CITYGATE ASSOCIATES, LLC

REVIEW OF THE PLANNING PROCESS

FOR

SALT LAKE CITY, UTAH

Final Report

April 4, 2008

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CINGATE ASSOCIATES, LLC

EXECUTIVE SUMMARY AND ACTION PLAN

Citygate Associates, LLC was retained to determine the effectiveness of the Salt Lake City planning programs. The study was conducted in two phases. Phase I involved interviewing over 130 stakeholders in the Salt Lake planning process to determine the major concerns with that process and to develop a scope of work for a Phase II. Phase II included a more detailed performance audit to make recommendations for improvement. Citygate began its work on this engagement in August 2007.

Understanding the features of good urban planning and high quality development review permit processing is the primary focus of this report.

ORGANIZATION OF THIS REPORT

Citygate's report is organized in sections as follows:

Section I	Introduction to the Study
Section II	The Planning Process
Section III	Customer Expectations
Section IV	Planning Overview
Section V	Long Range Planning
Section VI	Historic Preservation
Section VII	Current Planning
Section VIII	Housing and Zoning Code Enforcement
Section IX	Planning Technology

This Executive Summary presents a brief, high-level overview of our findings and recommendations. It is recommended that in order to obtain a complete understanding of Citygate's analysis, this report should be read in its entirety. The scope of work included neither a financial audit nor compliance audits.

METHODOLOGY

Citygate began this study by interviewing the Mayor, each available City Council member, and key management staff to enhance our understanding of the issues and the context of this study, and to correlate our understandings of the study's scope with the Chief Administrative Officer to ensure that our work plan and project schedule were mutually agreeable.

We reviewed the mission, goals, objectives and philosophy of the key functions within the study scope, obtained and reviewed pertinent documentation, and interviewed the planning process stakeholders, including elected officials, members of the City decision-making bodies related to planning, managers, planners and staff from other divisions and departments, community councils, and applicants.

Citygate then prepared a summary identifying the issues raised in the interviews and recommendations on how to approach Phase II. The Phase II analysis examined detailed management, organizational, process, technology, and other elements necessary in the delivery of planning services that are efficient, effective, strategic, and customer service-driven, using a combination of best practices and common sense.

STAKEHOLDER INTERVIEWS

Our work on-site began with the Citygate team conducting an employee orientation for the Planning Division staff. Following the orientation, Citygate commenced with interviewing the following individuals and groups:

- ◆ Mayor, Mayor's Chief of Staff, and Chief Administrative Officer

- ◆ Individual Councilmembers, Council Director, and Council planners

- ◆ Community Development Director, Deputy Director, and staff

- ◆ Planning Director, Deputy Directors, supervisors, individual planners and support staff

- ◆ Decision-making bodies: Planning Commission; Historic Landmarks Commission; Board of Adjustment; Board of Land Use Appeals

- ◆ Several Community Council Chairs

- ◆ Big and small developers and other applicants

- ◆ Other individuals as requested by the Chief Administrative Officer and City Council Director.

In all, Citygate interviewed well over 150 individuals in both phases combined.

WHAT THE CITY'S APPLICANTS WANT AND DESERVE

During the course of our study, we were able to determine that the City's applicants desire the development review permitting process to include important key features. Without these features, the City's customers will continue to loose confidence in the system, which ultimately could erode their confidence in Salt Lake City's government. These key features include predictability and fair treatment for everyone; accurate and accessible information; timely processing; reasonable and fair processing costs; competent City Hall staff; and planning regulations that are rational and workable.

WHAT THE CITY'S APPLICANTS ARE NOW GETTING AND WHY

The planning processes within Salt Lake City are dysfunctional. None of the stakeholders (i.e., elected officials, decision-making bodies, planners, managers, applicants and community council representatives) feel they are effective in performing their respective responsibilities as part of the planning processes nor do they feel they are getting adequate assistance, support, or respect. Clearly, what is missing is a concise and well-articulated community focus, which all the stakeholders share, and trust in the process by which decisions are made.

How did the City get into this position? Such dysfunction takes many years to develop (at least 10-15 years) where processes decline issue-by-issue, and step-by-step. For example, the turnover in the Planning Director's position (i.e., five directors in eight years, eleven in twenty years), each with a different management style and directions to the planning staff, has led to confusion, inefficiencies, lack of clear expectations for staff, and lack of strong leadership guidance.

As the system got worse, many of the stakeholders tried to influence the outcome of each issue earlier in the process, rather than letting the planning process play out. This has led to a lack of clear delineation of responsibilities and expectations of one's role as a commissioner, board member, elected official, community council chair, applicant, or staff.

That lack of clarification of the processes and stakeholders' roles and the direction from some elected officials and managers "to make this project work," has resulted in the inability for planning staff to "say no" when the ordinances clearly indicate that a "no" answer is warranted. This sets the planning staff up for confrontation with community groups. This kind of dysfunction does not result from any one actor or group of actors in the process. None are well served, and everyone contributes to the dysfunction.

WHAT NEEDS TO BE DONE

Dealing with the concerns expressed by the planning process stakeholders will require the strong commitment by each stakeholder group to follow the planning processes as they are laid out in City policies and ordinances. It also necessitates the Planning Division have the right staffing level and tools, in the right amounts, at the right time.

To turn the present dysfunctional planning process around will require a ***cultural change***. There must be an ongoing alertness to the balancing tests that are in play and a concerted effort on the part of the City to ensure respect for each stakeholder group is maintained in the midst of controversy. There must be political will on the part of elected officials to outline expectations for each of the stakeholder groups. Key elements of cultural change must include the following:

◆　　**Respect for them** – Stakeholders need to know the government officials are listening, caring, and interested in what they have to say and what their concerns are.

◆　　**Respect for you, the City** – The stakeholders want officials whom they can respect, identify with, learn from, and count on to act reasonably and responsibly.

◆　　Stakeholders need to know what to expect so they can minimize their fears.

◆　　Everyone needs to know what the rules are upfront.

Outlining expectations for each stakeholder group, accepting that each group has a legitimate role in the planning process and are entitled to express their concerns and recommendations, and treating each other with respect is critical to fixing the planning process. Without a strong commitment to develop such expectations and a willingness to enforce their implementation, changing the culture will have little chance of success.

In this report, we present for your consideration new principles for a new planning process culture:

◆   City elected officials are responsible for painting the vision of what they want the City to become.

◆   Clear expectations need to be established for each group of stakeholders.

◆   The planning process should be seen as an opportunity to have public discussion of issues, perspectives, and recommendations. Such deliberations provide the information and vetting of issues, which the decision-making bodies need when adopting the City's guidelines, policies, and ordinances.

◆   A fair process and an even planning field should be established and followed, allowing each stakeholder to express their opinions and have those opinions considered in good faith.

◆   Public deliberations should be based on a courtesy and respect policy. Decision-makers should not tolerate public attacks on individuals. It is assumed that the Chair of each of these bodies will ensure the respect for each player in the process.

◆   New plans and ordinances, by their very nature, will need to be implemented before it can be determined whether there are gaps, requirements that prove unwise, or others that need to be strengthened. They are molded as they go along through the amendment process after more public discussion. Such changes should not be interpreted as a "failing" of the ordinance or staff.

◆   The City must ensure a clear procedural due process.

◆   Elected officials and managers should expect planners to follow policy and regulations, and not ask the planners to "work it out" or ignore City rules to make a project work.

◆   A thorough and complete assessment of applications and planning issues with a sense of urgency is expected of the planning staff as they do their work.

LEADERSHIP, MIXED MESSAGES, AND A NON-SUPPORTIVE, MICRO-MANAGED WORK ENVIRONMENT

The view from where the Mayor and Council sit is very different from that of other stakeholders. The elected officials are elected to solve problems, make tough decisions, and assume responsibility for what goes well and not so well in the City. Ultimately in the planning process, they have the responsibility of making the final decisions, which will greatly impact how the City develops and revitalizes. They set the direction by adopting City policies, plans and ordinances, and by approving a capital improvement budget.

The Mayor and Council also set a tone for how the planning process evolves. If they do not trust their professional staff, the other stakeholders will not. If they allow personal attacks on their staff during their meetings or when they are talking with constituents outside of meetings, the floodgates of criticism open and drown the staff.

Altering the City's approach to leadership and management can solve all of these problems. Both elected and appointed leaders have a mutually supportive role in making these necessary changes.

The Planning Division lacks a clear and cohesive **vision**. The Division also lacks a set of overarching **goals** that are developed by and understood by the community, the Mayor, the City Council, and the Planning Division leaders, managers, and staff. There are no annual **objectives** that support Division goals and the Division vision. There are no mechanisms in place to measure the Division's **performance** or the performance of the individual staff members in the Division. The Planning Division lacks a clear set of **business values** to govern its day-to-day activities. Without these clear business values, staff cannot be expected to understand their role vis-à-vis the roles of the Community Councils, the Mayor, and the City Council. This being the case, the Planning Division is not able to provide efficient and effective service to its customers and stakeholders.

As we began this study, there was a general feeling of hopelessness and uneasiness among the planning staff – a malaise due to a failure of leadership.

Throughout Citygate's review, we heard from some planners that the City's Strong-Mayor form of government makes it impossible to do good work. This belief was used as an excuse for an "it's never going to get any better" attitude among some staff members. The truth is that throughout the United States "best practice" urban planning can and does take place in cities with governmental structures the same as the structure found in Salt Lake City. Blaming the City's planning dysfunctions on the structure of government is not a valid reason.

The cynical attitude in the Planning Division flourishes in large part because staff in recent years has received **mixed messages** from the City's elected leadership. As is explained in the body of this report, mixed messages exist when the City's planning and development permitting review processes are not well defined and are not reinforced on a daily basis. The roles and limits of authority of the various participants and stakeholders in the process are unclear. This leads to a chaotic process environment.

Elected officials feel forced to circumvent the planning and development permitting review process because they are unable to trust the existing process to make fair, consistent, and timely decisions. The ineffective process feeds on itself and then continues to degenerate into ever-increasing dysfunction. Out of necessity, far too many of the City's stakeholders have been forced to become "squeaky wheels."

Process breakdown exists to some degree in most cities. In Salt Lake City, the breakdown has been long-term and extreme.

Altering the City's approach to leadership and management can solve the **mixed messages** problems.

There is a pervasive attitude of fear in the Planning Division. The fear stems from staff's belief that if the going gets tough, which it often does in the public arena of urban planning, they will be abandoned by their leaders and left to fend for themselves. This belief is based on staff's experience in recent years. Staff is timid and lacks self-confidence. Sadly, the Division's customers, elected officials, and community stakeholders are, in far too many cases, viewed as the "enemy" by front-line and mid-management planning staff.

Altering the City's approach to leadership and management can create a **supportive work environment** that will improve the Division's ability to serve the public.

In recent years, the City's Community Development Department Director has **not been able to inspire the confidence and respect** of the Planning Division workforce. Leadership has sought to solve the problems faced by the Planning Division organization by **micro-managing** development applications, report writing, and other day-to-day customer services. This has led to a disconnect between the managers and planning staff.

Altering the City's approach to leadership and management can create an inspired work environment.

CHALLENGE FOR THE PLANNING DIRECTOR

The City's Planning Director assumed leadership of a highly dysfunctional work environment. Several of these major dysfunctions, as detailed above, are beyond the control of the Planning Director. Notwithstanding his proven track record of success in another Utah community, the Department remains less than effective in many its core business practices, in part because of these dysfunctions.

Salt Lake City faces many large and complex planning issues that need the immediate attention of the Planning Director. These issues require the Planning Director to be out in the community working with stakeholders, community leaders, individuals and institutions that are investing in the City's future. This being the case, the Director must be able to rely on his middle-managers to carry out the day-to-day operational activities of the Division in a manner consistent with his vision and expectations. The incumbent Deputy Planning Director for Current Planning activities does not operate at this level of proficiency. Altering the City's approach to leadership by raising the expectations and accountability of its Planning Division mid-management personnel will increase the effectiveness of the Division.

Success for the Planning Department is most likely to be achieved if all the City's leaders, both elected and appointed, involved in the City planning program and the development review permitting process make a sincere and committed effort to work together, to be supportive of one another, and to change. The Planning Director will be able to more effectively utilize his skills and experience if the City can better manage the organizational dysfunctions that exist outside his control.

Having said this, it is important that the Mayor and City Council make clear their expectations of the Planning Director and then, as necessary and appropriate, hold him accountable.

The City can improve the effectiveness of its leadership and management of the planning program by:

◆ Developing a team approach between the Mayor, the Community Development Director, Planning Director, and City Council on all planning matters.

◆ Creating a supportive, inspired work environment for Planning Division staff.

◆ Strengthening mid-management effectiveness in the Planning Division.

◆ Setting clear expectations for the Planning Director, and address dysfunctions beyond his control. After the City's elected leaders have made their specific

expectations and their support clear and an Assistant Planning Director is hired, the Planning Director should, within 120 days, radically and measurably increase his:

➢ Visibility in the City in order to publicly articulate his vision and conceptual long range plans for the City and its various communities.

➢ Relationship building with a wide array of stakeholders in the community representing the full spectrum of interests, such as: developers; environmental groups; civic groups; neighborhood leaders; land development professional groups; investors; major employers; appointed government leaders (peers); and academics.

➢ Representation of the City and Department before outside agencies.

➢ Problem solving of planning issues out in the community.

➢ Public speaking engagements in the community.

➢ Team building effectiveness.

➢ Sound professional judgment in recognizing and handling politically sensitive issues of public interest.

➢ Use of interest-based processes to build consensus on complex issues.

➢ Advocacy for the Planning Division within and outside the City organization.

➢ Establishing of a strong and effective relationship with the City Council staff.

BOARDS AND COMMISSIONS

Salt Lake City is committed to involving City residents on advisory committees, boards and commissions to provide information and recommendations to elected officials as part of their consideration of City issues.

Several individuals Citygate interviewed raised questions about whether the City needs all the boards, commission and committees it has established. Citygate recommends the City review the efficacy of all Boards and Commissions with the following objectives in mind:

◆ Review ordinances establishing each body to revise any out-of-date provisions.

◆ Add sunset provisions, which would allow the Mayor and Council an opportunity to discuss with the members of these groups their roles, responsibilities, and staff support.

◆ Make a determination whether the committee still serves a vital purpose and should continue or be discontinued.

COMMUNITY COUNCILS

Citygate recognizes that each community council must determine how they conduct their business, but if they wish to influence government decision-making, the City has the right to outline expectations related to timing and procedural due process.

The Mayor and Council must define the Community Council role in the development review process. Timelines for project review need to be defined clearly. Community Council members need to know when it is and when it is not appropriate to interface with staff and developer/applicants. Rules for packet submission, public input, and other elements of Due Process need to be established and enforced with all Community Councils.

Community Councils need to receive training at least twice a year on land use planning processes, land use law principles and the restraints, basic parliamentary procedures, and how to effectively advocate before the City.

PLANNING STAFF CONCERNS

Citygate conducted numerous interviews of City Planning staff during our study. During the interviews, we were able to identify consistent themes regarding their concerns. These concerns can be highlighted, in part, as follows:

- ◆ Planners feel the "Planning Office" is about more than simply reviewing applications to issue permits; planning can do so much more.

- ◆ Planners feel they are over-worked and exhausted from carrying the workload while there were so many vacancies.

- ◆ The turnover in planners was caused by more than just concerns about compensation.

- ◆ The planners feel they are sometimes asked to make a project "work" when it does not meet code requirements.

IMPACTS OF TURNOVER AND VACANCIES

The Planning program has had extensive and continual turnover for the last few years. Turnover and long-term vacancies have resulted in adjustments made to customer service in order to handle all aspects of their responsibilities. Such turnover and vacancies have resulted in less corporate memory, staff burnout, skepticism that anything will change, and a few planners succumbing to a type of siege mentality. The planners have had to do too much for too long without assurance that positions will be filled quickly, and that those chosen will stay with Salt Lake City once they have been trained.

STAFFING LEVELS

The Planning Division is not implementing its organizational chart in terms of how assignments are made and how the various sections work together as teams. Current Planning (Zoning Administration and Development Services) projects are distributed to all staff no matter what

their area assignment. This has led to compromised services to Long Range Planning and Historic Landmarks areas and to decision-making bodies in terms of policy development.

The Planning Division, like so many across the country, is fast becoming a 'permit center,' where the focus is on processing applications and little or no focus on " planning."

Until there is balance in the all the vital functions that planning is asked to perform, this Division will continue to be reactive and not proactive, continue to make mistakes, and lack adequate time for research on planning issues and solving problems.

Citygate is recommending four new planning positions: two to the One Stop Shop (still under Planning supervision) to eliminate the Planner of the Day program, and two to Current Planning. These positions will strengthen the customer service in the One Stop Shop and pre-application stages, and allow the other planners to focus on the responsibilities of each of their teams, e.g., current planning, long range planning and historic preservation.

The Mayor's vision is to update all community plans within five years. Separately, Citygate is recommending that the Long Range Planning program be more involved in problem solving by conducting studies and crafting new ordinances. Thus, there may be a need to increase staff in the Long Range Planning area. At this time, it is difficult to determine staffing levels here, until the Citygate recommendations for reorganization and focus in program areas are realized. Our recommendation is to re-evaluate the need for staff increases next year.

This also is true for the historic preservation area. Clearly, if the City designates future districts in response to the reconnaissance and intensive level surveys now being conducted, the number of staff will need to be increased.

Finally, Citygate recommends that a planning inspector position be created to ensure that as the applicant's project goes forward, it meets the conditions of approval and City regulations.

RECENT PLANNING MANAGEMENT AND PLANNING STAFF EFFORTS

In response to these suggestions from Citygate, the Community Development and Planning managers and planners **made a very strong commitment to focus on the internal workings** of the Division in what was referred to as a 90-day "stand down." The intent was to take enough pressure off the planners that they have time to address all of their processes and services provided to the decision-making bodies.

Although the workload continued at near the same level, this 90-day period showed the commitment of the managers, planners and support staff to address the concerns they expressed to Citygate. The planners worked as teams, developed new and creative ideas, and then their teams were given specific assignments to address these issues. The improvements and assignments have continued past the 90-day stand down.

The combination of planners' willingness to change, the managers' greater awareness of the challenges facing their staff, and the focus on analyzing the planning processes will eventually address many of the problems and implement the recommendations highlighted in this report. To realize a well-functioning planning process, the managers and planners must be given the tools and staffing level needed to meet the expectations of the stakeholders.

We recommend the City respond to Citygate's report and recommendations in an affirmative and highly demonstrative fashion. The City's customers are for the most part not very satisfied. A message needs to be sent to the development-related customers and stakeholders, in no uncertain terms, that the status quo is not acceptable. This message needs to resonate in all three arenas: the community, the Commissioners and the staff. All these stakeholders are ready, if not overly ripe, for demonstrative change.

MAJOR RECOMMENDATIONS

This report includes 47 recommendations, some of which are big and some of which are small. The most challenging yet perhaps the most important recommendations are strategic in nature. These strategic recommendations include:

◆ **Develop a team approach between the Mayor, Community Development Director, Planning Director and City Council**

◆ **Strengthen mid-management effectiveness in the Planning Division**

◆ **Set clear expectations for the Planning Director, and address dysfunctions beyond his control**

◆ **Review the purposes of boards and commissions**

◆ **Twice yearly, provide training sessions for each planning–related board and commission**

◆ **The Mayor and Council must define the Community Council role in the Development Review Process**

◆ **Minimize the use of moratoriums**

◆ **Reprioritize the Long Range Planning program**

◆ **Before updating the Community Plans, develop policies which are the city's commitment to all neighborhoods.**

◆ **Twice yearly, prepare amendments to the ordinances**

◆ **Eliminate the "Planner of the Day." Add two planners at the One Stop Shop to help man the Buzz Center and for application intake**

◆ **Add two planners to Current Planning**

◆ **Move the zoning plans examiners to the Planning Division**

◆ **Add a planning inspector position to the Planning Division**

◆ **Ensure an effective project management approach for Project Review**

◆ **Place a high priority on and provide resources to document imaging of planning files and records.**

◆ **Institute effective performance measures that relate directly to customer satisfaction with regard to timeliness and clarity**

◆ **Institute an "Unanticipated Service" program**

◆ **Create an Assistant Planning Director position**

◆ **Conduct a training needs assessment for the Planning Division**

◆ **Prepare an overall guide that defines the roles of each of the decision-making bodies involved in the planning process. Revise and update all planning-related applications and checklists.**

Again, it is suggested that in order to obtain a complete understanding of Citygate's analysis, this report should be read in its entirety.

ACTION PLAN

A listing of our recommendations and a blueprint for their implementation are presented in the following Action Plan. This Plan contains:

◆ The priority of each recommendation

◆ The suggested implementation time frame

◆ The anticipated benefits of each recommendation

◆ The responsible organization.

The legend at the bottom of each page of the Action Plan defines the level of each priority indicated by the letters "A" through "D." It is important to note that priorities have been established independent of the suggested timeframe. For example, a recommendation may have the highest priority (indicated by the letter "A") but may require an estimated six months to implement. Conversely, a recommendation with the letter "C" priority, which indicates that the recommendation is not critical but will improve operations, may have a two-month timeframe, since the estimated implementation effort would not require an extended period of time.

It is also important to note that an "A" priority, which indicates that the recommendation is deemed "mandatory or critical," should not be interpreted to mean that the recommendation is "mandated" by a statute or regulation – it is simply an "urgent" recommendation of the highest priority.

The timeframes indicated in the Action Plan do not necessarily mean the anticipated completion dates for the implementation of each recommendation.

CITYGATE ASSOCIATES, LLC

ACTION PLAN

Recommendation	Priority A/B/C/D	Time Frame for Implementation	Anticipated Benefits	Responsible Party(ies)
THE PLANNING PROCESS				
Recommendation II-1: Develop a Team approach between the Mayor, City Council, the Community Development Director, and Planning Director, on all Planning matters.	A	3 months	Provides cohesive operating planning vision for the organization	Elected officials, CD Director, Planning Director
Recommendation II-2: Create a supportive, inspired work environment for the Planning Division staff.	A	Immediately	Provides protection and support for operational staff at all times	CAO, CD Director, Planning Director, chairs of boards and commissions
Recommendation II-3: Strengthen mid-management effectiveness in the Planning Division.	A	1-6 months	Ensures planning staff are working in the same direction and the vision, goals, and objectives are clear; provides greater management and quality control; inspires, coaches, leads, and holds accountable subordinate personnel; increases accessibility of managers	CD Director, Planning Director, Deputy Directors

LEGEND
A Recommendation mandatory or critical
B Strongly recommended
C Not critical, but will improve operations
D Recommended, but additional study required

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ACTION PLAN

Recommendation	Priority A/B/C/D	Time Frame for Implementation	Anticipated Benefits	Responsible Party(ies)
Recommendation II-4: Set clear expectations for the Planning Director, and address dysfunctions beyond his control.	A	1-3 months	Displays stronger leadership; builds relationships with a wide array of stakeholders; focuses on solving planning issues; ensures effectiveness of the planning teams; advocates for the Planning Division	CAO, CD Director, Planning Director
Recommendation II-5: Provide training for decision-making bodies twice a year.	B	Ongoing	Provides each member the tools needed for their responsibilities	Planning Director, chairs of boards and commissions
Recommendation II-6: Review the purposes of Boards and Commissions.	B	12 months	Review each board, commission, and committee: its purpose, staff support and responsibilities; revise any out-of-date provisions; add sunset provisions	Elected officials, CAO, department directors
Recommendation II-7: Mayor/Council must define the Community Council role in the development review process.	A+	1-3 months	Provides greater consistency in the development review process; outlines expectations for all involved in the planning process; establishes when to interface with staff and developer/applicants	Elected Officials, CAO, Community Council chairs

LEGEND
A Recommendation mandatory or critical
B Strongly recommended
C Not critical, but will improve operations
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ACTION PLAN

Recommendation	Priority A/B/C/D	Time Frame for Implementation	Anticipated Benefits	Responsible Party(ies)
Recommendation II-8: Provide training twice a year for community councils, which would include: (1) land use planning processes, land use law principles and the restraints under which the City must work; (2) basic parliamentary procedures; (3) how to communicate with the City, i.e., effective advocacy techniques.	A	Twice a year	Provides greater effectiveness in advocating community council concerns to other stakeholders in the process; increases awareness of the parameters the City must work within (e.g., land use law)	Mayor, CAO, CD Director, Planning Director
PLANNING OVERVIEW				
Recommendation IV-1: Create an Assistant Planning Director position.	A	Immediately	Establishes and monitors performance standards; monitors workload and special studies; administers the Division's employee performance review system, train/coach and use of progressive discipline; monitors and improves internal and external customer satisfaction	CAO, CD Director, Planning Director

LEGEND
A Recommendation mandatory or critical
B Strongly recommended
C Not critical, but will improve operations
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ACTION PLAN

Recommendation	Priority A/B/C/D	Time Frame for Implementation	Anticipated Benefits	Responsible Party(ies)
Recommendation IV-2: Increase staffing level by two in Current Planning.	A	Consider as part of the Budget	Allows staff to handle workload; allows other planners to focus on their core responsibilities, e.g., Long Range Planning.	Elected officials, CAO, Planning Director
Recommendation IV-3: Add a planning inspector position in the Planning Division.	B	Consider as part of the Budget	Ensures zoning ordinance requirements are met; ensures conditions of approval are implemented.	Elected officials, CAO, Planning Director
Recommendation IV-4: Replace the positions of "processors" with "permit technicians" and require certification.	A	Consider as part of the Budget	Raises these positions to a higher level of expertise; alleviates the pressure on the planner and zoning plans examiners; places a higher level of service on the front line	CAO, CD Director, Chief Building Official
Recommendation IV-5: Eliminate the "Planner of the Day" and add two planning positions to serve the One Stop Shop.	A	Consider as part of the Budget	Eliminates an ineffective system; provides a higher level of customer service; alleviates pressure on the current planners	Elected officials, CAO, Planning Director
Recommendation IV-6: Move Zoning Plans Examiners to the Planning Division.	A	Immediately	Ensures consistency of interpretation of zoning requirements	Elected officials, CAO, Planning Director
Recommendation IV-7: Update the Planning Procedures Manual which provides checklists for each planning process.	A	3-6 months	Ensures all information given to the public is consistent; Provides consistency in the review process	Planning Director, Deputy Directors, Supervisors

