City Planning and Development Department Analysis

ZUCKER SYSTEMS

City Planning and Development Department Analysis

Kansas City, Missouri

By

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I. EXECUTIVE SUMMARY

A. OVERVIEW SUMMARY/CONCLUSIONS

Stakeholder Desires and Expectations

The Kansas City Stakeholders are not pleased with the current level of service being provided by the Planning and Development Department as well as service from other related City departments. The call for this study was an outgrowth of those feelings. Many stakeholders we interviewed indicated that the problems are the same as they have been for the last 10 or 20 years.

While we found many strengths, good features and processes, along with many good and competent staff in the Planning and Development Department, we generally concur with the stakeholder perceptions and we found many areas needing attention. The current situation does not meet the City's apparent strategic direction and desire for economic development, growth, and a well-planned City.

Key Issues

- **Silos:** The Planning and Development Department was created in 2005 in at least a partial attempt to address developer and applicant concerns. However, there was no plan to actually integrate the services and the various functions continue to operate in "silos," often not talking to each other or to functions outside of the silo.
- **Culture:** There are examples of good customer service in the Planning and Development Department. However, overall there is a lack of a customer service culture and this negative culture is either tolerated by management or in some cases even encouraged.
- **Management:** There are 12 top managers in the Department. Although we are not under contract to do any personnel evaluations, there are obvious needs to strengthen management in the Department.

The Backdrop

The City appears to be in a somewhat tenuous financial situation including:

- **General Fund:** There is continued pressure to reduce costs in the General Fund in favor of public safety services. This not only impacts the Planning and Development Department directly, but also impacts support functions critical to the Planning and Development Department such as Information Technology support, systems training, reports, data management, etc. .

- **Development Fund:** The Department's development-related functions are supported by the Development Fund and thus are not subject to the same General Fund pressures. However, the expenditures and revenues for this fund are more or less in balance. This means, that without some changes, the best the Fund can do is to continue to support, what stakeholders are suggesting is, unsatisfactory service.
- **Pressures on the Department:** There are three major issues that will be putting pressure on the staff and the Department:

  1. **EnerGov:** The City has wisely selected important new technology software, EnerGov, which will be installed over the next two years. Based on our work with similar systems in other communities it appears that the City may need to provide additional resources to support this installation. Additionally, within the Planning and Development Department there will either need to be supplemental staff or consultants while staff works on the new system. Without these additional resources there will be negative impacts on service delivery. We have 24 specific recommendations related to EnerGov.

  2. **This Report:** Implementing the recommendations from this report will likely require additional staff resources or consultants while staff undergoes training, process changes, and improved customer service.

  3. **Work Load:** The workload for many of the development review functions is increasing and on its way to levels experienced before the Department had numerous staff reductions.

The Solution

In the long term, many of the changes recommended in this report should improve staff efficiency. It is difficult to predict this impact but based on what we have seen in many organizations, this feature is often overestimated. Nevertheless, improved productivity of 10 to 20 percent should be possible. However, the short term has an opposite effect, staffs normal output could actually go down as various recommendations are implemented.

Once EnerGov is fully operational, it should lead to substantial improvement in productivity as many operations will be automated and additional services will be added. However, this will likely be on a three to five year timeline.

Other options include:

- **Re-allocation of Staff:** Once the silos are broken down, the Department can begin to look at resources across all functions. We recommend both adding and reducing positions. Staff will likely uncover other opportunities to shift resources from one function to another.

- **Fee Increases:** While many are against any additional fee increases, some support for possible fee increases was included in focus group comments. However, our national experience has demonstrated that developers are willing to pay increased fees for proven increased service. At some point, we believe the fees should be increased. In the short term a number of actions that currently do not have a fee could be added. Additionally, a greater emphasis on extra fees for expedited service gives the applicant the decision and avoids the governmental and political issues that occur with normal fee increases. Finally, the City should reduce the number of cases when fees are waived.
- **Contract Services:** Many communities have found cost savings through privatization and contract services. This is possible since contractors can help management; 1) Staff to the actual service need; 2) Utilize the lowest level or lowest paid staff for a particular service; 3) Utilize only high production staff; and 4) Pay somewhat lower employee benefits. We have recommended an initial experiment by contracting the Land Development Division's plan check function.
- **Use of Development Fund:** In the long term, we have recommended that a substantial reserve be built into the Development Fund. However, in the short term we suggest that the reserve account for the Development Fund be set at $800,000. Any increase in Development Fund revenue beyond that level should be dedicated to solving issues in the Planning and Development Department. The FY 14-15 revenue for the Development Fund is estimated at $1,162,486. This should be tracked throughout the fiscal year and estimated revenue over $800,000 should immediately be made available to the Department.
- **General Fund:** There is one area of the General Fund that should be used to augment the Departments staffing and budget. The Advance KC strategy includes its 10th category as Urban Land Use and Revitalization. It;

  Suggests the need to actively use the 1998 FOCUS Kansas City Plan and the 18 "geographic area plan regions" as a key guide to City planning and development. It notes the need to update some of this material. It also calls to "Utilize the confirmed "geographic area plan regions" from the Update as the basis for economic development investments."

  The City needs to decide what kind of city it wishes to be. Long-range planning is an important part of that decision. Yet, the staffing for the Citywide Planning function has been reduced virtually every year. It was 17 in 09/10, reduced to 13 in 10/11, 12 in 12/13, 10 in 13/14 and finally reduced to 7 in 14/15. We suggest that the General Fund be used to add back two staff to provide one professional staff per each City Council District.

- **Unobligated Funds:** Current City policy is to liquidate all unobligated funds at the end of the fiscal year. We suggest that this not be applied to the Planning and Development Department for the next three years.
- **Temporary Fee Surcharge:** We suggest that the City adopt a temporary, 3-year, 5% fee surcharge to be used to implement the many suggestions in this report and facilitate the installation of EnerGov.

B. KEY PRIORITY AREAS

1. Finance

Findings

There is continued pressure to reduce costs in the General Fund in favor of public safety services. This not only impacts the Planning and Development Department directly, but also impacts other important support functions like Information Technology. The Department's development-related functions are supported by the Development Fund and thus are not subject to the same General Fund pressures. However, the expenditures and revenues for this fund are more or less in balance. This means, that without some changes, the best the Fund can do is to continue to support, what stakeholders are suggesting is, unsatisfactory service. The Department's workload is starting to increase. Additionally, additional staff and resources will be needed to implement this report and also to implement EnerGov.

Recommendations

To resolve financial issues and provide additional funds to the Department we recommend:

- Using the Development Fund solely for the development process, Recommendation 6;
- Add fees for categories not currently covered with fees, Recommendation 9;
- Encourage expedited fees, Recommendation 297and 298;
- Experiment with privatization, Recommendation 223;
- Set the Fund Balance for the Development Fund at $800,000 with revenue over that amount to be available to supplement staff and other expenses, Recommendation 7;
- Do not liquidate unobligated funds for the Planning and Development Department for three years, Recommendation 12; and
- Adopt a three-year temporary fee surcharge of 5%, Recommendation 10.

Funds would be used as needed to implement this report such as:

- Additional support for EnerGov
- Backfilling staff needed to implement EnerGov
- Adding staff or consultants as necessary for any increased workload
- Adding to Citywide planners
- Build reserves for the Development Services Fund
- Remodel 5th floor
- Add GIS staff to Planning and Development
- Add one IT staff to Planning and Development Department
- Increase training budgets
- Replace outdated computers
- Tablets for Planning Commission, Historic Preservation Commission, Board of Zoning Adjustment
- Update recording equipment
- Large monitors
- Vehicle and equipment needs
- Clerical for Elevator Branch
- Replace field computers

2. Management

Findings

There are 12 top managers in the Department. Although we are not under contract to do any personnel evaluations, there are obvious needs to strengthen management in the Department. Customers indicate that problems in the Department have been the same over the last 10 to 20 years. The attempt to integrate functions when the Department was created in 2005 was not successful and functions continue to operate as silos. Only some of the functions that should have been moved from the Public Works and Water Departments took place. The Department lacks a customer service culture.

Recommendations

Management can be strengthened with the following recommendations:

- The top three managers to meet weekly to discuss the mission and set strategy, Recommendation 5;
- Assistant to Director to continue to be added to some management meetings, Recommendation 3;
- The twelve top managers to meet monthly to focus on mission and integration of services, and meet in a series of retreats, and have a 360 degree evaluation, Recommendations 5, and 35;

- Management and supervisor training for all managers, Recommendation 50;
- Managers to solicit staff input prior to making changes, Recommendation 13;
- Reduce the number of managers and supervisors, Recommendations 167, 196, and 282.

3. Culture

Findings
While we found a number of good customer service examples, overall the Planning and Development Department lacks a customer service culture and this negative culture is either tolerated by management or in some cases even encouraged. Some managers also have suggested culture approaches that severely inhibit how staff works together. This includes not wanting staff to communicate across functions. The general approach is to let the applicants work out any issues between functions, rather than staff working with the applicant to solve problems.

Recommendations
We have recommended 15 specific new approaches for the Department's culture in Recommendation 19 and support a customer advocacy approach, Recommendation 20. A few specific suggested cultures include:

- Staff aggressively coordinates functions and works out any issues between specialist, divisions or departments.
- Staff is encouraged and free to talk to anyone both within and outside the division or department.
- Staff looks to interpretations of the regulations to build a better Kansas City.
- Staff are problem solvers.
- Staff respect other specialists but challenge them and suggest alternatives when their recommendations don't seem to build a better Kansas City.

4. Land Development Division

Findings
The customers suggested that the Land Development Division is the most troublesome of all the functions. However, as noted by the customers, some of these issues also relate to the Public Works and Water Departments. When the Planning and Development Department was created, some additional functions should have been transferred from Public Works and Water. There has been a particular problem in

obtaining clear and consistent recommendations and conditions from all three departments.

Recommendations
We have made 40 specific recommendations related to the Land Development Division. Key recommendations include:

- Assign the existing Staff Engineer to supervise Plan "Review and contract plan services, Recommendation 220, 223, and 228.
- Complete plan review by contract staff, Recommendation 223;
- Revise the Plat Map process and move the entire function to the Planning and Development Department, Recommendation 240, 241, and 242;
- Document defective infrastructure and add laboratory testing, Recommendations 243, 244, 247 and 248.
- Consolidate new development plan reviews including water lines, traffic, and plat map engineering approval into the Land Development Division, Recommendations 233 and 234; and
- Consider increasing the authority of the LDD function with a manager of that function reporting directly to the P&D Department Director, Recommendation 227.
- Public works and Water Departments to up-date all construction standards, Recommendation 256 and 258.

5. Performance Standards

Findings
The Department has had many performance standards including standards for both first and second reviews. Many of these meet best practices. However, the standards are not well integrated between functions, need additional more frequent monitoring, and some need to be shortened and some additional standards are needed. The customers see Kansas City lagging behind other communities they work in. Even if this is only developer's perception, it impacts the City's economic development efforts.

Recommendations

- A variety of new performance standards are recommended for Development Management, Recommendation 145; Land Development, Recommendation 254 Permits, Recommendation 259, and Plan Review, Recommendation 280;
- Use contract staff as necessary to meet building plan check performance standards, Recommendation 287;

- Promote Express Plan Review and Priority Plan Review, Recommendations 297 and 298; and
- Create new standards for field building inspectors, Recommendation 163, 164, and 165.

6. Communication/Silos

Findings
Although various functions were placed together in the Planning and Development Department in 2005, they continue to operate within their own silos. There is a lack of communication between functions and inadequate teamwork. The applicants often are left to operate on their own to solve inter-function or division issues.

Recommendations

- The Assistant Engineering Director to work on the silo issues between the functions that report to him, Recommendation 16;
- A facilitator is recommended to work on partnering approaches, Recommendations 51;
- Planners are to be empowered to be true project managers, Recommendation 103, as well at the building Plans Examiners, Recommendation 283; and
- The Pre-application, Development Assistance Team (DAT) and Development Review Committee (DRC) process to provide a better focus and consistency, Recommendations 124, and 125.
- The Director of Planning and Development to have decision power in the DRC, Recommendation 119.

7. Fifth Floor

Findings
The atmosphere on the fifth floor was consistently mentioned by applicants and customers as lacking a friendly, how can we help you approach. The design of the area also conveys and presents a bureaucratic image.

Recommendations
Our recommendations include:

- Transferring the Customer Service Branch to the Permits Division, Recommendation 148;
- Staff to attend customer service training, Recommendation 270; and
- Consider redesigns to the fifth floor, Recommendation 27, 28, and 29.

II. INTRODUCTION AND SUMMARY

A. BACKGROUND AND PURPOSE

This study was initiated by the City Planning and Development Department with the support of the City Council's Planning, Zoning & Economic Development Committee to conduct an analysis of the City Planning and Development Department.

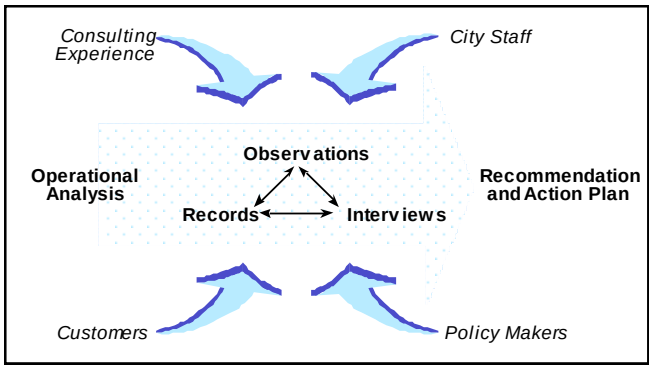
Specific goals included a comprehensive evaluation and review of current business service processes and performance, and a comparison with other national leading City Planning and Development Departments recognized for best practice procedures.

The RFP for the study was issued August 8, 2013 with proposals due September 10, 2013. Interviews were held with Zucker Systems on October 25, 2013. Zucker Systems was selected for the contract on October 25th with a contract dated December 1, 2013. Zucker Systems staff spent time in Kansas City December 11 and 12, February 5, 25, 26, 27, March 11, 12, and 13, and April 1 and 2.

B. METHODOLOGY

Zucker Systems used a proprietary well-tested, integrated methodology for this study, as shown in Figure 1. We brought our extensive experience to the study, worked closely with City staff, and solicited input and observations from customers and policy makers. The methodology is built on interrelating records, observations, and interviews. Each is necessary for valid studies. National research has shown that each one of these three—if relied upon exclusively—can be subject to substantial error. For example, record systems are often found to be as high as 50% in error, or the wrong things are measured. We used observations and interviews to verify records. Records and interviews were used to verify observations. Records and observations were used to verify interviews. Each group of people, shown in Figure 1, was an important part of the process.

Figure 1
Methodology Overview



Specific activities conducted for this study included the following:

- Four customer focus groups of 33 people;
- An email survey to 2,500 applicants for development approvals or permits;
- A public hearing by the City Council Special Committee on Small Business;
- City Planning and Development Department staff completed 103 short questionnaires and 90 long questionnaires;
- One-on- on interviews with many managers and staff;
- Two meeting with the committee that selected the consultant;
- Field ride-along with Land Development inspectors;
- Review of background reports and data; and
- Interviewed four members of the City Council.

C. FINDINGS AND RECOMMENDATIONS

This analysis found many exemplary features within the City Planning and Development Department as well as a number of areas where improvement is possible. Positive findings and areas of strength are included throughout this report. A few highlights are included below.

Areas of Strength

Specific strengths include:

- The pending 10 function EnerGov technology system;
- Online project tracing for some functions via KIVANET;

- Key relevant functions are located in the Planning and Development Department;
- Planning and Development Department headed by an Assistant City Manager;
- Next day building inspections with am/pm preference;
- Many key development-related functions located within City Hall;
- The Citywide Division won the Rich Noll Pacesetter Award for extraordinary service;
- Adoption of a new Zoning and Development Code;
- Use of combination inspectors for building function;
- The Land Development Division is leading the way on electronic plan check and use of KIVA;
- The building permit and plan check function has good use of KIVA;
- Wait times at permit counter are short;
- Express plan review of one hour for qualifying projects;
- Special Inspection program for structural issues;
- Urban Development completed important projects as part of Brownfield's Initiative; and
- Streetcar Development District Project and Coordination.

Opportunities for Improvement

Problem areas and opportunities for improvement are described throughout this report. What we consider to be seven key areas, or themes, are discussed in the Executive Summary, the first chapter in this report.

Table 1 summarizes the 325 recommendations and opportunities for improvement made throughout this study. To assist the reader, each summarized recommendation is cross-referenced to the page on which the supporting text appears. Although all of these recommendations are important, each was given a priority number in order to help the City with implementation. There are 89 priority number one recommendations, 153 priority number two recommendations and 83 priority number three recommendations. We assume that existing staff will implement many of the recommendations and the cost, except for new staffing, generally should be absorbed through greater efficiency.

To further help the City in implementation, we have also coded all the recommendations. "Phase One Actions" are recommendations, which we believe should be completed in the first nine months. "Phase Two Actions" we believe should be completed within 18 months.

There are 230 Phase One Action recommendations. Some of these are given priority 1, 2 or 3. However, that does not mean that only the priority 1 recommendations should be addressed. There are 95 Phase Two Action recommendations. The departments should develop a detailed implementation plan with time targets for these recommendations.

For each recommendation, we also indicate a responsible party for implementation.

While the priorities and action schedules should help the City with its implementation plan, it's essential to initially focus on the seven key priorities discussed in the Executive Summary.

Table 1
Table of Recommendations

#	Recommendation	Responsibility	Page	Priority	Phase One Actions	Phase Two Actions
1.	Agree on an implementation plan	City Manager, Assistant City Manager/Director	25	1	X	
ISSUES RELATED TO ENTIRE CITY PLANNING AND DEVELOPMENT DEPARTMENT						
2.	Director, Principal Assistant Department Head and Assistant Engineering Director to meet weekly	Director	33	1	X	
3.	Assistant to Director to continue to be added to some of Directors key reports meeting	Director	33	1	X	
4.	Three top managers and nine Division heads to meet in series of retreats	Director	33	1	X	
5.	Three top managers and nine Division heads to meet monthly to focus on mission and integration of functions	Director	33	1	X	
Budget/Finances/Fees						
6.	Use Development Services Fund solely for development process	City Manager and Finance Department	37	1	X	
7.	Build reserve for Development Services Fund to match annual Planning and Development annual budget	Director and Finance Department	37	2		X
8.	Develop approach to financial issues	Director, City Manager and Finance Department	40	1		X
9.	Develop ways to increase revenue	Assistant to the Director	41	1	X	
10.	Adopt a 5% fee surcharge for three years	City Council	41	1	X	
11.	Use same terms to describe functions across all documents	Assistant to the Director	41	3	X	
12.	Examine approach to year end unobligated funds and vacant positions	Finance Department and City Manager	41	3		X
Communication/Meetings						
13.	Solicit staff input re procedural changes	All Managers	42	2	X	
14.	Staff to freely communicate with everyone	All Managers	42	2	X	

#	Recommendation	Responsibility	Page	Priority	Phase One Actions	Phase Two Actions
15.	Weekly meeting between the Director and Assistant Engineering Director	Director	43	2	X	
16.	Address silo issues in five operating divisions	Assistant Engineering Director	43	1	X	
17.	Develop comprehensive telephone and email list	Assistant to the Director	44	2	X	
Concierge						
18.	Adopt listed approach to the Concierge position	Director	45	2	X	
Culture						
19.	Adopt approach to change the Culture	Director	47	1	X	
Customers						
20.	Support customer advocacy	All Managers	47	1	X	
21.	Use customer comment forms	All Managers	48	2	X	
22.	Encourage use of customer comment forms	All Managers	48	2	X	
23.	Use customer comments to improve service	All Managers	48	2	X	
24.	Advertise examples of positive service	All Managers	48	2	X	
25.	Develop comprehensive email list	All Managers	49	2	X	
26.	Actively participate with stakeholder groups	All Managers	49	2	X	
Fifth Floor						
27.	Designer to make recommendations for fifth floor	Director and Permits Division Manager	50	1	X	
28.	Add front counter communication system	Permits Division Manager	50	2	X	
29.	Examine integrated counter	Permits Division Manager and all managers	50	2		X
Handouts						
30.	Revise and update all handouts	Permits Division Manager	51	2	X	
31.	Large titles at top of all handouts	Permits Division Manager	52	3	X	
32.	Create new handout rack	Permits Division Manager	52	3		X
Office Space						
33.	Consider relocating some City Hall functions	Assistant to the Director	53	3		X
34.	Review City Hall Signage	General Services	53	3		X
Performance Evaluation						
35.	Use 360 degree evaluations for managers	Director	53	1	X	
36.	Revise employee evaluation system	Assistant to the Director	54	3		X
Performance Standards						
37.	Use three key performance techniques	PDD Managers, and Managers from related departments	56	2	X	
38.	Include performance standards in EnerGov	Assistant City Manager for EnerGov	58	1		X

#	Recommendation	Responsibility	Page	Priority	Phase One Actions	Phase Two Actions
Technology						
39.	Planners to use KIVA	Principal Assistant Department Head	58	2	X	
40.	Promote electronic plan submittal process	Assistant Engineering Director	59	2	X	
41.	Secure new digital plan review software	Assistant Engineering Director	59	2	X	
42.	Accept all types of applications for electronic plan check	Assistant Engineering Director	59	1	X	
43.	Charge extra fees for submitting paper plans	Permits Division Manager	59	2		X
44.	Assure adequate staff for EnerGov	Assistant City Manager for EnerGov	61	1	X	
45.	Add one IT staff to Planning and Development Department	City Manager	61	2		X
46.	Include 13 specific features in EnerGov	Assistant City Manager for EnerGov	61	1	X	
47.	Add GIS expert in Planning and Development Department	Assistant to the Director	62	2		X
48.	Meet with Water Department re GIS system	Land Development Manager	62	2	X	
49.	Incorporate Google Earth into GIS	Land Development Manager	63	3		X
Training						
50.	All managers and supervisors to attend manager and supervisor training	Director	63	1	X	
51.	Use facilitator for partner approaches	Director	63	1	X	
52.	Allocate 2% of personnel budget for training and 5% of staff time	Assistant to the Director and all Department Managers	63	2		X
Union						
53.	Improve relations with the Union	Director	64	2		X
Website						
54.	Include Table of Contents of Document Library on main website	Admin Officer for website	64	2	X	
55.	Nine managers in Planning and Development Department to take responsibility for website content issues	Director and Admin Officer for website	65	2	X	
56.	Include added features to City website	Admin Officer for website	67	3		X
CITYWIDE PLANNING						
Organization Issues						
57.	Prepare annual work program	Citywide Planning Division Manager	74	2	X	
58.	Update all HARC handouts and website information	Citywide Planning Division Manager	74	2	X	
59.	Publish up-to-date Historic Preservation Guidebook	Citywide Planning Division Manager	75	3		X
60.	Create Area Plan User Guide	Citywide Planning Division Manager	75	3		X
61.	All staff to use new EnerGov system	Citywide Planning Division Manager	75	2		X

#	Recommendation	Responsibility	Page	Priority	Phase One Actions	Phase Two Actions
62.	Replace outdated computers	Citywide Planning Division Manager and Assistant to the Director	76	2		X
63.	Establish comprehensive plan maintenance fee	Citywide Planning Division Manager and Assistant to the Director	76	2		X
64.	Division to add three staff meetings	Citywide Planning Division Manager	78	3	X	
65.	Clear objective and agenda for all meetings	Citywide Planning Division Manager	78	3		X
66.	Discuss mission and Division direction in all staff meetings	Citywide Planning Division Manager	78	2	X	
67.	Conduct performance evaluations on schedule	Citywide Planning Division Manager	78	2	X	
68.	Prepare policies and procedures manual	Citywide Planning Division Manager	79	2		X
69.	Re-initiate the Historic Design post card outreach system	Citywide Planning Division Manager	79	3		X
70.	Administrative Officer to assist in establishing operating policies	Citywide Planning Division Manager	81	3		X
71.	Add two planners to Citywide Planning Division	Citywide Planning Division Manager and City Council	81	2	X	
72.	Develop Job Description for Division Manager	Personnel Department	82	3		X
73.	Add GIS skills to vacant Planner position	Citywide Planning Division Manager	83	3	X	
74.	Establish consistent name for the Division and use consistently	Citywide Planning Division Manager	84	3		X
75.	Establish work program for training needs	Citywide Planning Division Manager	85	3		X
76.	Budget for update of Comprehensive Plan	Citywide Planning Division Manager	88	2		X
77.	Enhance GIS System	Citywide Planning Division Manager and IT Department	89	2		X
78.	Determine compliance service issues within Historic District Overlay areas	Citywide Planning Division Manager	89	3		X
79.	Budget for historic resource surveys	Citywide Planning Division Manager	90	3		X
80.	Review staff to use KIVA	Citywide Planning Division Manager	91	2	X	
Process Issues						
81.	Develop Team strategy for Area Plan Implementation	Citywide Planning Division Manager	93	2	X	
82.	Incorporate checklists in Policy and Procedures Manual	Citywide Planning Division Manager	95	3		X
83.	Create fillable forms for Certificate of Appropriateness	Citywide Planning Division Manager and IT	96	3		X
84.	Add on-line credit cards for Certificate of Appropriateness	Citywide Planning Division Manager and IT	96	3		X
85.	EnerGov to include on-line Certificate of Appropriateness	Citywide Planning Division Manager and IT	96	3		X
86.	Do not accept incomplete applications	Citywide Planning Division Manager	96	3	X	
87.	Include design review process in EnerGov	Citywide Planning Division Manager and IT	96	2		X

#	Recommendation	Responsibility	Page	Priority	Phase One Actions	Phase Two Actions
88.	Purchase tablets for Planning Commission and Historic Preservation Commission	Citywide Planning Division Manager and IT	97	3		X
DEVELOPMENT MANAGEMENT						
89.	Prepare annual work plan	Development Management Division Manager	103	2	X	
90.	Up-date all flow charts and include Spanish	Development Management Division Manager	104	2	X	
91.	Create fillable applications	Development Management Division Manager and IT	104	2		X
92.	EnerGov to include fee payment and application processing for Development Management applications	Development Management Division Manager and IT	104	2		X
93.	Post active project list on webpage	Development Management Division Manager	104	3		X
94.	Update Zoning and Development Guide	Development Management Division Manager	104	2		X
95.	Generate monthly performance reports	Development Management Division Manager and IT	105	2		X
96.	EnerGov to produce monthly performance reports for Development Management	Development Management Division Manager and IT	105	2		X
97.	Revise phone system for Spanish speaking customers	Development Management Division Manager and IT	106	3		X
98.	Monitor printer re personal use by staff	Development Management Division Manager and IT	106	3		X
99.	Inventory and purchase equipment needs	Development Management Division Manager Assistant to the Director	106	3		X
100.	Purchase tablets for BZA	Development Management Division Manager Assistant to the Director	106	3		X
101.	Use out card system for files	Development Management Division Manager	107	3	X	
102.	Set clear agenda and objectives for staff meetings	Development Management Division Manager	107	3	X	
103.	Empower planners to be true project manages	Development Management Division Manager	110	1	X	
104.	Create a staffing model	Development Management Division Manager Assistant to the Director	111	2		X
105.	On-going staff training	Development Management Division Manager	112	2	X	
106.	Cross training between Development Management and Citywide Planning	Principle Assistant Department Head	112	3	X	
Policy Issues						
107.	Update recording equipment	Development Management Division Manager Assistant to the Director	114	2	X	
108.	If allowed by state law, discontinue use of court transcriber for BZA hearings	Development Management Division Manager	114	3	X	
109.	Post BZA minutes on website	Development Management Division Manager	114	3	X	
110.	Staff to provide recommendations for BZA cases	Development Management Division Manager	114	3		X
111.	Post City Planning Commission minutes on website	Development Management	115	3	X	

#	Recommendation	Responsibility	Page	Priority	Phase One Actions	Phase Two Actions
		Division Manager				
112.	Develop protocol so staff can continue to work at desk until needed at Planning Commission meeting	Development Management Division Manager	116	2	X	
113.	Designated senior level staff to be on-call for Planning Commission meeting	Development Management Division Manager and all relevant functions	116	2	X	
114.	Reduce Water Services membership on DRC to one representative	Development Management Division Manager and Water Department	119	2	X	
115.	Change Law Department and Health Department to ex-officio membership on DRC	Development Management Division Manager	119	3	X	
116.	Reevaluate voting membership on DRC	Development Management Division Manager	119	3		X
117.	Record all DRC comments 2 days prior to DRC meeting	Development Management Division Manager	120	2	X	
118.	All DRC members to be prepared for each meeting	Development Management Division Manager	121	2	X	
119.	Director of Planning and Development to have decision power for conflicts between DRC reviewers	City Manager	121	1	X	
120.	Division staff to use KIVA and e-builder	Development Management Division Manager	122	2	X	
121.	Create consistent information and names for PZ&E Committee	Development Management Division Manager	122	3	X	
122.	Create comprehensive policy and procedures manual for the Division	Development Management Division Manager	124	2	X	
123.	Adopt fee for pre-application conferences	Development Management Division Manager Assistant to the Director	124	2		X
124.	Combine Pre-application and DAT process into a single process	Development Management Division Manager	126	1	X	
125.	Staff for pre-application and DRC should be the same	Development Management Division Manager	126	1	X	
126.	Crate pre-application checklist	Development Management Division Manager	126	2	X	
127.	Hold pre-application meetings weekly	Development Management Division Manager	126	2	X	
128.	Track pre-application in KIVA	Development Management Division Manager and IT	127	3	X	
129.	Create pre-application comment worksheet	Development Management Division Manager	127	2	X	
130.	Link zoning code interpretations to Zoning Plus	Development Management Division Manager	128	3		X
131.	Adopt additional design guidelines	Development Management Division Manager	129	3		X
132.	List amendments to Zoning Development Code in annual work program	Development Management Division Manager	129	2		X
Process Issues						
133.	Make decision making table available to the public	Development Management Division Manager	132	3		X
134.	As part of EnerGov require only electronic submittal materials	Development Management Division Manager and IT	137	2		X
135.	EnerGov to have consistent case numbering	Development Management Division Manager and IT	138	2		X
136.	Transmit plans to reviewers electronically	Development Management	139	2	X	

#	Recommendation	Responsibility	Page	Priority	Phase One Actions	Phase Two Actions
		Division Manager				
137.	Resolve most issues before proceeding to hearing body	Development Management Division Manager	140	1	X	
138.	Use Track Changes to edit staff reports	Development Management Division Manager	140	2	X	
139.	Create flow charts for processes showing all reviewers	Development Management Division Manager	142	3		X
140.	Configure EnerGov for all aspects of the process	Development Management Division Manager and IT	142	1		X
141.	Purchase additional large monitors as needed	Development Management Division Manager Assistant to the Director	142	2	X	
142.	EnerGov to track BZA expiration dates	Development Management Division Manager and IT	142	1		X
143.	Use KIVA for building permit review	Development Management Division Manager	143	2	X	
144.	Route all site plans via KIVA	Development Management Division Manager and Permits Manager	144	2	X	
145.	Adopt new performance standards	Development Management Division Manager	148	1	X	
DIRECTORS OFFICE						
146.	Have one Spanish speaking staff on 5th Floor	Assistant to the Director	151	3	X	
147.	Additional devices to help locate needed staff on 5th Floor	Assistant to the Director	151	3	X	
148.	Customer Service Branch to report to Permits Division	Director	151	1	X	
149.	Transfer Analyst position for Advance KC to City Manager's office	City Manager	152	2	X	
150.	Increase staffing in Citywide Planning re Advance KC Strategic Plan	City Manager	153	1	X	
151.	Use out cards in filing function	Assistant to the Director	154	3	X	
152.	Review filing needs as part of EnerGov	Assistant to the Director and IT	154	1		X
153.	Managers to take more aggressive roles with personnel issues	Assistant to the Director and all managers	155	2	X	
154.	Shorten time required to fill vacant positions	HR Department	155	2		X
155.	Allow inspection requests by email	Assistant to the Director and Inspection Division	155	3	X	
INSPECTIONS						
156.	Follow procedures for inspector – plan check issues	Building Official	162	1	X	
157.	Examine potential to collocate Inspections and Plan Review Divisions	Building Official and Assistant to the Director	162	3		X
158.	Clarify responsibility for flood control	Building Official and Managers of Inspections and Land Development	162	2	X	
159.	Clarify process for enforcement of building without permits	Mangers Inspections and Investigations	163	2	X	
160.	Notify Special Inspections staff in need for special inspections as early as possible.	Plan Review Manager	163	3	X	
161.	EnerGov to accommodate field computers	Manager Inspections Division	164	1		X

#	Recommendation	Responsibility	Page	Priority	Phase One Actions	Phase Two Actions
		and IT				
162.	Keep same inspector throughout the construction	Manager Inspections Division	165	2	X	
163.	Reduce to two inspection supervisors	Manager Inspections Division	165	1	X	
164.	Develop performance standards for Inspection Supervisors	Manager Inspections Division	165	1	X	
165.	Conduct quarterly audits of Inspection Supervisors	Manager Inspections Division	166	1	X	
166.	All inspections within 24 hours	Inspections Division Manager	167	1	X	
167.	Monitor workload related to training sessions	Manager Inspections Division	168	2	X	
168.	Program EnerGov to estimate inspection times	Manager Inspections Division and IT	168	2		X
169.	Add staff or consultants as needed to meet performance standards	Manager Inspections Division	168	2	X	
170.	Require inspectors to maintain required certifications	Building Official	170	2	X	
171.	Budget to provide funds for maintaining certifications	Building Official and Assistant to the Director	170	2	X	
172.	Set standards for evaluating field inspectors	Manager Inspections Division	172	1	X	
173.	Create inspection auditing program	Manager Inspections Division	172	2	X	
174.	Incorporate audit findings into employee evaluations	Manager Inspections Division	172	2		X
175.	Develop program re red tag construction	Manager Inspections Division	173	2	X	
176.	Budget for local and State code training for inspectors	Manager Inspections Division and Assistant to the Director	173	2		X
177.	Off-site training for inspectors to be shared to all inspectors	Manager Inspections Division	174	3		X
178.	Weekly training for inspections staff	Manager Inspections Division	174	2	X	
179.	Designate staff to attend Kansas City Metro ICC Chapter meetings	Building Official	175	3	X	
180.	All managers and supervisor to attend supervision training	Manager Inspections Division	175	2	X	
181.	Assign vehicles to maximize utilization	Manager Inspections Division	176	3	X	
182.	Consider private contractors for fleet maintenance	Manager Inspections Division	176	3	X	
INVESTIGATIONS						
Organization Issues						
183.	Create annual work program	Investigation Manager	181	2	X	
184.	EnerGov system to have reporting features	Investigation Manager and IT	182	1		X
185.	Replace vehicles and equipment as needed	Investigation Manager and Assistant to the Director	184	2		X
186.	EnerGov system to create and store all code enforcement cases	Investigation Manager and IT	185	1		X
187.	Update all handouts and website information	Investigation Manager	185	2	X	
188.	Create job description for Investigations Division Manager	Director, Assistant to the Director, and HR	185	2	X	
189.	Assign subject matter expert to EnerGov project	Investigation Manager	186	1		X

#	Recommendation	Responsibility	Page	Priority	Phase One Actions	Phase Two Actions
190.	Schedule monthly staff meetings	Investigation Manager	187	2		
191.	Schedule monthly manager and supervisors meeting	Investigation Manager	187	2	X	
192.	Schedule bi-weekly meeting between Supervisors and line staff	Investigation Manager	187	2	X	
193.	All meetings to be structured and with clear objectives and agenda	Investigation Manager	188	2	X	
194.	Up-date 2006 Procedures	Investigation Manager	188	2	X	
195.	Modify 14th Floor reception desk	Investigation Manager and Assistant to the Director	189	3		X
196.	Delete one supervisor position	Investigation Manager and Building Official	190	1	X	
197.	Transfer inspection for underground spaces to Elevator Branch	Building Official	190	2	X	
198.	Move Elevator Inspection to the Inspection Division	Building Official	190	1	X	
199.	Publish and post to webpage Division organization chart.	Investigation Manager	190	3		X
200.	Prepare policies and procedures manual	Investigation Manager	192	2	X	
201.	Develop public outreach program	Investigation Manager	192	3		X
202.	Continue efforts on voluntary compliance	Investigation Manager	195	3	X	
203.	Share training amongst staff	Investigation Manager	195	3	X	
204.	Supervisors to obtain annual supervisory training	Investigation Manager	195	3		X
205.	Provide self-defense training	Investigation Manager	196	3	X	
206.	Cross-train all staff	Investigation Manager	196	3		X
Elevator Inspection Branch						
207.	Examine issue of bonus pay for elevator inspectors	Building Official, Assistant to Director, and HR	197	3		X
208.	Establish weekly training for Elevator Inspectors	Elevator Branch Supervisor	197	2	X	
209.	Develop performance standards for inspectors	Elevator Branch Supervisor	198	3		X
210.	Develop inspector audit program	Elevator Branch Supervisor	198	3		X
211.	Assign clerical work to clerical staff	Elevator Branch Supervisor	198	3		X
212.	EnerGov to include elevator permitting	Elevator Branch Supervisor and IT	198	1		X
213.	Add full-time clerical to focus on revenue recovery	Elevator Branch Supervisor and Assistant to the Director	199	2	X	
214.	Replace field computers	Elevator Branch Supervisor and IT	200	2	X	
Policy Issues						
215.	Clarify code enforcement issues	Investigation Manager	200	2	X	
Process Issues						
216.	Create flow chart of process and use as a communication tool	Investigation Manager	202	2	X	
217.	EnerGov system to provide filed routing for CCI inspections	Investigation Manager and IT	203	1	X	

#	Recommendation	Responsibility	Page	Priority	Phase One Actions	Phase Two Actions
218.	Formalize performance standards	Investigation Manager	206	2	X	
LAND DEVELOPMENT						
Organizational Issues						
219.	Implement a teamwork improvement program	Land Development Division Manager and Building Official	215	1	X	
220.	Assign Staff Engineer supervision over Plan Review	Land Development Division Manager	215	1	X	
221.	Meet weekly to review plan check supervisors training	Land Development Division Manager, Staff Engineer, and plan check supervisor	215	1	X	
222.	Review job specifications	Land Development Division Manager	216	3		X
223.	Proceed with contract plan checkers	Land Development Division Manager	218	1	X	
224.	Reassign current plan review group	Land Development Division Manager	218	1	X	
225.	Change name of LDD to Land Development and Engineering Services	Assistant City Manager	218	2	X	
226.	Recruit Administrative Assistant with one-week overlap re retirement	Land Development Division Manager and HR	218	2	X	
227.	Reclassify LDD Manager and report to Assistant City Manager	Assistant City Manager	218	1	X	
228.	Contract plan review firms to report to Staff Engineer	Land Development Division Manager	218	1	X	
229.	Revise weekly staff meetings	Land Development Division Manager	220	1	X	
230.	Quarterly meetings for entire LDD staff	Land Development Division Manager	220	1	X	
231.	Director to periodically attend Quarterly staff meetings	Land Development Division Manager	220	2	X	
232.	Move Banner Permits to Public Works Department	Assistant City Manager and Public Works	221	2	X	
233.	Bring all engineering reviews from Public Works and Water Departments to LDD	City Manager	221	1	X	
234.	Reallocate fees collected for water line plan review to Planning and Development	Water Department	222	1	X	
235.	Use outside facilitator for partnering approach	Land Development Division Manager	222	1	X	
236.	EnerGov to have centralized files	Land Development Division Manager, and IT	224	1	X	
237.	Contract with Librarian re central files system and EnerGov	Building Official, and IT	224	1	X	
238.	Integrate LDD files with KIVA and EnerGov	Land Development Division Manager and It	224	1	X	
239.	File all pending as built plans	LDD Inspection Supervisor	224	2	X	
Process Issues						
240.	Review legal aspects of Plat Map Review	City Attorney	227	2	X	
241.	Plat maps and signatures to be digital	Land Development Division Manager	227	1	X	

#	Recommendation	Responsibility	Page	Priority	Phase One Actions	Phase Two Actions
242.	Move Plat Map approval from Public Works to LDD	City Manager	227	1	X	
243.	Document defective infrastructure	Public Works and Water Departments	229	1	X	
244.	Review and modify maintenance agreement form	Land Development Division Manager	229	2	X	
245.	Evaluate LDD inspection schedules	Land Development Division Manager	229	2	X	
246.	Add consulting inspection staff as necessary	Land Development Division Manager	229	2	X	
247.	Provide certified laboratory testing	Land Development Division Manager, Public Works, and Water Departments	229	1	X	
248.	Developers to provide certified testing	Land Development Division Manager	229	2		X
249.	Training program for inspectors re quality assurance	Land Development Division Manager	230	2	X	
250.	LDD, Public Works and Water to schedule joint inspections at hand off	Land Development Division Manager, Public Works, and Water Departments	230	2	X	
251.	Citywide planning to be responsible for Major Streets Plan	City Manager and Public Works Department	230	1	X	
252.	Include budget for LDD equipment needs	Land Development Division Manager	231	2		
253.	Use KIVA to track all projects	Land Development Division Manager, Public Works, and Water Departments	232	2	X	
254.	Set first check at 15 working days and second check at 10 days, third check at 5 days.	Land Development Division Manager	232	1	X	
255.	Require complete plans for submittal	Land Development Division Manager	232	2		
Policy Issues						
256.	Up-date and correct all standard plans	Public Works and Water Department	233	1	X	
257.	Link Standard Plans in website	Public Works and Water Department	234	2	X	
258.	Up-date Standard Plans at least yearly	Public Works and Water Department	234	1		X
PERMITS DIVISION						
Organization Issues						
259.	Issue permits one day after completing plan review	Permits Division Manager	239	1	X	
260.	Cross train staff	Permits Division Manager	239	2	X	
261.	Staff supporting counter to be Certified Permit Technicians	Permits Division Manager	239	2		X
262.	Consolidate some job classifications	Permits Division Manager and HR	239	3		X
Process Issues						
263.	Use electronic newsletters to advertise customer service enhancements	Permits Division Manager	240	2	X	
264.	Consider consolidating all application forms into one	Permits Division Manager	241	3	X	
265.	Develop tracking system for applications that arrive	Permits Division Manager	241	2	X	

#	Recommendation	Responsibility	Page	Priority	Phase One Actions	Phase Two Actions
	by mail					
266.	Document preliminary meetings with applicants in KIVA	Permits Division Manager	241	3	X	
267.	Allow all Land Development applications to be submitted at permit center	Permits Division Manager and Land Development Manager	242	2	X	
268.	Track correspondence related to Plans Examiner's requests	Permits Division Manager	242	2	X	
269.	Consolidate contractor license process	Permits Division Manager	243	3		X
270.	5th Floort staff to attend customer service training	Permits Division Manager	244	1	X	
271.	Develop monitoring program for Receptionist	Permits Division Manager	244	2	3	
272.	Cross-training for Receptionist and permit writing staff	Permits Division Manager	244	2	X	
273.	Develop new flow charts and handouts	Permits Division Manager	245	2	X	
274.	Review handouts with customers needing assistance	Permits Division Manager	245	3	X	
275.	EnerGov to document all inquiries	Permits Division Manager and IT	245	1	X	
276.	Document in KIVA when permit is ready	Permits Division Manager	246	3	X	
PLANS REVIEW DIVISION						
Organization Issues						
277.	Improve communication between Plan Review and Inspections Divisions	Plans Review Division Manager and Inspection Division Manager	251	1	X	
278.	Hold staff accountable to inter division issues	Plans Review Division Manager and Inspection Division Manager	251	1	X	
279.	Plans Examiners to do ride-alongs with inspectors	Plans Review Division Manager and Inspection Division Manager	251	2	X	
280.	Reduce new building plan review to 3 weeks and each subsequent review in half of previous review	Plans Review Division Manager	252	1		
281.	Alert Plans Examiners re high priority projects	Plans Review Division Manager	253	2	X	
282.	Eliminate one Plans Review Supervisor	Plans Review Division Manager	253	1	X	
283.	Plans Examiner to be project manager	Plans Review Division Manager	254	1	X	
284.	Conduct salary survey re Sr. Construction Inspector and Development Specialist I classifications	Plans Review Division Manager, and HR	255	2		X
285.	Conduct salary survey for plans review group	Plans Review Division Manager, and HR	256	3		X
286.	Utilize time tracking system of KIVA and EnerGov	Plans Review Division Manager	256	2	X	
287.	Use contract staff if necessary to meet performance standards	Plans Review Division Manager	258	1	X	
288.	Add structural engineer function to plans examination	Plans Review Division Manager	259	1	X	
289.	Replace Plans Review Supervisor with Registered Structural Engineer	Plans Review Division Manager	260	1	X	
290.	Plans reviewers to retain required certifications	Building Official	260	2	X	

#	Recommendation	Responsibility	Page	Priority	Phase One Actions	Phase Two Actions
291.	Budget for required certification training	Plans Review Division Manager and Assistant to Director	260	2		X
292.	Develop weekly staff training program	Plans Review Division Manager	261	2	X	
293.	Use outside experts as necessary for training	Plans Review Division Manager	261	3		X
Process Issues						
294.	Abandon rotating counter service	Plans Review Division Manager	261	2	X	
295.	Audit plan reviewers work	Plans Review Division Manager	262	2	X	
296.	Audit results to be included in employee evaluations	Plans Review Division Manager	263	2	X	
297.	Change Express Review	Plans Review Division Manager	263	1	X	
298.	Promote Priority Plan Review Program	Plans Review Division Manager	263	1	X	
299.	First reviews to be comprehensive	Plans Review Division Manager	264	1	X	
300.	Develop performance standards for all staff positions	Plans Review Division Manager	265	2	X	
301.	Performance standards to identify level of discretionary authority	Plans Review Division Manager	266	2	X	
302.	Invite applicants to participate in discussions between plan reviewer and supervisor	Plans Review Division Manager	266	2	X	
Policy Issues						
303.	All City projects to be reviewed by Planning and Development Department	City Manager	266	2	X	
304.	Code modification findings to be available on web site	Plans Review Division Manager	266	3	X	
305.	Train some Plans Examiners and Inspectors re Federal Accessibility requirement	Plans Review Division Manager	267	3		X
306.	"Zoning Code Training for Plan Review staff	Plans Review Division Manager	268	2	X	
307.	Development Management Division has final decision re Zoning Code interpretations	Plans Review Division Manager	268	2	X	
URBAN REDEVELOPMENT DIVISION						
308.	Create handouts for Division programs	Urban Redevelopment Division Manager	273	3		X
309.	EnerGov to report on Division activity	Plans Review Division Manager, and IT	274	1	X	
310.	Staff meetings to have clear agenda and objectives	Plans Review Division Manager	275	2	X	
311.	Create a staffing model for Brownfields Program	Plans Review Division Manager	278	3	X	
312.	Prepare a current Policies and Procedures Manual	Plans Review Division Manager	281	3		X
BENCHMARKING						
EMPLOYEE PERCEPTIONS						
313.	All Division managers to meet with employees re training programs	All managers	288	2	X	

#	Recommendation	Responsibility	Page	Priority	Phase One Actions	Phase Two Actions
314.	Address Silo issues	Director, Principal Assistant Department Head and Assistant Engineering Director	289	1	X	
315.	Educate staff on economic development issues	Director, Principal Assistant Department Head and Assistant Engineering Director	289	1	X	
316.	Clarify mission and work program in Citywide Division	Citywide Divisions Manager	290	1	X	
317.	Provide clarity to development process	Development Management Division Manager	290	1	X	
318.	Review staff questionnaire responses for Inspection Division	Director, Assistant Engineering Director, and Inspection Division Manager	291	1	X	
319.	Address the low employee survey scores in Investigation Division	Assistant Engineering Director and Inspection Division managers and supervisors	292	2	X	
320.	Address the low employee scores in the Land Division	Assistant Engineering Director and Land Development Division managers and supervisors	292	2	X	
321.	Review Investigation Division function	All Department Managers	293	2	X	
322.	Address low employee scores in Permits Division	Assistant Engineering Director and managers and supervisors in Permits Division	294	2	X	
323.	Address low employee scores in Plans Review Division	Assistant Engineering Director and managers and supervisors in Plans Review Division	295	2	X	
324.	Address low employee scores in Urban Development Division	Principal Assistant Department Head and managers and supervisors in Urban Development Division	296	2	X	
CUSTOMER PERCEPTIONS						
325.	Address issues raised by the customers	All managers and staff in the Department	308	1	X	

Before the City begins implementing this study, we suggest that it take the following action.

1. ***Recommendation*: The City Manager and the Assistant City Manager/Director of the Planning and Development Department should review the study and agree on an implementation plan, which should include:**

- An agreed-upon timetable and work program.
- Costs estimates and method of funding.
- Confirmation by the Mayor and the City Council.

The Planning and Development Department already has many important tasks they are undertaking and may find the 325 recommendations overwhelming. However, as improvements take place and staff becomes empowered to change, the City may be surprised at how fast implementation can occur.

III. ISSUES RELATED TO ENTIRE CITY PLANNING AND DEVELOPMENT DEPARTMENT

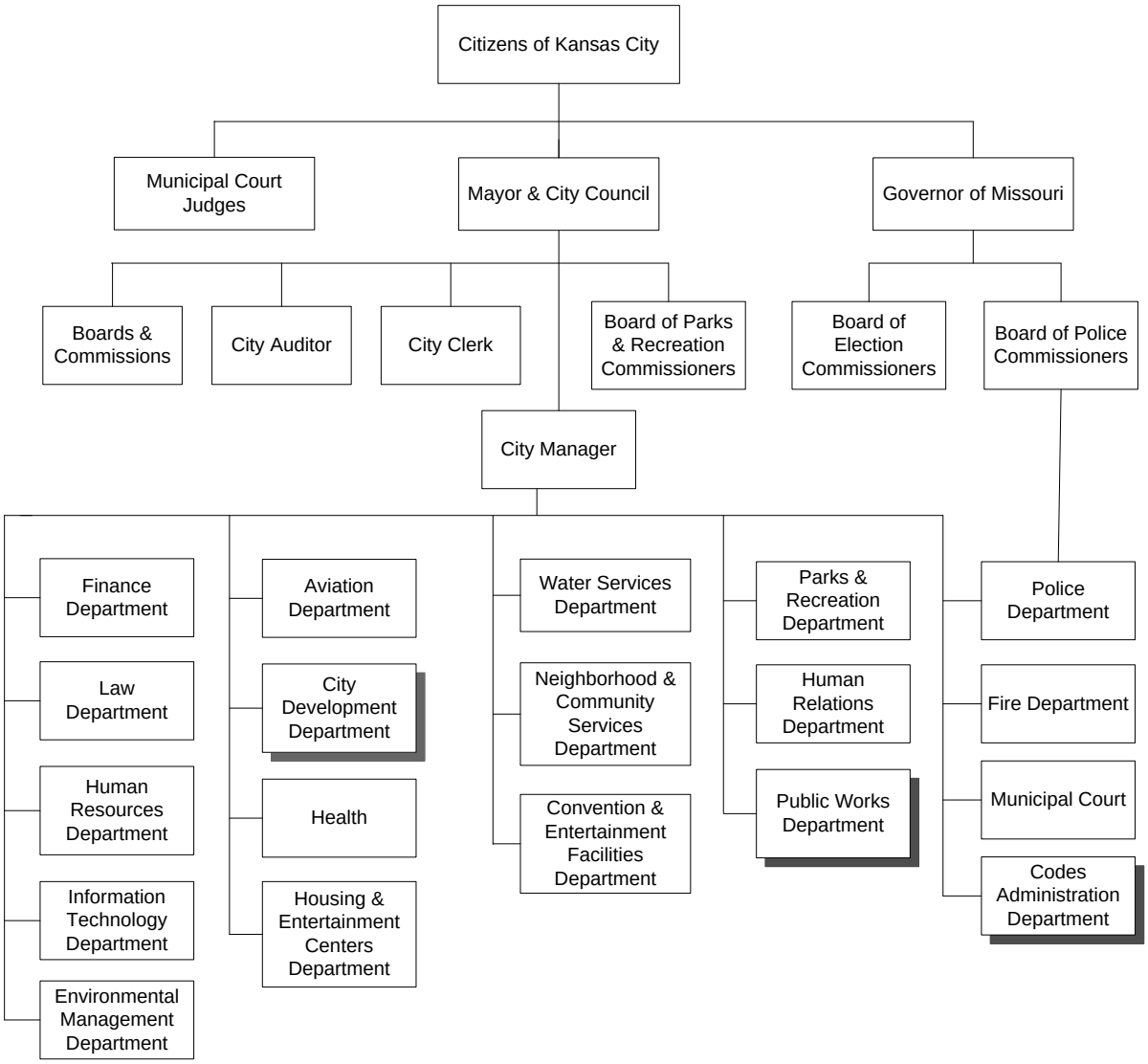
A. ORGANIZATIONAL STRUCTURE

Citywide Organization, 2004-2005

The citywide organization in 2004-2005 is shown in Figure 2.

The reorganization of the planning and development functions that took place in 2005 was a merger of the City Development Department, Codes Administration Department, and part of Public Works (all shown with a shadow box). The reorganization was directed by the City Manager. There is no documentation of the analysis or thinking that created the merger. Even more important, there was no strategy to actually integrate the functions. The functions operate today, almost as if they were still separate departments.

Figure 2
Citywide Organization 2004-2005



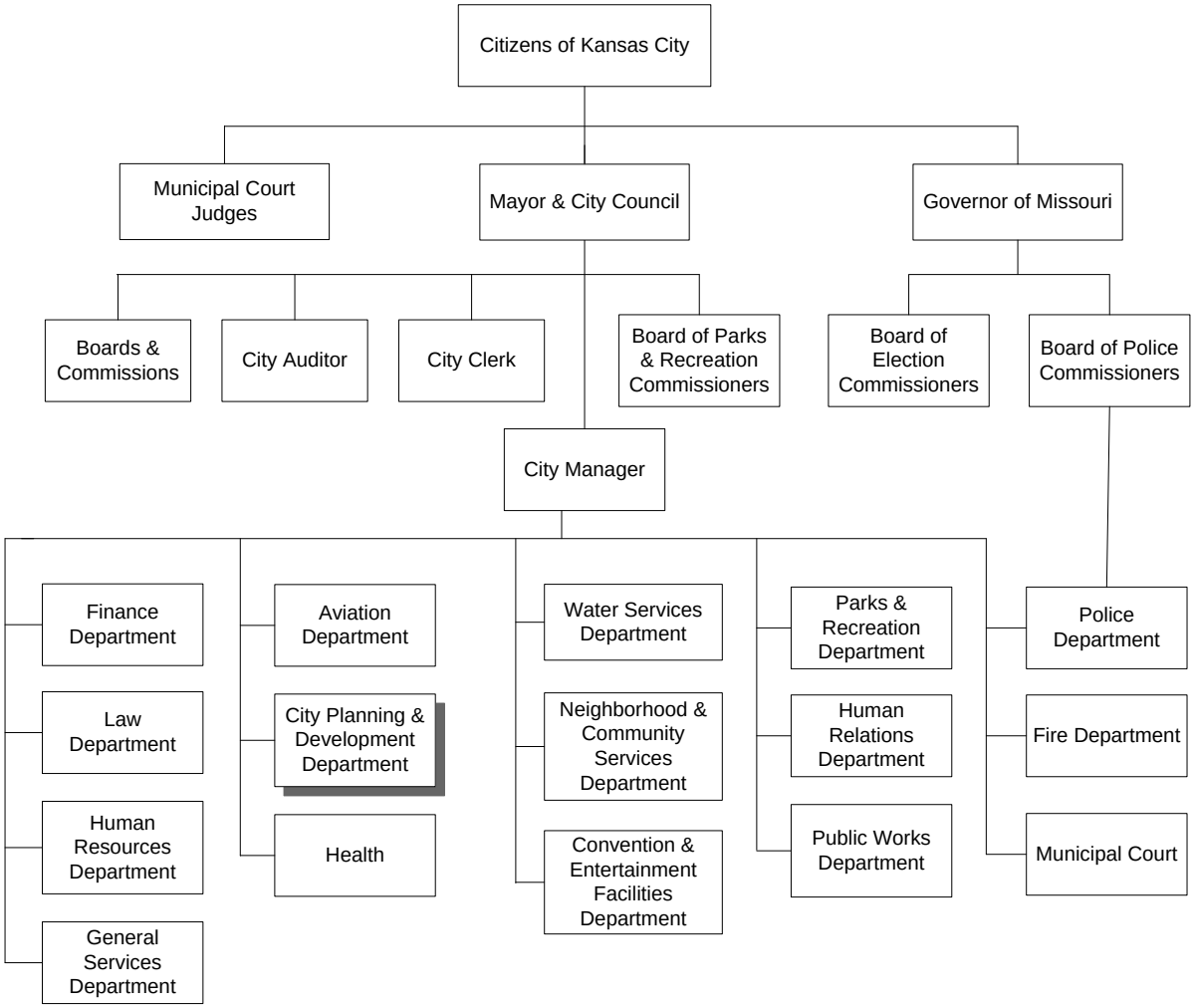
Citywide Organization, 2014

The existing Kansas City citywide organization is shown in Figure 3. It consists of 16 departments, all reporting to the City Manager. Some of these departments are headed by an Assistant City Manager including the Planning and Development Department which is shown by a shadow box in the Figure.

Most of the focus groups used for this study indicated that the coordination between the variety of functions and other departments might be as important as resolving issues within the Planning and Development Department. A variety of departments

were indicated as important including Fire, Health, Human Relations, Parks & Recreation, Public Works, and Water Services. A number of staff type departments were also indicated as important including Finance, General Services (IT), Human Resources, and Law. Finally, the Economic Development Corporation was also noted as a key function. While our scope of services did not provide for a review of these functions, we will comment on any of them that came up in our research.

