recurring policy problems or issues are addressed by the appropriate body, whether that is city council, one of the infrastructure bureaus, or an inter-bureau team if more one than bureau is involved. BDS recognizes the benefits of fostering a partnership between policy and implementation, and that the feedback loop is vital to ensure that policy is clearly translated to code and then to implementation.

**F. Code and Policy Conflict Resolution**

Establish a system to allow policy balancing and conflict resolution between bureaus. Revive conflict resolution process; establish clear Appeal process for infrastructure bureau requirements; develop Policy Balancing mechanism to provide path for Policy Balancing to occur. Identify path to keep policy writers in the feed back loop. Refer to Attachments G and H as beginning points. It is essential to resolve code and policy conflicts in a timely manner. It is vital to keep a record of the nature of the conflicts and the specific resolutions in order to inform future code or policy endeavors. Therefore, BDS bureau director will be responsible for providing to Council, on a quarterly basis, a summary of the policy and code conflict decisions that have been addressed, as well as any recommendations for change.

**G. Performance Measures**

Establish accounting schedule to report back on progress and identify additional areas for improvement. Establish performance measures specifically on turnaround times for public works as well as for achieving Land Use goals. Identify and monitor improvements in the land use process. Coordinate with Infrastructure Bureaus as they develop and monitor code implementation to achieve City policy and goals.

**H. Coordination**

Establish groups to periodically meet to ensure coordination and consistency within BDS and with other partner bureaus.

**I. Public Works Appeals**

Establish public works appeal board (fashioned after Administrative Appeals board) to provide formal structure for customers to appeal decisions. Create transparent system, from intake to decision, that can be followed by the applicant and public. Some level of additional financial and FTE support from the infrastructure bureaus will be necessary to perform this function. Definite need to upgrade TRACS (appeal folder), appeal intake, processing, hearing, decisions, and posting of these appeals. Need assistance for current appeals secretary position. See Attachment G for graphic of proposed process.

**J. Process & Procedures**

Provide support to new BDS staff in processes and procedures. Help change and train staff in new processes as appropriate.

**K. Human Resources**

Work with HR and Unions on transition of staff, training & development plans, bumping, etc. Professional development and training. See draft subgroup recommendations – Attachment I.

**L. Budget**

Work on Budget & Finance needs and resources. Perhaps look at a Development Review Budget numbers from all Bureaus.

**M. Technology**

Identify needed technology (TRACS template changes) or access to resources (shared drives, etc) that staff will need. A Subgroup has been formed and is meeting to determine inventory of requirements and access to existing programs and databases.

**N. Codes & Titles**

Revise codes as necessary to delegate authority where needed. Requesting additional limited term FTE to focus on this effort.

**O. The group identified a number of potential process and program improvements.**

Additional review and assessment is required prior to further discussion. (See Attachment K) As part of the Consolidation process these suggested improvements will be analyzed and incorporated into current programs and processes to improve service if warranted. They include such items as:

- Greater focus on Early Assistance for all Land Division cases
- Establish online inquiry portal (NY Business express)
- Review Land Use turnaround times
- Greater education program for professionals and general public

**P. Training & Orientation**

Initial training of new BDS employees. (See Attachment I) Continued training on Bureau changes, policy improvements, Title changes, proposed code or title changes, etc. Each new BDS staff person will find resources available with a continuing desire to help them succeed at their new bureau. Resources are available to create professional development plans, continued staff training, connections with their former bureau, and links to opportunities within BDS. Establish a staff rotation that would move employees on a standard basis from the infrastructure bureaus to BDS, refreshing the knowledge of policy and practices of the infrastructure bureau in the BDS employee, and providing the infrastructure bureau with implementation tools as they promulgate policy and code.

Staff training, with other city staff in their profession, needs to be continued. This is especially true where BDS staff may be called upon to assist in times of emergency. BDS is mindful of the city wide services provided by individual work groups, and does actively support emergency training and planning activities.

## **V. Steps to Consolidation**

### **Phase 1: Space and Logistics:**

1. **Structure, Space & Move:** Conclude space planning; Prioritize functions to be consolidated.
2. **Human Resources:** Work with Human Resources on staffing and job classification concerns.
3. **Agreements:** Begin establishing interagency and service level agreements.
4. **Codes & Titles:** Identify required code and title changes.
5. **Codes & Titles:** Establish BDS decision making and Code authority.
6. **Budget:** Identify funding sources and establish funding mechanisms.
7. **Structure, Space & Move:** Create new BDS organizational structure as needed.
8. **Structure, Process & Procedures:** Develop new BDS internal working arrangements, adjacencies, process, and procedure.
9. **Public Works Process & Procedures:** Identify, develop, verify; Intake, review, issue, acceptance.
10. **Policy Referral & Conflict Resolution:** Establish policy – implementation loop.
11. **Performance Measures:** What, when, how? Improve. Do again.
12. **Consolidation:** Begin integration of Interagency Bureau staff located at 1900 Building: Existing BES Sanitary & Storm Water and PBOT staff performing Building Plan Review functions.

### **Phase 2: July 1, 2009 Begin work with Consolidation of Functions**

1. **Consolidate Plan Review:** Consolidate BES Building Plan Review (functions currently in 1900 Building).

2. **Consolidate Process Managers:** Consolidate Public Works Process Management Group with BDS Process Managers.
3. **Consolidate: Plats & Dedications** Consolidate Public Works Permitting/ Plats & Dedications Group.
4. **Recruitment for Chief Engineer:** Hire new BDS Engineer responsible for Public Works Permitting. Integrate BES/PBOT team and functions.
5. **Consolidate Sanitary and Stormwater Review:** Sanitary and Storm Water plan review, Site Development plan review, Dedications and Plats, Land Use Review.
6. **Consolidate Land Use Review functions.**
7. **Consolidate Plats and Dedications staff.**
8. **Consolidate PBOT Building Plan Review Functions.**
9. **Consolidate Water Plan Review/Service Intake/Public Assistance.**

**Phase 3: January 2010: Report back**

1. Progress on Consolidation
2. Identified Improvements
3. Identified areas that need additional work
4. Areas of greater need – opportunities for greater staff, space, funding, technology
5. What did we miss?
6. What steps are next?

**City of Portland**  
**Bureau of Development Services**  
**Development Review Permitting Consolidation**  
**Preliminary Financial Analysis**  
April 2, 2009

ALL COST AND REVENUE ESTIMATES PRESENTED BELOW AND IN EXHIBITS ARE PRELIMINARY AND BASED ON THE INFORMATION AVAILABLE AS OF MARCH 20, 2009. THESE ESTIMATES ARE SUBJECT TO CHANGE AS MORE INFORMATION BECOMES AVAILABLE.

The Bureau of Development Services (BDS) has been analyzing preliminary financial data provided by the bureaus affected by the consolidation. By no means is that analysis complete. Several issues are identified below. At this stage of the proposal development, it is no surprise that more information, analysis, and decision-making is necessary to put together a budget and financial plan. One goal of any consolidation is to keep the fiscal impact of the consolidation to a minimum. The comments below do not imply that the consolidation is not financially feasible; they just point to more work needing to be completed.

**1. Program budgets.**

The impacted bureaus have been funding their services with fees/charges and other revenues. The estimated on-going costs are more than \$2.7 million higher than estimated revenues from fees/charges. It is assumed that impacted bureaus will continue to fully fund the programs being transferred to BDS. BDS does not have funds available to provide this funding.

**Status:** More specific line item budgets need to be prepared once decisions are made on the specific programs being transferred.

**2. Revenue estimates.**

BDS Finance staff reviewed revenue projections provided by the infrastructure bureaus. Considering the current economic climate, the estimates seem somewhat high, so BDS reduced the estimated revenues. There is still a downside risk to the revenue estimates presented in this analysis. If the current recession deepens or the recovery is slower than anticipated, then the fee revenue could be lower.

**Status:** BDS needs to work with the infrastructure bureaus to prepare detailed revenue estimates. More information regarding revenue estimates is needed from bureaus.

### 3. Staffing

#### a. Ongoing technical and support staff.

None of the bureaus affected by the consolidation proposed to transfer any office or technical support staff to BDS. On average, every 10-15 employees in BDS are supported by 1 office/technical support FTE. Therefore, BDS estimates that approximately six (6) additional FTE may need to be added to provide direct support to employees proposed to be transferred to BDS with a cost of \$520,000. In addition, Responsible Engineer Positions needs to be created with the cost of \$130,000. The total cost of ongoing technical and support personnel is approximately \$650,000. However, more organizational analysis needs to be conducted and decisions on organizational structure need to be made in order to accurately estimate these needs.

#### b. Ongoing Finance and Information Technology Staff

In addition none of the bureaus proposed transferring any financial or information technology staff to BDS. But in order to support the financial and technology needs of these programs, BDS will need several finance and information technology positions to support the work of the incoming staff. However much of the funding for these positions and associated costs is assumed to be included in the indirect rate that BDS ascribed to each of the incoming programs. Of special importance is the dependence upon GIS systems within, and utilized by, the infrastructure bureaus. The need for additional IT staff to provide GIS support for the daily work of the bureaus is clear.

It is important to note that costs of these positions was not separated out; these costs are incorporated into the indirect cost rate which was applied to the infrastructures direct costs. Describing these costs as an additional and separate amount would mean that the costs would be "double counted".

#### c. Limited Term staffing

Approximately 4 limited term positions are needed to assist with implementing the consolidation. These positions include: Transition Coordinator, staffperson to revise/write City code, staffperson to assist with move, staff person to assist with updating documents, brochures, and other public information. This one-time cost is approximately \$350,000.

**Status:** More analysis is needed regarding staffing. More organizational analysis needs to be conducted and decisions on organizational structure need to be made in order to accurately estimate these needs.

### 4. Additional staff proposed in impacted bureau.

The Portland Bureau of Transportation (PBOT) is proposing to add three new positions at PBOT for Quality Assurance/Quality Control for at least two years and then reevaluate the need for next three years. The cost of these positions is \$252,000

and it is not included in the ongoing cost estimate. A similar number of additional staff were earlier identified as being added to the BES, but financial information was not provided as part of this work.

**Status:** Analysis partially complete. Additional information needed from bureaus.

## **5. Transition costs.**

Transitioning these programs into BDS will impact development processes, organizational structure, and City codes. Having dedicated staff to manage this transition and all of its complex components will be critical to its success. In addition, a number of changes to the City code will need to be revised; again having dedicated staff to write and manage the code changes will be important. Finally we need to train all transitioned and co-located staff in the BDS customer service culture; training will include classes in customer service and interest based problem solving.

**Status:** Transition needs have been identified.

## **6. Move costs.**

Focusing on those functions that can be consolidated into BDS results in a transfer of approximately 40-50 city staff. There are roughly 50 current vacant cubicle spaces scattered throughout BDS's six floors in the 1900 Building. Including co-location of additional Fire Bureau staff, the total number increases to nearly 100 individuals, pushing past the limits of BDS office space. Although BDS's budget for Fiscal Year 2009-10 proposes position reductions, the bureau is working creatively to retain employees, so there is not a presumption that additional space will be available. A decision was made to defer movement of the Fire bureau staff until a later time. BDS estimates that there will be the need to restack up to 100 current employees to integrate the new employees into appropriate work groups and provide for productive adjacencies, e.g. staff located together with their work groups rather than being scattered throughout the office. BDS is also analyzing equipment needs.

**Status:** Once decisions have been made regarding number of staff transitioning and organizational structure, more accurate estimates can be made.

## **Exhibits:**

1. Ongoing Costs and Revenues
2. One-Time (Set-Up) Costs

**Development Review Consolidation Project  
Preliminary Financial Analysis - DRAFT # 1**

ALL COST AND REVENUE ESTIMATES PRESENTED BELOW AND IN EXHIBITS ARE PRELIMINARY AND BASED ON THE INFORMATION AVAILABLE AS OF MARCH 20, 2009. THESE ESTIMATES ARE SUBJECT TO CHANGE AS MORE INFORMATION BECOMES AVAILABLE.

4/2/09

**Table 1. Preliminary Financial Analysis by Function FY 2009-10**

Function	FTE	On-Going Costs*	Fees and Charges**	Other Revenue****
Building Plan Review***	15.15	\$ 1,934,717	\$ 1,219,364	\$ 715,353
Public Works Permitting	11.64	\$ 2,176,265	\$ 1,853,692	\$ 322,572
Land Use Review	9.96	\$ 1,730,070	\$ 717,341	\$ 1,012,729
<b>Total</b>	<b>36.75</b>	<b>\$ 5,841,052</b>	<b>\$ 3,790,398</b>	<b>\$ 2,050,654</b>
Technical/Support FTE*****	7.00	\$ 644,693	\$ -	\$ 644,693
<b>Grand Total</b>	<b>43.75</b>	<b>\$ 6,485,745</b>	<b>\$ 3,790,398</b>	<b>\$ 2,695,347</b>

## Notes to Table 1

\* On-going costs include both direct costs (provided by bureaus affected by consolidation) and indirect costs (estimated by BDS using current BDS indirect costs rate).