LEGEND
A Recommendation mandatory or critical
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Recommendation	Priority A/B/C/D	Time Frame for Implementation	Anticipated Benefits	Responsible Party(ies)
Recommendation IV-8: Performance evaluations should be conducted at regular intervals.	A	In progress	Outlines expectations for each employee; ensures professional development	Planning Director, Deputy Directors
Recommendation IV-9: Conduct a training needs assessment for the Planning Division.	B	2-3 months	In the long run, provides a higher level of expertise as a planning office	Planning Director, Deputy Directors
Recommendation IV-10: Establish professional development expectations for each planner as part of their performance plans.	B	Ongoing	Implements the performance plans and training needs	Planning Director, Deputy Directors
Recommendation IV-11: Implement the City Recorder's system of minutes for all planning decision-making bodies. Minutes should state the agenda title, motions and vote, with links to the audio record of the meeting.	A	Immediately	Provides more accurate records of meetings; saves staff time to scan records	Planning Director, Deputy Directors

LEGEND
A Recommendation mandatory or critical
B Strongly recommended
C Not critical, but will improve operations
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ACTION PLAN

Recommendation	Priority A/B/C/D	Time Frame for Implementation	Anticipated Benefits	Responsible Party(ies)
Recommendation IV-12: Develop a training program for all secretaries that includes: grammatical; Accela; higher level of efficiency in using the internet; Microsoft Excel; Microsoft Publisher; Microsoft PowerPoint; file scanning and retrieval.	B	Ongoing	Ensures support staff continue to enhance their skills; enhances services provided to the planners and to the customers; Provides job enlargement	Secretaries with support from their supervisors
Recommendation IV-13: Prepare an overall guide that defines the roles of each of the decision-making bodies involved in the planning process.	B	3-6 months	Outlines what customers can expect as they go through the planning process	Planning Director, Deputy Directors
Recommendation IV-14: Systematically and routinely revise all planning forms and applications.	B	1-3 months	Outlines what customers can expect of the planning process; ensure these forms are kept up-to-date	Planning Director, Deputy Directors
Recommendation IV-15: Clarify the purpose and expectations of the Open Houses and what the public can expect.	A	1 month	Eliminates the confusion experienced by stakeholders	Planning Director, Deputy Directors
Recommendation IV-16: Upgrade the Planning file system	A+	Ongoing	Strengthens the backbone of this crucial information source	Planning Director, Deputy Directors

LEGEND
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ACTION PLAN

Recommendation	Priority A/B/C/D	Time Frame for Implementation	Anticipated Benefits	Responsible Party(ies)
Recommendation IV-17: Prioritize the scanning planning files and other documents used to track the history of properties.	A	Ongoing	Speeds up research; ensures consistency; eventually will allow customer access to this information	Planning Director, Deputy Directors
Recommendation IV-18: Budget additional resources to contract scanning services for files before 2002.	A	Consider as part of the Budget	Speeds up research; ensures consistency; eventually will allow customer access to this information	Elected officials, CAO, CD Director, Planning Director
Recommendation IV-19: Conduct a space analysis for all the planning-related functions.	B	3-6 months	Provides adequate space for cubicles, meeting rooms; ensures like functions are grouped for better interaction	Planning Director, Deputy Directors
LONG RANGE PLANNING				
Recommendation V-1: Reprioritize the Long Range Planning program.	A	2-4 months	Ensures that planning decisions are based on adopted policies; provides staff support for updating community plans; encourages faster turnaround time for special studies	Planning Director, Deputy Director

LEGEND
A Recommendation mandatory or critical
B Strongly recommended
C Not critical, but will improve operations
D Recommended, but additional study required

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ACTION PLAN

Recommendation	Priority A/B/C/D	Time Frame for Implementation	Anticipated Benefits	Responsible Party(ies)
Recommendation V-2: Develop guiding principles, the commitment of the City to all neighborhoods, before beginning the process to update community plans.	A	2-4 months	Provide city-wide policies which outline the City's commitment to all neighborhoods	Planning Director, Deputy Director
Recommendation V-3: Establish a realistic schedule for the update of community plans and provide resources to ensure development of those plans by the delivery dates.	A	1-5 years	Allows for individual community plans to be updated once city-wide policies are developed	Elected officials, CAO, Planning Director, Deputy Director
Recommendation V-4: Do not use draft plans as guidance until they are formally adopted.	A	Immediately	Ensures that planning decisions are based on adopted policies	Planning Director, Deputy Directors, Supervisors
Recommendation V-5: Ensure the zoning map and regulations are in accord with the community plans when the new plans are adopted.	B	Ongoing	Ensures City policies are in sync; reduces constituent frustrations	Planning Director, Deputy Directors
Recommendation V-6: Scan all adopted plans and place them on the internet and intranet.	A	Immediately	Improves customer service; Gives all planners access to all plans	Planning Director, Deputy Directors

LEGEND
A Recommendation mandatory or critical
B Strongly recommended
C Not critical, but will improve operations
D Recommended, but additional study required

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ACTION PLAN

Recommendation	Priority A/B/C/D	Time Frame for Implementation	Anticipated Benefits	Responsible Party(ies)
CURRENT PLANNING				
Recommendation VII-1: Twice yearly, prepare amendments to the ordinances.	A	Ongoing	Ensures problems with these documents are addresses in a timely manner	Planning Director, Deputy Directors
Recommendation VII-2: Minimize the use of moratoriums.	A+	Ongoing	Allows the planning process to evolve in the proper manner	Elected officials, CD Director
Recommendation VII-3: Zoning interpretations should be documented as required by City ordinances.	A	Ongoing	Implements requirements; provides information to customers; increases transparency of government	Planning Director, Deputy Directors
Recommendation VII-4: Once the Planner of the Day system is eliminated, intake all applications at the One Stop Shop.	A	3-6 months	Ensures consistency of intake; alleviates pulling planners away from projects; saves time	Planning Director, Deputy Directors, Chief Building Official
Recommendation VII-5: Require all discretionary applications be accompanied by electronic copies of all materials submitted.	B	Ongoing	Allows easier distribution to other departments; saves staff time in scanning applications; provides a means to add these documents to the website	Planning Director, Deputy Directors, Chief Building Official

LEGEND
A Recommendation mandatory or critical
B Strongly recommended
C Not critical, but will improve operations
D Recommended, but additional study required

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ACTION PLAN

Recommendation	Priority A/B/C/D	Time Frame for Implementation	Anticipated Benefits	Responsible Party(ies)
Recommendation VII-6: When the Division receives applications from One Stop Shop, support staff should enter the electronic copies into Accela and prepare planning project file.	A	Ongoing	Saves planner time; ensures consistency	Planning Director, Deputy Directors
Recommendation VII-7: Notes from the pre-submittal meetings should be entered into Accela and a copy sent to applicant.	B	Ongoing	Improves customer service; avoids misunderstandings	Planning Director, Deputy Directors
Recommendation VII-8: Ensure an effective Project Management Approach for project review.	A	Ongoing	Improves customer service; gives planners more responsibility for shepherding projects through system	Planning Director, Deputy Directors
Recommendation VII-9: Institute effective performance measures that relate directly to customer satisfaction with regard to timeliness and clarity.	B	3-12 months	Ensures timely review of applications; allows the managers to identify problems as they develop; holds staff accountable	Planning Director, Deputy Directors
Recommendation VII-10: Restrict DRT reviews to those who have submitted applications.	A	Immediately	Saves time; ensures the inter-departmental teams are reviewing specific applications	Chief Building Official

LEGEND
A Recommendation mandatory or critical
B Strongly recommended
C Not critical, but will improve operations
D Recommended, but additional study required

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ACTION PLAN

Recommendation	Priority A/B/C/D	Time Frame for Implementation	Anticipated Benefits	Responsible Party(ies)
Recommendation VII-11: Prepare an outline of expectations for those departments reviewing project applications.	A	1-2 months	Ensures that each division and department knows their role in the review process, and how that affects the other reviewing agencies and the customers	CAO, CD Director, Planning Director, Deputy Directors
Recommendation VII-12: Institute an "Unanticipated Service" program.	A	Immediately	Improves customer service	Planning Director, Deputy Directors
HOUSING AND ZONING CODE ENFORCEMENT				
Recommendation VIII-1: Provide an option to ask for the complainant's telephone number in order for inspectors to call and get clarification of the complaint and to report back regarding the progress on correcting the problem.	B	1-2 months	Improves customer service (if confidence is maintained)	Planning Director, Deputy Director, Housing & Zoning Code Enforcement Manager
Recommendation VIII-2: Allow the inspector the freedom to address additional violations that the inspector sees while responding to other complaints.	A	Immediately	Improves service delivery	Planning Director, Deputy Director, Housing & Zoning Code Enforcement Manager

LEGEND
A Recommendation mandatory or critical
B Strongly recommended
C Not critical, but will improve operations
D Recommended, but additional study required

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SECTION I—INTRODUCTION

In this section of Citygate's report, we introduce key features of Salt Lake City that are germane to this study, identify the key service areas that are involved with Salt Lake City's Planning Process and outline Citygate's project scope and study approach.

BACKGROUND

The City's webpage indicates the following mission statement:

> *Salt Lake City is a thriving, urban environment, that builds upon its historic role as a regional center of culture, community, and commerce. The City welcomes residents, visitors and workers into the community that supports diversity, is accessible, has a broad mix of uses and ultimately, sustains a healthy, vital lifestyle.*

The Community Development website goes further:

> *Our goal is to provide leadership, policies and programs that will promote strong, vibrant neighborhoods and communities and to proactively encourage the positive and orderly growth and development of the City. Community Development advocates incorporation of the diverse interests of our community to reduce barriers and enhance leadership capacity to continue to improve the quality of life for all residents.*

Citygate was asked to determine the effectiveness of the Salt Lake City planning programs and processes in realizing these goals. The study was conducted in two phases. Phase I involved interviewing stakeholders in the Salt Lake planning process to determine the major concerns with that process and to develop a scope of work for a Phase II, which would accomplish a more detailed performance audit and make recommendations for improvement.

METHODOLOGY

Citygate began this study by interviewing the Mayor, each available City Council member, and key management staff to enhance our understanding of the issues and the context of this study, and to correlate our understandings of the study's scope with the Chief Administrative Officer to ensure that our work plan and project schedule were mutually agreeable.

The second task was to review the mission, goals, objectives and philosophy of the key functions within the study scope, obtaining and reviewing pertinent documentation, and interviewing the planning process stakeholders, e.g., elected officials, members of the City decision making bodies related to planning, managers, planners, support staff, code enforcement, and staff from other divisions and departments, community councils, and applicants.

Finally, Citygate prepared a summary identifying the issues raised in the interviews and recommendations on how to approach Phase II.

PHASE I: STAKEHOLDER INTERVIEWS

Our work on-site began with the Citygate team conducting an employee orientation for the Planning Division staff. Following the orientation, Citygate commenced with interviewing the following individuals and groups:

- ◆ Mayor, Mayor's Chief of Staff, and Chief Administrative Officer

- ◆ Individual Council Members, Council Director, and Council planners

- ◆ Community Development Director, Deputy Director, and staff

- ◆ Planning Director, Deputy Directors, supervisors, individual planners and support staff

- ◆ Department and Divisional managers who work with the Planning Division

  - ➢ City Attorney and Assistant City Attorney
  - ➢ Transportation Engineer and staff member
  - ➢ Housing & Neighborhood Development Director
  - ➢ Chief Building Official and staff members
  - ➢ Present and former Economic Development Directors
  - ➢ One-Stop Shop Manager and staff
  - ➢ City Recorder's Office representative
  - ➢ Airport Planner
  - ➢ Engineering Representatives

- ◆ Decision Making Bodies

  - ➢ Planning Commission
  - ➢ Historic Landmarks Commission
  - ➢ Board of Adjustment
  - ➢ Board of Land Use Appeals

- ◆ Several Community Council Chairs

- ◆ Big and small developers and other applicants

- ◆ Code Enforcement Hearing Officer

- ◆ Other individuals as requested by the Chief Administrative Officer and City Council Director.

In Phase I, Citygate interviewed over 130 individuals.

PHASE II: STUDY SCOPE AND OBJECTIVES

The objective of Phase II of this study was to provide an independent, third party analysis of the policies, procedures, management and operations of the Planning Division as it now exists, and to design a creative strategy for improvement, as needed. Included in the analysis is an assessment of the efficiency, effectiveness, timeliness, responsiveness, and customer service of these programs.

In order to meet the objectives identified above, the following key factors were reviewed:

- ◆ Mission and goals of the City
- ◆ Mission and policies of Salt Lake City Planning Division
- ◆ The planning process and role of stakeholders
- ◆ Organization of the system components
- ◆ Management structure and effectiveness
- ◆ Current and future performance measures
- ◆ Support systems
- ◆ Customer service
- ◆ Allocation of employees and other resources
- ◆ Personnel management, supervision, and reporting
- ◆ Staffing professional development and training
- ◆ Workload trends
- ◆ Physical layout of the division.

To begin Phase II, Citygate identified information from the extensive Phase I interviews and verified and correlated these ideas, concerns, and examples with known operational data concerning service levels. This allowed us to determine the study findings and make recommendations in the Phase II Final Report. As applicable, these recommendations can be integrated into budgetary decision-making in the succeeding fiscal year.

As a way to enhance our understanding of the community perspectives regarding the Planning Division, this task included attendance of one of our project team members at a Planning Commission meeting, an Historic Landmarks Commission meeting, and a Community Council meeting. Citygate also met with the Mayor-Elect in December and presented our initial findings on the Planning Division as part of the transition planning process.

Throughout this process, it was our policy to review findings of the study with multiple sources in order to validate findings and data used in the report. Once we had a thorough understanding of the major systems, policies, and procedures of the key planning and code enforcement process areas that are employed by the City, we identified where organizational and operational performance and service levels can be enhanced. The recommendations in this report are based on "best practices."

The scope of this independent review included neither a financial audit nor compliance audits.

SECTION II—THE PLANNING PROCESS

THE NATURE OF THE PLANNING PROCESS

The discipline and practice of land-use planning often revolves around managing conflict between the values that our democratic society places on such things as quality of life, open space preservation, historic preservation, traffic, urban sprawl, property rights, water and air quality, and various types of housing. Citizens have differing views on these public policy issues, and often their views are held with a good deal of passion.

In this context, planning and land use regulations are very powerful tools. Adopted by the City Council, these tools shape how the City will develop over time and (by their very nature) define how land will be used, built upon, and preserved. Ultimately, the responsibility of the Planning Division (along with Building, Engineering, Fire, Public Utilities, other departments that review projects) is to ensure that growth and development within the City are well planned, integrated, and meet the goals of the community as adopted by the City Council. This is a challenging process, which is further complicated by added layers of State and Federal regulations, and the basic principles of land use law.

The planning process, as envisioned at the turn of the 20th Century and reinforced by cities and counties across the nation, assumes that all stakeholders are allowed to have input into legislative decisions (i.e., plans, ordinances, policies), that all are playing on an even field, that plans provide policy direction to fulfill the City's vision for itself, and that ordinance and capital improvements programs implement those policies. As expressed by Fred Bair (*City Planning)*, the planning process is based on the compelling logic that "…it is wise to look ahead, to anticipate rather than react, to coordinate rather than compete, and to make decisions that are based on shared community objectives." It is on these assumptions that Citygate's recommendations are based.

RECOGNIZING MULTIPLE "PUBLICS"

The definition of the public interest will differ from issue to issue as no universal definition of public interest is possible or practical. The "public" is in fact a myriad of "publics." How a city addresses this dilemma for multiple publics, and structures an effective means by which to involve them, is challenging. The basic foundation for planning is to identify stakeholders who are impacted by a project or decision, and determine how those stakeholders can be involved in the process.

In Salt Lake City, the stakeholders would include the elected officials, City staff, City decision-making bodies, community councils, applicant/developers, and the general public. Each group has a legitimate interest in the planning process and must be given the respect each is due.

Ultimately, the authority to determine the public interest as it relates to a specific proposal rests with the City's elected officials and their appointed commissions and boards.

THE PLANNING PROCESS IN SALT LAKE CITY IS SERIOUSLY BROKEN

The planning processes within Salt Lake City are dysfunctional. None of the stakeholders feel they are effective in performing their responsibilities as part of the planning processes. Nor do they feel they are getting adequate assistance, support, or respect. Clearly, what is missing is a concise and well-articulated community focus, which all the stakeholders share, and trust in the process by which decisions are made.

How did the City get into this position? Such dysfunction takes many years to develop (at least 10-15 years) where processes decline issue by issue, and step by step. For example, the turnover in the Planning Director's position (five directors in eight years, eleven in twenty years), each with a different management style and directions to the planning staff, has led to confusion, inefficiencies, lack of clear expectations for staff, and lack of strong leadership guidance.

As the system got worse, many of the stakeholders tried to influence the outcome of each issue earlier in the process, **rather than letting the planning process play out**. This has led to a lack of clear delineation of responsibilities and expectations of one's role as a commissioner, board member, elected official, community council chair, applicant, and staff.

That lack of clarification of the processes and stakeholders' roles, and the direction from some elected officials and managers "to make this project work" has resulted in the inability for planning staff to "say no" when the ordinances clearly indicate that a "no" answer is warranted, and sets up the planning staff for confrontation with community groups. One could go on, but suffice it to say, **this kind of dysfunction does not result from any one actor or group of actors in the process. None are well served, and everyone contributes to the dysfunction.**

HOW TO TURN THIS AROUND?

Dealing with the concerns expressed by the planning process stakeholders will require the strong commitment by each stakeholder group to follow the planning processes as they are laid out in City policies and ordinances. It also necessitates that the Planning Division have the right staffing level and tools, in the right amounts, at the right time.

To turn the present dysfunctional planning process around will require cultural change, alertness to the balancing tests which are in play, a concerted effort of the City to ensure respect for each stakeholder group is maintained in the midst of controversy, and the political will of elected officials to outline expectations for each of the stakeholder groups. These elements are defined below.

Cultural Change

The transition to a well defined process will take a change in culture. What should that new planning culture look like? Toward what goals should the City be aiming?

In a publication of the American Planning Association (James van Hemert, "The Development Review Process: A Means to a Nobler and Greater End," in the *Zoning Practice*, January 2005), the typical planning "best practices" are outlined **(see chart on the following page)**.

CRITICAL ORGANIZATIONAL CULTURAL CHARACTERISTICS

◆ **Big-picture Framework**

➢ Recognize the reality of multiple publics.

➢ Understand the role of a "pragmatic facilitator of public interests."

◆ **Service**

➢ Rules serve the mission. Do not be so rule-bound that you lose sight of the mission.

➢ Go above and beyond the call of duty in pursuit of the mission.

➢ Adopt a client-centered approach.

➢ Present a consistent message.

➢ Establish a solution-oriented business relationship.

➢ Use fair and ethical treatment.

➢ Know when to be flexible.

➢ Good customer service is not about saying "yes," but about all of the above.

◆ **Staff/Human Resources**

➢ For development review staff, train and hire for "facilitator" competency.

➢ Empower staff to make decisions appropriate to their responsibilities and point in the process.

➢ Establish a team approach at all levels: between planning and customers, between department divisions, between city departments, and between planning and the community.

➢ Reward exceptional behavior and results – staff, customers, and citizens.

Source: James van Hemert, "The Development Review Process: A Means to a Nobler and Greater End," in the Zoning Practice (January 2005) outlined the typical expectations of customers (one might also call these "best practices")

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Citygate Associates used these expectations while conducting the performance review of Salt Lake City's planning processes.

Along with these cultural characteristics, the City officials and staff must be cognizant of the balancing tests that are present in every discussion of a major policy, ordinance or project that comes before them.

Balancing Tests

There are no "truths" in planning. Although it is desirable to base land use decisions on a great deal of information and reasoned conclusions, often there are many unknowns and these conclusions require making value judgments.

Just as often, those value judgments must be made when several values important to the community are in conflict. Each of these values may be worthy on its own, but when it conflicts with other needs, difficult choices must be made and a balance reached. **The key is to determine where the "balance" between these values lies.** This is what is referred to as "balancing tests." Some of the balancing tests that Citygate identified while working in Salt Lake City are:

- ◆ Individual needs versus community good

- ◆ What decision-makers want to do versus what they have the power to do

- ◆ Predictability versus flexibility in regulations

- ◆ Consistency versus empowering individual employees to make decisions

- ◆ Equal treatment versus helping to address the individual applicant's or community's needs

- ◆ What the applicant wants versus what the community councils want

- ◆ Community plans and ordinances versus property rights

- ◆ Economic development versus neighborhood concerns

- ◆ Redevelopment projects versus historic preservation principles.

It is public policy decisions made by elected officials that ultimately decide where the balance between these values lies.

MAINTAINING RESPECT IN THE MIDST OF CONTROVERSY

Like anything else in our lives, so much of our credibility is based on responsiveness and respect. And in some ways, responsiveness shows respect to those we serve. If elected officials and their decision-making bodies do not establish a balance among these conflicting values involved in the "balancing tests" (above), the result is controversy and conflict. **Conflict is never about things; it is about respect or fear.**

The need for respect:

◆ **Respect for them** – Stakeholders need to know the government officials are listening, caring, and interested in what they have to say and what their concerns are. They must feel that:

➢ They were fairly treated

➢ They have had input into the decisions

➢ Their ideas are helpful

➢ They have some power to influence government.

◆ **Respect for you, the City** – The stakeholders want officials they can respect, identify with, and from whom they can learn.

➢ When facing a mob, sometimes the best City officials can hope for is respect in how you conduct your business, and whether the stakeholders agree with your decisions or not, they feel the way you came to your decisions was reasonable and "legitimate."

➢ They expect City officials to act reasonably and responsibly.

The need for each stakeholder to know what to expect:

◆ **Everyone wants to address their fears**

➢ Fear of the unknown

➢ Fear of a bad experience repeating itself

➢ Fear of government, developers, neighbors, planners.

◆ **Everyone needs to know what the rules are upfront**

➢ No rules or not knowing what to expect makes people nervous. People need a structure, a framework, where everything else fits

➢ Each individual wants the rules to apply equally and fairly to everyone.

OUTLINE OF EXPECTATIONS

How to let everyone know what to expect? The approach differs on what the context is. For example, in a Planning Commission meeting, it means the chair outlines how the meeting will be conducted:

◆ Explanation of the project and review by the Planning staff

◆ Applicant may address the Commission

◆ Commission opens up the floor for the public to comment

◆ The discussion comes back to the Planning Commission

◆ Decision by the Commission to approve with or without conditions, deny, or table. (If tabled, it is important to state what is to be accomplished by tabling it, for example, to get additional information.)

In the case of a petition initiating a plan or zoning text amendment:

◆ The Council, Mayor, decision-making bodies, and/or managers should clearly articulate what they are asking planners to do, such as:

➢ A definition of the problem, e.g., Why is the study or moratorium being requested?

➢ What is to be accomplished? What are the objectives of the study, ordinance or plan?

➢ What does the process need to include, e.g., open houses, work with property owners, and get input from community councils.

◆ Once the assignment is made, ask the planning staff to review the issues and directions, and put together an outline for discussion (with whatever body made the assignment), which should include:

➢ Preliminary research to outline what the issues may be and what approach they may wish to take. This ensures all are going in a common direction.

➢ The planners may wish to recommend other issues they see relating to the assignment, which they would like to include.

➢ Any legal questions to which the planners may need a response from the City's Legal Counsel.

➢ How the planners envision involving stakeholders.

➢ The anticipated time they will need to accomplish the task.

➢ Any assistance needed from other departments.

RE-DEFINING THE PLANNING PROCESS

Outlining expectations for each stakeholder group, accepting that each group has a legitimate role in the planning process and are entitled to express their concerns and recommendations, and treating each other with respect are critical to fixing this process. **Without a strong commitment to develop such expectations (and enforce their implementation), changing the culture as it now exists will have little success.**

The rest of this chapter presents Citygate's recommendations based on the concepts described above. We present the following objectives and assumptions of the new planning process for your consideration:

◆ City elected officials are responsible for painting the vision of what they want the City to become.

◆ Clear expectations need to be established for each group of stakeholders.

◆ The planning process should be seen as an opportunity to have public discussion of issues, perspectives, and recommendations. Such deliberations provide the information and vetting of issues that the decision-making bodies need when adopting the City's guidelines, policies, and ordinances.

◆ A fair process and even planning field should be established and followed to allow each stakeholder to express their opinions and have those opinions considered in good faith.

◆ Public deliberations should be based on a courtesy and respect policy. Public attacks on individuals should not be tolerated by decision-makers. It is assumed that the Chair of each of these bodies will ensure the respect for each player in the process.

◆ New plans and ordinances, by their very nature, will need to be implemented before it can be determined whether there are gaps, requirements that prove unwise, or others that need to be strengthened. They are molded as they go along through the amendment process after more public discussion. Such changes should not be interpreted as a "failing" of the ordinance or staff.

◆ The City must ensure a clear procedural due process.

◆ Elected officials and managers should expect planners to follow policy and regulations, and not ask the planners to "work it out" or ignore City rules to make a project work.

◆ A thorough and complete assessment of applications and planning issues with a sense of urgency is expected of the planning staff as they do their work.