Figure 3
Kansas City Citywide Organization, 2014

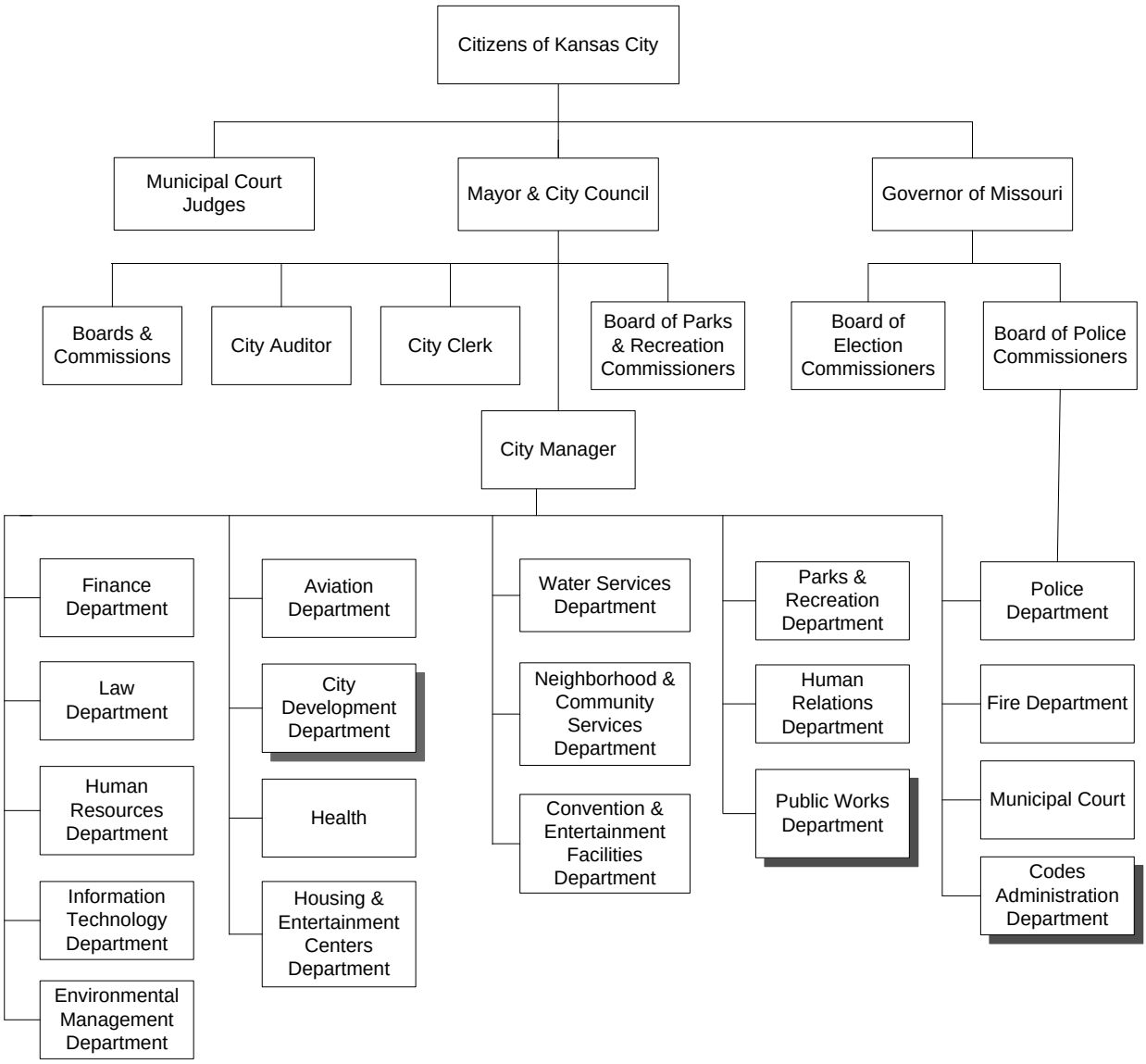


History of the Current Planning and Development Department

The citywide organization in 2004-2005 is shown in Figure 4. The reorganization of the planning and development functions that took place in 2005 was a merger of the City Development Department, Codes Administration Department, and part of Public Works (all shown with a shadow box).

The Department was created in 2005 by initiative of the City Manager. Building, Planning, and a portion of Public Works departments were merged into the new Department. The intent was to coordinate these functions and improve customer service. However, most feel that although the related functions were placed in one Department, the integration of functions never really took place. Today, many of the functions continue to operate in silos similar to the way they did before the merger. Some of the functions that were merged had different cultures and still do. There was never a complete review of how the functions should work together.

Figure 4
Citywide Organization 2004-2005

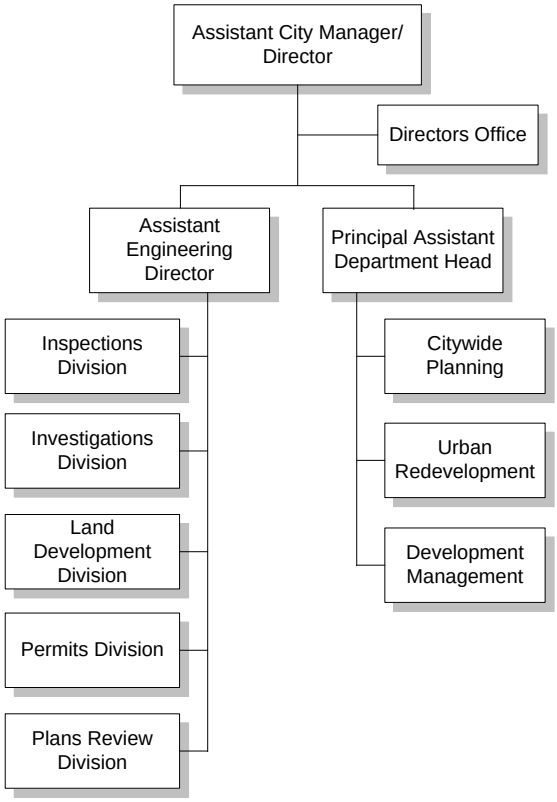


Planning and Development Department, 2014

The current Planning and Development Department is headed by an Assistant City Manager who reports to the City Manager. The Department is organized around nine divisions as shown in Figure 5. Three of these divisions report to a Principal Assistant Department Head who reports to the Assistant City Manager. This position also acts in the Director's absence. Five of the divisions report to an Assistant Engineering Director who reports to the Assistant City Manager and also has the role of being the Certified Building Official. The Directors Office Division reports to the Assistant City Manager.

Each Division is discussed in separate chapters of this report. The Department includes 126 authorized positions.

Figure 5
Overall Organization of the Planning and Development Department



Key Issues

The Department lacks a clear customer service mission and culture that ties all the functions together. The functions should approach the development applicants and the entire community from a partnership perspective. The goal should be problem-solving designed to build a better Kansas City. Many of the developers or applicants

interviewed for this study indicated that Kansas City is harder to do business in than most other communities they work in. Issues are documented in the customer chapter of this report and throughout this report.

We did review a two-page document called, "We Are The Kansas City Planning and Development Department." While the document has many good thoughts, it is not an effective document and is not used at the manager or staff level.

Typical comments we received from employees include:

- Lack of direction/goals from upper management including the Director;
- Managers do not manage;
- There is no risk taking. Everyone seems afraid of something;
- Lack of coordination and willingness to work between divisions;
- Often a desire to point fingers;
- In fighting/resistance to working with all divisions;
- We never communicate; and
- Can't figure out who does what in our own department.

Additionally, all of the Divisions had low scores on the employee survey question, Question 18, *"There is good teamwork and communication between the different departments, division, or organizations conducting development review, plan checking and inspection in the City."*

Although all staff must be involved in a cultural change, the leadership must come from the three top managers as well as the nine division managers. The Assistant City Manager, Principal Assistant Department Head, and Assistant Engineering Director must lead the way.

Currently, the Department operates mostly on a "need to know" basis. There is no clear mission that ties everything together that creates a team approach for the entire Department. There is no standing meeting for the top three positions in the Department and meetings at best are held on an ad hoc basis. These three positions will need to spend considerable time to develop and then sell the mission. An outside facilitator may be essential for this effort.

Several other key features are important for this effort. The Directors Division handles budget and personnel issues using primarily a centralized approach. Various Division managers are only peripherally involved in budget and personnel issues. However, it is essential that managers and staff become empowered to change. Manager involvement in budget and personnel discussions can be part of the change effort.

2. ***Recommendation:*** **The Director, Principal Assistant Department Head, and Assistant Engineering Director should hold a minimum of a one-hour meeting each week. The meetings should focus on developing a clear mission and strategy for addressing the Department's silo issues. Implementation of this report should also be a focus.**

In order to clarify budget and personnel issues, it would also be useful if the Assistant to the Director join some or all of these meetings.

3. ***Recommendation*****: the Assistant to the Director should continue to be included in some or all of the Director's weekly strategy meetings.**

There is a bi-weekly meeting of the nine division managers along with the Director, Assistant Engineering Director, and Principal Assistant Department head. The Director's Executive Assistant, Assistant to the Director, and a Lead Planner from Development Management also attend. This is a one-hour meeting that mostly focuses on the legislative agenda. Little time is available to discuss Department mission, silo issues or training.

Another meeting is held on the alternative weeks with the Director, Planning Services' managers Assistant Engineering Director, Land Development Division Manager and the Assistant to the Director.

These meetings may be helpful to focus on current applications and agenda items, but what missing is a time for the Directors and the nine division managers to discuss broader issues. Given the extensive nature of the issues in the Department, it may be more appropriate for this group to participate in a series of retreats for both management training and overall direction for the Department as well as silo issues. At least initially, an outside facilitator may be essential for these retreats. The same group should meet at least once a month with the sole focus on mission and the integration of functions.

4. ***Recommendation:*** **The three top manager and nine Division heads should meet in a series of retreats.**

5. ***Recommendation:*** **The three top manager and nine Division heads should meet at least once a month with the sole focus on mission and the integration of functions.**

B. BUDGETS/FINANCE/FEES

Overview

The City operates on a Fiscal Year from May 1 to April 30. The Planning and Development Department operates on a combination of fees for services (Development Services Fund) and the General Fund.

The budgets by Division and source of funds are shown in Table 2.

Table 2
Division Budgets, Source of Funds, and Staffing

Function	Budget FY 13-14	FY 13-14 Budgeted Revenue	FY 13-14 Collected Revenue	Fund	Budget FY 14-15	Staff FY 13-14	Staff FY 14-15
Administration	623,464			Gen Fund	502,925	6	
Administration	1,129,829			Dev. Ser.	1,061,614	15	19
Citywide Planning	996,372	0	0	Gen Fund	684,053	10	7
Development Management	409,169	250,051	200,217	Gen Fund	71,747	1	
Development Management	486,907	-6,400		Dev. Services	896,289	12	11
Inspections	1,903,602			Dev. Srv.	1,788,338	19	19
Investigations	1,447,904	524,166	416,181	Dev. Srv	1,546,467	22	21
Investigations	388,034			Gen. Fund	366,783		
Land Development	1,934,064	1,344,518	1,241,091	Dev. Srv	1,819,997	22	19
Permits	1,341,845	7,727,879	5,588,015	Dev. Srv.	1,330,426	18	15
Plans Review	1,321,174			Dev. Srv.	1,172,788	12	11
Urban Development	620,785	0	2,330	Gen. Fund + Grants	342,081	6	5
Operational Functions	**12,603,149**	**9,840,214**	**7,447,834**	**0**	**11,583,508**	**143**	**127**
Board of Zoning Adjustment	7,500			Dev. Srv	4,500	0	0
City Market	644,062			Gen. Fund	358,073	0	0
Historic Pres. Mgt.	147,756	3,000	3,743	Gen. Fund	166,342	2	2
Landmark Commission	4,040			Gen. Fund	3,040	0	0
Planning Commission	7,500			Dev. Srv	4,500	0	0
Total Dept.	**26,017,156**				**15,262,775**	**145**	**129**
Development Services, all functions						120	108
General Fund, all functions						25	21

Development Services Fund

The development processing related activities in the Department are budgeted in a Development Services Fund. The combined revenues and expenditures for this fund are shown in Table 3.

Table 3
Development Services Fund for Planning and Development Department

	FY 2013-14 Est.	FY 2014-15 Budget
Revenues (Dev. Srv. Fund)	$9,846,614	$10,140,831
Expenditures (Dev. Srv. Fund)	$10,756,094	$9,929,739
Ending Fund Balance (Dev. Srv. Fund)	$857,301	$1,162,489
Revenues (General Fund)		
Expenditures (General Fund)	$6,400,579	$3,780,879
Department Budget, Dev. Sr. Fund plus General Fund	$14,089,424	$13,71 0,618

Fund Balance

The City policy for fund balances includes:

- Maintain at sufficient to pay obligations when due;
- Address emergencies;
- Cover temporary revenue shortfall;
- Provide stability throughout economic cycles;
- Protect the City's creditworthiness; and
- Obtain a two-month fund balance (17% of annual budget).

These are all good approaches to fund balances. The balances for the Development Services Fund are shown in Table 4. As can be seen, the percentages have ranged from a low of 6.0% to a high of 19.1%. The five-year average is $730,730. The Best Practice approach for city development activities is to have much larger fund

balances. We used to recommend three months of the annual budget (25% of annual budget). However, in time of any substantial downturn in development activity, this has been shown to be insufficient. We now recommend a fund balance equal to the annual budget. The balance has two components. One is to handle carry over projects where revenue comes in one year and expenditures come the following year. The second reason is simply to keep most staffing together in a time of development downturn and have funds available as needed for new initiatives.

We have had two recent activities that illustrate this approach. Calgary, Alberta has a large 600-person development department that had a reserve of $30 million. We recommended, and had approved, raising it to $60 million, which would match the annual budget of the department. We recently completed a study for San Mateo, California and recommended a reserve to match the annual budget. Interestingly, the City already had a reserve equivalent to 17 months of the annual budget. The FY13-14 fund balance for the Planning and Development Department of $857,301 is only 6% of the $13,710,618 budget for FY 14-15. This is less than one month of expenditures.

Table 4
Development Services Fund Balances, End of FY

Fiscal Year	Dollar Amount	Percent of Annual Budget
11-12 Budget	535,768	6.0%
12-13 Budget	909,478	10.8%
12-14 Budget	188,619	19.1%
13-14 Estimated	857,301	9.3%
14-15 Submitted	1,162,486	11.7%
Average	$730,730	

A year's target for the Development Services Fund would be close to 14 million dollars. This can only be built in a time of robust development activity and would likely take 10 years to build. However, given the funds needed implement this study as well as the resources needed for EnerGov, we suggest that there should be a delay of three years prior to building the large fund balance. During the three years the average of the five years should be used and revenues over this amount should be available to be used to solve issues within the Department.

Some may have a concern as to how this would relate to the Hancock Amendment. The City should obtain a legal opinion on this point. We have seen similar legislation

in other states that have concluded that building a designated reserve is consistent with this type of law. However, to our knowledge, this had never been tested in the courts.

There is one additional concern that should be raised for Kansas City. Although the Development Services Fund is not an official Enterprise Fund, it is clearly intended to fund the development review activities. However, occasionally in the past, money has been transferred out of the Development Services Fund to the General Fund. The claim is that this could be justified to help pay for external overhead expenses.

Should our approach to a fund balance be adopted, there would need to be clarity on how to handle external overhead. We understand that the City Attorney has concerns about how external overhead would related to the Hancock Amendment so currently no external overhead charges are allocated to the Funds. Some communities don't assign external overhead to operating departments, some prepare annual calculations of external overhead and apply them to funds, and others just use a fixed rate for external overheads, sometimes 25 to 30%.

Kansas City undoubtedly already uses some type of overhead approach for Federal grants. If our approach to the Fund Balance for the Development Services Fund is adopted, a decision would need to be made on external overhead and then no further funds should be transferred from the Development Fund to the General Fund. However, given the overall shortage of funds for the Planning and Development Department, we recommend that, in any case, at this point in time no external overhead be applied to the Development Services Fund and any excess funds be either allocated to support the Departments services or to build the reserve account.

6. ***Recommendation:*** **The Development Services Fund should be isolated and solely used for development process. Moneys should not be drawn off to the General Fund.**

7. ***Recommendation:*** **The City should set a target of building the Development Services Fund over a ten-year period, however delaying this action for three years. In the next three years, any reserve over $750,000 should be available to support Department activities.**

Billable Hours

For staffing analysis, it is generally useful to calculate employee billable hours as shown in Table 5. These numbers come from the Collective Bargaining Agreement with the Local 500 of the American Federation of State, County and Municipal Employees, AFL-CIO. Since few staff are productive 100% of the time and there is often slippage in calculating actual work tasks, we normally use 80% of net hours. For

Kansas City this results in 1347 productive hours per employee. Once more detailed data is collected for actual employee hours per activity, this data can used for analysis.

Table 5
Kansas City Billable Hours

2080	Days	Annual Hours
Work Days	8 hrs. per day	2080
Holidays	10 days	80
Vacation*	19 days (varies 10-22)	152
Sick Leave	9 days (up to 12 allowed)	72
Net Hours		1776
Break Time	Two 15 minutes per day	92
Second Net		1684
80% productive time		1347

*Based on 12 years of service or 19 days

Fees

The Development Services Fund is primarily funded by fees. Many communities periodically conduct a full cost fee study and then determine if they want to collect full cost for various fee categories. For example, it is not unusual that communities charge more than full cost for large projects and commercial projects and less for some types of residential projects. Many developers would prefer to transfer full cost payments related to the early parts of a project, often planning, to later activities such as building or engineering permits. To some extent, this happens in Kansas City.

Kansas City's current fee structure generally relates to full cost in the aggregate, i.e. the Development Services Fund revenues covers the Development Services functions costs. However, there is no clear nexus at the individual permit or function level. Land Development fees are set at 8% of construction costs. This is slightly higher than we see in many communities but is a standard approach. Building permit and inspections fees are set using standard tables and generally related to cost of construction. While this method is used in many communities, it has been challenged in some communities, primarily California, as not representing true costs. The Planning fees in Kansas City have been set historically and we have not been able to find any documentation as to how they have been set. They are likely only 50% of

actual cost. This percentage is a norm in many parts of the country but we are increasingly seeing communities charging full cost for planning fees.

The priorities for the City's General Fund are generally for Fire and Police services. This then results in extreme pressure on the other General Funds services including the planning parts of the Planning and Development Department. This also results in the City continually trying to move expenses from the General Fund to revenue funds like the Development Services Fund. One of the expenses for the General Fund from the Planning and Development Department is the long-range Citywide planning activities. These continue to be reduced, and one could argue at the long-term detriment of the City. For example, staff for Citywide Planning Division was 17 in FY09/10, 13 FY11/12, 12 FY12/13, 10 FY 13/14 and 7 FY 14/15.

A variety of communities are now including a permit surcharge fee where a percent of all fees goes to a long-range planning account, which is used to fund the long-range planning activities. This could be a good approach for Kansas City except it appears that the current fee structure is not sufficient to support this approach.

Staff indicated to us that there is often pressure to waive fees and fees are often waived. This should be avoided except for key isolated instances.

Bottom line, unless the City's overall fiscal health changes, it will be necessary to support the Planning and Development funds through fees. Although we are not conducting a fee study as part of this effort, it would appear that the fees might not be adequate to properly support the funds. This sets forth a catch 22. As can be seen in the input we received from customers, some already believe the fees are too high. Additionally, the City has and wants an aggressive economic development effort and many believe low fees are essential for such a program.

Our experience is a bit different. We do agree that impact fees, utility fees, etc. are often a key part of economic development. However, development-processing fees are a very small part of the fee picture. We have talked with thousands of developers and interviewed many economic development staffs in our various studies. Virtually everyone agrees that it is more important to provide short timelines, and clarity of conditions than low fees. Many developers are more than willing to pay higher fees for good service. Given politics, there may not be support for overall fee increases. In that environment we suggest looking for functions where a fee is not currently collected and also to promote the use of a surcharge for expedited services where the applicant, rather than the City, decides that paying a higher fee is to their benefit. The City should also be more cautious in waiving any fees.

A number of years ago we conducted a review of the Los Angeles, California subdivision process. Typical subdivisions required many months to obtain approval. The City adopted an expedited program where the applicant paid the normal fee but then all staff that worked on the application was charged on top of that at full cost.

The expedited program had a goal of completing the process in 45 days. Based on this, a high percent of all applicants chose the expedited approach.

The Planning and Development Department recently contracted with the Mid-America Regional Council (MARC) to compare Kansas City fees with 10 other communities as shown in Table 6. Although comparisons can be difficult and some care must be taken in interpreting the data, it appears that KCMO may have higher fees than most of the surrounding jurisdictions. This is particularly true for impact fees. Planning fees are near the averages. The results and interpretation of the results were not available in time for this study. Thus, the numbers shown in the table may not be accurate.

Table 6
Fee Comparisons*

	Building Permit*	Safety	Utilities	Site Disturbance	Infrastructure	Plan Review	Planning	Impact
KCMO	6,183	103		518	1,036	-	2,225	26,561
Blue Springs	4,345	59	7,800	100	-	2,390	2,079	8,973
Independence	3,888	65	-	151	210		1,312	5,626
KCK	3,374	200	3,525	144	145	1,429	776	6,268
Leawood	2,493	350	14,655	250	300	1,622	3,612	9,898
Lee's Summit	1,988	30	-	200	-	-	5,401	16,435
Liberty	3,202	50	-	150	45	-	-	13,668
Olathe	1,627	-	150	-	50	-	3,448	16,592
Overland Park	1,374	15	7,370	2,750	85	-	1,750	14,545
Raymore	2,015	-	4,941	-	-	364	-	2,379
Riverside	2,252	-	-	250	80	-	1,500	4,082
Ave. Non. KCMO							1,988	

*These numbers may not be accurate and will require additional clarification. The type of building permit was not specified.

The discussions above point out the difficult problem in adequately funding the Planning and Development Department. It does illustrate how important it is to find efficiencies in the processes as well as the need to find additional sources of revenue.

8. ***Recommendation*: Planning and Development should discuss the above financial analysis with the City Manager and Finance Department and arrive at an approach to the fiscal issues.**

9. ***Recommendation:*** **Planning and Development should look to ways to increase revenue including service categories where a fee is currently not collected and the use of additional fees for expedited services.**

10. ***Recommendation:*** **The City should adopt a temporary 5% fee surcharge for the next three years.**

Terminology

We notice that in the City Budget documents various terms are used that are different from those used in the Planning and Development Department documents. For example the budget uses the term "Long-Range Planning" and the Department uses the term "Citywide Planning." This can create confusion for staff as well as citizens trying to understand budgets and programs.

11. ***Recommendation:*** **The same terms should be used to describe programs across all City documents.**

Unobligated Funds

We understand that all unobligated funds from City accounts are liquidated at the end of the fiscal year. This can create a number of issues such as:

The Brownfield's Program administers grant funds awarded by USEPA. For the past ten years, there is a period of three to six months during which no new contracts can be approved, and no work performed, because unobligated grant funds for the previous fiscal year have been liquidated and not yet rolled forward to the next fiscal year. This impacts the Brownfields Program and consumes hours of staff time to work through.

Some managers suggest they are reluctant to terminate an employee since it will create a vacant position that they may lose. There is a process to recreate the position but the existence of this mindset sends a troublesome message to managers.

Additional resources are needed to implement this study as well as for EnerGov. We suggest the Departments unobligated funds not be liquidated over the next three year time period.

12. ***Recommendation:*** **The City should not liquidate unobligated funds for the Planning and Development Department for the next three years.**

C. COMMUNICATION/MEETINGS

Communicating Policy Changes

Staff surveys indicate that internal communication is lacking when process changes are implemented. Staff directly impacted by the changes is rarely consulted for their opinions prior to implementing new procedures. Staff reports that process changes are frequently implemented to address a perceived problem without a full understanding of the nature of the problem. This results in a proposed solution that does not really address the underlying cause of the original problem and creates great confusion among staff. Division supervisors should seek to include staff input when assessing the cause of perceived process problems to ensure a full understanding of the cause of the perceived problem. This should help ensure that future process changes are warranted because they will actually correct the identified problem.

13. ***Recommendation:*** **The Division Manager and Supervisors should solicit the input of staff prior to implementation of procedural changes and the effective date of changes should be clearly communicated.**

Manager Directions

There is a lack of good communication both within and between divisions in the Planning and Development Department. This, along with other issues, has led to a silo mentality within the Divisions. Many staff do not understand what work takes place in other divisions and there is a lack of appreciation of that work.

Some managers have indicated to their staff that they are not to talk directly to other employees or other divisions and that all communications are to go through them, i.e. the chain of command. This is destructive to the organization, impacts the silo issues, and is a sign of micro mangers and managers that don't have a good understanding of the management function. A good approach is the one used by Lee Iacocca when he turned around Chrysler. He said that anyone in Chrysler should be allowed to speak to anyone else in Chrysler at all times. The formal structure that some managers are using within the Planning and Development department has major impacts on the process, productivity, and customer service.

14. ***Recommendation:*** **The Planning and Development Department should adopt a policy that any staff is authorized and encouraged to talk with any other staff in the Department without approval from their manager or supervisor.**

Meetings

In many organizations, staff meetings have been overdone. However, in the Planning and Development Department, the opposite is the pattern. Most importantly, many of the meetings that do take place lack a clear agenda and focus. Many of the meetings address current applications but little time is spent on training or discussing the relations between divisions, overall processes, and the Departments mission.

The current practices and our suggestions include:

- **Top Management**

  Roughly 18 months ago the Assistant Engineer and Principal Assistant Department Head positions were added to the organization to facilitate stronger management and direction for the Department. It is essential that these three positions develop a clear mission for the Department and a strategy to address the silo issues. Approaches to this issue are discussed in the Organization discussion above.

- **Mid-Management**

  The Director and Principal Assistant Director meet weekly, however there is no routine meeting between the Director and the Assistant Engineering Director. While it is possible that the "Top Management Meeting" could fulfill the need for the one-on-one meeting, the need for stronger direction of the Department is so great that the Director should provide additional focus to the development activities.

15. ***Recommendation:*** **The Director and Assistant Engineering Director should hold a routine weekly meeting.**

- **Development Services Managers**

  The Assistant Engineering Director and the five Development Services Division Managers meet for roughly one hour on a bi-weekly basis. While there is likely a need for this group to meet, a one-hour bi-weekly meeting is insufficient time to address the issues outlined in this report related to the development process. The Assistant Engineer should develop a strategy to bring this group of five managers together as a team. This may mean additional weekly meetings or a series of retreats.

16. ***Recommendation:*** **The Assistant Engineering Director should develop a strategy to address the silo issues within the five operating divisions including a focus on customer service and culture issues.**

The various divisions hold division meetings as follows:

- Citywide Planning Division, bi-weekly 60 to 90 minutes;
- Development Management Division, weekly 60 to 90 minutes;
- Inspections Division, once a month for 60 minutes;
- Investigations, as needed except supervisory staff meet monthly;
- Land Development Division, the Permit Group and Inspection Group meet weekly for 60 minutes;
- Permits Division, no regular meetings, held when new information needs to be discussed;
- Plans Review Division, no routine meetings, as needed; and
- Urban Redevelopment Division, as-needed basis.

As an overview observation, it appears that there is inadequate time being spent to address overall direction of the department, silo issues, and training. Specific ideas for each Division will be addressed in the sections of this report that relate to that division.

Telephone and Emails

There is no comprehensive and up to date telephone or email list for use by either staff or the public. This leads to communication problems and silo issues.

17. ***Recommendation:*** **A comprehensive telephone and email list of all managers and staff should be available to staff and the public and included on the website.**

D. CONCIERGE

The City has created and is recruiting a new concierge position to assist customers. Features include:

- Assisting customers in understanding and navigating the City's private development and construction approval processes;
- Serve as a point of contact for customer problem resolution;
- Identify and propose process improvements;
- Implement and monitor tracking system; and
- Perform other duties and special projects as assigned.

The position will report to the Assistant Engineering Director for Development Services with a salary range of $4147 to $7169 per month.

This position appears to be similar to Ombudsman positions used in many communities. Given the silo issues that exist within the Planning and Development Department, we are supportive of the position, at least for a year or two. We do have a number of concerns as follows:

- We have seen these positions used as a crutch for staff who should be solving problems without the need for a Concierge. There should be only a limited number of issues that come before the Concierge;
- It is critical that whenever an issue comes before the Concierge and is solved, the Concierge and others involved use it as an example for process improvement. The emphasis should be on creating systems to avoid problems, not simply to solve them;
- While some oversight of tracking systems and performance standards may be appropriate, this should be the responsibility of the Assistant Director for Development Services and his related five Division Heads; and
- According to the focus groups, there are many issues in other city departments such as Water and Public Works that impact the development processes. Working with these other function should also be a responsibility for this position. As such, it may be appropriate to have the position report to an Assistant City Manager independent from the Assistant Engineering Director for Planning and Development.

18. ***Recommendation:*** **The approach and issues outlined above should be considered in the establishment of the Concierge position.**

E. CULTURE

Every organization has a culture, which could be negative or positive. Often the culture has existed for many years and can be very difficult to change. The Table 7 below shows many of the cultures we have seen within various parts of the Planning and Development Department and our suggestions to change the culture. The suggested culture should apply to all functions in the Department.

Table 7
Planning and Development Department Culture

Existing Culture	Suggested Culture
Stay in your own lane	Make connections out of your lane. Respect the other specialists but challenge them and suggest alternatives when their recommendations don't seem to build a better Kansas City.
Let the applicant work out any issues between specialists, divisions, or departments	Staff aggressively coordinates functions and works out any issues between specialists, divisions or departments
Communication primarily takes place within the division and respects the chain of command	Staff is encouraged and free to talk to anyone both within and outside the division or department. As Lee Iacocca said in Chrysler, anyone is authorized to talk to anyone else in the company.
Applicants need to meet our regulations	We follow regulations but recognize that they all allow for some interpretations. We look to interpretations of the regulations to build a better Kansas City. We are problem solvers.
We are specialists and have veto power over the application	We work cooperatively and as a team with all other specialists to arrive at a corporate decision, i.e. what is good for Kansas City. We recognize that if each specialist has a veto power, it may be impossible to effectively build. When we can't reach agreement we take it up the chain of command and don't rely on the applicant to do that.
We feel free to add new conditions each cycle of review	We do a comprehensive review the 1st time and don't add new items unless serious health or safety issues arise.
We meet timelines when we can (varies by function)	We meet all timelines at least 90% of the time.
We have timelines for first and second cycle of review but not any subsequent cycles (varies by function)	We cut the timeline in half for each cycle of review
We treat each customer and each project the same	We recognize that each customer and each project is different
We answer phone calls and emails whenever we have time but try to do so within 24 hours	We don't leave the office at night until we have returned all phone calls and emails
We don't always identify ourselves	We always give our name and make certain anyone we talk to in the office leaves with one of our business cards
We looked bored or pre-occupied	We smile and say how can I help you
We don't care what customers think of our services	We encourage customer criticism and embrace it as an opportunity to improve
We shun and punish staff innovators as "boat-rockers"	We encourage innovation and don't punish good efforts that fail
We operate on a need to know basis	We involve all managers and staff in open communication

19. ***Recommendation:*** **The suggested cultural change should be officially adopted by the Planning and Development Department and discussed in various staff meetings and retreats.**

F. CUSTOMERS

Attitude

Focus group comments suggest that staff rarely views obstacles as challenges to overcome jointly with the applicant. They perceive a lack of confidence on the part of staff to entertain alternate means of complying with the intent of the code. There appears to be an internal culture that discourages staff from showing any initiative in working with customers to solve problems. This direction seems to be reinforced by both management's lack of recognizing such efforts as representing excellent customer service and peer pressure to avoid raising management's expectations of employee performance.

There seems to be a strong opinion among staff at many levels that "customers should be able to figure it out for themselves". This is a very difficult problem to overcome in any organization and particularly so in a large organization such as the Planning and Development Department. The current culture's reward system does not encourage individual employees to become advocates for the customer, instead it is seen as unnecessary risk taking by management and a threat to existing performance standards by the employees peers. This will not change until management assumes the role of encouraging staff to be stronger advocates for customers by recognizing and rewarding such behavior.

20. ***Recommendation:*** **Managers should encourage staff to adopt more of a customer advocate attitude. Examples of customer advocacy should be enthusiastically supported and recognized by Management.**

Customer Comment Cards

Organizations that demonstrate a strong commitment to providing excellent customer service actively seek the input of their customers. They treat criticism as an opportunity to evaluate their practices and to implement improvements. Seeking customer comments also provides the organization with the opportunity to identify those instances and employee who were acknowledged for providing great service. In most cases the focal point for soliciting and receiving customer comments as at the public counter. In this case the lobby of the Permit Center is the ideal location to receive such comments. During our initial visit to the City there was a customer suggestion box on a counter but no customer service comment cards were available for the public to use. It suggests a deeper issue regarding the relative worth of customer comments. Based on information gathered during staff interviews, the

practice of actively soliciting customer comments and sharing that information with Managers and staff has not been performed for a significant length of time. We think the use of customer service comments is an important tool for organizations to use. To be an effective program, customer service comment forms should be readily available during every step of the process from initial contact through final inspection. Additionally, staff should be directed to encourage customers to complete the forms at every opportunity. Management should embrace the results of customer service comment forms as an opportunity to gain important insights into how the Department is perceived by the public and also as an opportunity to recognize those employees who consistently deliver excellent customer service.

21. ***Recommendation:*** **Each Division Manager should insist that customer service comment forms be readily available during all phases of the development process.**

22. ***Recommendation:*** **Each Division Manager should direct their employees to encourage customers to complete customer service comment forms whenever possible.**

23. ***Recommendation:*** **Division Managers should embrace the information provided on customer service comment forms as an opportunity for improvement and as a means of acknowledging employees who provide excellent customer service.**

Positive Communication

Unfortunately, the public perception of most bureaucracies, including the Planning and Development Department, is not favorable. It is possible that this unfavorable perception is based on an individual's personal experience but often it is based on nothing more than a story conveyed through many people to the point it no longer represents what actually occurred. While it is inappropriate to cover up poor performance, it is important to draw attention to superior performance. Changing the public's poor perception of an organization requires proactive efforts. This can take the form of actively engaging with the community to advertise new programs and services and drawing attention to highly successful projects. Publishing testimonials from satisfied customers in the City Newsletter or taping them and playing them on the screens playing in the City Hall elevator lobbies can help establish a positive mindset for customers visiting the Department for the first time.

24. ***Recommendation:*** **The Division Managers should actively seek opportunities to advertise to the public examples of outstanding service provided by the Department.**

Email Communication

Email can be a good way to communicate with customers. The Department should develop a comprehensive email list all developers, builders, architects, engineers, attorneys, and citizen organizations active in Kansas City and use these as a communication device to request input and ideas and comment on any pending policy changes.

25. ***Recommendation:*** **Develop a comprehensive email list and use it to communicate with stakeholders.**

Industry Meetings

Most industry groups have a monthly meeting to discuss various development issues. The Planning and Development Department should approach these groups and where welcome, actively participate.

26. ***Recommendation:*** **Actively participate with stakeholder groups.**

G. FIFTH FLOOR

We received numerous negative comments concerning the 5th Floor and the Permit Center. While we were not able to isolate all of the comments with specific issues, we suggest that they likely include the following:

- The overall visual impression is negative. The immediate response is that of an out- of-date office;
- Signage is unattractive and not well placed. While there is a sign for the receptionist or cashier it is not easy to see. New customers entering the Permit Center may be confused by the lack of signage to direct them to the appropriate staff so they can start the process of obtaining the information they seek. While some organizations overcome this issue by directing staff to make immediate visual and verbal contact with customers as they enter the lobby, this is not the process currently being demonstrated by the reception staff;
- There are unused counters and extra chairs in the hallways presenting a cluttered atmosphere;
- There is no good bulletin board to post current announcements;
- Staff at the counter does not present a welcoming reception, i.e. we are glad to see you and what can we do to be of assistance. This issue is addressed in other parts of this report;

- The customer computers are not well located for staff to assist the customers. This will become more important with the move to the paperless office;
- There can be a delay in counter staff being able to locate needed staff to help the customers including Land Development, Planning, or Spanish speaking staff; and
- The Water Department function is not well integrated into the overall lobby layout and appearance.

We recognize that there is a shortage of funds for major remodeling. However, a good designer could develop an inexpensive improvement through use of color, signage, handout rack, placement of furniture and unused equipment, etc.

27. ***Recommendation:*** **An architect or interior designer should be hired to make recommendations for the 5th Floor.**

The receptions area should be able to connect to the individual city departments via a functional audio/visual/electronic system that can provide clients and the City staff an opportunity to resolve issues on a "face to face" meeting without having to actually travel across town or to another floor at City Hall. It

28. ***Recommendation:*** **Include with the front counter communications systems the ability to "teleconference" with participating city department expert staff to resolve development conflict issues.**

Another approach used by many communities to help alleviate this interdepartmental coordination problem is to have a common front counter staffed by representatives from each department and division that can assist customers. Given budget and staffing constraints, we are not recommending this approach at the present time. However, as the counter function is transferred to the Permits Division, this option should undergo additional review.

29. ***Recommendation:*** **The Department should examine the pro and cons of creating an integrated counter staffed by multiple functions.**

Additional recommendations concerning the reception function are included in the Permits Division Section.

H. HANDOUTS

Current and previous staff members have developed a wealth of valuable handouts. Unfortunately, the sheer volume and lack of clear organization have made these tools difficult for customers to fully utilize. In addition, many customers felt the handouts were only useful to professionals with considerable experience in the construction

business. There was considerable feedback that the handouts should be simplified to allow infrequent users to benefit from the information contained in the handouts. Management and technical staff should review these handouts and discard those no longer appropriate, update and simplify where possible those that are still of use, and confirm that all handouts reflect the requirements being applied under the current codes. All handouts should also be reviewed to confirm they reflect the consolidated Planning and Development Department name. The handouts should then be organized into groups appropriate for the type of projects that customers will typically initiate. Once this task has been completed then the Department should make a strong effort to advertise the availability of these helpful tools. Many customers indicated in their surveys that they were unaware that such handouts were available through the city website.

An example of an Information Bulletin that needs to be simplified is the IB # 100 – Requirements for Plans Review Submittal, One- and Two Family Dwellings. The document is eight (8) pages long. A simplified version should be made available with a reference to this longer version for customers seeking more detail. In order to find this document you have to read through four pages of title summaries on the web site. (it was the 43rd entry on the list). A similar situation exists with the IB # 110 C – Building Permit Checklist that is eleven (11) pages long. These documents should be grouped by type of project (ex: residential vs commercial). When you search for Building Department you get a page for Building Permits that only includes a reference to Building permit application and information (IB 110 Part A) which is for commercial projects. Regarding documents that don't reflect a consolidated department, it appears that the website has been updated since our last review and virtually all of the documents now available on the site have the reference to the consolidated department somewhere in the document. One exception to this is the Official Street Name Sign Plan Application.

Building Code Interpretations include references to Codes as far back as 1992. Staff should verify that these interpretations have not been superseded by language adopted in 2012 Codes. If this has been done, then the narrative under Building Codes Interpretations on the OPENDATA KC database page should state this relative to the 2012 adopted Codes rather than the vague language currently provided.

30. ***Recommendation:*** **All Division Managers should review and update all existing handouts, written policies, procedures and interpretations to confirm their continued accuracy and relevance for the future.**

There is a large rack of handouts near the building permit intake counter on the 5th Floor. However, the titles on the handouts are small which makes it difficult for customers to find the appropriate handout. The handouts should be revised so the title appears in large type at the top of each handout. Additionally, all the handouts are not

always available and some are out-of-date as related to what is on the website. It would also be useful to have a more attractive and better location for the handouts. The large wall immediately to the right after entering the permit center could be a good location for such a handout rack.

The Information Bulletins now available on the web site do a good job of identifying the subject on the top line of the document. Other documents like internal policies and procedures reviewed during our visit did not display the subject so prominently. It appears that the website has evolved to only include documents that have been reviewed for consistency.

31. ***Recommendation:*** **The handouts should all be designed so that the subject matter of the handout is the first line in large type that can easily be seen by customers.**

32. ***Recommendation:*** **A new well designed and well-placed handout rack should be created.**

I. OFFICE SPACE

Best Practices, from a national perspective, is to co-locate all development-related functions in one building, preferably on one floor. Kansas City has many of the relevant functions located in City Hall, but unfortunately they are located on four different floors as follows:

- Floor 5, Counter for Building Permit and Land Development intake and cashier, Permits Division, Plan Review Division, some Water Department staff, Land Development Division, and portions of the Public Works Department;
- Floor 14, Inspectors and Investigations;
- Floor 15, Development Management. This Floor is undergoing a full scale remodel and upgrade; and
- Floor 16, Citywide Planning, Urban Redevelopment, Demographics (one person) and Historic Preservation.

Water and Parks were in City Hall but have moved to a new campus. It is likely that the various functions will need to work within the City Hall constraints. However, there may be opportunities for certain related function to locate closer together. Additionally, some reconfiguration and up grading to the key 5th Floor may be helpful. We also note that some additional signage and improvement to signage within City Hall could be helpful.

33. ***Recommendation:*** **The development-related functions in City Hall should explore opportunities where related functions could benefit from relocation.**

34. ***Recommendation:*** **A review of all signage in City Hall should be completed from a customer perspective.**

J. PERFORMANCE EVALUATION

Manager Evaluations

As can be seen throughout this report, it appears that there are numerous management issues in the Department that severely impacts the Department's performance. While we were not under contract to conduct staff or manager evaluations, we believe this is a topic that needs high priority attention. It can be extremely difficult to obtain good and useful manager evaluations. One technique that we suggest for this Department is what is known as 360-degree evaluations. Under these evaluations, superiors, peers, and subordinates evaluate managers on a confidential basis. Normally it is appropriate to have this work conducted by a specialized consultant.

To lead the way and demonstrate to the nine line managers the importance and seriousness of this effort, we suggest that the Director, Principal Assistant Department Head, and Assistant Engineering Director participate in three initial evaluations. These would be followed by evaluations of the other nine managers. Depending on the outcome, the same system could be used for some of the supervisors.

35. ***Recommendation:*** **Managers in the Planning and Development Department should participate in a 360-degree evaluation, staring with the three top managers.**

STAFF EVALUATIONS

The City has a system where all staff is to be given an annual performance evaluation. While we support the need for staff to have at least an annual performance evaluation, we frequently find that the process of administering such evaluations can be very time consuming and often results in feedback to the employee that, at best, is of little value. Frequently these performance evaluations become a source of major stress and conflict between the supervisor and the employee. Based on Staff interviews, it appears that the Kansas City Performance Evaluation System is extremely cumbersome because it consists of 14 pages of forms that typically end up being a single rating between 1 and 5 on the last page.

Employees deserve to know where they stand with their supervisors regarding performance expectations. We support a system that depends on frequent "check-ins" with employees that focus on specific issues of performance identified through audits and customer comments. We also believe that the performance evaluation process should be a two-way process that gives the employee plenty of opportunity to provide input on the outcome of the performance evaluations. Many jurisdictions have included a step in the performance evaluation process that allows the employee to submit a copy of what they believe their performance appraisal should include as well as areas where the supervisor could be more helpful. This provides the employee the opportunity to cite achievements as well as acknowledge needed areas of improvement and to identify their long-term personal goals for the job.

Experience has demonstrated that performance evaluations conducted in this manner prove to be much less stressful for the participants and allows the discussion to focus on areas of mutual agreement. Such performance evaluations generate commitments by both parties on specific areas they will mutually work on in order to improve current performance while also allowing the employee to work towards achieving long-term personal goals.

36. ***Recommendation*: The Assistant to the Director should develop a system that augments the City's Performance Evaluation System in such a way that reduces the paperwork burden on the supervisor while still providing the employee with useful information on current and future performance goals.**

K. PERFORMANCE STANDARDS

Theory

We have discussed performance issues with hundreds of developers and applicants throughout the U.S., Canada and the Caribbean and consistently they are always interested in two key issues. First, how long will it take to get approval and second, how to get clear consistent answers from the reviewers. These issues will be discussed in various parts of this report. In doing so, a number of key issues need to be addressed.

1. Self-Fulfilling Prophecy – Clear Performance Standards

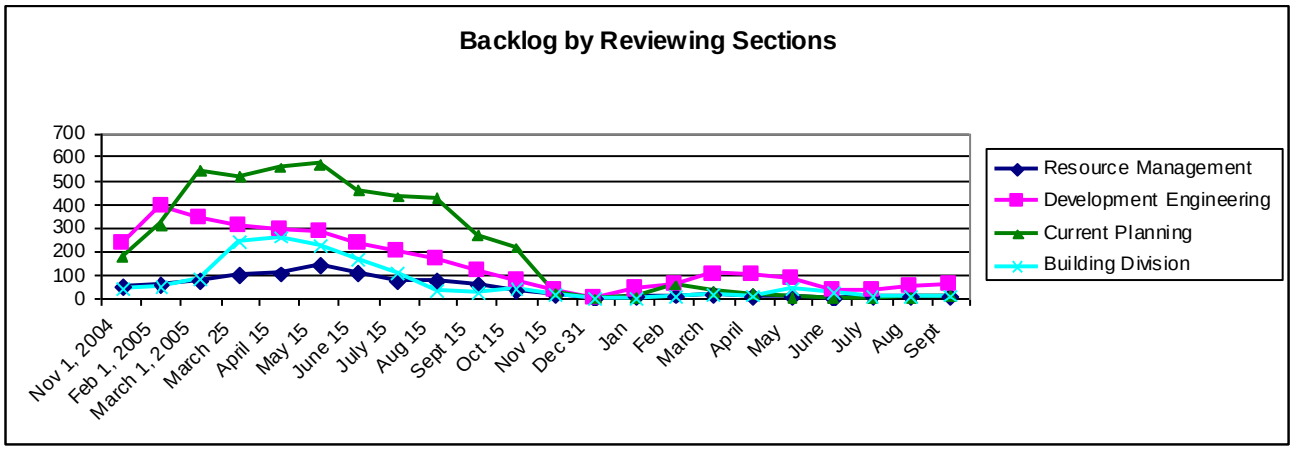
Research has shown that simply having a clear deadline or a clear performance standard can increase productivity without adding additional staff. Although many of the PDD programs have performance standards, they either measure the wrong things or set timelines that are longer than necessary or productive. These can work against

economic development goals and, because "time is money," can actually impact the quality of development.

2. Backlogs

If a process is established with clear performance standards, it cannot function if there is a backlog of cases. An example of this can be seen in Figure 6, which is a chart we completed for another study. Our goal was to reduce the backlog to zero before the new performance standards could be fully operational. AS can be seen on the chart, although it took a year to remove the backlog, once accomplished the backlog remained low.

Figure 6
Reducing Backlog

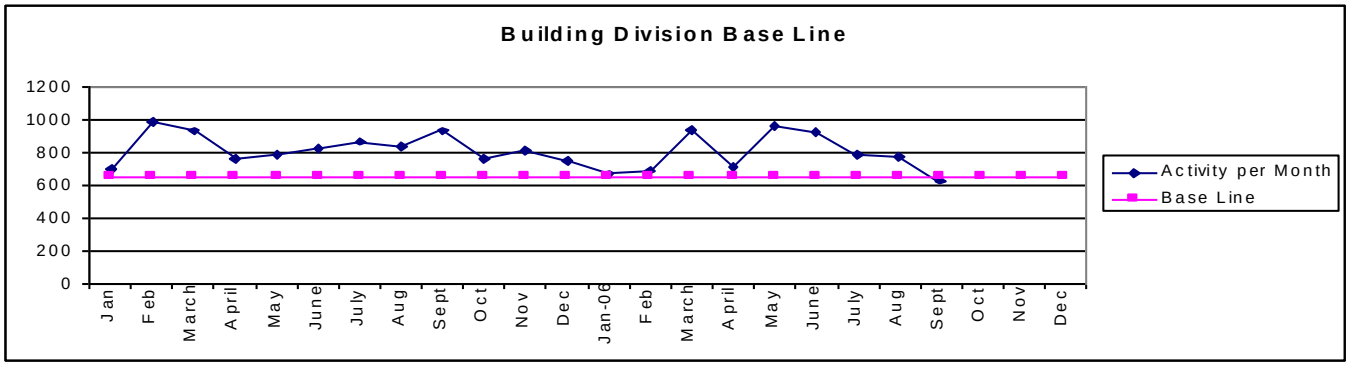


Once a performance standard is set, a simple calculation can be made to determine if there is a backlog in any given program. For any given process, the average number of intake volume per month is calculated. This is multiplied by the process cycle in months to arrive at the normal number of projects in house at a given point in time. Any number of projects higher than this number can be considered backlog.

3. Productivity Base Line

Normally a base level of staffing is set as part of the budget process. This base level of staff should be capable of meeting performance standards at least 90 or 95% of the time. Whenever performance standards cannot be met or are projected to not being met, mangers should add resources so that performance standards are met. This could be overtime, temporary help, call back employees, or consultants. An example of this for one of our clients is shown in Figure 7.

Figure 7
Base Line Staffing



Managers need to be aggressive in managing their workloads in order to meet performance standards. .

37. ***Recommendation:*** **The Planning and Development Department managers, as well as related departments, should use the three key performance techniques outlined above.**

Performance Standards for Other City Departments

The performance standards for Planning and Development functions will be described in each section of this report.

The new EnerGov system will establish performance standards for all functions that relate to the development process. It is essential that these standards are consistent across all functions and that they are monitored to be met at least 90% of the time. Both the standards and the percent that are met should be posted on the website.

Performance standards for non-PDD functions were included in Information Bulletin 110 as shown in Table 8. Analyzing these standards and the actual performance is outside the scope of this study. We have made a few comments based on our work in other communities. The comments we received from the focus groups would indicate that while many of the standards are acceptable, they are often not met.

Table 8
Non- PDD Performance Standards

Function	Existing Standard	Comment/Suggestions
Aviation	90% in two weeks or less	Okay, reduce to one week for second review
Business License	Not listed in Bulletin 110	Suggest 90% in 5 business days
Fire Department	90% in two weeks or less	Okay, reduce to one week for second review
Health Department	90% in one week or less	Okay, reduce to two days for second review
Air Quality, minor source review	90 days after complete application	Should be reviewed for possible reduction in half plus standards for second cycle review
Air Quality, major source review	184 days after complete application	Should be reviewed for possible reduction in half plus standards for second cycle review
Food protection program	90% in two weeks or less	Okay, reduce to one week for second review
Environmental Health	90% in two weeks or less	Okay, reduce to one week for second review
Parks and Recreation	90% in two weeks or less	Okay, reduce to one week for second review
Public Works	90% in two weeks or less	Okay, reduce to one week for second review
Water Service Connections	90% in two weeks or less	Okay, reduce to one week for second review
Water main extensions and relocations	Not listed in Bulletin 110	Suggest 90% in two weeks or less
Levee Districts	90% within 8 weeks	Should be reviewed for possible reduction in half plus standards for second cycle review
Missouri Department of Transportation	Not listed in Bulletin 110	PDD should contact to attempt to get agreement on performance standards

38. ***Recommendation:*** **The EnerGov program should review all the performance standards listed in Table 8 as well as other standards listed in this report and include them in a performance monitoring system.**

L. TECHNOLOGY

City View (KIVA)

CDD has been using a permitting system called KIVA since 1999. Although it has been useful, it was not fully implemented, focused primarily on building permits and Land Development, and staff use has not been consistent across divisions or from staff to staff. Some divisions did not always enter information into the system. This has resulted in some of the data not being reliable. The system is not capable of handling robust Internet applications, and the vendor is no longer supporting this system. The IT function provides only minimal support to KIVA and is putting their focus on the new EnerGov system. However, it will likely be two or maybe three years before the new system is ready to replace KIVA. In the meantime we suggest that minor upgrades to KIVA may be necessary.

Additionally, several functions never adequately used KIVA, particularly the planners. While it may seem counterproductive to have planners learn KIVA rather than simply wait for the new system, the lack of use is impacting other divisions in the Department. Additionally, we believe having planners use KIVA can actually assist in the transfer to the new system. However, it will be necessary for IT to assist in any required additional installation and training for the planners.

39. ***Recommendation:*** **KIVA should be used by planners and possibly others in the Department, and IT should provide necessary equipment, software and training.**

Electronic Plan Submittal/Review

The City has initiated a program to allow plans to be submitted electronically for projects of limited scope. Currently, the City will accept plans for one and two family dwellings, projects in existing commercial buildings and all land development projects. Staff has indicated that the program, thus far, has had limited participation with the average being only one project submitted per day. Land Development indicates that 10% of their applications are now digital. The City has invested resources to ensure that staff has the proper equipment, including large screen monitors and software, to implement the program on a larger scale. Interviews with employees suggest that the software currently being used for this program is not meeting staff's expectations and is difficult to use due to the steep learning curve, the limited ability to annotate the plans and the simple fact that so few digital applications

were being received that some staff forgot much of what they learned during training. Only two people in the building division were using the software and it appears the others were reluctant to start based on comments they had heard from those that had been using the software. I think some felt it would be a waste of time to learn one program knowing that it would be replaced in the near future.

In the future a different program that is compatible with the new EnerGov system will replace this software program. Currently only a few staff members have been using the existing plan review software. As the program expands through additional advertising and an increase in the types of projects than can take advantage of the program it will become necessary for all staff reviewing plans to become proficient in performing electronic plan reviews. We support the Department's efforts to accept digital plans as recognition of the future direction of the industry.

We would recommend that staff investigate securing the replacement plan review software prior to implementation of the EnerGov system so staff can be properly trained on the program they will be eventually be using and if possible, begin to use the new system.

40. ***Recommendation:*** **The Department should continue to publicly promote the Electronic Plans Submittal program and ensure all appropriate staff are fully trained on the use of the software.**

41. ***Recommendation:*** **The Department should inquire about securing the new digital plan review software in advance of the full implementation of the EnerGov system.**

42. ***Recommendation:*** **The Department should continue to expand the Electronic Plan Submittal program by accepting all types of projects including projects for Planning review.**

Once the new software is in place and staff is trained, there should be an extra fee for anyone who submits paper plans. This fee would cover the Department digitizing the plans.

43. ***Recommendation:*** **Once electronic plan review is fully functional, there should be an additional fee for applicants submitting paper plans.**

EnerGov

The City went through an RFP process to select a new system to replace KIVA and selected EnerGov. Evidently KIVA was designed and intended as an enterprise

system but that implementation was not enforced or carried out. The new system is designed to be used by multiple departments and functions outside the Planning and Development Department. This is an excellent approach if it is actually implemented and includes the following ten departments:

- Planning and Development;
- Finance;
- Fire;
- Health;
- Human Relations;
- Information Technology;
- Neighborhood & Community Services;
- Parks & Recreation;
- Public Works; and
- Water Services.

A kickoff meeting for the project was held in March and there is an 18 to 23 month implementation schedule. The project is being coordinated by an Assistant City Manager who also led the KIVA project. This is a good approach that we support. Application support will come from a project manager in IT who is expected to spend 70 to 80% of time on the project plus two or three other IT staff as needed. The budget is seven million dollars which is designed to cover both software and hardware needs and comes from Bond Funds. Various functions will contribute to paying the Bonds. The first year contribution for the Planning and Development Department will be $200,000.

We have worked with many communities that have similar software including two recent communities installing EnerGov. When systems have failure, it is often not the vendor or software, but rather the lack of adequate municipal staff support and training as well as the lack of a clearly communicated mandate that the various functions participate and use the system. Kansas City appears to be off to a good start. However, IT points out that they have many projects and EnerGov will need to fit within budgetary staffing constraints.

Considering that this is a seven million dollar effort, supportive staffing should be available at whatever level is needed. In addition to IT support, the system will have an impact on various department staffing as it is designed and made operational. One of our clients recognized this issue and authorized additional consulting staff to backfill positions needed for the new program. Another client publically indicated that their performance would slip during implementation. It appears that the City needs to examine if it is devoting adequate resources to this important effort.

44. ***Recommendation:*** **The City should assure that adequate staff is available for the EnerGov effort, both within IT and within the operating departments.**

45. ***Recommendation:*** **At least one full time IT staff should be added to the Planning and Development Department.**

Since this work is in progress it would be counter-productive for us to complete any detailed analysis of EnerGov. However, we have included numerous recommendations for EnerGov throughout this report and consider the following to be key requirements for the new system including:

- Transfer of existing data to the new system (The City has a major problem in its existing filing system within the Planning and Development Department. It appears that the EnerGov budget does not include funds to transfer relevant and needed hard copy files to electronic format;
- All applications and permits to be submitted electronically over the Internet;
- The use of credit cards over the Internet;
- Use of electronic plan check;
- All related departments and function to use the new system;
- Field computers or iPads for all field staff;
- Performance standards for all processes including different standards for processes that have multiple cycles;
- Internet requests for inspections;
- Easy fee calculation feature;
- Inspection routing optimization through GIS interface;
- Staff timekeeping for variable fee applications and permits;
- Ability to start a property file at time of first discussion with the City even if no permit is applied for; and
- Ease of preparing good management and operational reports with support and training as needed from IT.

We also include 23 additional EnerGov recommendations throughout this report.

46. ***Recommendation:*** **The City should confirm that all 13 features outlined above are included in the EnerGov program.**

Geographic Information System (GIS)

Section 33 of the KCMO codified ordinances governs the framework for the GIS and Mapping system.

P&D had personnel dedicated to managing GIS for its operations in the past. Those personnel were transferred to the city's IT Department in a budget and economy move. At the present time there is no staff within P&D working to maintain the databases necessary for its effective use by the Department. The IT Department provides technical support to facilitate the use of the GIS system but does not provide input to the data base or otherwise become involved with verifying the detailed information that has been entered. While we do not have a basis for evaluating the quality of the present system we did observe during the course of a DAT meeting a significant error illustrating a property boundary for a parcel under consideration for development.

GIS is located within the City-wide IT function as an Enterprise System. The City code referenced above describes the parameters for that system. IT supports a centralized database with many layers of data, while the specialized layers are maintained within operating departments. For example, the Water Department has several staff dedicated to maintaining GIS data for its use of this system. Overall this is a good system and a good approach. However, our experience elsewhere found that it is generally useful to have at least one GIS staff expert within a department like Planning and Development.

With the advent of the implementation of the EnerGov system and the obvious advantages of maintaining an accurate multilayered GIS system that shows infrastructure, property boundaries, zoning, and other important data we believe that costs reduction and time savings to process development proposals can both be realized if there is a dedicated GIS expert on the department staff.

We have observed the integration of *Google Earth* software with GIS systems in other jurisdictions and the resulting benefit is immediately apparent to planning, engineering, and inspection staffs. We have noted that the LDD inspectors currently utilize Google Earth to map out and plan their inspections routes each day as another tool with their paperless operation. Having GIS information layers plus Google Earth views can measurably improve the effectiveness of LDD field inspection operations.

47. ***Recommendation*: Add a GIS position to the Planning and Development Department.**

48. ***Recommendation:* Planning and Development staff should meet with the Water Department GIS staff to learn aspects of operations that are compatible and complement Planning and Development GIS needs.**

49. ***Recommendation:*** **Incorporate Google Earth into the GIS and EnerGov systems.**

M. TRAINING

The discussion and recommendations in other sections of this report suggest that the city utilize an outside facilitator for team building and related personnel matters, including basic supervision. Team building and "Partnering" has proven to be effective ways to break down silos between and within departments and divisions. It is our view that a comprehensive partnering effort that ultimately includes not only key divisions within Planning and Development, but also brings the Water Department, and Public Works Department to a more cooperative effort with respect to development review and processing. Effective partnering and team building necessarily must include all staff and groups.

50. ***Recommendation:*** **The supervisors of all the nine key groups should attend professional supervisors training seminars or series of classes conducted by professional experts.**

51. ***Recommendation:*** **Consider the use of "Partnering process(s)," initially for each of the major Divisions within the Planning and Development Department, and then subsequently with the Water and Public Works Departments to resolve existing and potential conflicts. An outside facilitator as has been previously recommended should facilitate this process.**

All of the Divisions on the employee surveys noted the need for more training. Specific recommendations are included in many of the division discussions. We suggest that 2% of the personnel budget be allocated for training. The current percentage for the Development Services Fund is $35,500, which is only .48%. Similar percentages are shown for other functions in the Department. We also recommend that managers set a target of 5% of employee's time for training. This will be particularly critical as the recommendations from this report are implemented.

52. ***Recommendation:*** **The Department should allocate 2% of the personnel budget for training and target 5% of employee's time.**

N. UNION AND HR FUNCTIONS

There is one City union (AFSCME Local 500) for all departments (except for Fire and Police) and all non-supervisory or non-exempt (e.g., L-class) staff are required to belong to this union. Some managers have indicated they cannot properly disciple

staff due to the Union. In our experience, the issue is generally that managers do not adequately work with the unions in a cooperative way.

We also heard complaints from managers about the City's HR function. Similar to Union issues, managers need to find ways to work together with HR.

53. ***Recommendations;*** **The Planning and Development Department managers should actively work to improve relations with the Union and City HR functions. .**

O. WEBSITE

During the course of this study the City's website was redesigned and the new design was posted. Additional corrections are being made and a number of features are being added or upgraded. As such, it is not possible to do a comprehensive review as related to the Planning and Development Department and the City's overall development process. We do note that the focus groups were quite critical of the new website and have trouble finding material that was available on the older site.

The website is controlled by the City Communication function. It is designed around a Google search engine that will search the site for key words. A large amount of content from the old site has been moved to pdf's on an outside Document Library site. While this may be appropriate, this data is not searchable on the main website and thus the data is hard to locate. One option would be to at least place the Index or Table of Contents of the Document Library on the main web site so the data can be searched.