\*\* Revenue estimates were produced by BDS based on the information provided by participating bureaus.

\*\*\* Includes Plats and Dedications.

\*\*\*\* Continued infrastructure bureaus funding.

\*\*\*\*\* None of the bureaus affected by the consolidation proposed to transfer any office or technical support staff to BDS. These are additional positions required to provide technical, office, and IT support to the functions proposed to be transferred to BDS.

**Table 2. Preliminary Financial Analysis by Bureau FY 2009-10**

Bureau	FTE	On-Going Costs*	Fees and Charges**	Other Revenue****
BES	13.00	\$ 1,673,206	\$ 1,041,032	\$ 632,174
PBOT	18.75	\$ 3,531,000	\$ 2,332,073	\$ 1,198,927
Parks	3.00	\$ 372,270	\$ 243,215	\$ 129,055
Water	2.00	\$ 264,575	\$ 174,077	\$ 90,498
<b>Total</b>	<b>36.75</b>	<b>\$ 5,841,052</b>	<b>\$ 3,790,398</b>	<b>\$ 2,050,654</b>
Technical/Support FTE*****	7.00	\$ 644,693	\$ -	\$ 644,693
<b>Grand Total</b>	<b>43.75</b>	<b>\$ 6,485,745</b>	<b>\$ 3,790,398</b>	<b>\$ 2,695,347</b>

## Notes to Table 2

\* On-going costs include both direct costs (provided by bureaus affected by consolidation) and indirect costs (estimated by BDS using current BDS indirect costs rate).

\*\* Revenue estimates were produced by BDS based on the information provided by participating bureaus.

\*\*\*\* Continued infrastructure bureaus funding.

\*\*\*\*\* None of the bureaus affected by the consolidation proposed to transfer any office or technical support staff to BDS. These are additional positions required to provide technical, office, and IT support to the functions proposed to be transferred to BDS.

**Table 3. Consolidation One-Time Costs\***

On-Time Costs	Amount
Move Costs	\$ 300,000
Additional IT Contract Costs	\$ 40,000
Training Costs	\$ 20,000
Limited Term Positions**	\$ 328,887
<b>Total</b>	<b>\$ 688,887</b>

## Notes to Table 3

\* One-time Costs displayed in Table 3 are in addition to the ongoing-costs presented in Tables 1 and 2.

\*\* Limited Term Positions include Senior Admin Specialist (to provide help with move and space issues) and Graphic Design Senior Management Analyst (Transition Coordinator), and Management Analyst (Code Writer).



**Permit Fees and Cost Recovery Rates -  
Typical Project**

Attachment B

New SFR 2450 sq ft / Garage 440 sq / Trade Permits  
included Construction Value\$ 253,830

New Construction - 51 unit apartment building with 4700  
sq ft of retail - Construction value \$6,500,000

<b>Residential Permit</b>			
<u>Fee Description</u>		<u>Fee Amount</u>	
<b>Plan Review Fees</b>	TOTAL	3,153.88	13%
<b>Site Fees</b>	TOTAL	504.00	2%
<b>SDC Fees</b>	TOTAL	12,977.00	54%
<b>Special Excise Fees</b>	TOTAL	2,886.86	12%
<b>Trade Permits Fees</b>		1,082.32	5%
<b>Water Service Fee</b>	TOTAL	3,345.00	14%
	TOTAL	<u>\$23,949.06</u>	100%

<b>Commercial Permit</b>			
<u>Fee Description</u>		<u>Fee Amount</u>	
<b>Plan Review Fees</b>	; TOTAL	94,033.76	17%
<b>Site Fees</b>	; TOTAL	5,847.93	1%
<b>SDC Fees</b>	; TOTAL	383,160.64	71%
<b>Special Excise Fees</b>	; TOTAL	54,577.18	10%
<b>Trade Permits fees</b>		Applied Separately	
	TOTAL	<u>\$537,619.51</u>	100%

**Bureau Cost Recovery - Plan Review, Estimated\***

BDS	117%
BES	65%
PBOT	64%
Water	50%
Forestry	66%

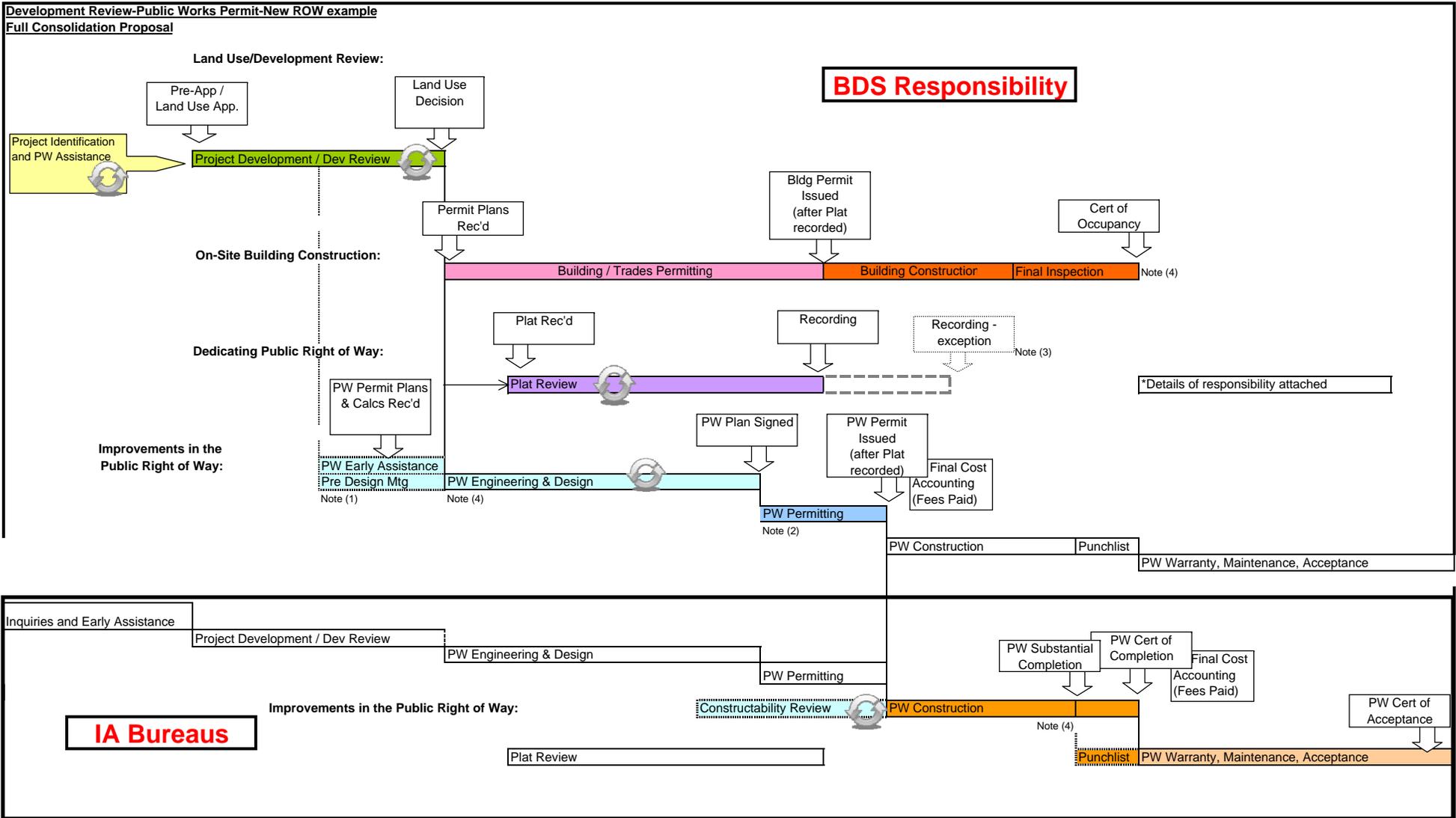
\* Estimated Cost Recovery Rates for Plan Review Function by Bureau

### Land Services Fee Schedule

Land Use Reviews	BDS Fee	Water	BES	PBOT	Fire	Hearings Officer	Total
<b>Adjustment Review</b>							
esidential - Lots with existing Single Dwellir	\$468.00	\$0.00	\$82.00	\$130.00	\$0.00	\$0.00	\$680.00
Non - Residential or Mixed Use	\$894.00	\$0.00	\$123.00	\$130.00	\$30.00	\$0.00	\$1,177.00
<b>Comprehensive Plan &amp; Zone Map Amendment</b>							
	\$19,348.00	\$100.00	\$616.00	\$3,505.00	\$30.00	\$1,420.00	\$25,019.00
<b>Design Review</b>							
Major	\$23,681.00	\$0.00	\$616.00	\$1,404.00	\$0.00	\$0.00	\$25,701.00
<b>Environmental Review</b>							
Residential Use (only)	\$832.00	\$0.00	\$493.00	\$42.00	\$30.00	\$140.00	\$1,537.00
Non- Residential or mixed use	\$1,615.00	\$0.00	\$616.00	\$130.00	\$30.00	\$140.00	\$2,531.00
<b>Land Division</b>							
25 lots & new street	\$12,917.00	\$100.00	\$1,437.00	\$1,758.00	\$180.00	\$1,420.00	\$17,812.00

**Bureau Cost Recovery - Land Use, Estimated**

BDS	79%
Water	118%
BES	43%
PBOT	35%
Fire	N/A
Hearings Officer	N/A





## Lessons Learned

### Looking back on the move of the “Current Planning” function from BOP to BDS 3-12-09

On Jan. 26, 2009, Rebecca Esau met with planners from both BDS and BPS who had gone through the transition (ten years ago) when the current planning function was moved from BOP to BDS. The following BDS and BPS staff attended the meeting: Esau, Hayakawa, Stein, Hardy, Cate, Seward, McKinney, Sack, Radelet, Drake, Bennett, Frugoli, Hester, Odenthal, Burns, Walhoad, Engstrom, Torgeson, Cleek, Joslin, Bello, Heron, Scarzello, Glascock.

The meeting agenda included several specific questions:

- In retrospect, what were the benefits of the change (the move of current planning functions to BDS)?
- What were the challenges of this change, how did we deal with them, and what could we have done, or still do better?

The following is a summary of the discussion:

#### **In retrospect, what were the benefits of the change?**

- **Greater support/advocacy to address staffing and resource needs.** Because BDS is very customer service oriented, and Commissioner Leonard is an advocate for the bureau and getting it the resources it needs to handle the workload, we have had success in getting more overall positions/added staff that were needed when we were very busy.
- **Greater continuity for long-range planning projects with staff dedicated to those projects.** When all of the planners were in one bureau, when development activity increased, planners were pulled off of long-range planning projects and code improvement projects to go do development review work. This was problematic for the long-range planning work, creating delays and lack of predictability and continuity for long-range planning projects.
- **Forced us to think about and formalize a system for migration of staff between current and long-range planning functions.** Both bureaus agree that having both long-range and current planning experience and that fluid, regular movement between functions through a planner’s career results in a well-rounded planner. When we were in one bureau, there was no system to allow movement of staff between functions. It was not an open, transparent process. We’ve got a system now, but it could be taken further. (Explore ways to get more migration between functions.)

- **Forced different planning functions to clarify and formalize relationships, coordination, communication, roles, authority, etc.** When we were all in one bureau, things were not as clear, and were more dependent on the relationships of the managers, rather than any clear predictable relationship between the planning functions.
- **Gave BOP broader perspective on how to carry out plans.** BOP had been criticized for being too reliant on regulations as the sole tool to implement policies and plans. The move of the Zoning Code implementation function freed them to pursue other tools, and partner with other agencies in a way they hadn't done before.
- **Planners gradually gained credibility and respect among former Bureau of Buildings staff.** Those with planning skills were gradually seen as adding value to the work of BDS. Planners were incorporated into other roles and gradually became more integrated into the organization and the bureau's many functions.
- **Resolved the disconnect between the current planning function at BOP and the Bureau of Buildings work.** The current planning staff at BOP and the Bureau of Buildings staff:
  - Didn't have any familiarity with each other's regulations or processes;
  - Didn't have any ongoing, formalized way to bridge these gaps in understanding;
  - Didn't have points of contact or relationships to bridge these gaps;
  - Didn't have anyone in either bureau who had a holistic understanding of the whole process, much less ownership of the whole development review/permitting/inspections process;
  - Didn't have any venue for collaborative problem-solving.
- **Increased cohesiveness and collective ownership of the "parts" of the development review/permitting process.** In the past, the perception was that Bureau of Buildings staff felt that zoning, land use, and livability issues belonged to BOP, and there was the feeling these issues and requirements were "fluff", and not as important as the Building Code. This attitude has gradually changed, and zoning code requirements and processes have risen in importance. As a result of this shift in valuing zoning requirements, and the development of relationships and understanding, we have greater success in getting zoning requirements flagged and implemented. An example of this is our integration into the Facilities Permit Program (FPP). In the past, our requirements were not flagged, because we weren't incorporated into the process. Since then, we've developed relationships, training, and a point person, and zoning requirements are on their radar now and BDS planners are incorporated into the process. Another example of the results of this cohesiveness and collective ownership of zoning requirements is the new Zoning Inspections Program we are developing at BDS. It would not have come to pass if current planning were still in BOP. It is the fruit of the rise in importance of zoning requirements, coordination, and integration into the development process.
- **Resources and training on customer service.** Due to the BDS culture and focus on the development review process, more resources were dedicated in BDS than BOP for customer service training, including training on interest-based problem-solving, how to deliver info to customers, etc.