LEADERSHIP AND MANAGEMENT

The view from where the Mayor and Council sit is very different from those of other stakeholders. The elected officials are elected to solve problems, make tough decisions, and assume responsibility for what goes well and not so well in the City. Ultimately, in the planning process, they have the responsibility for making the final decisions that will greatly impact how the City develops and revitalizes. They set the direction by adopting City policies, plans and ordinances, and by approving a capital improvement budget.

The Mayor and Council also set a tone for how the planning process evolves. If they do not trust their professional staff, the other stakeholders will not. If they allow personal attacks on their staff during their meetings or when they are talking with constituents outside of meetings, the flood gates of criticism open and drown the staff.

Altering the City's approach to leadership and management can solve all of the problems plaguing the Planning Division. Both elected and appointed leaders have a mutually supportive role in making these necessary changes.

The Planning Division lacks a clear and cohesive **vision**. The Division also lacks a set of overarching **goals** that are developed by and understood by the community, the Mayor, the City Council, and the Planning Division leaders, managers, and staff. There are no annual **objectives** that support Division goals and the Division vision. There are no mechanisms in place to measure the Division's **performance** or the performance of the individual staff members in the Division. The Planning Division lacks a clear set of **business values** to govern its day-to-day activities. Without these clear business values, staff cannot be expected to understand their role vis-à-vis the roles of the Community Councils, the Mayor, and the City Council. This being the

case, the Planning Division is not able to provide efficient and effective service to its customers and stakeholders.

As we began this study, there was a general feeling of hopelessness and uneasiness among the planning staff – a malaise due to a failure of leadership.

Mixed Messages from Elected Leadership

Throughout Citygate's review, we heard from **some planners** that the City's Strong-Mayor form of government makes it impossible to do good work. This belief was used as an excuse for an "it's never going to get any better" attitude among some staff members.

The truth is that throughout the United States "best practice" urban planning can and does take place in cities with governmental structures the same as the structure found in Salt Lake City. Blaming the City's planning dysfunctions on the structure of government is not a valid reason.

The cynical attitude of some planners resulted because staff in recent years has received **mixed messages** from the City's elected leadership. As is explained elsewhere in this report, mixed messages exist when the City's planning and development permitting review processes are not well defined and are not reinforced on a daily basis. The roles and limits of authority of the various participants and stakeholders in the process are unclear. This leads to a chaotic process environment.

Elected officials feel forced to circumvent the planning and development permitting review process because they are unable to trust the existing process to make fair, consistent, and timely decisions. The ineffective process feeds on itself and then continues to degenerate into ever increasing dysfunction. Out of necessity, far too many of the City's stakeholders have been forced to become "squeaky wheels."

Process breakdown exists to some degree in most cities. In Salt Lake City, the breakdown is long-term and extreme.

Altering the City's approach to leadership and management can solve the **mixed messages** problems.

Non-Supportive Work Environment

There is a pervasive attitude of fear in the Planning Division. The fear stems from staff's belief that if the going gets tough, which it often does in the public arena of urban planning, they will be abandoned by their leaders and left to fend for themselves. This belief is based on staff's experience in recent years. Staff is timid and lacks self-confidence. Sadly, the Division's customers, elected officials, and community stakeholders are, in far too many cases, viewed as the "enemy" by front-line and mid-management planning staff.

Altering the City's approach to leadership and management can create a **supportive work environment** that will improve the Division's ability to serve the public.

Micro-Managed Non-Inspired Work Environment

In recent years, the City's Community Development Department Director has **not been able to inspire the confidence and respect** of the Planning Division workforce. Leadership has sought to solve the problems faced by the Planning Division organization by **micro-managing**

development applications, report writing, and other day-to-day customer services. This has led to a disconnect between the managers and planning staff. Altering the City's approach to leadership and management can create an inspired work environment.

Weak Mid-Management Leadership

Salt Lake City faces many large and complex planning issues that need the immediate attention of the Planning Director. These issues require the Planning Director to be out in the community working with stakeholders, community leaders, and individuals and institutions that are investing in the City's future. This being the case, the Director must be able to rely on his senior staff to carry out the day-to-day operational activities of the Division in a manner consistent with his vision and expectations. The incumbent Deputy Planning Director for Current Planning activities does not operate at this level of proficiency. To ensure someone addresses the day-to-day operations, Citygate has recommended an Assistant Director position.

Altering the City's approach to leadership by raising the expectations and accountability of its Planning Division mid-management personnel will increase the effectiveness of the Division.

Success for the Planning Division is most likely to be achieved if all the City's leaders, both elected and appointed, involved in the city planning program and the development review permitting process make a sincere and committed effort to work together, to be supportive of one another, and to change. The Planning Director will be able to utilize his skills and experience more effectively if the City can better manage the organizational dysfunctions that exist outside his control.

Having said this, it is important that the Mayor and City Council make clear their expectations of the Planning Director and then, as necessary and appropriate, hold him accountable.

Citygate Recommendations Based on "Best Practices"

The City can improve the effectiveness of its leadership and management of the planning program by implementing the following "best practices:"

Recommendation II-1: **Develop a Team approach between the Mayor, the Community Development Director, Planning Director, and City Council on all Planning matters.**

The City's elected and appointed leadership group needs to form a working team to formulate a cohesive operating planning vision for the organization. Common planning objectives should be identified and all parties should establish operational needs and expectations. The team should meet on a regular basis, weekly if necessary, until success has been institutionalized. Members of the team should be mutually supportive at all times.

Recommendation II-2: **Create a supportive, inspired work environment for the Planning Division staff.**

The Community Development Director and Planning Director, and their top staff, need to protect and support operational staff at all times, particularly in the volatile public arena. Front-line planners must know that if the "going gets tough," they can count on their leaders to publicly

articulate a meaningful vision for the City, to assist in difficult problem solving, and to do the heavy lifting and make the tough decisions. Micro-managing should stop.

Recommendation II-3:   **Strengthen mid-management effectiveness in the Planning Division.**

Once the Assistant Planning Director is hired, the CAO must take all necessary steps to ensure that within 60 days the Assistant Director is able to fully:

- ◆ Support and articulate the vision, goals, and objectives of both the Planning Director and Community Development Director, in spirit and in fact;

- ◆ Manage production and quality control of Transmittal Reports to the City Council and Planning Commission(s);

- ◆ Develop, communicate, maintain, and enforce realistic cycle-time standards for all steps in the development review permitting process;

- ◆ Monitor and report out publicly on agreed upon performance measurements;

- ◆ Inspire, coach, lead, and hold accountable subordinate personnel in all aspects of day-to-day operations of the Division;

- ◆ Develop, monitor, and enforce Divisional and program level budgets;

- ◆ Support the Planning Director by maintaining productive inter-departmental relationships;

- ◆ Be accessible and available to Planning Division personnel.

Recommendation II-4:   **Set clear expectations for the Planning Director, and address dysfunctions beyond his control.**

The Planning Director should be given the support and opportunity necessary to allow him to get out more in the community to work with stakeholders, community leaders, individuals and institutions that are investing in the City's future. The Planning Director should avoid becoming bogged down in day-to-day in-house operational activities. It is his responsibility to strengthen the operational effectiveness of his mid-management team in order to achieve the important objective of getting out into the community.

After the City's elected leaders have made their specific expectations and their support clear, and after the Assistant Director position has been filled, <u>the Planning Director should, within 120 days, radically and measurably increase his:</u>

1. Visibility in the City in order to publicly articulate his vision and conceptual long range plans for the City and its various communities.

2. Relationship building with a wide array of stakeholders in the community representing the full spectrum of interests, such as developers; environmental groups; civic groups; neighborhood leaders; land development professional groups; investors; major employers; appointed government leaders (peers); and academics.

3. Representation of the City and Department before outside agencies.

4. Problem solving of planning issues out in the community.

5. Public speaking engagements in the community.

6. Team building effectiveness.

7. Sound professional judgment in recognizing and handling politically sensitive issues of public interest.

8. Use of interest-based processes to build consensus on complex issues.

9. Advocacy for the Planning Division within and outside the City organization.

10. Establishing of a strong and effective relationship with the City Council staff.

BOARDS AND COMMISSIONS

Salt Lake City is committed to involving City residents on advisory committees, boards and commissions to provide information and recommendations to elected officials as part of their consideration of City issues. (Those bodies involved in the planning process in Salt Lake City are described in the chart on the next page.)

In the interviews with Citygate, members of the various planning-related bodies expressed the need for more training (particularly regarding their procedures, *ex parte* communications, and "findings of fact"), frustration that there were numerous vacancies on decision-making bodies that were not being filled, and concern that the emotions at meetings from the community are intense.

SALT LAKE CITY PLANNING DECISION-MAKING BODIES

Board of Adjustment

Hears appeals on applications of the Zoning Ordinance. Reviews, grants or denies all applications for variances, special exceptions and appeals of an administrative decision. Five members, 5-year term; three alternates, 5-year term. Meets once a month on the third Monday in Room 126 of the City & County Building at 4:00 pm. Members must be residents of Salt Lake City.

Historic Landmark Commission

The Historic Landmark Commission conducts design review of new construction or alteration to properties in locally designated historic districts and landmark sites. The Commission is responsible to promote, nominate, and monitor the preservation of historically significant resources with the boundaries of the City. The Commission consists of citizens interested in historic preservation, including design professionals and representatives of historic preservation groups. The Commission consists of 9 to 15 members, serving three-year terms. Historic Landmark Commission meetings occur on the first Wednesday of the month at the City & County Building, Room 126, at 3 p.m.

Housing Advisory & Appeals Board

Improve housing and neighborhood conditions within the City through recommendations to the Mayor and the City Council. Hears appeals of property owners regarding demolition and rehabilitation. Membership is made up of Salt Lake City residents providing balanced geographical, professional, neighborhood, and community representation. Ten members, 3-year term. Meets second Wednesday, noon in Room 126 of the City & County Building.

Land Use Appeals Board

Hears and decides appeals and decisions made by the Historic Landmark and Planning Commission. Must be Salt Lake City residents with legal or land use experience. Three members and two alternates, 3-year term. Meets on demand.

Planning Commission

Adopts and acts on any changes to the City's master plans, redevelopment plans, special studies, zoning ordinances, and use district maps. Approves planned unit developments, conditional uses and certain subdivisions. All members must be Salt Lake City residents and at least one member shall be appointed from each council district. The Commission should be comprised of members with expertise in banking, development, contracting, engineering, geology and seismology, law, ecology, the behavioral sciences, historical preservation, architecture and landscape architecture. The Commission should not, however, be limited to professionals, but represent a cross-section of the community. Eleven members, 4-year term. Meets second and fourth Wednesday, 5:00 pm, at the City & County Building.

They felt the staff turnover has cost the City institutional knowledge that was very helpful to them, the planners are on overload and there may be a need for more planners, and the planners do not appear to be working as a team. They expressed appreciation for the new format of staff memos, which puts the basic information upfront (e.g., the community council area the in which the project is located).

They indicated the plans are too old to provide adequate guidance, and there generally is little long range planning going on. As a result, they are always reactive rather than proactive. The ordinances are flawed, contradictory from chapter to chapter, and need more flexibility.

Lastly, Citygate heard from various boards that they feel the City puts pressure on them to consider economics of a project rather than the broader planning or historic preservation issues, particularly from the economic development and RDA staffs.

Plans and the City's Norms

In this report, Citygate discusses the problems that arise when there is not an active and strong focus on a long range planning program. It is in discussing the plans and rewrites of the ordinance, and the public deliberations that accompany them, that help define what the City wishes to become and allows decision-making bodies to come to a common philosophy on how they wish to approach planning issues.

Without such discussions, these bodies end up discussing what they are trying to accomplish with every project that comes before them. The applicants simply want a decision on their projects, but they must sit through hours of discussion listening while these bodies try to figure out their vision. The neighborhoods want to know what to expect, and do not understand why they have to be so vigilant in overseeing planning issues, when the plans and zoning ordinances should be followed, not realizing that the plans cannot be realized by policy alone, but need the regulations that support them.

Until the City puts greater focus on long range planning as the means by which consensus is reached and as the problem-solving arm of planning, the frustrations will continue, and many of the recommendations in this report will not be as effective as they could otherwise be.

Procedures

Applicants have complained of meetings where they make presentations, then public input is taken for hours, and by the time the decision is made, the Board or Commission makes a decision out of sheer exhaustion (usually to deny), rather than based on the regulations or guidelines. Also that the comments made from the public are insulting as they make unsubstantiated remarks about the development or the applicants.

It is up to the Chair of each Board or Commission to lay out the procedures and rules of the meeting, which should make clear that all stakeholders have a right to express themselves and each will be treated with respect. The applicants often cited the Salt Lake City Planning Commission as a good example of how meetings should be conducted.

Whether commissioner, board member or planners, all should be versed in what are the procedures for each entity. A copy of these procedures also should be available at each meeting in case questions arise.

CITYGATE ASSOCIATES, LLC

Land Use Attorney

In the interviews with members of decision-making bodies, the concern of not having an attorney at their meetings was raised. They also expressed the concern that the attorney was not familiar with the project at hand and could not respond to their questions.

Citygate feels very strongly that there needs to be a stronger legal presence in the meetings of all Community Development-related decision-making bodies, i.e., Planning Commission, Historic Landmarks Commission, Board of Adjustment, and Board of Land Use Appeals.

At present, the attorney assigned to these bodies attends when he feels an issue warrants it. However, it is not always possible to anticipate what will come up at a meeting. As a consequence, if a board or commission strays past the line on procedural due process, or in the flurry of the meeting, fails to thoughtfully establish findings of fact, the planner must fill that role. In this case, it is not clear to some who attend these meetings whether the planner is trying to protect the City or is trying to steer the decision one way or another. To avoid this confusion and to be fair to all, Citygate believes an attorney should be present throughout these meetings to ensure the decision-making bodies are not straying from guidelines of land use law and provide other services that may be required of them.

In another example, the Boards and Commissions have asked for assistance with findings of fact when they may choose to move away from the recommendations and findings included in the Planning Staff memos. To assist the decision-makers in the meeting, the planners could help with suggesting alternatives and the attorney assist with the specific wording of the findings.

Finally, the attorney should be actively involved in preparing the defense of a board or commission decision before the Land Use Appeals Board, which looks primarily at procedural due process. This is more a role for the attorney than for the planners.

Citygate Associates concurs with the Community Development Department that an attorney committed only to development-related work is needed to provide the services described above and to have faster turnaround time on new ordinances or amendments to the zoning ordinance.

Two caveats regarding the land use attorney. The land use attorney should focus on the legal aspects of the applications at the meeting. There are many instances in various cities in and outside of Utah where attorneys get so comfortable with being in the meetings that they cross the line into policy recommendations or into giving directions that management should be making rather than legal counsel.

The second caveat is that in order for this position to be as effective as possible, the attorney should be sitting with the Planning Director and decision-making body, rather than elsewhere in the room or in another room to be called in when needed. This provides for an easy response if the Commission wants to ask questions, or for the attorney to draw attention of the Board or Commission if he/she feels they are straying from procedural due process.

Citygate's understanding is that the Administration is pursuing the hiring of a Land Use Attorney to perform these functions.

Recommendation II-5: **Provide training for decision-making bodies twice a year.**

Training for decision-making bodies should be held twice a year. Topics might include their responsibilities, Rules of Procedures, how to include Findings of Fact in their motions; a review of the latest land use law cases, how to run good meetings, how to deal with controversies, what they can expect regarding planning staff support, and updates on projects or plans requested by that Board or Commission.

Recommendation II-6: **Review the purposes of Boards and Commissions.**

Several individuals Citygate interviewed raised the questions whether the City needs all the boards, commission and committees it has established. A review of all committees should have the following objectives:

◆ Review ordinances establishing each body to revise any out-of-date provisions.

◆ Add sunset provisions, which would allow the Mayor and Council an opportunity to discuss with the members of these groups their roles, responsibilities, and staff support.

◆ Make a determination whether the committee still serves a vital purpose and should continue or be discontinued.

APPLICANTS

The applicants include developers, contractors, and persons who apply to get small projects approved. Citygate called applicants at random from a list of names provided by the Community Development Department of those who frequently submitted applications to their office or the One-Stop Shop. Although many commented about Building Services, this division was not part of the scope for this study and the comments are not included here.

Most of those interviewed understood the development process and the need to meet City policies and regulations. As to the planning process, they feel getting through the review process takes too long, is complicated because of all the stakeholders involved (compared to other cities), and the system has become so much more complicated over time.

Their comments regarding the Planning Division were that the planners are good, but they give inconsistent interpretations of the code, there needs to be greater urgency about getting the projects through the reviewing process, and the planner needs to be more assertive in shepherding the projects through the other departments. Overall, they felt the processes need streamlining and there should be consistent rules given upfront.

Their frustration centered on what they saw as being caught between the community councils and the City Council. The projects may meet City policies and ordinances, but if the community does not want it, it does not matter that the applications met the requirements of the City. Also small business owners hear the community council's antipathy toward businesses in neighborhoods and are perplexed, as the City takes pride in small business enclaves at 9th and 9th,

as well as 15th and 15th. In most cities, small businesses are an asset to the neighborhood rather than something to be discouraged.

Finally, they expressed concern that the preservation guidelines are so general that they do not know until the meeting whether they are meeting the requirements. They felt the reviews of Historic Landmarks Commission lacked consistency. Also, that if the project was tabled to the next meeting, there was no indication why and what information was needed to make a decision.

COMMUNITY COUNCILS

Community councils were formed to provide a greater voice in civic affairs. Many of these councils are 501(c)(3) non-profit organizations. They have their own by-laws and procedures for conducting their business.

In Citygate's interviews, community council representatives expressed concern that the City focuses on big businesses over neighborhoods, and puts more emphasis on the applicant and developers as "customers" than on the neighborhoods.

As to the decision-making bodies, some indicate they felt the Commissioners and City Council have their minds made up before they go into the meeting.

As for the functioning of the community councils themselves, some expressed the need for the City to define role and responsibility of the community councils and the need for more consistency of how these councils reach decisions, for example, who they involve, the timeline for review, when they should interface with the applicants/developers, and in what form a community council recommendation to the City should be.

Some felt the staff were helpful, did a good job with specific projects they cited, and that they work hard. They also expressed appreciation for the time the staff spends at their meetings. Others expressed frustration that planning needs to follow-through on promises made to get information for the community advocates, the staff needed to be more sensitive to the impact of their actions on individuals' lives, and there needs to be more balance in the staff reports.

Other issues raised in the interviews with these community councils are addressed in other sections of the Citygate report. Examples of these are: administrative hearings and interpretations, Planner of the Day, how open houses are conducted, etc.

Consistency and Due Process

It was expressed to Citygate by one Community Council Chair that what the councils generally expect is that the City's planning function be a well-run organization. They see inconsistencies in the decisions of similar projects, interpretations of the zoning ordinances they feel are inaccurate, and the need for greater transparency in the deliberations of planning issues. They see these problems repeating with little to no resolution.

These are legitimate expectations. As expressed earlier, Citygate attributes much of the problems to a broken planning process and lack of effective management leadership. The rest of this report will delve into specific areas that need improvement. At the same time, there also needs to be expectations for the community councils, particularly in the area of how they conduct their planning project reviews.

The community councils vary in how they review projects. For example, some councils send out notices for meetings, and at the meetings, the projects are presented. Those present are allowed to express their concerns. At the end, a vote is taken of those community residents present as to what their recommendation to the City will be. Others community councils do not take input from their residents (not even from impacted property owners near the project), and the decisions are made by the trustees or officers.

Citygate recognizes that each community council must determine how they conduct their business, but if they wish to influence government decision-making, the City has the right to outline expectations related to timing and procedural due process.

Recommendation II-7: **The Mayor and Council must define the Community Council role in the development review process.**

This is defined as:

◆ Timeline for project review should be established (e.g., 30-45 day review) and enforced. Enforcement may mean simply that the planner schedules the project for the Planning Commission meeting.

◆ When to interface with staff and developer/applicants

➢ The item is referred to the community council by the planner.

➢ At the meeting considering planning project, the applicant is allowed to speak

➢ The impacted property owners are allowed to express their concerns.

➢ Others concerned citizens may express their ideas and concerns.

➢ The community council leaders ask for a vote of citizens present.

➢ The community council recommendation is forwarded to the City in a similar manner (e.g., a specific form).

◆ The Community Council forms should be included in the planning packet and provided on the website along with the planning staff memo. (Other information that the community council or the public wishes to provide to the planning commission may be forwarded to decision-making bodies in their packets, but not on the website.)

Recommendation II-8: **Provide training twice a year, which would include: (1) land use planning processes, land use law principles and the restraints under which the City must work; (2) basic parliamentary procedures; and (3) how to communicate with the City, i.e., effective advocacy techniques.**

Coalition for Orderly Development

This effort on the part of Council, community council representatives, and planning managers and supervisors is a good start in talking directly with one another to solve problems and to avoid misunderstandings.

This effort is to be lauded as this collaborative effort will establish a much more effective planning process.

Citygate note: Some have suggested that community council representatives be allowed to read planning staff memos before they go to the decision-making bodies. Although Citygate understands some of the history of issues that has developed into sensitivity and trust issues, it is not appropriate for community council representatives or members of decision-making bodies to review staff memos before they go out in packets. This would have a major "chilling effect' on staff and is not done in any jurisdictions to Citygate's knowledge.

PLANNERS

The planning profession is changing. Where decades ago planners actually planned cities, the expectation of the profession now is that planners serve more as facilitators, coordinators, negotiators, and occasionally, mediators. The growth of Salt Lake City, in terms of not only people and buildings but its prestige nationally, has changed expectations for the professionals as well.

Planners Interviews

In the interviews with Citygate, the planners get the strong message that community councils, some elected officials and some planning managers think they are incompetent. They feel they are not allowed to be professional planners, but are "pawns in the chess game."

They expressed frustration at the lack of management leadership, support, and direction, that the Planner of the Day system does not work, and there are inconsistent interpretations of ordinances. For all the turnover in this Division, they expressed frustration that the procedures manual is not up-to-date. Consequently, customers are given misinformation, which was embarrassing to both customer and planner and there was no training for new planners.

Planners expressed they are so nervous now because one person (who may not represent the larger community) may raise a concern to the Mayor or a Councilmember, and a planner has to "drop everything." Good planning does not happen when staff is continually in reactive mode, rather than taking the time to think through the problems.

It is very clear that survival is driving performance, not customer service. This is not to point a finger at the staff, nor is it saying that the planners are not committed to good customer service. They are diligently trying to respond effectively to their responsibilities, which includes good customer service. Given the obstacles that the staff must overcome, they are doing a remarkable job.

However, for a few, there is a type of siege mentality coupled with unrealistic expectations that if the community councils would go away or that the City Council would fire their staff, things would be better. The arrogance and defensiveness of these few taints the credibility and work of all the other planners.

Mastering Change

What struck Citygate after the initial interviews with planners is the similarity in the ideas they had for improving how they carry out their responsibilities and to customer service. They clearly were ready for change and looked to management to respond to their suggestions. (In fact, Citygate reviewed three documents where planners recommended changes to make work more efficient and effective over a six year period. Only a few of these items were implemented, but without strong management support and guidance to make it happen, even these limited efforts were for naught.) The planners are willing to take on more challenging tasks, as was shown in the skillful way they reviewed all master planning and project review processes as part of their Accela discussions.

Once the interviews were completed, Citygate took the ideas of the planners, added our own experience, and prepared a matrix of internal improvements that need to be addressed immediately (see the list on the following page).

Recent Planning Management and Planning Staff Efforts

In response to these suggestions from Citygate, the Community Development and Planning managers and planners **made a very strong commitment to focus on the internal workings** of the Division in what was referred to as a 90-day "stand down." The intent was to take enough pressure off the planners that they have time to address all of their processes and services provided to the decision-making bodies.

Although the workload continued at near the same level, this 90-day period showed the commitment of the managers, planners and support staff to address the concerns they expressed to Citygate. The planners worked as teams, developed new and creative ideas, and then their teams were given specific assignments to address these issues. The improvements and assignments have continued past the 90-day stand down.

The combination of planners' willingness to change, the managers' greater awareness of the challenges facing their staff, and the focus on analyzing the planning processes will eventually address many of the problems and implement the recommendations highlighted in this report. To realize a well-functioning planning process, the managers and planners must be given the tools and staffing level needed to meet the expectations of the stakeholders

Level 1:

Internal Consistency

- Guiding Principles
- Strong Leadership & Management
- Clear expectations
- Teamwork
- Consistency
- Change in culture & tone
- Quality Control
- Professional development
- Definitive responses at one-stop center
- Fair distribution of workload assignments
- No one stands alone

- Continued transition to Focus/Flex approach to staff allocation and assignments – get closer to organizational chart
- Outline expectations for staff, e.g., staff memos, meetings, interaction with elected officials and community
- Strategy sessions before each meeting to ensure success; manage meetings; meeting follow-up
- Defined processes and update staff checklists
- Rework transmittals and require templates be used
- Develop protocol for files
- Redefine responsibilities of clerical staff
- Develop individual performance plans and evaluation
- Boards and Commission

  Strong attorney presence at every meeting

  Accurate and easily readable Staff reports

  Discuss meeting agendas w/ Chairs before notices of the meeting are sent

  Clear definition of *ex parte* communication

  Assist decisionmaking bodies with developing findings when their decisions deviate from the staff recommendations.

  Annual training sessions, e.g., procedures, City ordinances, latest land use law directives and amendments to State Land Use Development and Management Act.

- Prepare customer handouts
- Develop and implement a formal and detailed training program for new planners.
- Develop a collaborative relationship of planners w/ council staff.

SECTION III—CUSTOMER EXPECTATIONS OF THE DEVELOPMENT REVIEW PROCESS

Customers in this context refer to all stakeholders in the planning process, such as elected officials, community councils, developers, businesses, applicants, other departments. Once the City addresses the Planning Process and change in culture, the City must turn to what it expects of the development review and approval processes. Best practices for customer service in the development review process are outlined in a publication of the American Planning Association (James van Hemert, "The Development Review Process: A Means to a Nobler and Greater End," in the *Zoning Practice*, January 2005 - see chart on the next page).

