

**Management Study of the Department of Public  
Works, Development Services Division  
CITY OF SAN JOSE, CALIFORNIA**



**July 21, 2009**

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# **1. INTRODUCTION AND EXECUTIVE SUMMARY**

The report, which follows, presents the results of the organization and management analysis of the Department of Public Works, Development Services Division conducted by the Matrix Consulting Group.

This first chapter introduces the analysis – outlining principal objectives and how the analysis was conducted – and presents an Executive Summary.

## **1. AUDIT SCOPE AND OBJECTIVES.**

The Matrix Consulting Group conducted a comprehensive organization and management analysis of the Development Services Division's existing operations, service levels, management, and staffing levels. The analysis was to be fact based and include all aspects of service provision by the Division. The aspects of this analysis are presented below.

- Evaluate the organizational structure of the Division, including the division of labor and managerial / supervisory spans of control.
- Analyze the staffing and service levels including, but not limited to, staff assignments, workload, training, and the cost-effectiveness of service levels and service delivery.
- Analyze the processes used by the Division to deliver services to its customers including opportunities to streamline and enhance the management of these processes.

The approach of the Matrix Consulting Group in meeting this scope is portrayed below.

- Develop an in-depth understanding of the key issues impacting the Development Services Division. The Matrix Consulting Group conducted interviews with Division staff at all levels of the Division. Interviews focused on goals and objectives, management systems, the use of technology, the levels of service provided by the Division, the resources available to provide those services, etc.

- Develop a profile of the Development Services Division. The Matrix Consulting Group conducted interviews with Division staff and other key staff in the City to document the current organization of services, the structure and functions of the Division, budgets, workload data, management systems, etc.
- Compare the Development Services Division's program and practices to 'best management practices.'
- Conduct focus groups with customers of the Division to elicit feedback regarding the adequacy of the levels of service provided by the Division.
- Evaluate the staffing, organization structure, and service levels in the Development Services Division. This included interviews with key staff to develop an understanding of the current service delivery model, evaluation of the adequacy of current service levels, work practices, work planning and scheduling systems, productivity and staffing levels, the plan of organization, and asset management.

The objective of this assessment was to identify opportunities for improvement in the operational and economic efficiency of the Division and opportunities for enhancing the quality of its product and services.

## **2. THE DEVELOPMENT SERVICES DIVISION EMPLOYS A NUMBER OF BEST PRACTICES.**

An organizational and management analysis by its nature focuses on opportunities for improvement. However, there are a number of strengths in the Development Services Division. Examples of these strengths are portrayed below.

- In the 2007 customer satisfaction study conducted for the City of San Jose, the Public Works Department received high levels of satisfaction from its customers in the development review process.<sup>1</sup> As indicated below, these high levels of satisfaction included customers for both ministerial and discretionary permits.
  - At least 80% of ministerial customers agreed that Public Works staff were courteous (93%), knowledgeable (89%), helpful (84%), responsive (84%), and made an effort to understand their needs as a customer (85%). In addition, At least three-quarters of ministerial customers also agreed that the wait time at the permit counter before being assisted by Public Works staff was reasonable (92%), that plan review comments and corrections were clear and understandable (83%), that plan review comments and

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<sup>1</sup> 2007 Customer Satisfaction Study, True North Research, April 2008

corrections were consistent (76%), that the process and steps needed to obtain a clearance or permit were clearly communicated (80%), that the turn-around time set by the Public Works Department for plan review was reasonable (81%), and that the plan review process was completed by the target date set by the Public Works Department (80%).

- At least three-quarters of discretionary customers agreed that Public Works staff were courteous (91%), knowledgeable (82%), helpful (81%), responsive (77%), and made an effort to understand their needs as a customer (76%). Most discretionary customers also agreed that the wait time at the permit counter before being assisted by Public Works staff was reasonable (89%), that plan review comments and corrections were clear and understandable (67%), that plan review comments and corrections were consistent (59%), and that the process and steps needed to obtain a clearance or permit were clearly communicated (70%).
- AMANDA is utilized for the tracking of the Development Services Division plan review and permits. Data tracked includes the date of submission (of a completed submission) and the date comments are issued. Each review cycle is tracked within the system enabling performance time against established standards to be evaluated. All work related to permits and plan reviews within the Division are entered into the system. Online access is provided to determine status of the application.
- The Division has established cycle time objectives for the review of all plans / permits. These objectives were recently revised due to a 29% reduction in the number of authorized positions for the Division for fiscal year 2008-09. Revisions included, generally, adding shorter time review objectives for second and third reviews than the first review.
- Project engineers have been delegated the authority to approve Minor Permit Plans, flood elevation certificates, grading plans and permits, minor improvement plans, revocable permits, lateral permits, and trench utility permits).
- Physical signatures are no longer needed for the approval and issuance of the following: Grading Permits, Minor Permits, Revocable Permits, and Utility Permits. Project Engineers may electronically sign / approve permits through AMANDA. However, if the permit includes an engineered plan, a manual plan check signature is still necessary.
- The AMANDA system enables project engineers and management to view the status of current and pending permit and plan review applications. Cycle time data is collected for each round of reviews and includes date completed submission received and date comments are issued to the applicant.

- A weekly inter-departmental review committee is utilized with attendance from staff of the Development Services Division to review and coordinate responses between departments.
- A “Development Representative Meeting” is held every six to eight weeks with the development community to primarily discuss Public Works policy and standard changes, discuss issues, and solicit input.

These strengths provide a sound basis for further enhancements.

### **3. AGENDA FOR IMPROVEMENT OF THE DEVELOPMENT SERVICES DIVISION.**

In developing recommendations for the improvement of the Development Services Division, the Matrix Consulting Group was guided by a publication of the American Planning Association entitled *The Development Review Process: A Means To A Nobler and Greater End.*<sup>2</sup> The publication indicated that applicants want a land entitlement process that provides:

- Predictability including clear expectations, no surprises, and a clear decision process with decision points;
- Fair treatment with rules that are the same for everyone with the offering of trust to applicants by the City and the demonstration of trustworthy behavior by the City;
- Accurate and accessible information that is easy to find and understand, with clear applicant requirements and standards;
- Timely processing that establishes early tentative dates for approval or conditional approval of engineering permits, guaranteed plan check cycle times, and published cycle time objectives and results;
- Reasonable and fair costs for application fees, impact fees, and development commitments;
- Competent staff with a team that possesses a balance of “hard” technical skills and “soft” people skills; and

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<sup>2</sup> American Planning Association, Zoning Practice, *The Development Review Process: A Means To A Nobler and Greater End*, January 2005.

- Elegant regulations that fit the circumstances, are easy to navigate, are rational, and that contain desired outcomes not requiring “herculean” efforts to attain.

The report itself contains almost 100 recommendations. It is important for the Division, as it begins to implement these recommendations, not to get lost in the volume and number of recommendations, but to focus on these themes.

The study of the Division, and the staffing required by the Division to provide services to its customers, was made against a backdrop of significant reductions in workload. The number of land entitlement permits and engineering permits processed by the Division in December 2008 and January 2009 were 28% less than the same two months in 2007 and 2008. However, the study is designed to serve as a multi-year strategic plan. Some of the recommendations will need to be phased in based upon the financial resources available to the Division. Others can and should be implemented immediately.

**(1) Enhance the Efficiency of the Processes Used by the Development Services Division.**

PricewaterhouseCoopers developed a model, with the cooperation of the American Institute of Architects, to document the increase in local development activity and government tax revenues through more efficient permit processes.<sup>3</sup> The specific findings of the application of this model are summarized as follows:

- Prompt permitting cycles will encourage economic development;
- Permitting delays raise tenant costs both in new buildings and existing buildings;
- With competition between jurisdictions for new development dollars, more efficient permit processes can attract investment from other areas;
- Accelerating permit processes can permanently increase local government

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<sup>3</sup> PricewaterhouseCoopers, the Economic Development of Accelerating Permit Processes on Local Development and Government Revenues, December 2005

revenues;

- Increased construction spending provides broader economic benefits; and
- Because of the economic importance of investment in structures, even modest efficiency gains in permitting processes can have large impacts.

The project team identified a number of opportunities to enhance the efficiency of the processes utilized by the Division. These opportunities are summarized below.

- **Simplify the improvement plan check process.** The process for plan checking improvement plans is unnecessarily complex with numerous “handoffs” by the Division to other divisions and departments. The process should be simplified. The intent of this simplification is to unify all Development related services under one Division Manager which would expand the control that Development has in expediting services to their clients. As a result, the Division should plan check improvement plans on behalf of Department of Transportation Geometrics, Department of Transportation Sewer Maintenance, Department of Transportation Landscape Maintenance, and the Department of Public Works Materials Testing Laboratory. However, on a limited basis, the Development Services Division will need to utilize the professional expertise of these outside Divisions/Departments. As such, the Development Services Division should develop guidelines and parameters by which outside consultation is necessary.
- **Simplify the final map process.** The Development Services Division routes the final map to the Planning Division for substantial conformance review. The staff of the Development Services Division should conduct this substantial conformance review using the conditions of approval noted in AMANDA by the Planning Division.
- **Use of Private Materials Laboratories.** The permit applicant should be provided with the option of using their own materials testing laboratory for developer-financed public improvements. At the present time, permit applicants pay approximately \$400,000 annually in fees for pavement design and materials testing of developer-financed public improvements by the City’s materials testing laboratory. It is a common practice in other Bay Area cities to permit the applicant to utilize their materials testing laboratory with a requirement that the laboratory comply with the requirements of ASTM E329, E543, and D 740, and with the material testing requirements established by the City (e.g., hot in-place asphaltic concrete shall be tested for oil content and gradation at the asphalt plant once per day or once per 500 tons or fraction thereof). The City could also pre-qualify the material testing laboratories to assure the quality of their services. The Division’s construction inspector would be responsible for assuring that the contractor’s materials testing laboratory complied with these requirements. The



Division should enact a cost-recovery fee for staff to review the pavement design and testing results from the private laboratory.

- **Co-Location of Services.** The Land Survey and Electrical staff that continue to be involved in working with the Development Services Division in plan checking of improvement plans and final maps should be co-located with the Division. This is, in essence, establishing a “one-stop shop.” This approach should be utilized whenever there is more than one full-time equivalent assigned to this service by Land Survey and Electrical.

A streamlined, simplified permit process is one of six essential elements of a customer-oriented development review system. A streamlined, simplified permit process permit processes can help a community promote economic development, lower business costs, and create jobs both within the construction sector and throughout the local economy. Increased tax collections can provide a revenue source that can help finance the costs of the systems and procedural improvements needed to accelerate permit approval.

**(2) Enhance the Practical Implementation of Regulations By the Development Services Division.**

There are two key issues associated with the practical implementation of regulations by the Development Services Division. One is that the interpretation of regulations is consistent with intent. The second is that policies and codes are realistic, achievable, and enforceable.

The project team identified a number of opportunities to enhance the implementation of the regulations by the Division. These opportunities are summarized below.

- **Storm Water Enforcement.** The Development Services Division, and not the Environmental Services Department, should be responsible for the enforcement of compliance with NPDES best practices for developer-financed public improvement construction sites. There is no reason for both the Division and the Department to be responsible for enforcement. The Division visits the

construction sites with greater frequency, and should be responsible. Currently, the Principal Construction Inspector can “shut down” projects that are in violation of their permit conditions. The Division should create a policy that clearly identifies the authority of the Principal Construction Inspector with regards to shutting down projects for non-compliance with permit conditions.

In addition, Public Works Construction Inspectors should be authorized to “cite” developers/property owners for non-compliance. Allowing Public Works Construction Inspectors to “cite” would reduce the redundancy mentioned above. However, any General Fund monies that are currently allocated to “citing” non-compliant development projects should be allocated to the Development Services Division.

- **Allow use of plastic pipe.** The Development Services Division should modify the City’s standard specifications to allow the use of high-density polyethylene pipe for public and private stormwater mains and polyvinyl chloride pressure pipe (SDR 26) for public and private sanitary sewer mains. These products are easier to install, cost less, and meet the engineering standard specifications and details established by a host of other Bay Area cities such as Fremont, Newark, Union City, Milpitas, Sunnyvale, Mountain View, Los Gatos, Saratoga, Cupertino, Campbell, Morgan Hill, etc. The Department has indicated the allowing these alternate pipe materials in Private Streets can be accomplished, however altering the City’s standards for Public Streets will require further coordination with the City’s Department of Transportation, which is the City entity responsible for the long-term maintenance of these facilities.
- **Landscape Approvals.** The Development Services Division, and not DOT Landscape Maintenance, should provide approval for developer-financed landscape construction when it meets the City’s landscape construction details. The City has adopted formal, written landscape construction details. The Division should be designated as the authority for inspection for compliance with these details. The DOT Landscape Maintenance should not be involved.
- **Complete Sanitary Sewer Master plan and Model.** The Department of Public Works Transportation and Hydraulic Services Division, upon completion of the City’s sewer master plan, should provide training to the staff of the Development Services Division regarding the master plan, and in the use and application of the sewer hydraulic model that is part of the master plan. At the present time, it is difficult for the staff of the Division to make the nexus or connection between the exactions required by the City and the sanitary sewer impacts of the proposed development. The completion of this sewer master plan should be a top priority for the Department of Public Works.
- **Complete Storm Water Master plan.** The Department of Public Works Transportation and Hydraulic Services Division should develop a stormwater master plan. This should include a stormwater hydraulic model and training for

the staff of the Development Services Division in the master plan, and in the use and application of the stormwater hydraulic model once it has been developed. At the present time, it is difficult for the staff of the Division to make the nexus or connection between the exactions required by the City and the stormwater impacts of the proposed development. The completion of this storm water master plan should be a top priority for the Department of Public Works.

The effective implementation of regulations is one of six essential elements of a customer-oriented development review system. The effective implementation of these regulations assures that the life-cycle costs of developer-financed public improvements are practical for the developer and the City.

**(3) Enhance the Accountability For Managing the Permit Processes.**

One of the most critical components of effective permit processes is to clearly define the manager in the City's organization accountable for managing the engineering permit process. That manager should "own" that process. That manager should be responsible for that process, responsible for decision-making as it relates to that process, managing a process team, maintaining process metrics at the desired levels, and improving that process. A number of recommendations within the report propose that the City clarify accountability in the City's organization for managing the engineering permit process. These recommendations are portrayed below.

- The Planning and Implementation teams in the Division should be consolidated so that one employee – a project manager - would be responsible for managing the processing of an application from pre-application conference through the land entitlement process and engineering permit process, in addition to providing construction support to the project inspector during the construction stage.
- The project manager should inform the applicant of the schedule for plan checking of their engineering permit application based upon cycle time objectives established by the Development Services Division.
- The project manager should serve as the single point of contact for the processing of their land entitlement permit and engineering permit application by the Development Services Division. The applicant should be informed of the

name, telephone number, and e-mail address of their project manager within the Development Services Division within five days of the receipt of the land entitlement permit from the Planning Division.

- The project manager should be responsible for assuring that all disciplines (i.e., Geometrics, Survey, Materials Testing Lab, etc.) complete their plan check of engineering permit applications in accordance with cycle time objectives established by the Development Services Division.
- The project manager should be responsible for the coordination of the processing of the application by the staff of the Development Services Division and by other divisions that are involved by the Development Services Division in the plan check process including resolution of conflicting conditions of approval.
- The role of the project manager should be formally adopted in writing in a policy developed by the Administration Division of the Public Works Department.
- The Development Services Division should revise its cycle time objectives for engineering permits and plan checking of those permits. The revised cycle time objectives should be simplified: the objectives should only reflect the first plan check and subsequent plan checks. It should not be broken down by second plan check and third plan check, just subsequent plan checks.
- Once the processes utilized by the Division has been streamlined, as recommended within this report, and the staffing recommendations implemented, the cycle time objectives utilized by the Division should be improved. The Division will be capable of a higher level of service.
- The cycle time objectives should be published to the Division's website and identified in the Division's application guides. The actual cycle time by type of permit should be published to the Division's web site on a monthly basis.
- The City should hold the Division Manager for the Development Services Division responsible for management of the amount of working days required for plan checking by all of the divisions involved, not just the Development Services Division, and for monitoring performance against the cycle time objectives on a regular basis.
- The Senior Engineers for the Development Services Division should be held accountable for completion of the processing of permits by their staff in accordance with the cycle time objectives.
- The ability of the project managers to consistently meet the cycle time objectives should be integrated into their performance evaluation when appropriate.

The ability of the Division to provide responsive customer service in the permit

processes depends on clearly defining accountability for managing these processes. The Division Manager should be accountable for creating, sustaining and improving these processes and responsible for the successful outcomes of that process. The accountability for the process is one of the six essential elements of a customer-oriented development review system.

**(4) Enhance the Communication of Regulations, Requirements, and the Process.**

There are three key elements to the effective communication of the regulations, requirements, and process. These include making sure that (1) the process is understandable and works for a variety of different customers, (2) the process and required approvals are communicated clearly, consistently, and early, and (3) information on project status is readily accessible to everyone participating in the process.

A number of recommendations within the report propose that the Division enhance its communication with its customers. These recommendations are portrayed below.

- The City should enhance its consolidated web page for all of the City's development review services. This web page should be enhanced so that it presents information from an applicant's perspective, as recommended within the report. The City of Modesto has developed such a web page: the link to this web page is <http://www.ci.modesto.ca.us/development/>.
- The Development Services Division should clarify its submittal requirements for permit applications and educate the development community regarding these requirements. The Division implements regulations through the cooperation of developers. It should clarify these regulations and enhance the understanding of the development community regarding these regulations through a number of actions such as the following:
  - Update and develop application guides for each of its engineering permits including grading, parcel map, tract map, street easement abandonments,

geologic hazard clearance permits, and public improvement plans.

- The project manager in the Development Services Division should meet with the applicant to discuss substantive application submittal issues that have been found during the initial review of the application.
  - The Development Services Division should provide training to consulting engineers and developers regarding its engineering permit submittal requirements.
  - The Development Services Division should provide feedback and assistance after each submittal when consulting engineers are involved in the development of the application and when they encountered particular problems meeting submittal requirements.
- All of the City's departments and divisions that are involved in the engineering permit process should utilize AMANDA for all aspects of the process.
  - Engineering permit applicants should be informed that online access to the City's AMANDA development tracking system is available so that these applicants can check on the status of their application using the Internet.
  - The Development Services Division should provide land survey training and educational material to consulting engineering/surveying firms to address the problem with incomplete and incorrect land survey data for parcel / final map submittals.
  - The Development Services Division should publish to its web site an engineering permit plan submittal defect library based upon a list of the most common technical code defects encountered during the plan checking of engineering permits.
  - The Development Services Division should publish on a regular basis Client Assistance Memos to its web site and e-mail these Client Assistance Memos to consulting engineers, landscape architects, and traffic engineers that subscribe to these documents.

The 2007 customer satisfaction study conducted for the City of San Jose noted that customers desire communications that are clear, specific, thorough and correct. Customers also want regular communication (or at least the ability to obtain the information) regarding the status of projects as they move through the process. Communication of regulations, requirements, and the process is one of the six essential

elements of a customer-oriented development review system.

**(5) Enhance the Predictability of the Engineering Permit Process.**

The predictability of the engineering permit process is one of the six essential elements of a customer-oriented development review system.

A number of recommendations within the report propose that the Division enhance the predictability of its process. These recommendations are portrayed below.

- The Division should develop a written interpretation log for interpretation of the City's standard specifications by the Division. The purpose of this log is to ensure consistency in the interpretation of regulations by the staff of the Division, and provide the opportunity for applicants to request interpretations, submit requests for variation the standards and specifications, and subscribe to these interpretations.
- The Development Services Division should expand its existing repository of plan check checklists for the use by Division staff. The purpose of these checklists is to assure consistency by the staff of the Division in plan checking of engineering permits. The staff should use these checklists for each application.
- The Development Services Division should schedule the date that the first plan check of the engineering permit applications will be completed at the time of submittal if the application is determined to meet submittal requirements.
- The Development Services Division should lead the development of standard conditions of approval for engineering permits by all of the divisions and departments that participate in the process.
- The Development Services Division should continuously improve it's current list of standard conditions of approval for planning permits, but only for the Public Works aspects of the planning permit.
- Once these standard conditions of approval are updated, these conditions should be reviewed with consulting engineers, general contractors, and developers in the community to assure that these conditions are clearly stated and practical.

The 2007 customer satisfaction study conducted for the City of San Jose noted that customers desire a process that is fair and predictable.

**(6) Enhance the Partnership With Engineering Permit Applicants.**

The sixth essential element of a customer-oriented development review system is a “partnership” culture between staff and applicants to produce quality results that also meet the needs of the community. Fostering this culture necessitates the development of incentives for the submittal of quality engineering permit applications by applicants.

A number of recommendations within the report propose that the Division foster this culture. These recommendations are portrayed below.

- The Development Services Division should clarify in its application guides and on its web site the responsibilities of the project managers in the Division, the responsibility of the multi-disciplinary team members (e.g., Land Survey), and the applicant.
- The Division should investigate the possibility of creating a plan check express program for those consulting engineering firms that consistently submit quality engineering permit plans, and not utilize a policy of first in – first out for all submittals.
- If adopted, the Division should publish this policy to its web site.
- The Division should develop a non-fee application for consulting engineering firms that wish to have their plans processed on an express plan check basis for quality submittals. This application would serve to verify that the firms do, in fact, consistently submit quality plans and applications that meet the submittal requirements and conditions of approval.
- If the policy is approved, the Division should develop formal written criteria for qualifying for the plan check express program for quality submittals.
- The fees charged by the Development Services Division should provide for a flat fee for plan checking that includes three plan checks as part of the submittal, but charges the applicant a time and materials fee for any applications that require more than three plan checks for approval of the submittal.



The efficiency of the engineering permit process is a 2-sided coin. The Division must consistently identify plan check corrections early in the process; applicants must submit quality permit applications that minimize the extent of corrections required.

**(7) The Fees Charged by the Division Should Reflect the Cost Recovery Policies of the City.**

The Division recognizes the City's cost recovery policy for the services provided by the Division. There are a number of recommendations within the report to support the implementation of that policy. These recommendations are presented below.

- The Division should take the lead in the clarification of this cost recovery policy, assisted by the Finance Department. In addition, the Division should partner with the other Development related service providers, such as the Department of Planning, Building, and Code Enforcement, the Fire Department, and the Department of Transportation in bringing forward a consolidated policy that will apply to all Development related services.
- This cost recovery policy should be developed for consideration of the Mayor and City Council as soon as possible.
- The Division should adopt a building permit plan check surcharge sufficient to fully recover its costs for the provision of these services in the permit center on the first floor of City Hall.
- The Division should collect the fee for flood plain plan checking before (and not after) the provision of this plan check service.
- The indirect cost allocation for citywide overhead charged to the Development Services Division should be the same level as that charged to the Development Planning Review / Building Construction Inspection Program / Planning, Building and Code Enforcement Department.

The Division faces a daunting challenge of cost recovery in the current economic climate.

**4. SUMMARY OF RECOMMENDATIONS**

The table, that follows, summarizes the recommendations presented within the report.

**SUMMARY OF RECOMMENDATIONS**

Recommendation	Managerial Accountability	Time Frame for Implementation	Fee Increase Dependent
<b>Chapter 7 - Analysis of Work Practices and Processes</b>			
The Planning and Implementation teams should be consolidated so that one employee of the Development Services Division would be responsible for the processing of an application from pre-application conference through the land entitlement process and engineering permit process, in addition to providing construction support to the Public Works Construction Inspector.	Division Manager	Phased in implementation beginning 1st Quarter 2009-10	No
The project manager should inform the applicant of the schedule for plan checking of their engineering permit application at submittal based upon cycle time objectives established by the Division.	Division Manager	2nd Quarter 2009-10	No
The project manager should serve as the single point of contact for the processing of their land entitlement permit and engineering permit application by the Division.	Division Manager	Phased in implementation beginning 1st Quarter 2009-10	No
The project manager should be responsible for assuring that all disciplines (i.e., Geometrics, Survey, Materials Testing Lab, etc.) complete their plan check of engineering permit applications in accordance with cycle time objectives established by the Division.	Division Manager	2nd Quarter 2009-10	No
The applicant should be informed of the name, telephone number, and e-mail address of their project manager within the Division within five days of the receipt of the land entitlement permit from the Planning Division.	Division Manager	2nd Quarter 2009-10	No
The project manager should be responsible for the coordination of the processing of the application by the staff of the Division and by other divisions that are involved by the Development Services Division in the plan check process including resolution of conflicting conditions of approval.	Division Manager	2nd Quarter 2009-10	No
The role of the project manager should be formally adopted in writing in a policy developed by the Administration Division of the Public Works Department.	Division Manager	2nd Quarter 2009-10	Yes
The Division should include in its' application guides and on its web page the responsibilities of the Division's project managers, the responsibilities of other divisions / departments involved in the engineering permit process (e.g., Land Survey), and the responsibilities of applicants.	Division Manager	2nd Quarter 2009-10	Yes

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<b>Recommendation</b>	<b>Managerial Accountability</b>	<b>Time Frame for Implementation</b>	<b>Fee Increase Dependent</b>
The Division should develop and adopt a written policy on engineering permit application completeness and the basis for rejecting incomplete applications. This policy should be published to the Division's web site.	Division Manager	2nd Quarter 2009-10	No
Training should be provided to the Division Staff regarding the basis for rejecting engineering permit applications as incomplete.	Division Manager	3rd Quarter 2009-10	No
The Division staff should check engineering permit applications at submittal to assure these applications meet essential submittal requirements and reject incomplete applications.	Division Manager	2nd Quarter 2009-10	No
The Development Services Division should update and expand the current selection of application guides for each of its engineering permits including grading permits, parcel maps, tract maps, street easement abandonments, geologic hazard clearance permits, and public improvement plans, etc.	Division Manager	2nd Quarter 2009-10	Yes
The Development Services Division should expand the applications for each type of application to include a checklist of essential submittal requirements. The applicant should be required to check off and sign the checklist.	Division Manager	2nd Quarter 2009-10	Yes
The project manager in the Division should meet with the applicant to discuss issues that have been found during the first plan check.	Division Manager	1st Quarter 2009-10	No
The Division should provide training to consulting engineers and developers regarding its engineering permit submittal requirements.	Division Manager	3rd Quarter 2009-10	Yes
The Division should provide feedback and assistance after each submittal when consulting engineers are involved in the development of the application and when they encountered particular problems meeting submittal requirements.	Division Manager	1st Quarter 2010-11	Yes
The Division should establish systems to monitor the extent of complete submittals for engineering permit application.	Division Manager	1st Quarter 2010-11	Yes
Requirements for traffic impact reports need to be specified in a simple application guide which will accompany the City's Traffic Impact Analysis Handbook and be published to the Development Services Division's web site. In addition, all development related traffic policies should be placed on the Development Services Division webpage.	Division Manager	1st Quarter 2010-11	Yes
The Division should publish to its web site a code defect library based upon a list of the most common technical code defects encountered during the plan checking of engineering permits.	Division Manager	1st Quarter 2010-11	Yes
The Division should publish on a regular basis Client Assistance Memos to its web site and e-mail these Client Assistance Memos to consulting engineers, landscape architects, and traffic engineers that subscribe to these documents.	Division Manager	1st Quarter 2010-11	Yes
Cycle time objectives should be simplified: the objectives should only reflect the first plan check and subsequent plan checks. It should not be broken down by second	Division Manager	3rd Quarter 2009-10	Yes

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<b>Recommendation</b>	<b>Managerial Accountability</b>	<b>Time Frame for Implementation</b>	<b>Fee Increase Dependent</b>
plan check and third plan check, just subsequent plan checks.			
Upon full implementation of the recommendations within this report, the Development Services Division should revise its cycle time objectives for engineering permits and plan checking of those permits.	Division Manager	1st Quarter 2010-11	Yes
Current cycle time objectives should be published to the Division website and identified in the Division's application guides.	Division Manager	1st Quarter 2009-10	No
The actual cycle time by type of permit should be published to the Division's web site on a quarterly basis.	Division Manager	3rd Quarter 2009-10	Yes
The City should hold the Division Manager responsible for management of the amount of workdays required for plan checking by all of the divisions involved, not just the Development Services Division and for monitoring performance against the cycle time objectives on a regular basis.	Division Manager	3rd Quarter 2009-10	No
The Division should develop and adopt a written Division policy and procedure for the maintenance of project status information in AMANDA and in the hard copy file by the project manager assigned to processing engineering permit applications.	Division Manager	3rd Quarter 2010-11	Yes
The Division should develop and adopt a written policy and procedure that assigns responsibility to the project manager for assuring ongoing maintenance of project status information in AMANDA and the hardcopy project file. In addition, Senior Engineers should randomly audit the projects assigned to each of the engineers and engineering technicians within his/her development team to determine whether the project is active, is inactive as a result of applicant inaction and should be terminated, or has been cancelled or withdrawn and the project status should be updated in AMANDA.	Division Manager	3rd Quarter 2010-11	Yes
The Division should track and monitor the success or failure of engineers and engineering technicians in meeting cycle time objectives through regular management information reports generated on a monthly basis by AMANDA.	Division Manager	1st Quarter 2010-11	Yes
The Division should integrate the ability of the project managers to consistently meet the cycle time objectives into their performance evaluation as necessary.	Division Manager	1st Quarter 2010-11	Yes
The Senior Engineers should plan and schedule of the processing of engineering permit applications	Division Manager	1st Quarter 2009-10	No
The Senior Engineers should be held accountable for the ongoing maintenance of this open case inventory and the completion of the processing of permits by their staff in accordance with the cycle time objectives.	Division Manager	4th Quarter 2009-10	Yes
The Division should generate ongoing monthly management information reports using Amanda to track performance against cycle time objectives and monitor the case workload and performance for Engineers or Engineering Technicians in the Division.	Division Manager	4th Quarter 2009-10	Yes