- **Allowed BOP Director to focus on long-range planning, and not have to deal with the day-to-day development/permitting problems and complaints that come up.** Needs are different between the customers of long-range planning projects, and the customers of current planning, development review & permitting functions. Outreach to meet needs of all customer groups improved.
  - The downside/challenge resulting from this: The BOP Director/management was no longer getting the calls/complaints about problems with the zoning code and its implementation. With that direct feedback loop severed, a disconnect developed from the real world problems with the zoning code regulations and processes. Since those problems were no longer impacting BOP directly, the perception at BDS was that these issues became a lower priority in allocating resources to address them. It was perceived that BOP lost interest and a sense of ownership of implementation problems.
  
- **A cultural shift occurred in people’s view of DSC frontline work.** It used to be seen as a punishment, like being sent off to the Gulag. Since then, with the emphasis on the importance of customer service, and the frontline staff seen as the planners with the greatest breadth of knowledge, the image changed to one of respect and awe. They are the “green berets” of the planners. Working in the DSC became not only something that was expected, but a desirable and valuable challenge to take on.
  
- **Two Commissioners to weigh in on planning issues, and do the check and balances, instead of just one.** As a result of planners being in two different bureaus, under two Commissioners, we have two Commissioners who hear about planning issues. This provides a system of checks and balances you wouldn’t have if all planning functions were in one bureau under only one Commissioner.
  
- **Checks and balances in guiding the long-range planning projects and development of code language.** Now that current planning is at BDS, this group has more weight to influence BOP’s long-range planning projects and code development, providing comments as a more independent stakeholder. They are experts in the zoning code, from using it every day, and this familiarity combined with their training as planners results in their ability to add great value to the process. By being in a different bureau, they are more free to provide counter-points on issues where it might be difficult politically for BOP to make those same points.

**What were the challenges inherent in the change, how did we deal with them, and what could have been done differently or better?**

Type of challenge	What were the disadvantages or challenges of the change?	What tools did we develop to deal with those challenges?	What else should we have done, and what can we do now?
<b>Linkages between policy &amp; implementation</b>	BDS communication of implementation issues back to the policy & code development bureau	<ul style="list-style-type: none"> <li>◆ The BDS/BOP MOU addresses this</li> <li>◆ Bureau Coordination Group meetings (management and line staff reps from our respective bureaus meet 1-2 times each month)</li> <li>◆ BDS participation in RISAT (the BOP committee dealing with zoning code amendments)</li> <li>◆ Regular monthly coordination meetings between Rebecca (BDS) &amp; Eric (BOP)</li> </ul>	<ul style="list-style-type: none"> <li>◆ Develop a broader forum (with more line staff and managers from each bureau) with a focus on policy &amp; disconnects from implementation</li> <li>◆ Should do more joint code monitoring</li> <li>◆ Should have joint meetings with BDS staff and BOP District Liaisons</li> </ul>

		<ul style="list-style-type: none"> <li>◆ LUS has been involved in code monitoring projects in collaboration with BOP</li> <li>◆ District Liaison staff at BOP talk to BDS case planners and Sterling Bennett (BDS neighborhood liaison)</li> </ul>	
<b>Linkages between policy &amp; implementation</b>	BOP communication with BDS about BOP policy changes, the development of new code and area plans, etc.	<ul style="list-style-type: none"> <li>◆ The BDS/BOP MOU addresses this.</li> <li>◆ Bureau Coordination Group meetings (management and line staff reps from our respective bureaus meet 1-2 times each month)</li> <li>◆ Regular monthly meetings between Rebecca (BDS) &amp; Eric (BOP)</li> <li>◆ BDS liaison role played by Douglas Hardy, who tracks BOP projects, and BDS involvement on them.</li> <li>◆ An LUS point person is assigned to each BOP project, to ensure and coordinate LUS participation &amp; input in BOP's projects, including participation on TACs, attending open houses with the public to answer questions about implementation, etc.</li> <li>◆ BDS arranges for training on new code language</li> </ul>	<ul style="list-style-type: none"> <li>◆ Involve BDS more in impact assessment reports</li> </ul>
<b>Linkages between policy &amp; implementation</b>	<ul style="list-style-type: none"> <li>◆ BOP communication about policy issues/concerns as they pertain to specific sites and development proposals</li> </ul>	<ul style="list-style-type: none"> <li>◆ BOP gets notified of each Land Use Review and Pre-application Conference (these go to their District Liaisons)</li> <li>◆ BOP staff talk to assigned BDS planner if BOP has concerns/issues about proposal or BDS direction. We resolve issues/conflicts at lowest possible level.</li> </ul>	
<b>Linkages between policy &amp; implementation</b>	<ul style="list-style-type: none"> <li>◆ Gradually, a gap develops between the regulation, and the reasons for that regulation (i.e., the policy intent behind it).</li> </ul>	<ul style="list-style-type: none"> <li>◆ We have occasional informal communication between BDS staff/management and BOP staff/management regarding unclear code language.</li> <li>◆ We have access to adopted documents, and review BOP's written commentary to try to answer questions about "the why" of regulations if it is unclear.</li> <li>◆ Generally BDS does not hear from the policy/long-range planning staff at BOP. Our MOU gives BDS the authority to make implementation decisions, and this is working out fine.</li> </ul>	<ul style="list-style-type: none"> <li>◆ There is a greater importance for the code writers to be clear in the code about the purpose of the regulations <u>and</u> the approval criteria.</li> <li>◆ There is a greater importance for being clear in the "commentary" section of adopted documents about the "why" of the regulations, the policy, the trade-offs, etc.</li> </ul>
<b>Linkages between policy &amp; implementation</b>	<ul style="list-style-type: none"> <li>◆ Gradually, BOP becomes less familiar with trends and issues related to development activity</li> </ul>	<ul style="list-style-type: none"> <li>◆ BOP District Liaisons regularly receive all of the Land Use Review notices, and notices of Pre-application Conferences, but there's no venue for assessing trends and activity</li> <li>◆ Some trends get discussed at the monthly BCG meetings, but there's no formalized, regular system to do so.</li> </ul>	<ul style="list-style-type: none"> <li>◆ Need a regular collaborative venue or a communication tool to periodically look at trends and development activity. For example, what development are we getting in the Commercial Zones, what parts of the City are seeing the most Land Divisions or Lot Confirmations, what are the standards that are most commonly Adjusted.</li> </ul>

<p><b>Linkages between policy &amp; implementation</b></p>	<ul style="list-style-type: none"> <li>◆ Access to resources/tools - BDS code implementers began use of TRACS (our permitting computer system), and this was unfamiliar to BOP and they didn't have access to it, yet it was a tool they could use to track and monitor activity, and evaluate policies, incentives, etc.</li> <li>◆ Monitoring development activity, trends, etc. - TRACS programming needs to be done to get info fields into the system, so BDS implementers can enter data associated with the permits we review, but BDS lacks resources to do the programming, and the monitoring is not a high BDS priority in allocation of overall bureau resources.</li> </ul>	<ul style="list-style-type: none"> <li>◆ BDS and BOP worked together to get BOP employees access to TRACS, and training for the aspects of it they need.</li> <li>◆ Allocation of resources to get TRACS programming done to facilitate zoning code monitoring and tracking is a problem area. For example, BOP is supposed to track FAR transfers, etc. and it would make sense to do this in TRACS, but no one has stepped forward with resources to make the programming happen. So in the interim, until the programming is done, other tools such as EXCEL spreadsheets will need to be used to track these kinds of things.</li> </ul>	<ul style="list-style-type: none"> <li>◆ Money should have been budgeted by BOP to fund the work needed for TRACS programming, so they could do the code monitoring work, and tracking necessary to stay informed about trends, etc.</li> <li>◆ A code monitoring program should have been set up by BOP early, in coordination with BDS, to identify early what BOP wanted/needed to track and monitor, and to get those data entry fields set up in TRACS.</li> </ul>
<p><b>Linkages between policy &amp; implementation</b></p>	<ul style="list-style-type: none"> <li>◆ Outreach and education - challenges of coordination and staffing</li> </ul>	<ul style="list-style-type: none"> <li>◆ Our bureaus regularly coordinate on our ABC's of Land Use trainings we do for the public (also in coordination with ONI)</li> </ul>	<ul style="list-style-type: none"> <li>◆</li> </ul>
<p><b>Professional Development</b></p>	<ul style="list-style-type: none"> <li>◆ The challenges of how to maintain fluid movement of staff between long-range and current planning.</li> <li>◆ Avoid pigeon-holing staff in either current or long-range planning.</li> <li>◆ Maintaining the philosophy that planners should get experience in both long-range and current planning, and having planners get experience in both is beneficial to everyone.</li> <li>◆ Most new employees at BDS and BOP have come from outside rather than through movement between our bureaus. Planners in BOP &amp; BDS feel they are at a disadvantage compared to planners from outside, because they don't have experience in the other bureau's work (long-range planning or current planning)</li> </ul>	<ul style="list-style-type: none"> <li>◆ Agreement between our bureaus to announce lateral transfer opportunities to the staff in the other bureau, and interview them. Thereby encouraging staff movement between our bureaus.</li> <li>◆ Encouraged and formalized BDS staff's work on BOP committees, technical advisory committees, etc.</li> <li>◆ Encouraged and utilized BDS staff's technical and real world experience, by having them draft zoning code amendments as a first step in some BOP code amendment projects, thereby saving BOP time.</li> <li>◆ Encouraged and utilized BDS staff's experience by involving them in zoning code monitoring projects, assessing the success of various code requirements.</li> <li>◆ Cross-training program between our bureaus...but not as regular/frequent as it should be.</li> <li>◆ Having staff from BOP do counter shifts in DSC on a regular basis (very recently discontinued for lack of BDS funds to pay BOP staff for their time)</li> <li>◆ Having staff from the other bureau sit on interview panels when hiring</li> </ul>	<ul style="list-style-type: none"> <li>◆ Do cross-training program for existing employees on an on-going basis.</li> <li>◆ Need venues for more cross-bureau exposure and collaboration, but they take time away from other work</li> </ul>
<p><b>Professional Development</b></p>	<ul style="list-style-type: none"> <li>◆ There are staff at BOP who have never done implementation work in Portland or in any jurisdiction.</li> </ul>	<ul style="list-style-type: none"> <li>◆ BOP &amp; BDS have a cross-training program for a limited number of planners each year (includes newer and long-time employees).</li> </ul>	<ul style="list-style-type: none"> <li>◆ Set up a system to have new BOP employees go through an immersion training/orientation at BDS in their first</li> </ul>

	Planners should not write regulations until they've had the experience of implementing code.	◆	◆ several weeks of employment, at a minimum. ◆ Stronger set of agreements to rotate staff between BOP & BDS on a more regular basis. It used to be that planners were expected to be able to do both types of planning work. We need to return to that expectation and create more fluid movement.
<b>Resources/ tools from home bureau needed to do the job</b>	◆ LUS was split off from some of our resources at BOP	◆ BOP put documents online, so BDS could easily access them. ◆ Our MOU resolved issues having to do with shared resources, who would maintain them, etc. ◆ We arranged "badge" access to each other's work areas as needed.	
<b>Resources in new bureau</b>	◆ Training in the new bureau	◆ Current planners weren't given any orientation training to their new bureau or info about what the different Divisions and Sections did. We had to figure it out on our own over time. ◆ Conversely, the rest of the old Bureau of Buildings was not trained about what the current planners did, or our processes, or how it all fit together.	◆ Needed orientation trainings for Bureau of Buildings employees, <u>and</u> current planners to learn about each Section and Division.
<b>The human side</b>	◆ The challenge of integrating the planners into the Bureau of Buildings - different cultures, etc.	◆ BDS culture was different for planners first coming from BOP, and felt more restrictive and bureaucratic in the beginning. For example, the whole bureau wasn't utilizing Outlook/email	◆ Planners new to BDS needed mixers to get to know BDS staff and build relationships.
<b>The human side</b>	◆ Employees change at both bureaus. Need a way to stay connected over the long-term, so people feel comfortable to pick up the phone and ask questions and discuss issues.	◆ Cross-training program helped with this ◆ Inviting staff from the other bureau sit on interview panels when hiring	◆ Need quarterly or semi-annual mixers to get to know newer staff in each bureau ◆ Need more regular cross-training program ◆ Need to have BOP require new employees work in BDS for a period of time before working in BOP.
<b>General Communication</b>	◆ Communication - It takes constant attention and effort to make it work, and it takes time.	◆ Policy referral and code problems - we developed a database we share with BOP to track requests for code changes. It is more suited to specific code problems, rather than broader policy issues. Broad policy issues are brought to a venue we created called the Bureau Coordination Group (BCG) which is regularly attended by LUS Division reps and BOP reps (at both the management and staff levels). ◆ BDS brings BOP staff to the LUS Division-wide meetings to do presentations on BOP projects. ◆ BDS arranges for trainings of BDS staff implementers by BOP on newly adopted zoning code amendments.	◆ Should have joint meetings of BDS staff and BOP District Liaisons ◆ Need a stronger communication path to pass on policy issues to BOP that we hear from customers. Generally, these issues go through the
<b>Adherence to regulations/</b>	◆ Ten years ago, people feared that there would be increased pressure to	◆ This fear was unfounded. There has always been pressure from customers. Customers called the BOP Director when	