54. ***Recommendation:*** **The Index or Table of Contents of the Document Library should be placed on the main website.**

Specific website content is the responsibility of each City function. The Planning and Development Department website content is coordinated by an Administrative Officer. The Officer relies on subject matter experts for content and it appears that they need to be more actively engaged. Relevant and useful data needs to be included and all data needs to be up to date. Having wrong data on the website is almost as bad as having no data at all. The concept here is often called "false maps." Would you rather have a false map or no map at all? The nine Division managers in the Department need to take a major responsibility for their section and data on the website.

55. ***Recommendation:*** **The nine Division managers in the Planning and Development Department should take major responsibility for website content issues.**

Listed in Table 9 below are website features that are generally found in Best Practice Communities. The Table indicates whether the City Planning and Development Department web pages include, partially include, or do not include these features. Our comments concerning these features are also noted in the Table. The City should ensure that these Best Practice Website Features are included on the Department's webpages.

Table 9
City Planning and Development Department Web Page Features

Website Feature	Included	Partially Included	Not Included	Comments
Announcements, News/Events		X		Difficult to find for each Division and sub-programs within Divisions
Comprehensive List or Link to all planning & development -related fees			X	Add links as previously noted
Comprehensive page(s)/links to relevant Boards, Commissions, Committees involved in the development-review and permitting processes, including Members list and contact information, Hearing Schedules/Calendars Agendas, Minutes and Agenda Packets/Reports.		X		Links to most committees, board, commission involved in development review and permitting process are provided on the main webpage for the Department; however need to add Municipal Arts Commission and ensure docket, hearing schedule and membership links are provided for all listed.
Comprehensive Staff Contact List with Automated email Contact Feature			X	Need to provide for each Division and Sub-programs within Divisions so that users can locate quickly and easily.
Credit Card Payment Options			X	Provide link on main web page for department once available.
E-government online fillable, updated applications and guides that have uniform format design.		X		Not all development-related applications and permits are fillable. All should be fillable.
Frequently Asked Questions (FAQ's) Related to City Planning & Development functions in alphabetical order			X	Need to a comprehensive list of FAQ's by Division arranged in alphabetical order.
Functional Statement, Mission Statement		X		A list of activities is shown for each Division, which gives the user an idea of the areas of responsibility for the function; however a complete functional statement/mission statement would provide users with a better understanding of the roles of responsibilities of the Division.

Website Feature	Included	Partially Included	Not Included	Comments
GIS (online) and Related Maps (Zoning, Comprehensive Plan, Area Plans, etc.)	X			Found it Under "online tools and resources" tab, under the "online mapping" link. It is currently described as a GPS mapping tool, instead of GIS. Not intuitive for users. Also need to include in the "online tools and resources" description on the main page.
Handouts/Bulletins/How To Guides and Process Guides with flow charts for all development-related processes		X		Many can be found under the "online tools and resources" tab or the "City Planning and Development Services tab. However, some have not yet been posted and some that have been posted need to be updated.
Links to State & Regional & County agencies, state and federal agencies and Green Initiatives		X		Not all links were provided. Need to provide relevant links under each Division heading so that they are easy to locate.
Links to all relevant local Codes by Division and Function.		X		Most can be found under the "online tools and resources." Unfamiliar users will have difficulty locating. Need to provide relevant links under each Division heading and arrange by Division/function in the document library.
Major Project List (i.e., recently approved, on-going projects) for Current & Advanced Planning Programs			X	Need to provide major on-going project list for all Divisions, such as Development Management, Urban Planning, Land Development, etc.
Office Location, Hours, Map/Directions to Offices		X		Need to add hours of operation by Division and map/directions to offices.
Organization Structure Chart			X	Need to provide up-to-date department organization chart on the main web page of the department.
Permit Tracking (on-line) / Electronic Plan Submittal (e.g., KIVA)	X			
Public Notifications Displayed	X			Public notifications link should be provided on main department web page.
Reports – Annual, Bi-Annual or Quarterly Department Reports			X	Need to provide links for all reporting by Division/Function.
Work Program (e.g., Business Plan) for Department Posted			X	Need to develop work programs for each Division and post.

As the above Table shows, the existing web pages do not include many features we typically find in Best Practice Communities.

56. ***Recommendation:*** **The features shown in Table 9 should be included in the City's website.**

IV. CITYWIDE PLANNING

A. PROFILE

Overview

The Citywide Planning Division (CWP) is one of nine (9) divisions that make up the City Planning & Development Department and one of three (3) divisions that comprise "Planning Services." The CWP Division is comprised of four (4) functions, including Area & Project Planning, Census Demo. Data Forecasting, GIS Mapping Project Graphics, and Historic Preserve Landmarks. Generally, CWP provides data analysis, census research, historic preservation and long-range planning services to help manage development in the City.

The Citywide Planning Division Programs are administered by professional planning, administrative and technical staff and is funded 100% by the General Fund. The Division is housed in the 15th Floor of City Hall.

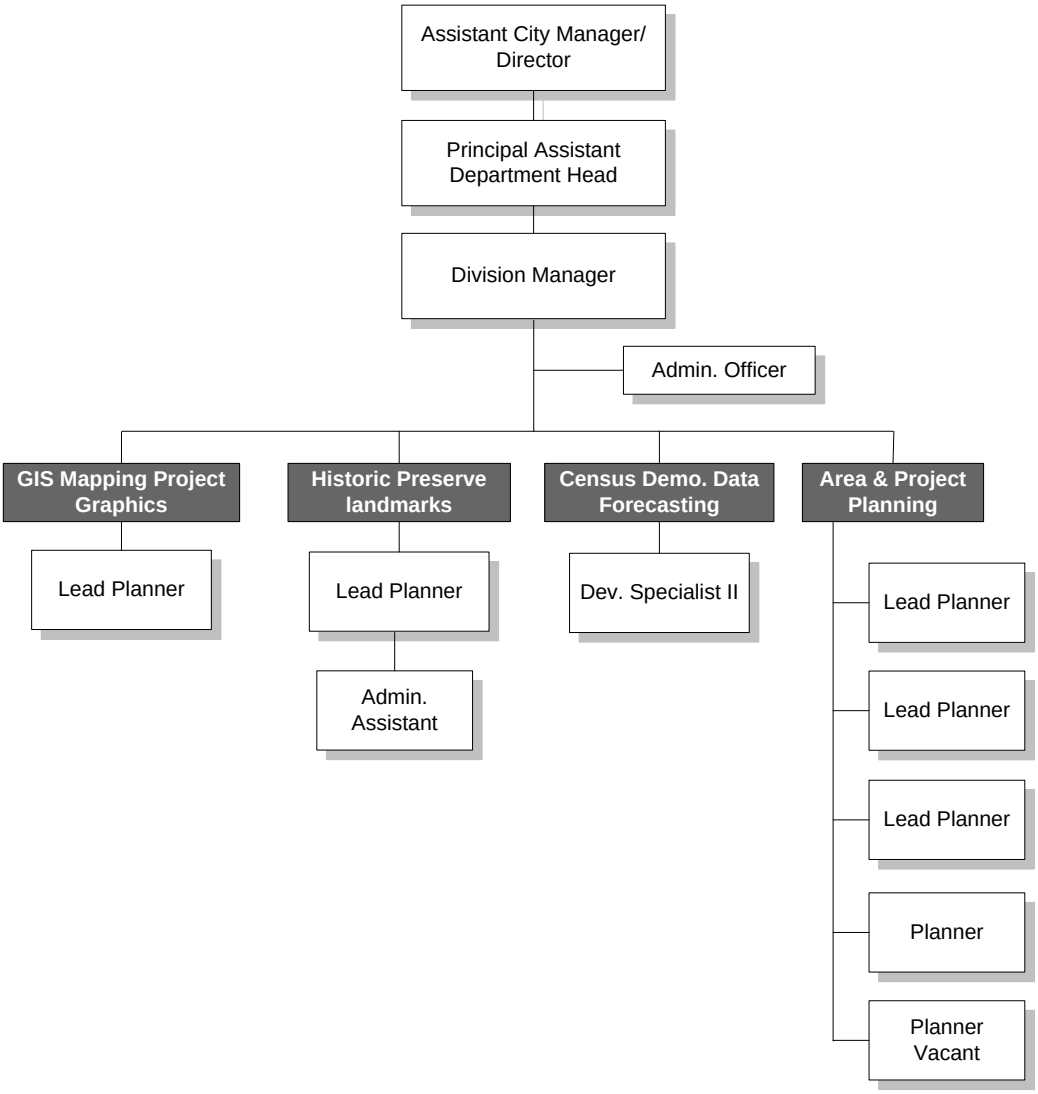
Authority

The Division derives its authority from various local regulations contained in the City of Kansas City Code of Ordinances, City Charter and Home Rule Authority, such as provisions in Chapter 33, Part II, Chapter 2, Article VI, Division 8 of the Code of Ordinances, various federal laws and Missouri State law, (e.g., § 89.300-89.491 Missouri Revised Statutes), etc.

Staffing

The Division consists of 11 FTE's per the adopted FY 2013/14 budget, including a Division Manager, Administrative Officer, Administrative Assistant, a Development Specialist II, Lead Planners and a Planner as shown in Figure 8 below.

Figure 8
Existing Citywide Planning Division Organizational Structure



As the above Figure depicts all line staff report to supervisors that report to the Division Manager, which is currently an interim position that has been assumed by the Principal Assistant Department head.

Table 10 below shows the Division manager as well as the 11 positions approved for the Division along with the adopted job descriptions.

Table 10
Citywide Planning Division Staffing

Position Title	Number of Positions	Responsibilities	Reports To
Div. Mgr.	1	Currently vacant but to be filled. Highly responsible administrative and professional planning work in directing the advanced planning or current planning programs. Work involves responsibility at the discretion of the Director for the administration, coordination, and supervision of a major division. Work primarily involves carrying through to completion planning projects of a community wide or regional nature.	Principal Assistant Department Head
Admin. Officer	1	Professional, highly complex and responsible administrative work to ensure the efficient operation of a department or division.	Div. Mgr.
Lead Planner	5	Responsible administrative and professional work in directing a program or section of a major division of the department. Involves responsibility, under general professional direction, to administer a comprehensive zoning ordinance, or supervise a design section, a long-range planning, community renewal, or other special program or a research and information section.	Div. Mgr.
Admin. Assistant	1	Professional municipal research and staff work in an entry-level position. Involves the application of various research techniques and methods and/or volume intensive control procedures in the development and/or operation of administrative systems, programs, policies and practices.	Lead Planner, Dev. Specialist II
Dev. Specialist II	1	Responsible administrative and professional work in supervising a program or section of a major division of the department. Under general professional or policy direction, an employee supervises and administers activities in economic or social development.	Div. Mgr.
Planner	2	One position currently vacant, but to be filled. Beginning level professional planning work in the field and office involving the gathering, analysis, and reporting of social, economic, and engineering data for planning purposes. Involves responsibility for varied assignments in the field of planning which require skill in research and the application of fundamental planning knowledge.	Lead Planner
TOTAL	**11**		

Area & Project Planning Program Activity

The Area & Project Planning function work with area developers, property owners, neighborhood groups, community agencies, and local businesses to develop, implement and maintain area plans that are "blueprints for development" in certain areas of the City. Currently there are 18 Area Plans, which provide the basis for the city to determine appropriate zoning for a property, which in turn defines how property in the city may be used. The function also evaluates development proposals for compatibility with Area Plans.

The function is also responsible for preparing, maintaining, monitoring and implementing the City's Comprehensive Plan (e.g., FOCUS), which is intended to provide the overall framework for land use decision-making in the city. The Comprehensive Plan was adopted in 1997 and has not been updated since that time.

The activity levels for the last five (5) years are shown in Table 11.

Table 11
Citywide Planning Activity Levels for Last Five Years

Activity	2009	2010	2011	2012	2013	5-year Average
Area Plans	2	1	2	3	3[1]	2
Area Plan Amendments	13	13	10	11	12	12
TOTAL	**15**	**14**	**12**	**14**	**15**	**14**
% CHANGE	**-**	**-7%**	**-14%**	**16%**	**7%**	**-**

As the above Table shows, Area Plan activity averaged two per year over the five-year period shown. Area Plan Amendment activity, which accounted for the majority of the activity in the Area & Project Planning Program averaged 12 per year. From 2009 through 2011, overall activity levels declined in the Program. In 2012 and 2013, activity levels rose by 16% and 7%, respectively, which seems to correspond to the overall improvement in economic conditions in the region. In addition to the above projects, Lead Planners are also involved in special projects and implementation activities.

Historic Preservation Landmarks Program Activity

Historic Preserve Landmarks function oversees nominations to the City and National Register of Historic Places, as well as facilitating the meetings of the Landmarks Commission. Staff also administers the Landmarks Ordinance and the City Preservation Plan and conducts Section 106 Environmental Reviews pursuant to the Historic Preservation Act.

The activity levels for the last five (5) years are shown in Table 12.

Table 12
Historic Preservation Landmarks Activity Levels Last 5 years

Function	2009	2010	2011	2012	2013	5-yr Average
Historic Preservation Landmarks						
Certificate of Appropriateness - Administrative	N/A	N/A	N/A	24	29	N/A
Certificate of Appropriateness - Regular	91	84	90	63	59	77
KC Register of Historic Places	4	1	0	0	4	2
TOTAL	**95**	**85**	**90**	**87**	**92**	**90**
% Change	**-**	**-11%**	**6%**	**-3%**	**6%**	**-2%**

As the table shows, activity levels for the Historic Preservation Landmarks Program fluctuated over the five-year period. The lowest levels were in 2010, after which there was a 6% increase in activity, followed by a 3% reduction in activity. In 2013, activity levels rose by 6%.

Census Demographic Data Forecasting

The Census Demographic Data Forecasting function collects economic and development data, conduct analyses and produces demographic reports on the Kansas City, Missouri. Their focus is on tailoring U.S. Census data to City building data to meet the informational needs and geographical areas of interest to each customer request.

A Lead Planner has absorbed the duties associated with the GIS Mapping Project Graphics Program as the Graphic Design Specialist and Senior Planning Technician, which previously carried out the majority of these responsibilities, are now gone. We were unable to locate a description of this Program on the City's website. However, according to staff, the primary purpose of this function is to provide GIS base mapping, graphic and advanced demographic analysis support for the Division.

B. POSITIVE FINDINGS

The following are positive findings for the Planning Division:

- The Area Plan & Project Planning Program utilizes extensive public outreach mechanisms to attract widespread public participation, which is a Best Practice;
- The Historic Preservation Landmarks Program utilizes digital hearing/meeting dockets and created easy to follow handouts and flow charts that are posted on line to explain their services and processes, which is a Best Practice;

- The Census Demographic Data and Forecasting Program creates comprehensive statistical and demographic reports that help promote economic development in the City;
- The Division won the Rich Noll Pacesetter Award for extraordinary service to the City's residents and businesses for City wide in 2013;
- Many planning staff members are AICP certified and have been in the Division over 5 years and thoroughly understand the principals of long-range planning and Division operations.

C. ORGANIZATION ISSUES

Annual Work Plan

The Division does not currently prepare an Annual Work Plan that outlines key initiatives and projects to be undertaken by priority, identifies the staff responsible for carrying them out, the labor requirements to complete initiatives for the Division as a whole, identifies the responsible staff, required labor resources and space to add status comments, and identify whether the initiative is on track for completion to further focus staff work efforts in the function. However, the Historic Preservation staff and Historic Preservation Commission outline annual work plan for their Program during annual retreats, which is a good practice.

57. ***Recommendation*: The Citywide Planning Division Manager should prepare an Annual Work Plan that outlines initiatives, projects and activities, by priority.**

Applications, Brochures, Guidelines, Handouts

We reviewed available applications and handouts associated with the Citywide Planning Division, such as the Certificate of Appropriateness that is associated with the Historic Preservation program and found that the applications were not fillable. In addition, not all of the handouts were up-to-date (i.e., design guidelines book; certificate of appropriateness procedures/handout). Staff and/or focus groups also indicated a need for an up-to-date Historic Preservation Guidebook that outlines the steps to follow, with resources and contact numbers and an Area Plan User Guidebook to help community members and other users understand the Area Planning Process and policy framework.

58. ***Recommendation*: The Division Manager should ensure that all handouts, flow charts and publications for H.A.R.C. Processes are up to date,**

include revision dates and are posted on line and available in the office, so that users know they are accessing current information.

59. ***Recommendation*: The Division Manager should publish and up-to-date Historic Preservation Guidebook that describes the steps to follow and includes resources and contact numbers.**

60. ***Recommendation*: The Division Manager should create and publish an Area Plan User Guide to help community members and other users better understand the Area Planning process and policy framework.**

Data Collection/Reporting

In conducting our review of the Citywide Planning Division, we were able to obtain the data we requested related to the four Programs, which is summarized in the Activity table above.

The Division prepares a biweekly excel spreadsheet to monitor, track and report on existing, on-going Area Plan projects within the Division, which is available on SharePoint so that it is accessible by all staff. Historic Preservation Staff also prepare annual reports related to the Historic Preservation Program, including the Certified Local Government Program Annual Report, which provides comprehensive information about the City's Historic Preservation Program.

In addition, staff in the Census Demographic Data and Forecasting Program, uses KIVA data and other data sources to produce the following reports:

- A quarterly Building Permit Report that is posted on the City's web site, which provides permit, dollar value and unit data for new residential, non-residential, alterations, repairs and demolitions in the city by Council District, school district and county areas. The report also maps residential construction and new non-residential that is valued at $50,000 or more and compares data with previous years;
- An annual building permit report that provides tables and charts on the year end number of single family dwelling permits from 1970 to present for Kansas City and Kansas City North;

Once the City launches its new Enterprise System (e.g., EnerGov), activity and performance-related quarterly reports should be generated using the EnerGov System.

61. ***Recommendation*: The Division Manager should ensure via formal policy that all Citywide Planning Staff use the new EnerGov System to record**

activity and performance-related data, so that quarterly reports can be generated to track, monitor and manage performance and activity data.

Division Mission, Vision, Direction

Staff reported that morale is low in the Division due to past leadership issues, budget constraints, career ladder limitations and reduced staffing, which has generally required staff to do more work for less reward. In addition, none of the staff interviewed had a consistent understanding of the mission, goals or vision for the Division.

See our recommendations under the "staffing," "performance evaluation," "training," "policies & procedures manual," and "meetings" regarding conducting regular performance evaluations based on written performance objectives, re-establishing written operating procedures, regular division-meetings that provide for in-house training and team-building and annual, external supervisory training for supervisory staff.

Equipment/Supplies

Planning Division staff reported that they generally have adequate equipment to conduct assigned work. However, there is a need to continue to budget for outdated computers and to update and enhance the GIS system. Changes to IITD's pc lifecycle program may be appropriate for this function.

62. ***Recommendation*: The Citywide Planning Division Manager should continue to budget for and replace outdated computers.**

See our recommendation under the "GIS" heading regarding updating and expanding the GIS system.

Fees for Citywide Planning Division

The fee structure for the City Planning and Development Department is discussed in detail in an earlier section of this study. However, we did not find that the City has established a Comprehensive Plan fee to cover costs associated with maintaining (updating) the Comprehensive Plan.

63. ***Recommendation*: The City should establish a comprehensive plan maintenance fee, if state law permits, when the fee schedule is updated to cover the costs of updating the comprehensive plan at regular intervals.**

Meetings/Communication/Coordination/Team Work

Staff reported that silos exist within the Division (e.g., between historic preservation planners and long-range planners) and across divisions (e.g., between the Citywide Planning Division and the Development Management Division), and that a general mentality of "us versus them," exists.

Currently, there is only one reoccurring and regularly scheduled Bi-Weekly Division Staff with the Interim Division Manager and all staff on Thursdays at 10 am for the purpose of sharing information about projects, discussing issues, and problem solving. Staff indicated that the previous Assistant Department Head sporadically held meetings that included all staff involved in Planning Services as well as occasional meetings Development Services Division staff to discuss issues that cut across divisions; however these meeting are no longer held.

Best Practice Communities strive to establish structured meetings that are designed to promote coordination, communication and teamwork and identify and resolve service delivery problems within and across Divisions. Meetings have clear objectives with structured agendas, action items and summary notes that are distributed electronically prior to and following meetings, so that all actions and decisions coming out of meetings are formally documented to ensure that all participants are equally informed.

To help break down silos and facilitate a team approach to service delivery and problem-solving that cuts across both Planning Services and Development Services Divisions in the Department, we recommend the following additional meetings:

- At least 30 minutes of every bi-weekly Division staff meeting should be devoted to team-building, and long-range related training, as well as educating staff about the roles and responsibilities of staff within the Division as well as all other divisions in the Department. Time on the agenda should also be set aside for the disseminating of information related to the training opportunities, budget issues, etc.;
- A regularly scheduled bi-weekly meeting between the Division Manager and Assistant Department Head, once a Division Manager is hired for the purpose of discussing and resolving management and operations issues (staffing, service delivery, budget, equipment, training, etc.);
- A regularly scheduled monthly meeting between the Citywide Planning and Development Management Division managers to identify, discuss and resolve planning issues that cut across both functions, such as coordination to ensure that current planning projects are consistent with long-range planning policies; developing a team approach to Area Plan implementation; identifying, discussing and coordinating new and/or needed policy and code revisions; issues related to KIVA and the new EnerGov System, once it is launched, etc.

64. ***Recommendation*: Three additional staff meetings should be held for the Citywide Planning Division as outlined above.**

65. ***Recommendation*: All reoccurring meetings held in the Citywide Planning Division should state a clear objective and include an agenda, action items and summary notes that can be distributed electronically to all staff in advance of and following the meeting whether in attendance or not.**

66. ***Recommendation*: The Division Manager should ensure that weekly staff meetings include a scheduled time in each meeting to discuss the mission and direction of the Division and Department as a whole, particularly as related to Area Planning, Historic Preservation and data forecasting.**

Performance Evaluations

Some Staff reported that Performance Evaluations are not given on a regular schedule and are inconsistent or based on unclear expectations/criteria. We were not able to verify this report as Evaluations are confidential.

Meaningful, timely performance evaluations that are based on known criteria and expectations need to be given to encourage more uniform employee performance and create a consistent and equitable distribution of workload and reward.

67. ***Recommendation*: Assigned supervisors should conduct Performance Evaluations for all line staff, on-time, at regular prescribed intervals and be based on established criteria and standards.**

Policies & Procedures Manual (PPM)

Interviews with management and line staff indicated that the Division does not have a PPM that outlines basic operating procedures in the Division, such as a return phone call policy, customer service standards and expectations, Area Planning Processes, staff reports and presentation formats, electronic and paper file set-up protocols, file maintenance and retention policies, communication protocols and standards, etc.

Best Practice Communities use PPM's as a management tool and we agree with this strategy. We believe that PPM's are an important management tool because they document performance expectations, policies and practices to ensure that all line staff have a clear and consistent understanding of work practices and performance expectations including work quality, accountability, professional demeanor, customer service, etc.

68. ***Recommendation*: The Citywide Planning Division prepare and publish a PPM for the Division that includes the items outlined above to ensure that all line staff have staff have a clear and consistent understanding of work practices and performance expectations.**

Public Outreach

We did not receive negative feedback concerning Public Outreach efforts for the Division as a whole. Moreover, the Area Plan and Projects Planning Division have been very successful in drawing citizen participation into their long-range planning efforts. However, it was reported that there is a need to re-initiate the postcard outreach system for the Historic Preservation Landmarks Division that informs property owners located within a historic district about historic design requirements to help reduce issues and potential violations. In addition, Historic Preservation staff is currently working with the Historic Preservation Commission to update their historic book entitled, "A Place in Time," which has successfully raised public awareness about historic resources in the City, which is great.

69. ***Recommendation*: The Citywide Planning Division Manager should re-initiate the Historic Design post card outreach system.**

Staffing

Table 13 below, shows the Full Time Equivalent (FTE) staffing levels in the Division since 2009.

Table 13
Citywide Planning Division Staffing Levels

Function	FY 09/10	FY 10/11	FY 11/12	FY 12/13	FY 13/14	FY 14/15
Citywide Planning Division						
Total FTE's	17	13	13	12	10	7
% Change	-	-24%	0%	-8%	-17%	-30%

As the above table shows, staffing levels in the Division have decreased significantly since FY 2009/10. From FY 2009/10 to FY 10/11, there was a 24% reduction in staff. Although there was no change in staff resources from FY 2010/11 to FY 2011/12, there was an 8% reduction the following fiscal year. From FY 2012/13 to FY 2013/14, Division staff was reduced by 17% and 30% from FY 13/14 to FY 14/15.

Staff reported that they believe the Division is short-staffed, given the reductions that have occurred over the last five years. Staffing in the Division currently consists of 10

FTE's including the Interim Division Manager position, which is being filled by the Principal Assistant Department Head, an Administrative Officer, 5 Lead Planners, a Planner, a Development Specialist II and an Administrative Assistant.

Because the Division Manager position duties have been assumed by the Principal Assistant Department Head, minimal time is available to perform work tasks presently. Given the small size of this division, we believe the Division Manager position, once filled, can contribute at least 25% of his time to completing work tasks in the Division.

Other than attending meetings, and other miscellaneous activities (e.g. phone calls, etc.) the majority of the staff's available work hours can be focused on performing the varied work tasks of the Division. Currently, this results in a total of 9.75 FTEs available to conduct work tasks in the Division, which should all be outlined in an Annual Work Program as recommended above.

In addition, management Staff indicated that there is a second Planner position that is vacant in the Area & Project Planning Program that is slated be filled in the near future, which will provide additional staff resources to complete work tasks for the Division.

Administrative Support

There are two positions available to provide administrative support in the Division, including an Administrative Assistant position and an Administrative Officer position. The Administrative Assistant position is largely dedicated to supporting Historic Preservation and Land Mark activities, rather than the Division as a whole. The Administrative Officer position, which was filled by new by new personnel less than a year ago, currently supports the Principal Assistant Department Head in carrying out special projects, such as the recent City web site update. When interviewed about the position, many staff members were unclear about the position's role and responsibilities in the Division.

A review of the adopted job description for the position indicates that it is intended to perform professional, highly complex and responsible administrative work, such as supervising assigned staff, assisting with budgeting, operating policies and regulations and operations analyses and devising improved systems, etc., to ensure the efficient operation of a department or division.

Given the need for administrative support for the Division, it is important that the position retains its intended role of assisting in establishing operating policies, conducting operation analyses and devising improved systems for the Division.

70. ***Recommendation:*** **The Principal Assistant Department Head/Interim Division Manager should allocate the majority of the Administrative Officer's time to assist with establishing operating policies, conducting operation analyses, devising system improvements, etc., to directly support the Division as intended.**

See our recommendation under the "meetings" heading concerning devoting time on Division Meeting agendas to informing staff members about roles and responsibilities of each position in the Division.

Area & Project Planning Program

Management and line staff indicated that the City Council had previously set a policy that established one Area Planner for each of the six Council Districts; however, only 4.0 FTE planners exist in the Area & Project Planning Program. As such, some planners work on area plans and project within more than one District. As discussed under the "Area Plan" heading in this Section, the Division has committed to adopting the remaining six Area Plans by 2017. Given that staff is now doing the majority of the area planning in-house, due to limited professional services funds, that it typically takes 18 months to complete a plan and that only four planners are available to complete the work, it may be necessary to extend the 2017 goal. These decisions should be made as part of adopting an annual work program.

The planner staffing levels for the Area & Project Planning Program is a policy issue. However, the desire to provide one Area & Project Planner per Council District should be resolved with council and staffing may need to be increased to meet council's policy direction. Since the Citywide Planning Program is fully funded by the General Fund it tends to have a lower priority than public safety budgets. However, it should be noted that Advance KC lists Urban Land Use and Revitalization as its 10th priority. If staffing continues to be reduced for this program, it is doubtful that this aspect of Advance KC can be effective. Additional General Funds or other sources of revenue will need to be found for the program.

71. ***Recommendation*****: Two planners should be added to the Citywide Planning Division to provide one Area & Project Planner per Council District.**

There are also workload demands in the area of GIS mapping and graphics production. In another section of this report we have recommended that a GIS position be added back to the Department.

Division Manager Position

The Division Manager position is currently vacant; however the Principle Assistant Department Head is serving as the Interim Division Manager until they are able to recruit an appropriate candidate. Interviews with staff and management indicated that Leadership in the Division has been poor for a number of years, which left line staff with inadequate direction and support and triggered personnel issues, turnover and morale problems.

Given the wide-ranging administrative and special project responsibilities of the Assistant Department Head position, the increasing activity levels and the history of leadership issues in the Division, both line and management staff believe that the Division Manager position should be maintained in the Division and we agree with this assessment.

However, in order for this position to be effective, it is important that the new Division Manager have an appropriate level of education and professional work experience and supervisory experience to be able to lead and mentor existing staff, which are highly educated and experienced. The new Division Manager should also have highly developed project management and public administration skills. For example, it was largely reported that previous Division Managers did not have adequate education and/or background experience in long-range planning and/or managing highly experienced staff in a city with an urban core and other complexities similar to Kansas City, which created numerous division-wide issues. The position should give preference to candidates with an Advanced Degree in Urban and Regional Planning and require a minimum of 10 years' experience and at least six years supervisory experience managing a long-range planning program in a mid to large size City that is comparable with Kansas City.

72. ***Recommendation*: The City should adopt a job description for the position titled as "Division Manager," to eliminate any confusion about the status or work responsibilities of the position.**

Planner Position (Vacant)

As noted earlier, the GIS Mapping Project Graphics Program used to be comprised of a Lead Planner, Graphics Design Specialist and Senior Planning Technician position. However, the Senior Planning Technician left the organization and the Graphics Design Specialist was transferred to the IT Department. As a result, one Lead Planner is now responsible for providing GIS base mapping, graphic and advanced demographic analysis support for the Division. This position is also responsible for providing transportation planning support and back up advanced demographic analysis support for the Division.

Because of the volume of Area Planning Activity that is underway, it is difficult for this remaining staff person to provide adequate GIS mapping support for Area Planning Activities. In addition, Area Planning Staff have varying levels of GIS training, which impedes progress on Area Plans. Moreover, Staff indicates that they are not able to effectively utilize the help desk as a portal for additional mapping support because the lead-time required for the help desk to fulfill orders can exceed 7 weeks.

Since GIS mapping and analysis related to long-range planning is largely performed by in house planners due to budget constraints, there appears to be a need for additional specialized GIS staff in the GIS Mapping Project Graphics Program to support the overall Division, even with additional training for planners as recommended under the "Training/Cross Training" heading of this section.

It appears that budgeting constraints prevent the Division from re-hiring a Graphics Design Specialist or Senior Planning Technician with advanced GIS mapping and graphic production skills. As such, the Division should fill the existing vacant Planner position with a candidate that possesses advanced GIS mapping and graphic production skills to support the Division and Department as a whole.

We discussed this issue with Management staff and there is support for this approach. Management staff indicated a preference for the vacant position to be focused on GIS mapping and support data analyses work in the Census Demographic Data Forecasting Program.

We reviewed the job description for this position and found that it did not outline requirements for any skill in GIS. We also reviewed the Job Announcement for the position and GIS is mentioned as a job responsibility, only. To obtain a qualified candidate with the GIS mapping and graphic production skills that are necessary to support the Division, the Job Description and Job Announcement should be modified as recommended below:

73. ***Recommendation*: The Principal Assistant Department Head/Interim Division Manager should modify the Job Description for the vacant Planner position to include advanced technical skills in GIS Mapping and graphic production and at least two years GIS experience.**

Telephone, Emails

An earlier recommendation in this report established that all phone calls and emails are to be returned the same day. We received feedback that staff is often slow to return calls and emails to customers. Staff indicated that a formal policy did not exist to return email and phone calls the same day. This policy should be included in the

Division's Policy & Procedures Manual to further the City's overall goal of providing excellent customer service.

Terminology (Division Name)

In conducting our research on this Citywide Planning function, we found that the City's Budget Document and other publications refer to the Division as the Citywide Planning & Research Division, which can be confusing to unfamiliar users. Some documents also use the title, Long-Range Planning.

74. ***Recommendation*: The Department Director should establish one name for the Division and refer to that name consistently on all publications to eliminate confusion associated with the use of multiple names.**

Training/Cross Training

Staff indicated that they received little formal training to perform their function and that that employees in the Division largely "learn as they go." Internal training is available to employees on various topics through the Education and Development Division of the Human Resources Department; however, staff indicates that training options are limited in terms of topic and availability.

Many staff also indicated that additional training is needed on GIS (e.g., metadata, mapping layers) and Customer Service. In addition, as noted above, it was widely reported that staff in the Division do not use KIVA to record review comments for development review process, thus additional training is needed to encourage staff to use KIVA during the two-year interim period while the city prepares to launch the new EnerGov system.

In addition, at least one other Lead Planner should be cross-trained to perform Historic Preservation services (e.g. process Certificates of Appropriateness) and Econometric modeling, so that back-up coverage is available for staff members performing these functions during extended illness and vacation periods.

Also see our recommendation in the Development Management section below about cross-training DMD and Citywide Planning staff on each other's functions, where possible.

Staff reported that AICP credit training is available on a rotating basis, which is good. However, their opportunities to attend annual professional conferences and formal training outside the office has been minimal in recent years due budget constraints and that attendance at annual professional conferences is needed so that staff can stay current in their industry.

75. ***Recommendation*: The Principal Assistant Department Head/Interim Division Manager should identify the annual conference opportunities, training, cross-training and supervisory training needs for each Program in the Division and include them in the annual work program and budget these activities so that adequate time and resources are set aside for on-going training to help staff grow professionally, raise competency and work efficiency in the Division and stay current in their fields.**

In addition, it was extensively reported that not all Citywide Division staff have a complete understanding of the roles and responsibilities of other development-related divisions, including the Land Development, Inspections, Investigations, Permits and Plan Review Divisions, thus it is difficult to field and direct customer calls.

See our recommendations under the Meetings sections of this Study regarding allocating time to provide information and training on related functions during staff meetings.

A review of the Fiscal Year (FY) 2013/14 budget for the Division indicated that about .05% of the personnel budget has been set aside for training in the Division. As such, the training budget that has been allocated is insufficient to provide needed supervisory, GIS, KIVA and other needed training, as well as send staff to relevant annual conferences. We normally suggest that 2% of the personnel budget be allocated for training. In addition to the training budget, we typically suggest that about 5% of staff's time be devoted to annual training. These recommendations are included elsewhere in this report.

See also our recommendations under "Policy & Procedures Manual" regarding creating/completing a Policy Manual to assist with training of new employees and cross-training of existing employees.

D. POLICY ISSUES

Area Plans

The City uses Area Plans as a planning tool to help the community realize its long-term vision for the future. As of 2007, the City has condensed 46 area plans into 18 geographic areas for which Area Plans have or will be prepared. The Plans are intended to provide a proactive, comprehensive framework to guide public decisions on land use, housing, public improvements, community development, and city services within the specific geographic Area. They provide phased, proactive strategies and reactive evaluation tools to guide decision-making and are intended to be incorporated into and supplement the City's Comprehensive Plan (a.k.a., FOCUS Plan).

According to the Division, it takes between 9 to 14 months to complete the Area Plan process for one Area Plan, depending on its complexity. Division staff indicated that they use a process "template" (see process issues section) to manage the Area Planning Projects, which is good.

Data provided by Division staff indicates that 10 of the 18 Area Plans have been completed and adopted by Council. In addition, 2 more Plans are underway and expected to be completed in 2014, and the remaining 6 Plans are slated for completion by 2017.

We did not receive any negative feedback from focus groups concerning lengthy delays or a lack of public participation in the Area Planning process, which is good.

See our recommendation under the "Annual Work Plan" heading concerning outlining Area Plan completion and updates and all other work initiatives in the Division by priority along with labor estimates to complete the work to help gauge appropriate staffing levels and work completion dates.

Current Planning Project Inconsistencies with Area Plans

Interviews with staff indicated that Development Management Division's current planning projects are sometimes approved, which are inconsistent with Area Plan policies, which creates frustration for affected neighborhood groups and friction between the current planners (Development Management planners) and the long range (Citywide Planners). To eliminate decision-making inconsistencies between current planning projects and long-range planning policies and ensure that Area Plans continue to guide land use decisions, we have made a number of recommendations throughout this report, including:

- Merging informal Pre-application Conferences with structured DAT meetings to create one, structure Pre-application Conference Process;
- Ensuring that a designated Citywide Planner attends all Pre-application Conference meetings;
- Providing training for Citywide Planners that are responsible for review and comment on new development application and permits to use the KIVA system to record timely, comprehensive comments on historic preservation and long-range planning matters; and
- Establishing regular meetings between the Development Management Division and Citywide Planning Divisions to provide a better understanding about each other's roles and responsibilities as well as build rapport, discuss issues and problem-solve.

Comprehensive Plan

The City's Comprehensive Plan is known as FOCUS (Forging Our Comprehensive Urban Strategy) and adopted in 1997. The City and thousands of citizens partnered to develop this 25-year action plan the entire community with the goal of making the City a thriving, people-centered community and a successful model for other American cities. According to the Division, many action steps recommended in the FOCUS plan have been accomplished, such as the renovation of the Liberty Memorial, a transit center at 39th and Troost, revision of the zoning ordinance, the Clean Sweep program, a bicycle master plan, the Riverfront Heritage Trail, the Downtown Streetscape Plan, and multiple neighborhood, corridor, and development plans, etc., which is excellent.

In reviewing state enabling legislation concerning Comprehensive Plans (e.g., Land Plans) there does not appear to be a consistency doctrine that requires zoning and other development-related implementation regulations to be consistent with the Comprehensive Plan, which has been the topic of considerable debate in the legislature.

In conducting a brief review of the FOCUS Plan, we found that it is 17 years old and likely no longer adequately in sync with community philosophies and vision or implementation policies (e.g., Area Plans) or regulations (e.g., Zoning & Development Code, Historic Districts, etc.).

As mentioned earlier, the intent is for the new 18 Area Plans to supplement FOCUS Plan. Currently, completion of the Areas Plans is scheduled for 2017. At that time, a 10-year update cycle will be established to update the Individual Area Plans, as the oldest Area Plan, which was adopted in 2007, will be 10 years old. The FOCUS Plan will also be updated at the same time in 2017.

By 2017, the FOCUS Plan will be 20 years old. We discussed the relevance of updating the Plan at this point, given that its framework will have been superseded by the Area Plan documents and the time and cost involved, spanning multiple years, in overhauling a 20-year old Comprehensive Plan. Management staff indicated that they plan to determine the desired range and depth of components in an updated FOCUS Plan to ensure that it is in balance with the City's financial and staffing capabilities at that time and that the FOCUS Plan components are integrated with the adopted Area Plans and are not in conflict with implementing regulations.

Best Practice Communities ensure that Comprehensive Plans are updated at least every 10 years to ensure that they are consistent with implementing policies, codes and the community values and vision. Best Practice Communities also typically collect a comprehensive planning fee, as part of their development review fee schedule that is set aside to cover the cost of the comprehensive plan update.

See our recommendation under the "Fee" heading above concerning adopting a fee in the fee schedule to cover Comprehensive Plan maintenance.

76. ***Recommendation*: The Citywide Planning Division should budget for and update the City's Comprehensive Plan and include this work in the Annual Work Program in the Years that it is to be undertaken.**

GIS System

The City currently has an outward facing (e.g., public) GIS system that is accessible to the public through the City Planning and Development Department web pages website that can be used to conduct general research and inquiries, which is good. The system is equipped with numerous layers, such as street names, contours, ordinance notes, CPC case boundaries and flood plain and zoning information, which is good.

The GIS system is also used internally by staff as a basic mapping tool and land use analysis tool. However, staff's ability to create sophisticated customized GIS maps and conduct detailed land use analysis is restricted due to varying levels of GIS training among staff members and/or data deficiencies within the GIS system. For example, staff indicated that some of the information is no longer up-to-date, due to budget constraints (e.g., point of interest file).

In addition, data entry protocols have been inconsistent, so that some of the data entered may be incorrect or erroneously placed in areas that make it difficult to retrieve. For example, the "case file" layer contains information gaps that span several years, and some of the land use data that was input using varying protocols (e.g., uses were not segregated) thus it is challenging for staff to use this data in their land use analyses. In addition, Staff has had to reconcile Area Plan GIS maps with approved paper maps because the approved paper copies lacked where too generalized (i.e., bubble diagram; didn't cover the entire planning area).

Staff identified the need for the addition/enhancement of the following data/layers in the City's GIS system:

- Structural Utilities layer;
- Aerial photo layer;
- Streets layer;
- Honorary Street Names layer;
- Area Plans layer update;
- Parcel data;
- Structure square footage data;
- Land Use Potential Maps/data sets;

- An "Adopted Future Land Use Map" that shows the future land use and the corresponding boundaries;
- Integrate with new Enterprise System; and
- Historic Resource Digital Survey data.

77. ***Recommendation*: The City's GIS system should be updated and enhanced as indicated above so that it is a more robust, effective and efficient long-range planning tool for in house staff.**

Historic District Code Compliance

Citywide Division Staff indicated that there is a need for a more comprehensive enforcement strategy within the Historic District Overlay areas, as, at times, Historic Preservation staff handles compliance issues, rather than the Investigations Division. The Investigations Division indicated that they conduct compliance activities within Overlay areas on a complaint (e.g., reactive) basis and investigate any complaints received.

78. ***Recommendation*: Once hired, the Citywide Division Manager should work with the Investigations Division Manager to identify specific compliance service issues within Historic District Overlay areas and develop a strategy to bridge service gaps.**

Historic Preservation Commission (HPC)

The authority and powers of the Historic Preservation Commission are contained in the City's Administrative and Development Codes. The HPC was formerly named the Landmarks Commission, however in 2011, the name of the commission was changed to reflect the emphasis on preservation of historic neighborhoods in addition to individual landmarks. Membership includes an architect, real estate broker or appraiser, real estate developer, historic preservation representative, a person knowledgeable in art history, architectural history or cultural development and three or more persons at large. The Mayor fills all vacancies.

According to city rules and regulations, the Chair of the HPC appoints members to various standing committees, including the Survey and Research Education and Publications, Certificate of Review, 106 Review and the Notification and Enforcement Committees, each of which supports the Historic Preservations Landmark Program in specific ways.

The HPC reviews applications for designation of Historic Districts and Historic Landmarks for listing in the Kansas City Register both individual properties and

historic district (certified local government, so can review nominations for national register then to state, then to national level). It also reviews applications for Certificates of Appropriateness; comments on Section 106 review activities, and can instigate, upon request of three members, an investigation of a subject property or district for designation. The HPC can also submit National Register nomination forms to the State Office of Historic Preservation for consideration and investigate possible funding sources for preservation of Historic Landmarks and Historic District.

The HPC meets monthly on 4th Friday of each month on the 26th Floor Council Chambers at City Hall. We reviewed online digital dockets and found them to be accessible and thorough. The typical docket contains between 12 to 15 cases, including Certificates of Appropriateness, Section 106 reviews, applications for designation as a Historic Landmark, etc.

Summary Minutes are prepared and when necessary a court reporter is used for meetings. Staff indicated that use of a court reporter is a policy set by the Law Department because appeals are heard by the Circuit Court, and a verbatim account may be needed in court proceedings. Rules, Regulations, Processes and Procedures are thoroughly documented and available online. In addition, staff has created easy to follow handouts and flow charts that explain the program, services and process associated with the program, which is excellent. We reviewed recent staff reports and found that they were comprehensive and concise and we did not receive any feedback concerning staff report issues.

See our recommendation under the "website" regarding posting minutes of all boards and commissions on line so that they are more accessible to users.

Historic Resources Digital Survey

Staff indicated that a complete historic resources survey has not been conducted annually, which could aide in administering the Program more effectively and help staff and the Commission better determine eligible properties for historic designation, due to budget constraints.

79. ***Recommendation*: The Division Manager should budget for and obtain annual historic resource surveys, to comprehensively document historic resources, which help streamline Program administration and utilize intern and/or other volunteer resources, where possible, to reduce costs.**

KIVA

During our interviews, it was extensively reported that Citywide Planning Staff do not consistently use KIVA to record comments on development management (current) planning projects, which creates efficiency, communication and coordination issues.

For example, it was reported that Citywide Division staff are sent a CPC agenda to review for long-range planning-related issues and that they review, cut and paste comments on the agenda instead of using the KIVA system, which is the system that was designed to coordinate and connect staff across development-related functions.

Staff indicated that they have not received sufficient training to use KIVA and that no other training is planned because KIVA is slated for replacement. We disagree with this viewpoint. It will be at least 24 months before the replacement enterprise system is launched and running and the Department cannot afford to prolong the efficiency, communication and coordination gaps across the Department during this period. With minimal expense, the Division can provide needed training to review staff so that can become competent KIVA users until such time that the new enterprise system is launched.

80. ***Recommendation*: The Assistant Director/Interim Division Manager should require review staff in the Citywide Planning Division to use KIVA to record comments/conditions for development review and permitting projects until such time that the EnerGov system is launched. To ensure that staff can proficiently use KIVA to input data, record comments, etc., additional training will be required.**

E. PROCESS ISSUES

Area Plans

The Area Plan process varies somewhat depending on the project area, however the Division uses a "template" scope of services along with a project schedule to detail the multitude of tasks and subtasks to be performed to complete the process. An Area Plan may include numerous sections including Land Use and Development; Public Realm/Urban Design; Transportation; Infrastructure; Housing and Neighborhood Identity; Economic Development; and others deemed necessary. It also includes an Implementation Strategy and incorporates FocusKC and all other adopted plans and policies that may cover the study area.

Generally, the process involves the completion of the following eight (8) milestone tasks:

- Preparation of a Work Plan, Public Participation Plan and Schedule;
- Completion of Supporting/Project Management Tasks (e.g., project notebooks, meeting notes, GIS, Graphics, project coordination mtgs., etc.);

- Public Participation Plan Phase (e.g. formation of steering committee, sub-area work team(s) and staff technical committee, meetings/presentations, resident & business surveys, interviews, etc.);
- Analysis Phase (e.g., Strength, Weakness Opportunity, Threat (SWOT) analyses; existing plan, transportation, market, housing, infrastructure and land use analyses; conceptual framework GIS map(s), urban design graphics, etc.);
- Coordination of Input (e.g., gap analysis based on work from analysis phase to identify strategic actions needed; Area Plan outline; GIS maps, design graphics, etc.);
- Draft Area Plan and Implementation Plan (e.g., draft, review, revise);
- Final Draft Area Plan; and
- Final Area Plan Adoption by Council.

We did not receive any negative feedback concerning the Area Plan process. However, Area Planning projects should be incorporated into the Division's Annual Work Plan as recommended under the "Annual Work Plan" heading.

Implementation Strategy (Area Plans)

Interviews with staff indicated that the Citywide Division does not have a cohesive strategy for Area Plan implementation that bridges communication and coordination gaps across Department functions. Staff indicated that Implementation phase of the Area Plan process involves mobilizing stakeholders to prioritize projects outlined in the Area Plan, discussing proposed projects with Council, submitting selected projects to Council and petitioning for their approval and inclusion in the CIP budget. Staff indicated that each of the six council districts are allocated the same amount of funding for "In-District" projects, which are projects that have a district-wide impact. Allocations for projects that have a citywide impact are not currently available due to budget constraints.

Citywide Planning Staff are involved in various pre-construction activities related to approved projects within Area Plans, such as design and plan development for streetscape projects, corridor and overlay plans and park improvement plans. The Division does not currently have consistent process for managing the Implementation Phase of Area Planning.

However, Management staff indicated that they are in the process of developing an Implementation Phase Strategy that would create teams consisting of staff from Development Management, and Economic Development, as well as technical staff from the Water Department, Public Works, Parks and other development-related functions, which is a strategy that we support. In developing the Team-oriented implementation strategy, we suggest the following:

- The Lead Planner from Citywide Planning should act as the designated project manager that leads discussions and decision-making;
- Teams should be limited to a core group of development-related staff members (e.g., citywide planning, current planning, water, public works, parks, economic development) so that the group is manageable. Team members such as engineering would be responsible for understanding and relaying information from multiple disciplines, such as drainage and traffic;
- Team members should consist of senior level staff so that the group is both empowered and capable of making decisions and solving problems; and
- Separate Teams may be need for each district area so that they are tailored to the unique issues of that area. For example, Area Plans that include historic areas should include the Historic Preservation Planner.

81. ***Recommendation*: The Principal Assistant Department Head/Interim Division Manager should establish a Team oriented strategy for Area Plan Implementation as noted above.**

Certificates of Appropriateness

The approval processes established for the Certificates of Appropriateness are fairly straight-forward, and during our investigation, we received no indication that customers were experiencing frustration or undue delays while completing these approval processes, which is good. Staff has created an administrative approval process for more routine applications, which is the Best Practice approach that we support.

Figure 9 below is a flow chart that shows the basic steps involved in the Administrative Certificate of Appropriateness process.

Figure 9
Administrative Certificate of Appropriateness Process

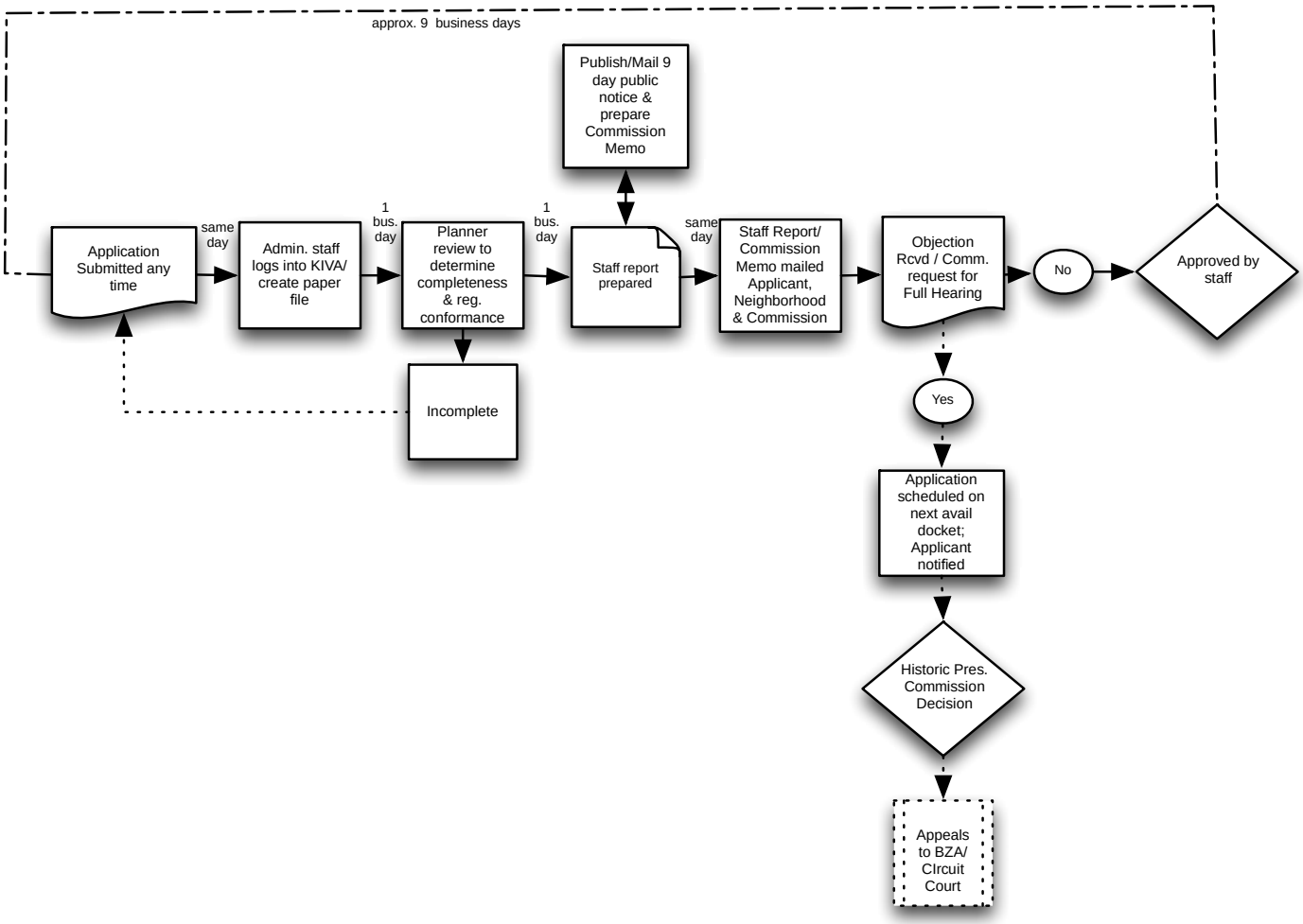
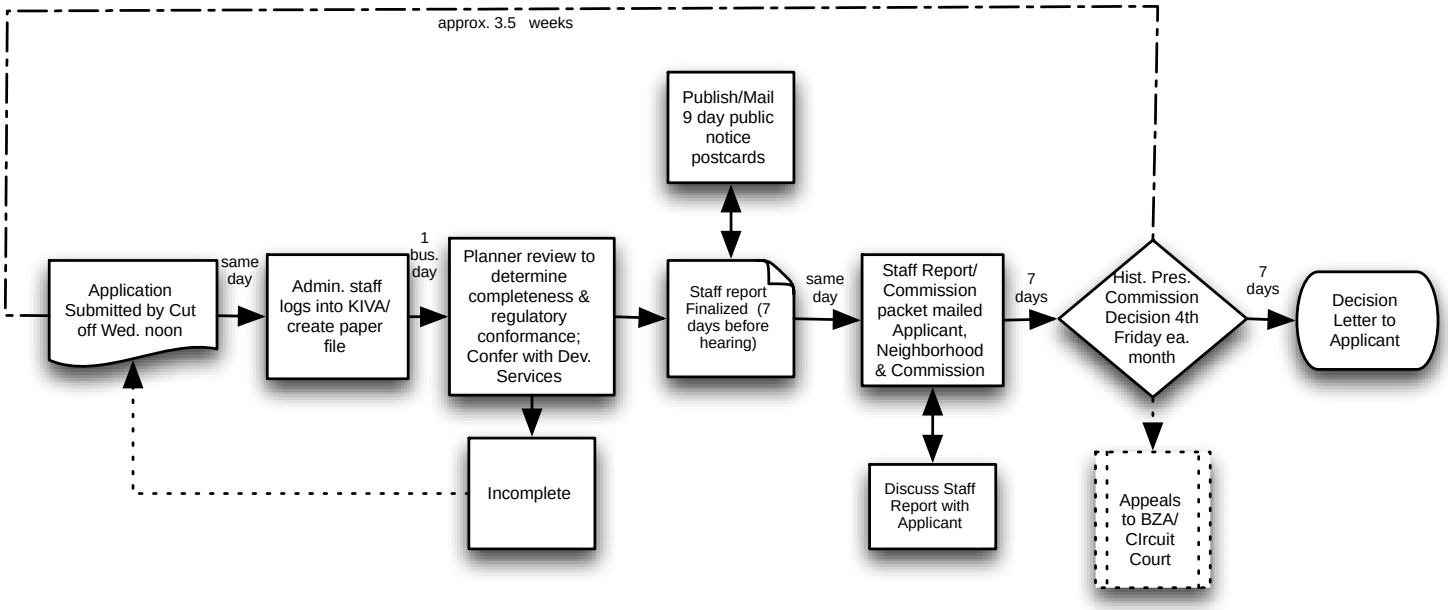


Figure 10 below, is a flow chart that shows the basic steps involved in the regular Certificate of Appropriateness process.

Figure 10
Regular Certificate of Appropriateness Process



Staff has created processing checklists that outline the internal steps that need to be followed to process these applications, which is excellent.

82. ***Recommendation*: The Division Manager should ensure that the Checklists for the Administrative and Regular Certificate of Appropriate processes are incorporated into the Division's Policy & Procedures Manual.**

The following discussion provides a summary of the processes.

1. An application is submitted to the Historic Preservation Office by the established Wednesday cutoff date for Regular cases, which is published and posted on the City's web site. Administrative cases can be submitted any time. Submittal requirements generally include a succinct description of the project scope; paper copies of all pertinent plans and elevations (including dimensioned drawings indicating design, materials, finishes and coloration; Photographs showing existing condition and an application fee, which varies depending on the scope of work.

   We reviewed the application posted on the City's website and found that it is not fillable. Currently, neither type of Certificate of Appropriateness application can be submitted or paid for on line.

83. ***Recommendation*: The Division Manager should work with IT to create fillable forms for the Certificate of Appropriateness applications.**

84. ***Recommendation*: The City should provide for on line credit card payment of Certificate of Appropriateness application fees.**

85. ***Recommendation*: The Division Manager should ensure that the new Enterprise system (EnerGov) is designed to allow for electronic submittal, review and processing of Certificate of Appropriateness applications.**

2. Admin. Staff logs the application into KIVA; a docket roster is prepared; a case number is assigned and paper case file created and immediately forwarded to the Planner to conduct a review. Staff indicated that incomplete applications are accepted, at times, and staff has to inform the applicant of deficiencies and coordinate with the applicant to ensure the timely receipt of materials.

86. ***Recommendation*: The Division Manager should establish a written policy that incomplete applications will not be accepted.**

3. Staff conducts design review for compliance with regulations. Development Services may be contacted regarding issues on Regular cases. A staff report is prepared for Regular cases and a Planning Commission Memo for Administrative Cases. Staff conducts a site inspection and takes photos for documentation and use in presentation on Regular cases.

   We reviewed examples of the staff report and found them to be comprehensive.

   Staff indicated that the design review process for historic preservation has not been incorporated into the existing KIVA system, which impedes efficiency.

87. ***Recommendation*: The Division Manager should ensure that the design review process for the historic preservation processes are integrated into the new EnerGov system to bridge communication and coordination gaps and increase processing efficiency.**

4. For Regular cases, Public Notice of the Hearing/Neighborhood Notification is given 9 calendar days prior to the hearing, which includes and a post card sent electronically to property owners within 300 feet and a notice published in the

newspaper. For Administrative cases, a post card notice is mailed to Neighborhood Representative(s) and the Planning Commission.

5. For Administrative Cases, a Historic Preservation Commission Memo is prepared and uploaded to an FTP site for immediate review by the Planning Commission, applicant, neighborhood groups and interested parties. It is also mailed applicant, neighborhood groups and Planning Commission members. For Regular cases, a commission packet is prepared (e.g., staff report, exhibits, support materials) and uploaded onto an FTP site one week prior to the Friday hearing for review by the Planning Commission, applicant, neighborhood groups and interested parties.

   Staff indicated that hearing packets and Planning Commission Memos are mailed as well as uploaded in electronic to an FTP site because not all Commission members and interested parties have computer access and Commission Members have not been provided tablets for electronic reviewing at hearings.

88. ***Recommendation*: The Division Manager should budget for and purchase tablets for use by Planning Commission and Historic Preservation Commission members at hearings to eliminate the need to mail Memo's and Packets to Commission members.**

6. For Administrative cases, the case is approved within seven days of mailing of the neighborhood and Planning Commission notification, if staff does not receive an objection by the neighborhood representative or Planning Commission (e.g., request for a full hearing instead of Administrative approval). A written Decision is sent to the applicant. For Regular cases, a hearing by the Historic Commission is held on the 4th Friday of each month to make a final decision on the matter.

7. At Planning Commission hearings, staff presents a formal PowerPoint presentation, which is a Best Practice. If the case is denied, a re-hearing can be requested within 30 calendar days.

8. Within seven calendar days after the Planning Commission hearing a written Decision is sent to the applicant, via email when possible.