**CITY OF SAN JOSE, CALIFORNIA**  
**Management Study of the Development Services Division**

<b>Recommendation</b>	<b>Managerial Accountability</b>	<b>Time Frame for Implementation</b>	<b>Fee Increase Dependent</b>
The Analyst II should generate these reports on a monthly basis or as needed.	Division Manager	4th Quarter 2009-10	Yes
The Division should develop and adopt permit funding and cycle time agreements with applicants for high priority projects.	Division Manager	2nd Quarter 2009-10	Yes
The Development Services Division should update existing process/permit checklists and utilize these checklists for those processes which lack this valuable tool. The Division should conduct outreach to the Development community during the creation of these checklists.	Division Manager	3rd Quarter 2009-10	No
The Division should schedule the engineering permit applications for completion of the first plan check at the time of submittal if the application is determined to meet submittal requirements, and inform the applicant of that schedule at the time of submittal.	Division Manager	1st Quarter 2009-10	No
All of the departments and divisions should utilize Amanda for all aspects of the engineering permit process.	Division Manager	1st Quarter 2010-11	Yes
Modules, applications and reports should be developed within Amanda to support the work of these departments and divisions.	Division Manager	1st Quarter 2010-11	Yes
Training should be provided to staff as appropriate in the use of Amanda for the engineering permit process.	Division Manager	1st Quarter 2010-11	Yes
A training manual should be developed for the use and application of Amanda.	Division Manager	1st Quarter 2010-11	Yes
The Division staff assigned to the engineering permit intake should continue to be responsible for utilizing AMANDA for folder initialization, fee information, and updating folders with project information.	Division Manager	1st Quarter 2009-10	No
Project managers in the Division should be held responsible for the quality of information in Amanda for those engineering permits assigned to the project managers.	Division Manager	3rd Quarter 2009-10	No
The capacity in AMANDA for automated checklists should be expanded and better utilized by the Development Services Division.	Division Manager	1st Quarter 2009-10	Yes
Senior Engineers and project managers should continue to utilize AMANDA to manage workflow. The Division should look for any opportunity to automatically update clients with pertinent project information via emails or the online AMANDA interface. Prior to making these improvements, the Division should meet with a developer's representative group to determine what improvement would provide the most value for our clients.	Division Manager	1st Quarter 2009-10	Yes
The Division should better utilize Amanda to provide the capacity for applicants to access data through the Internet or for applicants to subscribe to information.	Division Manager	1st Quarter 2009-10	Yes
The link between AMANDA and the GIS system should be overhauled to provide	Public Works	4th Quarter 2010-	Yes

**CITY OF SAN JOSE, CALIFORNIA**  
**Management Study of the Development Services Division**

<b>Recommendation</b>	<b>Managerial Accountability</b>	<b>Time Frame for Implementation</b>	<b>Fee Increase Dependent</b>
more reliable data and a more user-friendly interface. Updating the GIS system should be a top Department priority. Plan check corrections and comments should be recorded and stored in AMANDA.	Director	11	
The plan checking of improvement plans should be simplified and streamlined. The only plans that should be routed should be to the Municipal Water and South Bay Water Recycling Electrical Engineer, when streetlight locations/circuits are involved, and City's Development And Regional Traffic Signals Team when traffic signals are involved. All other aspects of improvement plans should be plan checked by the Development Services Division.	Division Manager	1st Quarter 2009-10	Yes
The Development Services Division should plan check these parcel map and final map submittals on behalf of the Planning Division.	Public Works Director	2nd Quarter 2009-10	No
The Development Services Division should enhance the existing list standard conditions of approval for planning applications.	Division Manager	3rd Quarter 2009-10	Yes
The Development Services Division should standardize and provide formal comments for Engineering Permit applications	Division Manager	3rd Quarter 2009-10	Yes
Once these standard conditions of approval are enhanced and formal correspondence is developed, these documents should be reviewed with consulting engineers, general contractors, and developers in the community to assure that this information is clearly stated and practical.	Division Manager	3rd Quarter 2009-10	Yes
The Division should investigate the possibility of construction inspection staff of the Development Services Division being given the authority to "cite" and "fine" projects that do not comply with NPDES permit requirements.	Division Manager	3rd Quarter 2009-10	Yes
Environmental Services Department should not be routinely utilized to enforce compliance with NPDES best practices. The Division should clearly identify, in a written policy, the procedures and conditions in which a project site can be shut down by the Principal Construction Inspector. In addition, the Division should clarify if non-compliance with NPDES requirements qualifies under this policy.	Public Works Director	1st Quarter 2010-11	Yes
The Development Services Division should develop measures to reduce its reliance on the City's materials testing laboratory. The engineering permit applicant should be provided with the option of using their own materials testing laboratory for off-site materials testing of public improvements in lieu of the City's materials testing laboratory.	Division Manager	3 <sup>rd</sup> Quarter 2009-10	No
The Development Services Division should consider developing a plan check express program for those consulting engineering firms that consistently submit quality engineering permit plans, and not utilize a policy of first in – first out for all submittals.	Division Manager	1st Quarter 2010-11	Yes

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**Management Study of the Development Services Division**

<b>Recommendation</b>	<b>Managerial Accountability</b>	<b>Time Frame for Implementation</b>	<b>Fee Increase Dependent</b>
If adopted, the Development Services Division should publish this policy on its web site.	Division Manager	1st Quarter 2010-11	Yes
The Division should develop a non-fee application for consulting engineering firms that wish to have their plans processed on an express plan check basis for quality submittals.	Division Manager	1st Quarter 2010-11	Yes
If this policy is adopted, the Development Services Division should develop formal written criteria for qualifying for the plan check express program for quality submittals.	Division Manager	1st Quarter 2010-11	Yes
The fees charged by the Division should provide for a flat fee for plan checking that includes three plan checks as part of the submittal, but charges the applicant a time and materials fee for any applications that require more than three plan checks for approval of the submittal.	Division Manager	1st Quarter 2009-10	No
The Division should provide land survey training and educational material to consulting engineering firms to address the problem with incomplete and incorrect land survey data for final map submittals.	Division Manager	3rd Quarter 2009-10	Yes
The Division should consider making this training mandatory for those firms that require an excessive number of final map plan checks to attain an approved final map as it pertains to land survey.	Division Manager	3rd Quarter 2009-10	Yes
The Transportation and Hydraulic Services Division should provide training to the staff of the Development Services Division in the City's sanitary sewer master plan, and in the use and application of the sanitary sewer hydraulic model once it has been developed.	Public Works Director	3rd Quarter 2009-10	No
The Transportation and Hydraulic Services Division should prepare a similar master plan for its stormwater collection system including a stormwater hydraulic model and provide training to the staff of the Development Services Division in the City's stormwater master plan, and in the use and application of the stormwater hydraulic model once it has been developed.	Public Works Director	3rd Quarter 2009-10	No
The completion of both the Sanitary Sewer and Storm Sewer Master plans should be top Department Priorities.	Public Works Director	???	No
The Development Services Division should develop and adopt a formal written process and application for applicants that seek to vary from the Public Works Department Standard Details and Specifications.	Division Manager	4th Quarter 2009-10	Yes
Once interpretations regarding the standards and specifications have been made, these interpretations should be published to the Division's web site.	Division Manager	1st Quarter 2010-11	Yes

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**Management Study of the Development Services Division**

<b>Recommendation</b>	<b>Managerial Accountability</b>	<b>Time Frame for Implementation</b>	<b>Fee Increase Dependent</b>
The opportunity to request interpretations, submit requests for variation the standards and specifications, and subscribe to these interpretations should be published to the Division's web site.	Division Manager	1st Quarter 2010-11	Yes
The Development Services Division should modify the City's standard specifications to permit the use of high-density polyethylene pipe for private stormwater mains and polyvinyl chloride pressure pipe SDR 26 for private sanitary sewer mains.	Public Works Director	1st Quarter 2009-10	No
The Development Services Division should work with the Department of Transportation to modify the City's standard specifications to permit the use of high-density polyethylene pipe for public stormwater mains and polyvinyl chloride pressure pipe SDR 26 for public sanitary sewer mains.	Public Works Director	4th Quarter 2009-10	Yes
The City should enhance its current consolidated web page for all of the City's development review services.	Public Works Director	1st Quarter 2010-11	Yes
The Development Services Division should enhance its web page	Division Manager	1st Quarter 2010-11	Yes
The Development Services Division should be assigned responsibility for construction inspection of developer-financed landscape improvements. The DOT Landscape Maintenance should not be required to provide final inspection approval.	Public Works Director	3rd Quarter 2009-10	No
The Development Services Division should migrate towards electronic plan submittal and review.	Division Manager	1st Quarter 2010-11	No
The Development Services Division should purchase larger monitors for viewing plans online by its staff.	Division Manager	1st Quarter 2010-11	Yes
The Development Services Division should develop standard formats for submittal of electronic plans. Upon development of these standards, the Division should start accepting and encouraging applicants to submit electronic plans.	Division Manager	1st Quarter 2010-11	Yes
The Development Services Division in coordination with it's Development Services Partners, should take the lead in the development of this cost recovery policy, assisted by the Finance Department.	Division Manager	1st Quarter 2009-10	No
This cost recovery policy should be developed for consideration of the City Council as soon as possible	Public Works Director	1st Quarter 2009-10	No
The Development Services Division should collect the fee for flood plain plan checking before the provision of this plan check service.	Division Manager	4th Quarter 2008-9	No
The indirect cost allocation for citywide overhead charged to the Development Services Division should be decreased to the same level as that charged to the Development Planning Review / Building Construction Inspection Program / Planning, Building and Code Enforcement Department.	Public Works Director	4th Quarter 2008-9	No
The Development Services Division should clearly document its policies and procedures.	Division Manager	1st Quarter 2010-11	Yes



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**Management Study of the Development Services Division**

<b>Recommendation</b>	<b>Managerial Accountability</b>	<b>Time Frame for Implementation</b>	<b>Fee Increase Dependent</b>
The Development Services Division should establish a policies and procedures committee, consisting of five to seven staff, that includes a representation of managers from all teams.	Division Manager	1st Quarter 2010-11	Yes
The Analyst II in the Division should be assigned responsibility for development of the policies and procedures manual working with the committee.	Division Manager	1st Quarter 2010-11	Yes
The Development Services Division should develop a training plan for its employees based upon a needs assessment.	Division Manager	1st Quarter 2009-10	No
The Division should adopt a policy that requires all of the Division employees receive not less than 40 hours of job-related training per year.	Division Manager	1st Quarter 2009-10	No
The Land Survey and Electrical staff that work with the Development Services Division in the plan checking of improvement plans and final maps should be co-located with the staff of the Division in instances in which one full-time position or more is assigned to this service.	Public Works Director	2nd Quarter 2009-10	No
<b>Chapter 8 - Analysis of Staffing and Organizational Structure</b>			
The Development Services Division should be authorized eleven (11) Associate Engineers, Engineer I / II's, Engineering Technicians, Engineering Geologists, and Structural Land Designers for the processing of land entitlement and engineering permits.	Division Manager	1st Quarter 2009-10	Yes
The number of authorized Associate Engineers, Engineer I / II's, Engineering Technicians, Engineering Geologists, and Structural Land Designers for the processing of land entitlement and engineering permits should be reduced by four (4) positions.	Division Manager	1st Quarter 2009-10	No
The Development Services Division should be authorized two (2) positions for the Traffic Team: one Principal Engineering Technician and an Associate Engineering Technician.	Division Manager	1st Quarter 2009-10	Yes
The Development Services Division should be authorized five (5) Senior and Associate Construction Inspector positions to the Construction Inspection team.	Division Manager	1st Quarter 2009-10	Yes
The number of Senior and Associate Construction Inspector positions should be decreased by one (1) position.	Division Manager	1st Quarter 2009-10	Yes
The Development Services Division should use a "scalable" plan of organization to address workload increases in the future that utilizes a mix of City staff and private consulting engineers.	Division Manager	1st Quarter 2009-10	Yes
The Planning and Implementation Teams should be consolidated with each supervised by a Senior Engineer.	Division Manager	1st Quarter 2009-10	Yes
The consolidated teams should each be responsible for processing land entitlement permits and engineering permits from "cradle to grave".	Division Manager	1st Quarter 2009-10	Yes
As the number of Planning and Implementation Teams increases in the future in	Division	Dependent on	Yes

**CITY OF SAN JOSE, CALIFORNIA**  
**Management Study of the Development Services Division**

<b>Recommendation</b>	<b>Managerial Accountability</b>	<b>Time Frame for Implementation</b>	<b>Fee Increase Dependent</b>
response to the economic recovery, the number of Senior Engineers should be increased to maintain reasonable spans of control.	Manager	increased future activity	
Through attrition, the classifications utilized in the Traffic Team should transition to Transportation Specialist series.	Division Manager	1st Quarter 2009-10	Yes
As funding becomes available, the Division should create an Assistant Geologist position.	Division Manager	3rd Quarter 2009-10	Yes

## **2. PROFILE**

This chapter presents background information regarding the Development Services Division. The chapter includes the following:

- Organizational structures denoting reporting relationships;
- Workload and staffing trends where available; and
- The roles and responsibilities of staff.

The chapter opens with a description of the Division, a division of the Public Works Department.

### **1. THE DEVELOPMENT SERVICES DIVISION IS AUTHORIZED FORTY-TWO STAFF MEMBERS (FORTY FULL-TIME & TWO PART-TIME).**

The plan of organization for the Development Services Division is presented in the first exhibit at the end of this chapter (see exhibit 1). Important points to note regarding the plan of organization are presented below.

- This reflects the duties and the plan of organization that existed at the beginning of the study. Several adjustments in staffing have occurred since the beginning of the study in response to declining workload and revenue.
- The Division Manager for the Development Services Division reports to the Deputy Director for Capital Delivery of Street Improvement Projects, Engineering Services, and Private Development. The Division Manager is one of three Division Managers that reports to the Deputy Director: the other two Division Manager's include a Division Manager for Engineering Services and a Division Manager for Transportation and Hydraulic Services.
- Five positions report to the Division Manager. These include three Senior Civil Engineers, an Analyst II, and a Staff Specialist.
- There are a number of teams within the Division that are focused on specific tasks or services. These teams are summarized below.
  - **Planning Teams.** There are three Planning teams. These teams are responsible for reviewing discretionary Planning applications and permits such as conditional use permits, tentative subdivision maps, planned

development rezonings, planned development permits, site development permits, special use permits, etc. for 30-day completeness check and to develop Public Works conditions of approval. The conditions of approval may include, but are not limited to requirements to construct certain public street improvements, the need for the project to obtain grading permits, requirements to dedicate easements to the City, the project to perform Traffic Impact Analysis, etc.

- **Implementation Teams.** There are two Implementation teams. These teams are responsible for plan checking grading plans, public and private street improvement plans, final maps, parcel maps, street vacations, street dedications, revocable encroachment permits for conformance with the City's standard specifications, Public Works engineering practices, and Public Works conditions of approval for the project. In addition to plan checking, this team also provides project support through the creation and processing of construction agreements, calculation and collection of various City service and impact fees, guide the project applicants through the Public Works Implementation process, and provide engineering support during construction.
- **Traffic Team.** This team is responsible for the preparation of traffic impact analysis workscope memos for the traffic impact analysis studies to be prepared by private consulting traffic engineers for discretionary planning permits; coordinating and quality controlling the traffic impact analysis with consulting traffic engineers; and conducting City in-house traffic impact analysis for smaller discretionary projects. In addition, this team is responsible for maintenance of certain traffic informational databases and works closely with the City's Department of Transportation regarding traffic policy implementation.
- **Floodplain Management Team.** This team is responsible for plan checking discretionary planning permits for the Planning Teams to develop conditions of approval for those projects located in FEMA 100-year floodplains to assure conformance with the City's Special Flood Hazard Ordinance; plan checking grading permits for the Implementation Teams to assure compliance with the requirements of the City's Special Flood Hazard Ordinance; answering questions from the public, including calls received in the flood information hot line, regarding whether their parcel is located in the flood plain; etc. In addition to project management and information services, this team also provides Citywide floodplain program management by coordinating projects with FEMA when necessary, reporting and working with FEMA during audits and/or FEMA 100-year flood map changes.
- **Customer Service Team.** This team is assigned to the development center on the first floor of City Hall. The responsibilities of this team include providing Public Works Clearance for building permits issued over-

the-counter such as new single family dwellings, single family dwelling additions, tenant improvements, etc.; This includes flood zone clearances, attending meetings with the Building and Safety Division on a daily basis regarding express building permits including tenant improvements, industrial tool installation, and small business ambassador; calculating sewer connection and sewer area fees; issuing permits for work in the right-of-way including conditions of approval and traffic control; and providing information to the public (walk-in and over-the-phone) regarding sewer lateral locations, flood zone information, and questions regarding Public Works permits, etc.

- **Geology Team.** This team is assigned the responsibility of providing geologic hazard clearances for discretionary and ministerial permits for the Planning and Implementation Teams for those projects located in geologic hazard zones or seismic hazard zones. This work includes: evaluation of geologic hazards including earthquake faults, landslides, and building construction on hillsides, plan checks grading plans located within geologic hazard zones or seismic hazard zones, and reviewing environmental documents related to geology.
- **Special Districts Team.** This team is assigned responsibility for creating and administering assessment districts for the funding of the construction and maintenance of public improvements, creating business improvement districts to fund enhanced levels of service for maintenance of public improvements, and administering assessment districts and business improvement districts including identifying the assessments per property in the district that need to be placed on the County of Santa Clara tax rolls and submitting to the County of Santa Clara Assessor's Office on an annual basis.

The responsibilities of the staff assigned to the Development Services Division are summarized in the second exhibit following this page.

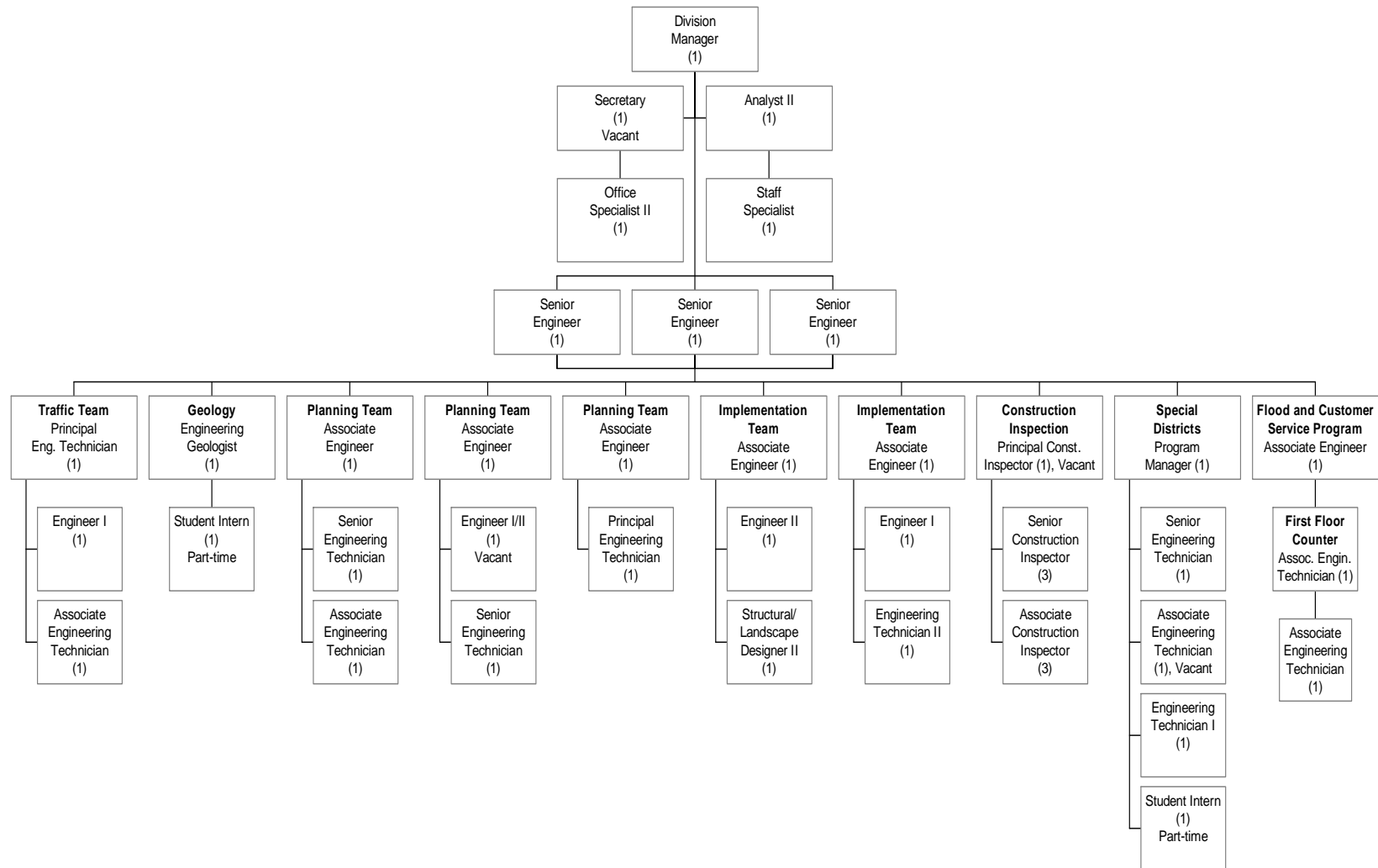
### **3. THE DEVELOPMENT SERVICES DIVISION HAS A FISCAL YEAR 2008-09 BUDGET OF \$8.14 MILLION.**

The third exhibit at the end of this chapter presents the authorized revenues and expenditures for the Development Services Division. Important points to note regarding the authorized expenditures are presented below.

- The budgeted expenditures for the Division in fiscal year 2008-09 is \$8,139,859. Included within this amount, the Division is responsible for a City-Wide Overhead payment of 26.29% of fee position salaries and 40.1% of capital position salaries.

- Funding of services provided by other divisions within the Department of Public Works or other departments comprise a significant proportion of these expenditures. Within the Department of Public Works, these include the Administrative support staff, the Materials Testing Laboratory, the Survey Section, the Electrical Section, and the Utilities Section. Within the overall City-wide organization, these expenditures include the Department of Transportation, the Integrated Development Tracking System (more commonly known as the AMANDA Project Tracking System), and Imaging Services.
- The budgeted revenues for the Division amount to \$8,143,168. Of this amount, 70% consists of current year developer funded service fees, while 4% represents the use of fee reserves. The City's General Fund provides revenues that comprise 8% of budgeted revenues. A significant portion of this General Fund support is ultimately revenue reimbursed (e.g., In-Lieu funds and Special Districts programs). Also, other departments fund services delivered by the Division (e.g., Undergrounding In-Lieu Fee Collection, Sewer Area Fee collection, Transportation Support) providing revenue amounting to 18% of budgeted revenues.

Existing Organization of the Development Services Division



**Exhibit 2 (1)**

**Roles and Responsibilities of the Staff of the Development Services Division**

Position Title	Number of Positions	Roles and Responsibilities
Division Manager	1	<ul style="list-style-type: none"> <li>• Division manager for the Development Services Division</li> <li>• Supervises three Senior Civil Engineers, a Staff Specialist, and an Analyst II.</li> <li>• Plans, implements, and evaluates the delivery of services by the Development Services Division</li> <li>• Coordinates the delivery of services by the Division within the Department of Public Works (the Materials Testing Laboratory, Survey Section, Electrical Section, Utilities), the Departments of Transportation, Planning, Building, and Code Enforcement, Environmental Services, and Parks, Recreation, and Neighborhood Services.</li> </ul>
Senior Engineer	3	<ul style="list-style-type: none"> <li>• These three Senior Engineers act as “coaches” for ten first-line supervisors and staff</li> <li>• Seniors are responsible for the shared management, supervision, and coaching of five program management teams (Traffic, Geology, Flood, Special Districts, and Construction Inspection) and five project (planning and implementation) teams comprised of project team leaders, engineers, and engineering technicians in the planning, design, and construction of public and private infrastructure financed by private developers. Seniors plan, assign, direct, coach, and evaluate the work of staff in connection with private development functions.</li> <li>• Seniors assist and advise the Division Manager and Deputy Director on matters related to development fee studies, development staffing organization, development policy issues, strategies on how to remain cost-effective and cost-recovery, Department wide staffing and policy issues, and difficult/complex/high-profile development projects.</li> <li>• Seniors represent the Department at Planning Commission Hearings with the Planning Team engineer when necessary.</li> <li>• Plan, assign, direct, supervise and evaluate the work of these ten first-line supervisors and staff</li> </ul>



**Exhibit 2 (2)**

<b>Position Title</b>	<b>Number of Positions</b>	<b>Roles and Responsibilities</b>
Senior Engineer (Cont'd)	3	<ul style="list-style-type: none"> <li>• Work with the three Planning Teams and the two Implementation Teams in the Public Works processing of discretionary and ministerial permits.</li> <li>• Coordinate the work of the Planning Teams and the Implementation Teams with the Traffic Team,</li> <li>• Directly involved in the more complex projects such as the buildout of the North San Jose Visioning Strategy, Flea Market Development, Coyote Valley Research Park, Tesla Motors, Hitachi Transit Village. and Communications Hills Specific Plan Phase Two</li> <li>• Review and quality control the comment and condition memos developed by the Planning Teams and the Implementation Teams</li> </ul>
Analyst II	1	<ul style="list-style-type: none"> <li>• Monitors current fiscal year's revenues and expenditures for the Division</li> <li>• Prepares the following fiscal year's budget for the Division including revenues, expenditures, and user fee adjustments</li> <li>• Processes new hires for the Division including parking passes, computer access, personnel information, etc.</li> <li>• Coordinates the recruitment and selection for vacant positions in the Division with the Human Resources Department</li> <li>• Supervises a Staff Specialist</li> </ul>
Secretary (vacant)	1	<ul style="list-style-type: none"> <li>• Provide secretarial support to the Division Manager, the three Senior Engineers, and the Analyst II.</li> </ul>
Staff Specialist	1	<ul style="list-style-type: none"> <li>• Provides budget and analytical support to the Division Analyst.</li> <li>• Provide human resources support to the Division and Analyst.</li> <li>• Provides administrative support to the Division.</li> </ul>
Office Specialist II	1	<ul style="list-style-type: none"> <li>• Provides customer service, including acting as a development services (Planning and Public Works) receptionist five days a week, four hours a day; refers individuals to the appropriate staff members, and gives out a variety of counter information and written materials.</li> <li>• Answers telephone calls, takes messages, and refers telephone calls to appropriate person; answers questions and provides a variety of information over the telephone.</li> <li>• Opens, sorts, and distributes mail.</li> <li>• Orders, maintains and issues supplies.</li> </ul>

**Exhibit 2 (3)**

<b>Position Title</b>	<b>Number of Positions</b>	<b>Roles and Responsibilities</b>
Principal Construction Inspector	1	<ul style="list-style-type: none"> <li>Supervises three Senior Construction Inspectors and three Associate Construction Inspectors</li> <li>Coordinates the work of the construction inspectors with the Materials Testing Laboratory</li> <li>Coordinates the work of construction inspectors with the Implementation Teams</li> <li>Trains and evaluates work of construction inspectors; reviews completed work and prepares required records and reports.</li> </ul>
Senior Construction Inspector	3	<ul style="list-style-type: none"> <li>Assigned to six geographical construction inspection zones</li> <li>Responsible for the construction inspection of developer-constructed public improvements including landscaping, sewers, pavement, streetlights, curbs, gutters, and sidewalks to assure conformance with the approved public or private street improvement plans and the City's Standard Specifications and Construction Details.</li> <li>Coordinates materials testing with the Materials Testing Laboratory including submittals, appointments for compaction testing, etc.</li> <li>Coordinates final inspection of streetlights and traffic signals with Electrical Inspectors</li> <li>Prepares daily reports regarding construction activities observes at job sites</li> </ul>
Associate Construction Inspector	3	

**Exhibit 2 (4)**

<b>Position Title</b>	<b>Number of Positions</b>	<b>Roles and Responsibilities</b>
Associate Engineer (Planning Team)	3	<ul style="list-style-type: none"> <li>• These staff supervise the three Planning Teams</li> <li>• Function as leadworkers</li> <li>• Attend “project engineer” meetings twice a week with the Seniors, Implementation Team leaders and program team leaders. The new discretionary Planning permit submittals, which are received from the Planning Division, are assigned to the Planning Teams at these meetings.</li> <li>• Assign discretionary permit applications to members of the Planning Team for review and preparation of Public Works memorandums to the Planning Division.</li> <li>• Coordinate the completeness check with the Engineering Geologist, Floodplain Manager, Special Districts Team, and Traffic Team as necessary</li> <li>• Review and quality control all completeness and conditions of approval memos developed by the Planning Teams before these memos are forwarded to the Senior Engineers</li> <li>• Function as a leadworker and handle the more difficult and complex projects</li> <li>• Manages the team’s priorities and directs the team’s staff work.</li> <li>• Provide office program support as necessary</li> <li>• Provide team and office trainings when necessary</li> </ul>

**Exhibit 2 (5)**

Position Title	Number of Positions	Roles and Responsibilities
Principal Engineering Technician (Planning Team)	1	<ul style="list-style-type: none"> <li>Reviewing discretionary Planning applications and permits such as conditional use permits, tentative subdivision maps, , planned development rezonings, planned development permits, site development permits, special use permits, etc.</li> </ul>
Senior Engineering Technician (Planning Team)	2	
Associate Engineering Technician (Planning Team)	1	<ul style="list-style-type: none"> <li>Plan check discretionary permits for 30-day completeness check and to develop Public Works conditions of approval</li> </ul>
Engineer I/II (Planning Team) Vacant	1	<ul style="list-style-type: none"> <li>Research project history and utilize in-house references (maps, etc) to determine appropriate Public Works conditions of approval</li> <li>Utilize AMANDA to develop Public Works conditions of approval based upon a templates within AMANDA, attach memo of conditions of approval in AMANDA, etc.</li> <li>Conduct site visits or utilize available online satellite images depending on scope and complexity of the proposed development</li> <li>Check the location of the project versus FEMA 100-year floodplain maps</li> <li>Coordinate the comments and conditions with the Traffic Team and the Department of Transportation (e.g., Geometrics)</li> <li>Calculate the development review fees to be paid by the applicant</li> <li>Coordinate Public Works conditions of approval with Planning Division and/or Developer</li> <li>Provide office program support when necessary.</li> </ul>