<p><b>policies</b></p>	<p>approve development proposals if planners moved to Bureau of Buildings.</p>	<p>implementers were in BOP, just like customers call the BDS Director now. There has always been the expectation to work well with customers, and to be solution-oriented. BDS customer service training gave staff more tools/skills to use, and staff have been empowered to make decisions at the lowest possible level.</p> <ul style="list-style-type: none"> <li>◆ We continue to view the community as one of the customers we are serving.</li> </ul>	
------------------------	--	--	--

## Final Summary of Oversight Committee Comments 3-26-09

The Oversight Committee met six times. The committee did not reach consensus on the proposed consolidation, but are generally not "anti-consolidation". Some committee members are supportive, some are cautiously supportive, and some think there is not enough information and detail yet to make a recommendation. Some committee members recommend approaching the concept in phases, either starting with co-location of functions first, partial consolidation, or starting with a component of the proposal, such as consolidating the Public Works Permitting functions as a first phase.

Through the Oversight Committee meetings, several themes emerged:

- Issues with the process itself and the charge of the Oversight Committee, timeline, etc.
- Concern about a loss of checks and balances
- Concern about a change in the mission and culture for the staff who would become BDS employees
- Concern about breaking the feedback loop between implementation and policy
- Concern about decision-making, regulations, and policy implementation
- Concern about implementation and the details and costs of a successful transition

The attached document (the Themes document) identifies ways to address many of the identified concerns. Some committee members do not have confidence that the solutions listed will solely address the concerns and risks associated with full consolidation. Some committee members think that if the measures listed are funded and enacted, the consolidation can be a success.

A test case for this type of change was done ten years ago, when some planners were moved from the Bureau of Planning to BDS. The planners from both bureaus who experienced that transition met recently to assess the success of that change. (See Lessons Learned document.) There have been advantages and disadvantages, but overall the move has resulted in positive change. The Oversight Committee was provided with the Lessons Learned document. Some saw it as a model of how the challenges of permit consolidation could be addressed. Other committee members thought that change is not comparable to today's permit consolidation model because of the differences between the Planning Bureau and the infrastructure bureaus. Also, some committee members did not see the move of the planners to BDS as a successful or good model to replicate.

### **General Comments:**

1. **What it should be about:** The committee struggled over defining the problem the consolidation is trying to solve. The goal of consolidation should not be to give a "green light" to developers at the expense of City policies and regulations. It should be about timely decision-making, not speeding up the process at the expense of public involvement or adequate information and quality review. It should address the current system's problems with inter-bureau communication, coordination and cooperation in the review process. It should provide clear lines of authority for decision-making and tie-breaking. It should provide clear, accountable and transparent appeals processes.
2. **Caution is recommended,** given the number of outstanding issues and questions that remain, as well as the current economy.
3. **Cost issues.** More work needs to be done on the actual costs of the proposal, and discussion about who should bear these costs. Funding should be provided for:
  - A formalized appeals process for other infrastructure bureau technical requirements, modeled on the Building Code Appeals process
  - Ongoing cross-training and coordination between BDS staff and the infrastructure bureaus they work with.
  - Ongoing outreach and education to the public (regular applicants, first-time applicants, and neighborhoods).

- Stronger liaison functions with each Commissioner's office.
- 4. **Do the consolidation in phases.** Start with Public Works Permitting, and measure the benefits before proceeding with other phases.
- 5. **Make monitoring a priority.** Commit to funding and staffing the work. Measure policy implementation in a holistic way...not piecemeal. Engage the Council as a group and establish a policy discussion group to discuss "Development and the Public Good". Involve the group in monitoring the cumulative impact of how development codes/policies are applied.

**What Consolidation Could Accomplish**

1. It would provide a central point of authority to oversee the permit review system, take responsibility for it, and ensure decisions are made in a timely way.
2. It would resolve the "fiefdoms" and lack of coordination between bureaus in the permit review process.
3. It would streamline the permit review process by improving coordination between reviewers, thereby avoiding conflicts and delays later in the process.
4. It would improve the Public Works Permitting process through:
  - Improved interagency communication and coordination during the review process
  - Formalized authority for decision-making and tie-breaking when there are conflicts
  - Greater accountability through formalized and publicized performance measures, such as turnaround times, etc.

## Final Summary of Oversight Committee Comments 3-26-09

The Oversight Committee met six times. The committee did not reach consensus on the proposed consolidation, but are generally not "anti-consolidation". Some committee members are supportive, some are cautiously supportive, and some think there is not enough information and detail yet to make a recommendation. Some committee members recommend approaching the concept in phases, either starting with co-location of functions first, partial consolidation, or starting with a component of the proposal, such as consolidating the Public Works Permitting functions as a first phase.

Through the Oversight Committee meetings, several themes emerged:

- Issues with the process itself and the charge of the Oversight Committee, timeline, etc.
- Concern about a loss of checks and balances
- Concern about a change in the mission and culture for the staff who would become BDS employees
- Concern about breaking the feedback loop between implementation and policy
- Concern about decision-making, regulations, and policy implementation
- Concern about implementation and the details and costs of a successful transition

The attached document (the Themes document) identifies ways to address many of the identified concerns. Some committee members do not have confidence that the solutions listed will solely address the concerns and risks associated with full consolidation. Some committee members think that if the measures listed are funded and enacted, the consolidation can be a success.

A test case for this type of change was done ten years ago, when some planners were moved from the Bureau of Planning to BDS. The planners from both bureaus who experienced that transition met recently to assess the success of that change. (See Lessons Learned document.) There have been advantages and disadvantages, but overall the move has resulted in positive change. The Oversight Committee was provided with the Lessons Learned document. Some saw it as a model of how the challenges of permit consolidation could be addressed. Other committee members thought that change is not comparable to today's permit consolidation model because of the differences between the Planning Bureau and the infrastructure bureaus. Also, some committee members did not see the move of the planners to BDS as a successful or good model to replicate.

### **General Comments:**

1. **What it should be about:** The committee struggled over defining the problem the consolidation is trying to solve. The goal of consolidation should not be to give a "green light" to developers at the expense of City policies and regulations. It should be about timely decision-making, not speeding up the process at the expense of public involvement or adequate information and quality review. It should address the current system's problems with inter-bureau communication, coordination and cooperation in the review process. It should provide clear lines of authority for decision-making and tie-breaking. It should provide clear, accountable and transparent appeals processes.
2. **Caution is recommended,** given the number of outstanding issues and questions that remain, as well as the current economy.
3. **Cost issues.** More work needs to be done on the actual costs of the proposal, and discussion about who should bear these costs. Funding should be provided for:
  - A formalized appeals process for other infrastructure bureau technical requirements, modeled on the Building Code Appeals process
  - Ongoing cross-training and coordination between BDS staff and the infrastructure bureaus they work with.
  - Ongoing outreach and education to the public (regular applicants, first-time applicants, and neighborhoods).

- Stronger liaison functions with each Commissioner's office.
- 4. **Do the consolidation in phases.** Start with Public Works Permitting, and measure the benefits before proceeding with other phases.
- 5. **Make monitoring a priority.** Commit to funding and staffing the work. Measure policy implementation in a holistic way...not piecemeal. Engage the Council as a group and establish a policy discussion group to discuss "Development and the Public Good". Involve the group in monitoring the cumulative impact of how development codes/policies are applied.

**What Consolidation Could Accomplish**

1. It would provide a central point of authority to oversee the permit review system, take responsibility for it, and ensure decisions are made in a timely way.
2. It would resolve the "fiefdoms" and lack of coordination between bureaus in the permit review process.
3. It would streamline the permit review process by improving coordination between reviewers, thereby avoiding conflicts and delays later in the process.
4. It would improve the Public Works Permitting process through:
  - Improved interagency communication and coordination during the review process
  - Formalized authority for decision-making and tie-breaking when there are conflicts
  - Greater accountability through formalized and publicized performance measures, such as turnaround times, etc.

Summary of Oversight Committee themes and concerns, and identification of possible tools to address concerns

**The oversight committee identified issues and concerns in six major theme areas:**

- Theme A: Mayor’s directive, timing & process (page 1)
- Theme B: Mission & Culture (pages 2 & 3)
- Theme C: Checks & Balances (page 4 & 5)
- Theme D: Feedback Loop (between implementation and policy) (page 6 & 7)
- Theme E: Decision making, regulations and policies (pages 8 & 9)
- Theme F: Implementation (page 9)

<b>Theme A: Mayor's directive, timing, &amp; process</b>		
<b>Topic</b>	<b>Oversight Committee Comments &amp; Concerns</b>	<b>How Issue Can Be Addressed</b> Mechanisms, systems, tools to address concerns
<b>1. The process</b>	<ul style="list-style-type: none"> <li>▪ Committee didn't get background of what Mayor and Commissioner viewed as the long-standing problems to be solved.</li> <li>▪ We felt like we were prescribed a solution rather than a charge to identify and solve a problem.</li> <li>▪ Scope of committee is too narrow and constrained</li> <li>▪ Not enough info/detail is available about how the negative impacts would be mitigated, so it is premature to recommend approval of full consolidation.</li> </ul>	<p>Mayor Adams and Commissioner Leonard responded that they have a good handle on these long-standing problems and have been dealing with the issues for years. The <u>system</u> is the problem, not the people. The system is overly reliant on the people for it to function. Need a functional system that achieves the goal of improving quality, timeliness, and implementation of City policies.</p>
<b>2. Budget &amp; Economy</b>	<ul style="list-style-type: none"> <li>▪ Why would the City make this major organizational change at a time when the economy is in crisis given the unknown costs of implementation? (both one-time money and ongoing costs)</li> <li>▪ Given economic climate, rushed full consolidation into bureau with “cost recovery” basis could reduce customer service levels.</li> <li>▪ Not comfortable making large budget decisions outside of the budget-making process.</li> <li>▪ Need to understand the costs of consolidation.</li> <li>▪ Do we have the financial resources to make this work as well as it needs to? (Both one-time money, and ongoing costs)</li> </ul>	<p>Budget impacts will need to be identified so they can be incorporated into the Mayor’s proposed budget for FY 09-10. The preliminary numbers will be provided and evaluated as part of the recommendation to Council.</p> <p>It’s a priority for the Mayor and Council members to get the system improved during this lull in development activity so that we are ready when the economy picks back up.</p>
<b>3. Other possible ways to achieve goals</b>	<p>Have all avenues really been explored to improve the system? Were Blueprint 2000 recommendations implemented?</p> <ul style="list-style-type: none"> <li>▪ Other suggestions included a Permit Czar or City Manager who is hired by and accountable to all five Commissioners.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Mayor Adams responded and said other avenues have been tried, and have not succeeded.</li> <li>▪ Some BP 2000 recommendations have been implemented (such as creation of process managers). Past improvement efforts through interagency agreements and co-location have not achieved the desired level of streamlining and early decision making/tie-breaking, interagency coordination, and timely service. The Mayor is pursuing the consolidation model, which expands on some of the BP2000 efforts. We’ve been asked to identify concerns with the consolidation model, and measures to address those concerns.</li> </ul>

Summary of Oversight Committee themes and concerns, and identification of possible tools to address concerns