Post-Approval Annual Reviews

Our interviews indicated that the Historic Preservation staff and Planning Commission gather each year at a retreat to review all of the decisions made on cases during the previous year, which helps them identify code issues and evaluate decision-making processes, which is an excellent practice.

Performance Standards

The following are the Performance Indicators that were identified in the Adopted budget for the Citywide Planning Division. We concur with these standards.

Table 14 below shows the Division's existing Performance Standards, along with our suggested standards.

Table 14
Existing Performance Standards for Citywide Planning Division

Citywide Planning Division Program	Existing Performance Standard for processing	Suggested Performance Standard for processing	Suggested Goal
Historic Preservation Landmarks Program			
Landmark Applications	Percent of landmark applications presented within 30 days	30 calendar days/20 working days from submittal to Decision	90%
Certificate of Appropriateness - Administrative	None	Process within 9 working days	90%
Certificate of Appropriateness – Regular	None	Process within 24 calendar days	90%

V. DEVELOPMENT MANAGEMENT

A. PROFILE

The Development Management Division (DMD) is responsible for evaluating and processing current planning / private development projects such as a major or minor subdivision, annexation, preliminary plat, development plan, vacation of right-of-way, rezoning, special use permit, etc. They also provide staff support to the City Plan Commission and the Board of Zoning Adjustment, and make recommendations to those bodies regarding land use issues.

Funding for the Development Management Division is through the General Fund (50%) and the Development Services Fund (50%). Division Offices are located on the 15th Floor of City Hall.

Authority

The DMD derive their authority from various local regulations contained in the City of Kansas City Missouri Code of Ordinances, such as the newly adopted Zoning and Development Code and numerous other land development-related ordinances, including Part I, Article XI of the City Charter, the Stream Buffer Ordinance, Fence and Wall Ordinance, Parking Station Ordinance, Flood Plain Ordinance, etc. In addition, authority is also taken from federal law, as well as a Missouri State law, (Missouri Revised Statutes, Chapter 89), the City Charter and the City of Kansas City's home rule authority.

Staffing

Currently, staffing for the Division consists of 10 FTE's including a Division Manager, four Lead Planners, one Clerical and one Administrative Assistant, two Planners and a Planning Tech as shown in Figure 11, and Table 14 below.

Figure 11
Existing Development Management Division Organizational Structure

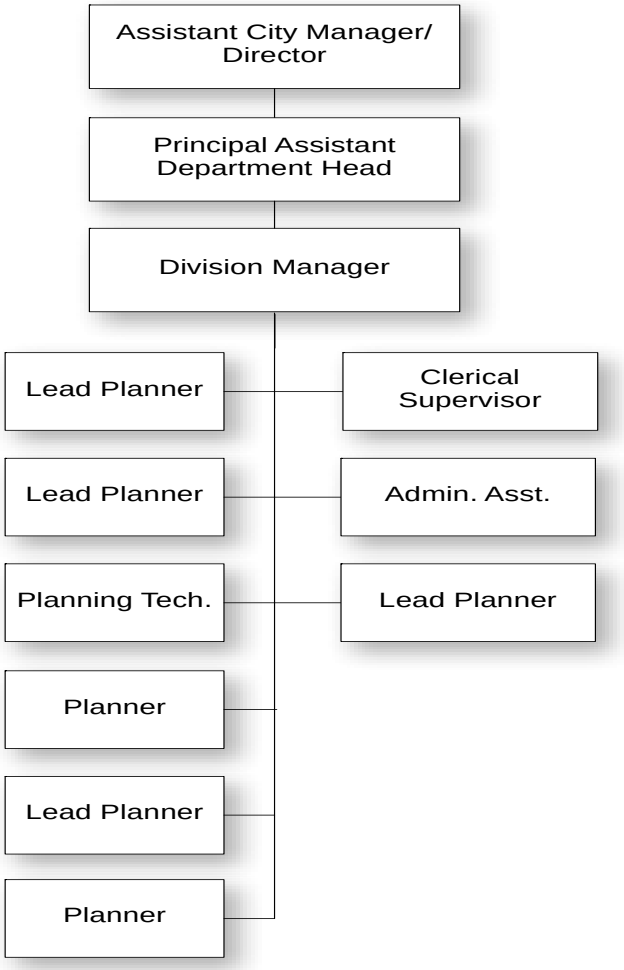


Table 15
Approved Development Management Division Staffing

Position Title	Number of Positions	Responsibilities	Reports To
Division Manager	1	Highly responsible administrative and professional planning work in directing the advanced planning or current planning programs. Work involves responsibility at the discretion of the Director for the administration, coordination, and supervision of a major division. Work primarily involves carrying through to completion planning projects of a community wide or regional nature.	Principal Assistant Department Head
Lead Planner	4	Responsible administrative and professional work in directing a program or section of a major division of the department. Involves responsibility, under general professional direction, to administer a comprehensive zoning ordinance, or supervise a design section, a long-range planning, community renewal, or other special program or a research and information section.	Division Manager
Planner	2	Beginning level professional planning work in the field and office involving the gathering, analysis, and reporting of social, economic, and engineering data for planning purposes. Involves responsibility for varied assignments in the field of planning which require skill in research and the application of fundamental planning knowledge.	Lead Planner
Clerical Supervisor	1	Assist the division manager of Division in the administration of the division; and supervise and coordinate the work and schedules of Administrative Assistants. Receive and schedule zoning applications of the City Plan Commission and Board of Zoning Adjustment; legal publications, notice to area property owners, dockets, minutes, staff reports, and preparation and maintenance of public records.	Division Manager
Administrative Assistant	1	Professional municipal research and staff work in an entry-level position. Involves the application of various research techniques and methods and/or volume intensive control procedures in the development and/or operation of administrative systems, programs, policies and practices.	Clerical Supervisor
Planning Technician	1	Specialized technical work in the production of all plans and graphics of the planning department. Involves responsibility for performing highly technical and complex work in performing specialized drafting and illustrating work in the production of a large variety of plans and graphics of the planning and related municipal departments.	Lead Planner
TOTAL	**10.0**		

Development Management Division Activity

The activity levels for the last six (6) Fiscal Years (FY) are shown in Table 16.

Table 16
Activity Levels for Last Six Fiscal Years

Development Mgmt.	2008	2009	2010	2011	2012	2013	6-yr Average
Planning Applications							
Board of Zoning Adjustments (BZA)	196	121	116	74	87	88	**114**
City Plan Commission[1] (CPC)	424	276	203	203	244	277	**271**
Administrative Adjustments (ADM)	152	50	36	45	72	45	**80**
TOTAL	**772**	**447**	**335**	**322**	**403**	**410**	**448**
% Change	**-**	**-42%**	**-25%**	**-4%**	**25%**	**2%**	**-**
Building Permit Reviews							
Planning Reviews of Permits	**165**	**183**	**117**	**162**	**178**	**229**	**172**
% Change	**-**	**11%**	**-36%**	**39%**	**10%**	**28%**	**N/A**

As the above Table shows, DMD activity level decreased sharply in 2009 and 2010. In 2011, activity levels declined slightly by about 4% and then increased by 25% the following year. From 2012 to 2013 activity level increased slightly by 2%. The majority of the activity over the 5-year period shown were CPC cases, which average 271, followed by BZA cases and Administrative Adjustment cases. As can be seen in the table, the 410 cases in FY 2013 approached the six-year average of 448 cases.

B. POSITIVE FINDINGS

The following are positive findings for the Development Management Division:

- The Division has been encouraging and emphasizing Planner AICP certification and as a result, three planners have become AICP certified over the last 3 years;
- The Division requires pre-application meetings for more complex applications, conducts completeness reviews, rejects incomplete applications, utilizes a Development Review Committee to review and also approve final development plans and certain subdivision applications and has established

administrative approval system for more routine applications, which are all Best Practices;

- Utilizes development review software, online permit tracking and applications can be submitted electronically (implementation pending) over the Internet, which are Best Practices.
- The Division recently (January 2011), adopted a new Zoning & Development Code (ZDC), which replaced the outdated Zoning and Subdivision Ordinances and consolidated all land development regulations into a single document, which is a Best Practice.

C. ORGANIZATION ISSUES

Annual Work Plan

The Division does not currently prepare an Annual Work Plan that outlines key initiatives and projects (such as revising the zoning code, and proposed process changes) to be undertaken by priority, identifies the staff responsible for carrying them out and the labor requirements to complete initiatives, which would help focus work and define staffing resource needs.

89. ***Recommendation*: The Division Manager should prepare an Annual Work Plan.**

Applications, Brochures, Handouts

The Development Management Division has created "How To" instructions for the Board of Zoning Adjustment (BZA) Minor Subdivision, Rezoning Processes/City Plan Commission (CPC) schedules, Street Vacation, Subdivision Plat, and as well as applications for each type of planning application, and application checklists, which are posted on the Department's web site, under a "Development Review and Applications" link, which is good. However, the "How To" outlines do not provide flow charts to help users better understand process steps and timing. In addition, the applications are not fillable and cannot be paid for or submitted on line. Most of the application we reviewed were dated 2012 and may need to be updated to reflect changes that may have occurred or will occur with implementation of this Study.

We were unable to locate a master project list on line that outlined all active projects that the Division is currently working on.

Finally, we did not locate any materials that were translated into Spanish, which is necessary given the diverse population characteristics in the City.

90. ***Recommendation*: The Development Division Manager should ensure that How To"/brochures/applications are up-to-date at all times and provide flow charts and that Spanish versions of materials are available to help users better understand process steps and timing.**

91. ***Recommendation*: The Development Division Manager should work with IT to create fillable applications.**

92. ***Recommendation*: The Development Division Manager should ensure that applications, fee payment and processing are designed to be automated via the EnerGov system.**

93. ***Recommendation*: The Development Division Manager should create a master project list that outlines all active projects that the Division is working on and post it on the Division's webpage.**

The Division created a "Zoning and Development Code Guide, which was published in 2010 and is posted on line under the "Document Library Tab." This document is an important resource for users and should be updated. A link for this document should be provided on the home page of the Department, rather than the "Document Library," so that it is more accessible to users.

94. ***Recommendation*: The Division Manager should update the Zoning and Development Guide to reflect recent process, policy and regulatory changes and highlight the other Boards and Commissions, such as the Municipal Arts Commission, etc., that may be involved in processes, so that applicants have a clearer understanding of processing timeframes.**

Data Collection/Reporting

In conducting our review of the Planning Division, we were able to obtain activity data we requested related to planning application development review and processing, however data corresponding to the length and number of staff reviews, and overall approval timeframes, was not readily available and had to be generated using a sampling of case processing data. In addition, data regarding applicant revision periods was not readily available and thus not included in reporting.

Data that tracks the duration and number of staff reviews, as well as the application revision period can be utilized as an important tool to help management monitor, track and evaluate application-processing systems and respond to processing complaints.

See our recommendation under the "Performance Standards" heading of this section regarding establishing performance standards for staff reviews for up to three review cycles.

Currently, the Development Management Division has not established formal performance standards that are tracked, monitored and reported on regularly. Currently, the Division does not generate regular reports to help them monitor workflow and performance.

95. ***Recommendation*: The Development Management Division should track and generate monthly reports on suggested Performance Standards, including the number and duration of staff reviews and application revision periods in KIVA so that it is readily available to facilitate the monitoring, tracking and evaluation of staff review efforts and respond to processing delay complaints.**

96. ***Recommendation*: The new EnerGov system should be set up to collect and produce monthly reports on Performance Standard data for the Development Management Division.**

Equipment/Supplies

Staff interviews indicated that they have the basic equipment needed to conduct assigned work; however, some equipment needs to be repaired or purchased to cover all equipment needs. For example, some computers still need to be updated, along with desks and chairs. In addition, the scanner and zip file software are not currently functional and the audio system for minute recordation produces poor quality audio and needs to be upgraded. Some staff also reported that the printer is often misused for personal matters, which interferes with business use and hastily depletes printer supplies, although we were not able to validate this.

It was widely reported by staff in several Divisions that that the telephone mainline prompt system is ineffective (see our recommendation under the Citywide planning Section to modify telephone prompt system) and that caller identification and missed call capability should be added to the system so that staff do not have to use their personal cell phones to check for this information. In addition, the CPD main line provides an option to reach a Spanish speaker, however and if that option is chosen, the call is transferred to a line that rings without answer until it is connected to voice mail. Staff is uncertain if the system is designed to go into voicemail and returned by designated Spanish speaking employees (in which case the message should indicate such) or whether there are Spanish speaking staff available at times. Development Management Staff work with numerous people who are trying to resolve zoning violations by obtaining land use approvals through their Division or are concerned

neighbors who want to discuss a proposal, who have had trouble with the phone system.

97. ***Recommendation*: The Director of City Planning & Development should work with IT to devise an option on the main CPD phone line that allows callers to be connected with designated Spanish speaking staff and if unavailable ensure that calls are returned the same day received.**

Finally, staff reported that they need to purchase tablets with GIS access for the CPC and BZA so that these decision-making bodies can view electronic agenda packets and further the City's goal of going paperless, which we agree with.

98. ***Recommendation*: The Development Management Division Manager should more closely track and monitor printer and printer supply usage so it is not used for personal reasons.**

99. ***Recommendation*: The Development Management Division Manager should inventory the equipment needs identified above and budget for and secure needed items for line staff.**

100. ***Recommendation*: The Development Management Division Manager should budget for and secure tablets with GIS access for BZA members to use during city meetings, hearings and workshops to further the City's goal of going paperless.**

Filing Systems/Records Management

We received a lot of unfavorable feedback from interviewees concerning the existing filing system in the Division. Although some paper files are slowly being replaced with electronic files, interviewees largely reported that there are filing system issues that hinder research, coordination and communication. The following summarizes the responses we received:

- Paper files are stored in multiple locations so research is time consuming; For example, some projects files are stored in the 6th Floor vault, some are on microfilm and others are electronic and stored in multiple drive locations or by individual case managers for fear that the contents will be lost;
- File Retention/Records management policies are out-of-date, which causes some paper files to be stored onsite in the office for years before they are sent to Records Management;

- The Records Office is slow in fulfilling file requests, which discourages staff from using them as file repository as intended;
- There isn't an out card system for files stored in the office, so some data has been misfiled or lost; and

Staff indicated that Records Office on the 6th Floor (e.g., a function of the Procurement Services Division) is the repository for files, and that the Division strives to keep only the last two years of case files in the office. Once files are no longer needed, they are boxed according to Records Management protocols and sent to Records Management for archiving.

See our recommendations under the "Policies and Procedures" heading of this section about creating formal file management policies for the Division.

101. ***Recommendation*: The Development Management Division Director should establish a formal policy for staff to use an out card system when removing files.**

Meetings/Communication, Coordination/Team Work

Staff indicated that there is a reoccurring and regularly scheduled Division Meeting that occurs every Monday around 8am for the purpose of discussing projects, issues and problem-solve. Meetings typically last about 90 minutes. There is also a project level meeting on Fridays between the Division Manager and Planners for the purpose of reviewing new submittals (e.g., conduct quality control reviews) and assigning projects.

Division Staff reported that they are not well informed about Department wide issues, such as budgeting and staff resource issues, new policies, information bulletins, etc. Interviewees also expressed the need for more detail-oriented leadership to run meetings to help strengthen Division operations and ensure that policies and procedures are consistent and effective.

Due to time constraints, we were not able to observe any Division staff meetings to assess how well they function. However, staff indicated that not all meetings are agenda-driven and that summary notes and action items are not consistently outlined to ensure that they are memorialized and completed.

102. ***Recommendation*: All reoccurring meetings held with the Planning Division Staff should state a clear objective and include an agenda, action items and summary notes that can be distributed electronically to all staff in advance of and following the meeting whether in attendance or not.**

Staff also conveyed that silos exist between the Development Management Division and Permits functions, Development Management and Citywide Planning and Development Management and Investigations. We outline recommendations in the Citywide Planning and Investigations Sections to bridge silos. We also make recommendations under the "Process Issues" heading of this section and the Citywide Planning section to bridge process and coordination gaps (e.g., Pre-application meetings, DRC, implementation teams for area planning, etc.). We also recommend that "True Project Management" system be instituted for the Development Review phase (see below discussion) as well as the permitting and construction phases (see Permit and Land Development Sections discussions).

Office Environment

The Division Offices are located on the 15th Floor. Staff reported that the office environment is noisy, crowded, lack privacy and is rundown. We visited the offices and agree with these comments. Shortly after our visit, the City began renovating the Floor to improve the working environment, which is good.

Management staff indicated that the renovation will be comprehensive and include new conference rooms with integrated multimedia systems, upgraded private offices, new and refurbished cubicles, a new kitchen / break room, and restoration of the elevator lobby.

Project Managers

Management Staff indicated that Development Management Planners act as the lead on current planning applications, but have not taken full authority to act as "true Planning Project Managers." We have referred to "true Planning Project Managers" in some of our other studies as a "Cradle-to-Grave," system. With this System, the assigned planner manages and works directly on the project from pre-application through building inspection once the project is permitted and constructed.

We advocate this system because it promotes processing consistency and efficiency and facilitates coordination and communication throughout the permitting Process. Planners have also told us that they find this system more fulfilling because it elevates planning staff from processors and regulators to managers and problem-solvers.

In our interviews with staff and focus groups, we were told that the Planners are not empowered to make certain decisions and drive the review process with related functions, such as building, public works, fire, police and parks to ensure that reviews are timely and relevant. Moreover, under previous leadership, "Planners were told to "stay in their lane," which meant that they were not to interfere with conditions and issues raised by other related disciplines.

"True Planning Project Management" Systems are those where Planners perform all of the following functions.

- Lead pre-application meeting discussions that provide formal written feedback to applicants from all development-related functions;
- Conduct qualitative reviews of new planning applications to determine whether they are complete prior to accepting and processing;
- Drive, coordinate and track plan routing and review by other reviewing agencies and groups to ensure timely and relevant reviews are conducted;
- Coordinate input from outside utility agencies and other regional agencies to ensure timely and relevant reviews and help resolve issues that are identified;
- Challenge other department conditions when they appear inappropriate;
- Act as a single point of contact for the applicant to resolve issues that arise during the multi-departmental review process;
- Analyze the project to ensure consistency with regulations, policies and long-range plans and coordinate with long-range planners;
- Coordinate with key decision-makers;
- Write and sign staff reports that provide decision-makers with a professional recommendations with enforceable conditions of approval that mitigate issues;
- Present concise, formal PowerPoint presentations of the project at public meetings.
- Sign off on building plans prior to building permit issuance;
- Conduct or verify site inspections to ensure required improvements have been constructed prior to issuance of Certificates of Occupancy; and
- Conduct field reviews of the project six months to a year after Certificate of Occupancy is granted to determine if approvals were satisfactory or if unintended impacts have occurred, which requires code or process adjustments.

Currently, Development Management planning staff performs only some of these functions and there are inconsistencies among planners as to which functions are performed. For example, it was reported planning staff do not consistently lead project meetings as project managers. In addition, planners don't always drive the process with other development-related functions (e.g., they "stay in their lane") so they have difficulty getting timely and/or relevant review comments and have difficulty challenging inappropriate standard conditions or changing the culture of review staff providing inappropriate standard conditions, and/or acting as the single point of contact to resolve interdepartmental project review issues. For example, focus

groups indicated that it was easier for them to go to each discipline individually to resolve problems on their own during the development review process.

In addition, staff indicated that they do not currently conduct field reviews of projects six months or a year after Certificate of Occupancy is granted. However, they are going to initiate this process in the near future.

103. ***Recommendation*: The Development Management Division Manager should formally empower the (current) planners to perform all of the functions described above through formal policy and intra and inter-departmental agreement (e.g., agree planners are the lead, and act as projects managers, etc., with other divisions and departments involved in the development review process and that staff will be held accountable to perform as agreed).**

Staffing

Currently, staff consists of 10 FTE's, including a Division Manager, four Lead Planners, a Planning Technician, two Planners and two Administrative staff. Table 17 below depicts staffing levels over the last five years.

Table 17
Development Management Division Staffing Levels

Function	FY 09/10	FY 10/11	FY 11/12	FY 12/13	FY 13/14	FY 14/15
Development Management Division						
Total FTE's	11	11	10	10	11	11
% Change	**-**	**0%**	**-9%**	**0%**	**9%**	**0%**

As the above table shows, staffing has remained fairly constant at between 10 and 11 FTE's, which has allowed the Division to work on streamlining processes, during periods when development activity was lower.

Admin. Staff

The Division currently has a Clerical Supervisor and Administrative Assistant that provide administrative support for the Division. A second Administrative Assistant position was recently vacated through a retirement action. Support staff is responsible for new application intake, data entry, and file set-up, oversee legal advertisements/public noticing, scheduling, meeting coordination and a variety of other tasks to support the Division. Interviews with staff indicated that Administrative

support staff are able to complete their work within designated work hours and that no work backlogs exist.

Planners

Currently, there are seven (7) FTE Planners of varying titles and levels of responsibility and experience in the Division. The Division is not currently using any consultants to supplement staffing resources.

Activity data provided by Division, which was shown in the Table 16 at the beginning of this section, indicates that activity levels started to increase in 2012, where a 25% increase in activity occurred. Activity levels increased only slightly by 2% the following year.

None of the staff interviewed indicated that there was a staffing shortage and reported that they are able to complete assigned work and that no backlogs exist. There are currently active applications and caseloads vary. However, the staff that was interviewed indicated that they had between 6 and 12 active cases each.

A recent national study showed that the national current planning caseloads per planner range from 35 to 275, with an average of 130 cases per planner. The caseload per Planner in the City is significantly below the national average.

The Division Manager indicated that she does not typically manage a caseload and that 70 % of her time is spent in meetings and the remaining time is spent responding to inquiries, solving issues and developing/improving process systems. Planners indicated that other than meetings and other administrative tasks (e.g., phone calls, records management, etc.,) the majority of their time is devoted to case management. Thus, there appears to be sufficient staff resources available to manage current planning projects.

Although a detailed staffing analysis was not performed for the this function as labor data was not available, it appears that staffing is adequate at this time in that planner case loads are manageable and there were no reported work backlogs, activity levels are rising and staff works to continuously streamline development review processes. The Development Management Division should utilize outside consulting help to handle significant spikes in development activity, should they occur, until such time that it can be shown that development activity can support the hiring of additional full-time staff.

104. ***Recommendation*: The Division Manager should create a staffing model for Development Management staff using application labor hours derived from the Division fee study, when a study is conducted, to conduct a staffing analysis to determine appropriate staffing levels for the Division.**

Telephone, Emails

An earlier recommendation in this report established that all phone calls and emails are to be returned within 24 hours and a formal return email and phone call policy should be included in the Division's Policy & Procedures Manual that requires all staff to return all phone calls and emails before the end of the day to further the City's overall goal of providing excellent customer service.

See our earlier recommendation in the "Policies and Procedures" heading in this section regarding creating a Policies and Procedures Manual for the Division.

Training/Cross Training

Staff interviews indicated that outside training is provided to allow line staff to obtain and maintain professional certifications annually. However, there is a need for on-going training on inter-departmental functions (e.g., roles, responsibilities, policies and procedures), KIVA, national trends, land use laws, and annual supervisor training to enhance leadership and administrative skills.

See our recommendation under the "meetings" heading regarding devoting time on division meetings to training.

105. ***Recommendation*: The Division Manager should ensure that line staff receives on-going training on inter-departmental functions, KIVA national trends, and code interpretation and that annual, external supervisory training is completed to hone supervisory skills and further professional growth.**

Currently, DMD staff and Citywide Planning Staff are not cross-trained to perform each other's functions, which would broaden staff understanding of the roles and responsibilities of each function, expand skill sets and could provide an avenue to supplement staff in one or the other functions during activity level peaks.

106. ***Recommendation*: The Principal Assistant Department Head should consider providing cross-training opportunities between the Development Management Division and Citywide Planning Functions.**

A review of the approved FY 2013/14 Budget shows that roughly .05% of the personnel budget was set aside for training and conferences. The general rule of thumb is to set aside at least 2% of the Function's Personnel Budget for annual training of employees. In addition to the training budget resources, we typically suggest that about 5% of staff's time be devoted to annual training. This recommendation is included for the entire Department in an earlier part of this study.

D. POLICY ISSUES

Board of Zoning Adjustments (BZA)

The Revised State Statutes, the City Charter and the City's Code of Ordinances authorize the BZA. It consists of five (5) members who are appointed for overlapping five (5) year terms. In addition, there are three (3) alternate members appointed for a one-year term. The Mayor appoints all regular and alternate members after consultation and consent of the City Council. Vacancies are filled for the unexpired term of any member or alternate member whose term is vacant and members can be removed for cause. CPC members are ex officio advisory members of the BZA without vote and the secretary of the CPC is also the secretary of the BZA.

The BZA is charged with hearing Appeals from the Director-level decisions, as well as Special Use and Exception applications, Variance requests and appeals from zoning-related compliance issues stemming from the Development Compliance Program in the Investigations Division.

The City has adopted Rules and Regulations governing the procedures of the BZA, which are posted online, which is good. The current Docket, annual submittal schedule, meeting rules, and recently approved applications are all posted online, which is excellent.

Regular meetings of the Board are held at 12:30 pm, on the 2nd and 4th Tuesdays of each month and special meetings are held when the Board deems necessary. The BZA meeting schedule appears to be adequate to meet the caseload. Staff indicates that special meetings can be held when activity peaks or special projects need to be heard.

Minutes:

Administrative staff strives to create near verbatim minutes to ensure that meeting proceedings are accurately recorded. However, we learned that a Court Reporter also attends meetings to record an exact account of proceedings and that transcripts are available upon request. Staff indicated that it is the City's policy is to produce near verbatim minutes as well as Court Reporter transcripts of each BZA meeting for evidentiary purposes.

However, the national trend has been to produce summary minutes and retain audio recordings, which can be transcribed, verbatim, if the need arises. In addition, some communities also televise BZA meetings, and retain digital recordings of these broadcasts, which can be used for evidentiary purposes and training opportunities.

Staff also indicated that the recording system used produces poor quality audio, which can hinder minute production. Minutes are not currently posted on the Department's website; however staff indicates that minutes are up to date.

107. ***Recommendation*: The Development Management Division should update recording equipment or utilize recording equipment available in the CC chambers.**

108. ***Recommendation*: If state law permits, the Development Management Division should discontinue the use of a court transcriber for BZA hearings.**

109. ***Recommendation*: The City should post BZA minutes on the City Planning and Development Department website.**

See our recommendation to secure upgraded audio recording equipment under the "equipment" heading in this section.

Staff Reports:

It was conveyed that staff do not provide recommendations on certain types of BZA staff reports (e.g., Variance applications) as a matter of City policy. Staff indicated that the City's Law Department established the policy based on legal considerations. The national trend is for staff to provide professional recommendations to decision-makers, based on findings, as professional recommendations help to focus discussions and facilitate decision-making.

110. ***Recommendation*: Unless state law prohibits the practice, the City should amend its policy to allow staff to provide professional recommendations on all applications considered by the BZA based on findings.**

City Plan Commission (CPC)

The CPC is authorized by various provisions in the Revised Statutes of Missouri, as amended and the City of Kansas City Charter. It consists of eight (8) members. Each member is appointed by the Mayor and is commissioned to serve four (4) years. The terms of two (2) commissioners expires each year on April 9. All vacancies are filled by appointment by the Mayor. The Director of City Development serves as Secretary to the CPC and provides staff to carry out required responsibilities of the CPC. An Assistant Secretary, appointed by the Secretary, serves in the Secretary's absence. The Secretary shall be responsible for attending all meetings/hearings and all routine correspondence, notices, minutes, records, files and staff reports of the CPC.

The City Plan Commission is a recommendation body for legislative acts such as the Zoning and Development Code, Subdivision Code and Comprehensive Plan and other

plans, as well as a recommendation body on Major Master Development Plans, Final Plats, Rezonings, Text Amendments, and other planning applications. It is also the decision-making body on appeals of administrative decisions, Major Subdivisions that contain deviations or modifications and Major Site Plan Reviews.

The CPC conducts public hearings on the 1st and 3rd Tuesdays of every month in the City Council Chambers located on the 26th Floor of City Hall. Additional meetings are held when deemed necessary. Planning Commission Rules and Regulations have been created and are posted online. The current Docket, annual submittal schedule, meeting rules, and recently approved applications are all posted online, which is excellent.

The CPC meeting schedule appears to be adequate to meet the caseload, and some of the agendas we reviewed were lengthy, containing almost twenty items. Staff indicates that special meetings can be held when activity peaks or special projects need to be heard.

The fifth Tuesday each month is scheduled, as needed, for City Plan Commission meetings to discuss long-range planning and other planning and zoning issues, which is good.

Minutes:

Currently audio recordings are made of each meeting and minutes are prepared. Minutes are not currently posted on line; however staff indicates that minutes are up to date. We reviewed several sets of Minutes and found that they were verbatim, like BZA minutes.

111. ***Recommendation*: The City should post City Plan Commission minutes on the City's website.**

Agenda Packets

Agenda Packets are produced electronically and uploaded onto an FTP site for immediate access by interested parties. Packets are typically uploaded no later than the Friday preceding the next scheduled CPC meeting/hearing and interviewees indicated that the information included in packets is adequate.

Docket Management

We did receive some feedback that CPC Dockets can be lengthy and, at times, scheduled items are heard several hours after their scheduled time slot, which frustrates applicants and slows staff productivity as they are waiting in the chamber for hours for their case to be heard.

See our recommendation under the "Process Issues" heading of this section regarding the Division establishing a written policy that their goal is to resolve issues prior to proceeding to CPC, to help streamline CPC discussions and avert lengthy delays.

112. ***Recommendation*: The Development Management Division Manager should establish a protocol for CPC meetings, which allows staff with scheduled items, to continue working in their office until they are notified by the Division Manager (e.g., via text, email, phone) that their case is ready for consideration. Notification period should be adequate to allow staff time to travel to the meeting chambers with necessary files, etc.**

Staff Presentations/Reports

CPC interviewees indicated that staff reports are comprehensive and that PowerPoint presentations are thorough.

Related Divisions/Department Representation at Meetings

Staff and CPC interviews indicated that representation at CPC meetings from other related divisions and departments is inconsistent and problematic at times. For example, issues have arisen during meetings concerning conditions of approval placed on a project by LDD, Public Works or the Water Department that can't be immediately resolved because representative from these Departments are not in attendance. When this occurs, the CPC has to recess the meeting, while a representative is tracked down. At times, the Department will send a representative to the CPC that does not have the authority to resolve the issue and the CPC has to either continue the meeting or make a determination on the issue without the Department's input.

113. ***Recommendation*: The City Planning & Development Director should establish a policy that requires designated senior level staff from CPD Divisions to be either regularly attend or be "on call" for CPC meetings and establish a protocol with the Water Department to provide "on call" representation for CPC hearings.**

Development Review Committee (DRC)

The DRC is authorized by the City's Zoning and Development Code. It is designed to assist the City Planning & Development Department and the City Plan Commission in the subdivision and site plan review process. It is responsible for reviewing preliminary and final development plans in Master Planned Development Districts

(e.g., Major Site Plans) and makes recommendations to the City Plan Commission to approve, disapprove, revise, or conditionally approve these projects. The DRC is also authorized to approve preliminary plat applications that do not include requests for waivers or modifications. Under certain circumstances preliminary plat application decisions are sent to the City Plan Commission for review and approval (e.g., at the applicant's request; when the DRC recommends disapproval; or the Plat includes requests for waivers or modifications, etc.).

The use of a DRC is a Best Practice because it facilitates early problem-solving, so that projects are not unnecessarily delayed by repeated reviews with individual reviewers and/or deferrals/continuances at hearings, and we support the City's use of such as Board in the development review process.

However, staff interviews and focus group feedback suggest the need for further refinements in the DRC membership and procedures so that it is a more effective and efficient review and decision-making body.

Membership/Ex Officio Advisory Membership

Currently, the DRC is comprised of 14 members plus a chairperson who are representatives from development-related city departments that have direct involvement in subdivision and site processes. The Development Management Division Manager chairs the meeting.

According to the adopted "Rules, Regulations & Procedures of the DRC," member representatives include one, senior-level employee from the following divisions and departments:

- Permits Division,
- Land Development Division,
- Development Management Division
- Plans Review Division
- Citywide Planning Division
- Law Department
- Public Works Department
- Parks & Recreation Department
- Fire Department
- Health Department
- Police Chief Designee

In addition, the Director of Water Services designates 3 employees as the department's representatives, for a total of 14 voting members.

There are also Ex Officio/Advisory Members of the DRC, which provide input but do not have voting rights, including representatives from:

- Electric, Gas and Telephone Utility Companies
- School Board (as applicable)
- State Highway and Transportation Department
- Mid-America Regional Council (MARC)
- Federal Housing Administration
- U.S. Army Corps of Engineers
- U.S. Post Office
- Other agencies as deemed necessary

Staff indicated that some of the designated members do not regularly attend as agreed, including the Law Department and Health Department representatives. Staff indicated that these representatives do not need to be members and could be removed as voting members and placed as ex-officio members. In addition, only one representative from the Water Department typically attends and represents the interests of the sub-disciplines within the Water Department.

Interviews and focus group feedback indicated that the composition of the DRC is large and can be intimidating and cumbersome.

In our studies in the US and Canada, we have found that Best Practice Communities strive to create DRC bodies that consist of a core group of senior level staff that are empowered to make decisions. Designated water and engineering staff are often responsible for representing multiple specialized sub-disciplines within their discipline in the interest of keeping the group size manageable. For example it is not uncommon to have a single engineer represent reviews of traffic, storm water, or structural engineers. The designated engineer is responsible for collating and reviewing comments with sub-disciplines to ensure they are timely and relevant.

In Calgary, Canada, the City studied how to best integrate the various development-related functions (e.g., planning, parks, engineering and transportation, and numerous other specialists) into a small, manageable, cohesive development review team. Their solution was to create an integrated decision-making development-review structure, known as the Corporate Planning Applications Group (CPAG), consisting of representatives from four development-related disciplines only, including Transportation, Parks, Utilities and Urban Planning. These Team members were in

turn responsible for coordinating with and representing sub-disciplines (e.g., transportation engineer represented storm drain and other engineering disciplines).

The City of Kansas City should reevaluate the composition of the DRC and determine whether voting membership can be reduced to a core group of specialists that are responsible for coordinating and collating feedback from other related disciplines that review projects, but do not attend meetings and make decisions. For example, a single Water Services Department member should be assigned to the DRC and held responsible for obtaining, coordinating and collating and conveying comments, issues and conditions by other Water Services Specialists, rather than having 3 members from this Department serve on the DRC. In addition, the group could be reduced by removing the Law and Health Department members, since they often do not attend and are not essential members.

114. ***Recommendation*: Water Services membership in the DRC should be reduced to one representative that is required to represent sub-disciplines within water services.**

115. ***Recommendation*: Law Department and Health Department membership in the DRC should be changed to an ex-officio membership rather than voting membership.**

116. ***Recommendation*: The DRC membership should be reevaluated in order to consolidate and reduce voting/decision-making membership in order to promote greater efficiency and effective decision-making.**

The DMD Manager Chairs the DRC and is responsible for scheduling and notifying members and applicants of meetings, distributing application submittals. Previously, application materials were distributed to members in paper form, as DMD was not consistently using KIVA. Now materials are distributed in both paper form and electronic form, through KIVA.

See our recommendation under the "Process Issues" heading about discontinuing the distribution of paper copies to DRC members.

DRC members are given ten (10) working days to review and comments on materials prior to the scheduled DRC meeting. The Chair is also responsible for preparing recommendations for the applicant, the City Plan Commission and the Council. Members are required to enter comments, conditions and/or corrections by the close of business, the Monday before the scheduled DRC meeting (schedule is designed so that an application proceeds to DRC 33 calendar days after it is submitted).

Our interviews with staff indicated that the LDD staff does use KIVA to record DRC comments and that some of the other departments/divisions (e.g., Fire, etc.) either email, provide a printed copy at DRC or verbalize them at DRC

117. ***Recommendation*: The Director of City Planning and Development or designated Chair should ensure that all members record their comments in KIVA 2 days prior to DRC meetings, as agreed.**

Also see our recommendation under the "Project Manager" heading of this section concerning planners to act as project managers that are responsible for tracking and monitoring comments to ensure that they are timely and ensuring that comments/conditions are appropriate, etc.

DRC meetings are held on the 1st and 3rd Wednesdays in the City Planning and Development conference room on the 15th Floor of City Hall, starting 8:30 a.m., unless otherwise specified. The developer or his representative is required to attend the DRC meeting and subsequent City Plan Commission and Council meetings. We attended one meeting and overall were impressed by the meeting. Items were taken up at times announced, and most in attendance appeared to have reviewed the item in advance. In a number of instances staff suggested conditions that were not appropriate for the specific application. These were worked out in the discussion but it would be preferable if reviewers avoided generic conditions in favor of specifics that apply to the project under consideration. There was no projector or technology being used, however we were told that the new hearing room will be equipped with a projector and large screen. As the City moves to all electronic plan check, plans should be projected for all to see along with conditions. In Calgary, conditions are edited right on the screen for all to see.

Focus group feedback and staff interviews indicated that the DRC often debate issues in the presence of an applicant, as some members are not adequately prepared or have not resolved issues with the Lead Planner. While it is useful to have many issues resolved outside the meeting, we believe an open dialogue between members and the applicant can be valuable, so long as it is designed to solve problems.

We found that the DRC docket is posted on line, which is good. We reviewed the docket and it appeared to be fairly comprehensive in that it provides applicants with a roster of projects to be considered along with a brief project description and time the project will be heard by the DRC. It also instructs the applicant to wait in the lobby until their item is called and provides a City Plan Commission date for all projects scheduled on the docket.

118. ***Recommendation*: The Director of City Planning and Development or designated Chair should ensure that all designated voting DRC members are prepared for each meeting.**

There are several additional parts of the Rules, Regulations and Procedures that should be changed in addition to those already suggested above including:

- *"2. Each Member shall limit their review comments, corrections, and recommendations to their area of discipline, unless prior coordination has occurred with Member who normally handles that discipline area."* While prior coordination is useful, we believe the City and applicants, as well as staff would benefit from a more open approach. Some refer to the current approach as, "stay in your own lane". We believe that a more open cultural change is needed and encourage more joint problem-solving and communication. This is covered earlier in this report.
- *"Approvals, approvals with conditions, disapprovals or recommendations will be made upon a vote of a simple majority of the voting members present at a meeting."* In practice, the DRC tend to be more of an advisory body. However, it is not unusual that some items move to the Plan Commission with issues still unresolved. We favor a tighter decision process. The Chairperson is the Director of City Planning and Development who is also an Assistant City Manager. As such, this is an ideal position to resolve any conflicts between specialists. While the opinion of all specialists should be respected, at times it is necessary to simply move ahead. In those cases what is needed is what we call a "corporate decision," i.e. while still meeting the regulations, how do we build a better Kansas City. A review of the membership of the DRC would indicate that a vote has little meaning. Most actions are by consensus but if there is no consensus then we suggest the Assistant City Manager be given that authority.

119. ***Recommendation*: The Director of Planning and Development shall have the decision power when there are unresolved conflicts between DRC members.**

KIVA/e-builder Plan Review

We received significant feedback from staff within the development and permit-related functions that the Development Management Division (DMD) has not been committed to consistently using KIVA to store data and record plan review comments, which helps facilitate development review workflow efficiency and improve communication and coordination across functions.

In addition, DMD is not using the e-builder permit plan storage system to access and review plans. The Permits Division routes permit plans to DMD for review through

the e-builder document storage system and DMD can redline the plan electronically and/or provide comments in KIVA by the deadline date. KIVA notifies DMD when a new permit plan has been submitted that requires their review. Since, DMD staff is not using the KIVA or e-builder plan storage systems consistently, reviews are delayed and DMD is only meeting plan review performance goals about 75% of the time.

DMD management staff indicated that they have not received adequate training to use these systems effectively. However, they having been meeting with other Divisions and have renewed their commitment to obtain necessary training and use these systems, while the City works to launch the new EnerGov system.

120. ***Recommendation*: The Development Management Division Manager should establish a formal written policy that directs Division staff to use KIVA and e-builder systems to facilitate plan review, communication and coordination.**

Also, see our recommendations under the "Training/Cross Training" heading of this section regarding identifying KIVA and e-builder training deficiencies and immediately obtaining required training for staff.

Planning & Zoning & Economic Development Committee of the City Council (PZ&E)

The PZ&E of the City Council is authorized by the City's Charter and Code of Ordinances. It is a five member Committee currently consisting of one at large council member from the 2nd, 4th 6th, 1st and 3rd Council Districts. It is a standing committee (sub-committee) of the City Council that is assigned to review zoning and land use ordinances and certain applications, such as final plats and final plans. They meet every Wednesday at 1:30pm on the 26th Floor Council Chambers.

In researching this committee, we found that the links on the Department's web page for the Committee's rules and regulations, docket, submittal schedule and calendar were not functional. As such, we had to search numerous places on the City's website to locate all of the basic information concerning this Committee needed for this Study. In addition, we found that the Committee was referred to as "the Planning & Zoning Committee" and the "Planning, Zoning & Economic Development Committee," which was confusing.

121. ***Recommendation*: The City should ensure that all of the information published concerning the Planning, Zoning and Economic Development (PZ&E) Committee contains the current official name of the Committee and that all links related to the composition, rules and regulations, submittal**

schedule and calendar are functional so that users can locate all information in one place on the City's website.

The committee works to ensure the development is planned in harmony with the city's comprehensive plan. The PZ&E conducts public hearings/meetings on the adoption of land use plans, zoning regulations, zoning amendments, subdivision plats, easement agreements, annexations, detachments, street vacations and improvement districts and other economic development-related matters requiring their review. The recommendation of the committee is then forwarded to the full City Council for consideration and final action.

Meetings are televised on Channel 2 (KCCG-TV2), which is Kansas City's government channel available to cable subscribers in the city or online. Users can also view hearings online through the City's Video on Demand system. We attended a PZ&E meeting and found it to be efficient. We also reviewed a meeting online using City's Video on Demand system and found that it worked well. We did not receive any negative feedback concerning the PZ&E process.

Policies & Procedures Manual (PPM)

The PPM is intended to document internal policies and operating procedures in the Division to create a consistent procedural decision-making framework for line staff and help train new staff.

Staff indicated that a PPM does not currently exist. It was reported that case management protocols and processing policies have not been established in the Division and as a result case management and processing is inconsistent across the Division. For example, staff indicated that incomplete applications are accepted, which slows impedes processing efficiency.

Staff also suggested the need for formal policies regarding comp. and flex time so that these benefits are administered equitably. We believe the PPM should incorporate all existing and verbal policies concerning planning application processing and project management protocols for pre-application and formal application processes; DRC meeting practices; KIVA and e-builder use requirements; public hearing notice procedures; file maintenance and close-out methods; over-the-counter, business tax receipts and building permit reviews procedures; staff report and presentation formats and practices; communication requirements; customer service standards and expectations, including return email and telephone policies; field inspection protocols; electronic file and record keeping requirements; and other practices, to ensure that all line staff have a clear and consistent understanding of work practices and performance expectations including work quality, accountability, professional demeanor, customer service, etc.

122. ***Recommendation*: The Development Management Division Manager should assemble existing standalone policies and procedures into a comprehensive Policy & Procedures Manual for the Division.**

Pre-Application Process

The pre-application process is essentially a process where planning staff evaluates a conceptual development proposal and provide feedback to an applicant before the applicant makes a formal application submittal. In evaluating the City's pre-application process, we reviewed the City Zoning and Development Code (ZDC) Guide, application materials, the adopted fee schedule and the Department web site information. Neither the ZDC nor the Zoning Development Guide define or explain the pre-application conference process. However, the Department website does outline the purpose of the pre-application conference. According to the information posted on the Department's website, the Pre-application conference is:

> *"A process to review with the planning staff your proposed rezoning and development for the site, as well as to learn how the city's existing and proposed plans and policies may affect the site in question. At the conference, you will be advised of other information you must submit at a public hearing before the City Plan Commission…"*

The ZDC specifies that, when required, the Pre-application Conference must occur at least 48 hours before submitting a formal application to allow staff time to meet with the applicant; however the Department Director can waive this requirement when warranted. A fee has not been established for the process. The City Planning & Development Department should consider adopting a fee for pre-application conferences (if the process is overhauled as recommended below) to defray the cost of reviewing Pre-development submittals that are deemed to be required. If a fee is adopted, an Internet payment option should be established.

123. ***Recommendation*: The City Planning & Development Department should consider adopting a fee for pre-application conferences.**

Staff indicated that the pre-application conference is informal and generally held between the application and the Division Manager and/or senior level planner. At times, other disciplines, such as staff from the Land Development Department (LDD) may be invited and attend the meeting.

Generally, pre-application conferences are required for rezonings, special use permits, and major site plan reviews. All other application types are encouraged to conduct a pre-application conference before submitting.

To initiate the Pre-application conference process, the applicant contacts Development Management Planning Staff to schedule an appointment. The applicant is advised the materials they need to submit for the meeting.

Currently, the Division does not use KIVA to log pre-application conference meetings and it is not assigned a project number so that it can be tracked and merged with a formal application, if one is made. The Division has not created a "pre-application" schedule to help manage the flow of pre-applications, thus they can occur anytime staff is available.

Focus group feedback and staff interviews indicated that the pre-application conference process is not structured or formal enough to be effective. Further, the process overlaps with the Development Assistance Team (DAT) process, which is a parallel conceptual review process that is held by Urban Redevelopment Division staff, prior to formal submittal. Moreover, our interviews indicated that the DAT process, which is a parallel process held by the Urban Redevelopment Division that is voluntary, could be used to satisfy a mandatory pre-application process (see the Urban Redevelopment section for a more detailed description of the DAT). Thus, applicants' can choose to attend a DAT rather than a pre-application, which circumvents the pre-application process.

Having parallel, overlapping conceptual review processes in two different Divisions is redundant, confusing and ineffective.

The Pre-application process is a Best Practice because, when structured properly, it provides invaluable information to both staff and developers during the conceptual due diligence period before large sums of money are spent by the developer to produce plans and other submittal materials. As such, we support and encourage the Pre-application process. However, it must add value to the development review process. To do this, it must be structured so that it includes designated senior level staff disciplines across the development-review functions. Designated staff for the process should be the same staff that actually performs the reviews during the formal submittal process.

In addition, a list of minimum required submittal materials should be established and published and required to be submitted at least seven calendar days prior to a scheduled meeting so that staff can review the submittal in advance. Submittals should be logged and tracked in KIVA (EnerGov once launched) and merged with the corresponding formal application, once it is made.

A worksheet should be developed for use by designated staff and be completed for each conceptual project considered to ensure that staff reviews the proposal in advance and provides meaning, written feedback to the applicant. At a minimum, the worksheet should:

- Confirm that the project is within the City's boundaries;
- Confirm the existing and/or proposed zoning and land uses are appropriate;
- Provide an initial determination as to whether the existing zoning is suitable for the intended uses and whether it is consistent with Area Plans and other long-range land use policies;
- Provide the applicant with a list of all development applications/processes required for the proposal; including the need for any variances, special use permits, subdivision process, etc.;
- Outline Special design (e.g., Historic District) or development standards that apply to the property or will be needed to mitigate known issues;
- Likely Public Improvements required;
- Likely mitigation measures required;
- A preliminary evaluation of potential community issues, (i.e., circulation, drainage, erosion control, lighting, landscaping, access, utility service, and storage issues, etc.)
- All application and impact fees that will be applied; and
- An approximate time line to complete the required processes

124. ***Recommendation*: the Development Management Division Development Management Division should combine The Pre-application and DAT process into a single, structured pre-application process that is managed and lead.**

125. ***Recommendation*: The Development Management Division should designate staff for Pre-application meetings that are the same as or contain core members from the DRC, to ensure that the same senior level staff is providing both and formal reviews of projects.**

126. ***Recommendation*: The Development Management Division Manager should create a "Pre-application Conference Submittal Checklist," which specifies the submittal materials required to be submitted at least one week prior to the scheduled meeting in order to provide meaningful feedback.**

127. ***Recommendation*: The Development Management Division Manager should hold pre-application conferences weekly and publish a calendar that designates which day of the week pre-application conferences will be held to better manage the flow of conferences and set**

aside 30 minutes to one hour for meetings, depending on the scope of the proposal.

128. ***Recommendation*: The Development Management Division Manager should log and track pre-application conferences through KIVA in the interim period, while the City is working to launch the EnerGov system. Once a formal application is made, the pre-application meeting data can be added to the tracking data for the formal planning application submittal. The pre-application conferences should be scheduled through EnerGov, and application materials should be submitted digitally.**

129. ***Recommendation*: The Development Management Division Manager should create a "Pre-application Meeting Comment Worksheet," that captures all minimum feedback noted above from relevant disciplines (e.g., DMD highlights planning-related issues, others focuses on worksheet areas related to their discipline, etc.)**

See our recommendations under the "Project Manager" heading concerning planners taking the lead on all planning applications, from pre-application through inspection.

Zoning and Development Code

In January 2011, the City adopted a new Zoning & Development Code (ZDC), which replaced the outdated Zoning and Subdivision Ordinances, Chapters 80 and 66, respectively. The ZDC consolidated all land development regulations into a single document and introduced new and modified regulations with the intent of minimizing the regulatory burden on developers and streamlining processes and clarifying and simplifying the language. However, staff will be working with the old code provisions until they have expired, which will occur 2016.

The ZDC is displayed on line via ZoningPlus, which is a contemporary Internet-based editing, content management, and presentation system that provides a user-friendly, on-line way to view the Code. Many Best Practice Communities utilize internet-based presentation systems, which are excellent navigation tools and we support the City's use of such as system.

Staff indicated that Code Interpretation decisions are largely documented through Bulletins generated by the Permits Division, which are posted on line, so that they are accessible to staff and other users. Many of these code interpretations will no longer be applicable once the old code sunsets in 2016. DMD staff indicated that they would strive to amend the new code when unclear provisions are discovered, rather than

creating lists of interpretations as was done in the past. However, at times, code interpretations may have to be made. It was suggested that code interpretations be linked to the applicable Zoning code provision through ZoningPlus, which would make interpretations more accessible and comprehensible.

130. ***Recommendation*: The Development Management Division Manager should determine whether it is feasible to link zoning code interpretations to applicable provisions in the zoning code through ZoningPlus.**

We received numerous comments from staff interviews concerning outstanding issues with the new ZDC. While all interviewees indicated that the new ZDC is much improved over the previous code, they highlighted the following concerns:

- Requirements are needed to mitigate impacts of uses allowed in commercial/non-residential districts that are incompatible with residential districts;
- Design Guidelines are needed;
- Adequate Planned Development Districts are needed;
- City Council lost their scope of review and decision-making on planned districts, which were replaced with "straight zone" provisions (e.g., allowed by right instead of through discretionary approvals) that allow suburban oriented development in the Urban Core;
- Walkability plan requirements need to include provisions for off-site improvements;
- Signage provisions are confusing;
- Overlapping/Unclear/Unenforced Provisions exist (see Investigations Section);
- Conflicting language;
- Grammatical errors;
- Insufficient cross-referencing;
- Inconsistencies between ZCD code and Zoning and Development Guide; and
- Parking regulations in the City's Code of Ordinances needs to be folded into the new ZCD.

A comprehensive review of the ZDC is beyond the scope of this study, however, we did review various sections as part of our study and found a few conflicts between the Zoning and Development Code Guide and the ZDC related to processing. For example, pre-application provisions between the two documents were inconsistent.

To resolve potential design conflicts created by provisions in the new code (e.g., Section 88-517) within the Urban Core and other significant areas of the City, the DMD should consider adopting design guidelines to ensure allowed uses are appropriate with the character of the area.

131. ***Recommendation*: The Development Management Division Manager should formulate and adopt design guidelines to prevent suburban design conflicts in the Urban Core and other significant areas of the City.**

Also see our recommendation in the "Process Issues" section below, under "Building Permit Reviews," concerning requiring the Permits Division route all site plan approval/building permits applications to DMD, so that they can determine whether it should be subject to the "call-up" provisions in Section 88-530-08

Development Management Staff indicated that they are working on revising and amending the ZDC to resolve the issues noted above, which is good. The Development Management Division Manager should outline ZDC revision work in the Divisions Annual Work Plan, so that staff and budget resources can be allocated for this work effort. If Budget constraints prevent a comprehensive update as a single project, the Department should get agreement on which provisions need to be amended (other than those already scheduled for revision), prioritize them according to need and budget for them in consecutive budget cycles to completion.

132. ***Recommendation*: The Development Management Division Manager should outline ZDC revision work in the Divisions Annual Work Plan.**

E. PROCESS ISSUES

Overview

Development Management Division application processes vary depending on the type of application submitted, as shown in the following section, applications are reviewed and approved by several different entities, including, staff, the Board of Zoning Adjustments, the City Plan Commission, the Planning, Zoning & Economic Development Committee of the City Council and City Council.

Decision Making Authority

Table 18 below shows the Decision Making Authority for Current planning applications.

Table 18
Decision Making Authority for Development Management Applications

Development Management Function	Dir./ Staff	Hist. Pres. Comm./Land-Marks Comm.	Dev. Review Comm.[1]	Board of Zoning Adjustments (BZA)	City Plan Comm (CPC)	Planning, Zoning & ED Committee Of City Council (PZE)	City Council (CC)
Administrative Adjustments	D	N/A	N/A	A	N/A	N/A	N/A
Appeals of Administrative Decisions	R	N/A	N/A	D	N/A	N/A	N/A
Certificates of Appropriateness	D	D[2]	N/A	N/A	N/A	N/A	A
Comp Plan Amendment (Land Use Plan)	R	N/A	N/A	N/A	R	R	D
Council Approved Comprehensive Sign Plan	R	N/A	N/A	N/A	R	R	D
Final Development Plan (MPD)	R	N/A	D	N/A	A	N/A	N/A
Final Plat	R	N/A	R	N/A	R	R	D
Historic Designations	R	R	N/A	N/A	R	N/A	D
Master Planned Developments – Major Amendment and New (rezoning)	R	N/A	R	N/A	R	R	D
Master Planned Developments – Minor Amendment	D	N/A	N/A	N/A	A	N/A	N/A
Major Subdivisions (Prelim Plat, No Waivers/Mods)	R	N/A	D	N/A	A/ D[2]	N/A	A
Major Subdivisions (Prelim Plat with Waivers/Mods)	R	N/A	R	N/A	D	N/A	A
Minor Subdivisions	D	N/A	N/A	N/A	A/ D[2]	N/A	A
Special Use Permits	R	N/A	N/A	D	R	N/A	N/A
Temporary Use Permits	D	N/A	N/A	A	N/A	N/A	N/A
Variance (zoning regs)	R	N/A	N/A	D	N/A	N/A	N/A
Zoning and Development Code Map or Text Amendments	R	N/A	N/A	N/A	R	R	D
Development Plan (This replaced the Major Site Plan – 88-517)	R	N/A	R	N/A	R	R	D
Chapter 80 Revised Preliminary (only if an approved plan prior to Ch 88)	R	N/A	R	N/A	R	R	D
Chapter 80 Final Plan	R	N/A	N/A	N/A	D	N/A	N/A
Final UR plan	D	N/A	N/A	N/A	A	N/A	N/A

R= Review/Recommendation D = Decision A = Appeal N/A = Not applicable

[1] Formerly Plats Review Committee

[2] Decision under certain conditions

As the above table shows, the City has created a Decision Making Authority Matrix for the Development Management Division that consists of decision-making at progressive levels, including staff, Zoning Board of Adjustments, Development Review Committee, City Plan Commission, Planning, Zoning & Economic Development Committee (of the City Council) and City Council levels, which is not an unusual arrangement.

In Best Practice Communities, there are administrative approval and over-the-counter approval processes, some form of design (architectural) and development review and planning commission that is a review body for some actions and decision-making body for others. While many communities still have some form of Zoning Adjustment Board that hears variance and other zoning-related cases and acts as an appeals board on administrative cases, Best Practice Communities often combine the zoning functions with the Planning Commission or a Hearing Officer function. The Hearing Officer function would also make decisions on all enforcement related cases, which helps to streamline decision-making. We also often see a distinct historic preservation board function, however it may be combined with the Planning Commission function.

The above Table shows that Staff has been delegated decision-making authority for more routine, administrative applications, such as Administrative Adjustments, minor modifications to Master Development Plans, etc., which is a decision structure we typically see in Best Practice Communities.

The Development Review Committee (DRC), which was formerly the Plat Review Committee, acts as a review body on certain types of applications (eg., Final Plats, Major Subdivisions with waivers, Master Plan Developments, etc.) and as a decision-making body for Final Development Plans and Major Subdivisions without waivers, which is a Best Practice.

The Board of Zoning Adjustments (BZA) is a decision making body for Variance, and Special Use applications and also acts as an Appeals body on certain director level decisions.

The City Plan Commission (CPC) and Planning, Zoning and Economic Development Committee of the City Council (PZ&E) act as recommendation bodies for applications that legislative acts such Rezonings, Zoning Code and General Plan Amendments and Master Plan Developments. The CPC is also a recommendation body on Final Plats and an Appeals body for certain Director level and Board of Zoning Adjustments decisions.

Staff indicated that due to the size of the City Council and the volume and variety of matters requiring council action, the City Council has created a number of sub-committees that help to filter decision-making in specialized areas. One of these sub-committees is the Planning, Zoning & Economic Development Committee (PZE), which was created to assist council in the review of certain legislative, final plat and

site plan applications. The sub-committee structure also facilitates the ordinance reading requirement established by the City Charter. The Charter currently requires three (3) readings of an Ordinance prior to adoption and enactment. The first reading of the Council directs the project to the specific sub-committee (e.g., PZE). The second reading occurs at the PZE sub-committee hearing and the third reading occurs at the City Council hearing in the presence of the full council.

The City Council is the decision-making body for legislative acts and a few applications such as Final Plats and certain MDP's. It also acts as an Appeal body for certain types of applications, which is the norm in Best Practice Communities.

Best Practice Communities have generally incorporated the philosophy of allowing administrative approvals for routine types of applications, as noted above. Moreover, there has been a trend towards establishing broad threshold criteria and simplified, electronic submittal requirements and approval criteria for administrative processes so that trained staff can immediately approve them, often right over-the-counter. We support the Division's efforts to establish administrative approval processes because they expedite approvals for applicants, and free up staff time to focus on more complicated types of applications and continuous process improvements.

The data shown in Table 18 would be useful for the public and should be available in a handout and on the website.