**Exhibit 2 (6)**

<b>Position Title</b>	<b>Number of Positions</b>	<b>Roles and Responsibilities</b>
Associate Engineer (Implementation Team)	2	<ul style="list-style-type: none"> <li>• These staff supervise the two Implementation Teams</li> <li>• Function as leadworkers</li> <li>• Attend “project engineer” meetings twice a week with the Seniors, Planning Team leaders and program team leaders. In addition, attend project transfer/submittal meetings for ministerial permit applications (e.g. Grading Permits, Street Improvement Permits, Subdivision Maps, etc)</li> <li>• Assigns ministerial permit applications to members of the Implementation Team for plan checking</li> <li>• Plan check grading plans, improvement plans, final maps, parcel maps, street vacations, street dedications, revocable encroachment permits</li> <li>• Coordinates the review and plan check comments with the Department of Transportation (e.g. Geometric, Traffic Signal, etc), Electrical Section, Survey Section, Planning Division, and Building Division and the Redevelopment Agency on redevelopment projects</li> <li>• Red line corrections directly on the plans</li> <li>• Utilize AMANDA to create permit folders within AMANDA, track progress in AMANDA, and create construction agreements, parkland agreements, permits, calculate applicable sewer connection fees/impact fees/development review fees via AMANDA.</li> <li>• Review and quality control the redlined plans that are redlined by their staff</li> <li>• Manages the team’s priorities and directs the team’s staff work.</li> <li>• Provide office program support as necessary</li> <li>• Provide team and office trainings when necessary</li> <li>• Provide construction engineering support to project inspector</li> </ul>

**Exhibit 2 (7)**

Position Title	Number of Positions	Roles and Responsibilities
<p>Engineer II (Implementation Team)</p> <p>Engineer I (Implementation Team)</p> <p>Engineering Technician II (Implementation Team)</p>	<p>1</p> <p>1</p> <p>1</p>	<ul style="list-style-type: none"> <li>• Plan check grading plans, improvement plans, final maps, parcel maps, street vacations, street dedications, revocable encroachment permits</li> <li>• Close out projects including release of bonds, certificates of deposit, cashiers checks, and generate notice of acceptance.</li> <li>• Utilize AMANDA to create permit folders within AMANDA, track progress in AMANDA, and create construction agreements, parkland agreements, permits, calculate applicable sewer connection fees/impact fees/development review fees via AMANDA.</li> <li>• Coordinates the comments and corrections for subdivision maps by the Survey section.</li> <li>• Calculate impact fees, area fees, parkland fees, undergrounding in-lieu fees, arterial reimbursement fees, etc.</li> <li>• Red line corrections directly on the plans/maps</li> <li>• Provide construction engineering support to project inspector</li> </ul>
<p>Structural /Landscaping Designer II (Implementation Team)</p>	<p>1</p>	<ul style="list-style-type: none"> <li>• Assigned to one of the two Implementation Teams</li> <li>• Plan checks public landscape irrigation and planting plans – the medians, streetscapes, and backup lots associated with improvement plans, checking to assure adherence with the City’s adopted landscape guidelines.</li> <li>• Coordinates comments and review with the Department of Transportation Landscape Maintenance group and the Special District Team.</li> <li>• Plan checks grading plans</li> <li>• Plan checks revocable permits</li> <li>• Red line corrections directly on the plans</li> <li>• Coordinates plan check comments with Developer or private consulting engineer</li> <li>• Provide construction engineering support to project inspector</li> </ul>

**Exhibit 2 (8)**

<b>Position Title</b>	<b>Number of Positions</b>	<b>Roles and Responsibilities</b>
Engineering Geologist (Implementation Team)	1	<ul style="list-style-type: none"> <li>• Provides geologic clearance for discretionary and ministerial permits for the Planning Teams and the Implementation Teams for those projects located in the geologic hazard zone or seismic zone</li> <li>• Evaluates the geologic hazards including earthquake faults, landslides, and building on hillsides</li> <li>• Plan checks grading plans located in geologic hazard zone or seismic zone</li> <li>• Review / quality control geologic consultants reports prepared on behalf of the applicant</li> <li>• Reviews environmental impact reports regarding geologic and seismic analysis</li> <li>• Plan checks building permits in the geologic hazard zone or seismic zone</li> </ul>
Principal Engineering Technician – Traffic Team	1	<ul style="list-style-type: none"> <li>• Supervises the Traffic Team including an Engineer I and an Associate Engineering Technician</li> <li>• Meet with traffic engineering consultants that prepare traffic impact analysis to provide feedback on the traffic worksopes / analysis</li> <li>• Meet with the Traffic team weekly to discuss status of assignments</li> <li>• Attend the “project engineer” meetings twice a week to receive new discretionary permits.</li> <li>• Assign new projects to the Traffic Team</li> <li>• Quality control and review the condition of traffic impact analysis review/approval memos prepared by the Traffic Team</li> <li>• Review the condition of approval memos with the Planning teams and the Department of Transportation</li> <li>• Attend Citywide meetings regarding traffic analysis for development projects</li> <li>• Provide traffic impact analysis review services for City/Redevelopment Agency funded projects</li> <li>• Coordinate projects with outside agencies (Santa Clara Valley Transportation Authority (SCVTA)/Caltrans/County of Santa Clara/other neighboring jurisdictions)</li> <li>• Involved in the creation and implementation of City traffic policies/procedures.</li> <li>• Coordinate traffic comments with Planning Division</li> <li>• Attend public hearings/meetings to respond to Traffic Impact Analysis related questions.</li> <li>• Provide trainings, as necessary, to staff regarding proper implementation of City traffic policies</li> </ul>

**Exhibit 2 (9)**

Position Title	Number of Positions	Roles and Responsibilities
<p>Engineer I</p> <p>Associate Engineering Technician</p>	<p>1</p> <p>1</p>	<ul style="list-style-type: none"> <li>• These two staff are assigned to the Traffic Team</li> <li>• Prepare traffic impact analysis work scope memos for traffic analysis studies to be prepared by consulting traffic engineers for discretionary permits. Collect data from the ATI (Average Trip Index) database, TRAFFIX (average daily trips) database, etc.</li> <li>• Review the work scope with the Department of Transportation</li> <li>• Determine the trips that will be generated per day by the proposed discretionary permit based upon ITE trip generation formulae</li> <li>• For larger discretionary permit projects (&gt;100 additional trips/day), coordinate and quality control the traffic impact analysis with consulting traffic engineers based upon the work scope memos. Analyze proposed mitigation measures and proposed financial contributions by applicant to address mitigation measures. Coordinate comments regarding the traffic impact analysis with the Department of Transportation. Write final memo summarizing the results of the analysis, and recommend mitigation measures and conditions of approval.</li> <li>• Conduct traffic impact analysis for smaller discretionary projects (&lt;100 additional trips/day)</li> <li>• Maintain the mitigation log, and the ATI</li> </ul>
<p>Associate Engineer</p> <p>Engineer II</p>	<p>1</p> <p>1</p>	<ul style="list-style-type: none"> <li>• Supervises the Flood Control Team and the First Floor Counter Team</li> <li>• Assigned to the Flood Control team</li> <li>• Plan checks discretionary permits for the Planning Teams to develop conditions of approval for those projects located in the flood plain to assure proposed development meets the requirements of the flood control ordinance</li> <li>• Plan checks applications to remove parcels from the flood plain, and, if appropriate, execute the community acknowledgement form</li> <li>• Answer questions from the public, including calls received on the flood information hot line.</li> <li>• Participates in pre-application meetings with consulting engineers and applicants regarding how a proposed development can comply with flood control ordinance requirements</li> <li>• Plan checks grading permits for the Implementation Team regarding compliance with the requirements of the flood control ordinance</li> </ul>



**Exhibit 2 (10)**

<b>Position Title</b>	<b>Number of Positions</b>	<b>Roles and Responsibilities</b>
Associate Engineering Technician	2	<ul style="list-style-type: none"> <li>• Assigned to the public counter on the first floor.</li> <li>• Provide Development Services Division clearance for building permits issued over-the-counter such as new single family dwellings, single family dwelling additions, tenant improvements, etc. This includes geologic zone clearance and flood zone clearance.</li> <li>• Attend meetings with the Building and Safety Division on a daily basis regarding express building permits including tenant improvements, industrial tool installation, and small business ambassador.</li> <li>• Calculate sewer impact fees.</li> <li>• Issue permits for work in the right-of-way including conditions of approval and traffic control.</li> <li>• Provide information to the public (walk-in and over-the-phone) regarding sewer lateral locations, flood and geologic hazard zone information, etc.</li> </ul>
Program Manager	1	<ul style="list-style-type: none"> <li>• Create assessment districts for the funding of the construction and maintenance of public improvements</li> </ul>
Senior Engineering Technician	1	<ul style="list-style-type: none"> <li>• Create business improvement districts to fund enhanced levels of service for maintenance of public improvements</li> </ul>
Engineering Technician I	1	<ul style="list-style-type: none"> <li>• Administer assessment districts and business improvement districts including identifying the properties in the district that need to be placed on the district tax rolls and submitting to the Assessor's Office.</li> <li>• Invoice public agencies located in assessment districts for maintenance services (e.g., VTA)</li> <li>• Administer the deferral assessment program to provide redevelopment loans for businesses for whom payment of the annual, assessment would constitute a hardship</li> </ul>

### 3. EMPLOYEE QUESTIONNAIRE

As part of the management study of the Development Services Division, the Matrix Consulting Group conducted a confidential survey of all of the employees within the Division. This chapter of the report summarizes the results of the employee survey.

**1. A SURVEY WAS DISTRIBUTED TO EMPLOYEES OF THE DEVELOPMENT SERVICES DIVISION.**

The survey was distributed to 39 employees and 33 surveys were returned for a response rate of 85%. While the employee survey was confidential, employees were asked to identify their current assignment. The table below presents the results.

Current Assignment	Number of Respondents	Percent of Respondents
Administration	5	9.1%
Planning Team	5	15.2%
Implementation Team	5	15.2%
Traffic Team	2	15.2%
Special District Team	4	6.1%
Construction Inspection Team	4	12.1%
Other / No Response	8	12.1%

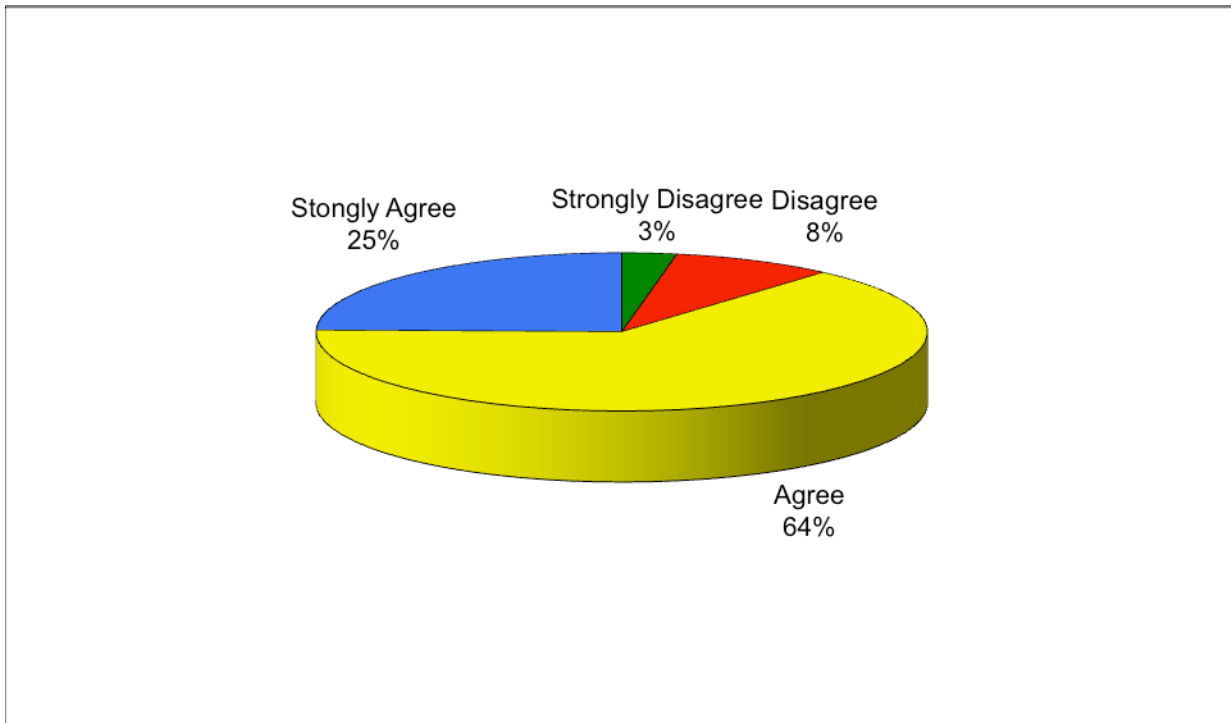
The survey was prepared by the Matrix Consulting Group and contained one section. The section was a “multiple choice” section designed to cover a wide range of topics about the management, organization, and operation of the development process while minimizing the employee’s time and effort in completing this survey. Employees were asked to respond to 37 statements by selecting” “strongly agree,” “agree,” “neither agree nor disagree,” “disagree,” or “strongly disagree.”

The following sections provide a discussion of the results.

**2. EMPLOYEES OVERWHELMINGLY CITED A NUMBER OF POSITIVE ASPECTS IN THE DEVELOPMENT SERVICES DIVISION.**

In reviewing the responses to the quantitative responses to the first section of the employee questionnaire, it is important to look at the pattern of responses for the entire group versus individual responses.

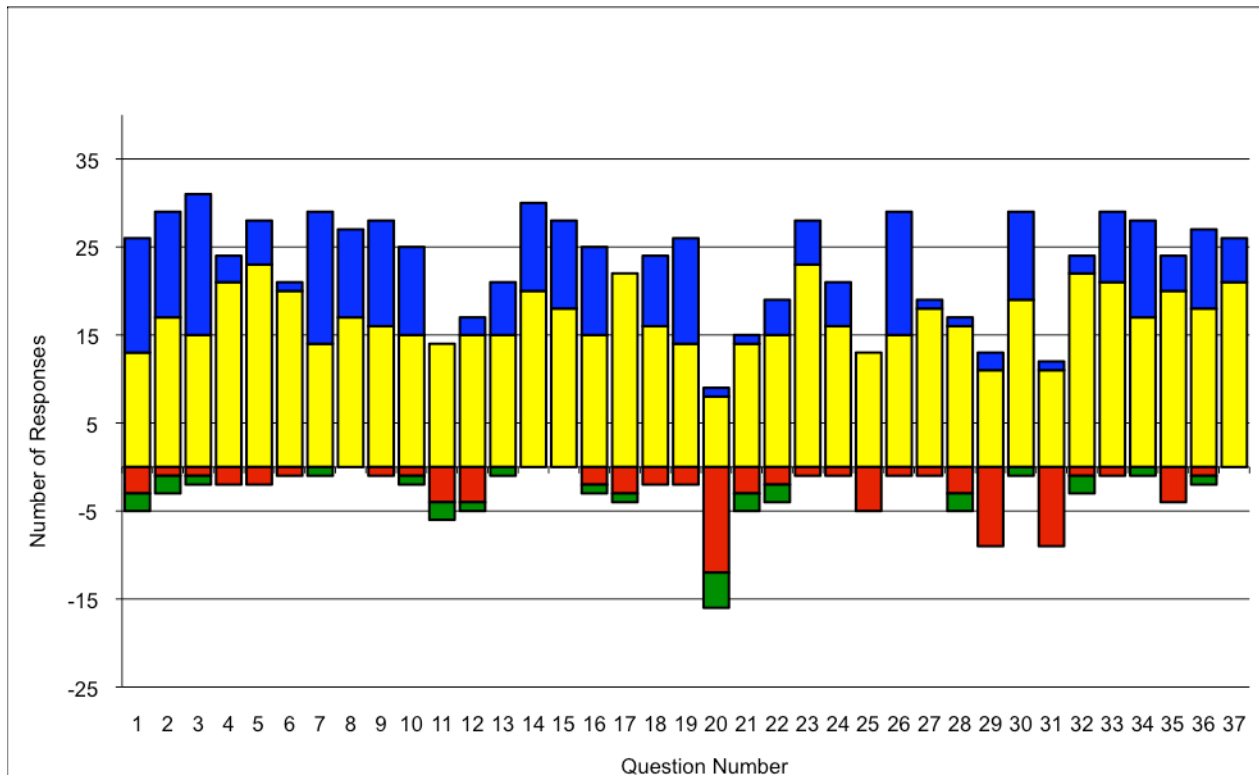
The chart below summarizes the overall distribution of responses to statements to which employees were asked to select a response. It should be noted that the chart does not include responses were the employees selected “neither agree nor disagree,” or did not make a selection.



The response pattern for all statements in the first section of the employee survey indicates that 89% of respondents either agreed or strongly agreed with statements, while 11% either disagreed or strongly disagreed.

The chart, found below, plots the actual number of positive and negative responses for each statement in the employee questionnaire. Question numbers are

shown along the bottom of the chart. “Neither agree nor disagree” responses are excluded.



The positive responses (e.g., “agree” and “strongly agree”) are plotted above the x – axis (the blue and yellow responses). The negative responses (e.g., “disagree” and “strongly disagree”) are plotted before the x – axis (the red and green responses). The chart provides an overall visual representation of the response to each statement. It allows strongly positive or negative responses to be singled out. Those strongly positive or negative statements are highlighted below.

**(1) Most Respondents Were Satisfied With Management and the Overall Leadership And Direction Of The Division.**

There were eleven questions in the employee questionnaire regarding the leadership and management of the Division. These eleven questions and the responses

are presented in the table below. It should be noted that not all responses total 33 due to no responses for some questions.

<b>Question</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>Neither Agree Nor Disagree</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
1. I receive recognition from my immediate supervisor when I do a good job.	13	13	2	3	2
3. My immediate supervisor is accessible when I need him / her.	16	15	0	1	1
7. My immediate supervisor is open and honest with me.	15	14	3	0	1
11. Division Management takes action on employee ideas to improve the operation of the Division	0	14	12	4	2
13. The management of the Division takes a genuine interest in the employees.	6	15	10	0	1
16. Management of the Division encourages reporting important information up-the-chain-of-command, even if it is bad news.	10	15	4	2	1
21. Management of the Division provides a clear picture for me of where the Division is headed.	1	14	12	3	2
22. I am kept well informed of what is happening in the Division.	4	15	9	2	2
24. I have a clear understanding of the mission and goals of the Division.	5	16	10	1	0
25. My work unit has clear, well-written policies and procedures to guide my day-to-day work.	0	13	14	5	0
36. I am adequately recognized and appreciated for my work efforts by my immediate supervisor.	9	18	4	1	1

All of the responses were positive. A significant number of respondents neither agreed nor disagreed, however, to questions 11, 13, 21, 24, and 25.

**(2) Most Respondents Were Satisfied With Their Division’s Customer Service, Performance, Management Of Workflow And Organizational Efficiency, But Were Concerned About Appropriate Staffing Levels.**

There were twelve questions in the employee questionnaire regarding the performance of the Division. These twelve questions and the responses are presented in the table below. It should be noted that not all responses total 33 due to no responses for some questions.

<b>Question</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>Neither Agree Nor Disagree</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
2. Employees in my work unit are willing to confront and solve problems (rather than sweep them under the rug).	12	17	1	1	2
4. My work unit has effective decision-making processes (no undue delays).	3	21	5	2	0
6. In my work unit, the work is well organized (such as smooth work flow, etc.).	1	20	10	1	0
8. I understand what is expected of me in my job in my work unit.	10	17	4	0	0
10. I am encouraged to be innovative on my job in my work unit such as trying new ways of doing things.	10	15	6	1	1
15. A high level of performance is expected of employees of the Division.	10	18	4	0	0
20. We have enough employees in my work unit to handle the workload.	1	8	7	12	4
26. Customer service is a top priority in my work unit.	14	15	2	1	0
27. My work unit operates efficiently.	1	18	12	1	0
29. My work unit is frequently in a crisis mode due to workload that exceeds staff resources.	2	11	11	9	0
30. My work unit provides a high level of service to the residents of San Jose.	10	19	3	0	1
31. Workload is evenly balanced among the employees in my work unit.	1	11	12	9	0
33. The employees in my work unit are dedicated to meeting customer expectations.	8	21	3	1	0

All of the responses are positive with the exception of question 20 and 31. In question 20, respondents did not agree that staffing was sufficient. In addition, the response to

question 29 is a negative response; respondents agree that their work unit is frequently in a crisis mode due to workload that exceeds staff resources. A significant number of respondents neither agreed nor disagreed, however, to questions 6, 27, 28, 29. The responses to question 31 were divided among respondents that agreed with the statement, disagreed with the statement, or neither agreed or disagreed with the statement.

**(3) Most Respondents Were Satisfied With The Level Of Career Development, Skill Building And Training Offered Through The Division.**

There were four questions in the employee questionnaire regarding career development and training. These four questions and the responses to each are presented in the table below. It should be noted that not all responses total 33 due to no responses for some questions.

<b>Question</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>Neither Agree Nor Disagree</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
9. I have been given a real opportunity to improve my skills in my work unit.	12	16	4	1	0
17. I receive the training I need to do an effective job in my work unit.	0	22	6	3	1
18. My immediate supervisor does an effective job of coaching and mentoring me.	8	16	6	2	0
35. I am given real opportunities in my work unit to improve my skills through formal training (such as classes, seminars, tuition reimbursement, etc.)	4	20	5	4	0

All of the responses to the questions regarding career development and training were positive.

**(4) Most Respondents Believed That They Had The Tools And Equipment They Need To Do Their Job, Though The Quality Of Vehicles Was Rated Less Favorably.**

There were two questions in the employee questionnaire regarding the tools, equipment and the adequacy of administrative support. These two questions and the responses are presented in the table below. It should be noted that not all responses total 33 due to no responses for some questions.

<b>Question</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>Neither Agree Nor Disagree</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
28. My work unit has the administrative support it needs to operate efficiently and effectively	1	16	11	3	2
32. I have the tools and equipment I need to efficiently perform my job.	2	22	6	1	2

All of the responses to the questions regarding tools, equipment and the adequacy of administrative support were positive.

**(5) Most Respondents Think That The Division Is A Good Place To Work.**

There were two questions in the employee questionnaire regarding the organizational culture and morale within the Division. These two questions and the responses are presented in the table below. It should be noted that not all responses total 33 due to no responses for some questions.

<b>Question</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>Neither Agree Nor Disagree</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
5. My work with the Division gives me a feeling of personal accomplishment.	5	23	2	2	0
14. I am proud to work for the Division.	10	20	2	0	0

All of the responses to the questions regarding organizational culture and morale within the Division were positive.



**(6) Most Respondents Were Satisfied With The Level Of Teamwork In The Division.**

There were two questions in the employee satisfaction questionnaire regarding employee-involvement in decision-making within the Division. These two questions and the responses are presented in the table below. It should be noted that not all responses total 33 due to no responses for some questions.

<b>Question</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>Neither Agree Nor Disagree</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
19. The employees in my work unit help each other out when someone falls behind or gets in a tight spot.	12	14	4	2	0
34. The working relationships between the different work units in the Division are generally good.	11	17	4	0	1

All of the responses to the questions regarding teamwork within the Division were positive.

**(7) Most Respondents Were Satisfied With The Level Of Authority They Had Within Their Division And Participation In Division Decision-Making.**

There were three questions in the employee questionnaire regarding the decision-making in the Division. These three questions and the responses are presented in the table below. It should be noted that not all responses total 33 due to no responses for some questions.

<b>Question</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>Neither Agree Nor Disagree</b>	<b>Disagree</b>	<b>Strongly Disagree</b>
12. I am satisfied with my participation in Division decisions.	2	15	10	4	1
23. I am encouraged to use my own initiative and judgment when carrying out my job in my work unit.	5	23	3	1	0
37. I have the authority I need in my work unit to do my job efficiently.	5	21	7	0	0

All of the responses to the questions regarding decision-making and the level of authority within the Division were positive. A significant number of respondents neither agreed nor disagreed, however, to question 12.

## **4. FOCUS GROUP**

As part of Matrix Consulting Group's analysis of the development review process within the Development Services Division of the San Jose Public Works Department, the project team conducted focus groups to assist in the evaluation of customer satisfaction and identify issues with existing services and opportunities to improve the development review process. Three focus groups – each lasting one and a half hours - were conducted on Wednesday, November 19, 2008. Sessions were held in the Chamber of Commerce office at 11:00 a.m., 1:30 p.m., and 4:00 p.m.

In total, the project team obtained input from twenty focus group participants from the development community including developers, architects, consultants, design professionals, and contractors. All meetings were conducted on a confidential basis to obtain as much candid feedback as possible, with no City staff in attendance. The following sections summarize the focus groups main perceptions regarding a variety of topics and issues. Words and phrases in quotes represent actual comments made by focus group participants.

### **1. THE PARTICIPANTS NOTED SEVERAL STRENGTHS AND POSITIVE ATTRIBUTES RELATED TO DEVELOPMENT REVIEW IN THE PUBLIC WORKS DEVELOPMENT SERVICES DIVISION.**

During the sessions, there were several positive features of the current process and approaches utilized that were identified by participants. These issues included:

- **Availability and Attitude of Development Services Division Plan Checking Staff.** Most participants indicated that the staff was easily accessible both by phone and to arrange meetings to discuss projects, comments, and necessary changes.
  - “In general, public works staff is very responsive and has a ‘team-player’ attitude. Their emphasis is definitely on working together to get the job done, and it seems they are getting more proficient as time passes with

the new organization. The approach Primo has taken seems to be paying off.”

- “I’ve never had to go to the Director to get something accomplished. I’ve been able to resolve at a lower level.”
  - “Staff take a positive approach – willing to work with you in most cases.
  - “Plan check staff are responsive, nice and get back to you. Much better than those in Planning.”
  - “Attitude is one of the best things in the Department – this is representative of their leadership.”
- **Fairness and Consistency of Staff.** A strong general impression of the participants was that the staff involved in the process is generally committed to performing well and provide a consistent review for those involved in the plan check process.
    - “Public Works is well managed – process well defined. Get in and out with fairness.”
    - “Management and the Senior Staff are good about getting back to you and being available to resolve issues.”
  - **Recent Efforts to Improve Services.** Several participants noted that recent changes in personnel and approaches appear to indicate a desire to improve both the level of services provided and the positive interaction with applicants.

Participants frequently noted that the joint meetings between staff and the development community have been a very positive approach in communicating issues, discussing potential changes, and building a better relationship and level of trust between the parties. The participants encouraged these to continue and be expanded.

Participants also noted that the creation of the Implementation Teams have been a positive approach to improving service provision.

## **2. THE PARTICIPANTS WERE ASKED TO RATE THE PERFORMANCE OF THE DEVELOPMENT SERVICES DIVISION STAFF AGAINST OTHER COMMUNITIES IN THE REGION.**

For the most part, the participants indicated that the level of service provided by the Development Services Division staff were in line with those of surrounding

communities. In general, participants indicated that the City of San Jose's performance as a whole was more positive than that provided by larger cities, such as San Francisco; but that it was worse in comparison to some of the smaller communities, such as Sunnyvale. Specific comments in this area included:

- "Sunnyvale streamlines this better than anyone."
- "They are one of the best in the region – but that doesn't mean good."
- "I've noticed an increased focus on providing better service – but am still waiting to see the results of the efforts."

Several participants, who do a large percentage of their work with the City of San Jose, noted that while they find the process at times cumbersome, they have performed work for an extended period and therefore understand the process and players involved. However, they noted that an applicant coming into San Jose for the first time would have a very difficult time understanding and navigating the process.

### **3. THE PARTICIPANTS IDENTIFIED A NUMBER OF ISSUES AND METHODS TO IMPROVE AND/OR STREAMLINE THE DEVELOPMENT REVIEW PROCESS.**

The focus group participants identified several areas requiring attention and/or improvement related to the efficiency and effectiveness of the development review process performed by the Public Works Development Services Division staff. These are summarized and discussed in the points below.

**(1) Fees.** The issue of fees charged to development was a topic of specific concern to the participants. The issues raised focused on several items including the specific level of fees charged, the calculation of and the complexity fee, and the approach utilized by the City (in the participants perception) to shift costs to the developers to correct prior infrastructure deficiencies or the implementation of new programs. Comments received included:

- "The attitude at the City is to have developers pay for it even if the problem existed prior to the development under review."

- “The hourly rates charges are too high - \$187.50 – appears arbitrary and not sure they try to minimize the time they spend on a project.”
- “Signal design fees are crazy – it’s cheaper to have them design the project than for me to have it reviewed by them if my own staff design the project. This doesn’t make sense.”
- “The complexity fee is a problem. Everything is rated at a higher level of complexity than it should be. You can’t understand how or why it is imposed or calculated. It’s just become the standard operating procedure to impose it.”
- “Public Works fee calculations needs to be reviewed. There are certain fees that are generated without enough background information on what they are and why they are charged (complexity fees, geometric review fees, etc.).

There was also significant concern raised regarding the Departmental and citywide administrative charges that are applied to the development fees. The concern expressed is that these are inflating the fees beyond the true cost of providing the service.

**(2) Accountability for Meeting Performance Timeframes and the Level of Detail of Plan Reviews.** There was some concern expressed regarding not only the number of plan reviews that are required to be conducted but also the time it took for receiving comments back from staff. Additionally, some concerns were raised that reviewers were looking at issues beyond the verification that plans were submitted in accordance with code – but were attempting to design projects according to their preferences. Specific issues that were raised included:

- “Time frames are running 45 days or more for first reviews. They are not close to meeting the goals that they have established.”
- “On many reviews, it is the reviews being conducted external to the DPW division that we end up waiting on; but we can move forward till we have them all.”
- “I’m not sure that plans are logged in when received. Sometimes it appears that timeframe doesn’t start immediately upon submittal.”
- “Some reviewers appear to be designing the project rather than reviewing the submittal.”

- “Some comments received are requesting changes to meet ‘preferred solutions/approaches’ rather than correcting a problem with the submitted design.”
- “Plan comments don’t reference the code or standard that the reviewer is basing the comment on – can’t tell if the correction is based upon a standard or a desire.”

The participants, while feeling in some cases 30 days was too long for some plan reviews, were more concerned about the inability to have predictability on when plan review comments would be received.

**(3) Coordination Between Departments Needs Improvement.** There was considerable discussion regarding the level of coordination between Departments and between Divisions of the Public Works Department. The following points outline some of the specific comments related to interdepartmental coordination and areas noted as concern.

- “The coordination between Departments is not good.”
- “Coordination between departments could be improved. For example, sometimes public works memos are not returned with planning comments.”
- “You are held hostage by certain divisions (street lighting, geometrics, DOT). They aren’t necessarily prompt or responsive and impact the total time frame for the process.”
- “When there are conflicts between divisions or staff regarding comments issued on a plan, it is difficult to get everyone together for a meeting. These conflicts occur because it doesn’t appear anyone is taking all the comments received and reviewing them for conflicts prior to distribution.”
- “Pulling all Internal Departments/Divisions together for a meeting to resolve conflicts is difficult and expensive.”
- “Departments need to delegate their authority to a lower level of staff members – in some areas, only decisions are made at higher levels.”