PREDICTABILITY

For the customer, predictability means clear expectations and no surprises. The process should be clear, including who approves the application, when, and what the steps are in that approval process.

One looks to the policies of the General Plan and the standards outlined in the Development Code, Engineering Standards, and Building Codes to provide this predictability. When they are crisp, understandable, and clearly outline the conditions upon which approval will be based, it is reasonable to expect predictability. In this scenario, the staffs of the various departments and divisions involved in development reviews may follow up with customer information packets and staff checklists. Additionally, they may provide databases to ensure the requirements and other information are explained well and accessible to all, and the reviews are conducted properly.

In Salt Lake City, the tools needed to accomplish predictability are not at the level to ensure this goal. This is not because staff is inattentive. It is due to:

◆   A broken planning process where stakeholders try to influence the outcomes before the reviews are begun and decision-making bodies conduct their hearings.

◆   Key planning documents (i.e., plans and ordinances) are incomplete, inconsistent, or inadequate to address issues raised by stakeholders.

◆   The staffing level is not adequate to meet the expectations of customers or City decision makers.

◆   The technology needed to track projects, measure review times, retrieve data and documents, provide histories of properties and projects, is just beginning to be introduced.

WHAT APPLICANTS WANT

◆ **Predictability**

  ➢ Clear expectations, no surprises

  ➢ Clear process and decision points

◆ **Fair Treatment**

  ➢ Rules are the same for everyone

  ➢ No "good" or "bad" developers – offer trust and be trustworthy

◆ **Accurate and accessible information**

  ➢ Easy to find and understand

  ➢ Clear application requirements and standards

◆ **Timely processing**

  ➢ Establish early tentative dates for hearings

  ➢ Guaranteed review turn-around times

  ➢ Published commission and council/board of commissioners meeting dates

◆ **Reasonable and fair costs**

  ➢ Application fees

  ➢ Development commitments

  ➢ Impact fees

◆ **Competent staff**

  ➢ Staff team should have a balance of "hard" technical skills and "soft" people skills

◆ **Elegant regulations**

  ➢ That fit

  ➢ That are easy to navigate

  ➢ That are rational

  ➢ The most desired outcomes are easy to meet

Source: James van Hemert, "The Development Review Process: A Means to a Nobler and Greater End," in the *Zoning Practice* (January 2005) outlined the typical expectations of customers (one might also call these "best practices")

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ACCURATE AND ACCESSIBLE INFORMATION

For the customer, accurate and accessible information means information is easy to find and is understandable. The Planning Division provides applications that explain the review processes and what the requirements are, e.g., conditional use. There are recommendations throughout the report where improvements could be made.

Citygate Associates' conclusions regarding accurate and accessible information:

◆ Customer expectations now include tying into the City's databases and GIS maps. Ultimately, the Accela Permit Plus system, which Salt Lake City will be using in September 2008, will eventually allow citizens and businesses to go online and find information they need to know about their land (for example permits issued, where the sewer lateral is located, legal description of the properties, etc). Some of this information is available on the City's website now.

◆ Citygate recommends in this report that there needs to be an influx of resources to ensure all divisions in the Development Review Process are tied to the Accela system, that historic documents and files are scanned, and that the website be raised to a higher level to allow for easier access to government resources and databases by the City staff and their customers.

TIMELY PROCESSING

For the customer, timely processing means that there are guaranteed review turnaround times. It also means they know where their project is at any point in those reviews.

To ensure timely processing, the planner must have resources readily available on a desk computer. The information should include all plans and policies, maps, historic files, GIS analysis and data in order to have the most complete analysis of issues assigned to them. The processing time also will depend on timely responses from other departments and community councils who review projects. Lastly, the planner needs thinking time to ask questions and do research, and facilitate discussions if there is conflicting information or recommendations coming from the other reviewers.

Elsewhere in the Citygate report, we recommend that the City establish turnaround times for reviews and that managers monitor Accela data weekly to determine reasons for delays. Such monitoring should include application intake date, when application and submittals were distributed to other departments, when comments from those departments were received by Planning, and the speed with which the community councils conduct their discussions and send their recommendations to the City staff.

COMPETENT STAFF

For the customer, competent staff means that staff should have a balance of "hard" technical skills and "soft" people skills. This means that they see their roles as facilitators and coordinators, as well as professionals in their field of study. It means patience with the small developers or one-time applicants who have never gone through the system before. For those

individuals, they need to know how everything works, what the steps are to getting approvals, and what is expected and required of them.

The planning staff has many talented planners committed to doing a good job for the City and to working with customers to get them through the process. That is not to say there are not some instances where projects get caught in the middle of changing rules or enforcement, or that the staff does not make mistakes. These instances do happen. Nevertheless, it is not a case of staff working harder or being inattentive. It has to do more with the parameters under which they work and the tools available to them to solve problems.

Staffing level also has an impact on how well the process works. Thirty-six percent (36%) of the professional planning staff has left in the last two to three years. In order to meet the expectations of elected officials and management, the Planning Division is understaffed. (Even with the new positions added in the FY 2008 budget.)

ELEGANT REGULATIONS

To the customer, elegant regulations means that the regulations makes sense, that they fit the community, they are easily understood, they are rational, they result in the desired outcomes, and those outcomes are easy to meet.

Salt Lake City's zoning ordinance is far from being an "elegant regulations." It is difficult to read, inconsistent from chapter to chapter, and lacks the graphics to make difficult concepts understandable to the average applicant.

Customers expressed frustration that they keep bringing up some of the problems with the ordinances, and the staff may even concur, but nothing gets resolved. That is true. These issues **will not be resolved** until there is adequate attention given to these documents, and the City emphasizes a long range planning program that focuses systematically on amending plans and ordinances.

CITYGATE RECOMMENDATIONS

◆ The City needs to recognize that any new plan or ordinance is going to be amended once the City begins to implement them.

◆ Citygate recommends elsewhere in this report that the City establish amendments to plans and ordinances twice a year to ensure problems with these documents are addressed.

◆ Any flexibility desired by the elected officials or development community should be written into the zoning ordinance itself rather than put the staff in the untenable position of being asked to "make the project work," which means to bend the rules.

FAIR TREATMENT

For the customer, fair treatment means the confidence that the rules are the same for everyone, and that the City staff and the applicant have a relationship whereby they can trust the information given by the other.

For Salt Lake City, this means addressing key questions:

- ◆ How can the City let all stakeholders know upfront what is expected in the planning processes and development review process?

- ◆ How can customers have some assurance that their project will go smoothly through the review process?

- ◆ How will the community councils and other citizens know that their views will be heard, and the applicant will be required to follow City plans and ordinances?

- ◆ How can all stakeholders work together to build the city they envision?

This is ultimately what this report is all about. That is, what can the City do to ensure these elements are addressed?

At the same time, the development community and community councils have a responsibility as well. For those few who build without getting permits, who submit applications that they know do not meet City standards but are keeping their client happy, and who focus on one person in the City rather than focusing on solving the problem – there is a responsibility on the applicant's part as well.

For those few community advocates who feel they want some projects denied no matter what the plans or zoning ordinances indicate, they need to know that each property owner has a right to develop their land if they meet the City policies and regulations.

SECTION IV—PLANNING OVERVIEW

ORGANIZATION OF PLANNING DIVISION

The Planning Division is divided into the five sections illustrated on the next page: Zoning Administration, Development Services, Historic Preservation, Long Range Planning, and Housing and Zoning Code Enforcement.

The approved staff positions for the Planning Division are (see organizational chart on next page):

◆   1 Planning Director

◆   2 Deputy Directors   1 Housing/Zoning Manager

◆   2 Planning Managers   1 Senior Code Enforcement Inspector

◆   4 Senior Planners   18 Code Enforcement Inspectors

◆   8 Principal Planners   3 Code Enforcement Secretaries

◆   2 Associate Planners

◆   1 Zoning Administrator

◆   1 Planning Intern

◆   1 Executive Secretary and 3 Planning Secretaries

The Planning program provides support for the City Council, Planning Commission, Historic Landmarks Commission, the Board of Adjustment, the Land Use Appeals Board, Housing and Zoning Code Enforcement Board and the City Council.

The Planning Division is not implementing its organizational chart in terms of how assignments are made and how the various sections work together as teams. Current Planning (Zoning Administration and Development Services) projects are distributed to all staff no matter what their area assignment. This has led to compromised services to Long Range Planning and Historic Landmarks areas and to decision-making bodies in terms of policy development.

The Planning Division, like so many across the country, is fast becoming a 'permit center,' where the focus is on processing applications, and little or no focus on " planning."

Until there is balance in all the vital functions that planning is asked to perform, this division will continue to be reactive not proactive, continue to make mistakes, and lack adequate time for research on planning issues and solving problems.

Planning Director

Administrative Planner

Executive Secretary

(Senior) Deputy Director — Senior Secretary

(Operations) Deputy Director — Senior Secretary

Zoning Administration
- **Planning Manager**
- Zoning Administrator
- Principal Planner
- Associate Planner
- Associate Planner
- BOA Secretary
- **BOARD OF ADJUSTMENT**

Development Services
- Senior Planner
- Principal Planner
- Principal Planner
- Principal Planner
- Principal Planner
- Planning Interim
- **ADMINISTRATIVE HEARINGS**

Historic Preservation
- **Planning Manager**
- Senior Planner
- Principal Planner
- Principal Planner
- HLC Secretary
- PC Secretary
- **PLANNING COMMISSION**
- **HISTORIC LANDMARK COMMISSION**
- **Economic Leadership Panel**

Long Range Planning
- Senior Planner
- Senior Planner
- Principal Planner
- GIS

Zoning Enforcement
- **Housing/Zoning Manager**
- Senior Inspector
- Zoning Inspector (x17)
- Boarded Building Inspector
- HAAB Secretary
- **HOUSING ADVISORY and APPEAL BOARD**

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PLANNING STAFF CONCERNS (See Code Enforcement Chapter of this report for their comments)

- ◆ Planners feel the "Planning Office" is about more than reviewing applications to issue permits; planning can do so much more.

- ◆ The planners feel they are over-worked and exhausted from carrying the workload while there were so many vacancies.

- ◆ The process steps outlined in the procedures manual are dated and missing steps; these are crucial to have up-to-date for new planners and for Planner of the Day.

- ◆ The turnover in planners was caused by more than just the dollars.

- ◆ The minor pay increase for job/position advancements are not enough for staff is to take a chance on applying for higher positions because they do not feel the pay increase justifies the increase in responsibility.

- ◆ We are sometimes asked to make a project "work" when it does not meet code requirements.

- ◆ There are so many plans it is hard to track the policies, or even find a copy of the older plans.

- ◆ New planners feel they get no training and are afraid to ask experienced planners for help because those planners have their own projects; they do get help when they ask for it.

- ◆ Little GIS analysis or ability to use GIS to do "what-if" scenarios for projects.

- ◆ We need a better project tracking system than is now being utilized.

- ◆ Lack of good research capabilities, e.g., lack of technology and an inadequate file system makes research difficult.

IMPACTS OF TURNOVER AND VACANCIES

The Planning program has had extensive and continual turnover for the last few years. Turnover and long-term vacancies have resulted in adjustments made to customer service in order to handle all aspects of their responsibilities. Long-term, this has worked against both the Planning program and the staff trying to meet demands. Such turnover and vacancies have resulted in:

- ◆ Less corporate memory.

- ◆ Staff burnout.

- ◆ Lack of time to think through problems and solve them.

- ◆ Inability to take on new projects on an ongoing basis.

- ◆ The inadequately trained new planners in the basics of the planning processes.

- ◆ Little Long Range Planning as all planners are doing application reviews.

- ◆ Focus on churning out staff memos to the detriment of adequate customer service.

- The planners feeling that no one hears them when they say they cannot accomplish all that is expected of them.

- Skepticism that anything will change.

- A few planners succumbing to a type of siege mentality.

In summary, the planners have had to do too much for too long without assurance that the vacant positions will be filled quickly, and that those chosen for these positions will stay in Salt Lake City once they have been trained.

CITYGATE OBSERVATIONS

- There is a lack of clear expectations for staff and front-line managers.

- All planners are doing current planning projects to the detriment of the other functions of the planning.

- Placement of individuals in the organizational chart is based on individual preferences rather than skills to carry out the responsibilities of those positions.

- The staffing level for the Division is inadequate to meet the expectations of elected officials, managers, community councils, and applicants

- The Planner of the Day system does not work.

- The planning workload appears to flow to those who do their work well or have more skills, rather than being more evenly distributed.

- High turnover in the Planning Director position and half of the planning staff has led to a demand for training new planners, but little training is taking place.

- There is neither time nor a training plan to ensure the professional development of individual planners.

- The secretaries have good skills, work as a team, and meet the requirements of their positions.

PLANNING DIVISION REORGANIZATION

Assistant Director

Generally speaking, cities hire Planning directors based on the applicant's knowledge of planning and ability to move the community forward through difficult, often controversial land use issues. The Director must present himself to the community in a way that furthers consensus around the Council's vision for the future. Hiring for these traits is understandable and certainly appropriate. However, it is very rare for such an individual to possess these visionary skills and at the same time have strong administrative ability. It happens, but rarely, based on our experience.

Given this reality, it is important the Director be surrounded by an exceptionally strong management support system. This can best be achieved by an Assistant Director who is

responsible for the day-to-day management of administration of the Department or Division. Such an individual should possess strong personnel management skills, report writing skills, financial management skills, and process management skills.

Recommendation IV-1: **Create an Assistant Planning Director position.**

The Assistant Director position would be responsible for the following:

◆ Facilitate an interdisciplinary team of managers to address issues for high profile projects.

◆ Establish and monitor cycle-time standards.

◆ Monitor workload standards for the Division and individuals.

◆ Establish and monitor annual work program elements, e.g., special studies.

◆ Administer the Division's employee performance review system, train/coach and use of progressive discipline.

◆ Manage a Continual Improvement Program for the Division.

◆ Monitor and improve internal and external customer satisfaction.

◆ Formulate and/or implement Planning programs as assigned by the Director.

Current Planners

To ensure the Planning Division has a stronger focus on Long Range Planning, Historic Landmarks, and special projects, and to eliminate the need for every planner to be involved in Current Planning projects, Citygate is recommending the Current Planning section be increased by two planners to deal with the development reviews. These planners still should be allowed some flexibility with the "focus and flex" management strategy of the Planning Director, but the optimal word is "focus."

Recommendation IV-2: **Increase staffing level by two in Current Planning.**

These additions are to ensure that each section is performing their responsibilities. It should not be construed that the focus on specialization also means that planners should be assigned by region. That is not Citygate's recommendation. Assigning planners by neighborhood, as was previously done in the 1990s, would hinder the planners' ability to address the workload demands and raise the danger that those neighborhoods may feel they can give directions to the planning staff.

Planning Inspector

Recommendation IV-3: **Add a planning inspector position in the Planning Division.**

Council members, community council members, and others raised concerns about recent controversies where structures exceeded the heights allowed in the zoning ordinance. In other interviews, concerns were raised by Planning Commissioners and Historic Landmarks

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Commissioners, who were worried that the conditions on project approvals were not being checked by Building Inspectors. The Building Inspectors, who are trained in building codes, can check some of the zoning requirements (e.g., setbacks), but others are not areas with which they are familiar; consequently, there are oversights and mistakes occurring.

In recent months, the Chief Building Official recommended that two planning inspector positions be added with the responsibility to check the conditions of approval and other zoning requirements on site.

Citygate concurs that such a position is needed, but recommends only one rather than the two positions. Citygate further recommends this position be under the Planning Division, not Building Services, to be supervised by the Current Planning Deputy Director or Assistant Director. (Also see zoning planning examiners below.)

This position should be re-evaluated in a year to determine if one position is adequate. Such an evaluation should be substantiated with firm data as to the number of inspections performed per day and yearly, and the types of challenges the inspector faced in performance of these inspections.

One Stop Shop

Interacting with the City to work through the entire development process can be a very time consuming requirement for the applicant. To be responsive to the customer needs and time, many cities have established one-stop centers. The basic concept of a one-stop center is to make it convenient for customers or applicants to come to one place to ask questions, receive assistance, and submit applications for development review. For a one-stop center to work effectively, a strong commitment is required from the staffs of several departments to provide assistance.

The process begins when the applicant talks with a Permit Technician, who is knowledgeable about the various processes. Once the technician goes through the process and relays the requirements, if the customer has more specific questions, a planner, engineer, building inspector, or fire staff is called to the front counter to answer those questions.

The SLC system is a modified one-stop center. Unlike most one-stop centers, the City's one-stop shop primarily provides assistance for zoning, building, and fire information, but not other key functions such as engineering, transportation and public utilities. The City's staff is working toward the One-Stop Shop being allowed to intake plans for engineering, transportation, and public utilities, which will help. The customer will still need to go to the separate buildings to meet with staffs from these three departments.

The Salt Lake City One Stop Shop consists of:

- ◆ Development Review Supervisor
- ◆ Development Review Administrator
- ◆ Development Review Facilitator
- ◆ 4 Permit Techs
- ◆ 4 Zoning plan examiners (classified as planners)
- ◆ 5 Building Code plans examiners

◆   Structural engineer

◆   Fire reviewer.

The front line staff consists of four "processors." The **processors** greet the public, give out general information, and guide the customer to the appropriate staff person to answer more detailed zoning and building questions. The processors are not allowed to answer zoning and building questions. For these questions, they are sent to the zoning plans examiners or building code plans examiners.

It is unusual that the **zoning plan examiners** be asked to answer these questions. Their primary responsibility is to check plans for compliance to conditions of approval of whatever decision-making body approved the development and zoning regulations, e.g., conditional use, subdivisions, annexations. At present, their workload fluctuates, but typically, they have a backlog of from 6-9 weeks. In Salt Lake City, they answer basic zoning questions because the processors are not allowed to do so.

If the zoning plans examiners feel the applicant's request is not allowed by City ordinance, the applicant is sent to the Planner of the Day. This may be to answer simple zoning questions, or if what they wish to do is against City regulations, they may ask how they may petition the City to change its rules to allow them to do what the applicant want.

This is a very cumbersome and ineffective system. Best practices emphasize providing the highest level of service at the lowest level possible. At best, the customer has to talk with at least three persons, sometimes four, to get the information they need (i.e., greeter, processor, plans examiner, planner). Citygate's finding is that the one-stop center needs to be strengthened and reconfigured.

Recommendation IV-4:   **Replace the positions of "processors" with "permit technicians" and require certification.**

This raises these positions to a higher level of expertise. It should not be construed that this relates to any individuals in these positions. Two of the four of the current processors are already certified. The Permit Technicians can alleviate the pressure on the planner and zoning plans examiners and place the highest level of service on the front line. With this change, plus the recommendation below regarding the "buzz center," this should free up the planners and the plan reviewers' time to keep current with their projects.

Planner of the Day (POD)

The Planner of the Day system utilized by Salt Lake City, by anyone's definition, is not working. Essentially, this program assigns a planner once or twice a month to be on call for a day to answer questions, respond to emails and telephone calls, and discuss projects with potential applicants. Although the planner is assigned this responsibility for a day, the reality is that the follow-through on these inquiries can take an additional day or two, which then causes the planner to be behind on the projects they are working on (Planners estimate that POD takes up to 25-50 percent of their time). This has led planning management to limit the time the POD is available from 10-3 every day. The customers who come earlier or later than 10-3 must go to the Permit Center where they get some answers, but then have to come back to meet with planners.

This problem is exacerbated by the fact that the planners' procedures manual is not up-to-date and consequently, misinformation is given out about the requirements for the processes. Without this aide, the volume of what the planner needs to know is too great, leading to mistakes and inconsistent answers, and because of this inconsistency, applicants "shop for planners."

As stated in the chapter of this report on Customer Service, if the goals of customer service are predictability and accurate and accessible information, the present system in Salt Lake City is not hitting the mark. The planners need to develop expertise in one or two areas and also be flexible enough to be assigned projects outside their area when the workload warrants it. Not only here, but in the entire Planning Division responsibilities, the shotgun method being used does not and will not work.

To address these problems, the Planning and Building Services staffs as well as Community Development and Planning managers have been working on what system they would like to replace the POD. Some of the goals they have set for themselves include:

- Improve the Customer Experience
  - Identify what the customer must do to accomplish their goals
  - Shepherd or guide the customer through the process
  - Quick response to customers needs
  - Ensure customer receives competent, complete and inter-disciplinary information
  - Respond in a polite and professional manner
  - Provide simplicity, e.g., ordinances which the customer can understand
  - Consistency in the information given to customers
- Improve communication between Building Services and Planning
- Respond to the needs of different types of customers, e.g., distinguishing between those who are ready to submit applications and those who are still needing information.

Citygate has reviewed the Community Development staffs' recommendation and is recommending a modified version of it. Citygate feels there is merit in their concept of a "Buzz Center," where a planner and building inspector meet with those who may want to do something with their property, but are not ready to submit an application.

Recommendation IV-5: **Eliminate the "Planner of the Day" and add two planning positions to serve the One Stop Shop.**

These positions would be permanent, non-rotating, and would relieve some of the traffic on the zoning plans examiners, permit technicians, and planners. They would be located in the One-Stop Shop, but would be under the direction of the Planning Division.

It has been suggested to Citygate that two planners would be needed for the Buzz Center. We do not agree on the second position there. **Citygate feels a second position is warranted, but as an intake planner,** who would review applications (1) that are straightforward and sign off on

them, and (2) that must go to a decision-making body (e.g., Planning Commission) to ensure applications meet all zoning requirements and includes all required submittals in order to deem the application "complete." The intake planner should prepare or update an existing application intake checklist to speed up the time it takes to review the application. As this intake planner has time, he/she may assist in the Buzz Center, but their primary focus should be on intaking applications.

All planning applications should come into the One-Stop Shop rather than the Planning Office, and once assigned to a planner upstairs (i.e., the project manager), that planner should make immediate contact with the applicant and go further in explaining what that customer can expect as the application progresses through the planning process.

In order for this work, definitions of roles and expectations for the planners, zoning plan examiners, and permit technicians must be clearly defined.

Zoning Plans Examiners

The Zoning Plans Examiners are located at the One-Stop Shop on the second floor and are under the direction of the Building Services Division. They are there to implement the zoning and subdivision ordinances as well as the conditions placed on those projects by the Planning Commission and Historic Landmarks Commission.

Beyond best practices, there is a concern that the zoning plans examiners and the Planning Division are not interpreting the ordinances in a similar manner. There needs to be one person responsible to ensure all are in accord in these interpretations, i.e., the Deputy Director over Zoning Administration and Development Services.

Recommendation IV-6: **Move Zoning Plans Examiners to the Planning Division.**

ASSISTANCE TO COMMISSION AND BOARDS

There have been occasions where Planning Commission discussions have led the Commission to believe that their decision on an issue is different from that of the planners. This is their right to pursue their own course, if they choose, and the expectation should be that the planner and attorney at the meetings will assist them in developing findings to support the decision they wish to make.

The planners' response is that they work with the applicant to meet City standards and design guidelines, and they are torn professionally when the Commission or Board base their decisions on more subjective basis. There is not a problem if new information comes to light of which the City might not have been aware. The staff also indicates that in the heat of the meeting, it is difficult to develop clear and concise findings of fact.

Both arguments of the Planning Commission and planners have merit. The Planning Commission is appointed to make the decision they feel is appropriate, and their responsibilities also include ensuring that their findings of fact are based on the standards adopted by the City. Trying to draft reasonable and concise findings of fact in the midst of a meeting is also difficult.

Where is the balance between these two positions? One approach is to divide agenda items into "legislative" and "administrative." **Legislative items** (such as rezoning, plan adoptions,

annexations) often involve value judgments, which the Planning Commissioners are appointed and the Council members are elected to make. In such issues, these bodies have more latitude to follow their instincts, respond to public concerns, and determine what is best for the City. The planner's recommendation in such instances is helpful (particularly when providing options and the pros and cons of those options), but the planner's recommendations in these instances also are value judgments and should be recognized as being so. In some cities, planners do not make any recommendations on legislative items and leave it up to the boards or commission to make those value judgments.

In the case of **administrative items**, there is less latitude to vary, and the Planning Commission and other decision-making bodies must be careful to stay close to the prescribed regulations. Administrative items may involve some value judgments, but not a great deal. It is in relation to these administrative items that findings of fact are most critical. Some cities have addressed the concern of developing findings in the midst of the meeting by making a motion at the meeting and expressing the Commission's reasons for that motion, and then requesting the city attorney develop the precise wording of the findings for the Commission to consider at the next meeting. Only the wording of the findings is discussed at the following meeting, and it is understood that the motion (decision) would not be rehashed.

Lastly, the planners must be ever mindful that the direction of the planning profession is away from planners who "plan" and toward planners as facilitators and coordinators. As such, planners are expected to be responsive to the board's and commission's needs when requested.

Economic Development and the Commissions

Both the Planning Commission and Historic Landmarks Commission members raised a concern that when projects came to them that the Economic Development Director or the Redevelopment Agency supported, they felt pressured by the City to approve the project. They also felt that these individuals did not have respect for their processes or responsibilities. This was particularly an issue with historic preservation where the Redevelopment Agency would bring its projects and plead "economic hardship" in order to demolish historic resources. As the RDA is in the business of redevelopment, but often does not make money doing so, the plea of economic hardship was a non-sequitur. The RDA's concern might center more around the time and hassle of such reviews, rather than around whether they can afford it.

In our audit of the Redevelopment Agency in 2006, Citygate made the following recommendation:

Recommendation: **"The RDA should hire a facilitator to assist the RDA and departments in defining the root of coordination problems, cultural differences between organization and their approaches and any other communication and coordination mechanisms that might be helpful in addition to those recommended in this report."**

Citygate feels there is still a need for these organizations to find a middle ground when representing the decision-making bodies**. Ultimately, it comes back to the City Council, who also serves as the RDA Board, to determine the balance between these two values, i.e., economic development/RDA and planning/preservation.**

POLICIES AND PROCEDURES

Maintaining up-to-date written procedures that define detailed steps for core work processes is another "best practice" for community development departments. The procedures should provide a means by which planners can be evaluated in their performance plans as well.