**Theme A: Mayor's directive, timing, & process**

Topic	Oversight Committee Comments & Concerns	How Issue Can Be Addressed Mechanisms, systems, tools to address concerns
<p><b>4. Timing is rushed</b></p>	<ul style="list-style-type: none"> <li>▪ 45 days is insufficient for addressing such large and complex issues.</li> <li>▪ 3 meetings of the Oversight Committee is insufficient to provide input.</li> <li>▪ Given complexity of bureau interdependencies, rushed full consolidation may reduce customer service levels.</li> <li>▪ The consolidation proposal provides a framework for streamlined decision-making.</li> <li>▪ The proposal includes a lot of details that haven't yet been fleshed out. It is difficult to comment or support the proposal as a whole without having more information on the details such as exactly how policy balancing will occur or exactly how implementers will give feedback on codes to policy developers.</li> <li>▪ As with any major change, a monitoring system should be in place to ensure Council and other stakeholders revisit the system and see how well it's working. This is also related to measures for success.</li> </ul>	<ul style="list-style-type: none"> <li>▪ The 45-day timeline was to get a proposal together. Working out the details, phasing and implementation will take longer, and will be done by the Interagency Managers, in communication with Mayor Adams and Commissioner Leonard.</li> <li>▪ The role of the committee is to review and comment on the proposal, not to develop or design it. The feedback that is requested from the Oversight Committee is: a) what are your concerns with the Full Consolidation model; b) what systems or tools can be put in place to address those concerns?</li> <li>▪ Care will be taken during the development of the Implementation Plan to limit any impact to the current level of customer service. The goal, of course, is to improve upon the current level.</li> </ul>

Theme B: Mission & Culture		
Topic	Oversight Committee Comments & Concerns	How Issue Can Be Addressed Mechanisms, systems, tools to address concerns
<p><b>1. BDS culture and priorities are different than infrastructure bureaus</b></p>	<p>Differences in Bureau priorities:</p> <ul style="list-style-type: none"> <li>▪ BDS priorities -- a solution-oriented approach to ensuring safety, livability, and economic vitality through the administration of applicable regulations and policies.</li> <li>▪ Infrastructure Bureau priorities -- responsible for their respective infrastructure systems and compliance with state &amp; federal requirements. Also responsible for policy and code development.</li> <li>▪ Concern that gradually over time, if BDS hires employees from the outside to fill the positions formerly filled by people brought over from the infrastructure bureaus, no amount of orientation training, and cross-training of these new hires will get them that culture/mission/understanding needed to be an effective liaison/rep of the infrastructure bureau they are interacting with.</li> <li>▪ Concern that employees of infrastructure bureaus who become BDS employees would no longer be strong advocates of their former bureau's mission or interests....that they would lose the incentive to do this, since they are in BDS and will be evaluated by their BDS supervisor.</li> <li>▪ Putting permitting in a focused bureau does not make staff less interested in the mission, but I does make them more solution-oriented and realistic -- both for what can and cannot be achieved, as shown in the BOP/BDS example. Rotations of staff, regardless of where they started, has improved everyone's perspective and would not have occurred if the policy and permitting were in one bureau.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Mayor Adams and Commissioner Leonard consider the difference in bureau priorities (regarding how much attention is paid to permitting) as part of the problem. The development review and permitting functions are very small parts of infrastructure bureaus, and have not received the attention and priority needed.</li> <li>▪ Infrastructure Bureau staff joining BDS will be responsible to uphold the policies of the infrastructure bureaus while responding in a timely and proactive manner to customers.</li> <li>▪ In the interest of maintaining fluid staff movement between policy (infrastructure) bureaus and implementation (BDS), and to preserve staff's professional development opportunities, several measures are recommended: a) it is recommended that when positions become vacant in either BDS or one of the infrastructure bureaus, that the staff in that classification in the <u>other</u> bureau be notified, and given the opportunity for a lateral transfer. b) it is recommended that a system be set up to ensure periodic rotation of employees from the infrastructure bureaus to BDS and back again. This is good for connecting policy making and policy administration in both directions. The rotation should be 2-3 years, or it could be very disruptive and staff might leave just as they have expertise.</li> <li>▪ It could be made a requirement as part of the consolidation process that performance evaluations (for positions moving to BDS) be done with feedback from the appropriate manager at the infrastructure bureau. Presumably, the infrastructure bureau would be dealing with these employees on a regular basis, and will have feedback for the BDS manager on the employee's performance.</li> </ul>

Summary of Oversight Committee themes and concerns, and identification of possible tools to address concerns

Theme B: Mission & Culture		
Topic	Oversight Committee Comments & Concerns	How Issue Can Be Addressed Mechanisms, systems, tools to address concerns
	<ul style="list-style-type: none"> <li>▪ Concern that BDS culture is too focused on the applicant as the customer, and not concerned with the larger community as their customer.</li> <li>▪ Can't just shorten timeline – need to continue to allow public to be involved in process.</li> <li>▪ With consolidation, the public can get clearer and earlier input and understanding of issues for projects; all applicable staff will be consistently involved at the very beginning, both streamlining the process and providing better info. A longer timeframe does not ensure quality input.</li> </ul>	<p>The regulations and policies should be written to achieve the City's goals for the larger community. (This is part of the system that Mayor Adams says needs to be created. Have the system in place that protects/benefits the larger community.) It is City staff's job to implement those regulations and policies, regardless of the individual or which bureau they work for.</p> <p>Full consolidation will push bureaus to formalize their informal policies, which will in turn improve transparency, accountability, predictability, and consistency. Keep public involved in process.</p> <p>Mechanisms that exist today:</p> <ul style="list-style-type: none"> <li>▪ The Land Use Review process includes the community as their customer via early neighborhood contact, formal public notification, public comment, and appeals processes to involve broader community.</li> <li>▪ BDS does a great deal of outreach and education to the broader community</li> <li>▪ Building codes are in place to protect the larger community and future occupants, etc. -- not just the applicant. The BDS culture of serving the larger community will transfer to the new BDS employees. This could be started with orientation for new employees</li> </ul>
<p><b>1. BDS culture and priorities are different than infrastructure bureaus</b> (continued)</p>	<ul style="list-style-type: none"> <li>▪ Concern that BDS is too anxious to approve proposals, and cannot be relied on or trusted to appropriately apply City regulations and policies.</li> <li>▪ Consolidation eliminates the frequent problem of applicants and other stakeholders caught between conflicting code interpretations and policies by flagging and addressing them earlier in the process. Current building code Appeals Board processes are templates for processes that can be used with appeals of infrastructure bureau requirements. Based on BDS/BOP example, there is a positive focus on the intent of code and looking at alternative ways to meet intent. This approach could increase under consolidation.</li> <li>▪ Concern that one person (the responder) will be stuck in the middle between BDS supervisor and the infrastructure bureau it represents.</li> <li>▪ How to keep the now BDS employee an advocate of the mission for the infrastructure bureau it represents?</li> </ul>	<p><b>Mayor Adams:</b></p> <ul style="list-style-type: none"> <li>▪ Create a <u>system</u> rather than relying on individuals and bureau cultures.</li> <li>▪ Establish performance based measures that monitor and measure success of policy implementation</li> </ul> <p><b>Additional Mechanisms for oversight and accountability:</b></p> <ul style="list-style-type: none"> <li>▪ Create appeals processes that involve technical/policy subject matter experts from infrastructure bureaus</li> <li>▪ Institutionalize periodic reports back to Council and continued refinements</li> <li>▪ Establish feedback loop between BDS and infrastructure bureaus through interagency teams at various levels in City organization</li> <li>▪ Develop a system that promotes pride in achieving individual bureau missions [That is good across all the Bureaus, but at the staff level it needs to be the City <i>policy</i> intent that they should uphold. It could be hard for the employee to be told they have two Bureaus' missions to uphold] and that simultaneously results in creating the system that the Mayor says he wants.</li> </ul> <p><b>Mechanisms that exist today, that will continue to exist:</b></p> <ul style="list-style-type: none"> <li>▪ Public participation (formal and informal) will continue to advocate for a particular outcome.</li> <li>▪ Existing appeals processes.</li> </ul>

Theme C: Checks & Balances		
Topic	Oversight Committee Comments & Concerns	How Issue Can Be Addressed Mechanisms, systems, tools to address concerns
<b>1. Centralized accountability</b>	<ul style="list-style-type: none"> <li>▪ Concern that BDS Staff, Director or Commissioner will make decisions that don't uphold City policy or that will jeopardize Infrastructure Bureaus' ability to comply with their regulations, policies, priorities, or decisions that impact the integrity of the infrastructure system they manage. Concern that there is no one to contact to oversee this, and bring it back in line.</li> <li>▪ Consolidation of permitting (implementation) staff into one bureau will allow infrastructure staff to focus on policy development and outcomes more than they can today.</li> <li>▪ Concern that BDS director will overrule consensus decisions of infrastructure bureaus; consolidation results in too much power in one desk.</li> <li>▪ Some saw the need for a single decision-maker, and thought that by BDS Director being the decision-maker, that there would be more, not less interaction with the Directors of the infrastructure bureaus about issues.</li> </ul>	<ul style="list-style-type: none"> <li>▪ IGA's to formalize monitoring and feedback mechanisms and coordination</li> <li>▪ Regular coordination meetings of senior and management level staff in these bureaus</li> <li>▪ Regular monitoring and reporting back – including feedback mechanisms (from the public and staff) on real or perceived “slippage”</li> </ul>
<b>2. Inter-bureau “haggling”</b>	<p>Concern that the balancing and haggling between bureaus won't happen because the authority would reside in one bureau. (This inter-bureau haggling is good and <u>should</u> happen.)</p>	<p>Staff, regardless of which Bureau they are assigned to, will continue to implement a particular set of regulations (Title 17, the Stormwater Manual, etc.) and work toward solutions that implement the related policies. The haggling between implementers of different codes (the different reviewers) will continue, but won't drag on, and will be managed and have tie-breaking systems.</p> <p>For example, BDS environmental planners are advocates for the environment. BDS Design Review planners are advocates for good aesthetic design of buildings. Subject matter experts will advocate for the policies their home bureaus are charged with implementing, regardless of the Bureau they work in. The benefit of Full Consolidation is that all parties will be a) accountable for timely haggling and resolution; b) the haggling and resolution will happen earlier because staff will be physically located together and be expected to communicate and coordinate early.</p>

Summary of Oversight Committee themes and concerns, and identification of possible tools to address concerns

<b>Theme C: Checks &amp; Balances</b>		
<b>Topic</b>	<b>Oversight Committee Comments &amp; Concerns</b>	<b>How Issue Can Be Addressed</b> Mechanisms, systems, tools to address concerns
<b>3. Lobbying Bureaus &amp; Commissioners</b>	<ul style="list-style-type: none"> <li>▪ Concern that the public will only have one Commissioner and Director to go to, and if those individuals don't listen, there is no where else to go.</li> <li>▪ Commissioners interject into development review – concern that if all development review is under one commissioner, if that commissioner doesn't agree with you, there is nowhere else to go.</li> <li>▪ Don't want to consolidate to have all under one commissioner because then you don't have Council debate &amp; push-back.</li> <li>▪ Problem if all under one commissioner, because commissioners are less likely to confront each other if it isn't in their bureau.</li> <li>▪ Consolidation is geared towards improving the permitting process, not preserving the current lobbying mechanisms. No doubt new ones will form.</li> </ul>	<ul style="list-style-type: none"> <li>▪ The public will continue to be able to call Commissioners in charge of the Bureaus involved, and lobby for a particular result, as well as the Commissioner of BDS.</li> </ul>
<b>4. Lobbying staff</b>	<p>Concern that the public won't be able to lobby Infrastructure Bureau staff for a particular result.</p>	<ul style="list-style-type: none"> <li>▪ People will still be able to lobby Infrastructure Bureau staff (technical / subject matter experts) and Bureau Directors and Commissioners for a particular result. They can also call BDS staff and voice their concerns.</li> </ul>