**(4) City Materials Testing Lab.** The participants noted that the City of San Jose’s requirement for the use of the City’s testing lab is not a practice that they see in many other communities in which they work. They indicated a willingness to consider utilizing their own materials testing company and providing documentation to the City for approval. Some of the comments received on this topic included:

- “If the City approved certain labs, we’d use those and provide whatever documentation they wanted.”
  - “Sometimes we’re paying twice – for our own lab and for the City lab.”
  - “The City may want to keep the lab for their own projects, but there is no need to require their use on private projects – especially when public projects take priority.”
  - “Overhead costs of the City’s lab often make it a more expensive alternative for the developer.”
  - “The response is slower than we’d like to see. So we’ve sought approval from them to use our own.”
- (5) **Lack of Surveying Staff.** One participant noted that the lack of on staff surveyors has created some problems in effectively and timely processing.
- “With no surveyors left, it causes things to grind to a halt.”
  - “Things that they used to approve in-house are now being sent out and this is causing excessive delays.”
- (6) **City Attorney’s Office Performance Was Seen as one of the Points Where the Process is Getting Backed Up.** Participants noted that over the last three to four years, the level of involvement of the City Attorney’s office in the development review process has increased and this had negatively impacted the performance and timeliness of services provided. The specific areas of involvement that were identified included easement and covenants / restrictions for final / tentative maps and subdivision improvements.
- (7) **Standards, Processes and Requirements Being Employed and Imposed Need to be Updated or Changed.** In several areas, participants noted that the failure of the City to update standards being enforced makes development within the City of San Jose more difficult to accomplish and is not in keeping with the prevailing practices seen in other South Bay communities. Additionally, issues were raised regarding some specific processes and requirements that are imposed by staff that do not add value to the technical review of plans and impose a burden on the applicant. These items are described further in the following points.
- **Failure to Utilize Standards Reflecting Changes in Development Patterns.** Participants indicated that the City as a whole, and not just the Public Works Department, has not adapted the standards they are employing to reflect changes in development from open space to more in-fill development. The failure to do so, is creating problems with plan



review staff attempting to apply standards to projects that simply will not work when conducting in-fill development without either adding significant cost to the project or requiring site work that will not facilitate the project blending in with surrounding developments. Specific comments in this area included:

- “We’re conducting more dense and urban developments than in the past and the City’s approach hasn’t changed.”
  - “The City isn’t appropriately addressing density requirements and design standards for the type of developments we are performing.”
  - “Public Works is still using design guidelines based on suburban not urban design.”
  - “Fire Departments want suburban widths and turning radiuses in urban areas. Issue often arises after plans have had initial review.”
- **Requirements in Place that Don’t Appear Necessary for Plan Review or Approval.** Some concerns were noted that the process tends to lack a focus on “constructability” but on ensuring it “looks good on the plan and on paper”. Another concern raised was that submitted plans have to be revised to renumber pages and place documents in an “illogical” order (i.e. – demolition plan at back) unrelated to what will occur in the field. This requires additional work on the part of the applicant and a new submittal for reasons unrelated to the technical sufficiency of the plans.
  - **Need to Update Materials Required / Allowed in Certain Situations.** Two specific areas of discussion were raised by the participants where they felt the City of San Jose’s requirements for materials to be utilized is not in line with prevailing practice in the South Bay region and was making it more expensive to conduct business in the City. These areas include the use of PVC as opposed to VCP (for wastewater mains) and the use of DPE corrugated plastic pipes (for stormwater mains).

While not universal, the larger majority of participants indicated that other communities are generally allowing the use of these materials in projects and that the failure of San Jose to do so creates a disincentive (and added cost) to conducting work in the community. Participants felt that there may be valid reasons, in certain circumstances, for utilizing these materials but that in the majority of situations, the alternative product would perform as well as the current requirement.

Specific comments received on this issue included:

**(8) Staffing Issues.** Participants noted that the Department has been impacted in recent years by the loss of some “key individuals” in the process (in all areas of the departments) and that turnover has impacted the service levels provided. Specific comments in this area include:

- “Keeping/finding staff is a challenge.”
- “When properly staffed, they do well.”
- “There are wide differences in experience levels in the field – this has some impact on the consistency seen on the job site.”

In addition, they noted that the staff assigned to the Inspections functions have traditionally been the group least likely to provide customer-friendly service – though participants noted that for the most part, the Inspectors are internally consistent in their approach to enforcement. Most participants have noted that they have seen some improvement in service approach and that recent experiences have been more positive. Specific comments regarding the inspections staff included:

- “In the past, they couldn’t make decisions or give direction.”
- “They don’t provide any written inspections results – it’s all verbal.”
- “Some inspectors have their own approach to interpretation that we don’t see with the majority of inspectors.”
- “Their role in requiring field changes needs to be clarified – now they just point out the problem and punt it to the developer/builder to work it out with plan review. Other communities, such as Contra Costa, allow inspectors to conduct field changes.”
- “Some inspectors try to re-engineer plans that have already been approved and signed off on by two engineering professionals – the applicants original design professional and the design review professional for the City.”

A more specific and larger concern with the participants in the focus group related to the interaction between the field Inspection staff and the Plan Review staff when differences in approaches occurred. Comments included:

- They will tell you “we think you should do it this way but you need to talk with Plan Review”.
- “They will fail you for building according to plan but not assist you in resolving the issue.”

- “They need more latitude to help construction activity get done.”
- “They need to be involved in the plan review process at some point so that they aren’t seeing plans for the first time after they are approved.”
- “They don’t take accountability for assisting us in resolving the issues.”

Finally, participants noted that some of the best employees (in a variety of divisions) are getting promotions out of the Division and this has left some voids that have been difficult to fill. To address this, participants felt a greater focus on training should be utilized to increase both the technical knowledge of staff conducting plan reviews and inspections but also, and perhaps even more importantly, to increase the level of consistency between employees.

**(9) Other Recommendations:** Participants also offered recommendations to improve the review process, including:

- **Undergrounding of Utilities.** A greater coordination on the front end is needed during the preliminary reviews. The service provided by Public Works in this area was noted as lacking compared to other service provided in the development review area.
- **Project Manager.** Several participants indicated that even the current process, without any changes, could perform better if there was a more concentrated effort by someone to be proactive and manage the process. Other participants indicated a desire for a project manager position to shepherd projects through the process and keep applicants informed of what the status is.
- **Utilization of Checklists.** Some participants, especially those not doing work exclusively in San Jose, indicated that the availability of checklists on the submittal standards would assist them in self-evaluating their submissions against the standards the City is seeking. This would also assist applicants understanding which standard or policy is the basis for a particular review comment (some participants noted that some Council adopted policies are different from the design standards being utilized).
- **Stormwater - required pipe sizing is inappropriate.** Several participants noted that the required piping sizes are not appropriate or warranted to handle flow.

“In an R-1 subdivision with 5,000 square feet lots and a zero lot line, they have required a 15” to a 6” pipe on laterals.”

“Staff need more flexibility in designed a project to meet the needs and site conditions rather than a one size fits all approach.”

- **Alternative Method of Scheduling Inspectors.** Some participants noted that the current practice of calling the inspector directly to schedule an inspection has been problematic at times. If you leave a voicemail, you don't know if the inspector got the message or if the inspector is even at work that day.

**4. THE PARTICIPANTS WERE ASKED TO IDENTIFY WHAT THEY FELT WERE THE MOST CRITICAL ISSUES TO BE ADDRESSED.**

The project team asked the participants what are the most significant and important changes that should be made over the next several years if only a few changes could be implemented. Their responses included the following:

- **Improve the level of accountability within the process.** Participants indicated that someone should be empowered to make final decisions and resolve issues. Other recommendations include:
  - Create a “Project Manager” to provide an avenue someone to own the project and be proactive in moving it forward.
  - Provide customers with realistic time frames for project approval.
  - Outline standard rules and regulations that will be followed in reviewing development applications – including the updating of standards to reflect realities of current development trends, and ensuring that all standard conditions are tied to an appropriately approved policy, ordinance or standard.
  - Provide an opportunity for applicants to sit down with all of the departments involved in the review process to resolve issues early on. While this is able to occur, the participants have noted that it is difficult and expensive to make occur.
- **Reduce the Number of Departments in the Process.** Many participants felt that the process has become unnecessarily complex due to some organizational issues that have created a fairly bureaucratic approach to the review and includes too many external reviewers that are not under the control of the DPW. The lack of direct control over these reviews was viewed as a major contributor to some of the problems in getting plans approved in a timely manner and addressing issues related to conflicting requirements.

- **Increase Knowledge and Consistency of Staff.** The participants felt that addressing some of the staff issues were the most critical. These issues included ensuring that the appropriate number of staff was in place in the right positions, that staff is fully trained, and that staff are more consistent amongst themselves.
- **Address Issues Related to Fees Charged.** Extensive comments were received relative not only to the amount of the fees charges (with the cost impact of overhead being the major issue raised) but the difficulty in calculating and understanding the fees structure in place. Most participants were not aware of recent changes in the “complexity fee” calculations that had recently been implemented.

While the participants also desired to see changes in areas that would address the other issues discussed early, these were the items they felt would have the greatest impact and demonstrate a desire to improve the process. Overall, the focus groups were well attended and provided a significant amount of input to the project team.

## **5. SWOT ANALYSIS**

As part of the Matrix Consulting Group's analysis of the development review process within the Development Services Division of the San Jose Public Works Department, the project team conducted two SWOT analysis sessions for division staff. A SWOT is essentially a type of focus group that provides a structured data gathering process from participants. The participants brainstorm to identify the Strengths and Weaknesses (factors internal to the organization or process) that impact service provision and delivery and the Opportunities and Threats (external factors) that need to be addressed or overcome in order to enhance or build upon existing strengths, correct weaknesses, and hurdles that must be addressed to implement opportunities for improvement.

The SWOT sessions were conducted in a conference room at the Division's offices at the following times:

- Tuesday, December 9, 2008 from 2:00 p.m. to 3:30 a.m., and
- Wednesday, December 10, 2008 from 9:00 a.m. to 10:30 a.m.

A total of thirty-five participants attended the two SWOT analysis sessions with seventeen participants attending the first session and eighteen participants attending the second session. With a total budgeted staffing level of thirty-nine positions, this represents a participation rate of over 89% of staff. Those in attendance were representative of all positions within the Division and included project engineers, civil engineers, engineering technicians, office specialists, senior management, construction inspectors, landscape designer, and traffic engineers and technicians.

During each session, which lasted approximately one and one half hour, staff participated in a brainstorming activity and discussion regarding the staffing and services provided by the Development Services Division of Public Works. The SWOT session contained focused discussions and brainstorming sessions to identify:

- Strengths currently present in the organization that could be built upon to improve performance.
- Weaknesses present in the organization that limit the staff's ability to perform at a higher level.
- Opportunities for improvement that would benefit either the process, the ability of staff to perform, or generally improve the service levels provided to the customer.
- Threats to making changes identified or obstacles that would need to be overcome to be successful.

The general purpose of the SWOT analysis was to increase staff participation in the process and ensure that staff perspectives and knowledge were both understood by the project team and considered in the development of recommendations.

All comments were captured – directly as expressed by the participants - with clarification questions asked by the project team, as necessary, to ensure a complete understanding of the staff perspective or issue raised. The following tables outline the brainstorming comments that were received for each topic.

**1. PARTICIPANTS IDENTIFIED VARIOUS STRENGTHS IN THE ORGANIZATION AND DEVELOPMENT REVIEW PROCESS.**

First, the participants were asked to identify those items that they were current strengths present in the Division's process or staff. They were encouraged to list the item even if it were only a strength in a particular functional area and not organization-wide.

<b>Strengths:</b>	
<b>Session 1</b>	<b>Session 2</b>
People in the division - put in the needed time / effort to provide good service Service orientation of staff - get along - sense of teamwork Excellent inspection staff Accessibility - to each other - to public Supportive Senior Staff in Division Culture is results-oriented rather than process-oriented Good communication – between field and office Positive work environment Employee benefits / working conditions good Interesting and challenging work Talented and innovative staff - able to solve complex problems - recognized by customers Willingness to expedite projects – cooperation between inspections and engineers	Enjoy work – employees Staff - knowledge / attitude is “can do” Culture of “ownership” and “partnership” Work as a team Sense of urgency – compared to other SJ employees Get it done – above job requirement Open-mindedness - flexibility Communication between staff Coordination with other department / divisions Sense of Humor Customer Service – extraordinary service -“Nordstroms of City Government” Website “pretty good” – publications/newsletters Financially aware Care about City, customers, work product Sense of Consequences - Understand ramifications of actions - Focus on quality Big picture view Solutions oriented Adapt to change well Tolerant – customers, other Department

As noted in the table above, there were several similarities in the issues identified by the two focus group sessions and several items that were the main focus of the discussion and brainstorming session. Key strengths identified by staff included:

- Existing Staff is dedicated and knowledgeable in their assigned functions and communication between staff is good.
- Culture of Service within the division that is focused on providing a high level of service to the customer and the ability to remain flexible in finding solutions. In general a focus on results and willingness to meet needs of the customer.
- Accessibility of staff to each other and to customers.

Overall, participants felt that their greatest strengths lay in the area of staff resources.



**2. PARTICIPANTS IDENTIFIED VARIOUS WEAKNESSES IN THE ORGANIZATION AND DEVELOPMENT REVIEW PROCESS.**

Next, the participants were asked to identify those items that they felt were current weaknesses present in the Division’s processes or staff. They were encouraged to list the item even if it were only a weakness in a particular area and not division or organization-wide.

<b>Weaknesses:</b>	
<b>Session 1</b>	<b>Session 2</b>
<p>Staff – limited #s            Budgeting - worry about stability of funding            - Sustainability of funding            Inability to see bigger picture            - Anticipate ups and downs (cycles) of the business            - Too much “reinventing of the wheel”            Not enough staff            - Especially for inspections            Annual Budget Cycle            - All revenues go to current workload/budget issues            No control over other Departments            - DOT            - Landscaping (no inspections during project – come out only @ punch list)            Lack of training            - Landscaping inspections            # Departments involved in what they do            - DOT &amp; Environmental Services            - RDA            Overhead – City and Department            Survey – competing priority with Capital Projects            Incomplete plan submittals            - not logged until complete            Inspections – not enough authority to make them address issues earlier on construction issues – real hammer is only at final inspection            Have to walk line between regulation and facilitation – difficult            Lost institutional knowledge            Don’t cash bonds - @ least 10 years since cashed a bond            - Applicants know there are no consequences if don’t get project done / finalized            Large # of projects in final closeout process            - No staffing to push this issue            Materials lab (not doing pavement design planning)            - City losing out on opportunities to require</p>	<p>Website            Funds            Impossible to be cost-recovery            - Overhead too high            - Management above division doesn’t believe cost recovery isn’t achievable            Morale is low            Purchasing regulations don’t meet needs and increase costs            - overhead on vehicles            Fees don’t keep up with cost increases            - not increased annually in line with cost increases            Focus is on capital projects            - treated as “step child”            Unfunded mandates            - Council requests            - Redevelopment Agency            - Citizen requests            Staff stability            - no promotion opportunities            Automatic overhead whether work or not            Adversarial relationship between departments            DOT – parochial view at times            Lack of staff under their control            - Map review            - Traffic signal            - Street lights            - Geometrics (usually fast)            - Services not provided within department            Outdated policies            LOS (level of service) policy outdated            Sanitary sewer – master planning not sufficient            Bureaucracy – 6 weeks to get on Council Agenda            Promotions – exam in past now essay – doesn’t get right quality of employee            Impact of overhead (layers) on Finances            Capital function – no general funding            Can’t control private marketplace</p>

<b>Weaknesses:</b>	
<b>Session 1</b>	<b>Session 2</b>
pavement overlays on projects (i.e. - @First project) because couldn't require without materials testing report as support	Volatility of funds – others don't have to deal with this No "expedited" review Implementation Teams - No ownership - Leaves some projects in limbo Need greater inspector interaction with office staff No fee for "pre-work" conducted on larger projects Hiring never been sufficient in number (even in good times) Too much reorganization – driven by revenue rather than good decisions Team reductions – work increase on others Not enough general funds to cover time actually spent on certain functions (assessments, floodplain, geological, traffic)

As noted in the table above, there were several similarities in the weaknesses identified by the two focus group sessions. Several items also were the primary focus of the discussion in terms of the amount of time spent discussing. Key weaknesses identified by staff included:

- Limited numbers of Staff is impacting the quality of the work performed, the speed in which it is performed, and the depth at which it is done. Increased need for additional inspection staff was specifically noted.
- Staff turnover has been impacted in the last several years for a variety of reasons. Many staff have taken promotions, outside of the division, leaving a skill void to be filled within the division.
- Expedited review is not formally available to the customers.
- Final Close Out Process is not working appropriately. There are too many projects that are not "finalized" and bonds are not cashed. There appears to be no penalty to the developer in not finalizing the project and there is insufficient staff to pursue these projects. Bonds not cashed when projects not finished.
- Funding Issues (including need to be 100% cost recovery) are impacting staffing decisions. The failure to routinely update fees on an annual (or at least frequent) basis coupled with the amount of 'overhead' charged to the division limits the ability to fund staff at an appropriate level. Staff morale impacted by continual need to reduce expenditures / staffing to maintain balanced budget and meet 100% cost recovery target. Staff also noted that all current revenues from projects are being spent to cover existing workload and none is reserved to

handle future workload associated with the projects being submitted (i.e. – fees are received to cover plan review and inspections services – but inspections may not occur until a year or more after the application).

- Materials Lab is not providing the level and amount of support necessary (or in a timely fashion) to support the work of the Development Services division. The failure of the materials testing laboratory to complete reports in a timely fashion limits the ability of the Development Services Division to require pavement overlays on projects under review.
- Policies in several areas are outdated including the Level of Service (LOS) standards and master planning for sewer is not sufficient to ensure that appropriate decisions regarding developments are made.
- Lack of Control over Several Critical Areas that impact the service levels provided by the Development Services Areas. These areas – that are outside of the control of the Development Services Division – include: map review, street lighting, and traffic signals.
- Website does not provide enough information or on-line services to meet the needs of clients.

Staff provided significant input into the areas of weaknesses that impacted their ability to meet desired levels of services or provide a higher level of service to customers. The next section identifies the specific opportunities for improvement identified by staff.

### **3. PARTICIPANTS IDENTIFIED VARIOUS OPPORTUNITIES FOR IMPROVEMENT IN THE ORGANIZATION AND DEVELOPMENT REVIEW PROCESS.**

Next, the participants were asked to identify those items that they felt were opportunities for improvement. They were encouraged not to limit their suggestions due to cost or other external factors; but to identify all areas that they felt, if implemented, would improve services in some fashion.

<b>Opportunities:</b>	
<b>Session 1</b>	<b>Session 2</b>
<p>Define work approach – what is structurally acceptable versus what is cosmetic  Contract with firm for materials testing on retainer  Inspections off-site (4 miles away)  Assign inspectors to teams rather than geographically  Materials lab “we don’t have any Development \$ so we can’t inspect”</p> <ul style="list-style-type: none"> <li>- Need to improve tracking based on inspections conducted</li> <li>- Won’t come out without additional \$</li> <li>- Send fees per inspection/ project</li> </ul> <p>Eliminate materials testing lab – allow wholesale use of contractors  Finalizing projects – why doing all paperwork for contractor?</p> <ul style="list-style-type: none"> <li>- Require contractor to pull together and submit to the City</li> <li>- Require “as-builts” rather than simply record drawings</li> <li>- Need to require more than a letter from Civil and Soil Engineers</li> </ul> <p>Retention fee – 10% - need to include on projects  Letters of credit instead of bonds  Budgeting for staff (staffing reserve)</p> <ul style="list-style-type: none"> <li>- Dedicated reserve fund</li> </ul> <p>Need Money for Stormwater Pollution plan work</p> <ul style="list-style-type: none"> <li>- Environmental services</li> <li>- Significant amount of time spent on this</li> </ul> <p>Need authority if going to enforce for ESD</p> <ul style="list-style-type: none"> <li>- Ability to shut job down / prevent trucks from going in/out of worksite</li> </ul> <p>Clarify role / working relationship with ESD  Reduce time period for grading (no winter)  Surveyors license on staff for tract/parcel maps  Landscaping inspector  Training for field inspectors (electrical, materials inspections)</p>	<p>Technology</p> <ul style="list-style-type: none"> <li>- Website</li> <li>- Computer replacement</li> <li>- PDAs / blackberries for off-site staff</li> </ul> <p>Professional development costs  Desk space – not enough  24x36 scanner and screen  On line submittals  Fee structure – cost recovery  Support on administrative functions  Overhead scrutinized for appropriateness</p> <ul style="list-style-type: none"> <li>- Public works overhead – increased 20% last years even though division experienced a 30% staffing reductions</li> </ul> <p>Direct interaction with Budget  Reduce Bureaucracy  Staffing</p> <ul style="list-style-type: none"> <li>- Ability to do succession planning</li> <li>- Only 1 City geologist</li> <li>- Need staff with hydraulics experience</li> <li>- Need staff with mapping experience</li> <li>- Need staffing with traffic experience</li> </ul> <p>Imaging</p> <p>Area fees – sewage</p> <ul style="list-style-type: none"> <li>- APM – assessor process maps</li> <li>- Undergrounding</li> <li>- None of these are electronic</li> </ul> <p>Cut regulations</p> <ul style="list-style-type: none"> <li>- C3 regs</li> <li>- Undergrounding – only 1 street done last real</li> <li>- Reimbursement fees</li> </ul> <p>Fee tracking/ estimating  New permitting system  Dedicated vehicle</p> <ul style="list-style-type: none"> <li>- Limits offsite meetings/visits</li> <li>- Given cargo van rather than more useful sedan</li> <li>- Use of pool vehicles is bad practice</li> </ul> <p>Some funding from general fund needed  Communication with other departments (planning)</p> <ul style="list-style-type: none"> <li>- Increase needed</li> <li>- Need more info during transitioning projects from planning to development services</li> </ul> <p>Freedom to make decisions</p> <ul style="list-style-type: none"> <li>- Signature authority for implementation teams</li> <li>- Greater empowerment at lower levels</li> </ul> <p>Plan reviewer and inspector do field review together  “Community Development “ department might address some of the funding issues  Inspectors/ hydraulics stream /</p> <ul style="list-style-type: none"> <li>- Need to be in same buildings</li> </ul>

As noted in the table above, staff identified many opportunities for improvement that would either enable staff to provide a better or faster level of service to customers.

Key opportunities for improvement noted included:

- Increased Interaction Between Plan Reviewers and Inspectors in reviewing plans before approval, conducting field inspections, and discussing items encountered in the field would increase the coordination between plan review and inspections.
- Enhanced utilization of Technology to improve the level of services provided. Specific areas noted include: field input devices for inspectors, scanners capable of handling plan submittals, enable online submission of certain plan types, and ensure computers are replaced on an appropriate schedule.
- Need to Co-locate all staff within the same building to increase the interaction between field inspectors and plan reviewers.
- Address Issues with Materials Testing Lab to provide services when needed either through increased access to the City materials testing laboratory or to a contracted vendor. Another alternative to be considered would be requiring customers to utilize their own private materials testing lab and provide documentation to the City for review and approval.
- “As Builts” Should be Required to be submitted to the City at the conclusion of the project rather than only record drawings as is currently required.
- Fee Structure and Funding Issues need to be addressed to provide a more stable and appropriate fee structure. Fees should be increased more frequently to maintain the fee structure more in line with actual costs of providing services.
- Staffing Issues related to specific skill-sets should be added to the Division to reduce their need to depend upon other divisions for services or provide a backup to existing staff. These areas include: map review, traffic experience, and adding an additional geologist. Additionally, staffing issues such as career ladders, succession planning, and training should be enhanced to improve staff retention and increase the levels and types of services provided – such as landscape inspections.
- Additional Administrative Support would enable professional staff to spend more time on higher-level duties rather than on administrative functions.

Overall, staff identified many areas of potential improvement opportunities to increase services.

**4. PARTICIPANTS IDENTIFIED VARIOUS THREATS THAT MIGHT IMPACT THE ABILITY TO MAKE NECESSARY CHANGES OR IMPROVE SERVICE LEVELS.**

Finally, the participants were asked to identify those items that they believed might impact the ability to make the changes to the process that are needed.

<b>Threats:</b>	
<b>Session 1</b>	<b>Session 2</b>
Money / funding Ego – turf issues Retention of staff – opportunities in other departments Budgeting process - Don't recognize difference between their department and general government departments - 100% cost recovery - Need multi-year budgeting focus - Budget office/ Finance need to understand cycle in workloads Apprehension to make decisions - Slows down process - Risk is too high in some areas Policy decisions – hard to get implemented - Lose momentum Losing focus – due to side projects Need to convince others of the needs in the division (Public Works Administration and City Council) Hypersensitive to politics - Over-analyze issues – look at too many alternatives - Justify decisions	City Council – convincing to do something with the recommendations Economy – fee adjustment needed but might not get done due to economy Can't change a response time/reject plan - Address service levels Layoffs/redeployment High Paid consultants Cooperation between departments Flexibility with procurement & other procedures (cell phones, cars) Move “customer service” staff from permit center to 3rd floor Staff reductions in other Department (bumping) impact division staffing Overhead/Rent prevents funding for other services Inability to telecommute No acknowledgement that part of work is general fund related Division is providing funding to cover staff in other areas (i.e. – IT, DOT, mapping, street lighting, traffic) but cuts in these areas aren't across the board in relation to the revenue stream.

The key threats identified by staff to making needed changes or improvements included the following:

- Convincing the Departmental administration or Mayor / City Council that a change is needed.
- Funding Issues will prevent appropriate staffing decisions from being made or enable sufficient funds to be allocated to implementation of necessary improvements. Need to have fee increased.
- Turf Issues between various Divisions in Public Works or between the Development Services Division and other Departments that prevent necessary changes from taking place.

- Inability to Utilize Flexibility in procurement and in applying standards prevents the Division from taking more appropriate actions that would either save funds or provide better services.
- Hard to get policy decisions made in a timely manner.
- No Recognition that a portion of work provided is general fund related but the funds received from the general fund are not sufficient to cover the amount of actual work provided.
- Staff reductions citywide impact the Division through staff displaced due to “bumping rights”.

Generally, the participants noted that their primary concerns were in convincing others that action is needed (or decisions need to be made) to address the issues facing the Development Services Division.

## **5. CONCLUSION**

Similar to the feedback received from the focus groups, the information gathered by the project team from the SWOT analysis was useful in understanding the development process from a primary audience – the perspective of staff involved in the process. This effort ensures that the project team understands the strengths, weaknesses and opportunities for improvement from the staff perspective. Additionally, this effort made the project team aware of the staff’s perspective of the “threats” that would prevent change from being implemented. This information will be utilized to validate initial perceptions of the project team and to develop further areas of inquiry for potential improvement opportunities.

## **6. CYCLE TIME ANALYSIS**

As part of Matrix Consulting Group's analysis of the development review process within the Development Services Division of the San Jose Public Works Department, the project team acquired from the AMANDA system, a data set containing workload and processing time data for a period covering January 1, 2006 through December 31, 2008. This data set contained information regarding all applications / plans processed during this time period including information on the date the plans were received and the date comments were issued, as well as, whether the review was the first, second, third, etc for the permit.

### **1. THE DEVELOPMENT SERVICES DIVISION HAS ADOPTED CYCLE TIME OBJECTIVES FOR THE PROCESSING OF ENGINEERING AND LAND ENTITLEMENT PERMITS.**

The following table outlines the cycle time objectives that have been established by the Development Services Division for processing applications / plans. It should be noted that the Development Services Division has a Council adopted On-Time Performance Measurement of 85%. In addition, during the time period for which data was acquired, the service time standards have been changed. The Division implemented new standards several months ago due to a 26% reduction in staff levels during the development of the FY 2008-09 Budget process. The following table shows the prior service time standards and the recently implemented standards for each type of plan. Prior standards utilized a single processing time goal for each review where the new standards generally provide a shorter time frame for the processing of second and third reviews than is provided for the first review. All processing time goals are based upon working days not calendar days.



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**Management Study of the Development Services Division**

Permit / Application Type	Prior Service Times	Revised Service Times		
		1st Review	2nd Review	3rd Review
Traffic Report Review	15	20	15	5
Tract Map Review	20	30	20	10
Revocable Permit Review	5	10	5	5
PW Review of Planning Applications	20	20	-	-
Private Utility Permits	5	10	5	5
Private Street Plan Review	20	30	20	10
Work Scope Preparation	15	20	-	-
Parcel Map Review	20	30	20	10
Lateral Permit Review	2	5	2	-
Improvement Plan (Major)	20	30	20	10
Improvement Plan (Minor)	10	20	15	5
Grading Plan Review	10	20	10	5

As shown in the table, many of the processing times implemented for first review have increased from the prior goals that were in place. The notable exception is the Public Works review conducted for planning applications that remained at twenty working days. The current second review service times are equivalent to those that were in place prior to the change. Third review service time goals are either equal to the 2<sup>nd</sup> review goal (i.e. – revocable permit review, private utility permits) or again shortened by at least 50% from the 2<sup>nd</sup> review goal (i.e. – tract map review, traffic report review, private street plan review, parcel map review, improvement plans, and grading plans).

**2. THE ACTUAL PERFORMANCE WAS COMPARED TO THE CYCLE TIME OBJECTIVES.**

After acquiring the historical processing time data, the project team analyzed the performance of the Development Review Division’s performance against the established service time standards. Since the service time standards have recently changed, the analysis was conducted against both the prior and the recently adopted standards to get a better understanding of the staff’s ability to meet the standards. The

following table outlines the Division's performance against the current service time standards.