133. ***Recommendation*: Make decision making table available to the public.**

Development Management Application Processes

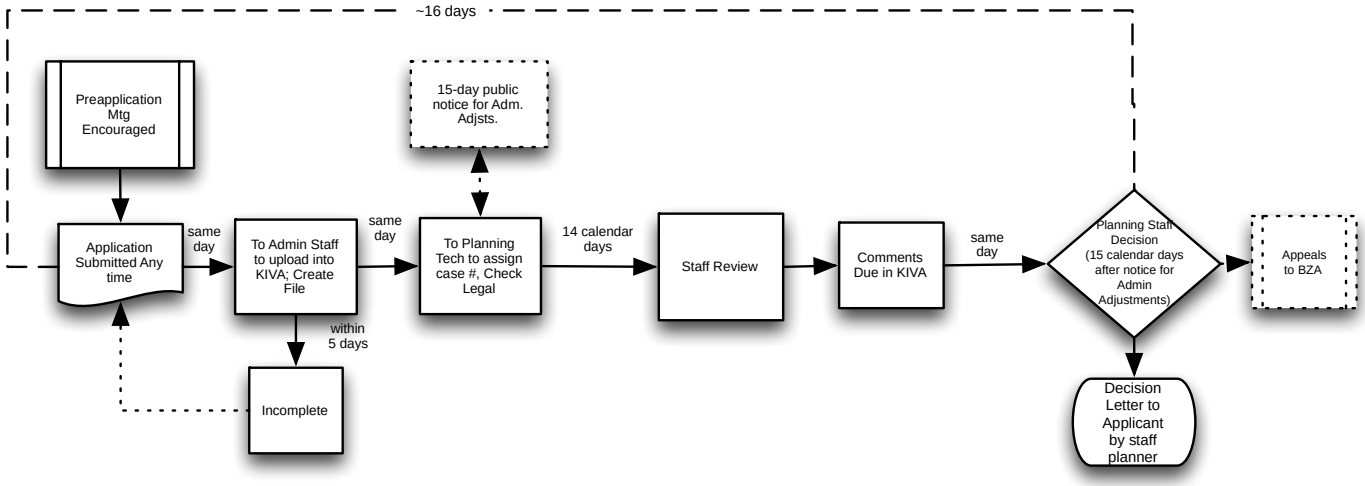
The steps involved in the Development Management Division (DMD) Application Approval processes, vary, depending on the type of application, which determines whether it requires Director Approval, Board of Zoning Adjustments, or City Plan Commission (CPC), Planning, Zoning and Economic Development Committee and City Council (CC) approval. Below are summaries of the processes. Our suggested recommendations are at the end of this section.

The Division published a Zoning and Development Code Guide," (ZDCG) which provides a summary of the development review process for each application in clear language, which is good. It also provides process diagrams showing the basic steps involved in the approval process, which is an excellent tool for users. Below is a flow chart and summary of the development review process for the different application types. Our recommended improvements to streamline these processes are also shown below.

Administrative Adjustment / Directors Approval Process

Figure 12 below is a flow chart that shows the basic steps involved in the Director's Approval process.

Figure 12
Existing Administrative Adjustment / Director's Approval Process



The AA/Directors approval process is straightforward and generally works as follows:

1. Pre-application conferences are encourage, but not mandatory.

See our recommendations under the "Policy Issues" heading of this section concerning changes to the pre-application process.

2. The applicant makes a submittal anytime to the Development Management Division (DMD) counter to administrative staff. Submittal requirements include a completed application, owner's consent form, fee and either 3 or 8 paper copies of plans (depending on request type), including legal descriptions, collated, stapled, as well as a digital submittal of the plan on a CD in pdf format.

   CD plan submittal requirements are a good interim step towards electronic plan submittal and we applaud staff's efforts towards paperless processing.

   In their effort to continuously find ways to streamline processing and improve coordination between the Permits Function and DMD, Staff indicated that they recently adopted a new process for "simple" Minor Subdivisions applications (i.e., project does not involve any right-of-way, easement or illegal lot issues, etc.), which will require "simple" Minor Subdivisions to be submitted through the Permits Division on the 5th Floor, rather than through the DMD office.

3. Administrative staff performs a quantitative quality control review (QCR) to ensure that the application is complete and appropriate materials have been

submitted per the adopted checklist; upload data into KIVA; and create a paper file.

See our recommendation under the "policies and procedures" heading in this section regarding establishing a formal policy to reject incomplete submittals.

4. The file is forwarded to the Planning Tech who assigns the case number; verifies legal description; and the Division Manager assigns the case to a planner immediately or, in some instances, manages the case herself.
5. Administrative staff sends out 15-day public notice (surrounding property owner letter, when required) and the applicant posts signs on the property. Typically these types of applications only require DMD staff review, however, they are occasionally forwarded to other reviewers, such as LDD or Fire. Reviews occur during the public notice period and a 10-working day review standard has been established by DMD.
6. Reviewers (if any) log comments by due date into KIVA;
7. Assigned Planner renders final decision following expiration of the 15-calendar day notice;
8. Assigned Planner emails/mails Decision Letter to applicant immediately following decision.
9. Appeals are heard by the BZA.

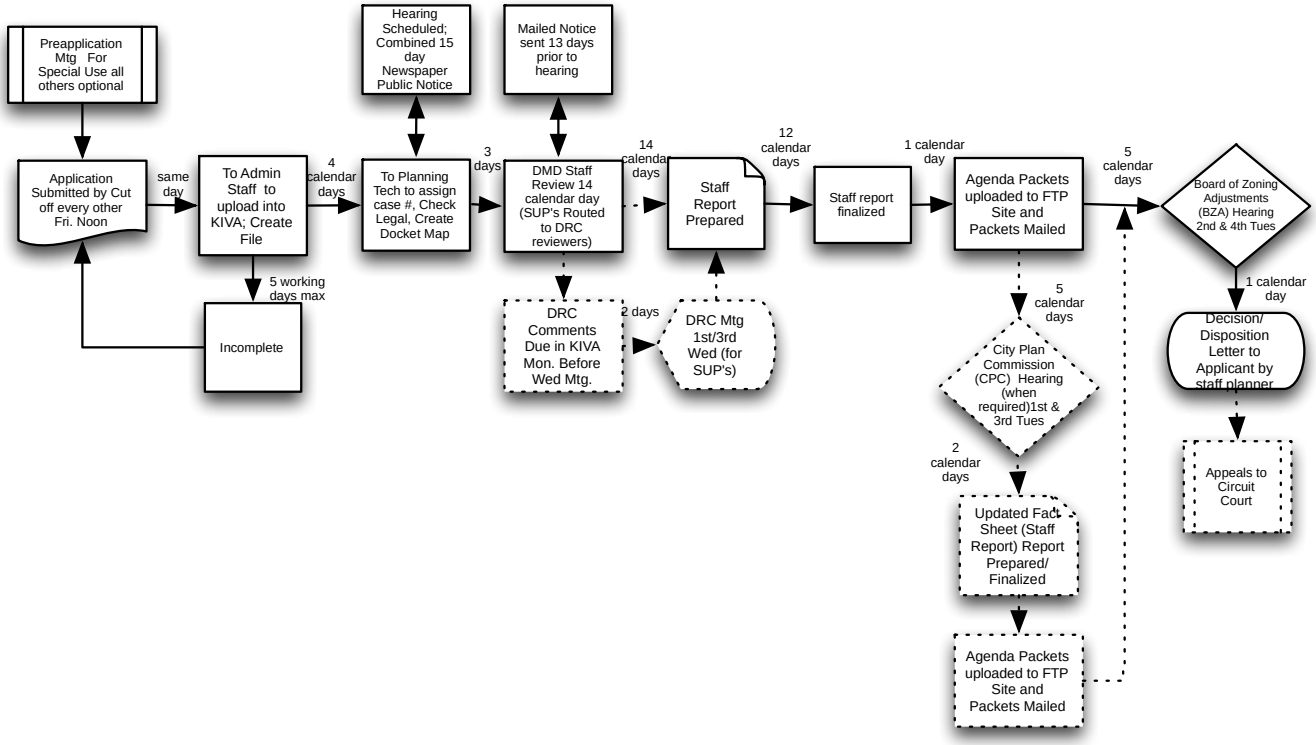
The Director's Approval process is intended to be accomplished in just over two weeks. We did not receive any negative feedback concerning process timing for Director approval applications, however it can be further streamlined, as recommended at the end of this section, once the City transitions to the new EnerGov system.

See our recommendation under the "applications/handouts" heading concerning creating a "how to" for the administrative/director approvals, which includes a flow chart, so that users know that the process is available, how it works and the timing and cost.

Board of Zoning Adjustments (BZA), City Plan Commission (CPC) Planning, Zoning and Economic Development Committee (PZE) and City Council (CC) Approval Process

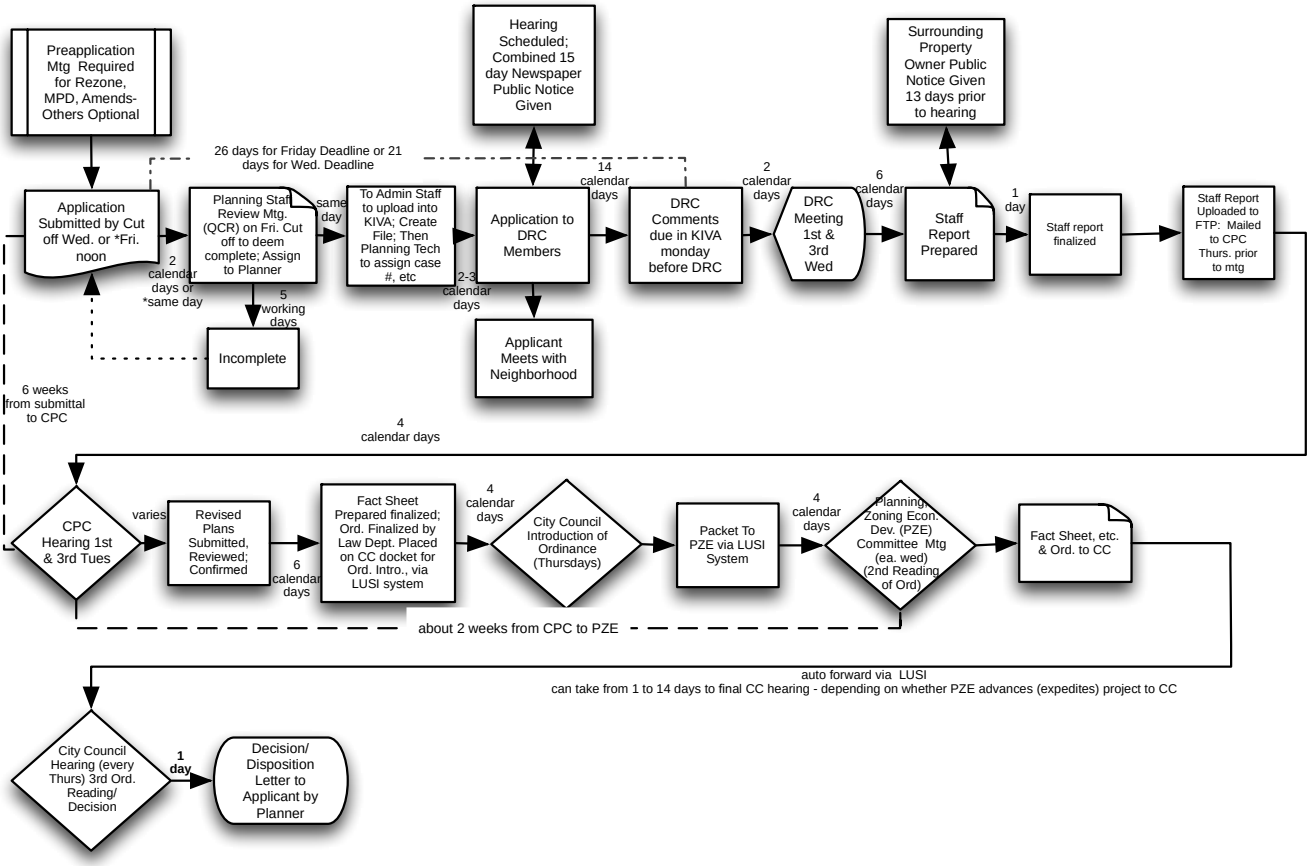
The BZA is the decision making body for variances, special use permits, requests for rehearings and appeals of director level decisions. Figure 13 below depicts the basic steps in the BZA Approval Process.

Figure 13
Existing BZA Approval Process



The CPC/PZ/CC process is required for legislative matters and more complex application types, such as rezonings and text amendments, master plan developments, preliminary plats with waivers/modifications, etc. The Figure 14 below is a flow chart that shows the basic steps involved in the CPC/PZE/CC Approval process.

Figure 14
Existing CPC, PZE & CC Approval Process



As the above Figures show, the BZA and CPC/PZE/CC development review approval processes vary somewhat. The processes are summarized together below and the differences in each are noted.

1. The first step in the development review approval process is the completion of the Pre-application Conference, where mandatory by Code or desired by the applicant.

See our recommendations under the "Pre-application Conference" heading.

2. Formal applications are submitted at the Development Management Division (DMD) Office. Submittal requirements for formal applications vary depending on the application type and staff has created submittal checklists to guide the submittal process, which is good. Administrative Staff handle application intake and collect application fees.

3. Submittal materials generally include a completed, signed application, application fee/deposit, application certification, record information certificate, certificate of survey (Subdivision applications), traffic impact analysis and walkability study (where warranted), written project description/reason for request, completed owner consent form, and between 8-20 full sized plans, folded to 8.5x14 and an 8.5x11 copy of the plan (when required), as well as additional submittal requirements are required depending on the application type.

   As an interim step towards furthering the City's goal of becoming paperless, Division staff have required electronic (e.g., digital) CD copies of public hearing materials for use in online posting, electronic file storage, staff reports and staff presentations, which is excellent.

134. ***Recommendation*: Once EnerGov is launched, electronic submittal materials only should be required.**

4. For BZA applications, Administrative staff performs a quality control review (QCR) during Intake. BZA cases are immediately assigned to staff responsible for BZA cases. For CPC/PZE/CC applications, Planning Staff conduct a QCR 2 calendar days after the application is submitted, at a regularly scheduled Friday project meeting. This process allows staff to meet the five-day completeness review established by code, which is good.

   The Staff person involved in the Pre-application Conference for a project is generally assigned as the case manager; otherwise the Division Manager assigns the project to a Planner at the QCR meeting based on complexity and availability. If the application is incomplete, it may be rejected, however a formal policy doesn't exist to reject incomplete applications. Staff indicated that the Pre-application conference is used to emphasize requirement for a complete submittal to try to reduce the number of incomplete application submittals.

   See earlier recommendation about establishing a formal policy to reject incomplete applications and including it in the Policies and Procedures Manual for the Division.

   See our recommendation under the "Performance Standard" heading about formalizing the Completeness requirement outlined in the Zoning and Development Code as Performance Standard so that it is tracked and monitored and met 90% of the time.

5. Applications accepted for processing are logged into the KIVA system, by Administrative Staff and assigned a KIVA case number. A Fee/filing receipt is generated by KIVA. The plan submittal materials are date stamped and one copy of the application, legal description, and plan materials are then forwarded to the

Planning Tech to assign an internal case number based on existing file case numbering convention.

Staff indicated that the Division case numbering convention is different from the KIVA numbering convention system, as the numbering conventions were not reconciled during KIVA set up. As such, each case has a KIVA number and Division case number. Staff indicated that the case numbering process is inefficient and they intend to develop a consistent case numbering convention with the new EnerGov system to eliminate the practice of maintaining two different case numbers for files, which is good.

135. ***Recommendation*: The Division Manager should ensure that the EnerGov system provides for a consistent case numbering convention.**

The Planning Tech also creates a legal description, docket map and mailing list using GIS. The project is scheduled on the required decision-making docket in accordance with the published meeting schedules. Staff indicated that the KIVA system can't create a detailed boundary map/docket map, thus the Planning Tech has to create the map using GIS.

See our recommendation under the "GIS" heading about ensuring that the City's GIS system is integrated with the new EnerGov system.

6. The Planning Tech forwards the docket map, and mailing list back to the Administrative staff who then make case file labels, prepare and mail acknowledgement letters to applicants, file copies in the case file and prepare the 15-day legal newspaper public notice. Notice is also posted at City Hall. The applicant is responsible for posting the property 15 days prior to the hearing.

See our recommendation under the "Web Page" heading about posting hearing notices on the Department's web page.

Our interviews with staff indicated that the public noticing process was recently streamlined further by combining notices for the CPC and CC hearings, which is a good process that we often recommend in order to control costs and provide notice as early in the process as possible.

The Planning Tech also distributes the case file to the assigned planner and review materials to DRC members (when required) for a 10-working day review. BZA cases are more routine and typically do not require external staff review. Application plans and materials are transmitted electronically to external reviewers. In addition, staff indicated that paper copies are also distributed to reviewers at DRC meetings, two weeks prior to the review due date. DRC comments are due in KIVA the Monday before the Wednesday meeting.

We received feedback that indicated that, at times, DRC members receive application review materials at the last minute, instead of 10-working days prior to the meeting as agreed, as are unprepared in meetings.

DMD staff indicated that the problem stemmed from DMD staff not using the KIVA system properly, due to training deficiencies. The DMD staff person that was designated to provide KIVA training retired before DMD staff was adequately trained. As such, staff was not completing required steps in the process that triggered alerts for reviewers that a new project had been submitted that required a review within 10 working days. As such, reviewers were not adequately prepared for DRC meetings, at times.

DMD management staff indicated that DMD has renewed its commitment to consistently use KIVA and that they are working with LDD staff and others to get required training so that KIVA is used for all application types, to resolve coordination and communication issues, which is good.

136. ***Recommendation*: The Division Manager should transmit plans electronically to all reviewers that utilize the KIVA system rather than distributing both electronic and paper copies, and reduce the number of submittal requirements accordingly.**

Staff interviews indicated that the 10 working day review is an internal standard that has not been formalized by policy or tracked, monitored or reported on to determine success rates.

See our recommendation under the "Performance Standards" heading regarding formalizing the duration and number of internal review cycles and tracking and monitoring them so that they are achieved 90% of the time.

7. A DRC meeting is held for certain projects to discuss project issues, which is a good practice. DRC meets on the 1st & 3rd Wednesdays of each month.

See our recommendation under the "DRC" heading regarding changes to the DRC membership.

Staff indicated that the 15th Floor remodel will include new meeting rooms facilities that will be equipped with projection equipment to facilitate electronic review of plans at a group, which is excellent.

Staff indicated that in the interest of streamlining the approval process, applications that have unresolved issues at DRC are typically allowed to proceed to the recommendation/decision-making bodies, but are conditioned accordingly.

Occasionally, issues are too significant to allow the applicant to proceed until the issues are resolved.

It was reported that, at times, allowing projects to proceed to CPC with unresolved issues has resulted in lengthy CPC deliberations and/or continuances. Development Management staff should adopt a policy, which is included in the Divisions Policies and Procedures Manual, which states that their goal is to assist the applicant in resolving all significant issues prior to proceeding to hearings so that resources are not used inefficiently on projects that are not ready for CPC consideration.

137. ***Recommendation*: The Development Management Division should adopt a policy stating that their goal is to assist the applicant in resolving all significant outstanding issues with review agencies before the project proceeds to the designated hearing body, so that resources are not used inefficiently on projects that are not ready to be considered.**

8. Upon completion of staff and DRC review (when required), the assigned planner prepares a staff report in word document format, which is review and edited by the Division Manager. The current practice is to redline paper copies of staff reports. This process takes about six working days. A more efficient method would be to revise reports in track changes.

138. ***Recommendation*: To expedite the staff report preparation, review and finalization process, reports should transmitted in electronic format to the Division Manager for review and edit using the Track Changes feature in Word.**

While staff reports are being prepared, Administrative staff sends out public notice of the hearing to surrounding property owners, which occurs 13 calendar days prior to hearing per City Code.

9. Staff reports and support materials are assembled as an agenda packet and uploaded onto an FTP site on the City's website, five-calendar days prior to the scheduled meeting (e.g., Thursday before the Tuesday Meeting), where they can be immediately reviewed by the decision-making body, applicant and interested parties, which is good.

   Staff indicated that some BZA and CPC members still prefer to receive paper copies of agenda packets in the mail as not all have access to a computer and the City has not yet purchased tablets for electronic review during meetings.

See our recommendations under the "Equipment" heading of this section regarding purchasing tablets for BZA and CPC members for use during city

meetings and hearings to further the City's goal of creating a paperless development review process.

10. BZA meetings are held on the 2nd & 4th Tuesdays. When required, certain BZA cases are heard by the CPC first, in order to obtain a recommendation, before proceeding to the BZA. The BZA can deny, approve or approve with conditions and appeals proceed to the Circuit Court. The BZA process is designed to take about 39 calendar days from submittal. If CPC approval is also required, the processing is extended to about 46 calendar days from submittal.

CPC meetings are held on the 1st & 3rd Tuesdays. CPC is the decision making body for certain projects and in these instances, can recommend denial, approval, approval with conditions or continuance. Where they are the recommendation body, they can recommend, approval, approval with conditions or continuance.

11. Applicants' receive a written Decision/Disposition Letter that indicates the decision or recommendation of the BZA or CPC within 1-2 calendar days of the decision.
12. If the CPC is acting in a recommendation capacity on a project that requires City Council approval, the project proceeds to the City Council approval process, which entails the following additional steps.
13. Following the CPC hearing, the applicant revises the project plans are may be required by the CPC.
14. The planner then prepares a fact sheet, which is an abbreviated staff report that is typically prepared within 6 calendar days (e.g., the Monday following the Wednesday CPC meeting) and informs the City Clerk that the application needs to be scheduled on the next available CC calendar for introduction of the approving Ordinance. The fact sheet, plans are attached in LUSI system (e.g., docket management system) and routed to the law office to complete the confirming Ordinance for the project. Once the Ordinance is complete, which occurs with 1-2 days, the matter is scheduled on the CC docket.
15. The full city council introduces the Ordinance at the next available regularly scheduled Thursday hearing and directs the matter to the Planning, Zoning and Economic Development Committee (PZE) for consideration and a second reading of the confirming Ordinance.
16. If the PZE makes a standard recommendation for approval, the matter is automatically scheduled via LUSI for a City Council docket for the final reading of the confirming ordinance directly following the PZE meeting. The PZE can choose to advance the project (e.g., expedite), where warranted, which could place the matter before CC the following day at the regularly scheduled Thursday hearing. However, projects are typically scheduled between 7 and 14 days later.

This streamlined approval process was created to expedite the Ordinance process, which requires 3 readings by Code.

17. Following CC final decision, the assigned planner sends the applicant a decision letter.

Overall the DMD application approval processes are fairly streamlined and staff continues to look for opportunities to streamline processes further, which is good. Staff should create flow charts that also show that projects may also require review by other recommendation bodies, such as the Parks and Recreation Board of Commissioners or the Municipal Arts Commission, depending on the project scope, which will add additional processing time. The requirement for projects to potentially undergo reviews by these Commissions should also be highlighted in handout materials and within the Zoning and Development Code Guide

139. ***Recommendation*: The Development Management Division should create flow charts that also show that projects may also require review by other recommendation bodies.**

140. ***Recommendation*: The City's EnerGov system should be configured so that all development management applications are processed electronically, including project submittals, case number assignments, docket scheduling, reviewers distribution and approval, agenda building and transmittal, etc., and provide for auto fill templates for notices, decision letters, etc.**

141. ***Recommendation*: The Development Division Manager should purchase monitors for remaining staff that have not yet been equipped with larger monitors so that electronic submittal materials can be reviewed by staff without the need to collect and distribute paper copies.**

142. ***Recommendation*: EnerGov should be programmed to track BZA project approval expiration dates (e.g., SUP's) so that they can be proactively managed.**

Building Permit (Site Plan) Reviews

Currently, the Permits Division only routes Site Plans to DMD for review, if the Site Plan has gone through a discretionary design review process. The KIVA system contains a record of all discretionary actions and is used by Intake staff to determine whether it has undergone a discretionary design review process and needs to be

forwarded to DMD for review and sign off as part of the building permit approval process.

Some staff reported the DMD does not complete reviews within timeframes specified by the Permits Division. DMD staff indicated that the problem stemmed from inconsistent use of the KIVA system to review and log DMD comments/approvals.

DMD staff indicated that they are now using KIVA and will strive to meet required review timeframes.

143. ***Recommendation*: The DMD Manager should establish a formal policy to require all DMD staff to use KIVA for building permit reviews and provide comments within specified time frames.**

The newly adopted Zoning and Development Code (ZDC) replaced planned districts with "straight zone" provisions (e.g., allowed by right instead of through discretionary approvals). As a result, many types of development that previously required discretionary site plan approval are now allowed by right and no longer require development review before applying for a building permit. For example, any development that is under the square footage, size, unit, acreage, height and other thresholds outlined Section 88-517 no longer has to undergo development review.

Thus, these types of proposals are not being routed to DMD, as there is no discretionary case associated with them in KIVA. Section 88-530-08 of the new ZDC states that a building permit application constitutes a site plan review application and that the planning and development director (delegated to DMD) must review each complete application for site plan approval and take one of the following actions:

- Approve The Application;
- Identify Those Revisions Or Modifications That Would Allow Approval Of the Application;
- Approve The Application With Conditions;
- Disapprove The Application; or
- Forward the application to the city plan commission (CPC) for review and action.

The current policy is that single family is delegated to permits division and other to the plans review division.

Recently, a project that met the thresholds outlined in Section 88-517 was submitted for building permit approval as allowed by the ZDC. The permit was not routed to DMD because it did not have an associated discretionary review action. However, the project generated controversy because the project was within the Urban Core, but was not compatible in design and scale with the downtown area (see our above

recommendation about adopting design guidelines for urban core and other important areas for projects that are exempt from design review).

Under the provisions outlined in Section 88-530-08, the permit should have been routed to DMD during the building permit review process, which would have allowed DMD to forward the application to the CPC for review and action. However, this is not the current policy.

To prevent these issues in the future, the DMD Manager should work with the Permits Division Manager to develop a system through formal policy that ensures that all site plans that fall under Section 88-517 of the new ZDC are routed to the DMD for review and action as specified in Section 88-530-08. We understand the routing these Site Plans to DMD will impact the workloads in DMD. However, some efficiency will be gained through the KIVA system. This may be a policy issue that will need input from the Assistant Engineering Director and the Principal Assistant Department Head.

See our recommendation under the "Staffing" heading about creating a staffing model using a labor-based methodology to determine staffing levels in the Division.

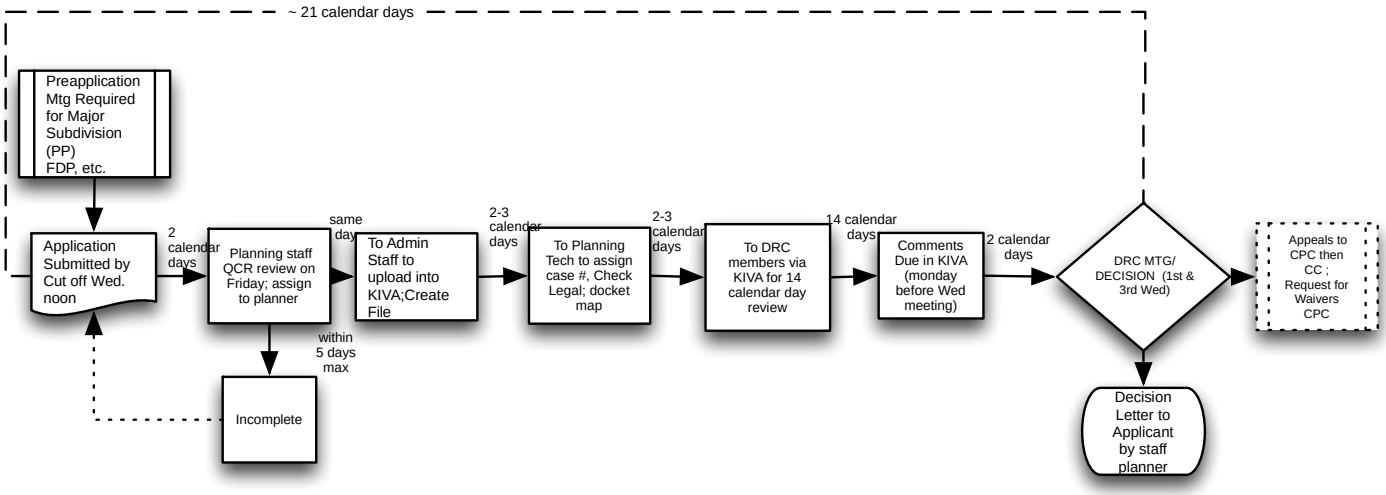
144. ***Recommendation*: The DMD Manager should work with the Permits Division Manager to establish a formal policy to require all building permit Site plans that fall under Section 88-517 criteria to be routed to DMD for review and action in KIVA.**

DRC Approval Process

DRC has limited decision-making authority on planning applications and can only make decisions on Final Development Plans and Preliminary Plats (Major Subdivisions) without waivers or modifications.

The DRC approval process is straightforward and the basic flow of the process is shown in Figure 15 below.

Figure 15
Existing DRC Approval Process



As Figure 15 above shows, the steps in the process are essentially the same as the steps shown in the CPC/PZ&E/CC process, except that the process ends at the DRC meeting instead of proceeding to additional decision-making bodies.

See our recommendation above, regarding configuring the EnerGov system so that all applications, including DRC approved applications can be scheduled, submitted electronically, reviewed and approved electronically via EnerGov.

Also see our recommendations under the DRC heading of the "Policy Section concerning recommendations for the DRC.

Application Processing Times

Table 19 shows sample data on four (4) BZA Applications that were recently processed by the Division.

Table 19
Four Recent BZA Applications Processed

Project Type	Date Submitted	Date Deemed Complete	# of working Days from Submittal to Deemed Complete	# of Working Days for Staff Review(s)	# of Staff Review Cycles	Date BZA Approved	# of Working days from Submittal to Approval
Variance	11-7-13	11-7-13	1	43	1	1-14-14	43
Variance	12-02-13	12-02-13	1	26	1	1-14-14	26
Variance (applicant requested a hold until 12/10/13 meeting due to a violation)	7-26-13	7-26-13	1	99	1	12-17-13	99
Variance	11-04-13	11-04-13	1	21	1	12-17-13	21

The data indicates that all of the applications were deemed complete the same day they were submitted, which is good. Excluding the application that was on hold, the number of working days from submittal to BZA approval ranged from 21 working days (just over one calendar month) to 43 working days (just over eight calendar weeks). The BZA annual submittal schedule indicates that projects are scheduled for BZA 39 calendar days from the submittal cut-off. Only one of the four projects (excluding the project on hold) did not meet the schedule timeline.

For example, Best Practice Communities typically strive to process Variance applications within six to seven calendar weeks or 30-35 working days. Currently, staff has established an internal processing time of 39 calendar days from submittal to BZA decision for applications that do not require CPC recommendations prior to BZA approval. For applications that require CPC recommendations, the overall processing time is 46 calendar days.

Table 20 shows sample data on four (4) CPC/CC Applications that were recently processed by the Division.

Table 20
Four Recent CPC/CC Applications Processed

Project Type	Date Submitted	Date Deemed Complete	# of Working Days from Submittal to Complete	Date of DRC Review	# of Working Days for Staff Review (from QCR to SR due)	# of Staff Review Cycles	Date of CPC Final Action	Date of P&Z Final Action (when Applicable)	Date of City Council Final Decision	# of Working days from Submittal to Approval
UR plan amendment	8/28/13	QCR 8/30/13	2	10/2/13	26	1	10/15/13	1/8/14	1/9/14	88
Plan amendment	11/12/13	QCR 11/15/13	3	11/20/13	15	2	12/17/13	12/18/13	12/19/13	25
Development plan	9/19/13	QCR 9/20/13	2	10/23/13	26	1	11/5/13	12/11/13	12/19/14	61
Rezoning	10/4/13	QCR 10/4/13	1	Not required	25	1	11/19/13	11/20/13	11/21/13	27

The data shown in Table 20 shows that each of the four cases were deemed completed in between one and three days, which is very good and within the five day time frame established for the Division. Only three of the four projects sampled required DRC review. One of the projects was reviewed within eight calendars days, which was sooner than the published schedule and the other two were reviewed within 33 calendar days, which was in sync with the published submittal schedule.

Staff review times for the four projects varied from 15 working days (three calendar weeks) to 26 working days (five calendar weeks), which is longer than we typically see in Best Practice Communities. However, only one review cycle was conducted for three out of the four projects, which is very good. Each of the four projects required CPC, PZE and Council reviews. Two of the Projects were heard by the CPC within 13 calendar days of the DRC review, which was in line with the published schedule and one was heard within 27 calendar days of the DRC review.

Following CPC action, two of the four projects were heard the following day by the PZE. The other two were heard between 36 and 85 calendar days later, which is a lengthy period. Following PZE action, three of the four projects were heard by council the following day. The remaining project was heard within eight calendar days. Overall processing time frames varied from 25 working days (five calendar weeks) to 88 working days (~18 calendar weeks), which is a fairly wide range.

Performance Standards

The Division has established internal, informal performance standards, which are outline in Table 21 below. However, staff indicated that they do not track performance measures currently.

Table 21
Development Management Division Existing and Suggested Performance Standards

Application Type	Existing Completeness Review Performance Standard	Suggested Formal Completeness Review Performance Standard	Existing Staff Review Performance Standards			Suggested Staff Review Cycle Performance Standard			Existing Overall Processing Goal (from submittal to decision)	Suggested Overall Processing Performance Standard (from submittal to decision)	Existing Goal for % Time Met	Suggested Goal for % Time Met
			Cycle One	Cycle Two	Cycle Three	Cycle One	Cycle Two	Cycle Three				
Director Approvals (Administrative)	5 working days	Same	10 working days/14 calendar days	None	None	Same	5 working days/ 7 calendar days	2 working days	14 working days/16 Calendar days	Same	None	90%
DRC Approvals	5 working days	Same	10* working days/14 calendar days	None	None	Same	5 working days/ 7 calendar days	2 working days	21 calendar days	Same	None	90%
BZA (Board of Zoning Adjustment)	5 working days	Same	10 working days/14 calendar days	None	None	Same	5 working days/ 7 calendar days	2 working days	39 calendar days; 46 calendar days if CPC review required	Same	None	90%
City Plan Commission/ City Council Approvals	5 working days	Same	18 working days/ 33 calendar days	None	None	Same	9 working days/17 calendar days	5 working days/ 7 calendar days	34 calendar days for non-advertised items; 46 calendar days for advertised items	Same	None	90%
Minor Subdivision	5 working days	Same	10 working days/14 calendar days	5 working days/ 7 calendar days	None	Same	Same	2 working days	14 working days/16 Calendar days	Same	None	90%

*Depends on when submitted as it relates to the meeting dates.

145. ***Recommendation*: The Development Management Department should establish performance standards as suggested in Table 21 above and ensure that they are met 90% of the time.**

VI. DIRECTORS OFFICE

A. PROFILE

The organization and staffing for the Directors Office is shown in Figure 16 and the 18 positions and functions are listed in Table 22.

Figure 16
Directors Office Organization

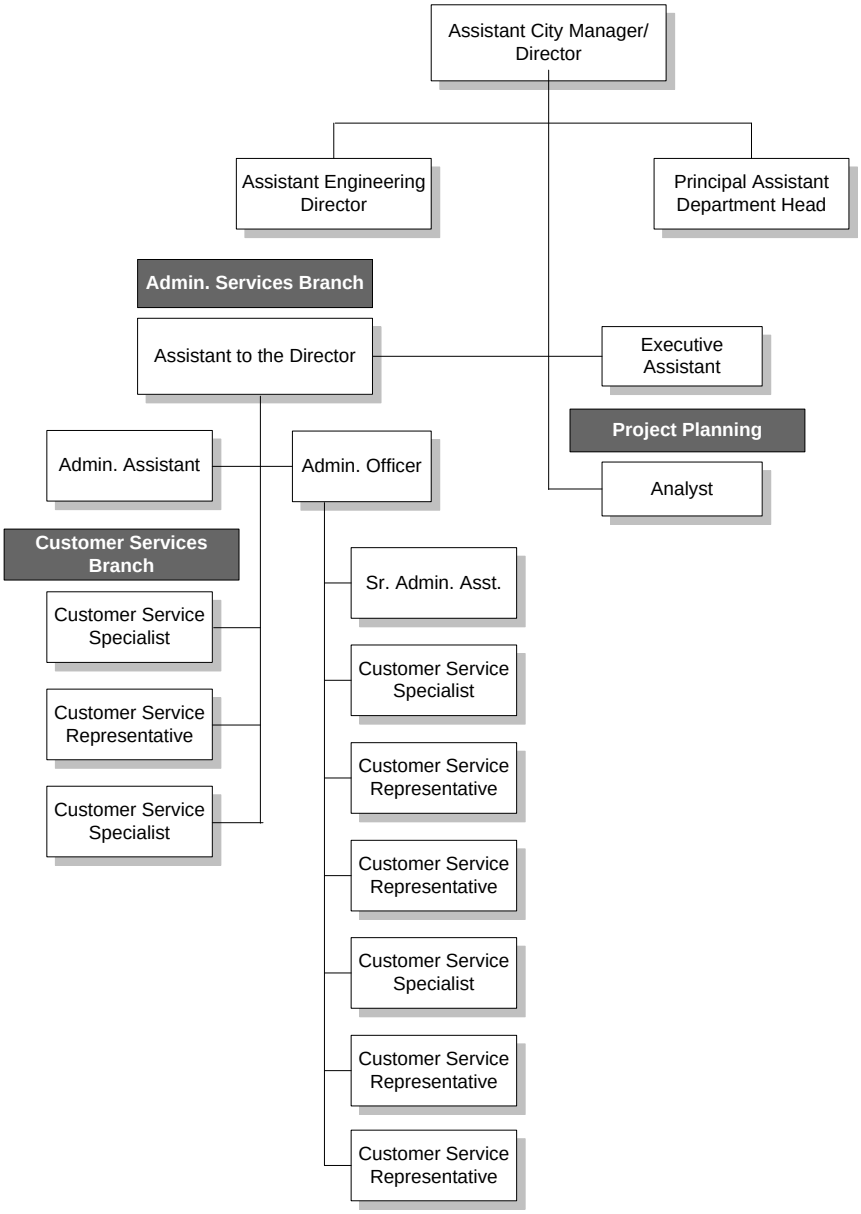


Table 22
Directors Office Staffing

Position Title	Number of Positions	Responsibilities	Reports To
Assistant City Manager/Director	1	Manages all functions in the City Planning and Development Department.	City Manager
Assistant Engineering Director	1	Manages Land Development, Plans Review, Inspections, Investigations, and Permits Divisions.	Director
Principal Assistant Department Head	1	Manages Development Management, Directors Office, Urban Development and Citywide Planning Divisions.	Director
Executive Assistant	1	Personal assistant to the Director, handles appointment's, routes or handles customer complaints, normal administrative support functions.	Director
Analyst	1	Advance KC.	Director
Assistant to the Director	1	Handles finance issues and manages other staff in the Director's Office.	Director
Adm. Assistant	1	Supports the Assistant to the Director and Principle Assistant Department Head. Handles payroll and receivables.	Assistant to the Director
Adm. Officer	1	Handles Human Resources issues, supervises files and inspection scheduling, payroll.	Assistant to the Director
Sr. Admin. Asst.	1	Handles payroll.	Adm. Officer
Customer Services Specialist	2	Cashier and 5th Floor counter.	Assistant to the Director
Customer Service Representative	1	Cashier and 5th Floor counter.	Assistant to the Director
Customer Service Representatives	2	Handles inspection scheduling.	Adm. Officer
Customer Service Specialist	1	Handles inspection scheduling.	Adm. Officer
Customer Services Specialists	1	Works with files.	Adm. Officer
Customer Service Representative	2	Works with files.	Adm. Officer
TOTAL	**18.0**		

B. CUSTOMER SERVICES BRANCH

Two Customer Service Specialists and one Custom Representatives staff the building counter on the 5th Floor. The positions report to the Assistant to the Director who has

offices on a different floor. Their workstations serve as their desk and there are no other office locations for them.

Functions include general reception functions, directing customers to other locations such as Land Development and Water, both of which have counters on the 5th Floor. They handle building and elevator permits. They answer general phone inquiries (roughly 80% of their time), set appointments for plan review, handle a computerized traffic system for people waiting for plan review, keep a sign in log for other customers, serve as the cashier function, and handle the rack for handouts. The Customer Service Specialists handle the initial input into KIVA, which starts the process, and the permit writers complete the process in KIVA when the permit is ready to be issued.

None of the three staff speak Spanish and there is no one on the floor who speaks Spanish. The City has a list of staff that can be used but it is often difficult to locate the appropriate person. This also creates difficulties for phone calls. Whenever any of these positions turnover, consideration should be given to hiring someone who speaks Spanish. As an alternative, any other turnover of positions on the 5th Floor should give extra consideration to a Spanish speaker.

146. ***Recommendation:*** **An attempt should be made to have at least one Spanish speaking staff located on the 5th Floor and readily available to the front counter.**

There is one staff assigned to handle Code questions each day but at times it is difficult to find that person. It would be useful to have a pager or other systems available to find this person. The same may be true for other staff that can be needed to answer customer issues or advise customers.

147. ***Recommendation:*** **Additional communication devices should be available for the customer services staff to locate needed staff.**

There is a need to improve this function and integrate functions on the 5th Floor as discussed elsewhere in this report. To facilitate this and closer supervision it would be useful to have these positions report to the Permits Division Manager that has an office and staff nearby on the 5th Floor. The Assistant to the Director who handles finances should retain control over the cashier function.

148. ***Recommendation:*** **The Customer Service Branch should report to the Permits Division with the Assistant to the Director retaining finance, but not administrative support over the cashier function.**

C. ECONOMIC DEVELOPMENT

Analyst Position

An Analyst position was in the City Manager's office but was moved to Planning and Development to reduce the number of staff in that office. The position reports to the Department Director and is responsible for implementation of the AdvanceKC Specific Plan. As part of this the position also coordinates with the Planning and Zoning Committee of the City Council and is also liaison with the Mayor and EDC. The function appears to be operating well, however, since Advance KC handles many city-wide issues that are not responsibility of the Planning and Development Department, it would be more appropriate to locate this function in the City Manager's office.

149. ***Recommendation:*** **The Analyst position working on AdvanceKC should be located in the City Manager's office.**

AdvanceKC

The City's economic development efforts are focused on a program called Advance KC which was adopted by the City Council in 2013. It was prepared by Market Street Services Inc. The Strategic Plan focuses on 10 categories.

- Arts and Leisure
- Business Climate ***(Feedback that the City of Kansas City's climate for business is a significant competitive drawback)***
- Connectivity and Collaboration
- Infrastructure
- Development
- Innovation and Entrepreneurship
- Mobility ***(Streetcar line)***
- Public Safety
- Talent Development and Education
- Target Sector Support
- Urban Land Use and Revitalization ***(This is a key item for the Planning and Development Department. It suggests the need to actively use the 1998 FOCUS Kansas City Plan and the 18 "geographic area plan regions" as a key guide to City planning and development official. It notes the need to update some of this***

material. It also calls to "Utilize the confirmed "geographic area plan regions" from the Update as the basis for economic development investments.")

The Strategic Plan adoption was followed by a City Council adoption of priorities and policies. Several items of interest include:

- Provide a single point of entry for development projects through the Economic Development Corporation (EDC).
- Support projects that are consistent with City Area Plans and the City's Consolidated Plan.
- Support projects that increase density in the urban core with a greater emphasis within the streetcar corridors.

The AdvanceKC indicates the importance of the Planning and Development's Citywide Planning effort. Key issues include keeping the plans up-to-date and also how well the plans are used in various economic development and infrastructure activities. This function relies on the General Fund and staffing has gradually been reduced each year from 17 positions in FY 09/10, to 13 positions in FY 10/11. It was further reduced to 12 positions in FY 12/13, then10 positions in FY 13/14, and finally 7 positions in the FY 14-15 budget.

150. ***Recommendation:*** **The City should increase staffing and funding for the Citywide Planning effort if it is to carry out the priorities in the AdvanceKC Strategic Plan.**

D. FILING FUNCTION

Four Customer Service Specialists or Customer Service Representatives work on the 14th Floor and handle files for Building, Elevators and Investigations. The overall system includes the following:

- Once plans are approved on the 5th Floor, files are sent to the file clerks for recording and filing. A bar code system is used and reference data is interred into the KIVA system;
- Files are kept on site for approximately a year. Out cards are used to keep track of files being used, however, as we experience in many places, the all staff do not consistently use the cards;
- After a year, the files are boxed and sent to a City off-site storage facility (Iron Mountain);
- Staff or customers needing a file will request it from the file function. Files on site will be located and requests made for those off site. It will normally take two days to retrieve files from Iron Mountain.

151. ***Recommendation:*** **Staff should be reminded of the importance to use out cards. This should be included in an email to all staff and Division Managers should include a discussion of this in a staff meeting.**

Most places that transition to a permit system like EnerGov have an active program to scan files and add them to the new system. This is not part of the EnerGov program and it appears that funds are not available for this function. As such, staff will need to continue to be available to access existing files. However, in preparation to the new permitting system consideration should be given to scanning new files. Also, a decision needs to be made as to how best to handle new electronic files in e-Builder. These issues should be discussed with EnerGov as the new system is established. We were not able to complete a review of Missouri law concerning the need to keep paper files in the future. Some communities and states have all electronic plans and eliminate this need.

152. ***Recommendation:*** **As part of the EnerGov installation, discussion should be held as to how to handle new files, electronic files, and the need for paper documents.**

E. HUMAN RESOURCES

The Administrative Officer handles human resource issues for the Department. The position also serves as an HR hearing officer, often for other departments to avoid any conflict of interest issues.

Many of the managers have indicated to us that the combined influence of the Union and the City's Human Resource functions make it difficult, if not impossible to discipline or terminate employees. They use this as a reason for not aggressively addressing employee and productivity issues. Additionally, they fear that if there is a termination they will lose that position.

Overall, it appears that these issues are unfounded and simply relate to the need for the managers to increase their management and human resource skills. Two terminations were pending during the course of this study. Evidently there are three or four terminations a year and only one has been overturned on appeal. Additionally there have been eight to ten discipline letters per year, roughly 12 grievances per year, and several human resource consultations each week.

We are not under contract to conduct any employee evaluations. In conducting our study, we met many outstanding staff that are doing very good work. However, in talking with staff, managers, and customers, possible problem employees are continually shared with us. These few staff negatively impact the reputation of the rest of the staff and the entire Department. In one or more Divisions or functions it appears that as much as a third of the staff is not operating at a normal acceptable

level. It is easy to see how this can impact the entire organization. Discussions with managers indicate that they are well aware of performance issues within their functions. However, they are either slow to address the issues, simply reluctant to do so, or lack the needed management and supervisor skills.

Although we could not research it in detail, we received numerous complaints about how long it takes to fill vacant positions. This should be investigated further.

153. ***Recommendation:*** **Managers within the Planning and Development Department need to take a more aggressive role in handling personnel issues. This should be monitored by the Assistant to the Director.**

154. ***Recommendation:*** **The City should explore ways to shorten the amount of time it takes to fill vacant positions.**

F. INSPECTION SCHEDULING

Three employees handle inspection scheduling and report to the Administrative Officer. Two employees come in at 6 a.m. to download the inspection line, import data into KIVA, and inspections. During the day they also handle questions and keep in touch with inspectors. One of the employees provides back up and also assists with the central files. Some of the customers suggest that improvement to inspection scheduling would be useful including accepting requests by email. Once EnerGov is fully implemented this inspection function will change and be simplified which could allow some shift in staffing.

155. ***Recommendation:*** **Consideration should be given to allowing inspection requests by email.**

As a general rule, we believe support functions should be managed and located as close as possible to the operating functions. This would mean having the inspection scheduling function report to the Inspections Division. However, given the focus of the Inspection Division, lack of clerical support, and no indication of major problems with the current system, the function should remain as is. Once EnerGov is implemented, this issue should be re-visited.

VII. INSPECTIONS

A. PROFILE

The Inspections Division of the Planning and Development Department is responsible for conducting field inspection of construction projects to confirm compliance with the City's adopted codes. Performing this responsibility typically involves responding to specific inspection requests by driving to the construction site and conducting inspections to confirm the project is being constructed in accordance with the plans previously approved by staff in the Plan Check Division. For minor projects there may not be an approved set of plans so the burden of confirming code compliance is based on the code knowledge of the inspector when compared with the inspector's observations on the site.

The Inspections Division has implemented several practices that we believe represent "Best Practices" and many of those are identified under the various Positive Points subsections of this report. Even though the Division has implemented many programs intended to enhance customer service, the various customer and employee surveys we received indicate that there are significant problems with the operation of the Division. Those concerns primarily focus on inconsistent inspector interpretations, ineffective supervision, insufficient communication with customers, and frequent conflicts with Plan Check staff. The inspection staff, and specifically the supervisors and senior inspectors, have been long-time employees of Kansas City and therefore possess significant institutional knowledge. This can be an asset in some circumstances but can also contribute to an organizational attitude that shuns innovation in favor of old tried-and-true processes. The confidential employee surveys provided by the Division reflect very poor scores for this Division.

Authority

Unlike many other states, the State of Missouri does not mandate local jurisdictions adopt and enforce a specific set of construction codes. This list of adopted codes generally represents the most current editions of the nationally recognized codes. The Building Official should be commended for adopting the current set of codes and for having minimized the number of local amendments incorporated with these Codes. Contractors and designers throughout the country frequently complain about what they perceive to be the unjustified number of local amendments that jurisdiction will incorporate into their local ordinances. This practice can make it difficult for Designers and Contractors to build in areas where adjacent jurisdictions have dramatically different code requirements. The Building Official took specific steps during the code adoption process to solicit the input of local construction industry into the adoption process.

Those Codes adopted with amendments by Kansas City include the following:

- International Building Code, 2012 Edition
- International Existing Building Code, 2012 Edition (Optional)
- International Mechanical Code, 2012 Edition
- International Energy Conservation Code, 2012 Edition
- International Fuel Gas Code, 2012 Edition
- Uniform Plumbing Code, 2012 Edition
- National Electrical Code, 2011 Edition
- International Residential Code, 2012 Edition
- International Private Sewage Disposal Code, 2012 Edition
- American National Standards Institute Standards as follows: ICC/ANSI-A117.1 Providing Accessibility and Usability for Physically Handicapped People, 2009 Edition
- ASME A17.1 Safety Code for Elevators and Escalators, 2010 Edition
- ASME A17.3 Safety Code for Existing Elevators and Escalators, 2011 Edition
- ASME A17.6 Standard for Elevator Suspension, Compensation and Governor Systems, 2010 Edition
- ASME A18.1 Safety Standard for Platform Lifts and Stairway Chair Lifts, 2011 Edition
- ANSI-A10.4 Safety Requirements for Personnel Hoists, 2007 Edition
- National Fire Protection Association Standards as follows (see IBC Chapter 35 for a complete list of adopted NFPA Standards):
- NFPA 13 Standard for the Installation of Sprinkler Systems, 2010 Edition
- NFPA 14 Standard for the Installation of Standpipe Systems, 2010 Edition
- NFPA 13R Standard for the Installation of Sprinkler Systems in Residential Occupancies Up to Four Stories in Height, 2010 Edition
- NFPA 72 National Fire Alarm Code, 2010 edition
- NFPA 110 Emergency and Standby Power Systems, 2010 edition

Organization

The Inspections Division is organized under a Division Manager with two (2) sections reporting to him. The Special Inspection Section consists of only two (2) inspectors that report directly to the Division Manager and the Construction Codes Section that consists of a group of thirteen (13) inspectors that report to a group of three (3)

supervisors. The Division Manager reports directly to the Assistant Engineering Director position that also serves as the Building Official. See Figure17 and Table 23 below.

Figure 17
Inspections Division Organization

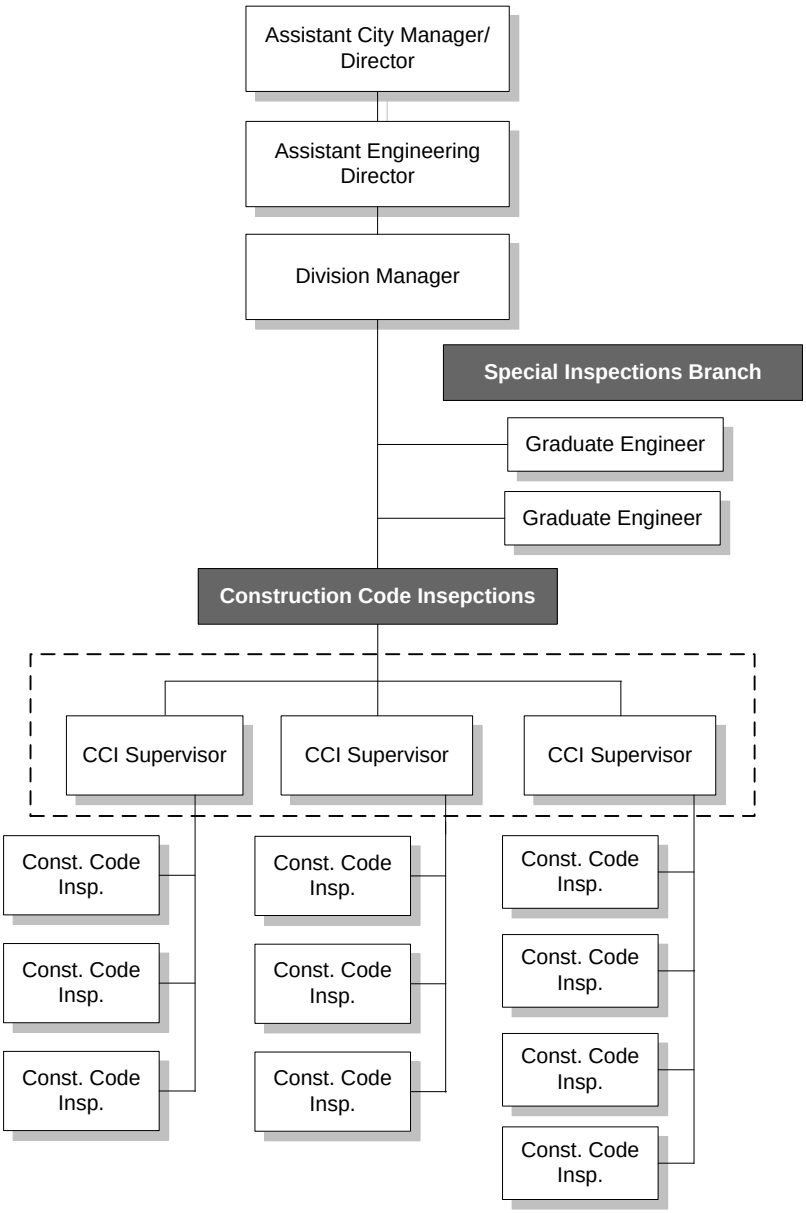


Table 23
Inspections Division Staffing

Position Title	Number of Positions	Responsibilities	Reports To
Division Manager	1	Manages Inspections Division, including Special Inspections Branch and Construction Codes Section	Building Official
CCI Supervisor	3	Provides direct supervision for Combination Inspector staff	Division Manager
Sr. Const. Code Inspector	3	Combination Inspectors that provide inspections of highly complex projects based on their superior qualifications. May act in lead role.	CCI Supervisor
Const. Code Inspector	10	Combination Inspectors perform multidiscipline inspections. Have fewer certifications than Sr CCI	CCI Supervisor
Graduate Engineer	2	Oversees and implements the Special Inspection Program.	Building Official
TOTAL	**19.0**		

B. POSITIVE FINDINGS/AREAS OF STRENGTH

- Inspections Division utilizes combination inspectors to achieve greater efficiency;
- Comprehensive set of Inspection Procedures and Guidelines available to Inspectors and customers on-line;
- The inspection request process has been identified in a flow chart available on-line;
- Provides next day inspections with am/pm preferences;
- Provides two-hour inspection window for concrete pour inspections;
- City has created a comprehensive Special Inspection program that has become the model for other jurisdictions to follow;
- The on-line system makes gas/electric utility meter connection approval data available to utility companies and customers;
- Final inspection releases are conveyed to utilities on same day or immediately if requested;
- New computer system will enhance ability of Inspectors to access permit system from the field; and
- Customers can access on-line system to determine results of requested inspections.

C. ORGANIZATION ISSUES

Interdepartmental Communication

This report frequently utilizes the term "silos" to describe a situation where employees in various sections choose to retreat to the presumed safety of their own section when an issue or problem arises. Rather than reach out to others in the organization in an effort to confront the objective issues surrounding a problem and seek ways to resolve the issue, employees instead concentrate their energies on defending the position of their group and often seek ways to place blame on others outside their group.

While it has not been uncommon for us to see some level of this behavior in other surveys we have completed, it is very rare to see this phenomenon reach the level observed in Kansas City. The specific issue relevant to the Inspections Division is the frequent practice of field inspectors identifying problems in the field that they perceive should have been resolved during the Plan Review approval process. In other jurisdictions we find this issue arises occasionally. When it does, the Inspections and Plan Review groups diligently work together to identify the root cause of the problem and they collectively resolve it in a timely manner so as minimize inconvenience to the customer. These types of situations are treated as an opportunity for learning and the message is conveyed back to all staff members in a way that seeks to avoid future occurrences of the problem and as an example of the positive benefits of utilizing teamwork to quickly resolve a customer's problem.

Unfortunately, based on numerous customer comments and employee surveys, it is apparent that the relationship between the Inspections Division and the Plan Review Division is not one of mutual support. Customers have frequently complained that members of the Inspection staff seem to dedicate significant energy to questioning items on the set of plans previously approved by the Plan Review Division. Comments from inspectors to customers indicating their lack of respect for the work performed by the Plan Review staff are apparently a frequent occurrence. Some focus group customers indicated that some inspectors say that they don't look at the plans.

Customers state that they feel they are being pulled into the middle of a battle of egos between the Inspection staff and the Plan Review staff. Ultimately, the customer suffers through delayed inspections and additional costs. The two groups must be held accountable to resolve this problem immediately. The City had generated a comprehensive set of procedures specifically modeled to address this type of situation but it is clear that the Managers and Supervisors are not holding their employees accountable to follow the procedure, and instead allow staff to tarnish the City's reputation and force customers to endure the impact of this bickering.

156. ***Recommendation*: The Building Official should demand that the Managers and Supervisors of the Inspections and Plan Review Divisions require their staff to follow the previously approved procedure for resolving plan discrepancies identified during field inspections.**

One of the other contributing factors to the lack of positive communications between the Inspections and Plan Review Division is the fact that they are not located in the same areas of City Hall. With the Inspections Division on the 14th Floor and the Plan Review Division on the 5th Floor there is little opportunity for employees from the two Divisions to have frequent communications. We strongly encourage jurisdictions to explore methods for bring these two groups into close physical proximity. If that is not possible, then the Managers and Supervisors must create opportunities for these two groups to interact in an environment that promotes positive communication.

157. ***Recommendation*: The Building Official should investigate methods for collocating the Inspections and Plan Review Divisions in order to promote better communication. In lieu of collocation, the Managers should create opportunities to bring the groups together such as scheduling periodic joint training sessions.**

Customers also report that the confusion about which Division has authority to make a decision between the Inspections Division and the Land Development Division. The subject area most frequently cited as a source of conflict is the review and inspection of flood control that may be on either public or private property such as on-site storm water retention basins for small projects that are occasionally required to comply with National Pollutant Discharge Elimination System (NPDES) standards. The Division managers should work together to establish a clear policy regarding jurisdictional authority for these and other related interface issues and the groups should be encouraged to quickly work through areas of conflict when they arise.

158. ***Recommendation*: The Building Official should direct the Managers of the Inspections and Land Development Divisions to jointly develop a clear description of areas of responsibility for flood control projects that include both private and public ownership. Potential conflicts should be identified and resolved in the initial stages of a projects review.**

Several employee surveys indicated an apparent conflict between the Inspections Division and the Investigations Division regarding the process of investigating and resolving complaints of construction work being performed without appropriate permits. The general opinion of many of the Building Inspectors is that the Investigations Inspectors are not being sufficiently aggressive in investigating these types of complaints. The Division Managers should investigate the nature of this conflict and, if appropriate, initiate procedure changes that will resolve the conflict.

This may involve a shifting of some responsibilities between the two groups in order to focus more resources on identified needs.

159. ***Recommendation:*** **The Division Managers for Inspections and Investigations should develop revisions to the "building without permits investigation process" to improve the responsiveness of the program.**

The City of Kansas City has developed a comprehensive and well respected Special Inspections Program to ensure that those special components of the construction process are receiving appropriate attention. The inspection of these components is provided by qualified third-party inspectors who must be present during the entire time that the component is being placed. The Special Inspection Staff perform the tasks of approving these agencies and inspectors and perform site visits to audit their performance.