<b>Theme D: Feedback Loop (between implementation and policy)</b>		
<b>Topic</b>	<b>Oversight Committee Comments &amp; Concerns</b>	<b>How Issue Can Be Addressed</b> Mechanisms, systems, tools to address concerns
<p><b>1. Loss of implementers' connection with policies and priorities of infrastructure bureau</b></p>	<ul style="list-style-type: none"> <li>▪ Concern that the implementation functions transferred from the infrastructure bureaus to BDS will become disconnected from policy and priorities of their home bureaus.</li> <li>▪ Need to have staff in infrastructure bureaus involved throughout the process to have input on policy implementation.</li> <li>▪ The BOP/BDS example shows that rotation between bureaus works well, but could be increased. Restrictive hierarchies existed prior to separating permitting from planning.</li> </ul>	<ul style="list-style-type: none"> <li>▪ IGA's to set up mechanisms for communication, coordination, monitoring, and feedback</li> <li>▪ BDS staff will serve on committees in infrastructure bureaus.</li> <li>▪ Offer regular rotations of staff between infrastructure bureaus and BDS</li> <li>▪ Offer cross-training programs between infrastructure bureaus and BDS</li> <li>▪ Set up new employee orientation, so when new employees are hired at BDS, they get trained by the infrastructure bureau.</li> <li>▪ Involve infrastructure bureau in selection process/interview panel when hiring at BDS</li> <li>▪ Regularly rotate bureau staff into and out of BDS and hire from infrastructure bureaus when possible. Hiring from the bureaus when possible makes sense; the rotation timeline should be regular but not so frequent as to be disruptive.</li> <li>▪ Re-vamp the P&amp;D Directors' meetings, and dedicate a portion of their regular agenda to discussing issues related to policy conflicts, and the feedback on repeated problems that occur in implementation.</li> <li>▪ Monitoring of policies and implementation should include the question: do the cumulative results of decisions result in supporting the public good?</li> </ul>
<p><b>2. Loss of infrastructure bureau staff's connection with implementation realities</b></p>	<ul style="list-style-type: none"> <li>▪ Concern that the policy and code development functions at infrastructure bureaus will become disconnected from real world problems, patterns and conflicts experienced by implementation.</li> <li>▪ Need a mechanism/structure to ensure that policy issues identified at project review make their way to policy developers.</li> <li>▪ Need a monitoring system to assess policy and how being implemented.</li> <li>▪ The BOP/BDS example shows that rotation between bureaus works well, but could be increased. Restrictive hierarchies existed prior to separating permitting from planning.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Need a system where employees now at BDS can report back on policy issues when they no longer belong to the infrastructure bureaus.</li> <li>▪ Need a system to allow for moderately complex policy referral from implementers back to policy/code development bureau. Not just the simple fixes.</li> <li>▪ Currently, need better ways to connect BPS to BDS regarding writing zoning code. Need to improve existing policy feedback systems.</li> <li>▪ IGA's to set up mechanisms for communication, coordination, monitoring, and feedback</li> <li>▪ Offer regular rotations of staff from infrastructure bureau to work in BDS or otherwise be exposed to this work.</li> <li>▪ Offer ongoing cross-training program between infrastructure bureaus and BDS.</li> <li>▪ Involve infrastructure bureau technical/policy staff in appeals system through presence on appeal board, etc.</li> <li>▪ Regularly scheduled meetings with bureau directors (P&amp;D Directors should be directed by Mayor to have regular place on the agenda for implementation issues)</li> </ul>

Summary of Oversight Committee themes and concerns, and identification of possible tools to address concerns

<b>Theme D: Feedback Loop (between implementation and policy)</b>		
<b>Topic</b>	<b>Oversight Committee Comments &amp; Concerns</b>	<b>How Issue Can Be Addressed</b> Mechanisms, systems, tools to address concerns
<b>3. Gap will grow</b>	<ul style="list-style-type: none"> <li>▪ Concern that the gap in understanding between implementation and policy will grow over the years.</li> <li>▪ Over time, employees will lose their expertise by coming to BDS.</li> <li>▪ The challenge with decentralization will be to maintain the on-the-ground, eye-to-eye interaction between review staff and other inter- and intra-bureau communications.</li> <li>▪ The BOP/BDS example shows that this doesn't have to be a problem, and the feedback loops can be effective over time.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Refer to above systems</li> <li>▪ Fund and staff monitoring and evaluation on an ongoing basis. There needs to be agreement on what is measured: number of adjustments/appeals reduced for a given policy?</li> </ul>
<b>4. Public involvement in policy feedback</b>	<ul style="list-style-type: none"> <li>▪ Need to involve the public in the policy feedback</li> </ul>	<ul style="list-style-type: none"> <li>▪ Utilize DRAC as well as other subject matter stakeholders in periodic/annual monitoring of policy implementation</li> </ul>

<b>Theme E: Decision-making, regulations and policies</b>		
<b>Topic</b>	<b>Oversight Committee Comments &amp; Concerns</b>	<b>How Issue Can Be Addressed</b> Mechanisms, systems, tools to address concerns
<b>1. Separation of Public Works Review &amp; Maintenance</b>	<ul style="list-style-type: none"> <li>▪ Concerns about ensuring the right staff with the technical expertise are reviewing the Public Works permits.... i.e., are the right technical/maintenance staff reviewing the Public Works permits early enough in the process, to avoid surprises later in the process?</li> <li>▪ Need policy developers to be involved in development process.</li> </ul>	<p>Full consolidation would require participation and review by the public works maintenance &amp; other stakeholder groups early and often in the process to ensure their final acceptance of the public works at the end of the process. Requiring their participation in the process will limit time-consuming and costly redesigns or reconstruction of projects.</p>
<b>2. Appeals Process</b>	<p>Need for timely, transparent and accountable appeals process for technical issues currently decided by infrastructure bureaus.</p>	<p>Appeals process for technical issues could be modeled on the Building Code appeal process with the creation of an appeals board made up of technical experts from the home bureaus.</p> <p>Bureaus currently have informal processes that serve this purpose, but they are underutilized. The proposal is to formalize appeals, track them, maintain consistency, and use them to provide feedback to policy makers. So that, prior to proceeding with a decision related to a public works or infrastructure bureau code/policy, applicants could request an appeal of a technical requirement or determination.</p> <p>NOTE - No changes are proposed for the land use appeals process. Land Use decisions would still be appeal-able as set out in the zoning code and state law.</p>
<b>3. Policy Development</b>	<ul style="list-style-type: none"> <li>▪ Concern about the tendency under full consolidation to develop overly prescriptive regulations to ensure policy is implemented appropriately.</li> <li>▪ Currently codes may not allow exceptions, so work will need to be done on codes to allow reviewers to have flexibility and compromise. Continue to strike the appropriate balance between flexibility and predictability.</li> </ul>	<p>This tendency needs to be mitigated with a menu of options to achieve policy goals. Clear policy &amp; clear agreements for consistent interpretation and implementation of policy need to be developed. Building in a much needed feedback loop will help make better policy possible, and ensure consistent and accountable implementation of policy.</p>
<b>4. Conflict Resolution</b>	<ul style="list-style-type: none"> <li>▪ Concern that conflict resolution could remain difficult between BDS staff and technical subject matter experts in infrastructure bureaus.</li> <li>▪ Consolidation will flag conflicts earlier and more consistently, and decisions will be made earlier to that conflicts and logjams don't drag the process on or pop up later in the review.</li> <li>▪ Want some flexibility in the system that allows for creativity, not a rigid system.</li> </ul>	<p>Create a process for resolution of conflicts between bureaus regarding day-to-day decisions. Implementation and reporting can then be used as the needed feedback loop between implementation and policy.</p> <p>The intergovernmental agreements between bureaus will need to include:</p> <ol style="list-style-type: none"> <li>a) process for resolution of conflicts between bureaus regarding day-to-day decisions; and</li> <li>b) a system for periodic reporting on these conflicts to inform the policy discussions and decisions.</li> </ol>

Summary of Oversight Committee themes and concerns, and identification of possible tools to address concerns

<b>Theme E: Decision-making, regulations and policies</b>		
<b>Topic</b>	<b>Oversight Committee Comments &amp; Concerns</b>	<b>How Issue Can Be Addressed</b> Mechanisms, systems, tools to address concerns
<b>5. Policy balancing</b>	<ul style="list-style-type: none"> <li>▪ How will BDS staff from infrastructure bureaus prioritize competing or conflicting policies.</li> <li>▪ Current system results in lowest common denominator – need hierarchy on decision-making between policies. Who is responsible for making the final decision between competing policies?</li> <li>▪ How are policies prioritized? What policies supercede?</li> <li>▪ How to balance policies when policies overlap?</li> <li>▪ Want a public process for policy balancing.</li> <li>▪ How does policy tie-breaking occur without going directly to the director; along the hierarchy, how are these issues resolved?</li> </ul>	<p>(Refer to appeals flowchart and policy balancing flowchart)</p> <p>These are the skeleton framework for some systems that can be used, but the details need to be worked out.</p>

<b>Theme F: Implementation</b>		
<b>Topic</b>	<b>Oversight Committee Comments &amp; Concerns</b>	<b>How Issue Can Be Addressed</b> Mechanisms, systems, tools to address concerns
<b>1. Caution</b>	<ul style="list-style-type: none"> <li>▪ Concern that the medicine will be worse than the disease if we jump in and make all of the changes too quickly.</li> <li>▪ There is always fear of the unknown and a sense of comfort in the "devil you know". However the function behind consolidation -- putting permitting review in a bureau separate from the policy - is not only known, but there is a ten-year data set in the BOP/BDS example that is very successful.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Phase in implementation, test it. Don't consolidate and hope that issues sort themselves out.</li> <li>▪ Phase implementation starting with Public Works. Assess implementation as you go along, measure what has been gained.</li> </ul>
<b>2. Measures for success</b>	<ul style="list-style-type: none"> <li>▪ Need measures for success set out by the mayor and council to evaluate consolidation over time.</li> </ul>	<ul style="list-style-type: none"> <li>▪ When Mayor Adams attended the meeting, he said that it is not solely about doing things faster. He also wants measurements in place for if staff are implementing policy and regulations appropriately. What are some ways to do this?                             <ul style="list-style-type: none"> <li>▪ Periodic case studies</li> <li>▪ Annual survey of policy makers, implementers, applicants and neighborhood reps...saying these were the policies and asking how successful we were in achieving them in the field</li> </ul> </li> </ul>
<b>3. Costs</b>	<ul style="list-style-type: none"> <li>▪ Concern that the consolidation will not be funded well enough to ensure success.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Council should explore costs in more detail before committing to consolidation, or proceed in a phased approach with commitment to funding each phase before proceeding.</li> </ul>
<b>4. Details of implementation need to be worked out</b>	<ul style="list-style-type: none"> <li>▪ Concern that Council will proceed without acknowledgement of all of the details that need to be worked out in order to have successful implementation.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Request that Council acknowledge that full consolidation is big, and should be done right, and many details need to be figured out. Council should commit funding for bureau staff to plan and implement a successful transition.</li> </ul>

Summary of Oversight Committee themes and concerns, and identification of possible tools to address concerns

<b>Theme F: Implementation</b>		
<b>Topic</b>	<b>Oversight Committee Comments &amp; Concerns</b>	<b>How Issue Can Be Addressed</b> Mechanisms, systems, tools to address concerns
<b>5. The benefits of physical adjacency</b>	<ul style="list-style-type: none"> <li>By moving some staff from the infrastructure bureaus in the Portland Bldg to BDS in the 1900 Bldg, they will be physically separated from the technical experts at their former bureaus. Just as the physical separation from the BDS reviewers created problems, this move to the 1900 bldg. creates a new separation ....setting up a communication, coordination challenge, as well as inefficiency in travel time between the two buildings.</li> </ul>	<ul style="list-style-type: none"> <li>Consider the benefits of a new, larger building to house more of the functions and staff involved in permit review, or find office space in closer proximity to each other.</li> </ul>

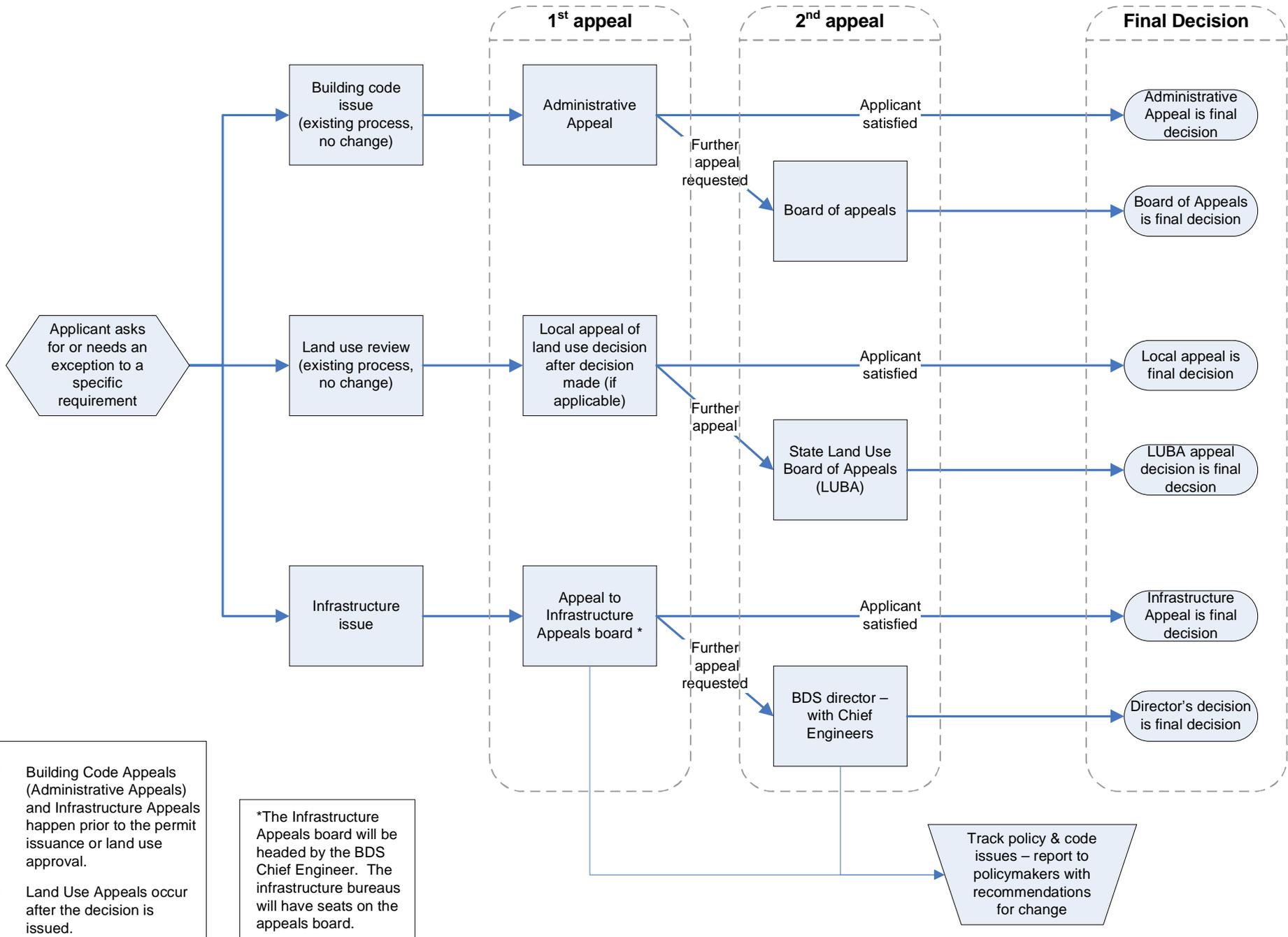
**Separate issues that need to be addressed, regardless of if the Permit Consolidation is implemented or not:**