Type of Permit	Submittal No.	Number	Median	75th Quartile	85th Percentile	Performance Goal
Grading	1st	92	10.5	20.0	26.0	20
	Re-Submittal	173	6.0	10.0	12.0	10
Improvement-Major	1st	38	20.0	25.8	29.5	30
	Re-Submittal	97	11.0	20.0	22.2	20
Improvement-Minor	1st	69	9.0	13.0	17.8	20
	Re-Submittal	132	7.0	10.0	12.0	15
Parcel	1st	24	21.0	28.3	32.6	30
	Re-Submittal	53	9.0	19.0	21.2	20
Private Street	1st	17	19.0	20.0	25.0	30
	Re-Submittal	46	9.5	19.0	20.0	20
Planning Permit	1st	439	17.0	20.0	25.3	20
	Re-Submittal	265	13.0	21.0	29.4	20
Tract Map	1st	25	27.0	31.0	33.0	30
	Re-Submittal	61	17.0	22.0	26.0	20
Traffic Report	1st	22	13.5	34.5	44.3	20
	Re-Submittal	9	24.0	30.0	37.2	15
Traffic Work Scope	1st	20	20.5	36.5	43.2	20
	Re-Submittal	9	2.0	16.0	17.6	0

The Division achieved 76% compliance for conducting plan checks within the established goals for a period covering January 1, 2006 through December 31, 2008.

**3. THE PROJECT TEAM ANALYZED THE TIME REQUIRED TO CONDUCT REVIEWS BASED UPON THE REVIEW CYCLE (1<sup>ST</sup>, 2<sup>ND</sup>, 3<sup>RD</sup>) OF THE SUBMISSION.**

To better understand the level of performance of the Division in reviewing and issuing comments, the project team analyzed the performance data based upon whether the comments issued (and the time to issue) were for a first review, second review or third review. This analysis is based upon the data contained in the table

above. The following points summarize some of the key issues regarding the data presented above:

- The general trend across all plan review categories is a decreasing plan review time on reviews after the first review. For example, the average time for conducting a first review of an improvement plan, minor was 9 workdays at the median while re-submittals required 7 workdays at the median.
- Average review times for re-submittals of all types were lower than the review times required for first reviews with the exception of traffic reports.

**4. THE PROJECT TEAM ANALYZED THE PERFORMANCE OF STAFF IN CONDUCTING FIRST, SECOND, AND THIRD REVIEWS WITHIN THE ADOPTED CYCLE TIME OBJECTIVES.**

In addition to reviewing overall performance and the average processing time, the project team reviewed the percentage of plans reviewed during the first three submission cycles to determine the level of compliance with the established standards.

The following table compares the level of performance for the first submission review and for re-submittals.

<b>Type of Application</b>	<b>% of Applications Meeting Service Time Goals for Initial Submittals and Re-Submittals</b>
Grading	71%
Improvement Plan, Major	73%
Improvement Plan, Minor	79%
Parcel Map	74%
Private Street	84%
Planning Application Review	77%
Tract Map	56%
Traffic Report Review	52%
Traffic Report, Workscope	48%
Private Utility Permit	86%
Revocable Permit	92%
Lateral Permit	84%

As shown in the table above, the implementation of the new performance standards have resulting in significant increases in the level of compliance with the service time standards. This would be expected since in most cases, the first review time was increased. However, even with the increased service time standards, in some

areas, the percentage meeting standards is still relatively low. The following points summarize some of the key points regarding this table:

- Only revocable permit reviews and private utility permits are above the 85% level of conformance with the established service time standards. Plan reviews of private streets and lateral permits are at 84% level of conformance with the established service time standards, however.
- Traffic Report reviews and work scope preparation, and tract map review are below a 60% level of conformance with the established service time standards.
- The public works review of planning applications, the largest volume of work within the Division, is at a 77% compliance with the service time standards.

## **7. ANALYSIS OF WORK PRACTICES AND PROCESSES**

This chapter presents an analysis of the work practices and processes utilized by the Development Services Division. The recommendations developed within this chapter are based upon the initial analysis of the Division completed by Anderson Brule Architects, the suggestions made within the focus groups and employee SWOT analysis, and the best practices analysis and comparative survey.

The work completed by Anderson Brule Architects (summarized in exhibits 4 and 5 at the end of this chapter) indicated that there were five themes regarding what was not working in the Division. These themes included the existing service model, staff instability, the fee structure, inter-departmental partnerships, and strategic planning. Each of these issues will be addressed in this chapter with the exception of staff instability, which will be addressed in the next chapter.

The key results of the initial analysis of the Division completed by Anderson Brule Architects are presented at the end of this chapter.

### **1. THE DEVELOPMENT SERVICES DIVISION SHOULD UTILIZE ONE PROJECT MANAGER TO MANAGE EACH DEVELOPMENT APPLICATION FROM PRE-APPLICATION THROUGH CONSTRUCTION INSPECTION.**

At present, the Development Services Division is organized into two different teams for the purposes of processing development applications. One set of teams – the Planning Teams – are responsible for the processing of land entitlement permits, in essence referrals from the Planning Division, and providing comments and conditions of approval. The other set of teams – the Implementation Teams - are responsible for processing of engineering permits such as grading plans, improvement plans, final

maps, parcel maps, street vacations, street dedications, revocable encroachment permits for conformance with standard specifications.

**(1) The Processing of Land Entitlement Permits and Engineering Permits Should Be Consolidated So that One Employee Processes An Application From Pre-Application Through the Land Entitlement Permit and Engineering Permit, and provides Construction Support to the Public Works Construction Inspector.**

These Planning and Implementations teams should be consolidated so that the each team is responsible for processing land entitlement permits and engineering permits. One project manager should be assigned to each project and be responsible for the processing of an application from the pre-application conference through the land entitlement permit and engineering permit stages and concluding with providing construction support to the Public Works Construction Inspector. The project manager should be empowered to manage the review of these permits on behalf of the Development Services Division to assure the review by all of the disciplines within the Development Services Division and the other divisions to whom the Division routes permits (i.e., Geometrics, Survey, Materials Testing Lab, etc.) is timely, predictable; coordinated; and that the application gets to a public hearing or permit action in a timely manner in accordance with adopted cycle time objectives.

The project manager, empowered as a team leader, should be a critical feature the Division's development review process. Project managers should make the Division's development review process seamless to the customer. Each permit application processed by the Division should have a project manager, who manages the review by the various disciplines, sets processing deadlines for the review of the application by this multi-disciplinary team, and holds the multi-disciplinary team

accountable for meeting those processing deadlines. Using AMANDA, the project manager develops these processing deadlines and shares the tentative schedule with the applicant.

**Recommendation: The Planning and Implementation teams should be consolidated so that one employee of the Development Services Division would be responsible for the processing of an application from pre-application conference through the land entitlement process and engineering permit process, in addition to providing construction support to the Public Works Construction inspector.**

- (2) The Project Manager Is There To Make Sure Reviews Of Permit Applications Are Timely, That The Review Process Is Predictable, And That The Application Gets To A Decision Point, Whether It Be A Public Hearing, Staff Approval, Or Corrections.**

The project manager should be assigned responsibility and held accountable for assuring that engineering permit applications are processed in accordance with adopted cycle time objectives. The project manager should accomplish this by developing -- and monitoring -- a schedule for both staff reviews and the applicant.

**Recommendation: The project manager should inform the applicant of the schedule for plan checking of their engineering permit application based upon cycle time objectives established by the Development Services Division.**

- (3) The Project Manager Should Serve As The Applicant's Single Point Of Contact.**

The applicant should be able to call the project manager at any time. The applicant should also be able to call any member of the permit application team directly -- the team is responsible to answer questions and resolve issues in the absence of the project manager. In all instances, the applicant should be welcome to contact the Senior Engineer in charge of the cradle-to-grave team that the project manager resides. (Note: In some cases, the Senior Engineer may be the project manager). However, the project manager should be responsible for managing these reviews and always be there to

handle complex issues and pulling these comments from the team together (by all of the disciplines within the Development Services Division and the other divisions to whom the Division routes permits (i.e., Geometrics, Survey, Materials Testing Lab, etc.).

**Recommendation: The project manager should service as the single point of contact for the processing of their land entitlement permit and engineering permit application by the Development Services Division.**

**(4) The Project Manager Is Not An Advocate For A Discretionary Permit Application, But He Or She Will Make Sure The Applicant Gets To A Clear Decision Point In A Timely Basis.**

The project manager is not an advocate for an application, and cannot design it for the applicant. The project manager, however, will make sure the applicant fully understands the City's requirements, particularly those regarding public improvements.

For example, the applicant's property may not be able to handle a project proposed by the applicant due to the limitations of infrastructure limiting the size of a project in a residential neighborhood, environmental, hillside slope, traffic regulations, or other regulations. The project manager should make sure the applicant understands this in a timely fashion. The project manager should also ensure that issues are identified early in the process, so the Division can suggest ways to modify the applicants project to achieve a complete application.

If an issue arises with the review of the permit application with which the applicant doesn't agree, the project manager is the applicant's contact to get the issue resolved. The project manager should take the applicants concerns with the appropriate staff level, up to and including the Deputy Director, Development Services, Public Works Department.



The project manager is there to ensure the permit application review by all of the disciplines within the Development Services Division and the other divisions to whom the Division routes permits (i.e., Geometrics, Survey, Materials Testing Lab, etc.) proceeds in a timely and predictable fashion. The project manager should not be expected to always give the applicant the answer the applicant wants -- the City's codes and regulations don't allow everything. So, the answer may be "no, you can't build that, but, we will give you an option as to what you can build."

**Recommendation: The project manager should be responsible for assuring that all disciplines (i.e., Geometrics, Survey, Materials Testing Lab, etc.) complete their plan check of engineering permit applications in accordance with cycle time objectives established by the Development Services Division.**

- (5) The Applicant Should Be Informed Regarding The Name Of The Project Manager Within the Development Services Division That Is Assigned To Their Permit Within Five Working Days Of Complete Submittal Of The Application.**

The applicant should be informed of the name of the project manager assigned to their application no later than five working days after the complete submittal of their application to assure that the name of the project manager is promptly available to the applicant.

**Recommendation: The applicant should be informed of the name, telephone number, and e-mail address of their project manager within the Development Services Division within five days of the receipt of the land entitlement permit from the Planning Division.**

- (6) The Project Manager Should Be Responsible For Complete And Timely Communication Among The Multi-Disciplinary Team.**

Each member of the multi-disciplinary team, Geometrics, Survey, Materials Testing Lab, etc., will still be there. The project manager makes sure communications occurs on the multi-disciplinary team, a schedule is set and complex issues are

resolved, such as when divisions conflict in terms of conditions and corrections to an application.

The project manager should lead any discussions that focus on resolving conflicting conditions of approval or competing standards requirements. His or her job is to keep the review of the discretionary permit application coordinated and predictable.

**Recommendation: The project manager should be responsible for the coordination of the processing of the application by the staff of the Development Services Division and by other divisions that are involved by the Development Services Division in the plan check process including resolution of conflicting conditions of approval.**

**(7) The Role Of The Project Manager should Be Clarified In A Written Policy.**

The responsibility and the authority of the project manager should be clearly spelled out in a written policy by the Administration Division of the Public Works Department. The responsibility and authority, in addition to that previously identified, should include:

- Conducting pre-application meetings and review as appropriate for engineering permits;
- For complex applications, intaking the permit application and materials;
- Determining application completeness for all of the City's requirements for engineering permits;
- Collecting and integrating comments from other divisions and departments for engineering permits;
- Resolving inter-division or inter-departmental problems such as conflicting conditions for engineering permits;
- Assuring that the conditions of approval for engineering permits suggested by other divisions or departments are reasonable;
- Analyzing the application;

- Working with the applicant to resolve problems and revise the project as appropriate;
- Changing from a regulator and collector of other's opinions to a problem solver that is focused on how to get the job done and build a better community;
- Functioning as an advocate for the process (maintaining timelines and seeing that they are met);
- Promptly reviewing and issuing notifications of omissions or problems with the project;
- Making presentations at public meetings;
- Coordinating with key decision makers;
- Signing the staff reports; and following up on enforcement of conditions.

In summary, the project manager is a team leader for a multi-disciplinary team, and is responsible for keeping the review of a permit application on track, makes sure issues involving conflicting code or regulatory issues are resolved, charts a clear course for the applicant through the review process, and makes sure issues regarding the application are identified early in the review process. The project manager is not an advocate for a permit application, nor are they responsible for the design or redesign of an application.

**Recommendation: The role of the project manager should be formally adopted in writing in a policy developed by the Administration Division of the Public Works Department.**

- (8) The Division Should Include In Its Application Guides and On Its Web Page The Responsibilities of the Division's Project Managers, the Responsibilities of other Divisions / Departments Involved in the Engineering Permit Process (e.g., Land Survey), and the Responsibilities Of Applicants.**

The engineering permit process requires an effective and cohesive partnership between the Division, the other Divisions / Departments Involved in the Engineering Permit Process (e.g., Land Survey), and the applicant. These responsibilities should be spelled

out in application guides and on the Division’s web page. A suggested allocation of responsibilities is provided in the table below.

<b>Division’s Project Manager</b>	<b>Other Divisions / Departments</b>	<b>Applicant</b>
1. Primary point of contact (“one-voice) for the customer, public, staff, decision maker. 2. Assemble the Multi-Disciplinary Team to review the project. 3. Schedules and manages all meetings, including early assessments. 5. Ensure “options thinking” and resolution of project issues. 6. Identify customer needs and ensure customer service standards are met. 7. Responsible for knowing the status of the project. 8. Provide historical data on similar projects 9. Maintain timely review and budget for a project to a decision point through close of construction. 10. Maintain customer accountability.	1. Represent their discipline on the team and provide expertise on technical issues. 2. Be an options thinker and provide project alternatives for the customer. 3. Work with the project manager and team to resolve problems and make recommendations to the City Manager, Mayor, and City Council	1. Provide a clear project “vision” to the Division. 2. Provide complete applications. 3. Be responsive to City information requests and project comments. 4. Work with the project manager and team to resolve project issues.

**Recommendation: The Division Should Include In Its Application Guides and On Its Web Page The Responsibilities of the Division’s Project Managers, the Responsibilities of other Divisions / Departments Involved in the Engineering Permit Process (e.g., Land Survey), and the Responsibilities Of Applicants.**

**2. THE DEVELOPMENT SERVICES DIVISION SHOULD TAKE MEASURES TO REDUCE THE EXTENT OF INCOMPLETE APPLICATIONS AND RE-SUBMITTALS.**

A significant number of the engineering permit applications, based upon discussions with the staff of the Development Services Division, are being deemed incomplete thirty days after submittal or requiring a more than appropriate number of plan checks. This results in significant delays in processing of these applications and significant staff expense.

The extent of rechecking of submittals by the Development Services Division is indicated by the examples below.

- For example, in 2008, through December 31, 2008, grading plan submittals received the following number of plan checks.

<b>Number of Grading Plan Checks</b>	<b>Number of Submittals</b>	<b>% of Total</b>
1	92	34.7%
2	79	29.8%
3	56	21.1%
4	31	11.7%
5	5	1.9%
6	2	0.8%
<b>TOTAL</b>	<b>265</b>	<b>100.0%</b>

As the table indicates, 35% of the grading plans required three or more plan checks.

- This same problem exists for improvement plans - major in 2008, through December 31, 2008, as indicated in the table below.

<b>Number of Improvement Plan Checks</b>	<b>Number of Submittals</b>	<b>% of Total</b>
1	38	28.1%
2	35	25.9%
3	26	19.3%
4	19	14.1%
5	8	5.9%
6	6	4.4%
7	2	1.5%
8	0	0.0%
9	1	0.7%
<b>TOTAL</b>	<b>135</b>	<b>100.0%</b>

As the table indicates, 46% of the improvement plan – major submittals required three or more plan checks.

- This same problem exists for tract map reviews in 2008, through December 31, 2008, as indicated in the table below.

<b>Number of Tract Review Plan Checks</b>	<b>Number of Submittals</b>	<b>% of Total</b>
1	25	29.4%
2	23	27.1%
3	19	22.4%
4	12	14.1%
5	5	5.9%
6	1	1.2%
<b>TOTAL</b>	<b>85</b>	<b>100.0%</b>

As the table indicates, 44% of the tract map plan checks required three or more plan checks.

- This same problem exists for private street plan review in 2008, through December 31, 2008, as indicated in the table below.

<b>Number of Private Street Plan Checks</b>	<b>Number of Submittals</b>	<b>% of Total</b>
1	17	27.0%
2	16	25.4%
3	17	27.0%
4	10	15.9%
5	3	4.8%
<b>TOTAL</b>	<b>63</b>	<b>100.0%</b>

As the table indicates, almost 48% of the private street plan checks required three or more plan checks.

- The same problem exists with plan checks of land entitlement permit applications (Planning permit applications) in 2008, through December 31, 2008, as indicated in the table below, albeit to a much lesser extent.

<b>Number of Planning Permit Plan Checks</b>	<b>Number of Submittals</b>	<b>% of Total</b>
1	436	62.2%
2	173	24.7%
3	70	10.0%
4	20	2.9%
5	2	0.3%
<b>TOTAL</b>	<b>701</b>	<b>100.0%</b>

As the table indicates, almost 13% of the plan checks of land entitlement permit applications (Planning permit applications) required three or more plan checks.

The Division needs to take steps to reduce the proportion of applications deemed incomplete after the first and initial review or application re-submittals requiring three or more plan checks. The recommendations presented below are designed to address this challenge.

**(1) The Development Services Division Should Develop and Adopt a Written Policy Engineering Permit Application Completeness.**

This policy should be developed to clarify, (1) the responsibility of the Development Services Division staff for checking engineering permit applications for completeness at submittal and rejecting the application if incomplete, (2) the essential submittal requirements for each type of application to be deemed complete, and (3) timelines for all divisions / departments involved in the first review to provide comments back to the Development Services Division, etc.

**Recommendation: The Development Services Division should develop and adopt a written policy on engineering permit application completeness and the basis for rejecting incomplete applications. This policy should be published to the Division's web site.**

**Recommendation: Training should be provided to the Development Services Division Staff regarding the basis for rejecting engineering permit applications as incomplete.**

**(2) The Development Services Division Staff Should Check Engineering Permit Applications at Submittal to Assure these Applications Meet Essential Submittal Requirements and Reject Incomplete Applications.**

The Development Services Division staff should check the engineering permit application at submittal to assure it meets submittal requirements. This would include all of the permits submitted to the third floor of City Hall including grading permits, parcel map, tract map, street easement abandonments, and public improvement plans, etc.

The role of the Division staff assigned should be to assure that these types of permit applications meet submittal requirements before accepting them for plan check.

**Recommendation: The Development Services Division staff should check engineering permit applications at submittal to assure these applications meet essential submittal requirements and reject incomplete applications.**

**(3) Application Guides Should Be Updated for the Different Types of Engineering Permits to Include All of the City's Requirements for an Applicant to Achieve a Complete Submittal.**

The Development Services Division has developed a Development Manual. That manual is over 40-pages in length. It includes descriptions of the Division's role in the land entitlement permit process, and the engineering permit process. The description of the grading permit plan check process includes grading plan applicability (when a grading permit is required), a description of the grading plan check process including a summary flow chart, brief submittal instructions (e.g., complete the application), and a statement that the plan must be submitted in compliance with the grading ordinance.

The Division should enhance its application guides for all of the permit types processed by the Division and should identify the submittal requirements necessary for an applicant to achieve a complete submittal. For example, the application submittal requirements for final map plan check should include a checklist that contains the specific information such as that presented below.

- General requirements;
- Title sheet;
- Final map statements and certificates;
- City Engineer's statement;
- Owner's statement;



- Procedure of survey sheet (i.e., basis of bearings, traverse closures, ties to record monuments, etc.);
- Map information; and
- Easements.

The application guide for the public improvement plan should be expanded to include requirements for street design (alignment, profile, cross section, transitions, driveways, streetlights, signs, etc.), sewer (mains, manholes, laterals), and stormwater (hydrology, hydraulics, inlets, stormwater mains).

The Division Manager for the Development Services Division should assemble a team of staff for those divisions and Departments involved in the engineering permit process and expand the current selection of application guides for the various engineering permits that this Division administers. These guides should include the whole gamut of application requirements, but the Division Manager should exercise authority to assure these requirements are realistic.

The City of Irvine has developed application submittal guidelines for various aspects of engineering permitting. This includes guidelines for preparation of signing and striping plans, traffic control plans, and specific guidelines for preparation of grading plans, street improvement plans, etc. These could serve as a guide for the Development Services Division.

**Recommendation: The Development Services Division should update and expand the current selection of application guides for each of its engineering permits including grading permits, parcel maps, tract maps, street easement abandonments, geologic hazard clearance permits, and public improvement plans, etc.**

**(4) The Engineering Permit Applications Should Be Expanded To Include Checklists Identifying the Essential Submittal Requirements For Each Type of Application.**

Each type of application for engineering permits (grading permits, parcel map, tract map, street easement abandonments, and public improvement plans, etc.) should include a checklist of submittal requirements that an applicant has to check off and that requires the applicant's signature. These checklists should be designed to have the applicant self-certify the application includes all of the information required to achieve a complete submittal.

**Recommendation: The Development Services Division should expand the applications for each type of application to include a checklist of essential submittal requirements. The applicant should be required to check off and sign the checklist.**

**(5) The Project Manager Should Meet with the Applicant to Discuss Issues that Have Been Found During the Initial Review of the Application.**

Applicants for engineering permit applications, or their representatives, should be invited to meet with the project manager from the Development Services Division and other necessary staff to discuss the City's comments to their first plan check. The project manager would inform the applicant face-to-face about basic problems, if any, with the application being deemed complete, preliminary findings, basic conditions that might be imposed, and timing for processing of the application. The meeting would allow the applicant to meet staff members that are working on the application, and staff could hear what goals the applicant might have, and what problems the conditions might cause.

This meeting should be utilized for large, complex or possibly controversial applications.

**Recommendation: The project manager in the Development Services Division should meet with the applicant to discuss issues that have been found during the first plan check.**

**(6) The Development Services Should Provide Training to Consulting Engineers and Developers Regarding Its Engineering Permit Submittal Requirements.**

The Development Services Division should be proactive and periodically meet with consulting engineers and developers who prepare engineering permit applications for submittal to the Division and discuss engineering permit submittal requirements. As part of this training, the staff should identify for consulting engineers and with developers the most common factors that delay projects. These discussions should also occur after each submittal when consulting engineers are involved in the development of the application and when particular problems are encountered meeting submittal requirements. The training of the consulting engineers and developers should be viewed as an ongoing responsibility, almost like preventive medicine. The intent is to prevent a recurring pattern of incomplete submittals.

It is in the Division's best interests to educate applicants, make them aware of how the Division interprets regulations, provide them with examples of acceptable work, and otherwise help them navigate the process.

**Recommendation: The Development Services Division should provide training to consulting engineers and developers regarding its engineering permit submittal requirements.**

**Recommendation: The Development Services Division should provide feedback and assistance after each submittal when consulting engineers are involved in the development of the application and when they encountered particular problems meeting submittal requirements.**

**(7) Establish Systems in AMANDA to Monitor the Extent of Complete Submittals for Engineering Permit Application.**

The recommendations previously mentioned to reduce the extent of incomplete submittals should be carefully monitored to ensure they are working as intended, and to hold managers accountable. The following steps are recommended to accomplish this outcome.

- AMANDA should be used to monitor the extent of incomplete submittals.
- Every three to six months, the Analyst II for the Division should evaluate the causes of incomplete submittals or those submittals requiring more than two re-submittals. The report should identify whether there appear to be common themes for incomplete submittals and re-submittals.
- These reports should be reviewed by the Division Manager and the staff of Division to identify patterns and assess whether training procedures could be improved to reduce the extent of incomplete applications or whether the application guides need to be modified to be more specific.
- The Division Manager should be actively involved in evaluating the Division's success in minimizing the extent of incomplete submittals.
- Periodically, the Division Manager should meet with consulting engineers and developers to review the results.
- Outcomes from those meetings should be shared with the Public Works Director, Assistant Public Works Director, and Deputy Director.

**Recommendation: The Development Services Division should establish systems to monitor the extent of complete submittals for engineering permit application.**

**(8) Requirements for Traffic Impact Reports Need To Be Specified in the Application Guides and on the Development Service Division's Web Site.**

The requirements regarding when and under what circumstances a traffic impact report is required should be included in a simple application guide for land entitlement permits and specified on the Development Services Division's web site. It is important to note that the City has a current document, titled "Traffic Impact Analysis Handbook".

However, there is no readily available link on the Development Services Webpage. In addition, the many traffic policies within the City are not available for downloading and review.

**Recommendation: Requirements for traffic impact reports need to be specified in a simple application guide that will accompany the City's Traffic Impact Analysis Handbook and be published to the Development Services Division's web site. In addition, all development related traffic policies should be placed on the Development Services Division webpage.**

**(9) The Top Causes for Engineering Permit Submittals Being Incomplete At Submittal or Generating Corrections Should Be Published On The Division's Web Site.**

The Development Services Division should publish to its web site a code defect library based upon a list of the most common technical code defects encountered during the plan checking of engineering permits. The intent of this information is to assist in the education and clarification of common code defects found during the review of engineering permit plans.

**Recommendation: The Development Services Division should publish to its web site a code defect library based upon a list of the most common technical code defects encountered during the plan checking of engineering permits.**

**(10) Publish Client Assistance Memos To the Division's Web Site and E-Mail These Memo's To Contractors, and Consulting Engineers, Landscape Architects, and Traffic Engineers**

The Development Services Division should publish on a regular basis Client Assistance Memos to its web site and e-mail these Client Assistance Memos to consulting engineers, landscape architects, and traffic engineers that subscribe to these documents. Client Assistance Memos should be designed to provide user-friendly information on the range of Division permitting, engineering permit and standard specification compliance policies and procedures that an applicant may encounter while

conducting business with the Division. For example, Client Assistance Memo's could include such topics as the following:

- Grading and retaining wall construction near or adjacent to property lines;
- Steps to an approved traffic control plan;
- Making sense of San Jose's grading, stormwater, and drainage control regulations;
- San Jose land survey requirements;
- Getting an over-the-counter permit; and
- Construction and development in the floodplain.

The development of these Client Assistance Memos should be based upon the most frequent code defects encountered during plan check, and consultation with contractors, and consulting engineers, landscape architects, and traffic engineers.

**Recommendation: The Development Services Division should publish on a regular basis Client Assistance Memos to its web site and e-mail these Client Assistance Memos to consulting engineers, landscape architects, and traffic engineers that subscribe to these documents.**

### **3. THE DEVELOPMENT SERVICES DIVISION SHOULD IMPROVE THE MANAGEMENT OF THE ENGINEERING PERMIT PROCESS.**

There are a number of important objectives for the Development Services Division in the management of the engineering permit (as it affects the Division) and the engineering permit processes. These objectives include the following:

- Consistent interpretation of regulations;
- Clear communication of the process and the requirements;
- The predictability of the process;
- Staff responsiveness;
- Consistency; and

- The accountability for decisions and the active management of the process.

In evaluating the existing process versus these objectives, the Matrix Consulting Group first evaluated the number of calendar days required for reaching a decision regarding land entitlement permit applications (as it affects the Division) and engineering permits. The results are presented in Chapter 6 of this report: Cycle Time Analysis. The results indicate that the Division should improve the management of the permit process.

**(1) The Development Services Division Should Revise Its Cycle Time Objectives**

The table, below, presents the cycle time objectives that have been established by the Development Services Division for processing land entitlement permit and engineering permit applications / plans. It should be noted that during the time period for which data was acquired, the objectives have been changed. The Division implemented new objectives several months ago due to a 26% reduction in staff levels during the development of the FY 2008-09 Budget process. The objectives are based upon working days not calendar days.

Permit / Application Type	Prior Cycle Time Objective	Revised Cycle Time Objective		
		1st Review	2nd Review	3rd Review
Traffic Report Review	15	20	15	5
Tract Map Review	20	30	20	10
Revocable Permit Review	5	10	5	5
PW Review of Planning Applications	20	20	-	-
Private Utility Permits	5	10	5	5
Private Street Plan Review	20	30	20	10
Work Scope Preparation	15	20	-	-
Parcel Map Review	20	30	20	10
Lateral Permit Review	2	5	2	-
Improvement Plan (Major)	20	30	20	10
Improvement Plan (Minor)	10	20	15	5
Grading Plan Review	10	20	10	5

As shown in the table, many of the revised cycle time objectives implemented for first plan check have increased from the prior objectives. The notable exception is the plan check of land entitlement permit applications (PW Review of Planning Applications) that remained at twenty working days. The revised second plan check cycle time objectives are equivalent to those that were in place prior to the change. Third review service time goals are either equal to the 2<sup>nd</sup> plan check objective (i.e. – revocable permit review, private utility permits) or again shortened by at least 50% from the 2<sup>nd</sup> plan check objective (i.e. – tract map review, traffic report review, private street plan review, parcel map review, improvement plans, and grading plans).

A review of actual plan check cycle time in calendar year 2008 for many of the different types of permits indicates that the Division is, in limited instances, bettering its cycle time objectives at the 85<sup>th</sup> percentile (see table below), in other instances is meeting the objectives, and in other instances not meeting the objective.

Type of Permit	Submittal No.	Number	Median	75th Quartile	85th Percentile	Performance Goal
Grading	1st	92	10.5	20.0	26.0	20
	Re-Submittal	173	6.0	10.0	12.0	10
Improvement-Major	1st	38	20.0	25.8	29.5	30
	Re-Submittal	97	11.0	20.0	22.2	20
Improvement-Minor	1st	69	9.0	13.0	17.8	20
	Re-Submittal	132	7.0	10.0	12.0	15
Parcel	1st	24	21.0	28.3	32.6	30
	Re-Submittal	53	9.0	19.0	21.2	20
Private Street	1st	17	19.0	20.0	25.0	30
	Re-Submittal	46	9.5	19.0	20.0	20
Planning Permit	1st	439	17.0	20.0	25.3	20
	Re-Submittal	265	13.0	21.0	29.4	20
Tract Map	1st	25	27.0	31.0	33.0	30
	Re-Submittal	61	17.0	22.0	26.0	20
Traffic Report	1st	22	13.5	34.5	44.3	20
	Re-Submittal	9	24.0	30.0	37.2	15
Traffic Work Scope	1st	20	20.5	36.5	43.2	20
	Re-Submittal	9	2.0	16.0	17.6	0



Important points to note regarding the data contained in the table are presented below.