The process of approving the agency and individual inspectors who will be assigned to a specific project requires a certain amount of lead-time prior to the commencement of construction. Staff should make a special effort to ensure that Special Inspections is notified of projects that may need special inspections at initial log in and when express reviews include structural modifications that may require special inspection. A concern expressed by this group is that they are sometimes notified late in the plan review process regarding what, if any, special inspection requirements have been placed on the project and therefore have very limited time to complete their review and approval process.

160. ***Recommendation:*** **Plan Review staff should notify Special Inspections staff of a project's need for special inspection as early as possible in the plan review process.**

Field Computers

When the current permit software (KIVA) was installed, inspectors were provided with laptop computers designed to allow them to access the permit system while in the field. The computers were also intended to be used for entering correction notices directly into the system and also providing a hard copy to the builder utilizing small printers that were available in their City vehicles. In reality, due to bandwidth limitations on the communications cards and issues with KIVA, these field computers could not reliably interface with the permit system while in the field. The limitation was system based because of the lack of reliability of the in-field connections back to the office (bandwidth). The field computers are currently not being used as intended due to these limitations. For example, inspectors assigned to the Special Inspection Program currently communicate observed deficiencies verbally to the on-site contractor and then they return to the office and attempt to restate their concerns in a

follow-up e-mail to the contractor. This information is not in a form that can be readily incorporated into the KIVA system.

It is our understanding that the implementation of the new permit System (EnerGov) will include a robust interface with the new field computers and printers that are to be purchased as part of the implementation. We believe that providing inspectors with access to the permit system while in the field and the ability to enter correction notices and provide print copies to customers in the field should be an essential component of the new EnerGov implementation program. There should be a policy that mandates all correction notices be written and delivered while on site.

161. ***Recommendation*: Special attention should be given to insuring that implementation of the new EnerGov system will accommodate the use of field computers that allow full access to the permit system and allow correction notices to be written and printed in the field.**

Inspection Management and Supervision

Employee surveys reflect a general dissatisfaction with the performance of the supervisors in the Inspections Divisions. Many employees felt that the supervisors had been promoted to their positions solely based on having achieved certification in a specified number of inspection disciplines and that little or no consideration was given to whether these individuals possessed the skills necessary to lead an inspection group. Lack of strong communication skills was cited by many inspectors, along with a general sense that the supervisors were using very little energy in performing their supervisory responsibilities. Some employees stated that they felt that their supervisors spent much of their time focusing on personal activities rather than supervision and other activities intended to support their subordinates.

Several contractors present at the Focus Group meetings expressed frustration with the Inspections Supervisors practice of reassigning an Inspector from one area to another in the middle of a project. The Contractors complained that this practice created significant confusion and inconsistencies as the job progressed. While it would be ideal if all inspectors performed their jobs in a uniform and consistent manner, with the City's lack of a formal audit program and weekly training sessions, it is conceivable that a newly assigned Inspector might impose different requirements on a job.

We are also aware that sometimes Inspectors are rotated out of areas in an effort to ensure that Inspectors have an opportunity to work in both highly desirable areas as well as those less desirable. We understand the need to periodically rotate inspection areas, but would recommend that switching Inspectors in the middle of a job be avoided when possible.

162. ***Recommendation:*** **The Inspections Supervisors should take steps to avoid reassigning Inspectors in the middle of a project.**

The Kansas City uses a very unique approach to supervision of their inspectors. Unlike a traditional approach that assigns a number of employees (generally 7 to 10) to report directly to a designated supervisor, the City has chosen to take a team approach to supervision. While in theory the individual inspectors report to a specific supervisor, the employee surveys state unequivocally that the actual practice entails all thirteen (13) inspectors reporting to a group of three (3) supervisors. The prior manager decided to designate one of the three to be the available supervisor for all of the inspectors for the day. It is not clear what assignments the other two supervisors perform during that day but it is worth noting that one of the supervisors has consistently refused to actually go into the field to investigate and assist inspectors while they are in the field.

First, we believe that a reasonable span of control for supervisors of field inspectors is seven (7) to ten (10) inspectors. This would suggest that the existing number of inspectors could be adequately supervised by two of the three existing supervisors.

163. ***Recommendation*****: The number of Inspection Supervisors should be reduced to two with the third Inspection Supervisor re-assigned to other functions.**

In our opinion, the concept of utilizing a team approach to providing supervision seriously dilutes the accountability of the individual supervisors, which can further erode accountability at the individual inspector level. While we encourage supervisors to not only include the employee's comments but also include the practice of soliciting comments from others that work directly with the employee as part of preparing an employees' performance evaluation, it is critical that the individual employee have a clear understanding of who they report to directly. Receiving direction from multiple supervisors creates confusion. Just as it is appropriate to have a set of clear performance standards for the Inspectors, a set of performance standards should be created for the Inspection Supervisor positions and the Division Manager should periodically audit the work of the Supervisors to confirm adherence with these performance standards.

164. ***Recommendation*****: The Building Official and Inspections Division Manager should work with the Inspection Supervisors to develop a set of performance standards for the Inspection Supervisors.**

165. ***Recommendation*: The Inspections Division Manager should conduct quarterly audits of the work performed by the Inspection Supervisors utilizing the established performance standards.**

The concept of allowing an individual inspection supervisor to opt-out of the responsibility to observe actual construction in the field is contrary to the basic principles of being a field supervisor. To implement the field audit program recommended elsewhere in this report it is essential that the supervisor physically visit the construction sites that have been inspected by his employees. If the work currently being performed by this supervisor is determined to be essential to the operation of the Division then the position should be reclassified to reflect the actual required duties and the requirement to perform fieldwork should be eliminated from the description.

Performance Standards

This section has undergone significant staffing reductions in the past few years as a direct response to the dramatic decrease in construction activity the area experienced as a result of the recession that began in 2007. Staffing has generally been adjusted in a manner intended to maintain the City established performance standards. The City's performance standards for inspections are summarized in the Table 24 below.

Table 24
Inspection Performance Standards

Service	Performance Standard
Routine Inspections	Same day if called in before 6:00 am, otherwise next day
Special Concrete Pours: commercial or residential footing inspections, residential foundation walls, garage slabs, basement slabs or masonry fireplace throat inspections	Within 2-hour window of request
Contact applicant prior to inspection	Telephone call within 30 minutes of anticipated arrival
Monitor Special Inspection Program	Conduct 40 site visits per month

These performance standards are consistent with nationally recognized best practices and should continue to be used as a component in determining future staffing levels.

166. ***Recommendation*: The Building Official (Assistant Engineering Director) should continue to ensure that inspections can be provided within 24 hours of request or sooner and use that criteria in determining appropriate inspector staffing levels.**

While we strongly support establishing performance standards that include insuring that all inspection requests are completed with 24 hours of request, it is also important to acknowledge that the quality of inspections may suffer if this is the only performance criteria being measured by the Manager and Supervisors within the Division. Not only has the number of inspections assigned to each inspector per day increased, but the Division has eliminated any on-going inspector training program and there is also no formalized auditing program in place. Each of these issues has a direct impact on the quality of inspections being performed. These subjects are further discussed in separate sections of this report.

Staffing/Activity Levels

We believe that a variety of activities should be measured in order to evaluate appropriate staffing levels. For the Inspections Division the most appropriate workload indicator is the ability to provide quality inspections within 24 hours of a request. Generally we find that a range of between 10 and 14 inspections per day per inspector provides sufficient time for the inspectors to perform a quality inspection.

There are factors that can influence this range either up or down. These factors can include excessive travel time, complexity of projects to be inspected and the method used to count the inspections. In the case of Kansas City we do not believe the travel times are excessive and the overall mix of project types is not considerably different than other jurisdictions. However, the method used by Kansas City to count the number of inspections does need to be considered.

Many jurisdictions simply count the number of stops (construction address) assigned to an inspector, while Kansas City counts the number of inspections performed including when multiple inspections are performed at a single location. For example a framing inspection request can result in counting four (4) inspections for that single stop (Ex: framing, rough electrical, rough plumbing and rough mechanical inspection). While there is nothing inherently wrong with this approach, and in fact it highlights the benefit of having a combination inspector program by allowing single inspector to perform all of the required inspections on the site, the counting method needs to be factored into the overall target number.

A review of monthly inspection data provided to us indicated a range of between 10.5 and 16.7 average inspections per day per inspector. This range reflects the type of seasonal variances one should expect given the climate of Kansas City. The average number of assigned peer inspector per day during this 19-month period was 13.9.

While this number falls near the upper range of our recommended number of inspections per day per inspector, it appears to be a reasonable number given the method used to count inspections. However, our range only applies when other aspects of the inspection program are being adequately addressed.

As stated elsewhere in this report, based on feedback from customers and other employees, the quality of the inspections being performed has been questionable. We have provided recommendations for improving the quality of inspections through recertification and weekly training sessions. The time to accomplish these additional activities will impact the Inspectors ability to complete their daily assigned inspections. The Inspections Division Manager should closely monitor the ability of the Inspection staff to meet the performance goal of providing next day inspections after the weekly training program has been established. If the performance standard cannot be met then Division Manager should request additional inspection staff either through hiring full-time employees or by augmenting staff with temporary contract employees during periods of high workload demand.

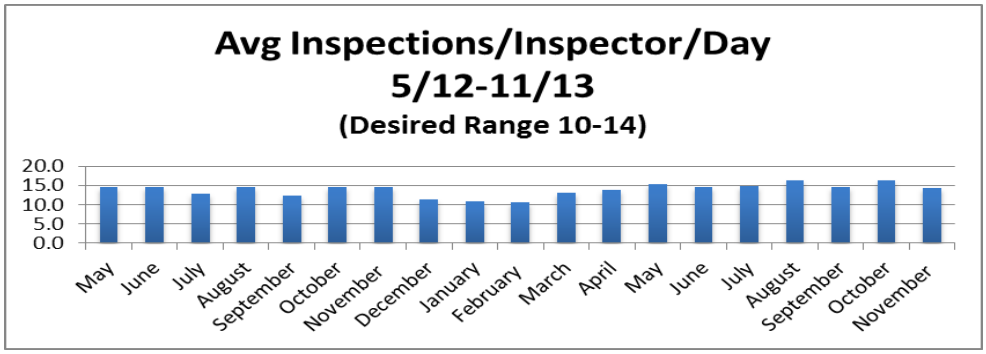
167. ***Recommendation*: The Inspections Division Manager should closely monitor the inspection workload to determine if current performance standards can continue to be met once weekly training programs are implemented.**

168. ***Recommendation*: The Inspections Division Manager should request that the new EnerGov system include a feature that estimates the time required to perform typical inspections so that workload can be more accurately measured and assignments fairly distributed.**

169. ***Recommendation*: If the Inspections Division Manager determines that performance standards can no longer be met he should request additional staffing. Depending on anticipated future workload, this additional staffing could be full-time staff or temporary contract staff.**

Figure 18 below helps illustrate the variation in average number of inspections assigned per inspector per day.

Figure 18
Inspection Workload



Staff Qualifications

The City is to be commended for choosing to utilize a combination inspection approach to providing field inspections. This approach has proven to provide a very efficient system for providing inspections on projects that require multiple disciplines (example; framing, electrical, plumbing and mechanical inspections). By dispatching a single inspector that is qualified to perform all of these inspections the City saves considerable resources when compared to a system that would require multiple specialty inspectors to be sent to the same site. While some jurisdictions have utilized the combo inspector approach only for residential construction, Kansas City has expanded that program to include both residential and commercial construction projects. However, to be truly effective, it is essential that the inspectors have the skills and knowledge to perform the full range of inspections that may be required on any job.

A review of the job descriptions for the various inspection positions within the Division would suggest that the staff is highly qualified to perform all the types of assigned inspections. On the other hand, staff comments provided during interviews and in confidential written survey responses, as well as customer comments expressed during the focus group discussions and in written customer surveys, suggest that there is a wide variation in the actual skills and knowledge among the inspection ranks.

Our experience has shown that when inconsistencies arise among interpretations provided by field inspectors there are typically three potential causes. These causes include 1) lack of education and experience upon initial hiring, 2) lack of an on-going training program and 3) the absence of a comprehensive inspector audit program. The subjects of training and an audit program are covered elsewhere in this report. The question of minimum qualifications for the position would appear to have been addressed by ensuring that all inspectors meet the certification requirements for their position. Interviews with staff suggest that the City has been very conscientious about

ensuring that newly hired inspectors meet the certification requirements within the specified timeframes described in the job description. In fact, some employees have been separated from the City because they failed to obtain the necessary certifications within the required timeframe.

The practice of requiring inspectors to demonstrate minimum knowledge of the codes by obtaining certifications in appropriate disciplines is a very common practice throughout the country. Where Kansas City deviates from this standard practice is that other jurisdictions not only require their inspectors to obtain the required certifications but they must also maintain those certifications during the duration of their employment with the jurisdiction. The most widely recognized source of inspector certifications is through the International Code Council (ICC). This organization requires that certifications be renewed every three years and that inspectors demonstrate that they have participated in approved training to obtain continuing education credits.

The purpose of requiring certifications to be renewed every three years is based on the fact that new editions of the codes are published every three years. The recertification process in intended to confirm that certified inspectors are well versed in the new code requirements. While Kansas City requires staff to have obtained the appropriate certifications, they have declined to require inspectors to maintain those certifications. ICC will not issue a certificate based on an individual passing an outdated code. The City should require all inspectors to be certified under the current set of adopted codes. Those inspectors that allowed their certifications to lapse will need to take a new exam based on the current editions of the codes.

Many of the employees currently performing inspections for the Division have been long-time employees of the City and their certification were obtained utilizing code requirements that have long-since been superseded by more current versions of the codes. It is recognized that there is a cost to be absorbed when maintaining multiple certifications, however, we believe requiring staff to maintain their certifications is an important step in ensuring staff has the knowledge necessary to provide uniform and consistent inspections for their customers in the field. We further believe that the City should annually budget an amount necessary to reimburse staff for the costs associated with maintaining their required certifications.

170. ***Recommendation*: The Building Official should institute a requirement for inspectors to maintain their required certifications in an active status.**

171. ***Recommendation*: The Building Official should work with the Director to ensure the annual Department Budget includes funds to**

reimburse staff for costs associated with maintaining their required certifications.

As mentioned previously in this report, both customers and other staff members have indicated there is a serious lack of consistency between inspector interpretations. Customers report that some inspectors fail to enter inspection results into the system until the very end of the project while others will begin enforcing new code requirements in the middle of a project or attempt to impose requirements that are not supported by the adopted codes. Customers also complain that some inspectors will wait until very late in the construction process to identify a significant problem that, according to the customer, should have been communicated earlier in the process when the cost of correction would have been much lower.

There were also numerous comments suggesting that the Inspectors don't even look at the approved plans as part of their inspection. Given the level of structural complexity incorporated into both commercial and residential projects, it is critical that the structural components be closely reviewed for compliance with the approved plans. We find that when these types of issues arise it is typically an indication of the quality of supervision being provided within the Division. In jurisdictions where this has not been a serious issue we have observed that the Inspectors have a good understanding of their supervisor's expectations and they regularly receive constructive feedback.

Based on our interviews and confidential survey results, it is apparent that there are significant communication issues within the Inspections Division. Inspectors do not seem to have a clear understanding of what is expected of them. The need to provide consistency and uniformity among the inspection ranks does not seem to be a high priority to the supervisors within the Division.

We support the creation of written performance standards and the establishment of a formal audit program that measures employee performance against these standards. We also believe that the results of the audit should be incorporated into the employee's periodic performance evaluations. Such an audit program should consist of a periodic ride-along program whereby the assigned Inspection Supervisor accompanies the inspector during a day of inspection activity and confirms performance against a standardized checklist of established performance standards. Deficiencies should be immediately identified and also noted as performance goals in future performance evaluations. The audit program should also include independent visits by the Inspection Supervisor to job sites to solicit feedback from construction site supervisors regarding the performance of the assigned inspector. The Inspection Supervisor should also confirm that all required entries to KIVA have beern completed.

Due to an inherent reluctance by contractors to complain about an inspector while their project is still being inspected, the audit program should also include a

component to mail a customer satisfaction survey form to contractors and homeowners after the project has received final inspection. This approach will not only provide the Inspections Division Manager and Inspection Supervisors an opportunity to gather more reliable feedback regarding the performance of the inspector, but also can provide an opportunity for the permittee to provide valuable feedback and suggestions regarding the entire permitting process.

172. ***Recommendation*: The Inspections Division Manager should work with the Inspection Supervisors and inspection staff to establish a set of performance standards for evaluating inspector performance in the field.**

173. ***Recommendation*: The Inspections Division Manager should establish a comprehensive inspection auditing program that includes ride-alongs, independent site visits by the Inspection Supervisors and a post-final inspection customer satisfaction survey.**

174. ***Recommendation*: The Building Official and Senior Inspectors should review all reports gathered during field audits and confirm that appropriate information from those reports is incorporated into employee performance evaluations as future performance goals.**

Stop Work Orders (Red Tags)

In most jurisdictions throughout the country the construction inspectors are authorized to issue Stop Work Orders (Red Tags) when they observe construction work that has proceeded without appropriate permits and inspections. In Kansas City, however, only members of the Investigations Division are authorized to issue these red tags, apparently because a policy decision has been made that all such postings will also require the issuance of a citation to municipal court. We question the need for such a cumbersome process. The City already utilizes a process to recover the investigation costs for such work (penalty fee equal to triple the permit fee) when the permit is issued and any fines established as part of the citation process are typically retained by the court system. If there is a concern about construction inspectors issuing red tags inappropriately, then a procedure could be created to ensure that the proposed action is reviewed and approved by the direct supervisor prior to issuing the notice. Under this scenario only when the individual ignores the red tag would there be a need to initiate formal court action.

There may still be situations that need to be investigated by staff from the Investigations Division, but their issuance of a red tag need not necessarily require issuance of a citation. This appears to be a more reasonable utilization of City resources and may also help reduce the workload of the court.

175. ***Recommendation*: The Inspections Division Manager and the Investigations Division Manager should work together to develop a process that authorizes Inspectors to issue stop work orders (red tags) and the practice of mandating court citations for all stop work orders should be eliminated.**

Training

Unlike many other municipal services, the building, fire and other related codes adopted by the local jurisdiction change frequently, which requires the Building Official to apply constant vigilance to ensure that the most current adopted code provisions are being properly enforced. A common theme contained in the customer Kansas City surveys and comments provided during focus group meetings was the lack of consistency among inspectors regarding code interpretations. Customers cited many occasions when their project was seriously delayed at considerable cost because an inspector misinterpreted the intent of the code.

Our experience has shown that these code interpretation inconsistencies generally arise when the jurisdiction has not devoted adequate training resources to ensure that all staff is enforcing the codes in a uniform and consistent manner. One of the methods to obtain the needed training on both existing and new codes is through attendance at outside training classes. Technical code classes are made available locally by such organizations as International Code Council (ICC), National Fire Protection Association (NFPA), and the International Association of Plumbing and Mechanical Officials (IAPMO) as well as the Metro Kansas City Chapter of ICC. Kansas City has established minimum certification requirements for the Building Official, Building Inspectors and Plans Examiners. These requirements have been incorporated into the Job Descriptions for these positions in the Building Division. As stated elsewhere in this report, we believe it is important to not only obtain the certifications but also maintain those certifications through periodic renewals. Maintaining certifications generally requires obtaining a prescribed number of Continuing Education Units (CEUs) every few years. If budget is not available for travel, many of these classes are available on-line from these same organizations. It is appropriate that the City continue to pay for attendance at outside training classes.

176. ***Recommendation*: The City should continue to financially support attendance at local and State code training classes for all members of the inspection staff.**

When the City does authorize select people to attend off-site training opportunities, the participating individuals are typically not expected to share the materials and insights they obtained from the training with the other employees of the inspection group. Requiring attendees to share information collected during these off-site

training classes will not only stretch the available training budget but also serve as an incentive to the attending employee to focus on those aspects of the training class that will be of greatest benefit to the rest of the inspection staff. Experience has also shown that individuals who excel at sharing this type of information also tend to be good candidates for future leadership positions.

177. ***Recommendation*: The Manager of the Inspection Division should insist that all inspectors who are granted opportunities to attend off-site training programs be required to share that information with the inspection staff upon their return.**

Frequently jurisdictions reduce training budgets either due to budget constraints or the need for staff to be fully engaged in their primary activities. We believe that on-going training is essential to establishing and maintaining a high level of customer service. This training should be available to all levels of the organization and should represent at least 2% of the personnel budget. In addition, employees should continually receive in-house training and mentoring from supervisors and other designated trainers. We typically suggest that 5% of staff's time be devoted to training. A recommendation on this subject is contained in the general overview section near the beginning of the report.

The Inspection Division does not conduct weekly meetings specifically dedicated to provide technical training for their inspectors. These groups may meet periodically and have informal discussions that may include some technical code discussions, but the process is not well documented for both the subject and who attended. We believe that conducting weekly training sessions provides an opportunity for staff to share their experiences gained while conducting field inspections. This sharing process contributes to more consistent interpretations among the staff. Weekly training sessions are particularly important when a new set of codes is adopted every three years. Tracking these training sessions gives supervisors the opportunity to confirm that all appropriate subjects are being covered during training and helps ensure that all staff has had access to the training. In addition, a specific training program for new employees is essential to establish not only a basic understanding of the technical code requirements enforced by the City, but also as a means of determining if new employees are familiar with the policies and procedures unique to the jurisdiction.

178. ***Recommendation*: The Inspections Division Manager should ensure that all inspection staff participates in some form of a weekly training session that is recorded for both subject matter and attendance. Opportunities to lead the classes should be given to all staff as a means of encouraging the development of technical expertise and identifying staff for potential future promotional opportunities.**

One of the goals of training is to achieve consistent interpretations of the various codes adopted by the jurisdiction. Consistency of interpretations within the Kansas City is the primary goal, but benefits can also be gained by understanding how other jurisdictions in the area are interpreting the same code language. One of the forums from which to gain this information are the regular meetings of the Kansas City Metro International Code Council (ICC) Chapter. Staff reports that members of the Plan Review Section have been authorized to attend these meetings in the past but the staff from the Inspections Division has not attended. We believe it is worthwhile to also have appropriate staff from the Inspections Division participate in outside professional associations in order to broaden their perspective regarding trends impacting their profession. Information obtained from these Chapter meetings should also be shared with the in-house inspection staff.

179. ***Recommendation:*** **The Building Official should designate a staff person from the Inspections Division to attend the regular meetings of the Kansas City Metro ICC Chapter and report their activities back to the members of the Inspections Division.**

In addition to the technical training needed to ensure continued competency within the individual discipline, there is also a continuing need for additional basic supervisory training for managers and supervisors. Employee surveys indicate there are major communication issues with supervisors and managers. As summarized in the Employee Surveys section of this report, there is a strong feeling among inspection staff that the supervisors in the section are doing a poor job in communicating with the inspectors on a wide variety of issues that affect their ability to do their job. On-going training for supervisors and managers will help identify these issues and provide recommended solutions. Managers and supervisors should be encouraged to take advantage of in-house training opportunities when they are offered and to seek outside training as appropriate.

180. ***Recommendation*****: Building Official should strongly encourage full participation by all of his Managers and Supervisors in either an in-house Manager/Supervisor Training Program or similar off-site training opportunities.**

Vehicles

Inspection staff has reported that the overall condition of the vehicles they use to perform inspections is very poor and subject to frequent breakdowns. Staff reports

that most of their vehicles are over 10 years old. The situation is further impacted by the lack of available replacement vehicles. This has resulted in occasions when inspectors could not perform their field responsibilities due to lack of available transportation. It has also been reported that the turnaround times for vehicle repairs seems excessive. While this may be attributable to a succession of budgetary cutbacks in fleet maintenance group, alternative solutions should be considered. For example, it is well established that vehicles are prone to more frequent and costly repairs as they get both older and accrue more mileage, however, there does not appear to be a program in place to try and balance the mileage of the vehicles based on actual usage.

Some vehicles of the same model year have accrued mileage totals that are dramatically different. A normal solution to such a discrepancy would be to rotate the vehicles periodically between staff based on the normal amount of mileage they would accrue based on their specific assignments. An example might be to periodically rotate the vehicles between the high mileage building inspection group and the relatively low mileage elevator inspection group. While this should normally be a fairly easy task to perform, it is complicated by the fact that Kansas City has a policy that allows individuals to smoke in their City vehicle. Assigning a non-smoker to a vehicle previously assigned to a smoker would justifiably create some anxiety for the non-smoker. It is therefore suggested that the City reevaluate its current policy of allowing staff to smoke in City vehicles. The City should consider establishing a new policy that forbids smoking in City vehicles and that the policy be implemented on an incremental basis as new vehicles are added to the fleet.

181. ***Recommendation*: The Inspections Division Manager should work with other managers to implement a program to routinely reassign vehicles in order to more evenly balance mileage across the fleet as a means of reducing maintenance costs.**

Other alternatives that should also be considered would be to reimburse staff for the use of their private vehicles when they are being used for City business or establishing a contract with a private vendor to provide additional vehicle maintenance when repair turnaround times become excessive. While each of these alternatives have significant legal liability and/or potential issues with labor agreements, they deserve some consideration if the alternative is having construction projects delayed due to the potential inability of an inspector to physically appear on the site.

182. ***Recommendation*: The Inspections Division Manager should work with other managers to investigate the use of private contractors for routine fleet maintenance and determine if the City can reimburse Inspectors for use of their personal vehicles to perform inspections.**

VIII. INVESTIGATIONS

A. PROFILE

Overview

The Investigations division is charged with safeguarding public welfare and safety through the enforcement of various regulations contained in the City's Building Code, Zoning and Development Code, Parking Station, Floodplain, Mobile Home, and Fences and Wall Codes and Ordinances. The Division has three general areas of code enforcement responsibility:

- Permit Compliance
- Development Compliance
- Elevator Inspections

The Permit Compliance Branch conducts investigations and inspections concerning sign and demolition complaints, permit compliance (e.g., work without a valid building permit), building code violations, fence and wall violations, travel trailer violations and certificate of occupancy violations. This function also monitors erosion and sediment control on permitted construction projects, conducts contractor licensing violation investigations, conducts periodic inspections on underground spaces (e.g., annual air quality reports and 5-year engineer reports), and communication towers (e.g., 5-year engineer reports) and inspects, investigates, issue licenses and license renewals of all parking stations in the Central Business District. This function also administers the Outdoor Advertising Signs (e.g., registers, inspects & monitors every billboard in the City for compliance).

The Development Compliance Branch investigates floodplain violations, processes Certificates of Legal Nonconformance (CLN's) applications, conducts zoning violation investigations, inspects, investigates, issue licenses and license renewals of all parking stations outside of the Central Business District and monitors and ensures compliance on temporary Certificate of Occupancy that are issued.

The Elevator Inspections Branch handles the billing, collection of fees and periodic inspections and compliance investigations of elevator equipment. In addition, the Division manager serves on the State of Missouri Elevator Safety Board.

The Investigations Division is housed on the 14th Floor of City Hall.

Authority

The Investigations Division derives their authority from various local regulations contained in the City of Kansas City Missouri Code of Ordinances, such as the newly adopted Zoning and Development Code and numerous other development-related ordinances, including numerous provisions contained in Chapters, 1, 18, 27, 28, 52, 88, etc., of the City Code of Ordinances. In addition, authority is also taken from federal law, as well as a Missouri State law, (Missouri Revised Statutes), the City Charter and the City of Kansas City's home rule authority.

Staffing

Currently, staffing for the Division consists of 18 FTE's including a Division Manager, three CCI Supervisors, one Senior Construction Code Inspector and 13 Construction Code Inspectors as shown in Figure 19 below. There was one vacant Construction Code Inspector in the Development Compliance Branch, however the position was eliminated during the budget process. Table 25 below summarizes the positions and corresponding job descriptions for the Division.

Figure 19
Existing Investigations Division Organizational Structure

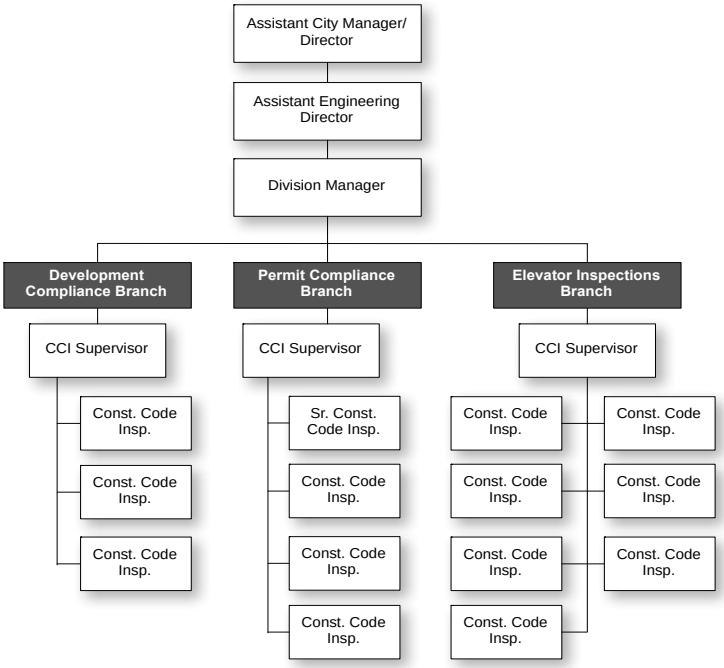


Table 25
Investigations Division Staffing

Position Title	Number of Positions	Responsibilities	Reports To
Division Manager	1	Highly responsible administrative and/or technical and professional work of the highest level in directing economic and social development programs. Work involves responsibility for the administration, coordination, and supervision of a major division of social or economic development, or highly specialized professional work in economic or social development. Work primarily involves responsibility for carrying through to completion projects of a community-wide or regional nature.	Assistant City Manager/Director
CCI Supervisor	3	Supervisory and highly skilled inspectional work in the enforcement of municipal codes and zoning and demolition ordinances governing building and sign construction, alteration, demolition and repair. Involves responsibility for planning, organizing and supervising a citywide building, sign and trade related inspectional program.	Division Manager
Senior Construction Code Inspector	1	A multidiscipline construction code enforcement officer responsible for the enforcement of building codes, zoning ordinances and other applicable ordinances. Entails a great degree of difficulty in applying the highly technical provisions found in building codes and associated standards, as well as zoning ordinances and other applicable ordinances.	CCI Supervisor
Construction Code Inspector	14	Semi-professional work in the field of inspecting construction for the adherence to established codes. Multidiscipline code enforcement officer responsible for the enforcement of building, zoning, and other applicable ordinances.	Code Compliance Inspector (CCI) Supervisor
TOTAL	**19**		

Investigations Division Activity

The activity levels for the five (5) Years are shown in Table 26.

Table 26
Investigations 5-year Activity Levels

Investigations Division	2009	2010	2011	2012	2013	5-yr Average
Development Compliance Branch						
Development Code Complaints Received	778	997	883	517	541	743
Inspections Conducted	2047	2155	1800	1233	1373	1722
Development Code Cases Closed	782	929	1001	517	531	752
TOTAL	**3607**	**4081**	**3684**	**2267**	**2445**	**3217**
% Change	**-**	**13%**	**-10%**	**-39%**	**8%**	**-**
Permit Compliance Branch						
Permit Complaints Received	1511	1203	945	1103	692	1091
Permit Complaints Closed	982	1120	1066	1042	716	985
Inspections Conducted	3971	3654	2949	3736	2876	3437
TOTAL	**6464**	**5977**	**4960**	**5881**	**4284**	**5393**
% Change	**-**	**-8%**	**17%**	**19%**	**-27%**	**-**
Elevator Inspections Branch						
Inspections	**4329**	**4548**	**4436**	**4766**	**4712**	**4558**
% Change	**-**	**5%**	**-3%**	**7%**	**-1%**	-
DIVISION GRAND TOTAL	**14400**	**14606**	**13080**	**12914**	**11441**	**13228**
% Change	**-**	**1%**	**-10%**	**-1%**	**-11%**	**-**

As the above table shows, activity levels in the Development and Permit Compliance Branches fluctuated fairly significantly over the five-year period. From 2009 to 2010 activity levels increased by 13% in the Development Compliance (DC) Branch, but decreased by 8% in the Permit Compliance (PC) Branch. In 2011 and 2012, activity levels decreased significantly in the DC Branch, but increased considerably in the PC Branch. In 2013, activity in the DC Branch rose, while activity in the PC Branch declined by nearly 30%.

Management Staff indicated that the reasons for the significant decreases in Development Compliance activity from 2011 to 2012, and the decline in Permit Compliance Activity from 2012 to 2013 were not clearly understood. Activity declines in the Permit Compliance Branch may be the result of the downturn in building permit activity.

Activity levels for the Elevator Inspections (EI) Branch didn't fluctuate as significantly as the other Branches. From 2009 to 2010, EI activities increased by 5%

then decreased by 3% the following year. In 2012, activity levels rose by 7%, and then decreased by 1% the following year.

Activity levels for the Division as a whole increased slightly from 2009 to 2010, and then moderately decreased the following three years.

B. POSITIVE FINDINGS

The following are positive findings for the Investigations Division:

- The majority of the staff have been working in the Division well over five years, so they are experienced and have a working knowledge of both Division and City operations;
- All of the staff in the Division are certified through the International Construction Code (ICC Certification), except for two which are in the process of getting certified, and the Elevator Inspections Staff maintain an additional level of certification as Qualified Elevator Inspectors (QEI) through the state;
- The Division has established internal performance measures for complaint response rates, weekly inspection activity, same day inspection requests, etc., that are tracked and monitored, which is a Best Practice; and
- The Division has established basic operating procedures to guide staff in carrying out work activities, which is good.

C. ORGANIZATION ISSUES

Annual Work Plan

The Division does not currently prepare an Annual Work Plan that outlines key initiatives and projects (e.g., such as new compliance strategies, special projects, etc.) to be undertaken by priority, identifies the staff responsible for carrying them out and the labor requirements to complete initiatives.

183. ***Recommendation*: The Division Manager should prepare an Annual Work Plan that outlines initiatives, projects and activities, by priority, identifies the responsible staff, required labor resources and space to add status comments and identify whether the initiative is on track for completion to further focus staff work efforts in the function.**

Data Collection/Reporting

In conducting our review of the Investigations Division, we were able to obtain all of the annual data requested concerning activity levels. Currently, the Division Manager produces various reports to allow management staff to evaluate the progress on various activities, including service level ratings, the number of open and closed cases, complaint response times, and the number of inspection conducted per month. Data for these reports is derived from KIVA queries, manual calculations, the 311 Call Center and the "Discover" software. Reports are generated, as needed, except for the weekly 311 Service Request Report and the monthly Investigation Inspection Report.

We reviewed the most recent weekly 311 Service Request Report and Monthly Investigation Inspection Report and found the data helpful.

Data collection and reporting is an essential tool for management as it allows for continuous monitoring of performance and service level ratings, facilitates trend identification and analysis and allows management to adjust staff resources accordingly. For example, with accurate data, management is able to identify new enforcement trends (e.g., remodels without permits in specific areas), research how other communities have dealt with the issues, outline a plan of action (e.g., resources, staff and equipment) and implement a new action plan to address the enforcement trend.

The City is in the process of replacing its Enterprise System which will further refine and expand this function's data collection and reporting processes to ensure that all desired data is collected in a timely manner through a central portal to track and monitor established performance standards, help identify trends and further assist management is administering the function more effectively.

See our discussion under the Performance Standards heading of this section regarding recommended changes to existing performance standards.

184. ***Recommendation*: The Division Manager should ensure that the new EnerGov System is designed to collect, track and report on established performance data and enforcement trends at regular intervals (e.g., weekly, quarterly etc.) without the need to collect and merge data from different sources, to assist management is monitoring the performance of the function more efficiently.**

Equipment

Our interviews revealed that Staff generally has most of the equipment needed to complete their assigned work; however, there is a need for additional or upgraded equipment to improve job safety, efficiency and productivity. These items include:

Aging Vehicles: Management and line staff indicated that some of the vehicles in the Investigations Division fleet have been replaced, however some of the older vehicles that have not been replaced have chronic maintenance issues, which can hinder investigation activity and/or are dented or have other physical damage, which reflects poorly on the City's image.

Cameras: Field cameras are broken and/or do not contain sufficient resolution to document investigations adequately. While line staff has been issued cell phones that have built-in cameras, the phone cameras do not contain adequate resolution to document violations appropriately. High definition cameras, equipped with zoom lenses are needed in the Division so that line staff can adequately document and upload evidentiary photographs in the field.

Computers/Tablets: Management and line staff reported that computers/tablets are currently being upgraded, which is good. However, staff does not take tablets out into the field as an efficiency measure because they are afraid of them being stolen, they do not have printing capabilities and management staff has not yet confirmed whether internet and/or intranet service is available, which impedes efficiency in the field. For example, CCI's have to return to the office to down load photos, verify responsible parties, ownership, identity, check permit status. Having the ability to take high quality photos and directly download them into a shared drive so that they are immediately available to supervisors and others to view and act upon would accelerate the investigatory process.

Phone System Upgrades: Staff indicated that the phone system for the Investigation's Division needs include a caller function that displays the name and number of the caller so that this information can be documented and enable Inspectors to return calls in the event that a voice mail message does not provide complete contact information. Additionally, at times, there are delays in receiving voice mails due to glitches in the phone system, which delays investigations. Also, the phone system speaker system only allows for listening communication, instead of two-way (e.g., talking and listening) communication. Two-way speaker communication would allow staff to carry on a conversation while reviewing and researching records/data on the computer. Further, line staff is not able to arrange conference calls between multiple parties without IT assistance, which can delay investigations. Finally, the Permit Compliance Inspectors indicated a need for cell phone "look-up" software so that staff can conduct sign investigations more efficiently.

Printer Upgrades and Supplies: Management staff indicated that the Division recently eliminated individual printers and replaced them with a printer hub to reduce maintenance expenses. However, staff indicated that the printers are not up-to-date and can't print labels. Further, printers are chronically out of ink.

Radios: Although line staff has been issued cell phones that provide generally adequate coverage, they are still required to carry radios to provide for a secondary line of communication with management staff and communication backup in case of emergency. However, the charge kits provided in vehicles are the wrong models for the newer radios, so radios can't be charged in the vehicles.

Vehicle Rooftop numbering: Staff interviews suggested a need for rooftop numbering on vehicles as a means to advance safety in the field. Rooftop numbering would allow CCI's vehicles to be located in the field through air support in the event that all contact has been lost with a CCI, which has occurred in the past (e.g., an inspector loses contact as a result of injury or assault).

185. ***Recommendation*: The Division Manager should continue to budget to replace aging vehicles, broken and out-of-date cameras; resolve internet and intranet connection issues with field tablets/computers, secure phone system upgrades and vehicle radio charges and ensure that adequate printer supplies are always available to facilitate efficient and effective workflow in the Division.**

Filing System

The Investigations Division is not yet paperless; however, Investigators are creating electronic files and some data is stored in KIVA. However, paper files are still created and retained. For example, evidentiary photos are taken with a digital cameras or digital phones and some investigators store their photos within a shared drive (e.g., the "I" drive) that can be accessed by all, while others, store them on individual hard drives. In addition, evidentiary photos are printed and placed in the paper files as evidence that can be reviewed by attorneys and the judge during court proceedings. In addition, Field Reports are written in the field and placed in the paper file and also used in court proceedings.

CCI Staff enters data into KIVA to reflect the findings and action taken on their cases. As such, everyone can view the result of an investigation and see the status of pending actions, which is good.

As such, an electronic version of the case is created and available for status review in KIVA. However, the paper file copy generally remains at the desk of each investigator. Staff indicated that equipment such as cameras, computer tablets, cell phones etc., are locked up and kept in secure locations. In addition, staff can lock up paper case files where space and locked areas exist.

186. ***Recommendation*: The Division Manager should ensure that the new EnerGov Code Enforcement Module is capable of creating and storing all files and file materials associated with code enforcement cases so that a complete electronic file can be created and paper copies do not have to be retained and/or archived off-site, once BZA and/or court proceedings have been concluded.**

Handouts, Information Bulletins/Forms

Information bulletins related to code interpretations and permit and development review processes have been created by other Divisions and are posted on line. However, the Division has created information sheets for use by the 311 Action Center to help the Action Center field calls, inquiries and issues more effectively, which is good. However, the Division has not created handouts that outline the general flow of the investigations process or other information pamphlets or brochures, such as common code violations under their prevue.

Best Practice Communities publish up-to-date informational and educational handouts and brochures that are written in clear language, about programs and processes (i.e., enforcement, BZA and court processes), and educate citizens about the most frequent/common violations and how to recognize, prevent or report common violations. In addition, flow charts are often created to further explain the general enforcement and investigatory processes.

187. ***Recommendation*: The Division Manager should ensure that informational and educational pamphlets/brochures/handouts are published, up-to-date and are available on the City's website and in the office to explain programs and processes and educate citizens.**

Job Descriptions

In reviewing the job descriptions for the Division, we learned that a job description for the Division Manager position has not yet been adopted. Instead, the "Development Specialist III" job description is used to describe the responsibilities of the position, which we found confusing. The "Development Specialist III" job description is general and does not sufficiently describe the unique duties and certifications needed for a Division Manager for the Investigations Division.

188. ***Recommendation*: The City Planning and Development Director should work with the Human Resources Department to create and adopt a Division Manager job description for the Investigations Division Manager position that accurately reflects the unique work experience and**

certification requirements (e.g., ICC certification and QEI Certification) for the position.

KIVA/New EnerGov System

Staff we interviewed in the Development and Permit Compliance Branches indicated that they use KIVA as a coordination and communication tool to help manage compliance cases, which is good. However, it is not used to its full potential (e.g., automate processes and create paperless filing system).

Since the City is in the process of purchasing a new enterprise system that will replace KIVA within 2+- years, the Department Director and Division Manager should ensure that the new EnerGov system includes a module for the Investigation Division that is designed and tailored to improve workflow efficiency and track, monitor and report on adopted performance standards.

189. ***Recommendation*: The Department Director should ensure that the Investigations Division Manager assigns a "Subject Matter Expert (SME) to actively participate in the development of the Investigations Division Modules of the City's new EnerGov System to make sure that the module is designed to improve workflow efficiency, including intake of all complaints, case assignment, inspection prompts, letter templates, etc., and track, monitor and report on adopted performance standards.**

Meetings/Communication/Coordination/Moral/Team Work

Staff interviews indicated that communication within the individual Branches is generally good, in that line staff is able to talk with one another and the supervisor to discuss cases and issues that affect the Branch. However, that communication silos exist between branches and between the Investigations Division and the Development Management Division and as a result communication and coordination issues exist. For example, staff reported that zoning interpretations are inconsistent between the Development Management and Investigations Division, which creates confusion and frustration for both staff and customers.

Currently, there are several reoccurring and regularly scheduled meetings within the Function and between the Function and related Development Services functions that are intended to bridge communication gaps and facilitate coordination, including the following:

- An "As Needed" Division-wide Staff meeting that is held by the Division Manager for the purpose of disseminating city-wide, department-wide and division-wide information and discussing division issues, which lasts from 30-60 min.;

- An "As Needed" monthly Supervisory Staff meeting between the Division Manager and Branch Supervisors, which last from 30-60 minutes, for the purpose of discussing division-wide management issues and relaying information; and
- A Bi-weekly meeting held on Tuesdays between the Development Services Manager (Assistant Engineering Director) and Division Managers within the Development Services Team to discuss and resolve management issues related to Development Services and disseminate relevant information.

Interviewees indicated that despite the above meetings, staff does not feel equally informed about matters of Citywide, department-wide and division-wide importance and that a "need to know" culture exists. Staff also indicated that meeting agendas are not consistently prepared and distributed in advance of all scheduled meetings to help focus discussions, so meetings are not always effective or efficient.

Interviewees also indicated that there is little follow-up on action items that are identified in meetings and that decisions are not memorialized in writing and as a result, inconsistent decisions making can occur.

190. ***Recommendation*: A regularly scheduled monthly meeting should be held between the Division Manager, Supervisors and line staff for the purpose of discussing division-wide issues, code interpretations, meeting results with other Divisions, problem-solving, disseminating information of citywide, department-wide and division-wide importance.**

191. ***Recommendation*: The regularly scheduled monthly meeting between the Division Manager and Branch Supervisors should discuss and resolve management and operations issues (i.e., staffing, budget, equipment and training needs, etc.) in the Division.**

192. ***Recommendation*: A bi-weekly meeting between the Supervisors and line staff to discuss issues, solve problems, and provide training. A minimum of 15 minutes of each agenda should be devoted to training to raise the overall confidence and expertise among officers and sharing information learned through attendance at training events.**

See our discussion under the Policy and Procedures heading of this section concerning completing the Policy and Procedures Manual to eliminate communication barriers by creating written policies, procedures and protocols.

193. ***Recommendation*: All meetings held within the Investigations Division should be structured and include an agenda, with action items, and summary notes that can be distributed electronically to participants in an advance of the meeting.**

Leadership/Mission/Vision

We received significant feedback from interviewees that Leadership at the Division level needs to be strengthened to increase accessibility, ratify the mission and vision and enforcement/inspection strategies and provide active oversight and support for supervisors so that Division policies, procedures and rules of conduct are applied consistently across the Division. For example, despite the fact that the Division Manager adopted "Investigations Division Procedures," which established operating procedures for the entire Division, we received reports that some management and line staff do not consistently abide by the Procedures, including arriving to work on time, consistently, every day.

In addition, none of the staff that we interviewed had a consistent understanding of the Division's Vision or Mission. Moreover, supervisors appear to have widely varying management styles and as such manage their Branches differently, which has created dissention. The permissive leadership at the Division level has likely resulted in varying management styles, inconsistent day-to-day administration, unclear expectations, communication silos, and coordination gaps within the Division and across Department functions. It was also reported that morale in the Division is low. As discussed elsewhere in this report, all managers and supervisors are to undergo supervisory and management leadership training.

194. ***Recommendation*: The Division Manager should update the 2006 "Investigations Division Procedures," to re-establish its relevance and review it with all supervisory and line staff in a team meeting to ensure that all staff understand and follow these operating procedures consistently and continuously and are accountable when they are not followed.**

Also, see our recommendation under the "Policies and Procedures" heading regarding preparing and adopting a more comprehensive Policy and Procedures Manual to provide more structure in the Division.

Office Environment

The Division Offices are located on the 14th Floor. Division offices were previously located in the Oak Towers Building near City Hall, but were relocated to City Hall as a budget savings measure. Management staff indicated that the 14th Floor offices are

slated for cosmetic improvements in the next few weeks, which will include new paint and carpet, which will improve the working environment.

However, Staff indicated that additional signage is needed to direct customers to check in at the front (reception) desk station. In addition, a keypad access should be added to the door that allows access to the workstation areas, in order to control public access, which will improve the security and safety of CCI personnel.

195. ***Recommendation*: The Department Director should identify modifications needed to the 14th Floor reception/front desk station.**

Organizational Structure

The current organizational structure consists of 3 functional areas, including a Development Compliance Branch, Permit Compliance Branch and Elevator Inspections Branch each of which are managed by Branch Supervisors that all report to a Division Manager as shown in Figure 19 above.

We received considerable feedback from interviewees that the Division is "top heavy" (e.g., too many managers for the span of control) given the reductions in staff that has occurred in recent years. It was also reported that the management style of supervisors managing the Development Compliance and Permit Compliance Branches varies widely, which has caused friction and discord and communication and coordination issues among staff within the two Branches. In talking with management and line staff about the structure, it appears that it is a legacy configuration that was left in place even after significant staff reductions occurred in hopes that previous staffing levels would be restored.

We reviewed the structure and found that the Development Compliance Branch contains a Supervisor and three reports, while the Permit Compliance Branch has a Supervisor and four direct reports, including a senior staff member, which is considered a "low span of control," (i.e., fewer subordinates per manager).

Best Practice Communities have been trending toward flatter organizational structures, which is consistent with Contemporary Management Theory. We support Contemporary Theory because it empowers staff to make decisions and solve problems more efficiently at the staff level.

We typically recommend a span of control ratio of at least 8, depending on the complexity of the work and the effectiveness and skill level of supervisors and management. Given the issues noted above that have been caused by widely varying supervisory styles and the similarities in work experience, training and certifications between the two Branches, we believe that one supervisor could manage all of the line staff in the two Branches, rather than two separate supervisors.

The two Branches could easily be combined to form "Development and Permit Compliance Branch," which would help "flatten" the organizational structure (e.g., more subordinates per supervisor), eliminate existing dissention caused by widely varying management styles, promote communication and coordination between staff and empower staff to make decisions and solve problems more efficiently and effectively.

196. ***Recommendation*: The Department Director consider raise the span of control ratio in the Investigations Division by eliminating one supervisor position, but retaining the FTE to do compliance work, and combining the Development and Permit Compliance Branches into one Branch to help alleviate the issues noted above.**

In recent years, some of the periodic inspections that were conducted by and the responsibility of the Elevator Inspections Branch were shifted to the Permit Compliance Branch, including periodic inspections on underground spaces (e.g., annual air quality reports and 5-year engineer reports) and periodic inspections on communication towers (e.g., 5-year engineer reports). The Branch also experienced a reduction in staff during this time. Management staff indicated that the workload associated with these periodic inspections is significant and as a result one Construction Code Inspector has been dedicated to perform these periodic inspections full-time, which has constrained their ability to complete permit-related investigations within established service levels.

197. ***Recommendation:* The Department Director should transfer periodic inspections for underground spaces and communication towers back to the Elevator Inspections Branch to provide the Permit Compliance Branch with more staff capacity to complete permit related investigations.**

198. ***Recommendation:* The Department Director should move the Elevator Inspections Branch from the Investigations Division to the Inspections Division.**

199. ***Recommendation:* The Division Manager should see that an updated Division Organizational Chart is on the Division's webpages.**

Policies & Procedures Manual (PPM)

As noted above an "Investigations Division Procedures," was adopted by Division in 2006, which establishes operating procedures for the Division including requirements

and expectations concerning work schedules, professional conduct, employee safety, daily time recording, work assignments, response times for inspection requests, inspection reporting and completion of daily activity logs and vehicle use, fuel, service and repairs. We reviewed the document, which is 5 pages and found it to be a valuable resource to guide conduct in the Division. However, it appears a more comprehensive PPM may be needed to provide more administrative structure for the division.

Best Practice Communities typically adopt a more comprehensive PPM that is intended to provide staff with information about the mission, purpose, goals, scope of work, organizational structure, and key enforcement strategies (e.g., informal, formal, proactive and reactive strategies) and practices. The Division should consider drafting a PPM that incorporates the "Investigations Division Procedures," and also includes the following:

- Priority procedures (i.e., explain how cases will be prioritized and related protocols);
- Comp. time and flex-time, return phone call, email and customer service standards policies;
- Required field safety gear, training, policies, procedures and protocols;
- Enterprise System data entry requirements (e.g., KIVA, EnerGov);
- Performance standards for each Branch;
- Case/file management standards/checklists;
- Process and procedures for the Board of Zoning Adjustments, Circuit Court and Municipal Court, including flow charts;
- Definitions for all performance standard terms, such as "closed case," "response," etc.;
- Explanation of Informal and Formal enforcement methods;
- Protocols for hostile situations;
- Explanation of Supervisors' and Inspectors' Roles;
- Protocols for conducting inspections;
- References to pertinent Missouri statutes governing compliance activities; and
- Training schedule and requirements.

We believe that PPM's are an excellent means to help train new staff and outline performance expectations.

However, once adopted, the PPM must be continually updated to reflect new and modified policy, procedural and workforce changes so that it remains an effective tool

for the function. Generally, the PPM should be updated annually as part of the Annual Work Plan so that adequate resources can be assigned to ensure it is accomplished.

200. ***Recommendation*: The Division Manager should prepare and adopt a Policy and Procedures Manual for the Division that includes the items identified above.**

Public Outreach/Education

Staff and management in the Investigations Function indicated that they strive to obtain "Voluntary" compliance without the need for BZA or Court enforced compliance. However, minimal public outreach efforts are made which could facilitate voluntary enforcement through education. For example, currently, public outreach and education largely consist of handouts about the Branches that are available through the division. However, little is done in the way of placing investigations related information on the City's web page or cable channel or in-person outreach. Staff and management indicated that they meet with neighborhood groups, but only upon request.

Best Practice Communities make a concerted effort to engage and educate the community through a variety of means including walking around neighborhoods, sponsoring cleanups and/or other events in an attempt to bring attention to development and permit compliance issues. They also attend HOA/neighborhood association meetings, and/or Neighborhood Watch Civic Association, Construction/Building Industry and realtor association meetings to present information on development and permit related enforcement issues as well as strategies and initiatives to resolve chronic issues, in an effort to raise awareness to prevent issues from occurring.

201. ***Recommendation*: The Division Manager should develop a comprehensive public outreach strategy through a Study Session discussion with the City Council.**

See our previous recommendations under "Handouts" regarding making handouts/brochures available online through an Investigations Function's web page and/or adding a web page that is dedicated to public education on code compliance issues.

Staffing

The Division currently has 18 FTE's. Table 27 shows the staffing levels for the Development Compliance and Permit Compliance Branches, since 2008.

Table 27
Development and Permit Compliance Branches Staffing Levels

Function	2008	2009	2010	2011	2012	2013	2014
Development Compliance Division							
Total FTE's	7	7	5	4	4	4	4
% Change	**-**	**0%**	**-29%**	**-20%**	**-5%**	**0%**	**0%**
Permit Compliance Branch							
Total FTE's	**7**	**7**	**6**	**4**	**4**	**5**	**5**
% Change	**-**	**0**	**-14%**	**-33%**	**0%**	**35%**	**0%**

As the above table shows, staffing levels for the Development Compliance Branch decreased in 2010 by 29% and again in 2011 by 20%. From 2011 to present, staffing levels have remained constant. Permit Compliance Branch staffing levels also declined in both 2010 and 2011. However, no changes occurred in staffing in 2012. In 2013, staffing levels increased by 25%, and have remained constant since that time. .

Staff in the Development Compliance and Permit Compliance Branches reported that they believed the Development Compliance and Permit Compliance Branches are understaffed. They indicated that that at least 4 FTE's Construction Code Inspectors (CCI's) are needed in each Branch that are dedicated to compliance work in order to meet caseload demands.

Interviewees also indicated that they felt Service Level expectations have remained the same, while staffing levels have decreased. For example, the Permit Management Branch assumed the responsibilities for the new Bill Board Sign Initiative, as well as some periodic inspection activities, which were previously handled by the Elevator Inspections Branch. As such, two CCI's are now dedicated to each of these activities, full-time.

Activity data provided by staff showed that complaint and inspection activities for the Development Compliance Branch went down from 2011 to 2012, and then increased from 2012 to 2013. The data also showed that activity levels for the Permit Compliance Branch increased from 2011 to 2012, but decreased the following year. As indicated earlier, Management staff is not certain about the cause of the activity fluctuations other than shifts in work priorities, as noted above. Staff and managers indicated that they have gained some efficiency through the technological advances, but feel it is insufficient to keep up with rising workload demands

Some interviewees indicated that the Division was falling short on its service level goal of responding to complaints within 14 days, 95% of the time. We reviewed the most current service level data provided by staff on complaint response rates and it

indicated that as of January 2014, the Division has achieved at least 92% success rate, out of 95%, since April 2013. However, management staff indicated that the 95% goal was recently lowered to 90% in response to staffing reductions. Staff also indicated that at times, internal/informal Performance Measures are not consistently met due to staffing shortages.

In addition, Development Compliance Branch staff reported that they were unable to complete all required reporting or compliance work on Certificates of Occupancy because they do not have sufficient staff to complete the work, which can be an indication of insufficient levels.

Staff in the Permit Compliance Branch noted that the Billboard Initiative recently adopted by council, intended another FTE be added to the Division to register, monitor and actively manage billboard signs in the City, however this did not occur. Instead, the responsibilities for the billboard initiative were assigned to an existing CCI staff member who became dedicated, on a full-time basis to the initiative. This arrangement has effectively reduced staffing resources available for compliance investigations and constrained existing staff resources. We reviewed the FY 2013/14 budget and found that a description of the Billboard Initiative that identifies an additional $50,000 in funding through the Development Services fund for a CCI position in the Division, "in order to address ongoing issues with the City's billboards."

Earlier in this section, we suggested eliminating a CCI Supervisor position, which would free up another FTE to complete compliance work, since CCI Supervisors do not carry a caseload. We also suggested combining the Development Compliance and Permit Compliance Branches, which would be managed by the remaining CCI Supervisor. In addition, we recommended that all CCI's are cross-trained to perform both permit and zoning related compliance activities, which will help the Division better manage changes in compliance activity. Finally, we suggested transferring periodic inspection work back to the Elevator Inspections Branch, so the compliance staff can focus on completing compliance work.

In addition, this Function should continue to place a greater emphasis on obtaining voluntary compliance through a structured public outreach strategy, which could help reduce complaints as recommended earlier. The Division should also designate Subject Matter Expert (SME) to continue to actively attend and participate in team meetings for the new Enterprise System, EnerGov, to ensure that the Compliance and Inspections Modules are designed to improve staff workflow efficiency by including features such as a web-based complaint system that automatically assigns case numbers; case sorting by priority; case assignment by defined region; auto-fill letters; administrative report templates; audio, video, photo and other evidence storage; data

collection and reporting; interface with GIS and other databases, etc., as recommended earlier in this study.

202. ***Recommendation*: The Division Manager should continue to place a greater emphasis on obtaining voluntary compliance, through education and public outreach strategies, which may help reduce complaints.**

With the transfer of period inspection tasks from the Permit Compliance Branch to the Elevator Inspections Branch, staffing levels should be sufficient to handle workload demands. However, if any additional line staff members leave the organization or service level expectations are adjusted upwards, it is likely that additional staff will be needed to meet workload demands. The Division Manager should complete a detailed staffing analysis at that time to determine precise staffing needs. The Division should also continue to identify and develop volunteer opportunities to assist them with service delivery, when needed.

Training/Cross Training

Management and line staff indicated that training is provided to allow line staff to obtain and maintain required certifications annually, which is good. However, there is a need for new employee training, as well as ongoing supervisory and industry-related training for line staff. Staff also indicated that there is a need for ongoing training on amended codes, due process and land use laws, changed policies and procedures.

It was reported that the division does not use a defined system to determine which staff are eligible to use training funds and some staff reported that they have not attended outside training in their industry in a number of years. Moreover, staff, which do attend training, are not required to present the information that they've learned from their training class to remaining staff.

203. ***Recommendation*: The Division Manager should require staff that has received training to present/share training information with remaining staff during Division Meetings.**

See our recommendation under the "meetings" heading regarding devoting time on division meetings to training.

204. ***Recommendation*: The CCI Supervisors should receive annual supervisory training to hone supervisory skills and further professional growth.**

Staff indicated that a Construction Code Inspector was assaulted in the field about 2 years ago, and since that time little has been done to address the issue of field safety for Inspectors. For example, field safety policies, procedures and protocols have not been adopted, nor has staff received basic self-defense training.

205. ***Recommendation*: The Division Manager should provide Inspectors with basic self-defense training, either in house, through the City Police Department or Head of City Security or through an external source.**

Staffs in the Development and Permit Compliance Branches are required to obtain the same certifications to effectively conduct their work. However, currently, staff is either assigned to the Development Compliance or Permit Compliance Branch to manage compliance cases in their assigned area, but not both.