Procedures take two forms: (a) a written procedure for each core process; and (b) the "how-to's" that a staff person can look up, such as how to find or enter data into Accela. The processes and requirements for the various types of applications should be provided as checklists.

The lack of an up-to-date procedural documentation leads to internal inefficiencies, an increased likelihood of non-uniform case processing and errors, and a greater potential for inconsistent information provided to applicants.

The Planning staff does have an extensive "Project Processing Manual," which was put together years ago. Almost every planner interviewed by Citygate commented on how this manual is dated and there is misinformation given out to the customer, which is frustrating to the customer and "humiliating" to the planner.

Recommendation IV-7: **Update the Planning Procedures Manual which provides checklists for each planning process.**

The Planning Staff has laid the foundation for updating these procedures by doing an extensive and detailed review of each planning process (as a foundation for the Accela computer program), which provides detailed flow charts. There needs to be a strong commitment from the management team to ensure that there is follow-up on preparing a detail checklist for each of these processes, for example items such as where does the planner find the appropriate maps on the GIS system, when does the attorney need to sign the final documents, etc.

PERFORMANCE EVALUATIONS

Recommendation IV-8: **Performance evaluations should be conducted at regular intervals.**

With the Division's procedures and policies in place, ongoing training, the Division has the capability to monitor individual employee performance for various tasks and competencies through its employee performance review process. Typically, each employee is to receive at least one performance review per year. An employee may receive additional reviews if he or she is a new hire (probationary) or if the employee is being disciplined for poor performance. The standards used in the annual employee review vary somewhat depending on whether the employee being reviewed is a manager, supervisor, or support staff.

Citygate found that employee performance reviews have not been conducted for several years. The Planning Director has insisted these be accomplished by his management team, and the evaluations are half done at the time of writing this report.

Once the City officials ensure the planners have the tools they need to do their jobs, the performance plans should outline specific expectations for each planner and then evaluate how those individuals are meeting the standards set for them (especially in the area of customer service).

TRAINING AND PROFESSIONAL DEVELOPMENT OPPORTUNITIES

Training in the Planning Division should achieve three important goals: (1) consistency (i.e., everyone interpreting the code in a similar fashion); (2) ensure the planners are comfortable enough with the processes that they know where they have flexibility to deviate (i.e., what the nuances are), and (3) continue the professional development of each planner. **All these contribute to the ability of the planners to solve problems they frequently face.**

Training comes in several forms: in-house training on the various processes and technology, training by experts related to specific aspects of their job, and training provided by professional organizations.

At the present time, in-house training consists of following inaccurate checklists, asking questions of more experienced planners, and attendance at planning-related conferences and other gatherings. Training, in the Salt Lake City Planning program, is not adequate for the responsibilities these planners have. It has been de-emphasized because of workload pressures, but it needs to be re-established as a priority.

Recommendation IV-9: **Conduct a training needs assessment for the Planning Division.**

Citygate's recommendations are to ensure there is an assessment of the training needs of this Division and for individual planners (as part of their performance plans). This needs to be a well-defined training program, consistently carried out, and involve the planners working as a team. One focus should be on consistency and level of expectations of staff memos, presentation skills, how to be responsive to those who have a decision-making or advisory role in the planning process (e.g., planning commission, community councils), and the main skills needed by professional planners (i.e., coordination, facilitation, negotiations, mediation skills).

Recommendation IV-10: **Establish professional development expectations for each planner as part of their performance plans.**

PLANNING STAFF REPORTS

While usually not a topic to get specific attention in Citygate's reports, the time it takes to write staff reports and the length of planning staff reports were mentioned by most planners as being too long. The length of the Staff Report will depend upon the nature of the application and the extent to which the planners or city attorneys believe the criteria upon which the project will be approved needs to be in the memo.

The planners may not be sufficiently experienced to anticipate what the main issues important to the stakeholders will be. When one adds in the amount of turnover and little training, the staff reports may be inconsistent from planner to planner. Like any organization, the way staff reports are written evolves over time. Often they become ingrained, particularly when staff turnovers occur, and the new planner gets introduced to them as part of "the system."

The Planning Staff recently revised their memo format to put the basic information on the front page with further explanation on following pages. Examples of what is included are listed below:

- ◆ What action is being requested of the Planning Commission or Board of Commissioners?

- ◆ Primary issues.

- ◆ Factual information about the site and surrounding area, including:

  - ➢ Photos and map of the subject's property.

  - ➢ Potential impacts to adjacent uses.

  - ➢ Existing (and proposed) zoning.

  - ➢ Existing public utilities or other services to the site.

  - ➢ Environmental concerns.

  - ➢ Traffic impact and circulation.

  - ➢ Past actions made by the County regarding this property.

- ◆ Comments from other agencies.

- ◆ Information submitted by the applicant.

- ◆ Planner's analysis.

  - ➢ Criteria from plans or development codes with comment on how the project meets or does not meet criteria.

  - ➢ What the Land Development Ordinance requires.

  - ➢ Any related State or Federal requirements that are applicable.

- ◆ Recommendations, including findings of fact (criteria upon which the decisions are based), e.g., findings of fact, next steps or presentation of alternatives.

The planners and Citygate have received feedback from the decision-making bodies that the new format is very helpful to them.

TRANSMITTALS

One of the most frequent comments from planners was about transmittals from the Planning Commission to the Community Development Department and then on to the City Council. Their concerns related to: (1) the amount of information that is needed to go to the City Council, and (2) the micromanaging of memos conducted by the Community Development Director.

Content of Transmittals

The transmittals to the City Council include basically all the information needed for the public record:

- ◆ General Petition information and original petitions

- ◆ Petition details

- ◆ Staff memos

- ◆ Comments from other departments
- ◆ Budget Impact
- ◆ Public comments or submittals received by the planners or the decision-making body
- ◆ Relevant ordinances
- ◆ Chronology of events
- ◆ Proposed ordinance (if applicable)
- ◆ Council hearing notice
- ◆ Mailing labels
- ◆ Planning Commission or Historic Landmarks Commission recommendation
- ◆ Hearing notice and postmarks
- ◆ Minutes
- ◆ Photos.

Each item on the list is useful to the City Council as they study the issues and as questions arise in the meeting. The question is not how much is needed, but how much needs to be available in hardcopy (which is time consuming). It is Citygate's recommendation below (document management), that the documents list above be scanned into the City's document management software before it is sent to the Council Office, and the Council Staff and Councilmembers can access it on the intranet rather than making multiple copies. The City Recorder also will have all the documentation they need for the project and can add additional documents (e.g., minutes) once the Council takes action on the item.

Just like every other planning process, a checklist should be prepared that directs staff (particularly new planners) in how to prepare transmittals, what documents are to be included, when to give the packet to the secretary for scanning, etc.

CD Review of Transmittal Letters

Throughout the interviews with planners and managers, there was a clear disconnect between the Community Development Staff reviewing the planning transmittal letters to the Council and the planners. Rather than focus on the substantive issues and suggestions, planners often found their entire letter had been rewritten and, in some cases, the new draft did not reflect the issues as they had been raised in meetings or as they were addressed by ordinances. These transmittal letters would go back and forth several times with new concerns raised each time. In the meantime, the Council Staff was waiting to do their reviews as directed by the City Council.

Citygate's recommendation is that when a transmittal letter is prepared, the planner who prepared it and the planning managers and supervisors at their weekly meeting review the draft and discuss how the issues are being expressed, how this could be improved, and identification of any important points that need to be made. It then would be revised by the planner with the assistance of their supervisor before being sent to the Council Office.

In the meantime, the rest of the materials that make up the public record is being assembled and scanned onto the computer by the Planning support staff. Once the transmittal letter is approved, it too should be scanned and the electronic version of the letter and the other materials forwarded to the Council Office, the City Recorder, and other departments who review projects. **This allows the Council Office to commence its work and the other departments prepare for issues that may arise in the Council meeting.**

RELATIONSHIP WITH THE COUNCIL OFFICE

The relationship between the Planning Division and the Council Office is an interesting one. Clearly, there are **a few planners** who do not understand the function of the Council Staff and appear to be surprised that the Council Staff feels compelled to do a review of their memos.

Of course, the view from the Council seats is very different than that of a planner because the Councilmembers have the weight of responsibility for the City on their shoulders. They trust the professionals, but fear not all the bases have been covered or new information will become visible in the future that makes the decision they made in the present appear ill-advised. The Council sees their staff as facilitators who work out most of the problems before the issues get to the decision-makers. Beyond the typical planning questions, the Council would want to know:

◆ What are we doing now, e.g., What are the existing policies?

◆ What should or could we be doing?

◆ What stakeholders should be involved in this process? Have they been?

◆ Who is responsible?

◆ How long does it take?

◆ How much does it cost?

◆ Where can things go wrong?

The Council Staff who work with the Council members every day and go to all their meetings are aware of what the Council is looking for, the typical questions they ask, and that the Council must look at issues from a broader policy perspective.

With the Council and Planning Directors as facilitators, it is important to establish a working relationship that would:

◆ Articulate what the City Council expects of the Council staff so the planners have a greater appreciation for the challenges the Council Staff faces.

◆ Describe in what manner the Council Staff communicate errors they have found in the planners memos and vice versa. These range from minor typographical errors to policy issues not addressed.

◆ Outline what the planners' role in the Council meetings is. For example, may they comment on something or wait to be addressed by the Council?

◆ Acknowledgement by both staffs that they perform different roles and each should respect each others' responsibilities.

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The support staff in the Salt Lake City Planning Division consists of an Executive Secretary, three Planning secretaries, three Code Enforcement secretaries. The secretaries are further assigned to specific planning and code enforcement teams. Supervision and performance evaluations are provided by each section supervisor or deputy director.

Weekly Meetings

The secretaries' weekly meeting should have a specific agenda, which is generated by each secretary adding items to the list that they feel need to be discussed. Their staff meeting should be held in a small conference room rather than around a secretary's desk with constant interruptions. The planners or other secretaries within the CD Department should be asked to cover the front counter for that hour once a week.

Preparation of Minutes

Citygate was impressed with the quick turnaround time on minutes of the Planning-related boards and commissions. The Planning secretaries usually do a broad draft of the minutes during the meeting of their assigned decision-making body. The expectation is that they will complete their minutes in time for the next meeting.

A typical question regarding minutes is how much detail to include. At best, minutes are the secretaries' interpretations of what was expressed in the meetings. More and more, those who sit on decision-making bodies may feel that the minutes do not reflect what was meant or that they do not include important points made by individuals (on the board or the public). The minutes get more detailed and take more time to do, but still they are interpretations.

Since the Utah State law changed mandating the recording of all meetings, city recorders are moving toward the system that the Salt Lake City Recorder has implemented. The City Recorder records the agenda item title, motion and vote, and then provides a link directly to that agenda item in a recording so one can listen to the audio recording of the discussion. There also is a link to any handouts. These are available on the website a week after the meeting. If a person would like an audible recording or CD of the meeting, these are provided by the City Recorder at no charge.

This system saves staff time, provides more accurate records of meetings, and is fast becoming the expectations for public records.

Recommendation IV-11:	**Implement the City Recorder's system of minutes for all planning decision-making bodies. Minutes should state the agenda title, motions and vote, with links to the audio record of the meeting.**

The planners have been resistant to this type of system because written minutes help them in researching the history of a project. If information is entered into the Accela system property and consistently, the same information would be available. In other words, Accela would have the staff memos, minutes which indicate the motion, conditions of approval and findings, the conversations with the applicant or concerned citizens comments, the review comments from

other departments, copies of materials submitted at meetings, and the Council staff memo and Council actions would all be there at the planner's fingertips.

Planning Support Staff Professional Development

Training options are available within the City to raise the expertise of the support staff to the meet the expectations of planners and planning customers. Taking advantage of these opportunities needs to be a higher priority. The planners should expect assistance regarding editing, producing graphics, designing public information, finding information of the internet, and route applications to other departments. To this end, Citygate recommends the secretaries become efficient in the areas listed below.

Recommendation IV-12: **Develop a training program for all secretaries that includes: grammar; Accela; higher level of efficiency in using the internet; Microsoft Excel; Microsoft Publisher; Microsoft PowerPoint; file scanning and retrieval.**

STAFFING LEVEL

Citygate has concluded that the Planning-related secretaries are on overload, but the Housing and Zoning Code Enforcement secretaries (with the implementation of computers in the field for Code Enforcement inspectors) do not have a full load. Citygate found the secretaries worked well as a team, and amongst themselves adjusted to surges in workload by helping one another. As long as this teamwork continues, Citygate feels the secretarial staffing level is adequate to handle the increasing workload (subject to implementation of the recommendation below regarding minutes). If for some reason in the future, Code Enforcement is physically moved elsewhere, Citygate feels four of the secretaries should stay in Planning and two in Code Enforcement.

CUSTOMER HANDOUTS

The Planning Division provides information to the customer in the form of customer handouts explaining the review processes, what the requirements are, and who makes the decisions. These are very helpful and they are on the website as well.

These documents are important in understanding how the development process works, which impacts timeliness (for example, if any one of the required documents is not submitted, the application will not be reviewed). Educating the customer is the responsibility of staff and every effort should be made to accomplish this quickly and easily. If the customer understands the process and the various steps involved, they will be less likely to have false expectations for processing times and may even have more of an appreciation for the process.

Although there are handouts for the individual processes, there is nothing which describes the decision-making bodies' role, responsibilities, and what the applicant can expect at the meetings. Citygate recommends a booklet be developed which would include the items listed below.

Recommendation IV-13: **Prepare an overall guide that defines the roles of each of the decision-making bodies involved in the planning process.**

◆ Welcoming statement

◆ Map of the City with the various planning areas identified

◆ Frequently Asked Questions

◆ Descriptions of Permits and Planning processes

◆ Descriptions of boards and commissions involved in Community Development processes, e.g., Planning Commission, Historic Landmarks Commission, Board of Adjustment, community councils

◆ What happens once an application is submitted, e.g., a planner is assigned as a project manager and will coordinate the various agencies in the review process

◆ Telephone number of division offices in Community Development and other departments involved in the planning process and project reviews

◆ Hours of Operation.

Recommendation IV-14: **Systematically and routinely revise all planning forms and applications.**

According to the planners, the forms and procedures are out of date and could be improved to better explain requirements and to be user-friendlier.

The planners have completed the evaluation of all of their process flow charts and these will be available on the Accela system. In order for the customers to understand the development process, each process application should be include:

◆ Definition of the specific project review, e.g., conditional use

◆ A flow chart and description of the steps in that process

◆ What submittals are required along with the application form

◆ What decision-making body or staff approves the application, and when they meet

◆ What the applicant can expect at the meeting of the decision-making body

◆ Appeal options.

COMMUNITY OPEN HOUSES

These meetings have a dual role: (1) where development projects that need to be reviewed by community councils cross community council boundaries, the project can be presented at these meetings so those community councils may submit their recommendations to the Planning Commission; and (2) to identify issues to be addressed by upcoming zoning text amendments, master plan amendments, or zoning map changes.

The concern raised by the community is that the notices for these meetings do not provide enough information for them to determine whether to attend the meetings. Such information might provide bullet points such as:

◆ What is being proposed, e.g., a description of the development project

◆ How the proposal might affect you

◆ The area of the city it will impact, e.g., Yalecrest or city-wide.

In the case of text, plan or map amendments:

◆ What is the reason this change is being considered?

◆ What is expected to happen?

◆ What is the intent of the ordinance?

◆ What does it cover, e.g., as in conditional uses, it changes the criteria, uses allowed in each zone, definitions?

The public also has raised concern that the handouts are not available a week before the meeting so they can prepare for the meeting. These handouts should provide more detail than the notice (e.g., draft ordinance language) and be used as a "reaction document" to get the discussion going at the beginning of the meeting.

Lastly, the public has concern that no notes are taken of the meeting. Notes serve several purposes. For those who were unable to attend the meeting, it is a reference. For those who attend the meeting, it provides an understanding of what was discussed (It is not uncommon that after several weeks or months, individuals remember the meetings differently.). Finally, it comforts those who participated that their concerns were heard by the City.

Recommendation IV-15: **Clarify the purpose and expectations of the Open Houses and what the public can expect.**

DOCUMENT MANAGEMENT AND IMAGING

Handling hardcopy paper products is a considerable problem for development services agencies across the country. It is not uncommon for many stacks of papers to exist, pile by pile – sometimes in the nooks and crannies of departments, some in storage units off-site, and some in staff offices. Many agencies have utilized document imaging by organizing individual files, which are then uploaded into a computer system.

Such information would be available to City staff and may be eventually available to customers on the City's website. By providing this information online, it drastically cuts the amount of calls now coming to staff, and speeds up the time an applicant spends at the One-Stop Shop getting a permit.

At the present time, the Planning Division stores its files within the office, some downstairs in the One Stop Shop's vault, and in a storage facility off-site. The only files being scanned are the Board of Adjustment files (up to the 1960s). There appears to be no supervision of this process

as files were given to an outside vendor (Data Imagery, West Valley) in February 2007 and have not returned.

Of all the issues raised by the planners as a frustration in the internal working of the office, the filing system (or lack thereof) was mentioned by almost everyone. The problems are:

- The filing cabinets are scattered throughout the office, upstairs, and downstairs, in planners' cubicles.

- Filing cabinets are not labeled properly to know what is in them.

- One cannot find files beyond the last few years.

- Files themselves are in disarray and there is no consistent order within files.

- No standard for what should be included in the files nor a checklist list for what is actually in them.

- The folders are too small and do not fit oversized plans.

- No one is in charge of the file system or organizes them. There is no specific system so all planners use the same model and all similar files.

The objective of any document management system is to have:

- Consistent naming of files. These should be cross-referenced on Accela with petition number, address, development name.

- Files information is easy to find.

- A file protocol which ensures the same type of documents should be included in the files in the same order.

- Files folders are adequately sized and organized to find documents quickly.

- All contents of files be scanned and tied to Accela's document managing system and to electronic minutes on websites.

Recommendation IV-16: **Upgrade the Planning file system.**

This should include:

- All applications and plans received should be date stamped as part of beginning the public record.

- All file folders should have a consistent name, be color coded by type of application, and filed accordingly.

- Develop a file protocol for both hard copy files and electronic files (electronically, Accela can do most of this for you). For the hardcopy files, prepare a checklist of what items should be placed in the file and in what order. This checklist should be found at the front of the folder and all planners expected to certify the file is complete, i.e., the file include those items required in the checklist.

♦ Alternative filing systems should be explored. This system should be based on a color code system and could be movable, i.e., one turns a wheel and the cabinets move to expose a new row of files. These systems take up less room and are better organized than the existing system.

♦ The files, once they are ready for transmittal to the Council Office, should be scanned and an electronic version sent to the Council Office, Recorder, and others who usually receive them. This electronic version should be connected to the Accela data management system.

Recommendation IV-17:   **Prioritize the scanning planning files and other documents used to track the history of properties.**

Once the new scanner arrives, set up schedule to begin scanning in-house all active files and files that have been closed within the last 5 years. Relieving the secretaries of the need for detailed minutes will allow time to systematically scan these files and should be part of each secretary's performance plans.

Recommendation IV-18:   **Budget additional resources to contract scanning services for files before 2002.**

It is imperative that Salt Lake City Planning managers and elected officials put high priority on getting these data resources scanned and on Accela. As described in the Technology chapter of this report, Salt Lake City is quickly falling behind the electronic services expected by customers of major planning offices across the country.

In addition to meeting customer expectations, putting these resources on the computer will provide property histories for planners and other departments. This also speeds up the research planners must do and enhances the quality of staff memos. Examples of other data that needs to be scanned or the data transferred to Accela are: PAM system, card files, and Excel worksheets.

SPACE

The existing space in the Planning Division is inadequate in several respects:

♦ Inadequate meeting rooms to meet with customers, board and commission members, and staff coordination meetings.

♦ The view on entry into the Division is the back of cubicle walls.

♦ The Planner of the Day cubicle is small and barely fits a round table.

♦ Limited area to place files cabinets resulting in cabinets in a dozen different places within the Division, e.g., inside planner cubicles, upstairs.

Recommendation IV-19:   **Conduct a space analysis for all the planning-related functions.**

SECTION V—LONG RANGE PLANNING

COMPREHENSIVE PLANNING AND THE COMPREHENSIVE PLAN

Long Range Planning's responsibility is to facilitate the process by which the City's key stakeholders are brought together to determine the vision for the City and to recommend policies that guide the City step-by-step to realizing that vision. These policies may be reflected in a city's overall general plan (SLC does not have one), in specific land use elements (e.g., transportation, hillsides), in community plans, and plans that address specific areas (e.g., State Street). Typical objectives of plans are:

- ◆ To build consensus

- ◆ To establish a partnership among the key stakeholders

- ◆ To provide direction

- ◆ To provide choices

- ◆ To anticipate problems and address those problems comprehensively

- ◆ To take advantage of opportunities and not cut off options for the future

- ◆ To ensure consistency and fairness

- ◆ To protect the city in court.

Although Long Range Planning and Current Planning are two distinct functions, when the pressure is on Current Planning to keep up with applications reviews, Long Range planners are drawn into doing Current Planning projects and the Long Range Planning program is de-emphasized. This becomes counterproductive, as Long Range Planning can usually solve some of the problems Current Planning faces and relieve the current planners of the pressure to revise ordinances and do intensive level research on issues.

When the Planning Commission and staff do not have the time to step back and address problems, tensions build as staff, applicants, elected officials, and community councils face the same problems day after day with no resolution. The frequent moratoriums set by the City Council would not be necessary if there were a consistent Long Range Planning.

Long Range Planning are the "problem-solvers." As issues arise, the long range planners conduct research, write new ordinances, prepare amendments to the zoning ordinances, and smooth out the various planning processes. With little long range planning, the elected officials and planners will continue to be in reactive mode.

Finally, Long Range Planning should be working with other City departments to implement the plan policies, for example, CIP.

Recommendation V-1: **Reprioritize the Long Range Planning program.**

SALT LAKE CITY PLANNING DIVISION
MAIN POLICY DOCUMENTS/ PLANS

Plan	Adoption Date	Planning Community	Updates
Community Plans			
Avenues	1987	Avenues	
Capitol Hill	1999 2001 (major amendments)	Capitol Hill	
Central Community	2005		
East Bench	1987		
Northwest	1990	Northwest	
Northwest Quadrant		NWQ	In Progress
Sugar House	2001 2005 (major amendments)	Sugar House	
West Salt Lake	1995	West Salt Lake	In Progress
Downtown Master Plan	1995	Central Community	In Progress

Citywide			
Preservation Plan		Citywide	In Progress
Open Space Plan	1992	Citywide	Yes
Strategic Plan	1993	Citywide	
Futures Commission Report*	1998	Citywide	
Not officially adopted by Council but frequently used as reference document			

Non-Adopted Plans (date is when prepared - not officially adopted)			
State Street Plan	1990		
Holy Cross Medical Campus Master Plan	1993		
Jordan River Parkway Strategic Plan	1994		
Towards a Walkable Downtown	2000		
Library Block Plan	2001		

Plan	Adoption Date	Planning Community	Updates
Small Area Plans			
1300 East University District Area Plan	1991	Central Community	
Arcadia Heights/ Benchmark/H Rock Small Area Plan	1998	East Bench	
Beck Street Reclamation Framework and Foothill Area Plan	1999	Capitol Hill	
City Creek Canyon Plan	1986	Avenues	
Creating an Urban Neighborhood (Gateway)	1998	Central Community	
East Central Community Small Area Master Plan (9th & 9th)	1993	Central Community	
East Central Neighborhood Plan	December,1984 Addendum, 1990	Central Community	
East Downtown Plan	1990	Central Community	
Euclid Small Area Plan	Adopted 1984	West Salt Lake	In Process
Foothill Corridor Plan		East Bench	In Process
Gateway Specific Plan	1998	Central Community	
Jordan River / Airport Area Master Plan	January, 1992	Northwest	
Northpoint Small Area Plan	April, 2000	Northwest	
Rose Park Small Area Plan	September, 2001	Northwest	
Sugar House Business District Small Area Plan		Sugar House	On Hold
Sugar House Business District Strategies and Recommendations	1995	Sugar House	
Transportation Master Plan	July, 1996 Update 2006	Citywide	
Urban Design Element	1991	Citywide	
Visionary Gateway Plan	1994	Central Community	
West Capitol Hill Neighborhood Plan	July, 1996	Capitol Hill	
Westminster Small Area Plan		Sugar House	In Process

CITY GENERAL PLAN

Salt Lake City does not have an overall General Plan, but has adopted several plans that relate to the typical general plan elements. Utah State law requires "each municipality prepare and adopt a comprehensive, long-range general plan." The state law specifically **requires** the development of:

◆ A land use element

◆ A moderate housing element

◆ A transportation element.

It may also include:

◆ An environmental element

◆ A public services and facilities element showing general plans for sewage, water, waste disposal, drainage, public utilities, etc.

◆ A rehabilitation, redevelopment, and conservation element consisting of plans and programs for:

➢ Historic preservation

➢ The diminution or elimination of blight

➢ Redevelopment of land, including housing sites, business and industrial sites, and public building sites

◆ An economic development plan

◆ Any other type of plan the municipality feels important to include in the general plan.

As one can see by reviewing the existing plans (see charts above), Salt Lake City has been addressing these elements by specific plans rather one overall general plan. The community plans have provided the land use policies. The City has adopted transportation, open space, and urban design plans, and is in the process of preparing downtown, hillside, historic preservation, and riparian corridor plans.

Does the City need an overall general plan? Yes and no.