- **Grading plan review required 26 workdays at the 85<sup>th</sup> percentile for the first plan check and 12 workdays for re-submittals at the 85<sup>th</sup> percentile.** This compares to cycle time objectives of 20 workdays for the first plan check, 10 workdays for re-submittals.
- **Improvement plans – major required 29.5 workdays at the 85<sup>th</sup> percentile for the first plan check and 22.2 workdays for re-submittals at the 85<sup>th</sup> percentile.** This compares to cycle time objectives of 30 workdays for the first plan check for major improvement plans and 20 workdays for re-submittals.
- **Improvement plans – minor required 17.8 workdays at the 85<sup>th</sup> percentile for the first plan check and 12 workdays for re-submittals at the 85<sup>th</sup> percentile.** This compares to cycle time objectives of 20 workdays for the first plan check for major improvement plans and 15 workdays for re-submittals.
- **Parcel Map plan review required 32.6 workdays at the 85<sup>th</sup> percentile for the first plan check and 21.2 workdays for re-submittals at the 85<sup>th</sup> percentile.** This compares to the cycle time objective of 30 workdays for the first plan check, 20 workdays for the re-submittals.
- **Private street plan review required 25 workdays for the first plan check at the 85<sup>th</sup> percentile and 20 workdays for re-submittals at the 85<sup>th</sup> percentile.** This compares to the cycle time objective of 30 workdays for the first plan check, and 20 workdays for re-submittals.
- **Planning permit review required 25 workdays at the 85<sup>th</sup> percentile at the 85<sup>th</sup> percentile and 29 workdays for re-submittals at the 85<sup>th</sup> percentile.** This compares to the cycle time objective of 20 workdays for the first plan check and 20 workdays for re-submittals. It is interesting to note that re-submittals took longer to review than initial submittals.
- **Tract map plan review required 33 workdays at the 85<sup>th</sup> percentile and 26 workdays for re-submittals at the 85<sup>th</sup> percentile.** This compares to the cycle time objective of 30 workdays for the first plan check, and 20 workdays for the re-submittals.
- **Traffic report plan review required 44 workdays at the 85<sup>th</sup> percentile and 37 workdays for re-submittals at the 85<sup>th</sup> percentile.** This compares to the cycle time objective of 20 workdays for the first plan check, and 20 workdays for re-submittals. The actual amount of workdays required at the 85<sup>th</sup> percentile for first plan review and re-submittals is extraordinarily lengthy.

- **Traffic work scope plan review required 43 workdays at the 85<sup>th</sup> percentile and 17 workdays for re-submittals at the 85<sup>th</sup> percentile.** This compares to the cycle time objective of 20 workdays for the first plan check. There were not any objectives set for subsequent submittals. The actual amount of workdays required at the 85<sup>th</sup> percentile for first plan review and re-submittals is extraordinarily lengthy.

Upon implementation of the recommended process improvements within this management study, the Division should maintain it's current cycle time targets at 85% and reduce it's plan review timelines to reflect the levels of service provided by its peers. The objectives and actual review time of the Division are longer than the San Jose's peers and detract from its ability to compete with its peers for economic development.

In addition, all cycle time objectives should be simplified: the objectives should only reflect the first plan check and subsequent plan checks. It should not be broken down by second plan check and third plan check, just subsequent plan checks.

**Recommendation: Cycle time objectives should be simplified: the objectives should only reflect the first plan check and subsequent plan checks. It should not be broken down by second plan check and third plan check, just subsequent plan checks.**

**Recommendation: Upon full implementation of the recommendations within this management study, the Development Services Division should revise and shorten its cycle time objectives for engineering permits and plan checking of those permits.**

**Recommendation: These cycle time objectives should be published to the Division website and identified in the Division's application guides.**

**Recommendation: The actual cycle time by type of permit should be published to the Division's web site on a quarterly basis.**

**Recommendation: The City should hold the Division Manager responsible for management of the amount of workdays required for plan checking by all of the divisions involved, not just the Development Services Division and for monitoring performance against the cycle time objectives on a regular basis.**

**(2) Monitor and Maintain Project Assignment and Project Status Information in AMANDA.**

The current approach to monitoring and maintenance of Division workload should be improved by the direct involvement of Senior Engineers in the planning, scheduling, and supervision of the work of each of the Sections in the Division, the direct supervision by the Senior Engineers of the those Sections, and consistent monitoring of the workload and service levels delivered by those Sections. This should be done through modification of AMANDA to enable the:

- Improvement of the Senior Engineers ability to track project staff's progress;
- Improvement of the project manager's ability to track concurrent project developments; and
- Improvement of the Senior Engineers ability to manage workload within their team in the Development Services Division.

Accurate data on workload, by permit type, cyclical variances in activity, and workload activity by team and by planner are all essential management tools. With this information, the Senior Engineers can make informed, logical decisions regarding staffing, budgeting, procedures, and organizational structure.

This should clearly be placed with the project managers to whom the project is assigned. This responsibility should be clarified in a written policy and procedure, and as necessary be integrated into the Division's performance appraisal system for those engineers and engineering technicians assigned to processing engineering permit applications.

On a monthly basis, the Senior Engineer should randomly audit the workload assigned to each of the engineer or engineering technician within his/her development

team to determine whether the project is active, is inactive as a result of applicant inaction and should be terminated, or has been closed and the project status should be updated in AMANDA.

**Recommendation: Develop and adopt a written Division policy and procedure for the maintenance of project status information in AMANDA and in the hard copy file by the project manager assigned to processing engineering permit applications.**

**Recommendation: Develop and adopt a written policy and procedure that assigns responsibility to the project manager for assuring ongoing maintenance of project status information in AMANDA and the hardcopy project file. In addition, Senior Engineers should randomly audit the projects assigned to each of the engineers and engineering technicians within his/her development team to determine whether the project is active, is inactive as a result of applicant inaction and should be terminated, or has been cancelled or withdrawn and the project status should be updated in AMANDA.**

**(3) Track and Monitor the Success or Failure of Engineers and Engineering Technicians Assigned to Processing Engineering Permit Applications in Meeting Cycle Time Objectives.**

The Development Services Division, once it has revised cycle time objectives for engineering permit applications, should utilize AMANDA to measure and monitor staff performance in meeting these objectives. It is important for the Senior Engineers to have quantifiable tools to: regulate performance, identify training and staffing needs, and detect organizational deficiencies. The cycle time objectives can serve as fair and accurate means to gauge staff performance for the following reasons:

- Staff will know and be familiar with the standards;
- Standards are easily understandable;
- Standards are flexible; and
- Standards have been created through their input.

The management reports defined and discussed in a later section of this chapter, if

generated on a regular basis, would track both individual and overall staff performance.

**Recommendation: Track and monitor the success or failure of engineers and engineering technicians in meeting cycle time objectives through regular management information reports generated on a monthly basis by AMANDA.**

**Recommendation: The ability of the project managers to consistently meet the cycle time objectives should be integrated into their performance evaluation as needed.**

**(4) The Senior Engineers Should Plan, Schedule, and Manage Their Development's Team Processing of Permit Applications**

The Senior Engineers should manage his / her team's schedule for processing of permit applications by the engineers and engineering technicians. The specific objectives related to the design and development of this system should be as follows:

- To establish a process whereby specific workday targets are set for each application based upon cycle time objectives established by the Division;
- To balance the case workload among the engineers and engineering technicians;
- To utilize AMANDA to ease the tracking of the timeliness of the processing of engineering permit applications and enable the Senior Engineers to hold the engineers and engineering technicians accountable; and
- To generate data sufficient to assist in the assessment of the performance of engineers and engineering technicians in comparison to the cycle time objectives;

Major elements of the system are presented below.

- Based on the project's complexity and if necessary the Senior Engineers would review incoming applications and analyze application characteristics, focusing in particular on potential processing difficulties. Once difficulties are identified, the Senior Engineers would (1) set workday targets for completing the analysis of the application, and (2) set overall staff hours allocated to the engineers and engineering technicians for processing the application. The Senior Engineer would review the most recent open case inventory report and note the workload of engineers and engineering technicians. Cases would then be assigned as appropriate. The Senior Engineer would then enter the target dates and the name of the engineer or engineering technician in AMANDA.

- When projects are first assigned, the engineer or engineering technician to whom the application is assigned would review the working day and staff hour target established for the case. If the engineer or engineering technician feels that the targets are unreasonable after a review of the application, the engineer or engineering technician should discuss them with the Senior Engineer and negotiate appropriate changes.
- AMANDA should be utilized to track the extent to which the specific cycle time objectives are met, and to 'red flag' permits that exceed these guidelines.

The Senior Engineers should be held accountable for the ongoing maintenance of this open case inventory and the completion of the processing of permits in accordance with the cycle time objectives. The planning and scheduling system should be utilized to:

- Evaluate employee performance;
- Balance workload among different engineers or engineering technicians; and
- Quantify the anticipated completion date of various applications given all work in progress.

The planning and scheduling system should be designed to manage the workload including reviewing actual progress versus scheduled deadlines, and facilitate the shifting of work assignments and schedules in the face of changing priorities or workload.

**Recommendation: The Senior Engineers should plan, schedule, and manage their development team's processing of permit applications.**

**Recommendation: The Senior Engineers should be held accountable for the ongoing maintenance of this open case inventory and the completion of the processing of permits by their staff in accordance with the cycle time objectives.**

- (5) **Generate Ongoing Monthly Management Information Reports Using AMANDA to Track Performance Against Cycle Time Objectives and Monitor the Project Workload and Performance for Engineers and Engineering Technicians Assigned to Processing Engineering Permit Applications.**

The Senior Engineers should receive ongoing information regarding overall

Division workload and individual engineer or engineering technician workload to use in scheduling projects and assigning work within the Division.

Management information reports capture the detailed information about staff productivity and Division performance to monitor workload, balance assignments and evaluate internal operations. After several discussions with management and staff, we recommend the AMANDA system be utilized to track and report the following information:

- Section Workload;
- Project Tracking;
- Elapsed Processing Times;
- Work in Backlog;
- Personnel Productivity; and
- Project Management Measures.

The exhibit on the following page presents sample reports that the Division should generate on a regular basis. The matrix includes the report name / source, frequency / distribution, and report data. These reports should be customized to the Division, however, the overall intent of the report is to show managers how the staff is performing, how work is balanced, and how productive the Division is.

The Matrix Consulting Group believes it is imperative that Division management be provided with reliable project information to manage, direct and enhance Division operations. The management reports that the Matrix Consulting Group has outlined in the following exhibit are a beginning to better understanding the productivity and workload volume in the Division.

**Exhibit 3 (1)**

**Recommended Management Reports  
For the Current Planning Section**

<b>Report Name</b>	<b>Frequency / Distribution</b>	<b>Report Data</b>
Workload Report – New Projects	Monthly to Senior Engineers and Division Manager	Information by engineer or engineering technician including date submitted, date assigned, and last milestone
Workload Report – Open Projects	Monthly to Senior Engineers and Division Manager	Information by engineer or engineering technician including date submitted, date assigned, date deemed complete, and last milestone
Workload Report – Inactive Projects	Monthly to Senior Engineers and Division Manager	Information by engineer or engineering technician including date submitted, date information requested from the applicant, and the nature of the outstanding information requested
Workload Report – Closed Projects	Monthly to Senior Engineers and Division Manager	Information by engineer or engineering technician including date submitted and date the permit was approved / denied
Project Status Report	Weekly to Senior Engineers and Division Manager	Project information by case number, due date, engineer or engineering technician assigned, required action, and last milestone
Elapsed Processing Time Report – Open Projects	Monthly to Senior Engineers, Division Manager, and Deputy Director	Information by engineer or engineering technician and total including date submitted, cycle time objective, days in process and last milestone
Elapsed Processing Time Report – Closed Projects	Monthly to Senior Engineers, Division Manager, and Deputy Director	Information by engineer or engineering technician by team including date submitted, cycle time objective, completion date, total days, and date of approval or denial



**Exhibit 3 (2)**

<b>Report Name</b>	<b>Frequency / Distribution</b>	<b>Report Data</b>
Elapsed Processing Time Report – Projects Overdue	Monthly to Senior Engineers, Division Manager, and Deputy Director	Information by engineer or engineering technician including date submitted, cycle time objective, days into process and last milestone
Project Workload Assignment and Distribution Report	Monthly to Senior Engineers and Division Manager	All project workload information and engineer or engineering technician assigned by name , team, and permit type
Engineer or Engineering Technician Performance Report	Monthly to Senior Engineers and Division Manager	Elapsed processing time by engineer or engineering technician, including new projects, open projects, inactive projects, closed projects, overdue projects, and % processed within cycle time objectives.

The Division may wish to generate additional reports or receive more detail once these initial management information reports are implemented and used routinely. These management reports focus more on staff performance and workload monitoring necessary for management to evaluate the efficiency and effectiveness of the Division.

**Recommendation: The Development Services Division should generate ongoing monthly management information reports using AMANDA to track performance against cycle time objectives and monitor the case workload and performance for Engineers or Engineering Technicians in the Division.**

**Recommendation: The Analyst II should develop and generate these reports on a monthly basis or as needed.**

**(6) Develop and Adopt Engineering Permit Funding and Cycle Time Agreements with Applicants for High Priority Projects.**

Effective engineering permit services are able to provide services in a manner that is quick, consistent and predictable. The recommendations to change the way the Division provides its engineering permit plan check services will help the City enhance its services. This is particularly important as the City competes against its peers for development opportunities.

An additional tool that the Development Services Division could utilize to enhance its effectiveness in competing against its peers for development opportunities is the use of funding and cycle time agreements with applicants for high priority projects. These agreements, which should be used selectively to further the City's economic development objectives, are simple and highly effective. The agreements are non-binding and typically are limited to 2-pages in length. The Division could choose, for example, to offer funding and cycle time agreements for:

- Commercial projects in the City's commercial centers;
- Industrial projects that generate or retain over 50 employment opportunities;

- Commercial projects that generate significant new sales tax revenue; and
- Affordable housing projects of 10 units or more.

The Division should discuss and decide the types of projects that should be afforded funding and cycle time agreements and the exact content of the agreement. Funding and cycle time agreements should include basic project information and a schedule for processing of the engineering permit plan that includes a schedule for the City and for the applicant and the necessary funding to provide the requested services

**Recommendation: Develop and adopt permit funding and cycle time agreements with applicants for high priority projects.**

**(7) Checklists Should Be Enhanced for the Various Types of Submittals to Enable Staff of the Development Services Division to Focus Their Attention on the Relevant Aspects of Engineering Permit Application and Assure Uniformity Among Staff**

The Development Services Division has suffered significant turnover in the past several years. A measure that should be taken to address this issue is the updating of checklists for the review and processing of each different types of engineering permit application. At present, the Division has developed checklists for grading plans, parcel / final maps, and improvement plans.

The Division needs to develop checklists for each type of engineering permit and update the existing checklists. The development and updating of these checklists should also be designed to assure better consistency among the staff of the Division in the review and processing of engineering permit applications.

**Recommendation: The Development Services Division should update existing process/permit checklists and utilize these checklists for those processes that lack this valuable tool. The Division should conduct outreach to the Development community during the creation of these checklists.**

**(8) The Development Services Division Should Schedule (Tentatively) Engineering Permit Applications for Completion of the First Plan Check at the Time of Submittal If the Application Is Determined to Meet Submittal Requirements.**

The Development Services Division should utilize a process designed to inform an applicant at the time of submittal of an engineering permit application when the first plan check will be completed. This should initially be done selectively only for simpler engineering permit applications. In addition, the project manager should inform the applicant of the timelines for subsequent reviews by Division staff.

The steps that need to be taken by Division to provide this scheduled date to the applicant are as follows:

- The Division should utilize checklists to determine if the application meets submittal requirements while the applicant is on the third floor submitting their application. These checklists should be integrated into the applications.
- If requested, the Division should work with the applicant to develop an overall application processing schedule to determine the appropriate decision date(s) for the application. The applicant should take the lead in generating this schedule and should consult with the project manager regarding the necessary City timelines for review.
- Based on the applicant's schedule, the Division's project manager should inform the applicant of the tentatively scheduled approval or conditional approval date while the applicant is on the third floor submitting his / her application.
- The Division should set a maximum number of items that can be processed for a specific week. Once that maximum is reached, schedule subsequent applications for the following week. This controls workload levels for staff.

This process lets the applicant know at the time of submittal of his/her application the tentatively scheduled for approval or conditional approval for their application. However, this is a two way street, in that the applicant is responsible for delivery of complete submittals for the first review and the timely delivery of revised plan sets for re-submittals that address the City's comments and providing the necessary paperwork

to complete a permit (i.e. Insurance, Contractor Information, Project Security, etc) This has the potential to significantly increase customer satisfaction.

**Recommendation: The Development Services Division should schedule the engineering permit applications for completion of the first plan check at the time of submittal if the application is determined to meet submittal requirements, and inform the applicant of that schedule at submittal.**

**(9) All Of The City's Departments that Are Involved in the Engineering Permit Process Should Utilize AMANDA.**

Not all of the divisions / departments involved in the engineering permit process utilize AMANDA or do not fully utilize the capabilities of AMANDA. Survey, Street Lighting, and DOT utilize AMANDA for purposes of the engineering permit process. The other divisions involved in the process do not utilize AMANDA.

The City has made a significant investment in AMANDA. The system is capable of a broad range of tasks including the following:

- Plan review tracking;
- Permitting including the issuance and tracking of permits;
- Inspections scheduling and tracking;
- Workflow management;
- Fee calculation and collection;
- Customer communications through web-based customer services;
- Telephone-based voice response services; and
- Inter- and intra-departmental communication and management.

All of the departments and divisions involved in the engineering permit process need to utilize AMANDA for all aspects of the engineering permit process.

**Recommendation: All of the departments and divisions should utilize AMANDA for all aspects of the engineering permit process.**

**Recommendation: Modules, applications and reports should be developed within AMANDA to support the work of these departments and divisions.**

**Recommendation: Training should be provided to staff as appropriate in the use of AMANDA for the engineering permit process.**

**Recommendation: A training manual should be developed for the use and application of AMANDA.**

**(10) The Development Services Division Should Utilize the Full Range of Features of AMANDA.**

Because the investment in the equipment—hardware, software, and training - is substantial it is essential for the Development Services Division to leverage its investment and maximize the use of AMANDA. The features of the system that should be utilized by the Division are summarized below.

- **Permit Intake.** The Division staff assigned to intake of engineering permits should continue to be responsible for:
  - Folder initialization, specifically creating folders and entering a "first cut" of information into the folder; and
  - Entering and managing application fee information;

**Recommendation: The Division staff assigned to the engineering permit intake should continue to be responsible for utilizing AMANDA for folder initialization, fee information, and updating folders with project information.**

- **Project managers in the Development Services Division.** Project managers should continue to be responsible for:
  - Subsequent use of folders, insuring that the information in the folder is accurate and precise including the review and correction (if needed) of initialized information, and revising the project description to accurately describe the permit request and limitations;
  - Using AMANDA to keep track of review deadlines and to monitor performance; and
  - Calculating and entering impact fee charges.

Ultimate responsibility for AMANDA folders lies with the project managers in the Division. If these staff effectively utilize AMANDA:

- If the project manager responsible for an engineering permit application is on leave, co-workers can see the status of the file and a chronological record of events;
- Each “To Do List” item is tied to a specific engineering permit application so project managers can organize and meet deadlines; and
- Project managers can access conditions of approval without checking the paper file.

**Recommendation: Project managers in the Development Services Division should be held responsible for the quality of information in AMANDA for those engineering permits assigned to the project managers.**

- **Automated Checklists.** AMANDA has the capacity for building in automated checklists for the processing of engineering permit applications. Currently, Development Services Division utilizes this function on a limited basis. Automated checklists minimize training for new staff and ensure that mandatory steps are not missed. For each step in the process, the staff of the Division can keep on-line notes describing activity details. Staff should expand their use of automated checklists.

**Recommendation: The capacity in AMANDA for automated checklists should be expanded and better utilized by the Development Services Division.**

- **Workflow Management.** Currently, the AMANDA folders utilized by the Division, are programmed with a detailed workflow utilizing folder processes based on project scope and detailed information entered into AMANDA by staff. This allows for the detailed tracking of in-house reviews and reviews assigned to City staff outside of the Division, which are captured in reports run in real time by staff to monitor and track their workload. This ensures that projects are not misplaced as each staff member can see what they have in their queue. This data is also used for cycle time performance analysis and workload management.

The Division should utilize many of the available automatic notification tools, such as automatic emails to the client when reviews are complete, in order to better keep our customers in touch with the project status. On weekly basis, project managers and Senior Engineers should receive a detailed list of reviews completed, and reviews currently being conducted.

**Recommendation: Senior Engineers and project managers should continue to utilize AMANDA to manage workflow. The Division should look for any**

**opportunity to automatically update clients with pertinent project information via emails or the online AMANDA interface. Prior to making these improvements, the Division should meet with a developer's representative group to determine what improvement would provide the most value for our clients.**

- **On-Line Access.** Automating the permit process using AMANDA opens the door for customer self-service. Simple e-permitting capabilities allow citizens and businesses to use both the Internet and the telephone to check the status of their permit application or comment on new development projects.

AMANDA provides the capacity for the public and for applicants to access the information in AMANDA through the Internet. This capacity would make information from the City's permit database accessible via the Internet by permit applicants, residents, and other interested parties. In this instance, the City's Web site would provide a search form where citizens enter a property address or permit number to receive current information on that permit, 24 hours a day, seven days a week, from any computer with Internet access. The City can control the amount of information that is accessible by the public and can limit users by incorporating password protection, if it chooses to do so.

This feature of the automated permit information system should be better publicized and utilized by staff to enable applicants to check the status of their permits. Giving applicants the ability to check the status online reduces telephone and walk-in traffic and allows applicants and city residents to review this information even when City Hall is closed.

**Recommendation: The Development Services Division should better utilize AMANDA to provide the capacity for applicants to access data through the Internet or for applicants to subscribe to information.**

- **Linkage to the Geographic Information Systems.** Geographic information systems (GIS) locate objects by tracking geographic coordinates transmitted via satellite. They assemble, store, manipulate, and display geographic data and are useful for specifying development projects and scheduling inspections. GIS software is usually a separate application that should be integrated with other components of the automated permit information system. Currently, the AMANDA system is linked to the City's GIS system, however, there are four main areas in need of improvement: 1) the data utilized in the GIS system is unreliable due to linkage problems between the AMANDA database and the GIS database; 2) the GIS software embedded in AMANDA is over five years old and not very user friendly; 3) several of the existing GIS layers are incomplete/inaccurate and need to be corrected immediately; and 4) there are numerous data sets, utilized by staff, that exist on paper maps that need to be migrated into the GIS system (example: Undergrounding In-Lieu Maps, 100-Year Flood Zones, etc). Fixing these four main areas will enhance the productivity of staff and increase the



reliability of the information shared with the public over the City's website. Updating the GIS system and the interface should be a top Department priority

**Recommendation: The link between AMANDA and the GIS system should be overhauled to provide more reliable data and a more user friendly interface. Updating the GIS system should be a top Department priority**

- **Plan Check, Corrections and Comments.** Once engineering permits have been plan checked, comments should be added to AMANDA, shared among the review team, and forwarded to the applicant. This is an essential element of AMANDA to facilitate collaboration, integration, and cooperation among staff, applicants, and consulting engineers. Use of AMANDA for these comments and corrections provides the potential for 24/7 access to staff, applicants, and consulting engineers.

The Development Services Division should fully utilize the capacity of AMANDA for storing comments and necessary corrections. All of the divisions and departments that utilize (or should utilize) AMANDA for the land entitlement permit process should enter and store their annotations, comments, and conditions in this system.

**Recommendation: Plan check, corrections and comments should be recorded and stored in AMANDA.**

#### **4. THE DEVELOPMENT SERVICES DIVISION SHOULD TAKE A NUMBER OF STEPS TO STREAMLINE THE ENGINEERING PERMIT PROCESS.**

Lean Six Sigma is a business improvement methodology that combines tools from Lean Manufacturing and Six Sigma. Lean manufacturing focuses on speed and traditional Six Sigma focuses on quality. By combining the two, the result is better quality faster.

In conducting the Lean Six Sigma analysis of the engineering permit process, the Matrix Consulting Group mapped these processes, identified bottlenecks/constraints, and then developed recommended processes. The process maps are presented in the appendix to this report.

The recommendations to streamline the work processes are presented in the sections below.

**(1) Simplify the Improvement Plan Check Process**

The distribution of improvement plan permit applications is extensive. In fact, the distribution is more extensive than ever encountered by the Matrix Consulting Group. The improvement plans are routed to the following divisions / departments besides the staff of the Implementation Team within the Development Services Division.

- Public Works Inspector
- DOT Geometrics (striping/signage and traffic signal plans only)
- Materials Testing Laboratory (pavement design)
- DOT Sewer Maintenance (Sewer Mains only)
- Municipal Water System (only if the proposed development is occurring in their service area)
- Public Works Landscape Architect (only if public landscaping is involved)
- DOT Landscape Maintenance (only if public landscaping is involved)
- South Bay Water Recycling (only if public landscaping is involved)
- Public Works DART Team (if involving traffic signals)

The extent of routing of improvement plans should be reduced. The Development Services Division should assume a more expansive role in plan checking improvement plans. Although, it is ideal that the Division should plan check all aspects of the project for engineering compliance, there are certainly instances where having each and every employee plan checking everything may be impractical. Therefore, Matrix strongly recommends that the Division should plan check the following elements beyond its current existing role:

- Pavement design based upon data provided by the applicant including sample cores, if necessary, of the pavement and the soil, or based upon adjacent projects;

- Sewer construction based upon sewer standard details;
- Street Trees based upon street tree standard details;
- Landscaping based upon landscape standard details (for both the Landscape Inspector and Landscape Maintenance); and

The routing of improvement plans outside of the Division should be reduced. The Development Services Division should assume a more expansive role in this plan check process based upon formal, written standard details.

This can be accomplished by having the Electrical Design/Review team reside within the Development Services Division, and by having the Division provide those plan check services provided by other divisions including pavement design; sewer construction; street tree planting;; and landscaping..

**Recommendation: The plan checking of improvement plans should be simplified and streamlined. The only plans that should be routed should be to the Municipal Water and South Bay Water Recycling, Electrical Engineer, when streetlight locations/circuits are involved, and City's Development and Regional Traffic Signals Team when traffic signals are involved. All other aspects of improvement plans should be plan checked by the Development Services Division.**

**(2) The Development Services Division Should Plan Check Tract Maps and Parcel Maps For Substantial Conformance with Planning Conditions of Approval.**

At present, the tract maps and parcel maps are routed to the Planning Division of the Department of Planning, Building, and Code Enforcement. The Development Services Division should plan check tract maps and parcel maps for Planning Division conditions of approval based upon those conditions of approval contained in AMANDA. This simple revision to the process would eliminate the Division's reliance upon other Departments and could provide more predictability in the processing of maps.

**Recommendation: The Development Services Division should plan check these parcel map and final map submittals on behalf of the Planning Division.**

**(3) The Development Services Division Should Enhance the existing list Standard Conditions of Approval for Planning Applications and standardize and provide formal comments for Engineering Permit Applications**

One of the concepts of Lean Six Sigma is to recognize opportunities and eliminate defects as defined by customers and variations that hinder the ability to reliably deliver high quality services.

Currently, the Development Services Division has a wide library of standard comments and conditions for Planning Applications. The comments pertain only to subjects that the Division is responsible for. The Division should meet with the consulting industry to verify that these conditions are clear and understandable.

However, the Division provides comments to Engineering Plan Checks via a manual process of redlining plan sets and returning the plan sets to the applicant. The Division should utilize AMANDA to create a template of standard plan check comments. In addition, the Division should still provide a redlined plan check but should formalize these comments to the applicant in written format. These comments will be housed within the AMANDA system for easy reference and would be part of the historical record of the project. In addition, the Division should development standard correspondence to the applicant that recognizes the applicant's submittal and provide a clear and distinct path for the applicant to obtain the permit. Some recommendations include providing the applicant of a list of follow up items to obtain permit approval in addition to providing contact information for staff and a timeline for revised submittal reviews by the Division.

**Recommendation: The Development Services Division should enhance the existing list of standard conditions of approval for planning applications.**

**Recommendation: The Development Services Division should standardize and provide formal comments for Engineering Permit applications**

**Recommendation: Once these standard conditions of approval are enhanced and formal correspondence is developed, these documents should be reviewed with consulting engineers, general contractors, and developers in the community to assure that this information is clearly stated and practical.**

**(4) The Development Services Division Should Inspect Development for Conformance With NPDES Requirements, and the Duplicate Inspections By the Environmental Services Department Should Be Eliminated.**

The construction inspection staff of the Development Services Division is responsible for the inspection of developments to assure that NPDES best practices are being effectively implemented during construction. When necessary, the Principal Construction Inspector has the authority to “shut” a project site for non-compliance with approved permit conditions for the project.

However, the inspection staff of the Environmental Services Division is also inspecting these construction sites. This occurs since the inspection staff of the Development Services Division lack enforcement authority, and when a contractor refuses to comply, is utilizing the inspection staff of the Environmental Services Department to enforce the implementation of NPDES best practices as shutting down a project is often not the first method to ensuring compliance. This problem should be addressed by providing the construction inspection staff of the Development Services Division with enforcement authority, including the ability to cite a job site for non-compliance by the contractor. The duplication of inspections by the Environmental Services Department should be eliminated. However, any General Fund monies that are currently allocated to “citing” non-compliant development projects should be allocated to the Development Services Division. However, the Department has stated

that making this change will require coordination with other Department within the City. Therefore, at a minimum, the Division should clarify in a written policy, the procedures and project conditions by which the Principal Construction Inspector can shut down a project site as non-compliance with NPDES requirements could qualify.

**Recommendation: The Division should investigate the possibility of construction inspection staff of the Development Services Division being given the authority to “cite” and “fine” projects that do not comply with NPDES permit requirements.**

**Recommendation: Environmental Services Department should not be routinely utilized to enforce compliance with NPDES best practices. The Division should clearly identify, in a written policy, the procedures and conditions in which a project site can be shut down by the Principal Construction Inspector. In addition, the Division should clarify if non-compliance with NPDES requirements qualifies under this policy.**

**(5) Engineering Permit Applicants Should Be Provided With the Option To Provide Their Own Materials Testing Laboratory Compliance Testing and the Development Services Division Should Reduce Its Reliance On the Materials Testing Laboratory.**

The City of San Jose has its own materials testing laboratory. This does not appear unusual for cities in California with a population of 1,000,000 or more. The cities of San Diego and Los Angeles both have their own materials testing laboratory. Those cities with less than 1,000,000 population do not appear to typically have a materials testing laboratory. Sacramento does not have its own materials testing laboratory nor does Oakland or Long Beach. In those cities with less than 1,000,000 population, contractors are required to provide their own materials testing laboratory results for off-site public improvements at their own expense.