206. ***Recommendation*: The Division Manager should ensure that all staff in the Permits and Development Branches is cross-trained to perform compliance work in either Branch to help the Division effectively respond to peaks in activity levels.**

Staff also indicated that little opportunity exists to attend annual industry conferences, such as the American Association of Code Enforcement, which are training forums that help staff stay relevant on industry trends and technological advances.

A review of the approved FY 2013/14 Budget shows that roughly .05% of the personnel budget was set aside for training and conferences in the current budget. The general rule of thumb is to set aside at least 2% of the Function's Personnel Budget for annual training of employees. In addition to the training budget resources, we typically suggest that about 5% of staff's time be devoted to annual training. These recommendations are included earlier in this report.

D. ELEVATOR INSPECTIONS BRANCH

Overview

The Elevator Inspection Branch of the Investigations Division is charged with the primary responsibility of confirming the safe operation of elevators. The inspection program consists of performing periodic safety inspections on existing elevators and conducting initial acceptance inspection for new or retrofitted elevators. This Branch is not only responsible for performing the technical inspections of the various types of elevator equipment, but they are also responsible for all of the administrative components to maintain the permitting system. This includes the billings and collection of fees for the program. Unlike the building inspections group, staff

assigned to the Elevator Inspection Branch is not subject to the significant fluctuations in workload that occur in the new construction industry. Most of the work performed by this group is in response to appointments established well in advance of the inspection date.

Inspector Qualifications

The Branch is staffed with a Supervisor and seven (7) Construction Code Inspectors. Five (5) of the Inspectors are assigned to annual inspections and two (2) of the Inspectors perform acceptance inspections for new and repaired elevators. All of the staff in the Branch appeared to be well qualified based on their education and experience. The job description for the inspectors performing the elevator inspections is the same job description used by all inspectors in the Inspections Division and the other Branches of the Investigations Division. The staff of the Elevator Inspections Branch has additional certifications (QEI) and experience relating specifically to the operation of elevators. Many of the Inspectors had prior experience in elevator maintenance prior to being employed by the City. Staff indicated that in prior years they had received additional pay in recognition of their additional certification requirements. Staff apparently was advised at the time the additional pay was suspended that a salary study would be initiated to address the perceived discrepancy. That salary survey has not yet been performed.

207. ***Recommendation:*** **The Building Official should inquire about the status of the next salary study to be conducted and should consider initiating some form of bonus pay to address inequities in pay until the survey has been completed.**

Training

We support the need to provide weekly training sessions for all inspectors and plan review staff. The comments provided by several members of the Customer Focus groups indicated that they felt there were frequent inconsistencies between the interpretations provided by individual Inspectors during the inspection of elevator retrofits and new installations. Weekly training provides the Supervisor with the opportunity to confirm that all inspectors are applying the same code interpretations while in the field.

208. ***Recommendation:*** **The Elevator Inspections Branch Supervisor should establish a weekly training program for the Elevator Inspectors.**

Audit Program

What we have found to be the most effective method for addressing inconsistent interpretation among inspection staff is to establish an audit program. Such a program consists of the Supervisor periodically accompanying the Inspector during their routine inspections for the purpose of observing how they conduct themselves in the field. Ideally this review should be based on a set of established performance standards that have been previously developed through consultation with the Inspectors. The audit program should also include periodic visits to job sites already inspected by the elevator Inspectors for the purpose of meeting with contractors to determine their satisfaction with the quality of service provided.

209. ***Recommendation:*** **The Elevator Inspection Branch Supervisor should work with staff to develop a set of performance standards for the Inspector position.**

210. ***Recommendation:*** **The Elevator Branch Supervisor should initiate a formal audit program to periodically review the work performed by the Elevator Inspectors. The program should include independent visits to job site to solicit input from customers regarding the quality of service provided by the Inspection staff.**

The Elevator Inspection Branch is responsible for all of the administrative functions necessary to issue the elevator permits and conduct the inspection program. This process is only partially automated within the KIVA permit system. Currently the elevator inspection staff performs many of the clerical functions necessary to complete the inspection scheduling and processing of notification letters. Inspection scheduling is currently tracked in a book rather than on a automated calendar program. We don't believe this represents an efficient use of the Inspector's time. These types of assignments should be performed on a routine basis by clerical staff made available to the Branch.

211. ***Recommendation:*** **The Supervisor of the Elevator Inspection Branch should arrange to have all routine clerical work performed by clerical rather than the Elevator Inspectors.**

212. ***Recommendation:*** **The future implementation of the EnerGov permit program should include automating the elevator permitting and inspection program to the greatest extent possible.**

The current program that reissues elevator permits generates approximately one million dollars ($1,000,000) per year; however, staff estimates that approximately 10% of the monthly billings are not received. There is no program in place at this time to aggressively seek out these owners who have not renewed their elevator permits

and notify them of the need to participate in the program. Staff suggests that these lost revenues are probably due to changes in building ownership. Assigning clerical staff to investigate and pursue collection of these permit revenues would seem to justify the expenditure of staff resources. It is anticipated that the cost of this position would be offset by the additional revenue generated by a more aggressive program to identify and pursue expired elevator permits.

213. ***Recommendation:*** **A full-time clerical position should be assigned to the Elevator Inspections Branch to pursue revenue recovery from expired permits and to provide general clerical assistant to the Branch.**

Staffing Level

Determining appropriate staffing for the Elevator Inspections Branch requires a review of both anticipated new construction inspection demands and the ongoing demands for the periodic maintenance inspections of existing elevators. Changes to the requirements of the elevator maintenance program must also be considered. Recent changes in the requirements now mandate more comprehensive annual inspections and has introduced a new requirement that all hydraulic elevators be inspected every 5-years. There are currently over 4,000 pieces of equipment that must be periodically tested.

Organization

Evaluating the structure of an organization typically involves evaluating the compatibility of the various functions performed within each organizational unit. A review of the functions of the Elevator Inspections Branch reveals considerable similarities with the Inspections Division. The Inspector qualifications of very similar and both groups have sections devoted to responding to inspection requests. One of the advantages of combining groups of staff with similar education and experience requirements is the ability to foster opportunities for cross-training. Having a broader pool of available staff can enhance the Department's ability to respond to temporary peaks in workload activity. Given the anticipated variations in construction activity during different seasons of the year, the availability of cross-trained staff provides an opportunity to shift resources to address the specific needs of each of the programs. An example might be to have cross-trained Elevator Inspectors available to assist in the summer and properly trained Building Inspectors available during the winter months to conduct annual elevator inspections. As noted earlier in this section, we recommend that the Elevator Inspection Branch be transferred to the Inspection Division.

Field Computers

The Elevator Inspectors have been provided with laptop computers to assist them with their fieldwork. However, many of the Inspectors do not take the units into the field because they apparently have insufficient battery life to sustain their operation throughout the day. Having access to the permit system while in the field can be critical to an inspector's ability to effectively perform their inspections. The existing laptop computers should be replaced with tools that will promote their use in the field and include the ability to print notices while still in the field.

214. ***Recommendation:*** **The field computers should be replaced with units specifically design to facilitate use in the field and include the capability to print notices while in the field.**

E. POLICY ISSUES

Zoning & Development Code

Overlapping/Unclear/Unenforced Provisions

Staff interviews indicated that the City's Zoning & Development Code contain overlapping enforcement provisions that assign enforcement responsibilities for property maintenance, and nuisances (e.g., RV storage) to the both Neighborhood and Housing Services and the Investigations Branch, which creates confusion and frustration among customers and staff and impedes efficient and effective enforcement.

Staff indicated that they have held a series of meetings with Neighborhood and Community Services to identify overlapping enforcement provisions within City Codes, such as Chapters 88, 56, 72, 52 and 48 to resolve the enforcement issues, which is excellent.

215. ***Recommendation*****: The Investigations Division Manager should finalize discussions with Neighborhood and Community Services to determine enforcement responsibilities on overlapping code provisions and amend relevant sections of the Zoning and Development Code and City Code of Ordinances, accordingly.**

F. PROCESS ISSUES

Overview

The City Kansas City encompasses over 300 square miles and has a population of about 464,310 as of 2012, according to city data. Supervising CCI's assign casework to CCI's based on existing caseloads, staff experience and complexity of the case. KIVA does not assign cases automatically based on a predetermined geographic region, district, zip code or other territorial arrangement and/or case type (e.g., level of complexity) as we typically see in Best Practice Communities, due to staffing constraints.

Compliance efforts in the City are reactive and CCI's respond to complaints received, although they are required to act on violations they see in the field. For example, if a CCI is out in the field investigating an RV violation and witnesses another RV violation in the vicinity, the CCI must act on the violation to bring it into compliance. Staff indicated that the most frequent violations are building without a permit and improper uses within zoning districts. Management staff indicated that caseloads vary, but are typically between 150 and 200 per CCI.

Enforcement complaints can be made anonymously, by any means (e.g. called in, emailed, initiated through 311 Service Request, in-person, etc.,) and by anyone. Staff indicates that the majority of complaints received are anonymous, since complainants are not required to fill out a signed complaint form in order for complaints to be investigated. Because complainants can remain anonymous, some complaints turn out to be false, which wastes staff resources. Many Best Practice Communities that we have audited do not allow anonymous complaints for this reason, but do assure that the name of the complainants be kept confidential.

A monthly "On-Call" calendar is produced by the division that assigns CCI's to customer service inquiries related to the division, on a rotating basis, which is excellent. CCI Supervisors are also available to cover customer service inquiries.

Compliance Processes

In conducting our research, we were unable to locate specific code sections, handouts or brochures that outlined the compliance or investigatory process. Staff confirmed that the compliance and investigatory processes have not been specifically outlined in codes or brochures.

Staff indicated that both Compliance Branches strive to resolve 90% of the cases at the staff level, without the need for escalating to a board or the court system. However, when necessary, the Development Compliance Branch utilizes the BZA for appeals and/or circuit court to settle compliance cases that are unable to be resolved by staff and Management staff and the Permit Compliance Branch utilizes the

Building Code, Fire Board of Appeal for appeals and the court system to decide cases that aren't resolved at the staff level.

The general flow of the compliance process for the Development and Permit Compliance Branches is summarized below. These processes have not been outlined graphically in a flow chart, which would facilitate a better understanding of these systems.

216. ***Recommendation*: The Division Manager should create flow chart of the enforcement/compliance process for Development and Permit Compliance cases to help community members, decision-makers and users better understand the compliance system.**

The Compliance Process generally works as follows:

1. Development Compliance (e.g., Development Code Chapter 88, zoning code related, certificate of occupancy on newly constructed structures, Fences & Walls, Chapter 27, Floodplain Management, Chapter 28, Parking Stations, Chapter 52) or Permit Compliance complaint (e.g., building-related or signage, certificate of occupancy on changes of uses of existing buildings, demolition, etc.) is received, through a number of means, which may be anonymous.

See our above recommendation concerning no longer accepting anonymous complaints.

2. The Complaint is routed to the CCI supervisor.

3. The CCI Supervisor assigns the case based on availability and complexity.

See our recommendations concerning creating territories and programming the replacement Enterprise system to automatically assign cases based on territories, etc., an ensuring that the new Enterprise system provides a customized compliance module that is designed to store all e-file data, provide process templates, schedule and prompt inspections, etc., to increase processing efficiency and effectiveness.

4. The CCI generally conducts an initial investigation within 7 calendar days, as prescribed internal performance standards, to verify the violation. As part of the inspection process, staff takes evidentiary photos and prepares an

inspection report. For building permit related issues a "Stop Work" may be issued during the inspection. CCI staff outline a daily inspection itinerary to their supervisors that show the drive routes to ensure they are efficient. Daily itineraries show where the CCI's will be conducting inspections so that Supervisors can add inspections or make adjustments to the routes, while CCI's are in the field to accommodate emerging issues. It also allows Supervisors to locate CCI's if they lose communication.

Staff indicated that they do not current use a route optimization software program to create daily inspection drive routes.

217. ***Recommendation:*** **The Division Manager should ensure that the EnerGov system is programmed to provide efficient field routing for CCI inspections.**

CCI Supervisors are "field supervisors" so they are also responsible for immediately investigating emergency, politically charged and other types of serious complaints.

5. The CCI has to travel back to the office to determine the responsible party/owner and their identification (see equipment needs section) and, if a violation is found to exist, a sends notice of violation, which includes a date for bringing the violation into compliance (e.g., may require a permit, variance, cessation of use, etc.). The CCI updates KIVA accordingly.

   Building Permit violations may result in triple fee assessments, when a permit is pulled to correct the violation. The CCI updates KIVA accordingly. If the violation isn't abated the CCI uses the REJIS Mobile Ticketing System to write the ticket and schedule the matter on the court docket. REJIS is an application used by the Municipal Court system to automate the ticketing and docket system. Court dates are generally scheduled 2-3 weeks out. Tickets are a separate step from the notice, although they may be issued without a notice if it's a building code issue.

   Generally, tickets are only written on violations other than building codes after the notice of violation expires and they fail to correct the violations. Once a ticket is written it falls within the City Prosecutors office. City Planning staff becomes witnesses on the City's behalf at that time. The CCI uses the REJIS Mobile Ticketing System to schedule the matter on the court docket. REJIS is an application used by the Municipal Court system to automate the ticketing and docket system. Court dates are generally scheduled 2-3 weeks out.

The owner/responsible party has the ability to appeal notice of violations or determination to the BZA (e.g, zoning cases) or Building and Fire Codes Board of Appeals (e.g., building permit cases), within a specified period of time. A summons can be appealed within the court system.

6. The CCI conducts a second inspection to determine whether the violation has been corrected, which generally occurs within 2-3 weeks for Development Compliance violations. The timeframe for of the second inspection varies depending on the type of violation and the time frame extended to the responsible party/owner to bring the violation into compliance. For example, Permit Compliance cases dealing with building issues may require an immediate, next day follow-up inspection. An internal performance standard to conduct two inspections within 30 calendar days of receipt of the violation has been established.

See our recommendation under the "Performance Standards" heading of this section concerning formalizing all Performance Standards to increase transparency (e.g., all staff, department administrators and the public are aware of Standards) and ensure that they are tracked, monitored and reported and adjusted, when needed, based on staffing resources.

7. When a court action is required, the CCI and CCI supervisor attend to provide testimony and present facts. Following a trial, the Court renders a final decision on the case, which may include administrative court costs, fines and/or penalties, if the owner/responsible party is found guilty. A defendant found guilty of a municipal charge has the right to appeal the Municipal Court conviction to the County Circuit Court. The CCI and CCI supervisor will attend and testify in those proceedings as necessary.

We did not receive any negative feedback from focus groups or interviews concerning the compliance process for either Development Compliance or Permit Compliance Branches, which is good. The focus groups did indicate problems with the plan check and inspection process in the Elevator Inspection Branch.

Performance Standards

The Division Manager has established various internal Performance Standards for the Investigations Division Function. For Performance Standards to be effective, they have to be achievable, given staffing resources and must be formally adopted, tracked, monitored, reported on at regular interval so that they can be adjusted when necessary (i.e., when staffing levels change).

Unachievable Standards encourage staff to count achievements before they have been completely accomplished because a lack of success negatively affects their evaluation, which skews the data.

Table 28 below lists the existing, informal Performance Standards that have been verbalized to staff, along with our suggested Performance Standards.

Table 28
Existing & Suggested Performance Standards for Investigations Division

Branch	Existing Performance Standard	Suggested Performance Standard	Suggested Goal for % Time Met
Development Compliance Branch			
Zoning Complaints	Respond to 90% of initial requests within 2 weeks or less	Conduct Inspection within 2 calendar weeks/10 business days of receipt of complaint	90%
Zoning Complaints	Conduct second (follow-up) inspection within 30 days of receipt of complaint	Retain existing	90%
General requirement	Conduct 20 inspections Per week	Retain existing	90%
Permit Compliance Branch			
Sign Inspection Requests	Within 24 hrs.	Conduct inspection within 24 hrs. of receipt of request	90%
Sign Complaints	Respond to within 7 calendar days or less 90% of the time	Conduct inspection within 1 calendar weeks/5 business days of receipt of complaint	90%
Pre-Demolition Barricade Inspection	Perform within 4 hours 95% of the time	Conduct inspection within 4 hours of receipt of request	90%
Permit complaints	Respond to 90% of initial complaints within 5 working days or less	Conduct initial Inspection within 7 calendar weeks/5 business days of receipt of complaint	90%
General requirement	Conduct 20 inspections Per week	Retain existing	
Elevation Inspections Branch			
Elevator same day inspection requests	90% of scheduled inspection with 24 hours	Complete same day inspection requests within 24 hrs.	90%

218. ***Recommendation:*** **The Division Manager should formalize the suggested Performance Standards in the Divisions Policies and Procedures and track, monitor and produce monthly reports on each standard to ensure that they are met 90% of the time.**

IX. LAND DEVELOPMENT

A. PROFILE

Overview and Authority

The Land Development Division (LDD) operates as a division of the Kansas City (KCMO) Planning and Development Department (P&D). The Division is supervised by a Division Manager, a licensed professional engineer. The LDD Division Manager reports to the Assistant Engineering Director, who in turn reports to an Assistant City Manager/Director as shown in Figure 20. A detailed table illustrating the LDD staff with development review responsibilities and their reporting relationships is shown below in Table 29.

The "City Engineer" (an informal title) for KCMO is in the Public Works Department and does not have any supervisory authority over LDD staff. Discussion of LDD's relationship with the Public Works Department is included elsewhere in this report. The KCMO City Charter and codified ordinances describes the primary authorities for the LDD in several chapters including Chapters 63(erosion control); 64-4 (Adjacent R/W construction); and 88 (Zoning and Development Code). Following the department consolidation with LDD move from DPW, ordinances references to DPW were not updated to reflect CPD.

The Division Manager, while authorized to act in the KCMO Municipal Code chapters noted above, ultimately serves at the pleasure of the Director of Planning and Development (P&D). As a registered professional engineer (PE) in the State of Missouri, the Division Manager also has certain statutory authority mandated by Missouri State Law which pertains to a Registered Professional Civil Engineer (PE) being in responsible charge of review of legal subdivision maps, and parcel or plat maps as well as approval of infrastructure plans for various public infrastructure improvements in the City of Kansas City.

Figure 20
Land Development Division Organization

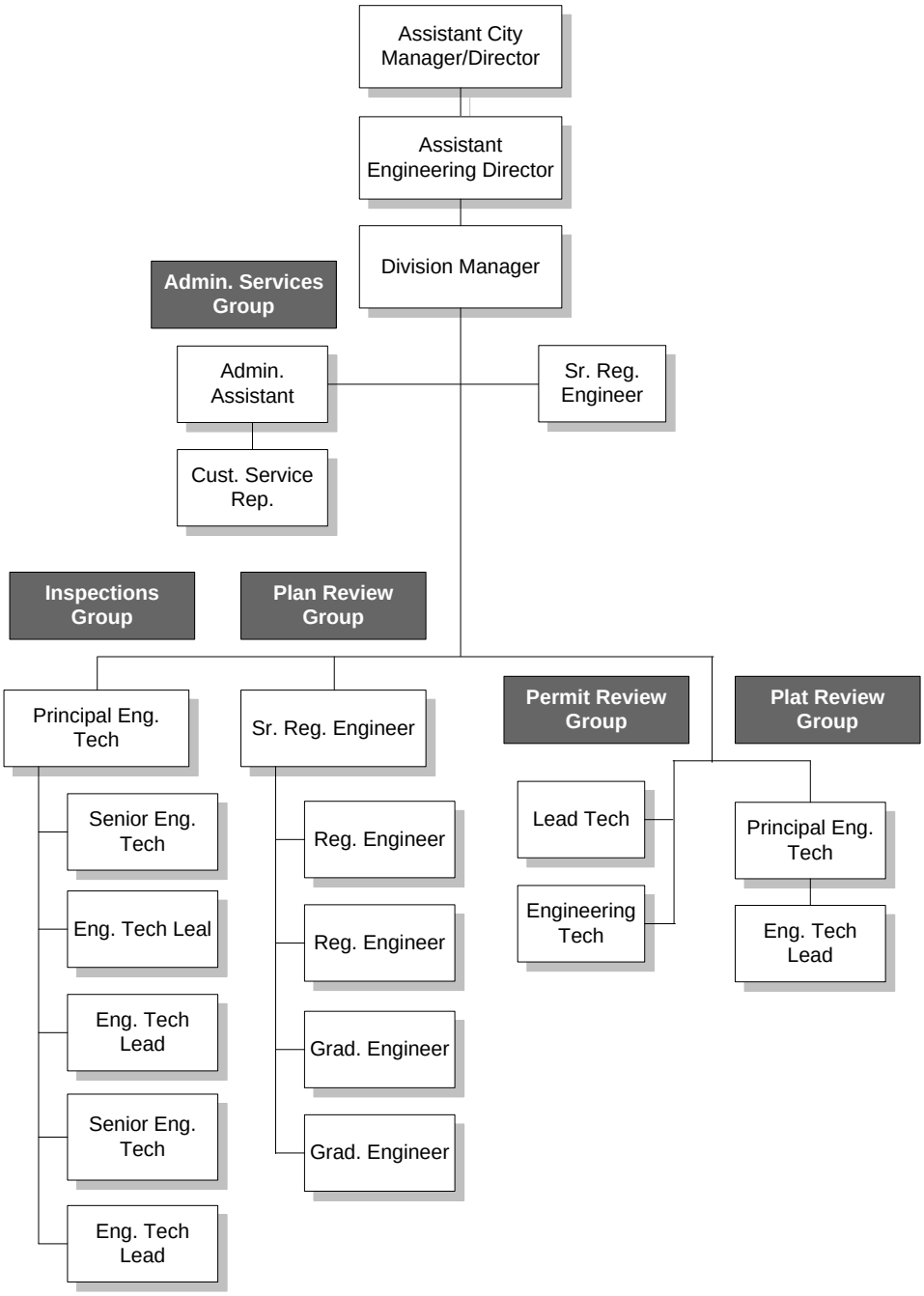


Table 29
Land Development Staffing

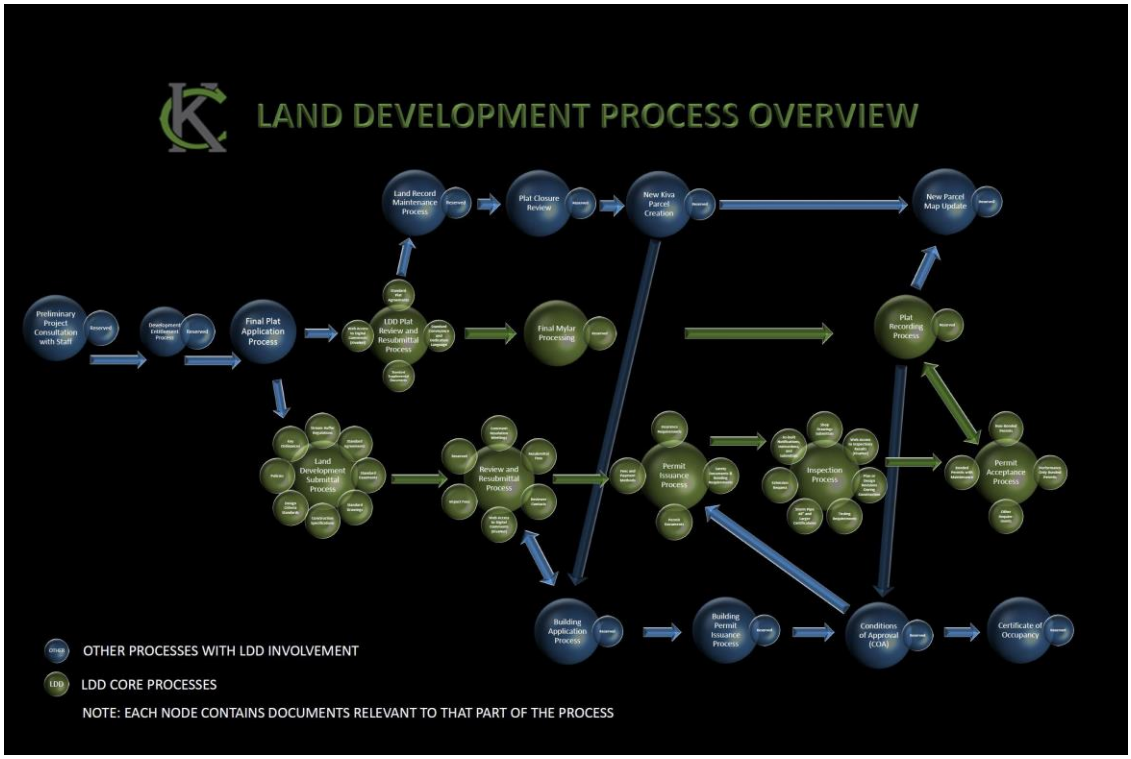
Position	No.	Responsibility and Assignment	Reports to
Administration			
Division Manager	1	Manages and directs LDD operations through 6 key group supervisors	Assistant Engineering Director
Sr. Reg. Engineer	1	Staff position. Facilitates operations. Assists Div Mgr. re: impact fees, devel. agreements, easement acceptance/releases, permits, plats, inspections, and overall development. processes	Division Manager
Administrative Assistant	1**	Division administrative duties including correspondence, files, personnel time records	Division Manager
Customer Service Representative	1	Communicates with public & customers on records research, e-builder notification monitoring, weekly Council agenda briefings. Assists Adm. Assistant	Administrative Assistant
Inspection Services Group			
Principal Engr. Tech	1	Supervises and directs 5 infrastructure inspection staff.	Division Manager
Engineering Techs (ET)	5	Construction inspection duties assigned based on geographic project location and complexity of work Staff includes 2Sr ET; 3 lead ET	Prin. Engr. Tech
Plan Review Group			
Sr. Registered Engr.	1	Supervises and directs 5 Engineering Plan check engineering staff	Division Manager
Registered Engrs.	2	Process infrastructure plans and related documents to assure conformance to City standards and development conditions-	Sr. Registered Engineer
Graduate Architect /Engrs.	2	City standards and conditions assurance	Sr. Registered Engineer
Permit review Group			
Lead Engr. Tech	1	Processes major infrastructure construction permits associated with new development work	Division Manager
Engineering tech	1	Processes minor and major infrastructure permits	Division Manager
Plat Review Group			
Principal Engr. Tech	1	Processes legal subdivision plat maps from project inception to approval and recordation with County	Division Manager
Engr. tech lead	1*	Assists with plat map processing	Prin. Engr. Tech
Total Positions	**19**	**19 filled ; *1 vacant; ** pending retirement;**	

Basic Function

The basic function of the Land Development Division includes review, approval, permitting, and construction inspection of various infrastructure improvements as well as plat map review processing and approval coordination. All the foregoing are required as a related part of private development in Kansas City. Basic infrastructure includes water lines, sewer lines (up to 24" diameter), street/highway/bridges and drive approaches.

Capital Improvement Projects by the City are not a functional responsibility of the Land Development Division. Plan check and inspection for mass grading on private land is also not a part of LDD responsibility. Erosion control plan check and inspection for large grading (over 1 acre) projects is within the LDD scope of services. Plans for development-related water utility lines owned by the City are reviewed for approval by the KCMO Water Department independently of the LDD. Gas Company, cable, electrical power, and other utility lines are not the direct responsibility of the LDD. Overall the LDD development review is a portion of an integrated process and flow of work that primarily involves Planning, Fire/Building, Public Works, and the Water Department. Other city departments such as airports and parks become involved from time to time for specific developments. Figure 21 below, which is also an interactive graphic on the city website, illustrates the LDD responsibility in the overall development review process in greater detail. Note that Figure 21 is an illustration in this report and that the detailed view and the interactive features of this flow chart can best be seen on the City's website.

Figure 21
LDD Review Process



The KCMO web site describes the LDD functions as follows:

"The division is involved in the development of land process from start to finish. Land development is predominantly concerned with addressing the project's impacts to the number of land parcels, streets, storm sewers (storm water management and conveyance systems), sanitary sewers, streetlights, street signals and site disturbance (erosion and sediment control on one acre and larger disturbances).

The Land Development Division is responsible for the tasks listed below:

- Plan review of nearly all development applications submitted to Development Management Division for determination of impacts to, modifications of, or requirements for infrastructure improvements or modifications (except for water main extension, connections or modifications-related work);
- Permitting of infrastructure improvements;
- Plan review of building applications involving any significant change in the site and/or involving any perimeter street sidewalk, curbs and drive approach repairs or modifications (i.e. minor infrastructure) due to the site changes;
- Plat review of plats (i.e. major subdivisions and minor subdivisions);

- Other general services, including unimproved street drive approach culvert sizing reviews, grade ordinances related to developments, street and alley vacation reviews and related sewer relocation, street encroachments for street light pole banner, impact fee assessments, credits, and reviews associated with building permit application, development-related easement acceptances and releases, and development agreements drafting and tracking resulting from Land Development Division conditions; and
- Inspection of permits issued by the Land Development Division.

Activity

Table 30 below illustrates the past history of development review work expressed in the total dollar value of the infrastructure improvements process each fiscal year from 2009 through 2013 and 2014 to date.

Table 30
LDD Project Review and Inspection Workload

FISCAL YEAR	Public Infrastructure Value	Total number of permits issued	Permits Per Filled Staff Position	Valuation Per Staff	Division total Staff filed/vacant	Inspection Staff filed/vacant
2008	$ 24,254,996	651	19.7	.74 per $1M	33/8	13/6
2009	$ 19,566,305.	509	19.6	.75 per $1M	26/9.	7/7
2010	$ 30,797,179	438	19.9	1.4 per $1M	22/10	5/7
2011	$ 27,891,697	439	20	1.27 per $1M	22/1	5/0
2012	$ 20,117,792	261	13.7	1.06 per $1M	19/4	6/0
2013	$ 11,231,291	275	15.2	62 per $1M	18/4.	6/0
2014	$ 12,142,874*	267*	13.4	60.7 per $1M	20/1	6/0

*Estimated amount to conclude 2014 FY on April 30, 2014

B. POSITIVE FINDINGS

- LDD has many experienced staff with long-term history and personal knowledge of KCMO;
- Many LDD staff members have professional engineering registration and college degrees as well as experience in the private development industry;

- Reasonable access to P&D development staff is in the same building in City Hall including Planning and Building Divisions. All LDD staff except field inspectors have adjacent offices on the 5th Floor of City Hall;
- The LDD review team is solely dedicated to the development review/processing effort, and do not have capital project design or other design responsibilities;
- LDD is making good use of available paperless system;
- LDD inspection team has fully developed paperless systems and has the electronic access to plan files and other data while in the field;
- The Division is organized to facilitate coordinated processing of any type of development application from the smallest to the largest and most complex; and
- LDD maintains a good schedule for its weekly staff meetings.

C. ORGANIZATIONAL ISSUES

Background

The LDD organization is designed to address the process and issues associated with the continuum of development review from Planning approvals through the construction and integration of public infrastructure improvements in the City. The LDD was moved from the Public Works Department in 2005 to help assure that a coordinated and integrated approach to development review and approval was maintained within a single city department (Planning and Development (P&D)). While the present organization comes close to that ideal, it is apparent that the actual function does not live up to this promise. There are a number of reasons why we believe this is the case and a number of recommendations follow which, if implemented, can help LDD and the P&D Department achieve a more desirable result. Several key areas requiring review for new development are not under the direct control of LDD. Water lines, traffic, and plat map engineering reviews and approval are among those key areas.

Supervision and Management

Group supervisors have been promoted to their present positions and asked to manage the technical staff without the benefit of any significant management or supervision training. This is a common problem and issue when good technical staff is thrust into supervisory and management roles without appropriate training to supervise, coordinate, and direct staff. The “art” of skilled group supervision is lacking within the LDD groups.

Some LDD groups in our observations are doing a little better than others; however it is clear that each group is more or less operating independently. We have described

"silos" as both an intra and inter-departmental problem in this study. There is very little if any teamwork or communication in evidence among the five operating groups in the division. Observed morale is low among many staff, particularly in the Plan Review Group. It is evident that several levels of staff and supervision training as well as team building and partnering are necessary.

LDD has a staff engineer (Sr. Registered Engineer) with various assignments including assisting the Manager with operations and management of the Division. The LDD staff engineer has the qualifications and experience including private land development experience, as well as supervision experience. There are several recommendations below, which will help LDD ultimately improve the supervision skills and teamwork needed to improve the LDD operation. We have observed that there is also a critical need within LDD to immediately improve the performance of the plan review group. Low morale and lack of teamwork are hampering plan check production even with the present lower level of demand. Training and Partnering, while effective methods, do take some time in order to produce measurable results.

It would be unfair to not point out that there have been good efforts within LDD to improve the technical skills for existing staff with training to improve their individual technical capabilities. It appears, however, that this training has been conducted within LDD without the support of any additional outside resources or meaningful training budget, which may have limited the scope of this training effort. Again, the training has been focused on technical skill and there is no evidence that supervisory and management training has been conducted.

We have been advised that personnel evaluations along with appropriate disciplinary actions are currently being processed to address performance issues. While we are not privy to the details or the specific individuals involved as a part of this study we consistently recommend that meaningful personnel performance evaluations along with appropriate staff guidance are essential to maintaining good performance of any team.

The discussion and recommendations in other sections of this report request that the city utilize training with the services of an outside facilitator for team building and related personnel matters including basic supervision. That is particularly relevant for the LDD. Team building and "Partnering" has proven to be effective ways to break down silos between and within departments and divisions. It is our view, a comprehensive partnering effort that ultimately includes not only key divisions within P&D, but also brings P&D, Water, and Public Works to a more cooperative effort with respect to development review and processing will improve customer service and the development process. Effective partnering and team building necessarily must include all staff and groups in the Division.

Furthermore, it is timely that comprehensive evaluations continue to be conducted for the key manager and each supervisor in the LDD to help set the focus and goals for the improvements to management and supervision that must be undertaken by this team building and partnering process. Classes and seminars conducted by Professional experts to help technical and supervisory staff learn and improve management skills are available. It is our view that LDD can benefit by this type of focused training for its supervisory staff. Courses of this type are often conducted in a series of ½ day sessions and include workshops and other techniques to help supervisors learn and improve.

219. ***Recommendation:*** **The Manager of the Land Development Division, the Assistant City Manager/Planning Director, and the Assistant Engineering Director should mutually develop a comprehensive evaluation and agreement to establish goals and timeframes for implementing a teamwork improvement program. The evaluation should also include a contract or agreement that assures Department and overall management support to help the Land Development Division Manager achieve the necessary improvements.**

220. ***Recommendation:*** **Assign the Division Staff Engineer supervisory authority over the Plan Review Group to oversee plan check operations, implementation of training and teamwork within the group, and selection and supervision of consultant or contract staff that are added.**

221. ***Recommendation:*** **Manager and Staff engineer should meet on a weekly schedule separate from the other LDD meetings to monitor and evaluate progress of the plan check group's progress towards becoming a productive and functional team.**

Staffing and Organizational Adjustments

We believe that the two key Department Directors (HR and P&D) must work through the City Manager's office to review and correct any barriers that appear to hinder the effective management, hiring and/or replacement/reassignment of LDD staff to accommodate workload demands.

It is recognized that a general job description may serve as the basis for several different and varied assignments within LDD. It is therefore incumbent on LDD to make sure that the specific job assignments and experience that may be unique to a particular staff position are clearly understood by all when recruiting for a new or replacement staff.

While each staff member in LDD has daily use of and need to access the files and records, the Administrative Assistant along with the Customer Services Representative (CSR) have a key role to help maintain correspondence and other files and records in cooperation with the rest of the LDD staff and the P&D Department. For example the CSR is currently assisting with processing the as built plans into the KIVA system. It is also our understanding that the LDD Administrative Assistant plans to retire within the next few months. If this is the case we suggest that the vacancy should be minimized to the shortest time possible and refilled with a full time regular staff person so the data and critical correspondence can continue to be properly managed.

222. ***Recommendation:*** **The Division Manager must assure that position requisitions submitted to HR have the specific experience and qualification details supporting the basic position job description for new and replacement positions.**

Review of the basic data in Tables 30 and 33 showing workload and staffing history illustrates that workload demand reached a low point last fiscal year and is beginning to increase. Flexibility is needed by the Division to reassign individual staff within the division to balance the workload will help maximize production capacity. Moreover such flexibility can also facilitate training and team building within the Division. Additionally the use of consultant staff to augment regular full time staff has been proven to allow maintenance of a core staff roster that can be expanded or contracted with contract/consultant staff to meet workload demands.

The present lower rate of development within the city suggests that there is a very reasonable possibility that LDD can solicit and receive positive responses for consultant and contract staff to fill vacancies that occur. There are several consultant firms that specialize in contract plan check and inspection services.

We have noted that there is presently one vacant position in the plat map review group. There is discussion further in this report about the plat map review process; however this vacant position is one that could very well be filled with contract or consultant staffing.

It is also reasonable that the Division would benefit by having a list of qualified consultant/contract staff "on call" to step in to enable the Division to match the apparent increase in development or any new vacancies occur. A certain amount of lead-time is always necessary to solicit, vet, and retain consultant or contract staff for the various positions in the Division. Experience has shown this can take up to two months of lead-time. Therefore it is not too soon for the LDD to initiate this process. Contract staff may also benefit LDD operations by incorporating experienced staff that have been directly involved from the customer's perspective into the Division.

Engineering reviews for water line improvements and traffic control and design are not presently under the direct control of LDD. Coordination with the Water and Public works Departments has resulted in delays and conflicts for new development. It is our view that LDD should have staff with the necessary expertise to completely review all development plans including water lines and traffic design when necessary. At the present time, the Water Department conducts water line plan reviews and charges a fee for that service. Public Works does not charge a separate fee for their traffic review. As previously discussed inter-department reviews for new development is a significant cause of review delays and other conflicts. If the LDD had direct control and authority over all of the various engineering plan reviewers then the customers and clients could have issues resolved within the Land Development Division.

As suggested in the previous paragraph, we believe that minimizing or eliminating interdepartmental reviews of new development plans will significantly improve the process and reduce delays and conflicts with developers.

There are a few things to keep in mind when adding and consolidating the review/approval responsibility to the LDD. Personnel in the Public Works and Water Departments ultimately responsible for the plat map and water plans approval are higher-level positions than the current staff in LDD. Moreover those Public work and Water Department staffs answer directly to the department directors. The LDD Manager is a PE in Missouri and has the knowledge and background that qualifies him to be responsible for such approvals, and also has had a direct report to a Department Director in the past at KCMO. In our view, it is reasonable to classify the LDD Manager at the same level as the Public Work "City Engineer" when the position is assuming the authority and responsibility to approve and sign plat maps, water line plans, and traffic engineering plans and studies.

The Public Works Department engineer currently responsible for plat map engineering reviews is classified as an "Assistant Engineering Director"

We do not recommend hiring any full time regular staff for the LDD at this time, with the exception of the Administrative Assistant and CSR positions, to fill vacancies as they may occur. The authorized positions and budget that remain should be filled with consultant/contract staff. It is also feasible to consider that consultant and contract staff can work on a part time basis. For example if a particular project requires more detailed presence by inspection to verify work in progress or quality tests then contract staff could be assigned part time to fill the need. Engineering firms and individual engineers selected for these services should not have any conflicts of interest such as development clients with projects in KC.

223. ***Recommendation:*** **LDD should commence with soliciting, vetting, and retaining consultant/contract staff for Plat Map review services; Plan Check; Water line and sewer line design and review; Traffic; Permits; and Inspection functions and establish an "on call" list that can be used for the immediate and longer term future. The Plat Map position should be considered as a priority for this process at the present time followed by plan review contract staffing.**

224. ***Recommendation:*** **Upon completion of the above recommendation, disband and reassign the current plan review group staff. Conduct all plan reviews for new development with a consultant staff team to be made up of an "on call" staff of contract and consultants.**

225. ***Recommendation:*** **Change the name of the Land Development Division to "Land Development and Engineering Services."**

226. ***Recommendation:*** **Recruit an Administrative Assistant to replace the retiring incumbent so that there can be a minimum one-week overlap to hand over assignments and training of the new staff.**

227. ***Recommendation:*** **Consider reclassifying the current LD Division Manager Position to "Assistant Engineering Director" with authority to approve and sign plat maps. Change the reporting relation of this position to report directly to the P&D Department ACM/ Director.**

228. ***Recommendation:*** **Have all engineering plan review firms and consultant/contract staff report to Staff (Sr. Registered) Engineer position.**

Staff Meetings

The LDD Division has reported the meetings schedule shown below. We did not observe any of the staff meetings. This schedule if maintained as reported fits well with our best practices recommendations.

- LDD Permit Group and LDD Inspection Staffs meet every Monday at 8:00am-9:00am (1hr) (typically co-chaired by Inspection and Permit Supervisor).
- Inspectors meeting one-on-one with their supervisor weekly on Friday and Monday to address assignment, and all LDD Supervisors (Plan Review, Plat Review).

- Administration, Inspection, and Permits meet Friday at 9:00am-10:00am (1hr) (typically led by Division Manager) and based on agenda items for division knowledge.
- The LDD Engineering Plan Review and Plat Review staffs meet on Friday's at 10:00am - 11:00am (1hr) (typically co-chaired by Plat and Plan Supervisor), depending on agenda items and need.

Sometimes agendas are utilized, and meeting minutes are taken, other times its just projector and actual systems or demonstrations. These meetings are used to address the following programmatic areas as needed. Follow-up documentation is provided when appropriate.

- Problems issues encountered by staff;
- Training;
- Policies;
- Program changes to Processes and Procedures; and
- Interdivisional coordination.

Previous discussion and recommendations are included in this report regarding management meetings with all division managers in the P&D Department.

The LDD Division Manager should continue to hold regularly scheduled direct report staff meeting with the Division's key staff per the schedule reported above. A weekly schedule is one which we highly encourage to be maintained.

There is no Division-wide staff meeting in the LDD where all the staff including engineers, administrators, and inspectors can meet to review not only current projects, but where issues impacting the entire LDD function and its interaction with other divisions and departments can be discussed. These types of regularly scheduled staff meetings provide an excellent opportunity for the sharing of information, training, and the development of an overall feeling of "we are in this together." These meetings should be led by the Division Manager and should include discussion of not only a few major applications being processed, but should include a brief staff training opportunity, as well as discussion of the Department mission. Normal types of announcements and round table can be handled outside this meeting through email. We also suggest consideration that this meeting could occasionally be for 2 hours (12 – 2pm) including a "brownbag" lunch. Various staff supervisors assigned on a rotation basis in LDD could develop the agenda for each meeting.

The following points can serve as additional guidelines for the LDD staff meetings agenda.

- Each function should focus on the big picture and recognize how each piece impacts the other as well as the customer;
- Discussion on implementing this report;
- Management and supervision training: We suggest that at least 15 minutes of each meeting be devoted to management training. This could be a film on management issues, discussion of a management concept led by one of the participants, or even a joint book review focusing on certain chapters each meeting; and
- The direct report staff meeting should have an advance agenda, be documented, and a summary provided to all the participants the next day.

229. ***Recommendation:*** **The LDD Managers Direct Report Management Meeting and other staff meetings should continue on the weekly schedule as reported above.**

230. ***Recommendation:*** **A regularly scheduled meeting for the entire LD Division staff should be scheduled at least once quarterly.**

231. ***Recommendation:*** **The Director of P&D should periodically attend the Land Development Division total staff and direct report staff meetings to reinforce the Division and the Department's overall mission.**

Inter and Intra-Departmental Coordination

Plans for infrastructure improvements to sewer lines up to 24" diameter related to new development are reviewed for approval by LDD to assure conformance to Water Department standards as well as other conditions required by a specific development. New water line extensions are independently reviewed by the Water Department at the present time. Assurance of conformance to Public Works Department standards is also similarly required particularly for certain traffic and transportation and street improvements.

We have received comments from numerous sources including P&D staff, PW and Water Department staff, development customers, and others that the process often bogs down when subjected to these interdepartmental reviews. Past studies conducted for the city prior to the 2005 reorganization referred to these same problems and conflicts between different departments resulting in delays to the review of projects.

Review schedules are often delayed in order to resolve conflicts for a project when it is passed on to a separate department(s) for determination. Customers in this study continue to report that they frequently have to shuttle between the departments at the City in order to find resolution to a conflict or design issue in spite of the fact that

LDD was moved from Public Works to P&D to alleviate this. There can be any number of reasons that can add to the time delay including different priorities in each department, funding and reimbursement for the work involved, lack of authority or supervisory control over the other departments by LDD and the P&D Department when work is being done on behalf of either Water or Public Works.

We believe also that both the Water and Public Works Departments individual staff members sincerely try to help resolve interdepartmental issues as they arise. It is important to note that while LDD has control of the process for approval of plans and permits for the infrastructure involved it typically becomes the responsibility of the Public Works, the Water Departments, or other Departments such as Parks to operate and maintain the constructed improvements. Those departments each have a mandated responsibility to set the standards of design for infrastructure improvements. LDD does not set the standards, but is charged with the responsibility to assure that planned development designs conform to the city standards. Some of this will be discussed with recommendations in the "Policy Issues" section of this report. Past studies have pointed out these interdepartmental issues. Unfortunately we have found that many of the interdepartmental conflicts reported in previous studies still exist. The most direct solution to interdepartmental reviews is to have Staff expertise within LDD to conduct complete reviews of all engineering plans for new development.

The LDD permits group processes construction permits for new development work in the public right of way that is appropriate to document the developer's and contactor's authority and obligations for the public improvements involved. There is one aspect of the permits group work that is not related to new development and that is the process that is described as "Banner Permits." This has been a long-term obligation of the LDD permits group, but we believe it more properly belongs a responsibility of the Public Works Department permitting system. It has been pointed out that the City's phone directory and other references direct Banner Permit applicant to the LDD.

232. ***Recommendation:*** **Move the "Banner Permits" processing back to the Public Works Department and correct the City phone and website references accordingly.**

233. ***Recommendation:*** **Bring the new development engineering reviews for water lines, traffic, storm water management, and any other development-related engineering specialty directly under the control of LDD with staffing by consultant and contract staff as appropriate.**

234. ***Recommendation:*** **Reallocate the existing fees collected by the Water Department for water line plan reviews to P&D.**

235. ***Recommendation:*** **Consider the utilization of an outside facilitator to develop a Partnering Program" that includes P&D (all divisions), as well as appropriate divisions of the Public Works and Water Departments to eliminate silos and resolve interdepartmental conflicts.**

Records Management

LDD is one of the focal points for documentation of actual infrastructure improvements constructed by private developers. Although LDD is still just a portion of the overall process of development approval from the planning through the implementation of the City's growth, it remains a significant part. The Land Development Division does a good job of maintaining the current project files on the existing KIVA system while plan check and construction is in progress. It also appears that there is not reliable input or flow of information from the Planning Division into the KIVA system at the beginning of a project.

There is not a universal or department-wide method to file projects with identification that allows easy access to all the information on a given project when data is entered at different times. The problem of a common identifying file numbers has also been recognized in past studies conducted for KCMO. While LDD is currently the most active user of the city's electronic or digital files and records, the entire P&D department as well as other city departments must also use these systems in order to have truly useful records management. A comprehensive system is becoming particularly important with the advent of the EnerGov system.

The LDD utilizes the KIVA system extensively, especially the plan check and inspection groups. However, once a project is completed and signed off by inspection we found that the "as built" documentation is lagging. LDD administrative staff is helping inspection to catch up with the "as built" backlog. It has also been reported that only about 10% of the development plans submitted to LDD are transmitted electronically at the present time.

Documents including design standards, procedures and other general information is digitally stored in a server named "Socrata" Below is a quote from the City's website describing the "Socrata" document server. The balloon chart shown above (Figure 21 is the user's guide included on the City's website to navigate the "Socrata" information file. While this is a start in the right direction to provide customers with necessary information to process their permit or development it is still complicated and can be confusing to the user.

"*The Socrata Document Server is where all of the Land Development Division Documents are stored. LDD has over 300 documents that are important to the Land Development Process. Socrata is like a large bucket with all the documents dumped into the bucket. Therefore, it can be a challenge to find a specific document. LDD has therefore provided this guide to help in your search and to hopefully provide an improved means of identifying the document(s) that are important to you in your endeavors to work with the LDD staff.*"

Previous recommendations in this report describe improvements to the website that will help. The City has recently approved a contract to convert and phase in development processing and records with the "EnerGov" management system over the next two years. EnerGov is proprietary permitting software for managing regulatory permitting, project and land management.

Simply adding the EnerGov system will not automatically solve the issue of locating proper documentation, instruction guides, and records associated with each development project. Vigorous management by the City staff during implementation of the new system along with a coordinated effort to clean up the data in the KIVA and "Socrata" systems to assure that a well understood and universal filing system is necessary will allow the EnerGov system to reach its full potential. Projects that have one set of file numbers for the planning process and a different number for the infrastructure improvement plan need to be properly cross-referenced. Building permits and plans also need to be properly associated as well.

Each division in P&D has an important role. The overall system of records management at a minimum should be conducted on a P&D Department wide basis for development records and files. EnerGov has the potential to integrate various systems including GIS, Google Earth, Electronic plan review systems such as Blubeam or CAD systems as well as preserve and integrate data already in KIVA and "Socrata." It will also be necessary to maintain and possibly even improve the KIVA network concurrently with the EnerGov implementation.

We applaud the City's adoption of the use of the EnerGov system and strongly believe that with dedicated management of the implementation and comprehensive staff training on its use it will significantly help alleviate many of the problems and frustrations expressed by both city staff and the development customers. There is additional discussion regarding the management of the standard plans in a subsequent section of this report.

The City code, section 64-76 provides that the Public Works department has an overall responsibility to maintain the permanent records of the city's infrastructure to wit:

Sec. 64-76. Records of improvements.

(a)The director of public works shall keep permanent records of all city public improvements, and especially of all work the cost of which is to be paid for in special tax bills, setting forth the location and cost of such work and all details connected therewith. The maps, digital maps, plans, books and papers in the director's department or office shall be subject to examination by any person seeking information therefrom under such regulations as the director of public works may prescribe.

(b)If digital maps or drawings are generated in connection with city public improvements, or submitted to the city for another purpose, then those maps shall be CAD (Computer Aided Drafting) drawings based on the Missouri West State Plane Coordinate System, 1983 North American Datum and the North American Vertical Datum 1988 with a positional accuracy of + or - one hundredth of a foot.

236. ***Recommendation:*** **Establish an integrated "Central files and Records" system coordinated with EnerGov for the entire P&D Department and coordinated with the Public Works Department, and other departments even if they are only peripherally involved with development. The EnerGov system will serve as the repository for all development documents, plans, digital files, maps and related information.**

237. ***Recommendation:*** **Retain by contract the services of a qualified "Librarian" expert in library science to report to the Assistant City Manager to manage the implementation of the central files system and its integration into the EnerGov system. The "Librarian" should be available on a full time basis during the entire two-year implementation period of converting to EnerGov.**

238. ***Recommendation:*** **The Administrative Assistant in the LDD Division to work with the Central Files Librarian to assist with the integration of all LDD files through *KIVA* and ultimately to the new EnerGov system. Maintain and upgrade *KIVA* as necessary concurrently with the EnerGov implementation to assure compatibility.**

239. ***Recommendation:*** **LDD inspection supervisor to lead and conclude the filing of all pending "as-built" plans and documents for completed projects into the KIVA system network by the end of 2014 calendar year.**

D. PROCESS ISSUES

Plat map Review Process

LDD has the responsibility to assure that plat maps associated with new development are processed simultaneously with the progressing plans for subdivisions and property boundary changes required for the new development. Highly detailed plat maps are clearly necessary to document parcels for new boundaries, ownership and taxation records among other things. They are a very important part of the land development and subdivision process.

LDD does not have the responsibility to verify the engineering and survey or technical details on a given plat. LDD does need to confirm that the City Engineer in the Public Works Department and others has signed off on each map and the format is according to city requirements. A detailed multi-step process is followed to process each plat map by LDD for the city. That process is summarized below. All of the technical and legal approvals are conducted throughout the lengthy process are conducted by the City Engineer, City Clerk, City Attorney, and other city departments, and City Attorney offices.

SUMMARY OF FINAL PLAT PROCESS STEPS AND TIME LINE

1. The final plat and application for final plat approval is submitted to Development Management by noon on Wednesdays (usually every other week).

2. The Land Development Division (LDD) assigned plat reviewer and plan reviewer review the proposed plat before the Development Review Committee (DRC) meeting and must also attend the meeting and provide written comments to the applicant.

3. The DRC meeting is normally two – three weeks after plat submittal. DRC includes all of the main divisions of the City (Planning, Engineering, Water, Public Works, Parks, etc.) and is basically a round-table discussion of the plat. All remarks generated by the meeting are discussed. If the plat is in general compliance with the approved preliminary plat/plan, it will be moved ahead to the City Plan Commission (CPC).

4. The CPC meeting is normally two – three weeks after the DRC meeting. Before this meeting occurs, a staff report of the discussions and remarks presented at DRC are written up by Development Management staff as requirements to be satisfied before a plat can be released for recording. CPC is on a consent docket that means if the developer consents with all

the conditions listed in the Staff Report, the developer can sign off on the plat without any discussion. If there are items listed that the developer does not agree with, then further discussion is needed either before the CPC meeting or during the meeting in the presence of the commissioners. If an agreement is not reached, the plat can be held at CPC to allow for further review of the situation.

Underlying the above synopsis is the requirement that each map is circulated to at least eight separate city departments for review before final mylar maps are prepared by the developers' engineer. There are over 25 separate technical and procedural steps and actions that are being taken including approval by the CPC and the City Council after approval by the Finance Dept, Law Dept, and the City Clerk.

We have received numerous comments and complaints from the various focus groups and individual customers regarding the obvious lengthy process and time that is taken for plat maps to be ready for final recordation in one of the appropriate County Recorders offices. Three different county jurisdictions, each with slightly different requirements for map recording are involved.

LDD has unfortunately become the focus of many of the complaints about the plat map process. LDD has attempted to find ways to streamline the review process, which they can only facilitate but do not have authority to change. There is substantial inertia to make any changes since each approving authority is reluctant to modify or relinquish their individual review responsibility. Because there is often many different departments mandated to sign off or approve a given plat map as well as many as 8 final signatures on up to 12 Mylar map copies it is easy to understand why the process takes so much time. It is our view that the use of Mylar maps can be significantly reduced or even eliminated if a proper protocol for processing digital maps is completed.

We contacted the City Attorney's (CA) office and asked if all the signatures and additional review steps are mandated by the city code. It is our understanding from the CA that the current code does not now require all the signatures currently being included on the maps. We transmitted a copy of the plat map review process with the informal request that the CA review, correct and amend the process as described with the objective to streamline the process to maximum extent and remain within all the city's legal requirements. It is our view that formal signatures on plat maps can be limited to 1) Developer's engineers, 2) LDD's engineering approval and 3) City Clerk attesting to approval of the plat by CPC and City Council.

Signature requirements if reduced are not the total solution to plat map process improvement in our view. A comprehensive evaluation of this process has the potential for achieving additional time saving steps that do not negatively impact the correct legal purposes of the plat map. Another action that can help reduce the process

time for plat maps includes modifying the Development Code designating the LDD Manager, a registered professional engineer, to be officially designated with authorization to oversee and ultimately approve and sign plat maps for the City.

240. ***Recommendation:*** **Formally request the City Attorney to review that current Plat Map Review process conducted by LDD and to correct and modify the process to meet all legal requirements in the shortest possible time. It will be desirable if the CA response could be completed within the next (30-45) days.**

241. ***Recommendation:*** **Implement a process to allow preparation and recordation of plat maps in digital format with digital signatures to eliminate the multiple Mylar or hard copy map copies that are currently required.**

242. ***Recommendation:*** **Change the Plat Map engineering approval authority from the Public Works Department to the LDD. Provide for the LDD Manager, (Assistant Engineering Director), to sign Plat Maps. Modify City Code as appropriate to allow this change**

Inspection Procedures and Quality Assurance

The LDD field inspectors make excellent use of a paperless system to track and inspect new development work in KCMO. This contributes to the fact that the large area of the city can be inspected by a relatively by a few number of staff. The inspection by LDD is a verification that the work involved conforms to the permit conditions and/or plans at the location that has been approved by the city.

There is very little if any detailed quality assurance (QA) inspection being conducted by LDD. The City relies on a guarantee agreement and bond system that requires that the improvement involved remain the maintenance responsibility of the developer for a period of up to three years after the construction is completed. If defects are found then the developer/contractor is responsible for the necessary correction to the defect.

Both Public Works and Water Departments who are responsible for ultimately maintaining the infrastructure involved have commented that the city is often left with owning and maintaining an improvement that is constructed below standard or defective. The Water Department expressed their concern that development constructed sewer lines up to 24” in diameter have not been subjected to a detailed quality assurance inspection. Public works staff pointed out that laboratory tests or certifications for pavements and materials are not provided for with developer-constructed improvements. During a brief field review some relatively new

subdivisions with apparent failing street pavements and trench settlements were observed.

There are several reasons based on our experience as well as circumstances described to us by the inspection staff that contributes to this problem. First, the guarantee and bond system, while in theory intends to assure a quality improvement, is subject to failure in its actual implementation. The city staff when confronted with a failed structure or improvement has described being left to fight with the developer, the contractor and the insurance or bonding company none of whom take individual responsibility. They each tend to point to the other party as the responsible one.

While the city permit system specifies that the contractor is responsible for assuring that the improvements are properly constructed, the issue often becomes a legal dispute with the bond insurance company. This results in a great deal of time being spent by the city which can ultimately be left with no option but accept a substandard improvement because it is faced with the need to go to court to take over the bond. The cost and staff time outweighs the prospect of being able to actually succeed with a correction of the defect. Another reason in our view is that the developer and contractor may no longer be available soon after the work is completed.

The small size of the inspection staff, while efficiently being able to view the work in the field, does not have the capacity to conduct timely quality assurance inspections coordinated with the progress of the work on each project. Additionally inasmuch as there are not any soils and material laboratory tests or certifications the inspectors have no information to detect defective materials or soils compaction during the early stages of construction when the opportunity exists to effect corrective measures.

The City is confronted with a dilemma that needs to balance the cost of additional inspection and possible delays of work in the field to assure that improvements constructed by private development actually are not defective. While we are sympathetic to the need to expediently approve and implement private development, there is a long-term need that the city needs to be assured that the infrastructure being accepted meets all city standards and specifications.

The anecdotal issues described above require a further examination of the facts, which is beyond the scope of this study. It would be appropriate if Public Works and Water Departments quantify and document cases where defective improvements have been accepted by the city along with the actual costs incurred to correct the defects. Additionally, the actual cases when attempts to cause correction of a defect and utilize a posted bond for the cost of repair need to be documented.

We also believe that certification by qualified laboratories and specialized inspectors along with a stronger guarantee and maintenance responsibility including a cash/deposit bond requirement may be enough to satisfy the operating departments that they can receive quality infrastructure improvements without materially adding to

the time or cost of an individual development. We also suggest the both Public Works and Water can determine that certain projects or specific classes of infrastructure warrant a more detailed level of inspection and those requirements made a part of specific conditions of a given development approval. We are not suggesting that this be a blanket condition for all projects, but applied where appropriate based on experience with the type of infrastructure involved.