- Neighborhoods not involved early enough in land use process. Early involvement makes it smoother and more timely in the long run for the applicant.
- Problem – staff further down the development process are not looking at previously-approved plans (for example, the Water Bureau installers don't look at the tree preservation plan). Have the appropriate plans overlaid in a way that all the staff at the different stages have access to the right info...communication, training, process improvements.
- Need to have interbureau and community education regarding land use and development – eliminate the element of surprise to individuals (when a new development goes in).
- Need to expand information available online so more information about project status and next steps is easily available
- New policy decisions should have funding built in to ensure ongoing monitoring.
- Ongoing challenge of finding appropriate balance between predictability and flexibility.

# Appeals – Exceptions to Regulations - Draft

April 2, 2009

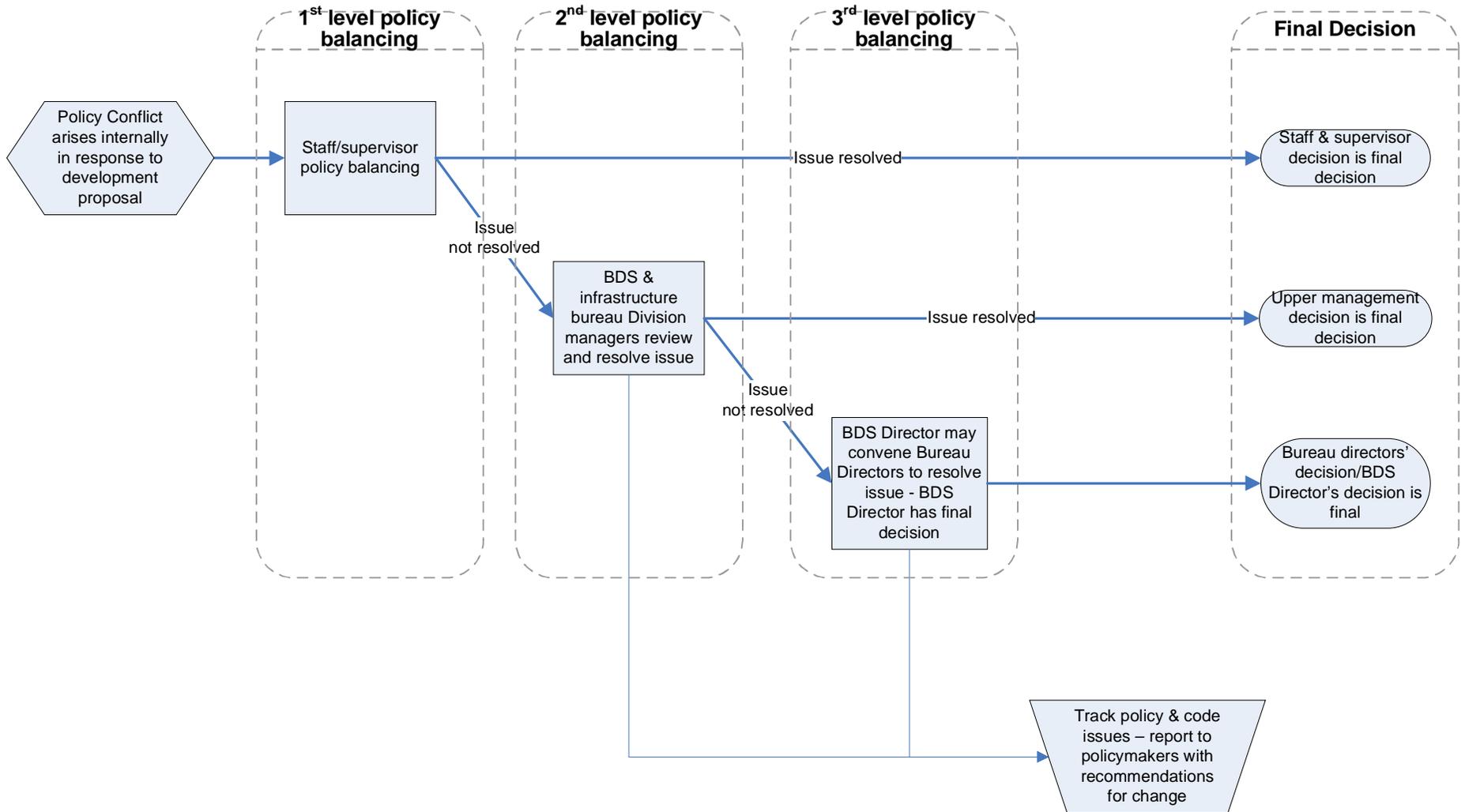
Attachment G



# Policy Balancing Mechanism - Draft

April 2, 2009

Attachment H



Permit Consolidation Project  
HUMAN RESOURCES / EMPLOYEE TRANSITION PLAN

Draft 3/30/09

**Identified Areas for Action:**

- A. Outline transition plan that meets all HR rules and labor contract provisions (seniority, classification, etc).
- B. Coordinate transition with unions and non-represented individuals.
- C. Provide for employee support. Ensure that new staff are welcomed to BDS.
- D. Coordinate the development of *Agreements between Bureaus* on issues related to Human Resources, on-going training, Professional Development for employees, etc. For example:
  - Consider identifying a specified timeline for employee transition; and
  - Analyze process for emergency call-out of staff to infrastructure bureaus.
- E. Compile and describe options and resources for employees regarding training, career development, as well as professional and personal support.
- F. Create feedback or modification loop for reviewing, updating, maintaining and/or modifying any established *Agreements between Bureaus* over time.

**Plan for Employee Transition & Support:**

Develop an *Employee Transition & Support Plan* to for the employees who will be impacted by the transition.

**1. Initial Stages:**

- a. Support the staff arriving from infrastructure bureaus to BDS.
- b. Support BDS staff that will be impacted by arriving new employees and programs.
- c. Prepare BDS managers and infrastructure bureau managers for the transition so as to best support employees.
- d. Use the *BDS New Employee Orientation* process. Obtain feedback, input, and suggestions from infrastructure bureaus about how it can be adapted to meet needs of employees in the infrastructure bureaus.
- e. Identify employees' concerns and questions early in the planning process. When the overall consolidation plan has become more specific, employee input, questions and concerns will be solicited and analyzed for appropriate response.
- f. Provide infrastructure bureau employees and managers with the following BDS training as early in the process as feasible.
  - *BDS Customer Service*
  - *Interest-Based Problem Solving*
  - *Change Management*

- g. Provide many options for employee participation in BDS bureauwide training, events, cultural celebrations, staff meeting visits, check-in sessions with managers, *Chats with the Director*, etc.
- h. Develop an employee survey form (and possibly the option for in-person discussion format) to request employee input, feedback and concerns on employee-related issues, such as: initial training needs; equipment or supply needs; preference for informal workplace activities (birthdays, celebrations, gatherings, etc.); management style concerns or preference; work culture issues or preferences; career development expectations or concerns, etc
- i. The *BDS Fun Committee* has offered to plan events and provide some support.

## **2. Mid-Range Plan:**

- a. Provide training and information about the entire bureau (not limiting the focus on the employee's work section)
- b. Offer job shadows, ride-a-longs, informational interviews, etc.
- c. Provide infrastructure bureau employees with information about BDS internal committees, and encourage participation.
  - Diversity Committee
  - Green Team (sustainability)
  - Labor-Management Committee (LMC)
  - Safety Committee
- d. Periodically survey impacted employees for training, information, equipment and support needs.

## **3. Long-Term Plan:**

- a. Continue supporting ongoing cross-training and professional development needs.
- b. At this stage, the primary tools will be the *BDS Professional Development Plan* process or any *Agreements between Bureaus* established during the consolidation process. (*See BDS LMC Policy documents regarding BDS Professional Development Plans for goals, objectives, resources, etc.*)
- c. Continue to involve impacted employees in reviewing career track issues or concerns, employee support needs, etc.

## **Attachment J**

### **Excerpts from City Auditor Reports**

*Report from the City Auditor | May 1997*

#### **Need to Coordinate Efforts and Clarify Policies** **Major problems remain unresolved**

Although the City has taken a number of steps to improve the performance of the development review process, some major problems remain unresolved. Specifically, the process continues to be time-consuming and poorly coordinated, and applicants still complain of inconsistent and unresponsive service. Our review shows that building permit turnaround time goals are not being met and land use applications often require considerable time to process.

In addition, management information on processing times is often unavailable or unreliable, and ... conflicting policies and poor coordination among the six review bureaus.

*Report from the City Auditor | January 23, 2003*

#### **Progress Made, Further Improvements Needed**

City Auditor report states the following conclusions:

- **Timeliness of building permit processing**

The City is taking longer to review building plans for new residential and commercial construction than it did six years ago. While about 44 percent of all permits are issued in one day, only 18 percent of new residential construction plans and only 10 percent of new commercial construction plans receive first review within 20 working days. The Bureau of Development Services has improved the timeliness of its reviews – Fire & Life Safety and Planning & Zoning – but reviews by other development bureaus have slowed.

- **Mixed customer satisfaction**

Our survey of nearly 700 applicants for building permits and land use approvals showed mixed satisfaction. While customers who receive “over-the-counter” (i.e., same day) approvals report high satisfaction, ratings drop significantly for building and land use reviews that are taken-in for more in-depth review. Compared to a similar survey in 1998, applicants are more satisfied with the amount of information available to them but much less satisfied with the consistency of code interpretations.

*Report from the City Auditor | August 2005*

#### **Bureau commitments to improve timeliness and efficiency have not been fully accomplished**

While we recommended in our 1997 report that all City review staff be consolidated in a new development bureau, review personnel remained as employees of the various development bureaus but were co-located in a new development building

#### **Conclusions**

While many positive steps have been taken to improve the City’s development review process, City officials have been indecisive in their handling of the issue of inter-bureau coordination. Since we issued our initial report in 1997, City officials were slow to establish interagency agreements, and, when agreements were finally established in 2003, they were only partially implemented. More recently, the Mayor (Potter) made the following proposal in the Bureau Innovations Project: “Centralize City permitting functions and identify inter-bureau problem solving teams to improve service to citizens and the construction industry” (see Goal 19). In June 2005, the Mayor (Potter) reiterated this proposal in a memorandum in which he communicated his re-

distribution of bureau assignments to City Commissioners. The Mayor's proposal may stem in part from a study that was conducted in 2004 by the Citywide Efficiencies Team which evaluated the potential efficiencies and budget savings from full consolidation of all permitting functions in a single bureau.

Consolidating all permitting functions within BDS could be a positive step; however, it could also prove to have the same vulnerabilities as past efforts to achieve inter-bureau coordination. Problems in assigning insufficient personnel to development review, a lack in training of assigned personnel, and the lack of monitoring of progress in inter-bureau coordination will still require attention after consolidation. There will still be personnel in large infrastructure bureaus, such as the Bureau of Environmental Services and the Office of Transportation, who need some involvement in the review of development applications. These bureaus will continue to have a stake in development review because they will own and maintain new infrastructure that is approved by BDS. Without sufficient input from these infrastructure bureaus, the City faces the risk of having to maintain facilities that were not designed to minimize long-term costs.

#### **Auditor Recommendation**

Improve inter-bureau coordination and the timeliness of development review by ensuring that key commitments established in the 2003 interagency agreements are accomplished.