The permit applicant should be provided with the option of using their own materials testing laboratory for developer-financed public improvements. At the present time, permit applicants pay approximately \$400,000 annually in fees for pavement

design and materials testing of developer-financed public improvements by the City's materials testing laboratory. It is a common practice in other Bay Area cities to permit the applicant to utilize their materials testing laboratory with a requirement that the laboratory comply with the requirements of ASTM E329, E543, and D3740, and with the material testing requirements established by the City (e.g., hot in-place asphaltic concrete shall be tested for oil content and gradation at the asphalt plant once per day or once per 500 tons or fraction thereof). The Division's construction inspector would be responsible for assuring that the contractor's materials testing laboratory complied with these requirements.

There are a number of reasons to consider this as an option as noted below.

- The City's materials testing laboratory requires 48 hours notice to conduct material testing. For some contractors, this can present problems in terms of the progress of construction. A job site could need to be shut down in part while waiting for the materials test and the test results.
- Even with the use of the City's materials testing laboratory, a high proportion of the tests are failing. In 2007-08, 43% of the compaction tests failed and 36% of the hot mix asphalt tests failed. While the problems with compaction can be corrected through better compaction of the grade, the problems with hot mix asphalt cannot be corrected unless the asphalt is removed and replaced. By using the Division's construction inspectors to perform some basic quality control inspections on-site as the construction is occurring, the percentage of failures should be reduced and reduced dramatically.

The engineering permit applicant should be provided with the option of using their own materials testing laboratory for off-site materials testing of public improvements in lieu of the City's materials testing laboratory. In this case, the applicant would not pay the standard pavement design or materials testing fee. However, the Division should enact a cost-recovery fee for staff to review the pavement design and testing results from the private laboratory.

**Recommendation: The Development Services Division should develop measures to reduce its reliance on the City's materials testing laboratory. The engineering permit applicant should be provided with the option of using their own materials testing laboratory for off-site materials testing of public improvements in lieu of the City's materials testing laboratory.**

**(6) The Development Services Division Should Consider Developing Methodologies To Reward Consulting Engineering Firms That Consistently Submit Plans With Few Defects.**

Not all consulting engineering firms should be treated alike. Those consulting engineering firms that consistently submit quality engineering permit plans should be rewarded for these submittals. There are a number of alternatives for accomplishing this goal.

One alternative is not to complete plan checks on a First In - First Out basis. Those firms that consistently submit quality engineering permit plans should immediately go to the head of the list and be plan checked on a priority basis.

The other methodology is to utilize the approach developed by Mecklenburg County for consulting architectural and engineering firms that consistently submitted quality building permit plans. The Code Enforcement Department utilizes an alternative process to provide applicants with another plan check option and more control over plan check time, while at the same time promoting professional responsibility for code compliance. Code Enforcement proposes initiated a commercial plan review Professional Certification Program component as a regular option available to projects with teams composed of qualifying professionals as the designers of record. The methodology for this new program is presented below.

- Professionals qualify to participate in the program.
- Preliminary plan reviews are required at drawing 90% completion stage.



- Professionals provide a certification statement on code compliance on the 100% permit drawings.
- The building permit is issued on application.
- The Commercial Plan Review Professional Certification Program consists of the following:
  - Projects must be submitted by qualifying professionals. Where review of more than one discipline is involved, each discipline must have a qualifying professional.
  - The qualifying professional must be the designer of record, that is, the professional sealing the construction documents. Exception: where a professional firm's Professional Certification Program qualifying professional certifies another professional designer of record's work within that firm, both parties shall seal the construction documents. The qualifying professional's seal shall indicate it covers code compliance issues, in language stipulated by Code Enforcement. In this case only, the certification statement signature shall be labeled "signature of qualifying professional".
  - A preliminary code review with Department staff will be required at the 90% drawing completion stage. The preliminary review will be detailed and each professional shall provide a typewritten outline or notes summarizing their code logic.
  - Plans must be submitted with a statement, by the designer of record in each discipline, certifying compliance with the building codes. Only the attached Department certification statement may be used.
  - Other earlier preliminary reviews may be requested by the design team as they feel appropriate, but a preliminary review at 90% drawing completion is required.
  - Permits will be issued the same day if applied for by noon. Permits applied for after noon will be issued the following day.
  - Construction may proceed at the risk of correcting changes found later by building inspectors.
  - Items identified by the building inspectors as not being in compliance with code requirements, must be brought into compliance, regardless of whether or not they are in place in the field.
  - There is no fee for Commercial Permits Professional Certification Program projects, other than the normal building permit fee.

The criterion for disqualification from this program was 3 projects showing major oversights in adherence to process or code requirements. Disqualification was for a minimum of 1 year. Reinstatement was through a joint interview with, and at the discretion of, the head of commercial plan review, and the Director of Code Enforcement.

Initially, the Division should develop and install a program to reward those consulting engineering firms that consistently submit quality engineering permit plans by not plan checking their engineering permit submittals on a First In – First Out basis; the submittals from these firms should be checked on a higher priority basis. This should be determined through the review of engineering permit plans submitted by consulting engineering firms and documenting those firms that submit quality plans by considering the extent of corrections contained in their first and second submittals. Consequently, the Division should consult with the various jurisdictions that provide this service to determine the appropriate methodology by which to enact this program. In addition, the Division should determine, through consultation with the City Attorney's Office, whether there is legal support to enact such a program, as there is currently no program like this in place within the City of San Jose.

**Recommendation: The Development Services Division should consider developing a plan check express program for those consulting engineering firms that consistently submit quality engineering permit plans, and not utilize a policy of first in – first out for all submittals.**

**Recommendation: If adopted, the Development Services Division should publish this policy on its web site.**

**Recommendation: The Development Services Division should develop a non-fee application for consulting engineering firms that wish to have their plans processed on an express plan check basis for quality submittals. Clarify what**

this means.

**Recommendation: If this policy is adopted, the Development Services Division should develop formal written criteria for qualifying for the plan check express program for quality submittals.**

**(7) The Development Services Division Should Develop Methodologies To Penalize Those Consulting Engineering Firms That Consistently Submit Plans With A Significant Number of Defects.**

Most consulting engineering firms want to submit high quality plans to the Development Services Division. There are some firms, however, that want to minimize their expense for preparation of these plans, and force the Division to correct the plans at the Division's expense. The fees paid to the Division for plan checking of the plans are fixed; there isn't a penalty for submittal of poorly prepared plans.

Some cities in the Bay Area address this by charging applicants a fee that is based upon time and materials. The better the submittal, the lower the costs of the time and materials permit. However, this type of system is onerous to administer and unpredictable for the applicant. A more effective and less onerous methodology is to charge a flat fee for plan checking that includes three plan checks as part of the submittal, but charges the applicant a time and materials fee for any applications in excess of three plan checks for approval of the submittal. This will provide an incentive to submit quality plans to the Development Services Division.

**Recommendation: The fees charged by the Development Services Division should provide for a flat fee for plan checking that includes three plan checks as part of the submittal, but charges the applicant a time and materials fee for any applications that require more than three plan checks for approval of the submittal.**

**(8) The Development Services Division Should Work With Consulting Engineers To Reduce the Number of Land Survey Defects Associated With Final Map Submittals.**

A high proportion of the final map submittals to the Development Services Division contain defects as it pertains to land survey. Of the 142 plan checks completed by Land Survey in 2008 through the end of November, 72% were for plan checks that involved the second or higher plan check; 26% were for plan checks that involved the fourth or higher plan check. Almost 6% of the plan checks involved the sixth or higher plan check, with one on its tenth plan check.

The Division should provide training and educational material to consulting engineering firms to address this problem. This should include the preparation of a Client Assistance Memo regarding the land survey requirements of the Development Services Division. The other step should involve the provision of training to consulting engineering firms regarding the land survey requirements of the Division. The Division should consider making this training mandatory for those firms that require an excessive number of submittals to attain an approved map as it pertains to land survey.

The training and the Client Assistance Memo should include such elements as when are land surveys required by the City of San Jose, what is the City trying to accomplish by requiring surveys, what are the applicants responsibilities regarding land surveys, what are the common mistakes that will cause plans to be rejected, what are the survey requirement noted on tentative maps, etc.

**Recommendation: The Development Services Division should provide land survey training and educational material to consulting engineering firms to address the problem with incomplete and incorrect land survey data for final map submittals.**

**Recommendation: The Development Services Division should consider making**

**this training mandatory for those firms that require an excessive number of final map plan checks to attain an approved final map as it pertains to land survey.**

**5. THE CITY SHOULD COMPLETE THE DEVELOPMENT OF A SANITARY SEWER AND STORM WATER MASTER PLANS AS SOON AS POSSIBLE AND PROVIDE TRAINING TO THE DEVELOPMENT SERVICES DIVISION IN THE ADMINISTRATION OF THESE MASTER PLANS.**

The City's engineering staff developed the City's previous comprehensive Sanitary Sewer Master Plan in 1979. This plan provided evaluation of existing system deficiencies and the recommendation of capacity improvement for the ultimate build-out of the San Jose 1990 General Plan.

In 2002, responding to rapid growth and land use development, City initiated the preparation of an updated Sanitary Sewer Master Plan, and completed a capacity assessment of City's South, Central and North Areas (Phase I) in 2004 using San Jose's 2020 General Plan (amended as of January 2003).

The second phase of the Sewer Master Plan project started in 2006 to complete the two remaining East and West Areas and update the Phase I study with additional flow monitoring data and recently approved land use policies and General Plan amendments. This study will evaluate existing system deficiencies and recommend capital improvement projects for the build-out of San Jose 2020 General Plan. Since the City is currently preparing the 2040 General Plan, as one of the scenarios, the project will also evaluate the system for this planning horizon. This second phase includes the preparation of a calibrated sewer hydraulic model, and the development of capacity enhancement measures.

The preparation of this master plan is an essential part of the development and administration of impact fees: it is the nexus study. It also reflects a best practice for the City's development review process since it enhances the predictability of the process.

The Transportation and Hydraulic Services Division within Public Works should provide training to the staff of the Development Services Division in this sewer master plan. Once the sewer hydraulic model has been developed, the Transportation and Hydraulic Services Division should provide training to the staff of the Development Services Division in the use and application of this model so that the staff of the Division can use the model to determine the impacts of proposed development and develop fact-based conditions of approval.

In addition, the Transportation and Hydraulic Services Division should prepare a similar master plan for its stormwater collection system including a stormwater hydraulic model. As noted previously, the preparation of this master plan is an essential part of the development and administration of impact fees and will also enhance the predictability of the development review process.

The completion of both the Sanitary Sewer and Storm Sewer Master plans should be top Department Priorities.

**Recommendation: The Transportation and Hydraulic Services Division should provide training to the staff of the Development Services Division in the City's sanitary sewer master plan, and in the use and application of the sanitary sewer hydraulic model once it has been developed.**

**Recommendation: The Transportation and Hydraulic Services Division should prepare a similar master plan for its stormwater collection system including a stormwater hydraulic model and provide training to the staff of the Development Services Division in the City's stormwater master plan, and in the use and application of the stormwater hydraulic model once it has been developed.**

**Recommendation: The completion of both the Sanitary Sewer and Storm Sewer**

**Master plans should be top priorities of the Public Works Department.**

**6. APPLICANTS SEEKING VARIATION FROM THE PUBLIC WORKS DEPARTMENT STANDARD DETAILS AND SPECIFICATIONS SHOULD BE REQUIRED TO SUBMIT AN APPLICATION FOR VARIANCE FROM THESE STANDARD DETAILS AND SPECIFICATIONS.**

This would not be an application type that would require approval of the Planning Commission, Public Works Director, or Assistant Public Works Director. The Division Manager of the Development Services Division would approve this. This is intended to assure consistency in the application of these standards and specifications, and the development of formal written interpretations for applications that vary.

The applicant should submit a formal written application for a variance from the standards and specifications that would include the reasons for requesting the variance, the specific justification for requesting the proposed variance, an explanation of how the proposal meets the intent of the standards and specifications and does not create any maintenance, operations, and safety issues, supporting documentation, and the application should be accompanied by a Professional Engineers stamp and authorizing signature.

The City of Irvine uses this process. It enhances the consistency in the treatment of applicants, and the development of a library of formal written interpretations that can be utilized in the future by the staff of the Division.

Once these interpretations regarding the standards and specifications have been made, these interpretations should be published to the Division's web site. The opportunity to request interpretations, submit requests for variation the standards and specifications, and subscribe to these interpretations should be published to the

Division's web site. This is the same approach utilized by the Mecklenburg County Code Enforcement Department.

**Recommendation: The Development Services Division should develop and adopt a formal written process and application for applicants that seek to vary from the Public Works Department Standard Details and Specifications.**

**Recommendation: Once interpretations regarding the standards and specifications have been made, these interpretations should be published to the Division's web site.**

**Recommendation: The opportunity to request interpretations, submit requests for variation the standards and specifications, and subscribe to these interpretations should be published to the Division's web site.**

**7. THE DEVELOPMENT SERVICES DIVISION SHOULD MODIFY ITS MATERIAL REQUIREMENTS TO ALLOW THE USE OF HIGH DENSITY POLYETHYLENE PIPE FOR PUBLIC AND PRIVATE STORM DRAINAGE PIPELINES AND POLYVINYL CHLORIDE PRESSURE PIPE SDR 26 FOR PUBLIC AND PRIVATE SANITARY SEWER PIPELINES.**

At the present time, the standard specifications for the City require the use of vitrified clay pipe (VCP) for public and private sanitary sewer mains/laterals and reinforced concrete pipe (RCP) for public and private stormwater mains/laterals.

This is not a prevailing practice. Other cities will allow the applicant to select a range of materials including high-density polyethylene pipe for stormwater mains and polyvinyl chloride pressure pipe SDR 26 for sanitary sewer mains. The Development Services Division should modify the standard specifications to permit the use of these materials for both public and private systems.

The standard specification, for example, for high-density polyethylene for stormwater mains could be developed as noted below.

HDPE pipe installed within public or private streets, public easements, and retention basins shall be corrugated exterior, Type "S" (smooth interior) pipe for storm drain installation as shown on the plans, unless otherwise approved. HDPE pipe and fittings shall be manufactured in



accordance with the requirements of Plastic Pipe of the Standard Specifications. A manufacturer's Certificate of Compliance shall be provided in conformance with Standard Specifications. HDPE pipe installations shall comply with special bedding and backfill requirements as described with Standard Specifications (sand bedding and crushed rock class II aggregate base or 2-sack concrete slurry for bedding backfill). HDPE pipe shall not be used with depth of cover less than 2 feet. The contractor shall provide a written one-year warranty to guarantee the materials and installation of the HDPE storm drain system.

The Department has indicated the allowing these alternate pipe materials in Private Streets can be accomplished, however altering the City's standards for Public Streets will require further coordination with the City's Department of Transportation, which is the City entity responsible for the long-term maintenance of these facilities.

**Recommendation: The Development Services Division should modify the City's standard specifications to permit the use of high-density polyethylene pipe for private stormwater mains and polyvinyl chloride pressure pipe SDR 26 for private sanitary sewer mains.**

**Recommendation: The Development Services Division should work with the Department of Transportation to modify the City's standard specifications to permit the use of high-density polyethylene pipe for public stormwater mains and polyvinyl chloride pressure pipe SDR 26 for public sanitary sewer mains.**

**8. THE CITY OF SAN JOSE SHOULD CONSOLIDATE ALL OF THE CITY'S PERMIT SERVICES ONTO ONE WEB PAGE.**

Websites have become an important part of local government's communication with its citizens.

The existing overall web site for the City's development services - <http://www.sanjoseca.gov/DEVELOPMENT/> - is confusing for a resident or applicant seeking a permit from the City, and is difficult to find on the City's web site. The different permits required for a proposed development are located at multiple departmental web sites and require navigation to these different web sites. The process is not summarized on the web site for development services, information is not presented by type of project

or by development topic (presenting information regarding the process from an applicant's perspective), but by organizational unit (looking at the process from the City's perspective), does not have a link directly from that web page to enable applicants to check the status of their application (that is located on another web page), lacks direct links to resources needed by applicants (e.g., development guides), does not present information by development topic (e.g., zoning / rezoning, building permit plan check, building inspections, improvement plans, etc., (presenting topics regarding the process from an applicant's perspective), etc.

The City should develop a consolidated web page for all of the City's development review services. This would include services provided by the Planning Division, the Building Division, and the Development Services Division, and other divisions and departments. This web page should be developed so that applicants can readily find at one site the links to information needed for submittal of permit applications. The City of Modesto has developed such a web page: the link to this web page is <http://www.ci.modesto.ca.us/development/>.

At the same time, the Division should enhance its own web site. The features identified in the table below should all be available on the Division's web site (or links to these features elsewhere on the City's web site).

<b>Features That Should Be Available on the Division's Web Site</b>
Overview description of the Division
Main phone number
Automated e-mail contact feature
Organization chart
Staff names
Function of staff
Direct phone lines for all staff
E-mail addresses for all staff
Pictures for all staff
Ordinances
Standard specifications and details
Standard conditions of approval
Top ten defects found in engineering permit submittals
Application guides
Applications
On-line tracking of engineering permits using AMANDA
Various GIS layers (e.g., sewer mains)
Aerial photography

Some of these features are already available on the Division's web page, but others are not. The Division should enhance its web page to include all of these features.

**Recommendation: The City should enhance its consolidated web page for all of the City's development review services to present information from an applicant's perspective.**

**Recommendation: The Division should enhance its web page.**

**9. DOT LANDSCAPE MAINTENANCE SHOULD NOT PROVIDE FINAL INSPECTION APPROVAL FOR DEVELOPER-FINANCED LANDSCAPE IMPROVEMENTS.**

At the present time, the Division's construction inspectors provide construction inspection of developer-financed landscape improvements and assure compliance with the City's written landscape specifications and details.

However, DOT Landscape Maintenance requires final approval. This complicates the inspection process and approvals by the Division. The Division's inspectors are fully capable of assuring compliance with the landscape specifications and details. The involvement of the DOT Landscape Maintenance is unnecessary.

**Recommendation: The Development Services Division should be assigned responsibility for construction inspection of developer-financed landscape improvements. The DOT Landscape Maintenance should not be required to provide final inspection approval.**

**10. THE DEVELOPMENT SERVICES DIVISION SHOULD MIGRATE TOWARDS ELECTRONIC PLAN SUBMITTAL**

An emerging use of the Internet is electronic plan submittal and distribution. AMANDA allows electronic documents to be attached to plan review folders. Most engineering or landscape consultants utilize electronic CAD programs. These electronic plans can be exported to file formats that can be viewed by available viewer software that have redlining capability. This software works quite well in reviewing electronic plans allowing online redlining. Deploying this functionality will allow plans to be submitted instantly and allows multiple reviewers located anywhere to make edits to a common plan set without having to move large rolls of paper around.

Currently, the City is piloting a process by which electronic plan submittals can be utilized for Building Permit applications. Public Works should participate in this process as this service can be an innovative tool to reduce clutter and provide expedited services.

Through the acceptance of electronic plan submittals and the use of redlining review software, processing efficiency can be gained. To make this transition the Division needs to provide review staff with the proper hardware and software to review plans online and to start accepting electronic plan submittals. Any personal computer that has been purchased in the last few years will perform adequately, but larger monitors to view plans proficiently will be needed.

Some jurisdictions are utilizing dual monitors, two 19" and 21" or a single 30"

monitor or larger. This type of processing is not just limited to electronic plan submittals as paper plans can be scanned and economically converted into electronic images such as TIF or PDF formats once received. Receiving plans electronically is the better option however, because of low internal labor needed and formats are easier to view with the viewer software that is available.

**Recommendation: The Development Services Division should migrate towards electronic plan submittal and review.**

**Recommendation: The Development Services Division should purchase larger monitors for viewing plans online by its staff.**

**Recommendation: The Development Services Division should develop standard formats for submittal of electronic plans. Upon development of these standards, the Division should start accepting and encouraging applicants to submit electronic plans.**

**11. THE DEVELOPMENT SERVICES DIVISION SHOULD TAKE A NUMBER OF STEPS TO ADDRESS THE COSTS INCURRED BY THE DIVISION AND FEES THAT ARE NOT CHARGED BY THE DIVISION.**

The City of San Jose has adopted a policy regarding 100% cost recovery for all of its lines of business that are involved in development review. This is based upon a budget policy that states, “fees shall be set to cover 100% of the cost of service delivery, unless such amount prevents residents from obtaining an essential service. Fees or service charges should not be established to generate money in excess of the cost of providing services. Fees may be less than 100% if Council determines that other factors (e.g., market forces, competitive position, etc.) need to be recognized.”

This policy includes the Planning Division, the Building Division, Fire Prevention, and the Development Services Division. This has clear implications for the business practices utilized by the Development Services Division. The Division and the City will need to modify a number of business practices to this reality. This will require a number

of adaptations as recommended below.

**(1) The Development Services Division, in coordination with its Development Services Partners, Should Develop For The Consideration Of The City Council A Cost Recovery Policy For The User Fees Charged By The Division.**

As a first step, the Development Services Division and the Finance Department should develop a cost recovery policy for the Division for consideration of the City Council. A possible cost recovery policy is presented below.

- **Ongoing Review.** User fees will be reviewed and updated on an ongoing basis to ensure that they keep pace with changes in the cost-of-living as well as changes in methods or levels of service delivery. In implementing this goal, a comprehensive analysis of Development Service Division costs and fees should be made at least every five years. In the interim, fees will be adjusted on an annual basis by annual changes in the Consumer Price Index. Fees may be adjusted during this interim period based on supplemental analysis whenever there have been significant changes in the method, level or cost of service delivery.
- **User Fee Cost Recovery Levels.** In setting user fees and cost recovery levels, the following factors will be considered:
  - **Community-Wide Versus Special Benefit.** The level of user fee cost recovery should consider the community-wide versus special service nature of the program or activity. The use of general-purpose revenues is appropriate for community-wide services, while user fees are appropriate for services that are of special benefit to easily identified individuals or groups.
  - **Service Recipient Versus Service Driver.** After considering community-wide versus special benefit of the service, the concept of service recipient versus service driver should also be considered. For example, it could be argued that the applicant is not the beneficiary of the City's development review efforts: the community is the primary beneficiary. However, the applicant is the driver of development review costs, and as such, cost recovery from the applicant is appropriate.
  - **Effect of Pricing on the Demand for Services.** The level of cost recovery and related pricing of services can significantly affect the demand and subsequent level of services provided. At full cost recovery, this has the specific advantage of ensuring that the City is providing services for which there is genuinely a market that is not overly-stimulated by artificially low

prices. Conversely, high levels of cost recovery will negatively impact the delivery of services to lower income groups. This negative feature is especially pronounced, and works against public policy, if the services are targeted to low-income groups.

- **General Concepts Regarding the Use of Service Charges** The following general concepts will be used in developing and implementing service charges:
  - Revenues should not exceed the reasonable cost of providing the service.
  - Cost recovery goals should be based on the total cost of delivering the service, including direct costs, departmental administration costs, and organization-wide support costs such as accounting, personnel, data processing, vehicle maintenance and insurance.
  - The method of assessing and collecting fees should be as simple as possible in order to reduce the administrative cost of collection.
  - Rate structures should be sensitive to the "market" for similar services as well as to smaller, infrequent users of the service.
  - A unified approach should be used in determining cost recovery levels for various programs based on the factors discussed above.
- The following cost recovery policies apply to the development review programs:
  - Services provided under this category include:
    - Engineering (public improvement plan checks, inspections, subdivision requirements, encroachments, etc).
  - Cost recovery for these services should generally be high relative to the costs of these services. In most instances, the Division's cost recovery goal should be 100%.
  - However, in charging high cost recovery levels, the Division needs to clearly establish and articulate standards for its performance in reviewing developer applications to ensure that there is "value for cost."
- **Comparability With Other Communities.** In setting user fees, the Division will consider fees charged by other agencies. Surveying the comparability of the Division's fees to other communities provides useful background information in setting fees for several reasons:
  - They reflect the "market" for these fees and can assist in assessing the reasonableness of San Jose's fees.

- If prudently analyzed, they can serve as a benchmark for how cost-effectively San Jose provides its services.
- However, fee surveys should never be the sole or primary criteria in setting the Division's fees as there are many factors that affect how and why other communities have set their fees at their levels.
- Whenever the Division provides services to the General Fund, the Division shall be reimbursed by the General Fund on a full cost recovery basis.
- The Division shall be reimbursed for administration of the City's impact fees based upon the costs of providing these services on a full cost recovery basis.
- The Division shall be reimbursed by the City's special districts program for the administration of this program by the Development Services Division based upon the costs of providing these services on a full cost recovery basis.

The Development Services Division should take the lead in the clarification of this cost recovery policy, assisted by the Finance Department. In addition, the Division should partner with the other Development related service providers, such as the Department of Planning, Building, and Code Enforcement, the Fire Department, and the Department of Transportation in bringing forward a consolidated policy that will apply to all Development related services. This cost recovery policy should be developed for consideration of the City Council as soon as possible.

**Recommendation: The Development Services Division in coordination with its Development Services Partners, should take the lead in the development of this cost recovery policy, assisted by the Finance Department.**

**Recommendation: This cost recovery policy should be developed for consideration of the City Council as soon as possible**

**(2) The Development Services Division Should Collect Flood Zone Plan Checks Before the Provision of this Service.**

Currently, the Division is not collecting revenues for flood plain plan checking at the time of submittal of the plan, but subsequent to plan check. This fee should be



collected before the provision of this service.

**Recommendation: The Development Services Division should collect the fee for flood plain plan checking before the provision of this plan check service.**

**(3) The Departmental and Citywide Overhead Charged to the Development Services Division Should Be Equitable and Proportional.**

The purpose of the City's cost allocation plan is to identify the total costs of providing specific City services. Why is a separate cost allocation analysis required to do this? Because in almost all organizations — whether in the private or the public sector — the cost of producing goods or delivering services can be classified into two basic categories: direct and indirect costs. "Direct costs" by their nature are usually easy to identify and relate to a specific service. However, this is not the case for "indirect costs." As such, if the City wants to know the "total cost" of providing a specific service, then we need to develop an approach—a plan—for allocating indirect costs to direct cost programs.

The proper allocation of these indirect costs is essential for the recovery of costs provided to applicants of engineering permits. Some methodology for determining and distributing indirect costs must be developed, and that is the purpose of cost allocation plans: to identify indirect costs and to allocate them to benefiting direct cost programs in a logical and uniform manner.

In the allocation of the City's indirect costs, however, a logical and uniform manner does not seem to have been utilized for the allocation of indirect costs to the Development Services Division. The Development Services Division is being allocated an indirect cost allocation rate of 23.52%. The Planning, Building and Code Enforcement Department is being allocated an indirect cost allocation rate of 17.73% for

its Development Planning Review / Building Construction Inspection Program. Since both the Development Services Division and the Development Planning Review / Building Construction Inspection Program / Planning, Building and Code Enforcement Department serve the same customers, the indirect cost allocation rate should not differ.

**Recommendation: The indirect cost allocation for citywide overhead charged to the Development Services Division should be decreased to the same level as that charged to the Development Planning Review / Building Construction Inspection Program / Planning, Building and Code Enforcement Department.**

## **12. POLICIES AND PROCEDURES FOR THE DEVELOPMENT SERVICES DIVISION SHOULD BE CLEARLY DOCUMENTED.**

The Development Services Division should develop policies and procedures manual to guide its managers and first line supervisors and assure uniformity in the critical processes of the Division.

In developing policies and procedures for the Division, the following approach should be utilized.

- Minimize. The policies and procedures should be kept to a minimum. Short is better than long. It is not the quantity, but the quality of information that is important for the policies and procedures to be effective.
- Best Methods. Make certain the procedure represents the “best method”. This means the procedure has undergone detailed analysis and is continually challenged.
- Review and Revise. All policies and procedures should be reviewed annually.
- Keep Current. The problem with many policies and procedures is that they have long ago outlived their usefulness. No one remembers why the policies and procedures were created in the first place. Sometimes they contradict each other and create even more confusion. Responsibility for updating these policies and procedures should be clear.
- Be ready to change. The key to organizational effectiveness and efficiency is finding a better way. The Department must always be ready to challenge current policy – throw it out – change it when appropriate.

- The policies should be available on the Department's intranet site. This should facilitate easy updating.
- Answer the questions from customers over the phone and at the public counter (i.e., where's my property line, where are my utilities located, what is the process for issuance of a driveway modification permit, etc.).
- Plan check building permits for flood zone clearance (i.e., is the property in or out of the flood zone, is the finished floor at the required elevation, the number of flood vents for the crawl space, are the water heater and furnace elevated at the required elevation, etc.).

The Analyst II should be assigned responsibility for providing training and technical support to the Division's managers in the development of the policies and procedures manual.

**Recommendation: The Development Services Division should clearly document its policies and procedures.**

**Recommendation: The Development Services Division should establish a policies and procedures committee, consisting of five to seven staff, that includes a representation of managers from all teams.**

**Recommendation: The Analyst II in the Division should be assigned responsibility for development of the policies and procedures manual working with the committee.**

**13. THE DEVELOPMENT SERVICES DIVISION SHOULD DEVELOP A TRAINING PLAN FOR ITS EMPLOYEES INCLUDING A NEEDS ASSESSMENT.**

The American Society for Training & Development (ASTD) has published a *State of the Industry Report* for ten consecutive years. The most recent report was published in 2008. This report is developed based upon a group of large Fortune 500 companies and public sector organizations that share data and best practices with one another. These organizations submit detailed data on their learning investments and practices each year. The report identified a number of ways to measure commitment to training including the number of hours of formal learning per employee. According to the 2008

*State of the Industry Report*, the average training hours increased to 41 hours per employee in 2005.

The Division should adopt a policy that requires all Division employees undergo not less than 40 hours of job-related training per year.

The Division should develop a formal, written training plan to address the training and career development challenges faced by its employees. Development and execution of a well-conceived training plan is the cornerstone upon which a successful training program rests. A training plan exists on at least two levels:

- Division-wide - encompassing the entire department and covering a relatively elastic time period of several years (this is a reflection of a strategic plan or overall set of goals)
- Section-specific - describing training needs for divisions within the department and covering a discrete fiscal or calendar time frame (this is a reflection of concrete, measurable goals and objectives)

In developing a training plan, the Division is linking the skill development of its employees to its own strategic plan and an assessment of its strengths and weaknesses. The Division should strive to achieve the best practices presented below and on the following page in developing this training plan.