◆ The advantages of the existing approach are:

➢ A General Plan takes a lot of time to develop, when the City's focus is on reacting to specific concerns.

➢ The overall plan is evolving through developing its parts (elements) in greater detail than an overall general plan typically would, and that is a plus, rather than a minus.

◆ The dangers of doing it this way are:

➢ The City develops so many policies, there are too many to tract and this often results in conflicting policies.

- There are no citywide policies which serve as a framework, e.g., the City's commitment to all neighborhoods. As a result, policies that are desired and effective in one planning community may not be able to be used in another one if not included in the other community's plan.

- Doing all these specific plans takes a lot of time, and may delay much larger issues from getting resolved.

- Some ordinances (i.e., walkable communities) have no basis in policies for this program.

- Conflicting policies from plan to plan, e.g., economic development and historic preservation.

Citygate Associates does not make any recommendation as to whether Salt Lake City should or should not pursue preparation of an overall general plan.

COMMUNITY PLANS

In 2005, the Planning Commission and City Council came to a consensus on a standardized format for community master plans. The outline below was approved with the understanding that all community plans would include these elements, but additional topics could be included based on the desires of the individual communities for which the plans are being developed.

- ◆ **Background and Introduction:** Define the planning area and purpose of the plan

- ◆ **Planning Context:** Outline of the planning process and identification of stakeholders and partners, and definition of a public involvement strategy.

- ◆ **Vision Statement:** A concise description of how the area is to develop.

- ◆ **Assessment:** An inventory and analysis of existing conditions and emerging issues in the following areas:

  - Demographic Trends

  - Environmental Attributes

  - Land Use and Zoning

  - Housing

  - Transportation/Mobility

  - Economic Activity

  - Historic, architectural and Landscape Resources

  - Arts and Culture

- ◆ **Plan Recommendations:** The community's plan recommendations should include (1) Concept land use plans for the area; (2) Plan recommendation in the form of goals and objectives, issue identification and resolution; and (3) Civic responsibilities.

◆ **Plan Implementation:** The plan must have or create an implementation program to achieve plan recommendations. The program should include priorities and suggest regulatory changes, public infrastructure, and any public/private partnership that need to be considered and used to achieve plan recommendations.

Mayor Becker has prioritized the update of all community plans within the next five years. If the City Council concurs, Citygate's recommendations are to first:

Recommendation V-2: **Develop guiding principles, the commitment of the City to all neighborhoods, before beginning the process to update community plans.**

Recommendation V-3: **Establish a realistic schedule for the update of community plans and provide resources to ensure development of those plans by the delivery dates.**

Importance of Momentum

If done well, Long Range Planning can generate much excitement in a community. (It is often easier to discuss vision and concepts than details of specific planning projects.). This excitement steamrolls and creates a momentum of its own. That is, consensus is established among all the stakeholders as to what needs to be accomplished, everyone feels ownership in the plan and they work together to implement it.

Indeed it is not uncommon that a plan is realized in thirds: the first 1/3 gets implemented when the stakeholders sit down with one another and identify concerns and discuss possible solutions, 1/3 is realized when the plan and the accompanying ordinances implementing that plan are adopted by the City Council, and the last 1/3, the hardest, happens when budgets (e.g., CIP) are approved or as the City works with other entities to implement their policies (e.g., state and regional governments, other cities).

Once started, if plans are delayed or set aside because others issues take priority, the momentum may be lost and the effectiveness of the plans is lessened. An example is the Euclid Community Plan. During the planning process in this area, the consultants recommended an additional section to this plan and officials applied for a Federal grant to fund it. This plan began three years ago and is now anticipated to be adopted by July 2008. Another example is the Downtown Transportation Plan, which has been completed but awaits the overall Downtown Plan in order to adopt it.

When the momentum is stalled, it places the planners in a predicament that in order to keep faith with the community who developed the plan, the planner uses the "draft" plan as the basis for recommendations in their staff memos. Citygate feels this is a dangerous practice, as these cannot be assumed to be City policies until the City Council has formerly adopted them.

Recommendation V-4: **Do not use draft plans as guidance until they are formally adopted.**

It rests upon the planning managers to ensure the momentum is maintained, to be alert to any delays that might arise, and to remove the impediments to their adoption.

Consistency of Community Plans with Existing Zoning Maps

One of the strongest tools used to implement plans are the zoning ordinances and zoning map. Historically, Salt Lake City community plans were adopted, but the zoning maps for those areas were not changed to be in accord with those plans. Consequently, the zoning ordinances allow more intense uses and/or zoning requirements than envisioned in the plans and may not reflect existing developments in the area. In order not to address this situation, Citygate recommends that the City elected officials and planning managers:

Recommendations V-5: **Ensure the zoning map and regulations are in accord with the community plans when the new plans are adopted.**

PLANS AVAILABILITY

Several of those interviewed expressed concern that the plans that have been adopted, particularly very dated ones, are not readily available in the Planning Office or online. These should be scanned and placed on Accela so they are available to all planners and other City employees and eventually available on the City's website.

Recommendation V-6: **Scan all adopted plans and place them on the internet and intranet.**

STAFFING LEVEL

If the Mayor's direction is to update all community plans within five years, and because Citygate's recommendation that the Long Range Planning program have more emphasis as problem solvers (e.g., new ordinances and studies), there may be a need to increase staff in this area. At this time, it is difficult to determine staffing level here until the Citygate recommendations for reorganization and focus in program areas is realized. Our recommendation is to re-evaluate the need for staff increases next year.

SECTION VI—HISTORIC PRESERVATION

What people have built, how they used what they built, and how they have changed the landscape are all part of a city's history. Buildings are a part of the community that makes it the way it is. They reflect its character and neighborhood identity. As a consequence, each neighborhood tends to reflect a certain style – historically, architecturally, and culturally. Because of its place in the neighborhood's identity, the exterior of the building tends to be of general concern to the community to a greater extent than the interior. The interior contains current, active uses, which are private, while the outside of the structure is public and is regulated. To continue to be a vital part of the community, historic buildings must be adapted to new lives without giving up their old and significant identities.

GENERAL PURPOSES OF THE HISTORIC LANDMARKS COMMISSION

According to the City's ordinances, the purposes of the Historic Landmark Commission are to:

◆   Preserve buildings and related structures of historic and architectural significance as part of the city's most important cultural, educational and economic assets;

◆   Encourage proper development and utilization of lands and areas adjacent to historical areas and to encourage complementary, contemporary design historic landmarks for tourists and visitors;

◆   Safeguard the heritage of the City by providing for the protection of landmarks representing significant elements of its history;

◆   Promote the private and public use of landmarks and the historical areas within the historic preservation overlay district for the education, prosperity and general welfare of the people;

◆   Increase public awareness of the value of historic, cultural and architectural preservation;

◆   Recommend design standards pertaining to the protection of historic preservation overlay districts and landmark sites.

The Historic Landmark Commission (HLC) reviews all applications for landmark sites, demolition, relocation, and new construction within locally-designated historic districts. They do not review interior work or exterior paint color, only exterior alterations. Examples of what is reviewed are: additions, garages, window, siding, roofs, porches and decks, doors, fences and walls, landscaping, architectural details, awnings, signs, and seismic design. All items before the HLC are treated as public hearings

Designation of historic resources is to the Salt Lake City Register of Cultural Resources or the National Register of Historic Places. They may be designated as an individual building or as a district.

As part of the application review process, the HLC has delegated to the Planning staff the authority to do administrative reviews. The Administrative reviews relate to smaller projects, such as window replacement, garages, and additions that are smaller than 50 percent of the square footage of the footprint of the house.

CITYGATE ASSOCIATES, LLC

In the interviews with Citygate, the following issues were raised:

◆ **Appointments to the Commission.** The City's website indicates that the Historic Landmarks Commission consists of 9-15 members. At present, there are seven. The desired number has not been defined, but it may determine how the Commission chooses to conduct its business. Planning staff indicates that it has been difficult to find individuals who wish to serve on the Commission, and in their opinion, at least nine members are needed for the Commission to operate well.

◆ **Commission training.** This was a very strong concern of the Commissioners, particularly the newer members. Historic preservation has a very different approach and vocabulary than zoning.

➢ For the new member, it is impossible to feel confident making decisions when they do not receive training on what the purpose of preservation is, what the differences are between national and local registers, and what the theory is behind the design guidelines.

➢ Other concerns related to:

• What is our role – Regulator? Advocates? Both?

• Should we do more to promote historic preservation?

• Are there other programs we could pursue? Funding?

◆ **Economic Hardship Panel.** The interviewees (both on the Commission and others interacting with them) questioned the use of an Economic Hardship Panel. Consideration of economic hardship appears in most historic preservation ordinances, but most rely on the HLC to make that determination.

◆ **General Guidelines.** Several of the applicants questioned why HLC uses guidelines rather than detailed regulations. They felt that Landmarks process was more cumbersome, takes too much time, the guidelines are ambiguous and the Commission lacks a consistency in their findings.

For those who work mostly with zoning ordinances, the preservation guidelines are more general in nature. The City has adopted Design Guidelines for Residential Historic Districts, which reflect the foundation set by the Secretary of Interior Standards for Rehabilitation utilized nationally as the recognized approach to historic preservation. These guidelines are meant to be general in nature in order to deal with structures and styles spanning over a hundred and fifty years. They outline various architectural styles and key character-defining features of a building.

At the same time, the lack of a consistent vision (i.e., no preservation plan) and turnover in commissioners and staff can lead to inconsistency in applying these guidelines. The development community needs more predictability in the process.

◆ **Staff/Commission relationship.** Some expressed confusion where the staff administrative reviews end and the Commission begins. Like some many other areas described in this report, this is another area that needs clearly defined expectations of what the Commission intends the staff to handle and what authority they wish to delegate.

◆ **Delays.** Customers of the HLC expressed frustration that their projects would be tabled for a month without any explanation as to why and what information the commission needed to make a decision. These delays often cause the applicants to have to re-bid their projects, which then costs them more. It is prudent for the Commission to state their reasons before tabling any agenda item so everyone knows what to expect.

HISTORIC PRESERVATION PLAN

At the present time, a Salt Lake City Preservation Plan is being developed by Clarion Associates, the Salt Lake City Historic Landmarks Commission and an advisory committee established to assist in the development of the Plan. These groups have been holding workshops over the last several months. Citygate was provided notes from these workshops and some of the background materials prepared by Clarion Associates.

The key objectives for the plan (as outlined by Clarion Associates) are:

◆ Define citywide vision for historic preservation

◆ Establish a set of historic preservation goals to work with other City master plan goals and land use tools

◆ Review and make recommendation on district boundaries, future surveys, and regulatory changes

◆ Set an implementation "Action Plan" with clear priorities.

From the materials provided, Citygate is comfortable that the preservation plan will address the issues of consistency, design guidelines, economic hardship, and policy guidance needed for all stakeholders to know what to expect.

Staffing Level

Like Long Range Planning, it is difficult at this time to determine staffing level need for the HLC until Citygate's other recommendations for reorganization and focus in program areas are realized. Our recommendation is to re-evaluate the need for staff increases next year.

Clearly, if the City designates future districts in response to the reconnaissance and intensive level surveys now being conducted, the number of staff will need to be increased.

(*Note:* Reconnaissance surveys describe the basic architecture of the building; intensive level surveys do that plus research the history of each building.)

SECTION VII—CURRENT PLANNING

Much of the workload in the Planning Division is focused on reviewing development plans for compliance with zoning and subdivision ordinance, providing assistance to the public regarding current development projects and zoning questions, and reviewing and updating development processes. Often referred to as current planning (as opposed to Long Range Planning), these functions are divided into Zoning Administration and Development Services.

WORKLOAD

The Planning Division workload appears on the next page. It reflects a revitalizing city with some new growth (e.g., subdivisions), but most activities relate to existing developments and structures, which are in transition (e.g., changes in conditional uses, additions to existing buildings, alley closures).

THE ZONING AND SUBDIVISION ORDINANCES

Revised in 1995, the Salt Lake City Zoning Ordinance has forty zoning districts and 10 overlay zones. The City also has a separate Subdivision Ordinance. Once the City adopts any ordinance, the ordinance must be amended on a continuing basis to work out any problems, for example, confusing passages, inconsistencies between chapters, requirements that do not result in the desired outcomes. If done thoughtfully, these documents evolve into a strong implementation tool for planning policies.

In Salt Lake City's case, the zoning ordinances standards and guidelines are unclear and there are conflicting passages between chapters. The planning staff has been under such pressure for so long, the amendments have often been done in reactive mode, which does not always allow for adequate research or thinking time. As a result, these amendments are infrequent and piecemeal, which have lead to inconsistencies within the document or delay in addressing concerns and problems all stakeholders know exist in the ordinances.

An example of this dysfunction is the various infill ordinances. Many stakeholders expressed to Citygate they knew the week after the ordinances were adopted that there were problems. The City has faced endless challenges in implementing these ordinances and yet no one knows when they will finally be amended. The Council, under pressure of moratorium deadlines and knowing more needs to be done with proposed ordinances, seeks ways to put the ordinance in place before the deadlines, and then wants to revisit the ordinance to address certain concerns. They do not know, however, how long it will take to go through the whole process again for these amendments. To address this concern and those of the community councils, Citygate recommends that:

Recommendation VII-1: **Twice yearly, prepare amendments to the ordinances.**

TYPES OF CURRENT PLANNING PROCESSES

Planning Commission	Board of Adjustment
Infill	Administrative Interpretation
Administrative Decision – Subdivision	Alternate Parking
Alley Vacation	Determination of Nonconforming Use
Annexation	Home Daycare or Preschool
Boundary Adjustment	Newspaper Dispense
Conditional Use	Outside Dining
Conditional Design Review	Request for Rebuild
Final Plat Approval	Routine and Uncontested
Master Plan	Routine and Uncontested Home Occupation
Master Plan Amendment	Special Exception
Planned Development	Variance
Planned Development – Conditional Use	
Preliminary Condominium	
Preliminary Subdivision – Foothill	**Historic Landmarks Commission**
Preliminary Subdivision – Foothill Amend	Certificate of Appropriateness
Preliminary Subdivision – Minor	Demolition of Contributing Building
Routine and Uncontested – Lot Line	Demolition of Non-contributing Bldg
Revocation	Economic Hardship
Street Closure	Major Alterations or Minor Construction
Street Name Change	New Construction
Subdivision Amendment	Relocation
Subdivision Vacation	Sign Approval
Zoning Ordinance Amendment	
Zoning Map Amendment	

GENERAL PLANNING PROJECTS

Project Type	2007 (through 11/30/07)	2006	2005	2004	2003	2002
CDR	0	1	NA	NA	NA	NA
MPa	3	9	7	4	3	4
Conditional Uses	31	31	30	58	36	44
Rezonings	4	11	16	11	11	8
Text Change	5	11	19	11	12	9
Subdivisions	6	16	14	10	10	27
Annexations	0	1	0	2	1	0
Street/ Alley Closure	8	5	5	11	7	3
Surplus	1	1	3	3	2	1
Subtotal	58	86	94	110	82	96
Conveyance Matters	NA	52	41	32	57	NA
Total PC Projects	58	138	135	142	139	96
Administrative Hearings						
Compatible Infill	2	11	NA	NA	NA	NA
Condominiums	33	21	10	2	11	9
Subdivisions	31	38	23	17	22	23
Conditional Uses	9	9	8	3	9	3
Total Admin Projects	75	79	41	22	42	35
Total General Planning Projects	**133**	**217**	**176**	**164**	**181**	**131**

There needs to be a greater emphasis on Long Range Planning being the problem-solvers. As such, Long Range Planning should have as part of its responsibilities to facilitate discussions among the planning teams to identify issues and formulate recommendations regarding ordinance amendments on an ongoing basis. The expectation that amendments will be presented twice a year (say February/August) will require the planning staff to tag issues as they are identified and to prepare amendments for the decisionmakers in a timely manner. In this way, problems are addressed and the frustration of stakeholders that nothing ever gets resolved is alleviated.

In order for this to be effective, the twice a year amendment process needs to be seen as imperative, not just as something that might be helpful. The elected officials, Planning Commission and community must have some idea when they might expect a response to their concerns.

Use of Moratoriums

Citygate attended a planning commission meeting where three moratoriums were on the agenda. **This seems to be an excessive use of this tool, and it is not good planning.** Because the six month period must include the planning commission and City Council hearing times, it gives little time for the planning staff to research and explore various avenues of information, obtain meaningful stakeholder input, and form conclusions in a reasoned way.

Recommendation VII-2:   Minimize the use of moratoriums.

If moratoriums are to be used, there needs to be a well-defined process when using them. This process should include:

- ◆ A concise statement of the issues to be addressed in the ordinances developed during this period.

- ◆ How applications in the review will be handled, e.g., vested rights.

- ◆ Legal opinions, when requested, should be received before the moratorium is imposed, e.g., Can the Community Development Director impose an administrative moratorium?

- ◆ How will community stakeholders have input into the process.

ZONING ADMINISTRATOR AND ADMINISTRATIVE HEARINGS

In order to make the existing ordinances work, the Board of Adjustment has delegated to the planning staff the responsibility of interpreting the zoning ordinances. Interpretations define what is meant by the code. For example, a use may not be listed in the matrix of uses, but it is similar to what is allowed in that zone; therefore, it is approved because it is determined to be equal to the uses allowed. These may become quite numerous, and they may become difficult to track.

Over time, by custom or tradition, there have evolved a lengthy list of "special exceptions," which are used to make the ordinances work, but are not themselves listed in the ordinance. The Zoning Administrator, whose job it is to administer and interpret the code, is put in the position of having to provide "interpretations" regarding these special exceptions. These determinations are subject to appeal. The interpretations are posted on the City's website and copies sent to the One Stop Shop, the planning managers and community council chairs. Anyone wanting to take issue with the determination is given 30 days to do so. If they choose to contest the interpretation, the matter goes to Administrative Hearing, which means it is appealed to the Zoning Administrator's Supervisor.

As a greater number were handled administratively, these interpretations became a concern of the community councils who feel there is too much being "hidden." The community council

representatives requested that these interpretations be more "transparent" and the Planning Division responded by putting the interpretations on the website.

Recommendation VII-3: **Zoning interpretations should be documented as required by City ordinances.**

In response to the community's concerns with special exceptions, the planners have reviewed a list of these exceptions and will be recommending which of these exceptions necessitate an amendment to the zoning ordinances, which should go to the Board of Adjustments, and which are straightforward enough that the staff will make the determinations. Citygate feels this is a reasonable approach to these concerns and is more in line with what other cities are doing.

Appeal of Zoning Interpretations

A citizen raised a question with Citygate regarding whether the appeals to the Board of Adjustment of zoning interpretations was unfair as the Board is trained by the planners and they often agree with whatever the planners say. The **citizen** asked if an outside entity should do **appeals.**

The **Standard Model Zoning Act** of 1922 laid the foundation for zoning. Zoning ordinances set common requirements by district in order to be fair to all within the district. At the same time, there are pieces of land which are unusual and unable to meet these requirements. A board of adjustment was provided in this Act as a "safety valve" to address these properties. This Act also recognized the importance of involving independent citizen groups to make decisions or recommendations to the City Council, e.g., planning commission. The Board of Adjustment is that independent body for appeals. If further appeal is desired, state law indicates the next step is to the district courts.

The way to address any perceived unfairness would be to ensure these boards and commissions received adequate training and are knowledgeable of their options. This type of training could come from: attendance at the American Planning Association conferences; the Utah Risk Management Mutual Association (URMMA); a land use law attorney (either the City's or outside); and publications.

It would be unwise for the City to set up anyone as a hearing officer for this purpose as someone who knows little or nothing about the City's **ordinances,** land use law, or state planning law would wreak havoc and it would not solve the most frequently mentioned concerns about how planning is performed in Salt Lake City.

Administrative Hearings

Several years ago, the planners were instructed by the Mayor and management to streamline the planning process and get projects through faster by determining what applications could be handled at the administrative level. The first deals with infill issues, the routine and uncontested, and special exceptions. The authority is given to the staff by the Board of Adjustment, and any appeals from these hearings go to the Board. An appeal from the Board of Adjustment decision goes to the district court (as provided by State law).

The second type of administrative hearing deals with items delegated to the staff by the Planning Commission (e.g., subdivision, condo conversions) and appeals from these hearings go to the

Commission. The appeal of the Planning Commission decision goes to the Land Use Appeals Board.

The following table lists the number of such actions taken by the Zoning Administrator in the last few years:

ZONING ADMINISTRATION

Project Type	2007 (through 11/30/07)	2006	2005	2004	2003	2002
Variance	12	16	14	8	8	8
Special Exceptions	22	25	34	31	26	31
Appeal of Interpretation	2	8	5	2	4	2
ZA Routine & Uncontested	242	228	184	147	119	147
Rebuild	138	140	212	209	214	89
Admin Interpretations	10	16	23	17	25	16
Total ZA Projects	**426**	**433**	**472**	**414**	**396**	**293**

DEVELOPMENT REVIEW PROCESS

Each of the development review processes have been reviewed by the Planning staff within recent months. An example of conditional use process is shown on the following page. The planners worked as a team to review every process and question each step to ensure that each is still necessary. As part of this process, they also considered how to enhance customer services, e.g., how to keep applicant notified, when notices needed to go to the community councils. These process reviews are the foundation for revising their written procedures and preparing customer information handouts on these processes.

Steps in the Review Process

The steps in the development review process are described below:

◆ Applications are submitted in the Planning Office. One secretary is assigned to log in the application and to receive fees. The planners will review the application to "deem it complete."

◆ Once the application is deemed complete, the Development Services supervisor makes the assignment to a planner. In doing so, the supervisor considers each planner's expertise, experience, and present workload.

◆ The planner will send the application out to the other project reviewing departments and they are expected to respond within two weeks.

◆ For subdivision and other projects, the project may then go for administrative hearing.

Conditional Use

2

App to Applicant

Application Intake

↓

Staff Assignment

↓

Intake Review ← Green Card ◁ ✉

Copies Sent

↓

Planning Dept Review	**PU Dept Review**	**Zoning Review**	**Building Review**	**Eng Dept Review**	**Trans Dept Review**	**Fire Code Review**	**Police Dept Review**	**Other Dept Review**

↓

🔔 ←14 Day Notice← **Community Open House** ← **Community Council Review** ←Request→ 🔔

↓

10 Day Post 14 Day Notice 🔔

Report — **Staff Review And Report** ←————— Remanded

├─ Admin Hearing ─ Plan Hearing ─┤

Administrative Hearing —Denied→ **Planning Commission Hearing** —Appeal→ **L.U.A.B** —Appeal→ **District Court**

—Approved—

Copies Sent — **Findings and Order Prepared and Recorded**

Building Service / CD / Community Council Chair / Council Member / Post to Web

↓

Condition

Close or sign Building Permit ←————— Decision

Expiration Date

[calendar]

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If the project is legislative in nature (e.g., rezoning, annexation, text or plan amendments) or are major items, such as conditional uses and planned development, the planner will:

◆ Distribute copies of the applications and documents to the other departments and agencies for review. These entities have two weeks to review the plans and return their comments to the Planning staff. These comments are included in the Planning Staff reports prepared for the Planning Commission.

◆ Conduct a review of the applications to ensure it meets all plans and regulations.

◆ Send notices to the Community Councils asking them if they wish to comment on the project. If they do, it could take weeks or months to get scheduled before them.

◆ Prepare the staff memo once the comments from the community councils and other departments are returned, and schedules the project for the Planning Commission meeting.

◆ The Planning Commission reviews the project, and may approve or deny it, or may table it and asked for further information.

◆ Once the Planning Commission reviews it, prepare a transmittal letter, which is reviewed by the Planning and Community Development Directors.

◆ Once they have approved the transmittal letter, send it to the Mayor for review and then on to the City Council.

◆ The Council may ask for a briefing on the project and raise other issues they wish researched. When they are ready, the project is scheduled for the Council meeting.

The timeframe varies depending on the amount of time it takes the planners to review the project if they are on overload, the time it takes for community councils to respond with their recommendations, and/or the time the City Council takes to do their research before scheduling their public hearings. At the present time, the planners tell applicants that it take eight months to a year to get a rezoning approved, and 4 to 6 months for subdivision.

Recommendation VII-4: **Once the Planner of the Day system is eliminated, intake all applications at the One Stop Shop.**

Citygate has recommended earlier in this report that all applications be taken in at the One Stop Shop once the two planning positions are added there, the Buzz Center is created, and the Planner of the Day system is eliminated.

Recommendation VII-5: **Require all discretionary applications be accompanied by electronic copies of all materials submitted.**

By having electronic copies, the planning staff can quickly disseminate these materials to other departments for review, provide them on the website along with staff memos and community council recommendation, and save a step at the end of the review process when the entire file on the project is scanned onto the Accela-compatible document management software.

Recommendation VII-6: **When the Division receives applications from One Stop Shop, support staff should enter the electronic copies into Accela and prepare planning project file.**

The secretaries, not the planner, should have the responsibility for ensuring the filing system and the initial setup is done properly.

Pre-submittal Meetings

Going to the One Stop Shop can be very helpful for first-time customers; it often is not enough for the seasoned developer. Pre-submittal meetings can provide answers to more in-depth questions, minimize misunderstandings, and resolve difficulties between the applicant and the staff before expensive plans are submitted. The result is a smoother, faster processing of applications. This service is provided by the planning staff at the request of the applicants or is offered by the planners when it appears the applicants have a multitude of questions and is in more need of consultation than Planner of the Day interactions provide. These meetings are held once a week.

Recommendation VII-7: **Notes from the pre-submittal meetings should be entered into Accela and a copy sent to applicant.**

The objectives of these meetings and the importance of having a record of the discussion should be outlined for employees to ensure consistency when responding to customers.

PROJECT MANAGEMENT SYSTEM

Project or Case Management is defined as designating the planner to each project as responsible for handling an application from the beginning of the development review process until completion of the approval process, and in some cases, through construction.