We believe that a more concerted effort is needed to ensure that inter-bureau coordination and cooperation is achieved in the City's development review process, regardless of the organizational structure in place. Achieving this cooperation will require consistent leadership and a firm commitment to mutual goals and objectives by City Council and Bureau directors. We believe that the Bureau of Development Services, with assistance from the Mayor and the Commissioner-in-charge of BDS, should ensure that key commitments established in the 2003 interagency agreements are accomplished. Moreover, many recommendations we made in our 1997 and 2003 reports on development review are still pertinent today and should continue to receive attention from BDS, City Council, and Bureau directors.

**Attachment K - Permitting Consolidation**  
**Performance Problems and Potential Improvements**  
 March 7, 2009

Performance Problems	Recommended Improvements
<p>Public works permits take too long, plan reviews are not coordinated between bureaus and applicants are forced to go to several locations to complete the process.</p>	<ul style="list-style-type: none"> <li>• Consolidate Public Works Permitting Process Management within BDS.</li> <li>• Consolidate an integrated PBOT and BES public works permitting (engineering) staff at BDS.</li> <li>• Centralize at BDS all intake of fees, contracts and bonds, and all pre-design and other project meetings.</li> <li>• Expand the BDS Process Manager program to include this permitting process.</li> <li>• Institute mandatory turn-around times and implement through expansion of TRACS programming.</li> <li>• Implement weekly coordination meeting to coordinate reviews and comments/redlines.</li> <li>• Develop customer service program that includes development of online drawings, submittal examples, fee calculator.</li> </ul>
<p>Not all applicants are taking advantage of Early Assistance programs, resulting in notice of critical information requirements (deal killers) late in the development process.</p>	<ul style="list-style-type: none"> <li>• Implement Request for Completeness (RFC) for all Land Use cases. This will result in a significant improvement in providing timely information to the applicant. Type I cases currently do not have RFC. These are usually the smaller projects often with first time “mom and pop” developers.</li> <li>• Create online inquiry process to allow developers to submit project/site info for comment from city staff including fee estimates. (ex. NY business express)</li> <li>• Consolidate Land Use staff at BDS for improved coordination among all interests and to increase the number of available staff to serve the public.</li> <li>• Supplement existing customer service brochures with infrastructure related information (including typical permitting and construction costs) focused at first time developers.</li> <li>• <i>Provide General Fund subsidy to reduce or eliminate early assistance fees and increase developer utilization of service.</i></li> </ul>
<p>The City infrastructure Bureaus do not have a clearly defined appeal process to resolve bureau conflicts similar to building code and fire bureau appeals.</p>	<ul style="list-style-type: none"> <li>• Create Infrastructure Appeal Board that included delegates from PBOT, BES and Water. This board will be similar to the Building Code Appeal Board or Fire Bureau Appeal Board. BDS lead - More funding needed for staff.</li> <li>• Authorize the BDS director to convene the Infrastructure Appeal Board as needed to quickly resolve a conflict.</li> <li>• Consolidate the appeal process into BDS. Authorize BDS to manage the intake and processing of appeals similar to building code appeal process.</li> <li>• Authorize BDS to administer the appeals process for on-site stormwater appeals. Need to get title or code authority for this.</li> </ul>
<p>Final Plat Review process is cumbersome, too lengthy and complex with too many reviews.</p>	<ul style="list-style-type: none"> <li>• Consolidate Right of Way staff &amp; review function into BDS for developer dedications and plat reviews. This BDS staff will work directly with ROW reviewers to expedite process.</li> <li>• Consolidate intake documentation into BDS.</li> <li>• ROW staff can focus on development activities, explore and develop a system for electronic filing and distribution of plats for review. Need funding source, but would eventually work for all plan review, plats, dedications, and PWP would be well suited for this as a pilot though.</li> <li>• Establish turnaround times for developer ROW dedication. Implement and document the performance include City Attorney’s Office.</li> <li>• Create and distribute Final Plat process brochure for applicant, making the brochure available with preliminary land division approval.</li> <li>• Implement a Final Plat Team to meet with applicant prior to submittal of</li> </ul>

Performance Problems	Recommended Improvements
	<p>final plat to implement conditions of approval. This expands on BDS' "concept to construction" philosophy.</p>
<p>Land Use Review process is lengthy and often complex due to the many city policies and goals.</p>	<ul style="list-style-type: none"> <li>• Focus on bureau response times and use of early assistance for more land use cases.</li> </ul>
<p>BES and Site Development provide conflicting information to applicants and stakeholders.</p>	<ul style="list-style-type: none"> <li>• Consolidate on-site development reviews for stormwater within BDS, including responses to Land Use reviews.</li> <li>• Provide consistency and accountability for private stormwater facilities by integrating the reviews of stormwater reports, facility designs, infiltration and depth-to-groundwater tests by the same person and/or team.</li> <li>• Establish linkages through IGA's to evaluate impacts from private stormwater discharges to the public system and watershed resources.</li> <li>• Implement weekly coordination meetings with Land Use Liaison's to establish lines of communication and better problem resolution.</li> </ul>
<p>Public often feel their voices are not heard or their interests are not represented in the development process.</p>	<ul style="list-style-type: none"> <li>• Expand Mayor Adams' Business District Liaison program to include neighborhood or District Coalition land use liaisons from all development related bureaus. Staff from BDS, Fire and Parks would attend <i>monthly</i> land use meetings.</li> <li>• Develop and expand education program for both private developers and general public</li> <li>• Create inter-bureau education teams that reach into the community and attend district/neighborhood meetings <i>annually</i>. (Similar to Bureau of Planning &amp; Sustainability liaison district program)</li> <li>• Provide more opportunity for public to participate in pre-application process.</li> </ul>
<p>There is a lack of accountability for review turnaround times in all areas of development review.</p>	<ul style="list-style-type: none"> <li>• Update and publish modified Intergovernmental Agreements that contain expected turnaround commitments (reviews, support services, and acceptance reviews). These should be provided to each review staff and manager.</li> <li>• Expand the Development Review Advisory Committee's role in reviewing these goals.</li> <li>• BDS to present semiannual progress reports to Council for review. Funding source needed.</li> <li>• Provide additional TRACS support for reporting needs. Significant funding source needed.</li> </ul>

**Attachment K - Permitting Consolidation**  
**Performance Problems and Potential Improvements**  
 March 7, 2009

Performance Problems	Recommended Improvements
<p>Public works permits take too long, plan reviews are not coordinated between bureaus and applicants are forced to go to several locations to complete the process.</p>	<ul style="list-style-type: none"> <li>• Consolidate Public Works Permitting Process Management within BDS.</li> <li>• Consolidate an integrated PBOT and BES public works permitting (engineering) staff at BDS.</li> <li>• Centralize at BDS all intake of fees, contracts and bonds, and all pre-design and other project meetings.</li> <li>• Expand the BDS Process Manager program to include this permitting process.</li> <li>• Institute mandatory turn-around times and implement through expansion of TRACS programming.</li> <li>• Implement weekly coordination meeting to coordinate reviews and comments/redlines.</li> <li>• Develop customer service program that includes development of online drawings, submittal examples, fee calculator.</li> </ul>
<p>Not all applicants are taking advantage of Early Assistance programs, resulting in notice of critical information requirements (deal killers) late in the development process.</p>	<ul style="list-style-type: none"> <li>• Implement Request for Completeness (RFC) for all Land Use cases. This will result in a significant improvement in providing timely information to the applicant. Type I cases currently do not have RFC. These are usually the smaller projects often with first time “mom and pop” developers.</li> <li>• Create online inquiry process to allow developers to submit project/site info for comment from city staff including fee estimates. (ex. NY business express)</li> <li>• Consolidate Land Use staff at BDS for improved coordination among all interests and to increase the number of available staff to serve the public.</li> <li>• Supplement existing customer service brochures with infrastructure related information (including typical permitting and construction costs) focused at first time developers.</li> <li>• <i>Provide General Fund subsidy to reduce or eliminate early assistance fees and increase developer utilization of service.</i></li> </ul>
<p>The City infrastructure Bureaus do not have a clearly defined appeal process to resolve bureau conflicts similar to building code and fire bureau appeals.</p>	<ul style="list-style-type: none"> <li>• Create Infrastructure Appeal Board that included delegates from PBOT, BES and Water. This board will be similar to the Building Code Appeal Board or Fire Bureau Appeal Board. BDS lead - More funding needed for staff.</li> <li>• Authorize the BDS director to convene the Infrastructure Appeal Board as needed to quickly resolve a conflict.</li> <li>• Consolidate the appeal process into BDS. Authorize BDS to manage the intake and processing of appeals similar to building code appeal process.</li> <li>• Authorize BDS to administer the appeals process for on-site stormwater appeals. Need to get title or code authority for this.</li> </ul>
<p>Final Plat Review process is cumbersome, too lengthy and complex with too many reviews.</p>	<ul style="list-style-type: none"> <li>• Consolidate Right of Way staff &amp; review function into BDS for developer dedications and plat reviews. This BDS staff will work directly with ROW reviewers to expedite process.</li> <li>• Consolidate intake documentation into BDS.</li> <li>• ROW staff can focus on development activities, explore and develop a system for electronic filing and distribution of plats for review. Need funding source, but would eventually work for all plan review, plats, dedications, and PWP would be well suited for this as a pilot though.</li> <li>• Establish turnaround times for developer ROW dedication. Implement and document the performance include City Attorney’s Office.</li> <li>• Create and distribute Final Plat process brochure for applicant, making the brochure available with preliminary land division approval.</li> <li>• Implement a Final Plat Team to meet with applicant prior to submittal of</li> </ul>

Performance Problems	Recommended Improvements
	<p>final plat to implement conditions of approval. This expands on BDS' "concept to construction" philosophy.</p>
<p>Land Use Review process is lengthy and often complex due to the many city policies and goals.</p>	<ul style="list-style-type: none"> <li>• Focus on bureau response times and use of early assistance for more land use cases.</li> </ul>
<p>BES and Site Development provide conflicting information to applicants and stakeholders.</p>	<ul style="list-style-type: none"> <li>• Consolidate on-site development reviews for stormwater within BDS, including responses to Land Use reviews.</li> <li>• Provide consistency and accountability for private stormwater facilities by integrating the reviews of stormwater reports, facility designs, infiltration and depth-to-groundwater tests by the same person and/or team.</li> <li>• Establish linkages through IGA's to evaluate impacts from private stormwater discharges to the public system and watershed resources.</li> <li>• Implement weekly coordination meetings with Land Use Liaison's to establish lines of communication and better problem resolution.</li> </ul>
<p>Public often feel their voices are not heard or their interests are not represented in the development process.</p>	<ul style="list-style-type: none"> <li>• Expand Mayor Adams' Business District Liaison program to include neighborhood or District Coalition land use liaisons from all development related bureaus. Staff from BDS, Fire and Parks would attend <i>monthly</i> land use meetings.</li> <li>• Develop and expand education program for both private developers and general public</li> <li>• Create inter-bureau education teams that reach into the community and attend district/neighborhood meetings <i>annually</i>. (Similar to Bureau of Planning &amp; Sustainability liaison district program)</li> <li>• Provide more opportunity for public to participate in pre-application process.</li> </ul>
<p>There is a lack of accountability for review turnaround times in all areas of development review.</p>	<ul style="list-style-type: none"> <li>• Update and publish modified Intergovernmental Agreements that contain expected turnaround commitments (reviews, support services, and acceptance reviews). These should be provided to each review staff and manager.</li> <li>• Expand the Development Review Advisory Committee's role in reviewing these goals.</li> <li>• BDS to present semiannual progress reports to Council for review. Funding source needed.</li> <li>• Provide additional TRACS support for reporting needs. Significant funding source needed.</li> </ul>

## Development Review – Permit Submittal and Issuance Location

This chart shows current and proposed locations for submittal and issuance of permits and reviews.

Bureau		PBOT							BES		Water		BDS	Fire	
Permits, Reviews & Actions		Street Improvement/ROW	Dedication	ROW OTC permit	Shoring in ROW	Excavation in ROW	Major Encroachment	Minor Encroachment	Sanitary & Storm Sewer	Sanitary & Storm Minor Extensions	Water meter/service	Water main	CO or RS permit	Sprinkler/Alarm	Standpipe or Generator
New Street for Land Division	Current	TPB	TPB						TPB		TPB	TPB			
	Proposed	1900	1900						1900		1900	1900			
New house	Current		TPB	1900					1900		TPB		1900	1900	
	Proposed		1900	1900					1900		1900		1900	1900	
New multi-story building	Current	TPB	TPB		1900	1900	TPB	TPB or 1900	1900	TPB	TPB	TPB	1900	Gideon	Gideon
	Proposed	1900	1900		1900	1900	TPB	1900	1900	1900	1900	1900	1900	1900	1900

<b>1900</b>	= 1900 SW Fourth Building
<b>TPB</b>	= The Portland Building, 1120 SW Fifth
<b>Gideon</b>	= SE Gideon Fire permit office, 1300 SE

 Gideon Street