<b>The division provides a comprehensive staff development program to achieve and maintain high levels of productivity and employee performance.</b>
The Division conducts orientation programs for all new employees, and includes information on division procedures, performance expectations and evaluations, training and career opportunities, and personnel policies regarding such issues as absences, leave approval and tardiness.
The Division has a division-wide training program and maintains training records on each staff member.
The Division has solicited and used input from supervisors and employees hired within the last three years to establish, revise, or affirm its new employee orientation programs, including content and approach.
The Division has mentoring programs, as appropriate, for new employees.
The Division plans training programs based on division-wide needs assessment that includes input from employees and their supervisors at least every other year.
The Division establishes and implements formal staff development plans to provide on-going training for employees. The responsibility for training classes for employees may be delegated to a division within The Division, but that unit provides the Analyst II with copies of annual plans, training schedules, and attendance rosters.

The Division has procedures to evaluate individual in-service training activities, including employee feedback, and to evaluate the extent to which annual training efforts have met identified long-term training objectives.
<b>The Division provides a comprehensive staff development program for managers and supervisors.</b>
All managers and supervisors have completed (or anticipate completing within the current fiscal year) management and supervisory training programs.
The Division has a process for identifying employees with the potential for employment in managerial and/or supervisory positions, and for providing training to them prior to appointment to a managerial and/or supervisory position.
The training program for new managers includes a mentoring component.

The Analyst II should be assigned responsibility for providing training and technical support to the Division's managers and supervisors in the development of the training plan.

**Recommendation: The Development Services Division should develop a training plan for its employees based upon a needs assessment.**

**Recommendation: The Division should adopt a policy that requires all of the Division employees receive not less than 40 hours of job-related training per year.**

**14. THE EMPLOYEES OF OTHER DIVISIONS THAT PROVIDE SERVICE TO THE DEVELOPMENT SERVICES DIVISION IN THE PLAN CHECKING OF IMPROVEMENT PLANS AND FINAL MAPS SHOULD BE BASED AT THE DIVISION'S OFFICE.**

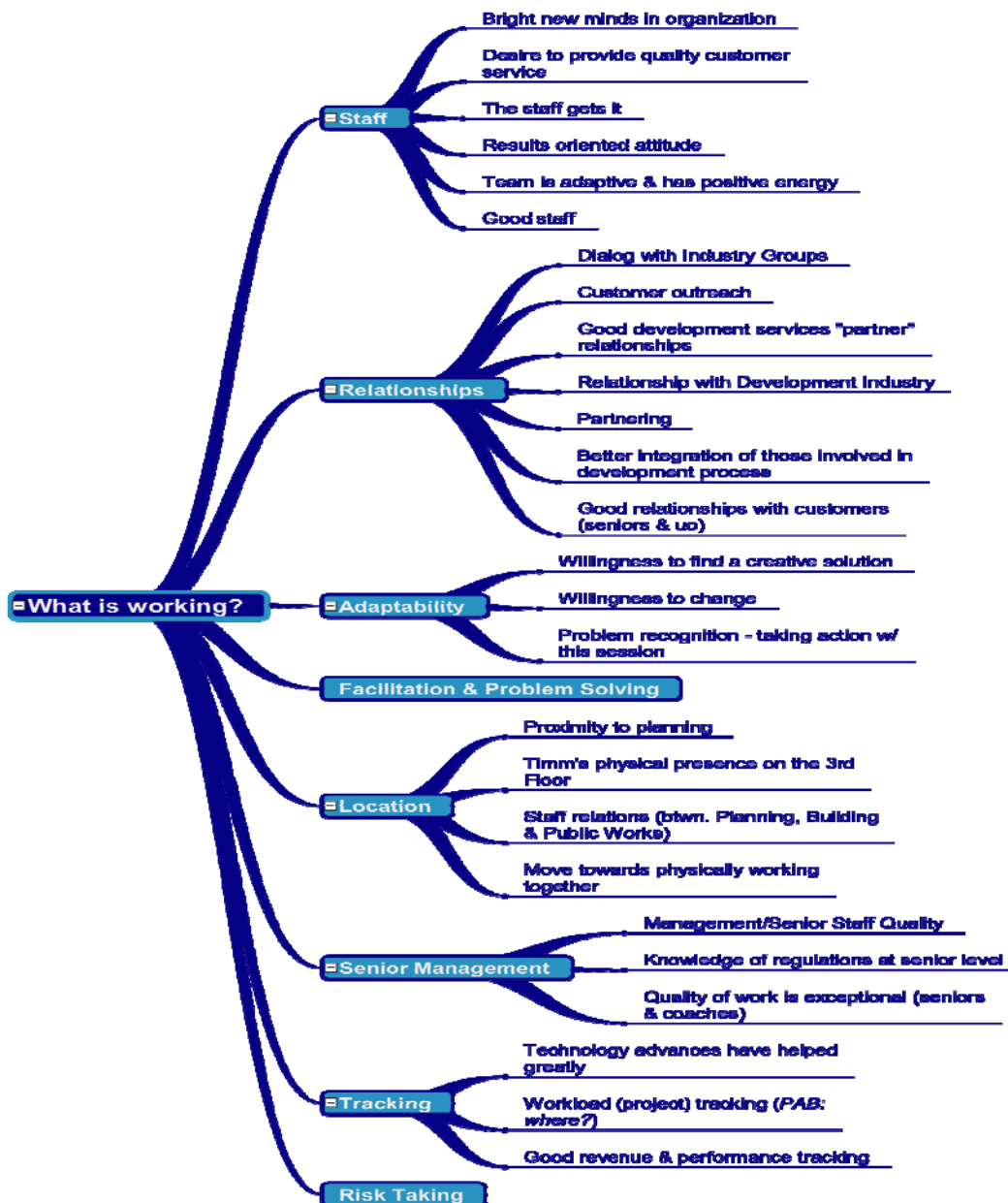
The Development Services Division works with a number of other divisions and departments in the plan checking of improvement plans and final maps. This includes Land Survey, Electrical, and the Department of Transportation. In each of these instances, these other divisions and departments are reimbursed by the Division for the services provided to the Division. In each of these instances, Land Survey, Electrical, and the Department of Transportation assign more than one full-time equivalent position to the provision of this service. Some of these staff are located at City Hall and some are not.

To facilitate the interaction of the staff of the Division with the staff of the Development Services Division, these staff should be co-located with the Development

Services Division. This would require the redeployment of one position by Land Survey, two positions by the Department of Transportation, and two positions by Electrical. There is sufficient available office space in the area assigned to the Development Services Division for these staff.

**Recommendation: The Land Survey and Electrical staff that work with the Development Services Division in the plan checking of improvement plans and final maps should be co-located with the staff of the Division in instances in which one full-time position or more is assigned to this service.**

## What Is Working In the Development Services Division



## What Is Not Working In the Development Services Division

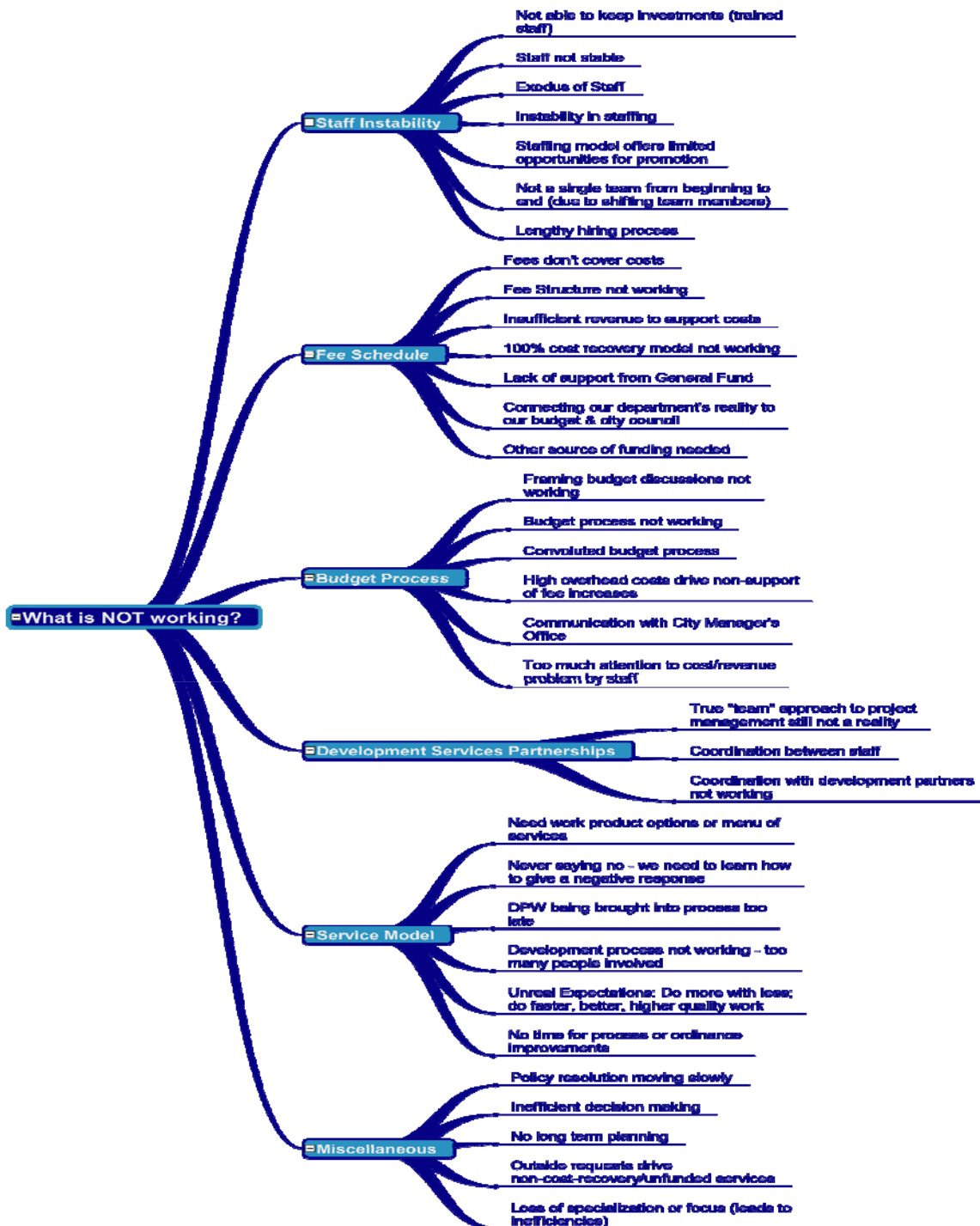




Exhibit 5 (1)

Challenges Identified in the  
 Development Services Division

Area	Cause	Results
Service model	DPW is brought in late in the Development Services submittal review process.	Applications end up going through multiple rework cycles, slowing down the submittal process and creating inefficiencies for DPW staff.
	Customers perceive a lack of communication and contact with point person at DPW.	Customers feel frustrated with development process and level of service or lack thereof.
	Facilitation is not clearly defined; DPW staff goes above and beyond facilitation with customers to make their project work.	DPW staff are doing more work/handholding than client paid for resulting in slower turnaround times and higher levels of stress.
	One level of service offered regardless of size/scope/complexity of project. There is currently no awareness of what services customers are/aren't willing to pay for.	Issues of prioritization - DPW staff has no clear way to distinguish how much time and effort should be spent on one project versus another.
	Customer service based business model developed ~15 years ago is no longer functioning efficiently (customer/development type shifts, loss of expertise, focus on economic development & redevelopment in SJ).	DPW staff not able to meet turnaround times. Frustration, pressure and stress levels increase within the department due to perceived failure to deliver timely review. Some submittals receive cursory review and boilerplate comments to compensate for lost time. All submittals, whether complete or not, are accepted.
	DPW performance measures based solely on days spent to review and turnaround submittals.	No effective and fair way of measuring customer satisfaction or identifying process improvement opportunities.

Exhibit 5 (2)

<b>Staff instability</b>	Limited promotion opportunities exist for up and coming staff within the DSD.	Up and coming DSD staff leave division to obtain higher position/salary elsewhere.
	Lack of professional development programs within the DPW, and no legacy planning.	Growing knowledge gap between Senior and Junior staff. Junior staff not able to learn/grow.
	Outside pressures on DPW to achieve 100% cost recovery.	Loss of FTEs to make up budget gap. Project teams constantly being reorganized. Loss of productivity across DSD due to increased stress, fear and declining morale.
	Lack of strategic planning for staffing model.	DSD Leadership and project teams constantly in reactive role and increasingly needing to go outside of division for expertise as staff declines.
<b>Fee structure</b>	Fees not paid at time of submittal to DPW but instead at the end of a project cycle.	DPW struggling with cash flow problems.
	Fee structure not based on level of service being provided.	More time/fee spent on low revenue submittals than is fiscally prudent.
	DPW providing free services to other departments within the City (Strong Neighborhoods Initiative, Redevelopment Agency, Economic Development, "18th Floor").	Effort not tracked now and no process in place to assess monetary value of work
	Development trends in San Jose have shifted from major development projects to smaller, complex infill projects.	Smaller fees being collected for more complex and involved work.
	DPW staff not currently tracking how many hours are spent on a project against the fee collected for that project.	DPW has no clear understanding of relationship between revenue and cost of doing the work.
<b>Inter-departmental issues</b>	Development Services Partners not always on the same page; Planning, Fire Prevention, Building and DPW can have different agendas, different priorities and different timelines.	Lack of sense of partnership leads to rework cycles, communication problems, finger pointing and compromised or conflicting submittal review comments, which all contribute to customer frustration.

Exhibit 5 (2)

<b>Inter-departmental Issues (con't)</b>	DPW has lost the trust of city leadership.	Increased difficulties in all processes where city leadership approval is needed (fee increases, process improvements, etc.)
	<b>Other development services partners are starting to encroach upon DPW's work (due to loss of technical expertise within DSD).</b>	Increased confusion as to who makes decisions, sets policy and correctly interprets code. Increased tensions between departments as a sense of competition taints working relationships.
<b>Strategic Planning</b>	It is unclear how the DPW defines regulation.	Creates difficulty and confusion in giving clear and consistent direction to DPW customer base and other Development Service Partners.
	Service Model is not aligned to a revenue based Business Plan	DPW does not have a business plan that is built on revenue projections.
	<b>There is a lack of a strategic planning at the DPW.</b>	The DPW has shifted from having a practice focused business model to a business focused practice model and has not changed or adapted to existing systems.

## 8. ANALYSIS OF STAFFING AND ORGANIZATION

This chapter presents an analysis of the staffing and plan of organization utilized by the Development Services Division, Public Works Department.

### 1. THE EXISTING LEVEL OF STAFFING FOR THE DEVELOPMENT SERVICES DIVISION IS SUFFICIENT FOR THE WORKLOAD EXPERIENCED BY THE DIVISION IN CALENDAR YEAR 2008.

The approach used by the Matrix Consulting Group for the analysis of staffing for the Division was to utilize two independent and calculated variables to develop an estimated amount of annual workload for the Division. The two variables include the average time spent by type of workload and the net staff hours available per position. These variables are discussed further in the sections below.

#### (1) Net Staff Hours Available per Engineer Was Estimated at 1,467 Per year and at 1,547 Per Year Per Construction Inspector.

The Matrix Consulting Group first developed assumptions regarding the actual hours available for engineers and construction inspectors on an annual basis. This data relating to this assumption is shown in the table below.

Time Category	Engineer / Engineering Technician	Construction Inspector
Gross Hours Available	2,080	2,080
<b>Standard Reductions:</b>		
Vacation	120.00	120
Sick	56.00	56
Holiday	120.00	120
<b>General Staff Meetings</b>		
Department Meetings	8.00	8
Division Meetings	8.00	8
Standard Team Meetings	84.00	84
Management Meetings (MPP)	4.35	0
Project Engineer Meetings	73.02	0
Senior Staff Meetings	-	0
<b>Training</b>		
External	8.00	8
Internal PW	24.00	24
Training Prep	2.61	0

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Time Category	Engineer / Engineering Technician	Construction Inspector
Other:	-	
Breaks	105.00	105
<b>Subtotal of Reductions</b>	<b>(612.97)</b>	<b>(533)</b>
<b>Total Net Available Hours</b>		

Based on the assumptions, the Matrix Consulting Group estimates that 1,467 net hours are available annually to engineers and engineering technicians to process applications and perform related work, and 1,547 net hours are available annually to construction inspectors. This approximates an availability of 71% or 122 hours per month performing these duties for engineers and engineering technicians, and 74% or 129 hours per month performing these duties for construction inspectors. These proportions and monthly hours are consistent with staffing availability in most engineering development review functions in Public Works Departments.

**(2) The Matrix Consulting Group Evaluated Staffing Requirements Based Upon Benchmarks For the Amount of Staff Hours Per Type of Application, and In Consideration of Decreases in Workload.**

In evaluating staffing requirements within the Division for the processing of permits it is important to note that the workload has trended downward recently. However, this has not been a dramatic decrease. The projected workload in 2009 is 15% to 17% less than 2008. However, it should be recognized that this is a dynamic economic situation, and further adjustments will likely be required. These adjustments can only be made as workload data becomes available.

The Matrix Consulting Group determined the number of staff hours necessary to process the workload of the Planning Division based on workload as of 2008 less 15% to 17% to factor decreases in workload for each fiscal year: 2008-09 and 2009-10.

The hours per application were developed using the analytical techniques presented below.

- The number of applications processed was provided by the Division and slightly revised with Division managers' feedback to best reflect relevant application workload.
- Hours of workload per application type were originated by the Matrix Consulting Group as noted below.
  - The Matrix Consulting Group developed the number of staff hours for the various types of applications based upon consultation with the Division.
  - The numbers of staff hours allocated for the different type of applications in San Jose are comparable to other municipal organizations that the firm has worked with as indicated in the exhibit following this page. For example:
    - The amount of hours allocated for plan review of tentative tract maps in San Jose amounted to 15.25 staff hours versus an average of 30.1 staff hours for five other cities;
    - The amount of hours allocated for plan review of tentative parcel maps in San Jose amounted to 7.25 staff hours versus an average of 24.5 staff hours for five other cities;
    - The amount of hours allocated for grading inspection involving 501 to 1,000 cubic yards in San Jose amounted to 14.25 staff hours versus an average of 23.95 staff hours for four other cities; and
    - The amount of hours allocated for E and I inspection involving public improvements with a value of \$50,000 to \$100,000 in San Jose amounted to 52.6 staff hours versus an average of 35.5 staff hours for six other cities.
  - The staff hours required per permit application also needs to consider the experience of the staff – entry-level versus journey.
  - These hours include line staff only, and exclude managers and supervisors.
- The estimated hours for each application type are multiplied by the average number of applications processed annually based on 2008 less 15% to 17% to factor in decreases in workload for 2008-09 and 2009-10. The result is the total estimated number of annual staff hours dedicated to a particular application type.

**Exhibit 6**

**Comparison of Plan Check and Inspection  
Time Allocations for the Development Services Division  
In San Jose to other Local Governments**

<b>Work Activity</b>	<b>San Jose</b>	<b>Client #1</b>	<b>Client #2</b>	<b>Client #3</b>	<b>Client #4</b>	<b>Client #5</b>	<b>Client #6</b>	<b>Client #7</b>
Tentative Map - T Map	15.25	32.00	N.A.	N.A.	19.50	23.00	28.00	48.00
Tentative Map - PT Map	7.25	32.00	N.A.	N.A.	12.40	23.00	19.00	34.00
Grading PC - Non-Hillside (501-1,000 CY)	13.23	32.00	6.00	N.A.	2.00	N.A.	N.A.	65.00
Grading PC - Non-Hillside (1,001-10,000 CY)	22.25	51.00	11.00	N.A.	2.00	N.A.	N.A.	67.00
Grading INSP - Hillside (501-1,000 CY)	14.25	23.00	11.00	N.A.	1.80	N.A.	N.A.	60.00
Grading INSP - Hillside (1,001-10,000 CY)	18.75	42.00	22.00	N.A.	11.00	N.A.	N.A.	60.00
Tract Map (5 - 20 Lots)	6.88	15.00	47.00	182.00	12.00	N.A.	N.A.	N.A.
E&I Public Street - PC (\$50,000-\$100,000)	43.8	26.00	55.00	25.00	N.A.	40.00	21.00	55.00
E&I Public Street - PC (\$100,000-\$200,000)	65.1	80.00	55.00	47.00	N.A.	N.A.	62.00	75.00
E&I Public Street - INSP (\$50,000-\$100,000)	52.6	37.00	39.00	15.00	N.A.	44.00	20.00	58.00
E&I Public Street - INSP (\$100,000-\$200,000)	92.7	112.00	39.00	33.00	28.00	N.A.	40.00	318.00

Based upon these calculations it is estimated that the Division's workload at approximately 16,500 staff hours for engineering project coordination and implementation, 9,000 hours for construction inspection, and 2,700 hours for traffic impact analysis.

**(3) The Division Staffing Needs Were Calculated at Eleven (11) Full-Time Equivalent Staff for Project Coordination and Implementation.**

Based upon the 1,467 available hours available annually per engineer and engineering technician and the estimated workload in excess of 16,500 hours, a total of eleven (11) engineer and engineering technician positions are required to effectively respond to existing workload. This recommended level of staffing is four (4) fewer positions than the existing level of authorized staffing.

**Recommendation: The Development Services Division should be authorized eleven (11) Associate Engineers, Engineer I / II's, Engineering Technicians, Engineering Geologists, and Structural Land Designers for the processing of land entitlement and engineering permits.**

**Recommendation: The number of authorized Associate Engineers, Engineer I / II's, Engineering Technicians, Engineering Geologists, and Structural Land Designers for the processing of land entitlement and engineering permits should be reduced by four (4) positions.**

**(4) Two (2) Full-Time Positions Should Be Allocated To the Traffic Team.**

Based upon the 1,467 available hours available annually per engineer and engineering technician and the estimated workload in excess of 2,700 hours, the Matrix Consulting Group recommends that one (1) Principal Engineering Technician and an Associate Engineering Technician position be allocated to the Traffic Team. However, if the Division accepts more responsibility from the Department of Transportation in terms



of Geometric Design, etc, this level of staffing should increase by one position to account for this additional work.

**Recommendation: The Development Services Division should be authorized two (2) positions for the Traffic Team: one Principal Engineering Technician and an Associate Engineering Technician.**

**(5) Five (5) Positions Should Be Allocated to Construction Inspection.**

Based upon the 1,547 available hours available annually per engineer and engineering technician and the estimated workload of approximately 9,000 hours, the Matrix Consulting Group recommends ten Senior and Associate Construction Inspector positions for the Division. This recommended level of staffing is one (1) less position than the existing level of authorized staffing.

**Recommendation: The Development Services Division should be authorized five (5) Senior and Associate Construction Inspector positions to the Construction Inspection team.**

**Recommendation: The number of Senior and Associate Construction Inspector positions should be decreased by one (1) position.**

**(6) The Development Services Division Should Utilize a “Scalable” Approach to Workload Increases in the Future.**

The economy will recover, however, and workload will increase in response to a recovering economy. The Division will need to increase its staffing at that time. However, the Division should not solely rely on its own staff to provide development services. The division should utilize a mix of its own staff and consulting engineers to provide these services. The Division’s staff should continue to provide most of these services: the mix should approximate 75% / 25%. Specifically, once development teams are collapsed to the “cradle to grave” concept and led by Senior Engineers, the Division should have a maximum of 4 Senior-led development teams. Any additional plan

checking work above the capacity of these 4 teams should be sent to a on-call consulting engineering firm for third party plan checking. Private consulting engineering firms can more promptly marshal additional resources to respond to increases in workload than the City, and the City can more painlessly reduce this consulting engineering staffing in response to declines in workload.

**Recommendation: The Division should utilize a “scalable” approach to workload increases in the future that utilizes a mix of its own staff and private consulting engineers.**

**2. THE PLAN OF ORGANIZATION FOR THE DEVELOPMENT SERVICES DIVISION SHOULD BE MODIFIED.**

There are a number of positive aspects to the plan of organization for the Development Services Division. For example, there is a good balance in the use of engineers and engineering technicians in the Planning and the Implementation Teams. The Division includes both an Administrative Analyst II position and a Staff Specialist position to provide analytical support to the Division. The secretarial support for the Division can only be described as lean with one Office Assistant position to support thirty-eight professional and paraprofessional staff in the Division. Staff is being utilized effectively in supervisory roles; Associate Engineers, Principal Engineering Technicians, and Engineer I's are being utilized as first-line supervisors.

There are also challenges with the existing plan of organization. One of the consistent themes that emerged from the work done by Anderson Brule Architects, the focus groups and the SWOT analysis regarding the organizational structure for the Development Services Division was the detrimental impacts of staff turnover, the lack of seasoned professionals to guide the small project teams, and the lack of career paths.

In addition, the Matrix Consulting Group believes there are other challenges associated with the existing plan of organization. These challenges are presented below.

- **The role of the Senior Engineers is not clear.** The role of the three Senior Engineers is currently defines as “coaches”, and the three Senior Engineers share responsibility for the supervision of ten supervisors including the Principal Engineering Technician for the Traffic Team, the Engineering Geologist, the two Associate Engineers and the Engineer I in charge of Planning Teams, the two Associate Engineers in charge of the two Implementation Teams, the Principal Construction Inspector in charge of the Construction Inspection Team, the Program Manager in charge of Special Districts and the Associate Engineer in charge of the Flood Program / First Floor Counter.
- **The organization for the processing of land entitlement permits and engineering permits has been divided into two different sets of teams.** There are three teams for Planning permit processing and two teams for engineering permit processing. This plan of organization impedes the ability of the Division to utilize a cradle to grave permit processing concept and results in confusing handoffs from the Planning Team to the Implementation team for the applicant.
- **The plan of organization confuses the accountability for delivery of services.** Since the three Senior Engineers share responsibility for supervision of the ten first line supervisors, it means that the accountability is shared among the three Senior Engineers. The plan of organization impedes the ability of the Division Manager to assign specific accountability down to the Senior Engineer level.
- **There are a number of equal work for equal pay issues in the use of engineering technicians in the Planning and the Implementation Teams.** Senior Engineering Technicians, Associate Engineering Technicians, and Engineering Technicians are being used for much the same work in the Planning and Implementation Teams.
- **There are a number of challenges facing the Division in terms of single position classifications that present risk to the Division in terms of its ability to deliver services.** This includes the Structural Land Designer II, the Engineering Geologist, the Associate Engineer assigned to the Flood Control team, and the Principal Engineering Technician / Traffic Team. The resignation or retirement of any of the three incumbents of these three positions would place the Division at risk in terms of its ability to meet its cycle time objectives. In the case of the Principal Engineering Technician / Traffic Team, it could place the Division at risk in terms of its ability to conduct and complete traffic impact analysis at all.

These challenges should be addressed so that the Division can function more effectively once the development workload recovers from the recession. To address these challenges, the Division should modify its plan of organization as recommended below.

- (1) Each Senior Engineer Should Lead A Team Of Engineers And Engineering Technicians In Processing Projects From Cradle To Grave. The Five Existing Planning And Implementation Teams Should Be Collapsed Under Specific Senior Engineers And Any Specialty Teams Such As Flood, Traffic, Geology, Inspection, Counter, And Special Districts Should Be Managed Directly By A Specific Senior Engineer.**

Each development team, led by a Senior Engineer would be responsible for processing land entitlement permits and engineering permits from “cradle to grave”. The current organization has five (5) project teams, 3 Planning teams, and 2 Implementation Teams. These five (5) teams should be assigned to specific Senior Engineers within the office. In addition, the remaining Specialty Teams (Flood, Traffic, Geology, Inspection, Counter, and Special Districts) should be managed directly by a specific Senior Engineer. For example, one Senior Engineer will be managing several teams such as a Planning Team, Implementation Team, and some specialty teams. This deliberate and formal distribution of staff for direct supervision by a Senior Engineer will increase accountability and provide for a more organized approach to delivering services.

However, as recommended previously in this chapter, the Division should use a “scalable” approach to meeting future workload increases. This scalable approach would use a mix of additional staff and consulting engineers as workload increases. The Senior Engineer would supervise the consulting engineers based upon the applications assigned to the team. The Senior Engineer should be a working supervisor, including

the processing of the more complex applications. However, these Senior Engineers should allocate not less than one-half of their available work hours to supervision.

**Recommendation: The Planning and Implementation Teams should be consolidated with each supervised by a Senior Engineer.**

**Recommendation: The consolidated teams should each be responsible for processing land entitlement permits and engineering permits from “cradle to grave”.**

**Recommendation: As the number of Planning and Implementation Teams increases in the future in response to the economic recovery, the number of Senior Engineers should be increased to maintain reasonable spans of control.**

**(2) The Classification Structure Used for the Traffic Team Should Be Modified.**

At present, the Development Services Division relies on a mix of civil engineering classifications for its Traffic team. This includes a Principal Engineering Technician, Associate Engineering Technician, and Engineer I. The Team works effectively largely due to the experience, skills and knowledge of the Principal Engineering Technician.

However, the Division should begin to change the mix of classifications in the Traffic Team. The Division should transition these positions to the Transportation Specialist series through attrition. The positions assigned to this classification series are responsible for transportation planning, development, and operations projects and programs. The Principal Engineering Technician should be immediately reclassified as an Associate Transportation Specialist. In the longer-term, the Engineer I position should be should be reclassified as a Principal Engineering Technician.

**Recommendation: Through attrition, the classifications utilized in the Traffic Team should transition to Transportation Specialist series.**

**(3) The Classification Structure Used for the Geology Team Should Be Modified.**

Current, the City has only one Geologist available. This one Geologist is responsible for all the technical reviews of construction (public or private) within the City's many Geologic Hazard Zones and Seismic Hazard Zones. Currently, the Counter staff assists with project application in-take for projects within these zones. In addition, a part-time geology student intern assists the City's Geologist. This use of one position for this critical technical service is a major liability for the Division. If this person leaves, is sick, or unavailable to work, construction within these hazard zones could grind to a halt.

The Division should investigate ways to shore up this liability with the Geology Team structure. A combination of private geology consultant services use and the creation of an Assistant Geologist position should be investigated immediately.

**Recommendation: As funding becomes available, the Division should create an Assistant Geologist position.**

\* \* \* \* \*

The proposed plan of organization for the Division is presented in the chart below.

**Proposed Plan of Organization for the Development Services Division**