In the Salt Lake City Planning Division, a project manager is assigned to each project. The principal planners indicated they try to assign the same planner from preliminary review application to final construction, yet complaints are still expressed by the customer interviews that the applicant, not the staff, has to manage projects by constantly calling the individual departments to determine the project status.

Citygate recommends all projects be assigned a planner as a Project Manager and this planner should be charged with the responsibility to shepherd the application through the entire planning review process. (The Development Review Coordinator in Building Services would then see the project through the permitting and construction process.)

The Project Manager would be given the authority to take the initiative to:

◆ Outline for the applicant the sequence of steps in the approval process, estimated timeline, and any issues the project manager can identify upfront.

◆ Keep the applicant informed on a proactive basis.

◆ Assist the applicant in developing a complete application.

◆ Keep track of the application as it moves through the complex review process.

◆　　Move the application along throughout the process by identifying and resolving issues as they arise, irrespective of the program or department in which the application confronts an obstacle.

◆　　Establish and maintain credible working relationships with staff and managers in other departments and divisions involved in project reviews.

◆　　Keep managers informed with regard to assistance that is needed to resolve issues in a timely manner.

◆　　Deliver "Unanticipated Service" to the applicant (see below).

◆　　Serve as the primary contact for those members of the public, City staff, and the decision makers seeking information regarding the application and the project.

Recommendation VII-8: **Ensure an effective Project Management Approach for project review.**

The managers and supervisors provide effective project management by ensuring each planner incorporates the objectives listed above.

The Planning Division has recently begun a "Project Review Meeting," held once a week, for planners to meet with senior planning staff and the director to discuss their projects and receive input. Newer planners are invited as well, so they can get exposed to the various issues that arise when reviewing projects. Citygate feels these types of meetings will enhance the work product not only of the individual planner, but of the planners as a whole as it provides an opportunity to evolve a consistent and well-thought out philosophy toward project reviews, and is one more instance where the planners continue to work as a team.

MANAGEMENT INFORMATION AND PERFORMANCE MEASURES

Turnaround Time

Stakeholder interviews raised concern about the time it takes to get through the system. It appears to Citygate that it does take longer to get through the system than in most cities. This is partly due to the greater number of participants in the planning process (e.g., community councils). For legislative-related matters, the Council review time also is longer. These are matters that the planners cannot control.

At the same time, the planning managers have not given any guidelines to staff regarding turnaround times (or what others refer to as *cycle times*). Without such measures, the urgency of the applicants cannot be appreciated nor addressed.

Unlike Utah, most western states have imposed project turnaround times, e.g., California imposes a 30-day limit on deeming an application complete, and 90 days for project review.

Utah State law indicates that, "…after a reasonable period of time to allow the city diligently to evaluate whether all objective ordinance-based application criteria have been met, and if application fees have been paid, the applicant may in writing request that the municipality provide a written determination either that the application is complete for the purposes of allowing subsequent, substantive land use authority review or it is not. After a reasonable period

of time to allow the land use authority to consider an application, the applicant may in writing request that the land use authority take final action within 45 days from date of service of the written request."

If a developer chooses to follow these options, then development reviews must be done within 90 days.

This provision is important to ensure timely review of applications. Utah is heading where most of the western states have been in setting cycle times (turnaround) for development reviews.

In order to ensure timely review of projects, there needs to be effective performance measures to monitor turnaround times. Most agencies collect a high level of data, but few agencies use this data in an effective manner to evaluate service delivery that is directly related to the customer. Most agencies collect the following data:

- ◆ Revenues generated by the department
- ◆ Expenditures made by the department
- ◆ Development applications processed by the department
- ◆ Building permits issued by the department
- ◆ Plan checks conducted by the department.

In addition, it is common for agencies to track service requests from elected officials, customer phone inquiries and code enforcement actions.

Progressive agencies use performance measures that are designed to efficiently and effectively address customer satisfaction. Few customers are concerned about the revenues and expenditures made by the Department or the number of development permits that have been processed in a given year. On the other hand, our experience indicates, and the data Citygate gathers confirms, that community development department customers care most about the following:

- ◆ Timely processing
- ◆ Predictability
- ◆ Clear development standards
- ◆ Accurate and accessible information
- ◆ Justifiable fees.

Developers rarely applaud the level of fees in any jurisdiction, but they will tolerate reasonable fees, and often even tolerate high fees, if their applications are processed quickly and in a clear, consistent, and predictable manner. As a rule, applicants will even tolerate some lack of clarity and inconsistency as long as their application is handled in an expeditious manner. Truly, time is money to most applicants.

Conversely, small project applicants are very fee sensitive. Because they are less experienced then professional land developers, "Mom and Pop" applicants often view land use requirements as unclear and confusing, if not overwhelming. It is common for small applicants to be

undercapitalized and to have not provided sufficient resources in their limited budgets to absorb large unexpected fees. On the other hand, because they do not have large land holding costs and expensive overhead to maintain, processing time is less of a concern to the small, one-time, applicant.

Presently, the Salt Lake City Current Planning section does not have any standards for turnaround times. The Current Planning Deputy Director indicates that the project is reviewed and then is scheduled when it is ready. **To meet the expectations of the City's customers and elected officials, these turnaround times need to be measured, monitored, and used to make management decisions and to alert managers where there may be roadblocks.** Citygate is recommending performance measures that can easily be tracked in the new Accela computer program.

Recommendation VII-9: **Institute effective performance measures that relate directly to customer satisfaction with regard to timeliness and clarity.**

The new Accela computer system will provide reports to planning managers and applicants at each step of the process. Examples include what issues have been raised, where each project is in the review process, what documents are still missing, when an approval was given and on what conditions, comments and requirements expressed by other divisions and departments, etc.

The data that is needed in Accela to provide such a foundation include:

◆ When the application was submitted and when it was assigned to the project manager (planner).

◆ How many re-submittals are required before an application is deemed complete and the reasons those applications were incomplete.

◆ When copies of the applications were sent to other divisions or departments for review and when the comments from these entities were received.

◆ When the applicant was notified that additional information is needed, and when that information received by the planning office.

◆ How many hours it took to review the project by the planning staff.

Such information provides reports which help managers and supervisors to:

◆ Determine how long it takes to get a project through the process and how that compares with other governmental entities.

◆ Identify problems and investigate why project reviews do not meet cycle times.

◆ Receive weekly status reports, including a list of projects which are overdue for scheduling Planning Commission consideration.

◆ Establish and monitor performance measures.

◆ Know all the activities going on in the Planning Divisions.

◆ Make judgments regarding appropriate staffing levels.

By logging in all aspects of planning reviews, the managers and elected officials can identify where the bottlenecks in the system are. It also allows the basis upon which to set reasonable performance standards for staff.

The focus of this data is on project reviews and establishing performance measures. Given the State law, performance measure for development review approximate 90 days. The management team should hold this as the standard and use Accela data to test it. The managers also should be identifying other performance standards related to customer service.

RELATIONSHIPS WITH OTHER DEPARTMENTS

The various departments involved in the development review process work together in several ways.

◆ Once the applications have been submitted, the planner distributes the applications to other departments for review. The departments are expected to get their comments returned to planning within two weeks.

◆ Development Review Committee.

Development Review Team (DRT)

This program provides the customer the opportunity to meet with those who may review their applications and ask whatever questions they may have. It also increases the dialog between the development review professionals as they work together to address concerns and resolve problems.

In Salt Lake City, the Development Review Team consists of representatives from various departments (Public Utilities, Fire, Transportation, Engineering, Building, Planning, and on occasion, Police). They meet Monday through Friday, for 1½ hours, during which time they schedule three applications to review for ½ hour each (this can be extended if need be).

This team is mostly comprised of experienced staff below the management level, e.g., senior zoning plans examiner. They answer the nuts and bolt questions the applicant might have.

Recommendation VII-10: **Restrict DRT reviews to those who have submitted applications.**

Some of the applications reviewed in the DRT are not yet submitted, and the applicant wants to talk with a multidisciplinary team before the applications are submitted. This defeats the purpose of this team, which is to give more in-depth assistance to an applicant. Instead, with pre-applicants, it becomes an exploratory session that is better handled by permit technicians or in what the staff is proposing as a "buzz center," rather than drawing senior level staff in to discuss basic development questions.

Because of the general nature of what is reviewed at DRT, the planners only attend when they have specific projects upon which they would or the applicant would like comments before staff memos are written. Otherwise, they are not attending regularly. There should be a planner

attending these meeting. Citygate is recommending an intake planner for the One-Stop Shop. **This person should be required to attend the DRT meetings.**

Outline of Expectations for Interdisciplinary Reviews

Recommendation VII-11: **Prepare an outline of expectations for those departments reviewing project applications.**

As in other areas of this report, there is a need for managers of these several departments to outline expectations for their staffs as to what they can expect of one another. As a first step, the following areas should be addressed:

◆ Treat one another as part of the same team.

◆ Set turnaround times on development reviews and how those comments will be presented in the planner's staff memo.

◆ How and when the planner will alert the other departmental representatives of the issues which may be raised at a Planning Commission or City Council meeting.

◆ How to gain ready access to the key staff they need to talk to.

◆ Return telephone calls preferably the same day or at least within 24 hours.

◆ When and how to work through frustrations as they arise, e.g., projects get stalled on one person's desk, recording subdivision plats within a reasonable amount of time.

◆ How Accela will allow each division to track projects so all know where a project is and comments from each department are available to avoid contradictory requirements.

Meet and Greet

It was suggested to Citygate that since there has been a great deal of turnover in Planning, it would be helpful to have a "Meet and Greet" event where the staffs could intermingle and talk with each other face-to-face.

UNANTICIPATED SERVICE PROGRAM

Recommendation VII-12: **Institute an "Unanticipated Service" program.**

Instituting an "Unanticipated Service" program in the Planning area, and throughout the Department, is likely to be the single most effective approach to increasing customer satisfaction and reducing complaints from applicants.

The Department's customers are often frustrated by their inability to obtain reliable and timely information about the status of their applications. This frustration, Citygate believes, only adds fuel to customers' concerns about other aspects of the development review and permitting process. In our experience, when applicants are kept informed, they are less likely to assume the worst. Conversely, when applicants are not kept informed, they assume the worst with regard to

what is happening to their applications and their project. It is axiomatic that in the absence of information, people "fill in the blank" with negative perceptions. This negative perception can take hold and be very difficult to reverse, irrespective of a public agency's efforts to improve systems and procedures.

The principle of "Unanticipated Service" is a simple one:

"Customer satisfaction increases most dramatically when a customer receives a service they did not expect."

Examples of how it could be used in Planning include the following:

◆ The Planning Director sends a personal letter to the Division's most active applicants and consultants, describing to them improvements and changes that are underway in the Division.

◆ The planner assigned as Project Manager calls applicants of larger projects at least every other Friday to let them know the status of their application and to identify and discuss how issues can best be resolved in a mutually satisfactory manner. The applicant is also asked if he or she has any concerns regarding the application's status.

◆ The developer receives a letter from the Project Manager assigned to that project at the conclusion of the hearing wherein he or she is asked how the Division might improve their efficiency and effectiveness.

PLANNING COMMISSION RECOMMENDATIONS TO THE CITY COUNCIL

The City Council's practice is to hold a briefing session regarding Planning Commission recommendations sent to the Council prior to considering the legislative-related item at a public hearing. Following the briefing session, the Council may direct that changes be made to a proposed ordinance or plan amendment or that an alternative ordinance or plan language be prepared for Council consideration.

The Planning Staff has asked Citygate Associates whether this practice is done properly. Staff suggests a Planning Commission recommendation should come first to the Council as part of a public hearing on a proposed ordinance or other legislative matter, and that Council changes should be considered only after the public hearing.

Citygate and the Council Office asked Neil Lindberg for an informal legal opinion on whether this Council practice is illegal or improper. Mr. Lindberg is a land use attorney and also serves as the Legal Committee Chair for the Utah Chapter of the American Planning Association. In Mr. Lindberg's opinion, this practice does not violate Utah's Municipal Officers' and Employees' Ethics Act (UCA 10-3-1301 et seq.). Mr. Lindberg also noted that the State Land Use Development and Management Act only requires a public hearing before the Planning Commission and allows the Council to accept, reject or modify any recommendation received from the PC.

Mr. Lindberg also pointed to Footnote 12 in *Smith Investment v. Sandy*, 958 P.2d 245 (Utah App. 1998) where the Utah Court of Appeals said:

"We are further mindful that in performing its legislative function the city council is presumed to have wide knowledge of the various conditions and activities in the county bearing on the question of proper zoning, such as the location of businesses, schools, roads and traffic conditions, growth in population and housing, the capacity of utilities, the existing classification of surrounding property, and the effect that the proposed reclassification may have on these things and upon the general orderly development of the [city]. In performing their duty it is both their privilege and obligation to take into consideration their own knowledge of such matters and also to gather available pertinent information from all possible sources and give consideration to it in making their determination."

In performing this function, the Utah Open Meetings Act, UCA 10-3-1301 et seq, does not prohibit less than a quorum of council members from talking to each other, their constituents, or an applicant about a legislative issue.

If notice for a matter under consideration is written broadly to include various options (i.e., the Planning Commission recommendation, the Council's desired alternatives, and/or other options), the Council may consider one or all options. As with other planning issues, the Council may not consider options that are outside the scope of the notice. The way the City Council conducts its briefing sessions and notices may be more of a political concern than a legal one. Case law recognizes that a legislative decision is fundamentally "political" in nature.

SECTION VIII—HOUSING AND ZONING CODE ENFORCEMENT

BACKGROUND

Housing and Zoning Code Enforcement is a demanding job that requires knowledge of a wide range of codes and ordinances. Code Enforcement is one of the most difficult jobs in the building/planning area because their sole responsibility is to enforce the regulations. While performing their duties, it is not uncommon for them to find one neighbor wants to use them as a weapon against another. There also are those citizens who feel the government does not have the right to tell them what to do with their land, others who feel the City should be pristine, and all types in-between.

Yet, Code Enforcement is a strong implementation tool of planning and building codes. These codes, adopted by the City Council, seek to promote the public health, safety, and welfare within the City by ensuring City regulations and land use requirements are met.

Typically, the goals of such programs are reached by:

- ◆ Administering a fair and unbiased enforcement program to correct violations of the codes

- ◆ Working with property owners

- ◆ Initiating programs which target specific problems.

The Code Enforcement Division enforces regulations related to the following:

- ◆ Conditions of an existing structure that constitute a clear and present danger to the public

- ◆ Housing Code violations (e.g., building, plumbing, electrical, and mechanical, etc.)

- ◆ Zoning Ordinance requirements for structures (such as use, location, configuration, and size) and land use requirements

- ◆ Inoperable and abandoned vehicles, or too many vehicles on site

- ◆ Blight on private and public properties (e.g., solid waste which might include construction materials, old equipment, junk, lumber, truck trailers, etc.).

Housing and Zoning Code Enforcement also works close with the Community Action Teams (CATs). CATs are a multidisciplinary approach to solving community issues at the neighborhood level. They usually involve the following agencies: Police Department, Health Department, Aging Services, Parking Enforcement, Adult Protective Services, Child Protective Services, Animal Control, and Valley Mental Health. They meet to discuss ways to work on specific neighborhood problems at specific locations where the issues involve more than one agency. All agencies involved then work together to bring the property into compliance with all applicable ordinances.

ORGANIZATION

This section of the Salt Lake City Planning Division has 21 positions:

◆ Housing/Zoning Administrator

◆ Housing/Zoning Specialist (Also acts as Administrative Hearing Inspector for the HAAB)

◆ Housing/Zoning Legal Investigator

◆ 7 Housing/Zoning Inspectors (Inspects Housing on 1 and 2 unit dwellings as well as zoning complaints on all properties)

◆ 1 Boarded Building Inspector

◆ 1 Zoning Compliance Assistant

◆ 2 Apartment Inspectors for 5 or more units

◆ 4 Apartment Inspectors for 3 and 4 units

◆ 1 Secretary

◆ 2 Seasonal Weed Enforcement Inspectors (during the summer only).

Whether the employee enforces building codes or zoning codes, each is referred to as an inspector. Salt Lake City requires that apartments be inspected every 3 years. The Code Enforcement inspectors feel comfortable that the survey conducted several years ago identified most of the rental buildings over 3 units which are required to have business licenses.
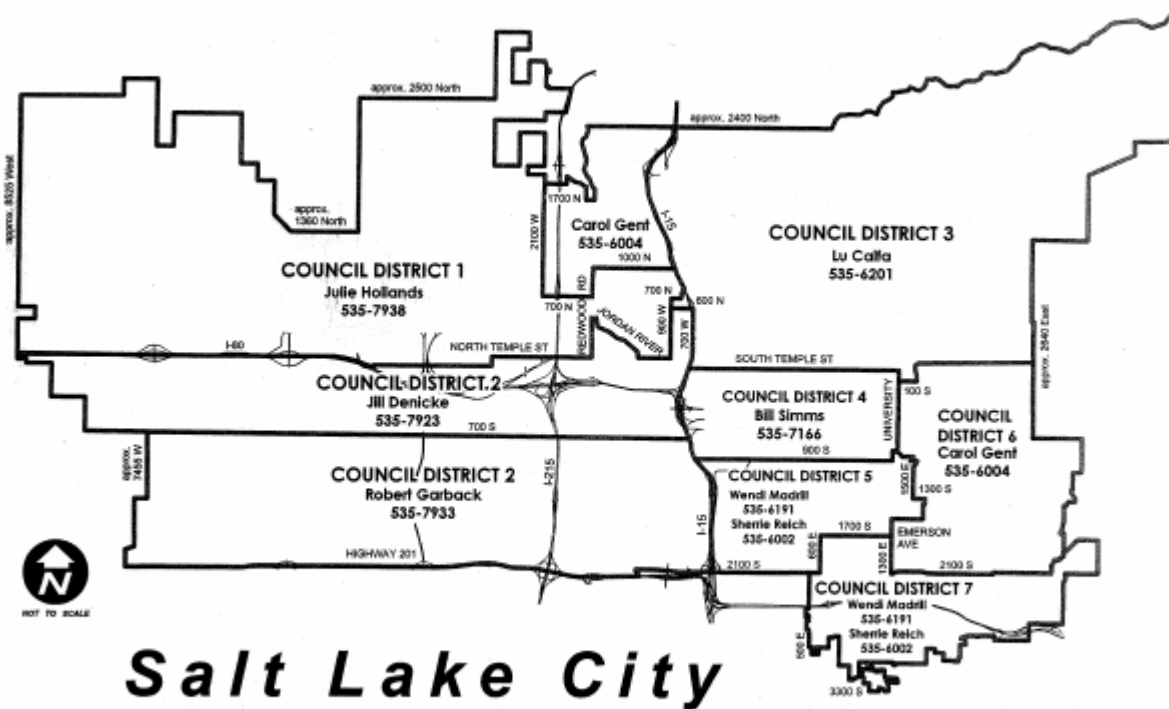
The inspector may or may not have building code certifications. The inspectors are assigned different aspects of the program (e.g., single family/duplex, housing with 3-4 units, housing with 5+ units, zoning violations). A map reflecting the assigned areas of responsibilities for each inspector appears on the next page. They are supervised by one senior building inspector in the field and the Housing/Zoning Administrator.

This program is primarily a reactive program rather than a proactive one, which means that the inspectors respond mostly to complaints received from City citizens. The program is complaint based. Once on site, if an inspector sees a violation on either side of the lot they are inspecting or across the street, the inspector also may take action on those violations. They cannot, however, cite a violation as they drive past it if it is not near the site of complaint.

Complaints may come in by telephone, email, a visit to the office, or by the "CD Request" system. An administrative employee fields the calls and emails, and hands the complaints (Requests of Action) to the inspectors assigned to those geographic areas.

Code Enforcement also must work closely with the zoning administrator (e.g., clarification of definitions relating to signs, fences, etc.). The inconsistency of zoning interpretations affects this program as well as those in the other sections of the Planning Division.

Enforcement Officer Areas

Salt Lake City

COUNCIL DISTRICT 1
Julie Hollands
535-7938

Carol Gent
535-6004

COUNCIL DISTRICT 3
Lu Calfa
535-6201

COUNCIL DISTRICT 2
Jill Denicke
535-7923

COUNCIL DISTRICT 2
Robert Garback
535-7933

COUNCIL DISTRICT 4
Bill Simms
535-7166

COUNCIL DISTRICT 5
Wendi Madrill
535-6191
Sherrie Reich
535-6002

COUNCIL DISTRICT 6
Carol Gent
535-6004

COUNCIL DISTRICT 7
Wendi Madrill
535-6191
Sherrie Reich
535-6002

CODE ENFORCEMENT PROCESS

The enforcement process steps are as follows:

◆ A complaint is received by telephone call, email, CD request, or someone coming into the Planning Office.

◆ The files are checked to get information on the lot, zoning, permits issued, etc.

◆ Within 24 hours, the inspector goes out to the site to see if there is a violation. If the owner is there, the inspector will discuss why a violation exists and what to do to correct it. The inspector will check the next week to ensure the violation has been addressed.

◆ If a violation still exists, a letter is sent to the owner stating they must comply within 30 days.

◆ Within 5 days of the 30-day order to comply, notice is sent again to the property owner reminding them of the deadline. Once the 30 days has passed, the City begins accessing fines. The fines are $50/day for residential, $100/day commercial.

◆ A meeting with the Hearing Inspector is scheduled as a matter of course. The Hearing Office deals only with the amount of the fines. Other appeals go to the Housing Advisory and Appeals Board.

The City's focus is on compliance, not on punishment. The goal is to have 90 percent of the violations in compliance within 90 days. Some, because of the seriousness of the infraction, are given 30 days. The inspectors' experience tells them that 60 percent of the property owners cited did not know they were in violation of the law.

As one can see, Code Enforcement must be done very carefully, not only for the obvious political reasons, but because of the potential legal challenges to actions taken by the City and the resulting liability. The steps listed above often take time because of the City's focus on compliance, not punishment of infractions.

The inspectors each have a computer available in their cars to log in data while in the field and to synchronize that data wirelessly to the computer program now used by this program (HAZE). The data logged includes visits to the site, photographs of the violation, progress on addressing the violation and other information. As the existing software system was meant to be an internal system, it does not work well in some areas of the City when trying to synchronize wirelessly. The response standard set for the inspectors is a 24-hour turnaround.

The inspectors must send notices to the property owners. Since 2001, finding the property owners name and address has been more difficult because Salt Lake County (the main source of property information) no longer requires that an address be recorded. If the inspector does not find the information there, they will check utility billing addresses, business licensing, and on some occasions can get information from Motor Vehicles through someone with proper clearance.

WORKLOAD

At any one time, the inspector may have 125 cases pending. The workload for the last five years is as follows:

HOUSING AND ZONING ENFORCEMENT

Project Type	2007 (through 11/30/07)	2006	2005	2004	2003	2002
Housing Appeal	26	42	55	41	50	64
Demolition	52	35	15	20	16	16
Landscape Waiver	12	1	2	3	3	0
Permit Fee Waiver	3	10	22	5	10	9
Admin Approval	10	8	5	4	0	0
Appeal to Mayor	0	3	2	4	1	1
Subtotal	**103**	**99**	**101**	**77**	**80**	**90**
Violations	3964	4403	4309	4434	3975	NA
Total HAZE Projects	**4067**	**4502**	**4410**	**4511**	**4055**	**90**

Clearly written policies and procedures are key to ensuring thorough and consistent response to citizen concerns and cases. The City uses the ICC codes and zoning ordinances as the parameters for enforcement. The staff also has procedural checklists by type of violation to ensure that all data, ordinance citations, actions taken, and other facts are properly entered into the record.

PERFORMANCE INDICATORS

As the City transitions to the Accela system, it is important to track the following information, which will help managers and elected officials establish service levels:

- Average response time in calendar days for initial inspection of code violations for the most recent fiscal year

- Average time in calendar days for progressing from Inspector's report to either voluntary compliance or initiation of administrative or judicial action

- Percentage of code violations brought into voluntary compliance prior to initiation of administrative or Advisory Board action

- Number of code violations resolved per full-time equivalent code enforcement personnel

- Cost per code enforcement case.

HOUSING ADVISORY AND APPEALS BOARD

Housing Advisory and Appeals Board's responsibility is to improve housing and neighborhood conditions within the City through recommendations to the Mayor and the City Council. This body hears appeals of property owners regarding demolition and rehabilitation. The Board consists of ten members who serve three-year terms.

HEARING OFFICER

The Hearing Officer's responsibility is limited to determining the fines the City will impose. In performing this role, the hearing officer normally considers the following criteria when considering whether to reduce fines:

- What is the economic status of the individual?

- Will payment of the fines result in undue economic hardship for the individual and his/her family?

- Did the City follow the enforcement process as outlined in the appropriate ordinance?

- What were the reasons for the non-compliance? Are there mitigating factors which prevented the owner from complying?

- Did the property owner make an attempt to comply, or did he/she simply ignore the City's request for compliance?

- How to deal with repeat offenders?

CERTIFICATION INCENTIVE PROGRAM

If one does not have a building code certification, one starts as a Building Inspector 1. The City does have an incentive program in place to encourage certification. One becomes certified by passing a national exam regarding one of the building codes (e.g., building, mechanical, electrical, or plumbing). After two years, one may apply to take an exam to earn a certification and become an Inspector 2. After another two years, one may take an exam for a second certification to become an Inspector 3. The City does not pay for the exams, but does pay for the renewal of these certifications. Of course, each change in job title is accompanied by a pay increase.

CITYGATE RECOMMENDATIONS

Recommendation VIII-1: **Provide an option to ask for the complainant's telephone number in order for inspectors to call and get clarification of the complaint and to report back regarding the progress on correcting the problem.**

When requests come in, the information given by the complainant may not be enough to discern what the problem is or where it is. Additional information may be needed to respond with the right staff to the right place. Having a telephone number would allow the staff to obtain additional information as well as give periodic reports to the complainant on what actions are being taken to resolve the violation and the timetable. This would enhance customer service; eliminate the majority of additional calls to the Code Enforcement staff, and the Mayor, City Council, and their staffs. **At the same time, the inspector must honor the confidentiality of the complainant's name.**

Clearly, some citizens would not call unless the call was anonymous. This option must always be given to the citizen, as it is better to have the violations reported and remedied, than not to know of them.

Sometimes a citizen may call in to complain about a number of issues at a particular address, but not all the issues may be addressed by the inspector when he/she goes out to the site. This may be because the inspector is focused on the life-safety issues, they may not feel they can address issues that were not in the original complaint, or it may simply be an oversight. It also is not uncommon that the inspector gets out on site and finds that the problem differs from how it was described in the complaint. These circumstances may generate more work because the inspectors have to return to the site to address additional concerns and other staffs (Mayor's and Council's) are responsible for ensuring constituent concerns are addressed.

Recommendation VIII-2: **Allow the inspector the freedom to address additional violations that the inspector sees while responding to other complaints.**

Often, those who are cited for violations will point at other violations in the neighborhood, not just those next door or across the street. The inspectors need the flexibility to address these violations as well.

SECTION IX—PLANNING TECHNOLOGY

The Internet, e-mails, and computer programs have revolutionized the way government does its business. Customer and employee expectations of technology that place government databases at one's fingertips is rising every day. E-permitting is the future goal of government programs. This will allow applicants to find forms, submit applications and fees, schedule inspections, and submit development drawings online. Maps, agendas, meeting minutes are now a given for most government.

As Citygate performs an independent performance audit, the technology available to Community Development Departments has to be analyzed. If the technology is there, information is available to managers to track project reviews and conditions, provide the history of City actions on a particular piece of property, identify historic districts and other specific designations, find problems areas that slow done project review, provide a record of staff time spent in various areas of their responsibilities, and alert managers when projects reviews exceed defined review or cycle times. This information helps elected officials when considering budgets for the departments, for example, staffing levels, need for consulting assistance, etc.

In this section of our report, Citygate provides an analysis of development-related information and also provides findings and recommendations.

OBJECTIVES OF DEVELOPMENT SERVICES TECHNOLOGIES

After reviewing the planning technology literature, Citygate developed a composite of specific objectives for planning technologies. They are:

- ◆ Internal to a planning department:
    - ➢ Effective means to communicate with public, interagency, intra-governmental departments
    - ➢ Increased efficiency, e.g., helping managers distribute and monitor workloads
    - ➢ Reduced costs of government operations and enhance revenue collections
    - ➢ Ability to conduct "what if" scenarios
    - ➢ Data management
    - ➢ Effective means to measure change
    - ➢ Ensure an acceptable level of control and risk management
    - ➢ Match the skills and capabilities of the organization.
- ◆ External to their customers:
    - ➢ Ability of customer to communicate with staff
    - ➢ Ensure electronic access by customers to government databases
    - ➢ Cost and time savings (one does not have to come into the office)
    - ➢ Data applicable to a broad spectrum of topics

➢ Ability to target data by area for one's own needs

➢ Ability for customers to track their applications through the process

➢ Opportunity to submit application, schedule inspections, and pay bills online.

E-PERMITTING IN GOVERNMENT

The objectives listed above are moving toward what is called "E-permitting (electronic permitting). These systems provide a convenient way for customers to access forms online, provide directions regarding how to complete them, checklists on what should accompany the applications, and how they may be submitted—in person or by e-filing. The websites also provide access to the development code and general plan (and other plans and reports) online for the customer to check. These might include samples of images, such as a plot plan, to illustrate what a submittal needs to look like and to what scale.

With the forms and the basic requirements online, most departments are moving to provide a means to submit non-discretionary permits online as well. This can save staff time by eliminating paperwork and speeding processing time. An electronic system also can detect missing information, invalid addresses, and other missing information. The greatest difficulty is determining how to pay the fees along with the submission, but as cities and counties move more and more to allowing the payments of property taxes, utility billings, vehicle registrations, etc. online, this problem will be addressed.

Finally, some community development departments are moving toward allowing developers, architects, and engineers to submit required documentation (such as CAD drawings) electronically as well. These require the submission and approval of various documents, including site plans and detailed construction drawings. Such projects require multiple permits, multiple inspections, and collaboration among a variety of designers, contractors, subcontractors, and government departments. (Note: *Concerns have been expressed by architects and designers that these plans not be made available on the website as others may copy their designs.)*

Citygate recommends in this report that beyond getting Accela up and running, the City must put stronger emphasis on scanning historic documents and project files, and raising the website to a higher level to allow for easier access to government resources and databases by City staff and their customers.

PLANNING AND PERMIT INFORMATION

Customer expectations include tying into the City's databases and GIS maps. Ultimately, the Accela system will allow citizens and businesses to go online and find information they need to know about their land, e.g., permits issued, assessor's records, where the sewer lateral is located, legal description of the properties, development histories of their parcel, etc. (Some of this information is now available on the City's website.)

Development-related systems, when used to their potential, can provide an enormous amount of information for policymakers, managers, and staffs. Throughout this report, Citygate Associates recommends that the various application review times be monitored. We believe these

recommendations are fundamental to the Planning Division's ability to successfully increase customer satisfaction in the future, particularly in the all-important areas of development review times and interdepartmental coordination.

The customer and project managers need a well-defined tracking system that not only tracks the project in terms of reviews, but also provides conditions of approval, document agreements, interpretations, inspections that have been conducted, meeting minutes, and other elements of the public record readily available online or on their desktops.

This project tracking system also can report where the project is at any point in time, who is working on it, what comments each division reviewing the project have made, and provide warning when applications are going beyond review time deadlines.

The Acella program is anticipated to be up and running on September 1, 2008. It will include modules for building code reviews, zoning, fire, structural, engineering, public utilities, planning, business licenses, housing and zoning enforcement, transportation, airport, building. It also will have Salt Lake County data updated daily. Most data that does not refer to personal information eventually will be available to citizens online. (See examples of data available in Accela on the next page.)

Acella reinvents the front line in terms of:

- ◆ Managing documents more efficiently and logging them in

- ◆ Putting application information from various sources in one place

- ◆ Allowing data to be entered from the field (e.g., building inspections) and for documents to be issued (e.g., notice and orders)

- ◆ Generating letters from the data entered and adds zoning code references which give violators more information and saves staff time

- ◆ Managing projects by providing reverse calendars to ensure deadlines are met.

The City's Accela computer program is an excellent program, but like many computer applications, a user only needs to know about ten percent of the application to get by. Learning the rest of the application's potential is left for another day (which often never comes). For Salt Lake City to use this system effectively, there needs to be a strong commitment to training employees on an ongoing basis to enhance the technological capabilities available to staff on their desktop computer.

These detailed processes not only serve as a strong foundation for Acella programming, they are also used for staff checklists and customer handouts. The Planning Division's approach to developing this information included:

- ◆ Assigned teams to outline all aspects of developing plans and plan reviews

- ◆ Outlined workflows

- ◆ Analyzed whether their present processes needed streamlining and ensuring all steps in the current process were reviewed for its continued relevancy

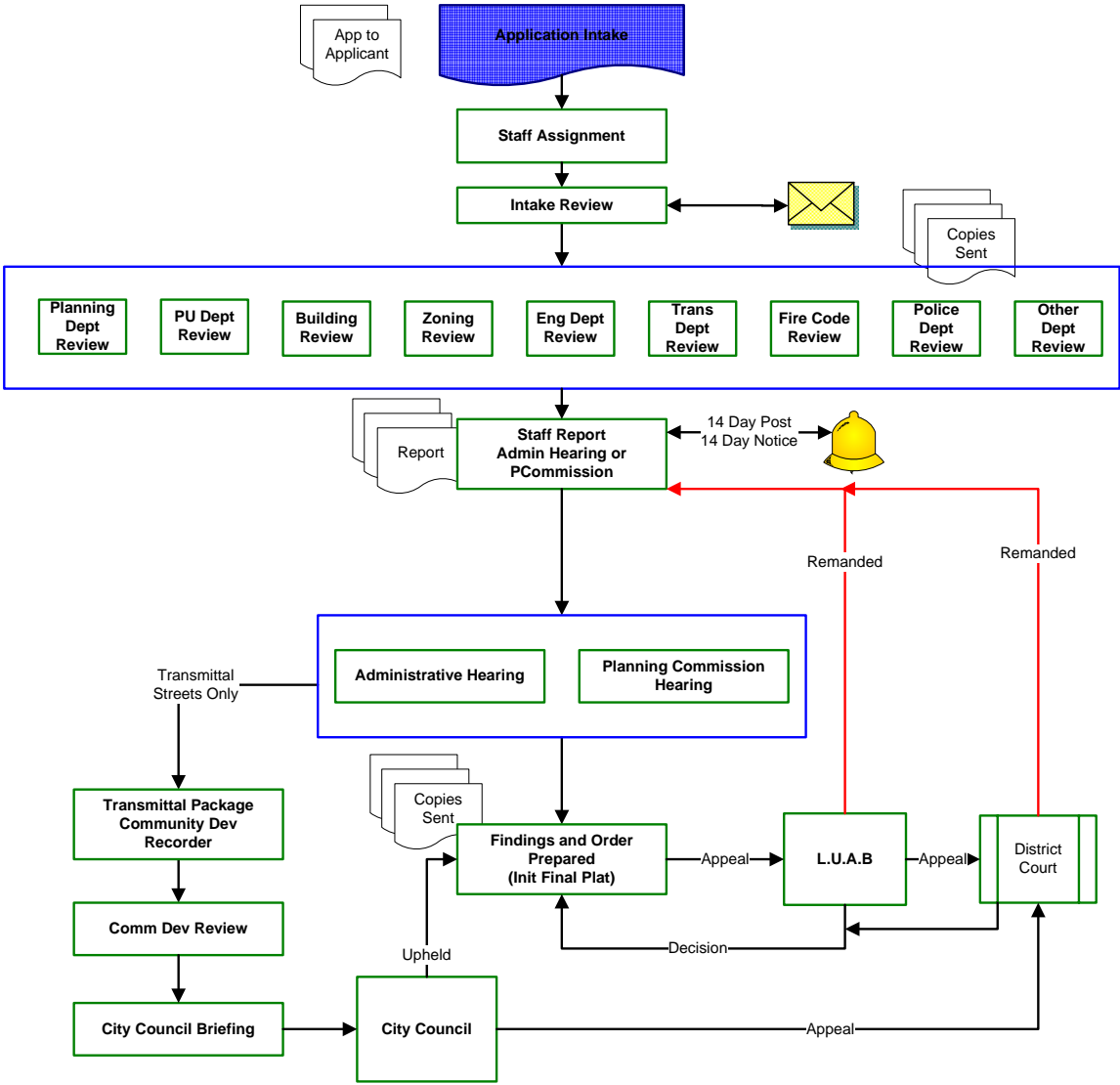- ◆ Demonstrated strong teamwork in evaluating the processes and enhancing them.

Setting up such a system is no small task. The Planning, Building, and Community Development Administrative staffs have worked long hours to ensure the quality and depth of these data sources and outlining the various planning and building processes in detail (see below).

EXAMPLES OF ACELLA INFORMATION

◆ Name, address, project name.

◆ Owner names, address, contact information.

◆ Dimensions of structure and lot, existing land uses, lot dimensions.

◆ Case Notes – Information for each permit.

◆ Applications – Accela helps all application-related materials together.

◆ Documents – This feature assists in management of documents associated with cases, parcel maps, people, organization or activities. Typical documents would include e-mail processing notes, CAD drawings, scanned graphics, spreadsheets, and presentations.

◆ Conditions – The condition feature is intended to manage conditions placed upon cases or projects. It can be set up to place a hold on a case or project until the condition is met. Other staff using inquiry would not know there is a condition placed upon the case or project priority taking place without this feature.

◆ Case Tags – Supplemental information about the project.

◆ Keeping Track of Time – This feature, among other things, can print a time sheet. This is important in order to accurately, and efficiently, track the time staff spends on various core programs, such as plan review.

◆ GIS – Provide link between 7 GIS databases and provide GIS graphic functions and analysis.

◆ Building Plan Checks – Class, type of construction, building area, building height, stories, impact protection, conditions.

◆ Code Enforcement notices.

◆ Assessment information, area, value/square feet, total value.

◆ Daily, weekly, monthly, and yearly reports upon which management can base their decisions.

◆ Digital photos of improvements on parcels or code violations.

◆ Provide data by Council districts or geographical area.

◆ Smart forms, e.g., templates, comments, memos saved, notices.

◆ Reverse calendars, e.g., tracking back from project deadline to outline each step of the process or project review.

App to Applicant

Application Intake

Staff Assignment

Intake Review

Copies Sent

Planning Dept Review	PU Dept Review	Building Review	Zoning Review	Eng Dept Review	Trans Dept Review	Fire Code Review	Police Dept Review	Other Dept Review

Report

Staff Report Admin Hearing or PCommission

14 Day Post
14 Day Notice

Remanded   Remanded

Administrative Hearing   Planning Commission Hearing

Transmittal Streets Only

Transmittal Package Community Dev Recorder

Comm Dev Review

City Council Briefing

Copies Sent

Upheld

City Council

Findings and Order Prepared (Init Final Plat)

—Appeal→   L.U.A.B   ←Appeal—   District Court

—Decision—

—Appeal—

The Community Development Department is very fortunate to have the employees (i.e., the Development Coordinator in Building, the Zoning Administrator in Planning, and the Research Assistant in CD) who envision the potential of Accela, who understand their building and planning processes well, and who can facilitate discussions among their employees to get a solid, well-defined system programmed into Accela. In getting Accela programmed effectively, Citygate seldom finds this much talent in one department.

CITYGATE ASSOCIATES, LLC

WEBSITE

As citizens often use the Internet to begin their search for information, they turn to the City's website. The public insists on ready access to public officials, databases, public meetings, and the ability to submit applications from afar. The web also has become a vital tool for participation in the democratic process. A survey conducted for the American Planning Association reviewed over 200 local government websites asking the following questions:

Figure 1. Questions from the Survey

What planning-related information is addressed at the website?
Land use
Transportation
Environment
Housing
Public safety
Public facilities
Historic preservation
Economic development

What planning-related documents are available?
Comprehensive plan
Zoning ordinance
Neighborhood plan
Statutes
Administrave rules
Subdivision regulations
Capital improvement projects
Vision statement

Does the website include information about public meetings?
Meeting notices
Meeting minutes
Meeting agendas
Calendar of Events

Does the website include contact infomation about the planning staff?
Planning office
Individual planners

Does the website provide links to other sites?
Government
Planner's projects

Does the website include maps?
Property tax lots
Transportation and roads
Demographics
Existing land uses
Future land uses
Zoning
Environment
Political boundary
   maps with layers
Downloadable maps

What communication efforts are made?
Webmaster identified
Real-time discussion
Discussion board
e-mail comments
ListServ

Online survey
Downloadable data
Census data
Shapefiles
Local statistics

Are multimedia presentations available?
Audio
Video

Can forms be downloaded?
Information sheets
Application forms

What additional features are available?
Online signature
Status check
Online payment
Form syubmission
Guest book
Search engine
Searchable database
Directory
Other

What accessibility features are available?
Large lettering
Text only
Multilingual format
Other

Source: "Web-Based Planning: A Survey of Local Government Websites" (PAS memo, July 2003)

The authors concluded that website information can be separated into three main levels:

- ◆ Level One

    - ➢ The ability to contact elected officials and departmental staff

    - ➢ Agendas and minutes of City Council and planning-related meetings

    - ➢ Development codes, design guidelines and other standards

    - ➢ Departmental structure, contact information, and general descriptions of how the planning, building, engineering, code enforcement, and other development-related processes work

    - ➢ Commonly requested forms for downloading by citizens and businesses; these are usually accompanied by instructions on how to fill out the forms, which documents must be submitted with the application (e.g., legal description of the property, soils report), and perhaps a checklist to ensure the citizens have all that is needed to deem an application complete.

- ◆ Level Two

    - ➢ Educational materials

    - ➢ General plans, and other types of plans or reports of interest

    - ➢ A means to submit simple applications and pay any fees online

    - ➢ Scheduling of building inspections online

    - ➢ A permit tracking system (for the customer as well as city staff)

    - ➢ Basic GIS maps, e.g., zoning, transportation, environmental.

- ◆ Level Three

    - ➢ Web mapping – interactive mapping

    - ➢ Submittal of digital versions of plans

    - ➢ Process applications from submittals online through to the complete approval and issuing of permits

    - ➢ Access to historical documents, which have been scanned

    - ➢ Public participation efforts, e.g., surveys, virtual meetings.

GIS

With GIS and an extensive database, City staff can analyze a variety of socioeconomic, transportation, environmental, economic, and land-use data and show the outcomes of various assumptions and policy decision, e.g., "what if" scenarios. By layering the data (for example, demographic, economic, zoning, building, infrastructure, environmental, land ownership), they can provide visualization of the site or project, do impact analysis, perform modeling, and use these to enhance public presentations.

CITYGATE ASSOCIATES, LLC

Salt Lake City has at least seven GIS systems related to community development, e.g. engineering, public utilities, planning, transportation, building services, fire, airport. These will be integrated into the Acella system, making these data bases readily available to staff and eventually online. The chart below gives examples of GIS information available for Salt Lake City.

SALT LAKE GIS MAPS

Master Plans
- Citywide Master Plan Map
- Avenues Master Plan Map
- Capitol Hill Master Plan Map
- Central Community Master Plan Map
- East Bench Master Plan Map
- Northpoint Small Area Master Plan Map
- Northwest Master Plan Map
- Northwest Quadrant Master Plan Map (in process)
- Rose Park Small Area Master Plan Map
- Sugar House Master Plan Map
- West Salt Lake Master Plan Map (Adopted)
- West Salt Lake Master Plan Map (Draft)

Zoning Maps
- Avenues Zoning Map
- Capitol Hill Zoning Map
- Central Community Zoning Map
- East Bench Zoning Map
- Northwest Zoning Map
- Northwest Quadrant Zoning Map
- Sugar House Zoning Map
- West Salt Lake Zoning Map

Historic Preservation
- Historic Surveys Map
- Historic District Map
- Historic Sites Map

Historic Surveys
- Avenues Survey Map
- Capitol Hill Survey Map
- Central Community Survey Map
- Exchange Place Survey Map
- Gilmer Park Survey Map
- Liberty Wells Area Survey Map
- South Temple Survey Map
- Sugar House Survey Map
- University District Survey Map
- West Liberty Park Survey Map
- Yalecrest Survey Map

Maps for Analysis for Master Plans and Misc. Projects
- Central Community Master Plan Analysis Maps
- Capitol Hill Master Plan Analysis Maps
- East Central Small Area Master Plan Maps
- Euclid Neighborhood Master Plan Maps
- Fairpark Neighborhood Master Plan Maps
- Northwest Quadrant Master Plan Maps
- West Salt Lake Master Plan Maps
- Compliable Residential Study Map
- Residential Infill Standards Map
- Stadium Housing Study Map
- Walkable Communities Study Map
- West Temple Gateway Study Map
- Airport Overlay Study Maps
- Annexation Study Maps
- Charter School Location Study Maps
- East Side Police Relocation Study Maps
- Jackson Neighborhood Study Map
- Lot Development Study Map
- Northwest and West Salt Lake Commercial Study Maps
- Redwood Study Map
- Rose Park Commercial Node Study Maps
- Sugar House Business District Survey Study Maps
- Sorenson Expansion Study Map
- Archives Building Relocation Study Maps
- Broadway Theater Location Study Map
- Conference Center Parking Study Maps
- Library Parking Study Map
- Downtown Malls Parking Study Maps
- Real Salt Lake Stadium Location Maps
- SOB Locations Map
- Fleet Relocation Study Maps
- Public Safety Relocation Study Maps
- Hellenic Museum Location Maps
- Fine-tuning Maps
- Stream Corridor Study Maps

Citywide Theme Maps and Misc. Projects	
CDBG & RDA Map	News-racks Map
Census Track Map	Open Space Map
Central Business District Map	Overlay Districts Map
Check Cashing Establishments Map	Planning Community Map
Citywide Street Map	Institutional Uses Map
Conditional Use Map	City Council Map
Conditional Uses Map in Residential Districts	Development Growth Map
Cultural District Map	Permits Map from 2004 to 2005
Gateway Billboard Map	Fraternity Overlay Map
Group Homes Map	Zip Code Map
Impact Fee Areas Map	Subdivision and Condo Map from 2005 to date
Liquor Establishments Map	Community Council Map
Liquor Districts Map	Staff Reports for most Petitions

CITYGATE FINDINGS

◆ At the present time, Salt Lake City's information systems (as it relates to the development reviews) in community development areas is basic, but the expectations of citizens and customers will only rise as time passes. Accela, when it goes into effect, will not include the citizen information module, which is scheduled for a future phase. It is critical to prioritize this module after September 2008 as the citizens already seek this information and reduce the number of calls coming to every City Department. For example of project status, see Salt Lake County's website which lists projects under review: (www.pwpds.slco.org/zoning/html/activefiles.html)

◆ The Planning Division has a manual tracking system for projects. This will be replaced by the Acella system, which will have project information, land-use data, maps, project files, and GIS systems incorporated into the system. This will ensure a great deal of information at the planner's fingertips and will eventually rise to a level that speeds up reviews, ensures greater consistency, and meets customer expectations.

◆ The IT Department is developing a citywide technology strategic planning process. They have required each department to develop an estimate of their needs. This was due November 2007. It will serve as a foundation for the strategic plan.

◆ **Missing from the current efforts on technology is an emphasis on imaging historic documents. The City seriously lags behind the progress of other local governments of its size.** The City is using the Hummingbird software to connect these electronic files to the Accela system.

◆ The community development website meets the basic expectations for planning programs. As the bar is raised, the planning division will need to include audio and video presentations, minutes that provide audios of recent meetings (similar to the Salt Lake City Recorder's Office), and even giving testimony at the meeting through the internet.

◆   Salt Lake City's website for Community Development is presently between levels 1-2. It lacks the ability of applicants to track their projects, read comments from departments reviewing their projects, and scheduling for planning commission meetings. Accela will help lift the City to Level 2.

◆   The SLC website, in some areas, is not intuitive. One has to know how to get something in order to find it.

◆   There is no focus within the Division to keep the website up-to-date, grow, and become more sophisticated. Changes happen when one of the staff asks that something be added, e.g., open house announcements, administrative interpretations.

◆   The Historic Landmarks website is referenced, but when one clicks on the link, it is missing. Once one gets on the Landmarks site (through a phone call to staff), one has to go to "contact us" to get the design guidelines. This difficulty makes a very helpful website inaccessible to the average citizens.

◆   The City needs to ensure the responses to requests generated by the CD request system are accessible to other departments and to citizens online. For citizen access, a number could be assigned for each case so that person is limited in reviewing other complaints.

EXCELLENT CITY AND COUNTY WEBSITES

◆   City and County of Honolulu www.honoluludpp.org

◆   San Francisco http://www.sfgov.org/site/planning_index.asp

◆   Lenexa, Kansas www.ci.lenexa.ks.us/planning/compplan/homepage.htm

◆   Scottsdale, Arizona http://www.ci.scottsdale.az.us/Topic.asp?catID=1

◆   Clark County, Nevada www.co.clark.nv.us/development services/ index.htm

◆   Accela data management systems http://www.accela.com/products/landmgt.asp

◆   Farmers Branch, Texas www.farmersbranch.info/planning

WEB MAPPING

◆   Boston www.cityofboston.gov/bra/maps/maps.asp – The BRA requires plans for new projects be submitted in a digital computer-aided design format, which are then integrated directly into the BRA's GIS

◆   Neighborhood Knowledge California (NKCA) www.nkla.ucla.edu – A new web-based geographic information system that enables citizens to perform research and analysis at a neighborhood level using only a web browser and web-based mapping tool.

◆   City/County of Honolulu www.honoluludpp.org

◆   Indianapolis, Indiana http://imaps.indygov.org/ed%5Fportal/ – if one moves through the website to the economic portal, and asks for all vacant parcels, a listing of such

parcels pops up showing locations on a map; clicking on one, pulls up the aerial photo and highlight location of parcel, and the accompanying data includes a photo of the site, square footage, transportation access, utilities available, whether for sale, parcel number, zoning district, etc.

◆ Discover Sioux City www.discoversiouxcity.com/ed.asp?bhiw=797&bhih=576 – This program integrates site selection, demographics, planning and zoning information and business data combined into one easy to use interface, and allows visitors to tailor maps and report to their needs

◆ Raleigh, North Carolina www.raleigh-nc.org/portal/server.pt?space= CommunityPage&cached=true&parentname=Login&parentid=0&in_hi_userid=2&c ontrol=SetCommunity&CommunityID=208&PageID=0

PERMITTING AND ZONING SYSTEMS

◆ Lee County, Florida http://www.lee-county.com/dcd/

◆ King County, Washington – a combination of cities within the county agreeing to join into one permitting process www.mybuildingpermit.com/home/

◆ Bellevue, Washington www.mybuildingpermit.com

◆ Scottsdale, Arizona One-Stop Center www.ci.scottsdale.az.us/bldgresources/ counterresources/default.asp?catID=1&linkID=128&lType=1

◆ Sunnyvale, California http://ecityhall.ci.sunnyvale.ca.us/cd/

◆ City and County of Honolulu Dept of Planning and Permitting www.honoluludpp.org

◆ Buffalo, New York E-permits www.city-buffalo.com/document_17000.html

◆ Concord, California (Accela Permitting) www.cityofconcord.org

◆ San Carlos, California http://www.ci.san-carlos.ca.us/gov/depts/building/ smartpermit/internet_permit_system.asp