243. ***Recommendation:*** **The Public Works and Water Departments should provide documentation concerning defective infrastructure along with costs to correct the defects.**

244. ***Recommendation:*** **Review the maintenance agreement form and associated bonding requirements and evaluate the feasibility of modifying to incorporate additional cash deposit or access to a secure certificate of deposit as a means to guarantee financial resources to correct any defect of permitted work.**

245. ***Recommendation:*** **Evaluate LDD inspection schedules along with incorporating requirements that developers/contractors report planned work to LDD 24 hours in advance to permit inspectors the opportunity to observe actual work in progress. A call center and email notices integrated with EnerGov can help make this a workable system.**

246. ***Recommendation:*** **Additional inspection staff required based on increased workload and/or quality assurance needs should be from the previously recommended consultant staffing on call system.**

247. ***Recommendation:*** **LDD work with Public Works and Water Departments to create a mutually acceptable program, which provides for certified laboratory testing and technical inspections of certain classes of infrastructure that are developer constructed.**

248. ***Recommendation:*** **Establish conditions requiring developers and their contractors to provide certified laboratory materials test results and other quality assurance tests as necessary documenting compliance with the city's design standards.**

249. ***Recommendation:*** **Institute a training program for inspections staff that includes methods to improve the quality assurance for different types of construction work.**

250. ***Recommendation:*** **LDD inspection to establish regularly scheduled "joint inspections" with Public works and Water for infrastructure as it approaches the end of the "maintenance period" and bonded guarantee to hand off the improvement to the operations department involved.**

Transportation/Traffic Review

The Public Works Department is currently responsible for verifying traffic and transportation conditions of new development. PW staff attends the DAT and DRC meetings, as well as CPC meetings during the early stages of project development. Specifically the Public Works Department staff through its Traffic Operations Group provides development plan review in the areas in traffic impact studies, traffic signal design, and traffic control design**.** This aspect of development review is often one of the most critical since traffic flows and impacts are typically at the forefront of community concerns related to proposed new development. We believe that traffic reviews for new development should be under the direct control of the Land Development Division and not totally subject to the interdepartmental process currently in place. Reference is made to the previous recommendation (228) to include traffic review as one of the direct responsibilities of LDD.

Several factors affect a proper traffic review of any given development. A key factor is having an up to date and comprehensive circulation plan and Master Street Plan (MSP). The city's (MSP) plans are not up to date which has resulted in extra time being required for the review of a number of individual developments. This happens often particularly for developments in the older central core of the city where the traffic issues need to be presented to the City Transportation Committee for resolution.

Discussion in other sections of this report point out that the long-range planning for KCMO is deficient. Transportation planning along with regular updating of the MSP is also lacking. The LDD reviews, particularly for traffic issues, cannot proceed effectively without a comprehensive and up to date master plan of streets. Other sections in this report have recommended increasing the long-range planning staff. This is particularly relevant for the Transportation and street planning functions.

251. ***Recommendation:*** **Add a staff position in the Citywide Planning Division with the specific responsibility to maintain the City's circulation planning and regular update of the Major Streets Plan (MSP).**

Equipment and Support

In order for the operations of the P&D to effectively utilize the available technology and communications necessary to function up to date hardware, software, and tech support is critically important. This is particularly true for LDD, which must interact with numerous city departments, outside developers, and all divisions within P&D.

The need for specialized equipment and support is exemplified when the field operations of the LDD inspection team is involved. Specialized 4WD vehicles for access to unimproved roads and areas under construction are very important. The inspection group's paperless operation also requires that their "mobile offices" have all the communication and connectivity necessary to assure ready access to the plans and other data required in the field. It is our understanding that the life cycle of most of the Inspection group vehicles is nearing an end and replacements will soon be required.

The equipment that the planners and engineers in P&D should have at their workstations include access to enough computing capacity to assure full beneficial use of the EnerGov, KIVA, and combined GIS and plan checking software. Large and dual monitors capable of displaying full plan sheets and simultaneously the GIS/Google Earth data to help expedient reviews of development proposals are also needed.

252. ***Recommendation*: The Budget should include the necessary special equipment needs for the Land Development Division.**

Plan Check Review Turnaround Time

The LDD maintains an information spreadsheet entitled "Workload Data and Performance" that lists activity broken down by the type of review. For example, site distance, sanitary, streetlights, streets, etc. are among the review activities in the plans category. The 2013 FY report lists over 1000 plan reviews along with a reported 94% completed "on time". While this report may be useful to LDD staff to evaluate processing time for the different categories of work, there is little, if any, relation to reporting the progress of specific development review cases or projects overall. Each project may have many reviews in several of the report categories being tracked, however the overall progress of any specific development is not available.

KIVA can currently track the history of many but not all projects. With the advent of the EnerGov system it will be possible to track the review history of all development project submitted to P&D. Those projects, large or small can be tracked at every stage of review and its progress through the city's system known to staff and developers. Because it will take some time to completely implement the new system, and due to the fact that LDD is already using an Excel spread sheet method to track project

review information it should not be difficult to illustrate the status or progress of individual projects as they move through the LDD plan check and inspection system. Moreover a project specific tracking system on an Excel spreadsheet can be translated to EnerGov during the implementation period without much difficulty. In the interim, the possibility of using KIVA to track the process should be explored.

253. ***Recommendation:*** **LDD should use KIVA to track the progress of each project submittal it receives for plan check and inspection.**

Previous sections of this report suggest that review times for projects that have been verified to have complete submittals should be able to have completed first checks within 15 to 20 working days and subsequent checks to take one half the time used for the first check. This matter is both a process and a policy issue. We believe that once a submittal is determined to be complete that the city should be able to meet this goal with over 90% of plan reviews.

254. ***Recommendation:*** **LDD to adopt a goal of completing plan review first check within 15 working days after receipt of a verified complete submittal, a 2nd check within 10 working days, and a third check if needed within 5 working days.**

255. ***Recommendation:*** **LDD and P&D require a "pre-submittal" verification process that will expediently confirm if plans and other submittals are complete and ready for a full review at the time a submittal is made. Only complete plans should be accepted for review.**

E. POLICY ISSUES

Pre-Approved Plans (Standard Plans)

Many cities utilize a manual to document detailed plans for various infrastructure improvements including streets, sewers, water facilities, etc. There is available on the city's website a table and downloadable sections for specific standard plans and drawings for the various infrastructure designs required by development. An active program of review, updating, and providing corrections and additions to the "Standard Plans Manual" which serves the city and its customers with approved uniform designs, policies and procedures ultimately saves time and allows efficient development of the city.

The Public Works Department has the responsibility to maintain the KCMO standard plans for the city's entire infrastructure except water facilities. Article 4, Div. 2 Section 413 of the Charter and Section 88-509 of the Development Code described

the specific authority of the Public Works Department in this regard. Additionally Section 1102(a) of the City Charter also provides for the Planning commission the power to "prepare or recommend plans in the records management discussion of this report." for streets parks, and public buildings etc. Chapter 88-Section 605 of the Development Code describes the separate detailed authority for the Water Department regarding the standard plans. There is a multi-departmental committee for the Public Works plans and a separate Water Department committee for the Water Department standard plans.

We received reports that there is some disagreement or a conflict between the P&D and Public Works Department over which department has primary authority to manage the standard plans for KCMO. The City Charter and Development Code referenced above clearly states that Public Works has the primary authority to develop and amend standard plans with P&D Department participation on a "Standards Committee." The Water Department has a separate set of standards, which they develop independently.

We also have received reports that the standard plans are not as up to date as they should be. LDD can only require compliance with the documented standards. This can be a source of confusion and delay to developers if the standards are not up to date. Unfortunately LDD becomes the focus of customer's frustration even though they have no control or authority over the standards and their amendments. It is in the City's best interest that conflicting or out of date standards be resolved and clarified at the earliest possible date. This interdepartmental conflict can only exacerbate the problems related to the previously mentioned silos and effective development review and processing. While an in-depth study of the Water and Public Works Departments was not a part of this review it is apparent that a greater degree of cooperation and collaboration between those departments and P&D is warranted.

256. ***Recommendation:*** **The Water, Public Works, and Planning and Development Departments should resolve the apparent matter of conflict and timely updates of the City's Standard Plans as soon as possible utilizing a "Partnering Process". If Partnering fails to satisfactorily conclude the issue then the City Manager should exercise authority to establish a cooperative protocol.**

The Standard Plans and their associated policies are difficult to find and extract from the city's website. They are currently imbedded with the roughly 300 other development information items in "Socrata." While locating the standard plans is but a small part of the overall difficulty of navigation of the website, which is currently under renovation, it would be more helpful to land owners, developers, and their professional staff if the compendium of Standard Plans and related Policies was more easily accessible and downloadable in pdf format. The "bubble diagram" interactive

chart (Fig 21) is currently being improved and made more user friendly along with the development of the city new website. Nevertheless it is our view that the standard plans for the city's infrastructure could be accessible as a separate document or file for use by developers and their professional staff

257. ***Recommendation:*** **Provide easier and direct access to the Water and Public Works standard plans and associated policies by an obvious link on the P&D section of the city's website in addition to the bubble chart interactive map.**

258. ***Recommendation:*** **Standard Plans by both Water and Public Works Departments should be updated at least annually and preferably every 6 months.**

X. PERMITS

A. PROFILE

The Building Permits Division consists of 14 staff as shown in Figure 22 and Table 31.

The Division is located on the 5th Floor of the City Hall Building and is the location where applicants begin the process of obtaining a building permit. Staff here greet customers and receive their permit applications. Projects that do not need to have plans routed through other departments or divisions can generally be issued the permit the same day by counter staff. For larger projects where detailed plans must be reviewed, staff logs the application information into the system and Permit staff conducts a Quality Control Review to determine if the plans contain the minimum information necessary to warrant a thorough plan review by the various departments. Once the plans have been verified to contain the minimum required information then Permits staff routes the plans to the other departments. When the plans have been approved by the various departments and divisions permits, staff will complete the City's portion of the application and take the necessary steps to issue the permit.

The Permits Division also has counter staff available to meet with customers to give them preliminary information about the permit process and the general requirements that should expect to have to meet to get their particular project approved for construction.

The Permit Division also administers the Contractor Licensing Program that includes issuance of Contractor Licenses after staff has verified they have passed specific licensing exams.

The public's initial contact is with the Receptionists located in the 5th Floor lobby. These individuals enter the initial information into the KIVA program from walk-in customers, direct callers to appropriate staff and also act as Cashiers. Currently these Receptionist positions do not report to the Permit Division Manager but rather to the Assistant to the Director of the Department who is located on another floor.

Figure 22
Permits Division Organization

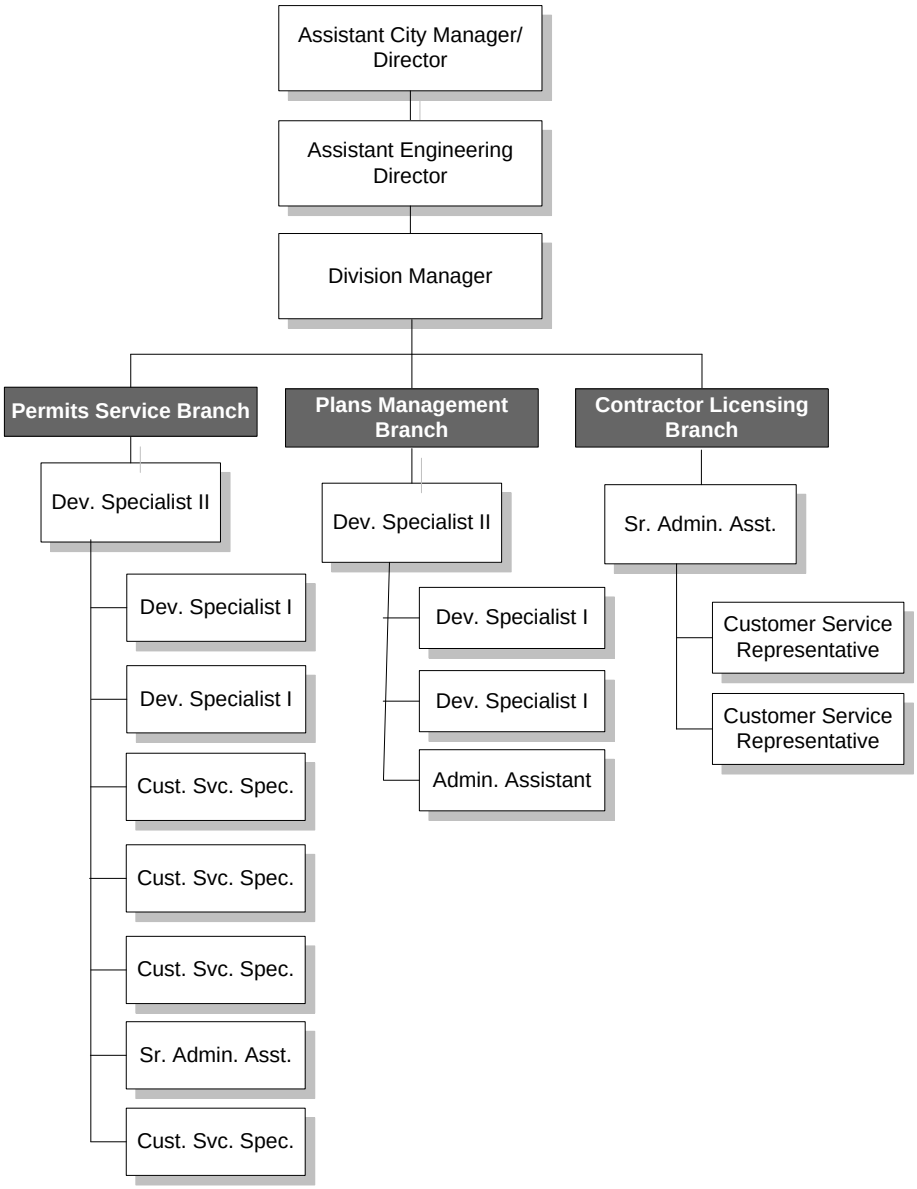


Table 31
Permits Division Staffing

Position Title	Number of Positions	Responsibilities	Reports To
Division Manager	1	Manages all functions of the Permits Division including Permits Services Branch, Plans Management Branch and Contractor Licensing Branch	Assistant Engineering Director / Building Official
Development Services Specialist II	2	Supervisors for the Permit Services and Plans Management Branches	Division Manager
Development Specialists I	4	Staff assigned to either Branch to perform OCR , maintain plans and/or write permits.	Develop Services Specialist II
Customer Services Specialist	3/1 (vac)	Staff assigned to either Branch perform clerical duties and provide assistance to customers in person or by telephone.	Development Specialist II
Customer Services Representative	1/1 (vac)	Staff assigned to the Contractor Licensing Branch to provide clerical support and directly interface with customers	Sr. Administrative Assistant
Sr. Administrative Assistant	2	Assigned to Contractor Licensing Branch or Permit Services Branch to perform complex administrative tasks and may supervise others	Development Specialist II
Administrative Assistant	1	Provides administrative and clerical assistance to Plans Management Branch	Development Specialist II
Total	**14/2 (vac)**		

B. POSITIVE FINDINGS/AREAS OF STRENGTH

- KivaCitizen offers preregistered contractors the ability to apply for permits online and monitor status through permit issuance to final inspection;
- Target wait times at counter is 10 minutes, currently average is 7 minutes;
- Division coordinates routing thru various functions and can be tracked via KIVANET;
- Detailed submittal requirements and list of staff contacts;
- Introduced single point of application and plan drop off for first time users;
- Email and fax used for some permit application;
- Established a max 2 day turnaround time for determining if application is complete for submittal (QCR – quality control review);
- Customers report that the payment process has improved recently; and

- Comprehensive set of Information Bulletins have been prepared (not currently easily accessible).

C. ORGANIZATION ISSUES

Performance Standards

The Division has established several performance standards to measure their ability to provide timely customer service.

Table 32
Permits Division Performance Standards

Service	Performance Standard
Initial Quality Control Review (QCR)	Within 2 days
QCR Resubmittal Review	Within 1 day
Average Wait Time for Customer Service	Target 10 min
Permits by Fax or Email	Within 24 hours
Permit ready for issue after Plans Approved	Within 2 days
Permits by Mail	Within 48 hours
Zoning Interpretations	Immediately
Sign Permit Issuance	Same Day
Zoning Compliance Letter	Within 2 weeks

We support the Division's efforts to create and monitor compliance with the above established performance standards. Customer surveys indicate that they are generally satisfied with these standards but note that occasionally the period between plan approval and issuance of the actual permit has exceeded the two-day target. It is recognized that now when this occurs Management takes extraordinary step of allowing the project to proceed and arranging to have the inspector deliver the permit and plans to the site in order to reduce the impact on customer. We commend Management for devising a back-up plan but would prefer to see a system in place that would allow staff to be temporarily reassigned to meet the peak workload demand so that permits could be issued with one-day of plan review approval.

259. ***Recommendation:*** **The Permits Division Manager should revise the turnaround time for issuance of permits to one-day following plan review approval.**

260. ***Recommendation*****: The Permits Division Manager should create a program to cross-train staff to provide emergency backup staffing to supplement existing staffing during temporary peaks in workload activity.**

Staff Qualifications

Many of the employees in the Permits Division have considerable experience with the City of Kansas City and several employees in key positions also have strong educational backgrounds in architecture, engineering and construction. However, unlike the job descriptions for the Plans Review and Inspections Divisions, there are no certification requirements for rank and file positions in this Division. We believe that the Division would benefit if staff supporting the public counter were Certified Permit Technicians.

261. ***Recommendation:*** **The Permits Division Manager should develop a program to require public counter staff to obtain recognition as Certified Permit Technicians.**

A review of the organization chart for the Permits Division indicates a wide variety of classifications assigned to the Permits Division. It is likely that an argument could be made that all of these classifications and the specialization that they imply were warranted when the Department was much larger. Now that the Department is smaller, it appears to be an appropriate time to review whether all of these different classifications are necessary. We find that one of the challenges jurisdictions face in implementing our recommendations to have staff cross-trained to perform a variety of duties is the large number of individual job classifications that exist within the organization. Consolidating job classifications to cover broader areas of responsibility can frequently pave the way for more effective cross-training and can also open opportunities for employees to better pursue their areas of interest.

262. ***Recommendation:*** **The Permits Division Manager should work with Human Resources to investigate the possibility of consolidating some job classifications in order to promote cross-training opportunities.**

D. PROCESS ISSUES

Customer Enhancements

Several of the professional designers present at the Focus Group meeting expressed resentment at the additional work that they were being required to perform in completing every line of the 25-page pre-submittal checklist. Several of them felt that this was a little demeaning for them as design professionals to complete this exercise when it was already their responsibility to confirm the information was included in the plans. Upon following up with staff we were pleased to find out that this arduous process has recently been replaced with a process that simply requires the designer to acknowledge that they have been provided with the checklist and have certified that the information is included in the plans.

We believe this is a positive step for the Department to take as it reflects an awareness and ability to respond to customer needs. We were advised that this change became effective on January 1, 2014; however, based on our Focus Group Meeting in February, it was apparent that many industry representatives were not aware of the program change. We recommend that these types of customer service improvements be well advertised to the target audience through the use of electronic newsletters and notices prominently posted in the Permit Center.

263. ***Recommendation:*** **The Building Official should advertise customer service enhancements to customers by utilizing electronic newsletters and by prominently posting notices in the Permit Center.**

The current set of procedures developed to issue permits represents an evolutionary process that has incorporated many service enhancements and has resulted in ability to offer customers a variety approaches to obtaining a permit. This variety is well illustrated in the number of different permit application forms being utilized by the customer. While we support the idea of offering customers options so that their particular needs can be addressed, the current system seems to have morphed into an unwieldy set of applications that can be confusing for both the customer and staff. We recommend the Division Manager initiate a study to thoroughly evaluate the need for multiple application forms with the goal of creating a single universal application form. This effort should be undertaken in conjunction with the introduction of the new EnerGov permit software program. It is possible that this cannot be accomplished due to statutory requirements, but the goal should be to reduce the number of application forms. The International Building Code section *(A) 107.3.4 Design Professional in responsible charge*, affords the Building Official the authority to require the DPRC to acknowledge they have coordinated the submittal but it does not require the BO to mandate this action. The study should identify those types of projects that would mandate the DPRC requirement. This mandate would likely impact the express review process and other process intended to expedite the plan review process. It is

likely to end up with a minor permit application and a major permit application when the study is completed.

264. ***Recommendation:*** **The Permits Division Manager should initiate a study to evaluate the potential of consolidating all existing permit application forms into a single application form.**

Mailed Applications

Customer surveys report high levels of satisfaction with the turnaround times for walk-in permits but they have expressed frustration with delays in getting permits for applications that have been mailed. We believe these types of applications should be processed within 24 hours of receipt. There does not appear to be a login system to track the arrival and status of these types of permits as there is for other types of permit applications. We recommend that staff create a tracking system for mailed-in permits and that these types of permits eventually become fully integrated into the on-line system through EnerGov.

265. ***Recommendation:*** **Permits staff should create a formal tracking system to monitor the status of permit applications that arrive by mail so they can be processed within 24 hours.**

Applicant Meetings

The Development Specialist in this group routinely meets with applicants to discuss their proposed project and provide applicants with advice on the steps to be completed in order to obtain their permits. These meetings tend to be informal but customers still rely on the information they are provided verbally during these meetings. Some customers have complained that Permits staff will not stand behind the decisions they made during preliminary project discussions. The current practice is for staff not to document the outcomes of these meetings.

We suggest that valuable information is exchanged during these meetings and subsequent decisions are made based on the information provided during these meetings. We believe that the outcomes of these meetings should be documented and retained as part of the case file for the property. Having this information available for future meetings regarding the project may help avoid future misunderstandings and also help avoid encouraging customers to "shop around" with other staff members in the hopes of getting a more favorable decision.

266. ***Recommendation:*** **The Permits Division Manager should direct Development Specialists to create a summary of the points covered during**

preliminary meetings with permit applicants and incorporate that information into the property case file for the property in KIVA. This summary should be given to the applicant.

Land Development Permits

The 5th Floor Permit Center is promoted as a single drop-off point for all plans and permit applications; however, some of the applications issued by the Land Development Division require customers to go directly to their offices to submit. This may not be a significant burden on customers because the Land Development Division is also located on the 5th Floor, but considerations should be given to creating a true one-stop permit center by authorizing Permits staff to also accept all applications for Land Development Division permits.

267. ***Recommendation:*** **The Permits Division Manager and the Land Development Division Manager should jointly develop a plan to allow all Land Development permit applications to be submitted at the Permit Center.**

Loss of Documents

During Focus Group meetings several customers voiced complaints about the City's habit of losing documents that they have been requested to supply to the plans examiner. These documents can be either hand delivered to the Permit Counter or mailed to the Department. A tracking system that would log in all project specific correspondence intended to be forwarded to the plan review staff should be created and it should include a feature that would allow staff to confirm that the plans examiner actually received the requested document. Such a system should eventually be included in the new EnerGov program. Based on the comments from customers it appears that staff is receiving these supplemental documents but not adequately documenting them in the system. This problem doesn't appear to be related to the initial submittal of documents but rather as a result of a request from a plans examiner for additional documentation during the plan review process.

268. ***Recommendation:*** **The Permits Division Manager should direct staff to create a system to track correspondences and documents that is received in response to Plans Examiner's requests.**

Contractor Licenses

Review of our customer surveys and focus group comments did not identify any specific complaints about the current contractor licensing program administered by the City, however, a review of the internal process suggests there could be

opportunities for improved efficiency. The current process involves multiple steps that include sending out documents to third-party vendors to fold documents while staff inserts the documents into envelopes and then sends them to another department for stamping and yet another vendor prepares the contractor identification cards. Yet another division performs the actual collection and depositing of fees. The large number of groups handling the different portions of this process makes auditing this program for quality control very difficult. This process should be evaluated by creating a flowchart and then identifying opportunities to gain efficiency and reduce turnaround times for processing these licenses. This evaluation may result in a recommendation to relocate the current staff to an administrative section of the Director's Office Division.

269. ***Recommendation:*** **The current process used to issue contractor licenses should be reviewed in detail to determine if some of the steps can be consolidated into a single work group.**

Customer Service

Good customer service can be defined in many ways, but perhaps the best description is one that relies on how the customer felt they were treated during the process. Were they treated with respect? Could they receive the service they wanted with minimal delay? Did staff convey an attitude that expressed a willingness to help them get the answers they needed, even if they didn't quite know how to ask right question? Or were they treated as though they were interrupting staff? Were they needlessly sent to the wrong department because staff was not patient enough to listen to the full description of what the customer sought? Were phone calls never returned?

The confidential customer surveys and comments gathered during Focus Group Meetings indicated a very wide range in quality of customer service provided to permit applicants. Many customers seeking minor permits were satisfied with the service they received while many permit applicants with more complex projects expressed exasperation with the level of service provided.

The most frequently cited source of poor customer service was found at the 5th Floor receptionist's desk. Numerous customers complained that that they had to wait at that station while employees continued with personal phone calls or were simply not acknowledged when they came to counter. Many customers stated that the receptionists were very unfriendly and unhelpful. The importance of having employees with outstanding customer service skills as the public's initial contact person cannot be overemphasized. Many customers will draw conclusions about the entire City's commitment to customer service based solely on this brief interaction with the receptionist. It was noted that the supervisors for these receptionists was not located on the 5th Floor so they were not in a position that allowed them to readily

observe the employee's interactions with customers. We are recommending that the Permit Center Receptionist positions be reassigned to report to one of the Supervisors in the Permits Division. These individuals are currently in the same classification as the individuals in the Permits Division who write permits. The goal of this change would be to both improve customer service and to facilitate cross-training of staff serving the counter area.

270. ***Recommendation:*** **The Permits Manager should require all 5th floor staff working with customers to have customer service training.**

271. ***Recommendation:*** **The Permits Manager should implement a monitoring program to ensure the Receptionists are practicing good customer service skills.**

272. ***Recommendation:*** **The Permits Manager should initiate a cross-training program with the Receptionists and the permit writing staff.**

The City of Kansas City has generated a very impressive set of detailed information bulletins and checklists to identify the required steps that must be completed in order to obtain a permit and inspections. Most of these documents were prepared during a previous administration and their importance seems to have diminished in the eyes of many current employees. Our Focus Group meetings and customer service surveys revealed that few customers were aware of these documents and those individuals who had found them believed they were much too complicated to be useful for most customers. Several customers felt that staff conveyed an attitude that simply pointing the customer to the handout should be sufficient because "they should be able to figure it out themselves." When asked for further assistance, the employee would provide a vague answer and direction to just read the document. We believe that these documents contain helpful information that could be useful to the customer if it were greatly simplified and made more easily accessible to the customers.

Some handouts are designed for lay people and others are intended for professional designers. However, there is no easy way to differentiate between these two types of documents. Perhaps a keyword in the title of each handout would better indicate the intended audience. Another approach would be to group the appropriate handouts based on type of project and complexity of subject. A simple packet for homeowners that want to consider a minor room addition or interior remodel should be available. Many of the jurisdictions include websites with tabs along the top of the page that indicate the path to take to get their questions answered. Examples include tabs for businesses, homeowners, and visitors. These could be further broken down based on the individual's familiarity with the subject such as professional designers versus first-time owner-builders.

273. ***Recommendation:*** **The Division Managers should develop a set of easily understood and accessible customer handouts and flow charts that provide a basic outline of the process to obtain a permit.**

274. ***Recommendation:*** **The Permits Division Manager should direct the counter staff to allocate sufficient time to review informational handouts with the customers needing assistance.**

Customer Questions

Customers report that it can take weeks to get an answer to a permit processing or code interpretation question. Currently there is no method of tracking the receipt and response to these types of inquiries, which makes it very difficult for supervisors to monitor staff's performance in performing this critical task. Dissatisfied customers frequently must resort to making multiple calls daily in order to attempt to contact staff for answers. This practice is very disruptive for both the customer and staff and, unfortunately by default, becomes the normal channel for communications between customers and staff. Customers who exercise restraint in re-contacting staff eventually realize they must become "squeaky wheels" if they have any hope of getting their questions answered in a timely manner.

This issue is based on notes from the focus groups and employee surveys, and is primarily something that occurs in the Plans Review Division. There is a distinction between the "Code Questions" that come to the Plans Examiner assigned to phone duty for the day and the types of decisions that need to be made before a specific permit can be issued. This issue was mentioned in Focus Group meetings, customer surveys and employee surveys. The issue is that many decisions must be reviewed in-house and that process is slow and cumbersome. Part of it is based on Plans Examiners not willing to make a decision and/or not being trusted enough to make the right decision. The KIVA system has the ability to have notes added that would advise the customer that the permit is being held pending an internal decision/interpretation. This would also allow the customer to know how long the decision has been pending.

275. ***Recommendation:*** **Staff should record the receipt of technical inquiries so that supervisors can monitor them for timely response and an effort should be made to quickly respond to the customer to acknowledge receipt of the information request and to provide an estimated date of response. This should be an integral part of the new EnerGov system.**

Permit Completion Notification

One of the complaints expressed by several participants during the Focus Group discussions was the lack of notification from City staff when the permit was ready to be issued. The message that the applicant was receiving from staff at the time of submittal was that it was the applicant's responsibility to frequently check the KIVA system on-line to determine the status of their application. Comments from employee interviews indicated that staff does contact the applicant when the permit is ready to be issued. A review of the screens staff utilizes in the KIVA system illustrates the steps they take to process an application from submittal to issuance. It is recommended that the checklist items in the system include a field for staff to acknowledge that they contacted the applicant via a phone call and/or email to advise them their permit was ready to be issued.

276. ***Recommendation:*** **The Permits Manager should direct staff to include a notation in the KIVA system that identifies how and when the applicant was advised their permit was ready to be issued.**

XI. PLANS REVIEW

A. PROFILE

The Plans Review Division consists of 14 staff as shown in Figure 23 and Table 33.

The Division is charged with the responsibility of confirming that plans submitted as part of a building permit application meet the minimum requirements set forth in the City's adopted codes. The process utilized to conduct these reviews varies based on the relative complexity of the project. To the extent possible, the Plan Review staff seeks to review and approve as many small projects as possible on the same day as submitted in the form of an over-the-counter (OTC) approval. Other projects may be reviewed within one-day of submittal while larger projects are generally reviewed within four (4) weeks.

The plan review of single-family dwellings (SFD) consists primarily of structural, energy and basic egress requirements. Plan review of commercial projects is performed exclusively by Plans Examiners and includes all aspects of the construction.

The SFD requirements for plumbing, mechanical and electrical are confirmed in the field by the Inspectors. The minimum education and experience requirements for the Plan Review staff generally exceed those we see in other jurisdiction, however, customer and employee comments gathered through confidential surveys and focus group meetings indicate that the quality of plan review services is inconsistent. Many complaints are received about incomplete plan reviews or very lengthy delays in getting responses to specific code related inquiries.

The Plans Review Division is organized under a Division Manager with two (2) sections reporting to him. These represent the Commercial and Residential Plans Branch and the Special Assignments Branch. Based on interviews with staff, there are no significant differences in assignments between these two Branches. The Commercial and Residential Plans Branch consists of five (5) Registered or Graduate Engineer positions that are supervised by an Engineering Group Leader and the Special Assignments Branch has an a Graduate Engineer and two (2) Development Specialists I positions that are supervised by a Development Specialist II. The Division Manager, a Registered Architect, reports directly to the Assistant Engineering Director position that also serves as the Building Official.

Figure 23
Plans Review Division Organization

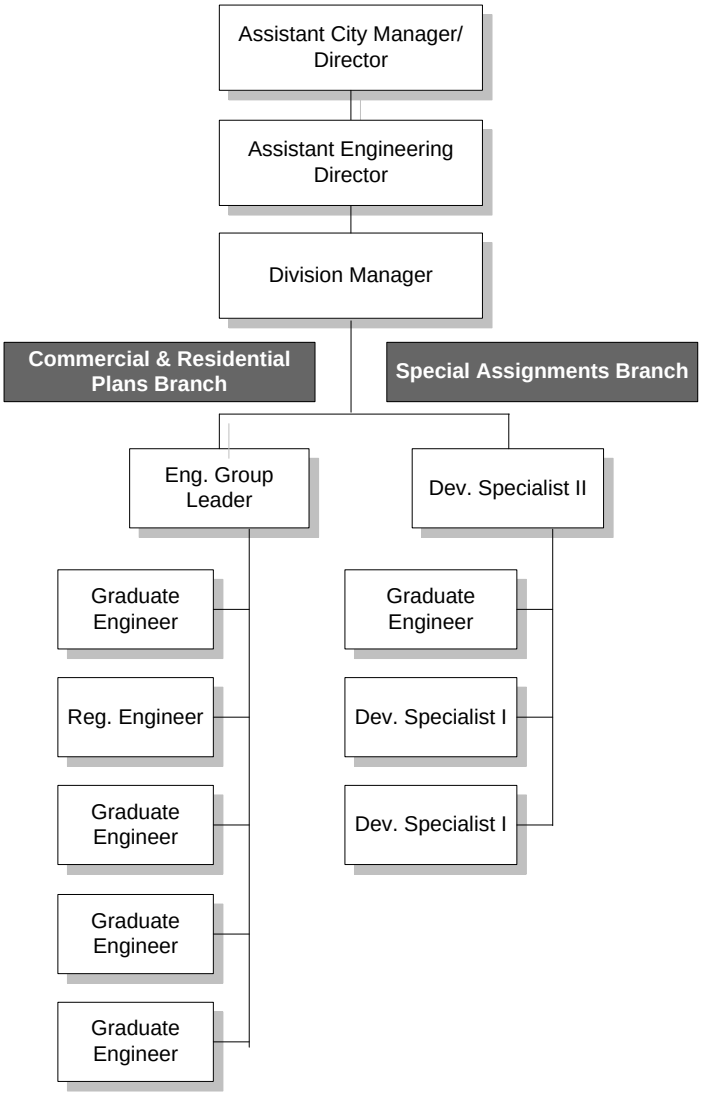


Table 33
Plans Review Division Staffing

Position Title	Number of Positions	Responsibilities	Reports To
Division Manager	1	Manages Plans Review Division, including Commercial and Residential Plans Branch and the Special Assignments	Building Official
Engineering Group Leader	1	Provides direct supervision for Commercial and Residential Plans Branch	Division Manager
Development Specialists II	3	Provides direct supervision for the Special Assignments Branch	Division Manager
Registered Engineer	1	Provides plan review services for primarily commercial projects and staffs counter and Code Questions telephone line on a rotating basis.	Engineering Group Leader
Graduate Engineer	5	Provides plan review services for primarily commercial projects and staffs counter and Code Questions telephone line on a rotating basis. May be assigned to either Branch	Engineering Group Leader or Development Specialist II
Development Specialist I	2	Provides plan review primarily for residential projects and staffs counter and Code Questions telephone line on a rotating basis	Development Specialist II
TOTAL	**13.0**		

B. POSITIVE FINDINGS/AREAS OF STRENGTH

- Express plan review within one hour for qualifying projects;
- Division has begun to review digital plan submittals (Avg 1/day);
- Expedited Plan Review offered to reduce plan review time by one-half for double fee;
- Plans not corrected after initial plan check list are also reviewed by supervisor to determine if additional plan review fees are appropriate and determine if review comments are appropriate or have been addressed;
- Plans Examiners authorized to makes minor plan revisions with design professionals knowledge in order to expedite plan approval;
- The City offers applicants opportunity to participate in Comment Dispute Resolution process after second submittal;
- The Division has created a Code Interpretation Hotline to call to get quick answers to their code questions;
- The Division has prepared comprehensive Guides and checklists identifying minimum requirements for plan submittals in order to assist applicants submitting plans; and

- Applicant can track plan review comments on-line through KIVA-Net.

C. ORGANIZATION ISSUES

Inter-departmental Communication

As stated previously in the Inspections Division portion of this report, there are serious communication problems between the staff in the Plans Review Division and the Inspections Division. Confidential employee surveys reveal a general lack of respect by the inspection staff regarding the quality of the reviews being performed by the plan review staff. Additionally, customer surveys indicate that this opinion is being shared with customers in the field. Unfortunately, the Managers of the two Divisions have not chosen to develop a joint plan to address this issue and some managers and supervisors have even gone so far as to direct their staff not to talk to members of the other Division.

While there may be situations where it is appropriate to respect a chain-of-command structure in order to insure that supervisors and managers are kept in the loop when employees try to address customer problems, what appears to have occurred is a complete shutdown in communication between the two groups (silos). The unfortunate result of this type of situation is that customers cannot get resolution of their issues in a timely manner. Customers frequently commented that it routinely takes an extraordinary amount of time to get answers from staff. They often find themselves leaving multiple messages on staff phones stretching out over multiple days and sometimes weeks before they can get an answer to their specific question.

These delays have major impacts on the progress of their project and can be a significant deterrent to the City's desire to attract economic development. Comments provided during customer focus group meetings indicated on many occasions the customer had to contact the Assistant Engineering Director/Building Official directly in order to receive an answer to their inquiry. This raises the question of what value is being added by the Managers and Supervisors of the Plans Review and Inspections Divisions if most issues must ultimately be resolved at the Building Official level?

Many of the complaints that are being expressed by customers arise from incidents when the Inspector identifies an issue in the field that they believe should have been addressed on the plans before they were approved. What is particularly interesting to note is that this situation has occurred on a sufficient number of occasions to warrant the creation of a comprehensive written procedure. In our opinion this procedure seems to do a good job of addressing two major concerns; it provides the customer with a timely response and it demonstrates the City's commitment to have staff work together to reach a conclusion without discrediting any employees in front of the customer. Unfortunately, based on staff interviews, this procedure is not be routinely

used and as a result the customer is impacted with delays and the overall credibility of the City suffers.

277. ***Recommendation:*** **The Building Official must charge the Division Managers of the Plans Review and Inspections Divisions with the task to dramatically improve the level of productive communication between the two Divisions.**

278. ***Recommendation:*** **The Plans Review Division Manager and Inspections Division Manager must hold their staff accountable for compliance with the procedure developed to quickly resolve issues that arise when an Inspector identifies a potential error on the approved plans in the field.**

Several of the confidential employee surveys contained a recommendation to reinstitute a program that the employees believed enhanced communication between members of the Inspections and Plans Review Divisions. The program consisted of periodically scheduling members of the Plans Review Division to accompany Inspectors into the field. This program helped provide the Plans Examiners with the opportunity to see first-hand how their plan review work in the office impacted the Inspectors work in the field. It also allowed the Inspectors the opportunity to understand how difficult it was for the Plans Examiners to require that all possible details be included on the plans. We support this type of program because we have seen how this opportunity for one-on-one communication between members of different divisions can have a positive effect on breaking down "silos."

279. ***Recommendation:*** **The Division Managers for Plans Review and Inspections should work together to develop a schedule that provides each Plans Examiner the opportunity to accompany an Inspector into the field so they can observe the impacts of their work on the actual project.**

Performance Standards

The Division has established a number of performance standards that they place great emphasis on meeting. Compliance with these performance standards is tracked in the KIVA system and reports are generated periodically to confirm the standards are being met. While many customer surveys from individuals processing minor projects were very satisfied with the plan review turnaround times, surveys from customers representing commercial project developers indicated that the plan review time for their projects was considerably longer than other jurisdictions in the region.

Table 34
Plans Review Performance Standards

Service	Performance Standard
Over-the-counter (OTC) reviews - (Scope of Work Permit)	Completed with applicant during the time applicant is at the counter – can be by appointment
Scheduled Express Plans Review for projects with limited review and no review by other departments	Same Day by appointment
Expedited Review – high priority projects or at applicants request for additional fee.	Reviews are completed with one-half (1/2) of normal plan review time
Normal Project Review for new buildings, building additions and changes of use	Four (4) weeks
Tenant finishes, remodels and resubmittals	Two (2) weeks, for first review
One and Two-family dwellings	Two (2) Days

When recommending performance standards we target timeframe that we believe the jurisdiction should be able to meet 90% of the time. We are encouraged to see the wide variety of options that are made available to the customer to meet their specific needs. However, we believe the turnaround target time for new buildings and building additions should be shortened from four weeks to three weeks to be consistent with best practices that we have observed in other jurisdictions. This may not be a significant challenge for the Division given the current practice of meeting the four (4) week turnaround target time 100% of the time. Consistently meeting a target time 100% of the time suggests that at a large number of projects (perhaps 90%) could also meet a more aggressive turnaround time of three (3) weeks. We also believe that turnaround times for resubmittals should be one half (1/2) of the turnaround time for the previous submittal. For example, an initial submittal with a three-week turnaround time should have a 10-day initial resubmittal target and a 5-day target for a second resubmittal.

280. ***Recommendation:*** **The Target turnaround time for new building plan reviews should be reduced to three (3) weeks 90% of the time and times for plan resubmittals should be reduced to one half (1/2) of the prior submittal's target time 90% of the time.**

The City has established several high-priority districts based on their anticipated economic development benefits. Projects within these districts qualify for an expedited plan review; however, there have been instances when such projects have not been adequately identified during the submittal process to alert the Plans Examiners of the need to expedite the review.

281. ***Recommendation:*** **The Division Managers from Plan Review and Permits should review the process that alerts the Plans Examiners when a high-priority project qualifies for expedited plan review.**

Having an aggressive set of target times for completion of plan reviews is only one component of the program to provide excellent customer service. An equally important component is the quality of the reviews being provided by staff. Based on customer and employee comments, there is a strong perception that in many cases the quality of the plan reviews being performed are both deficient and inconsistent. This subject will be covered elsewhere in this Division's section of the report.

Plan Review Supervisors

Given the high level of experience and educational qualifications of the overall plan review staff we question whether it is necessary to have both a Division Manager and two (2) Plans Review Supervisors. In most organizations we see the Plans Review Division Manager take a very hands-on approach to working with the Plans Examiners and frequently this position represents the only level of supervision for these skilled workers.

282. ***Recommendation:*** **The Building Official should eliminate one of the Plans Review Supervisor positions in the future and charge the Division Manager to assume a greater role in directly supervising plan review staff.**

Project Managers

In evaluating the overall effectiveness of a process like obtaining a building permit, it is important that the review include not only those aspects that work well together when everything goes right, but also to evaluate how well the system responds to challenges to see how quickly the program can get back on track. Numerous customer surveys reported that they were satisfied with the service they received during the process to obtain a permit because everything went as planned. On the other hand, numerous other customers complained that once something in the process was inconsistent with the norm, the system seemed to shut down because no one was designated to have the responsibility to help the applicant complete the process.

A review of the information provided to us during the initial stages of this project included a document entitled *Benchmark Service Initiative* that included numerous process improvements that we would consider best practices. Initiative number 2 of the document included the following language:

Single point of contact *for status of development permit applications: The City is recommending that the plans examiner in each City department processing development permits be the single point of contact for the status of the specific development permit in question. The applicant would then be able to track the progress of the various applications involved in the project through these department contacts. KIVA-Net, as described later in this memo, will allow the applicant to monitor the status of development permit applications via the Internet.*

We support this concept and have recommended it for many of the jurisdictions we have surveyed. Our interviews with staff indicate that this process has never been truly implemented and the single point of contact was not intended to be a project manager. As such, currently no one is designated to assume the responsibility of project manager for building permit projects. A project manager would be expected to review the plan review status as needed to confirm the project is moving smoothly through the various review departments and divisions. When status checks reveal the project may not meet the established target dates, then the Plans Examiner would be expected to follow-up with the station experiencing the deadline problem to get an updated status that can be communicated to the applicant. The project manager would also be expected to coordinate the correction lists to confirm there were no conflicting requirements being given to the applicant. When conflicts are identified, the project manager should assume responsibility to get the plan review parties together to resolve the issue(s). The Department will need to work out the details on this system.

283. ***Recommendation:*** **The Building Official should designate the Plans Examiner as the project manager to track the status of specific development permits and act as an advocate for the applicant to keep the project moving through the plan review system.**

Making a recommendation for Plans Examiners to act as project managers for building permits may seem to be in conflict with the City's recent decision to recruit for the new Concierge position, however, we believe that having the Plans Examiners perform the function of monitoring the progress of the plans through the plan routing process should be considered the standard process and intervention by the Concierge should be necessary only when significant problems arise that require special attention to resolve. Otherwise, we feel the new Concierge position will become burdened performing assignments that should be routinely performed by others and thus not be available to focus attention on the primary functions of the position.

Salaries

We are very aware that the City of Kansas City has been experiencing great difficulty in meeting its desired service level demands due to the reduced revenue that is typically generated through new construction related fees and permits. In response to these lower revenues the City has taken a number of steps including laying-off staff and imposing salary freezes. Unfortunately, the manner in which these salary freezes were implemented has created a salary structure that has had unanticipated consequences.

What we see in our reviews of Building Departments throughout the country is a salary structure that places the typical plans examiner position at a higher salary level than the most senior inspectors. One of the benefits of this arrangement is to attract experienced inspectors to the plans examiner ranks as a promotional opportunity. Plans Examiners that have extensive field inspection experience tend to have a good understanding of the minimum level of detail that is needed on a set of plans in order for the Inspector to be able to confirm code compliance in the field.

We support this concept as a way to help encourage quality plan reviews and as a means of enhancing communication between the two groups. It has always been the Department's intent to encourage highly qualified Inspectors to seek promotion into the Plans Review ranks. However, given the current salary structure, moving from the field to a Plans Examiner position does not necessarily represent a salary increase. The specific example of unintended consequences is that the top of the Sr. Building Inspector position (a non-exempt position) pay range is above the upper range of the Development Specialist I (a plan review position in the exempt group).

284. ***Recommendation:*** **The Building Official should request the City to undertake a salary study for the purpose of creating an appropriate distribution of salary ranges between Sr. Construction Inspector and Development Specialist I classifications.**

In addition to the questionable relationship between the salaries for the Sr. Inspectors and the Plans Examiners, it should also be noted that there are apparent discrepancies between the salaries paid to individuals within the plan review group based on their job classifications. Staff interviews indicated that all of the staff assigned to perform plan review are assigned projects of equal difficulty. While this may be simply a failure by the Managers and Supervisors to better allocate assignments based on actual job descriptions, it also suggests that it is time to conduct a review of the job classifications and salary structure for those positions assigned to the Plans Review Division.

285. ***Recommendation:*** **The Plans Review Division Manager should request a classification review for those staff with similar assignments but possessing different job classifications.**

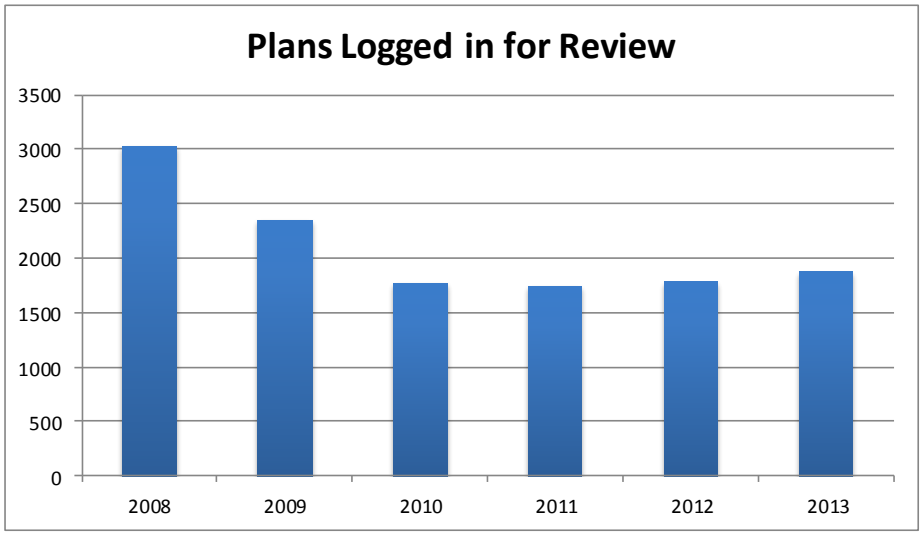
Staffing/Activity Levels

In several of the jurisdictions we have reviewed the plan review section developed a comprehensive table of the estimated time for plans examiners to complete an initial review based on the size and complexity of the project. While it is recognized that there can be very legitimate reasons for these estimated times per project to vary, they have proven to be very helpful to supervisors seeking to measure overall workload and to effectively balance workload assignments among staff. In many cases these time estimates were created in direct response to a jurisdictions need to demonstrate to the public that there permit fees were based on the anticipated costs of providing the specified services. While this may not be a requirement for the City of Kansas City, the benefits of establishing estimates for completing typical plan reviews can be a useful tool in assessing employee performance; ensuring workload assignments are fairly balanced and alerting management to the need to supplement staffing levels. Supplementing staffing levels could take the form of assigned overtime, temporary contract staffing or the addition of full-time positions. Both the existing (KIVA) and future permit system software (EnerGov) supports the collection of this type of data so the opportunity is readily available to pursue.

286. ***Recommendation:*** **The Plans Review Division Manager should direct staff to utilize the time tracking feature of the permit system software in order to create tool that can be used to better measure individual and division-wide workload levels.**

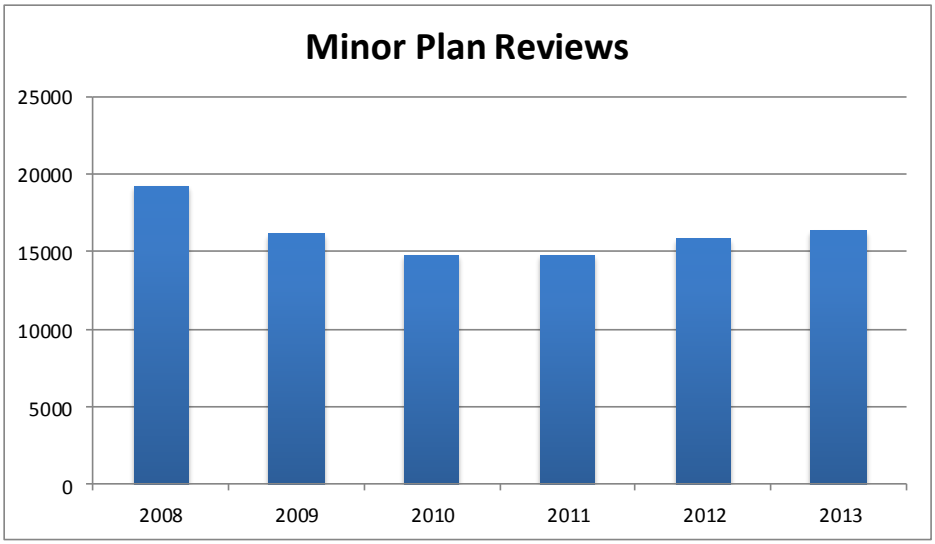
Figure 24 below indicates the number of projects that were logged into the permit system for formal plan review for the period 2008 through 2013. This picture suggests that activity levels are beginning to return to the levels experienced during the previous peak period of construction. If this trend continues then it would be appropriate to add plan review resources. Implementing this report may also require additional resources.

Figure 24
Plans Logged in for Review



In addition to the plan reviews of larger projects that are logged-in for formal review and routing to other departments and divisions, there are a large number of minor projects that are also reviewed by staff. These types of projects include commercial electrical, elevator, fire sprinkler, flood plain, commercial mechanical, nonstructural, commercial plumbing, minor structural and zoning reviews. The graph below illustrates how the number of these types of projects has fluctuated over the period of 2008 through 2013.

Figure 25
Minor Plan Reviews



In lieu of having a system in place that would allow a comparison of plan review workload to available plan review hours, it is necessary to rely on the assumption that the Supervisors are monitoring the work of the Plans Examiners to ensure they are working efficiently and the Division turnaround times are being consistently met. A review of the reports provided by Management show that the established performance standards for turnaround times are being consistently met nearly 100% of the time.

As suggested previously under the Performance Standards Section of this report, we recommend that the target dates for new commercial projects be reduced to three weeks with the expectation that the goal can be met 90% of the time. We also strongly recommend that the Division implement a weekly in-house training program to address issues of application of new code requirements and overall inconsistency problems.

We have also recommended that the Plans Examiners assume the role of project managers for the purpose of tracking the plan review status of projects through other departments and act as an advocate for the applicant when necessary to keep the project moving by resolving inter-division issues. These additional demands on staff time may impact the ability to consistently meet their performance standards without supplementing existing staffing levels. It could be assumed, based solely on consistently meeting the established turnaround targets that current staffing levels are appropriate given the current workload. It is important, however, to recognize under what circumstances the deadlines are being met. Staff interviews indicate that so much priority is placed on meeting the deadlines that staff frequently must routinely work until 7:00 pm to complete the assignments. We did not validate this comment but may be an issue. There are also concerns that the quality of plan review services may be compromised in order to meet these deadlines. While the staff performing the plan reviews are in the exempt category and therefore don't qualify for overtime pay, it is unreasonable to assume they can continue to perform their current assignments in addition to implementing the recommendations of this report.

287. ***Recommendation:*** **The Plans Review Division Manager should determine if additional staff support is required in order to continue to meet the performance standards once the recommendations in this report have been implemented. Contract plan reviewers should be used for this need.**

Staff Qualifications

Subsequent to the Hyatt Skywalk collapse, it is apparent that the City wanted to make a strong statement about the quality of services that would be provided in the future. A substantial number of existing staff were replaced and new education and experience requirements were established for all new hires. It appears that the City's

plan was to instill new confidence in the Department by requiring that most employees be graduate engineers, Registered Engineers or Licensed Architect and have certifications from nationally recognized organizations. Under the circumstances, this approach of requiring both formal education and job specific certifications seems like an appropriate response.

As part of our evaluation we seek to determine if the challenges of today are being matched by the skills and abilities of the current staff. One assumption that we commonly find is that all graduate engineers or architects leave the university with a strong background in interpreting and enforcing the requirements contained in the various construction codes. Testing this assumption, however, reveals that a review of most university engineering and architectural program curriculums typically fail to include any courses emphasizing proper interpretation of the construction codes. There are exceptions to this case and several of the current staff have engineering degrees that do specialize in construction related disciplines.

However, numerous interviews with Engineers and Architects have revealed that the primary way these individuals gain knowledge of the code requirements is by working for a company that was required to submit their plans to the City to have them reviewed and corrected to meet minimum code requirements. In addition, some Architects and Engineers attended additional classes offered by the code writing organizations in order to gain the knowledge necessary to be competent to design projects that met all of the minimum code requirements.

Our interviews with employees and customers has identified what we believe is a significant deficiency in the scope of skills and abilities currently available in the Plans Review Division. Attention to details can make all of the difference between designing and constructing a quality project that meets all of the minimum code requirements and one that does not. Both staff comments and the industry statements have identified the need to supplement the existing staff with expertise in Structural Engineering. Access to a qualified Structural Engineer either as a full-time employee or on a contract basis should be a priority. This individual should be charged with the responsibility of not only reviewing and approving complex structural design applications but also be available to provide on-going group training to both the Plans Review Staff and the Inspections staff. If this individual is also qualified in other disciplines then that is a bonus for which the individual should be compensated at a level approaching the Supervisor salary range.

288. ***Recommendation:*** **The Building Official should supplement the existing Plans Review Division staffing with the services of a qualified Structural Engineer through either full-time employment or as a contract employee available on an as-needed basis.**

289. ***Recommendation:*** **The Building Official should develop a plan to eliminate an existing Plans Review Supervisor position and replace it with a Registered Structural Engineer.**

When the City chose to upgrade the education and experience requirements in their job descriptions for Plans Examiners they specified the desire to have Architects and Engineers with specific knowledge regarding the appropriate interpretation and implementation of construction code requirements. This action would help assure the public that the staff was both professionally educated but also familiar with the current code requirements adopted by the jurisdiction. Confirming that Plans Reviewers were knowledgeable about current code requirements was to be demonstrated by their possession of a current certification in the subject field they were assigned.

Upon closer review and interviews with staff it is now clear that the requirement for the job are now being interpreted to require obtaining initial certifications but not to maintain those certifications. These certifications normally expire every three (3) years, which is consistent with the period between typical code adoptions. To renew the certifications the individuals must demonstrate that they have accumulated sufficient continuing education units (CEUs) in specified subject areas to indicate their familiarity with the new codes. These certifications should be maintained in an active status and the City should include adequate budget to reimburse staff for the cost of meeting the educational and administrative burdens of maintaining their certifications. While we are aware that the Department conducted some code update educational sessions prior to adoption of the current set of codes, there is no on-going training sessions being conducted within the Division and there was no effort made to measure the effectiveness of the previous code training sessions.

290. ***Recommendation:*** **The Building Official should institute a requirement for Plan Reviewers to maintain their required certifications in an active status.**

291. ***Recommendation*****: The Building Official should work with the Director to ensure the annual Department Budget includes funds to reimburse staff for costs associated with maintaining their required certifications.**

Training

By far the most frequent complaint expressed in customer surveys was the lack of consistency in the quality of plan reviews. Our experience in working with many other jurisdictions is that the volume of these types of complaints is dramatically reduced when the jurisdiction has a comprehensive on-going training program in

place. Such programs generally include a combination of weekly in-house training sessions and access to outside experts with specific experience in interpreting and enforcing the various codes.

Currently the City does not have a weekly training program in place. While we are aware that some efforts have been made to ensure that staff is exposed to training every three years to coincide with the adoption of new codes, we think having a weekly training session provides staff with a much needed opportunity to confirm they are all interpreting the codes in a consistent manner. The subjects covered during these sessions should be recorded and those in attendance should be noted so that efforts can be made to ensure that all staff have been exposed to the subject training.

Typically the responsibility for preparing and presenting these training sessions would rest with the Division Manager or Supervisors, however, some subjects may require the use of outside experts. A prime example of this need for additional technical support would be on the subject of structural plan review. We also recommend that Management periodically provide opportunities for the Plans Examiners to prepare and present classes on subjects in which they have a strong interest or expertise. This type of program can also help identify potential future leaders.

292. ***Recommendation:*** **The Plans Review Manager should establish a weekly training program to promote uniform and consistent interpretation of the codes.**

293. ***Recommendation:*** **Weekly training classes should normally be prepared and presented by the Manager and Supervisors and be occasionally supplemented with outside expertise as needed**.

D. PROCESS ISSUES

Assigning Work

The Plans Review Division currently utilizes a rotating schedule for Plans Examiners to provide direct customer service support by reviewing Over-the-Counter and Express Plan Reviews as well as staffing the Division's Code Question Telephone line. We strongly support the practice of assigning staff to be available to assist walk-in customers having small projects. The current practice is to have each Plans Examiner schedule one-half (½) of their days three (3) days a week to staff this position.

After reviewing numerous customer and employee surveys we question the appropriateness of assigning staff in this manner. Our many years of interviewing plans examiners has revealed a consistent complaint that they say contributes to the

number and scope of mistakes that they make while conducting plan reviews. They cite the number and duration of interruptions as the single most influential indicator of the quality of the plan review they will perform. The process of conducting a comprehensive plan review requires long periods of uninterrupted concentration. Frequent telephone interruptions or requests to respond to inquiries at the counter disrupts this process and can frequently lead to significant errors in the plan review process. What we envision is plans examiners designating a time in the morning and afternoon to respond to telephone calls rather than being interrupted frequently during the course of the day.

It should also be noted that the types of inquires generated at the counter or by the Code Question line are rarely complicated enough to warrant the skills and knowledge of a Plan Check Engineer. We believe it would be a better use of resources to discontinue the alternating assignment of the Plans Examiners and instead designate a single individual to perform these services. Based on the types of inquiries typically received at the counter, the position supporting this service need not be a highly trained engineer. This action would place an appropriately qualified individual at the counter and release the Plans Examiners of that responsibility so they can better utilize their advanced skills to focus on the more complex projects that are submitted to the City. Additionally, this change should address the frequent complaint from customers and employees that the assigned Plans Examiner does not report for counter duty on time due to overlapping commitments. This change will also help assure a higher level of consistency in interpretations provided at the counter and afford the City the opportunity to select an individual with outstanding customer service skills to work full-time at the public counter. Obviously there will be a need to designate backup support for this position during absences or breaks, but that would represent the exception, not the rule.

294. ***Recommendation:*** **The Plans Review Division Manager should direct staff to abandon the current practice of having plan review engineers rotate through the counter and Code Questions assignment in favor of designating a non-engineer employee to provide those services.**

Audit Program

It is clear from the number of complaints received from the customers and inspection staff that there is a need to improve the overall quality of plan review services. The Division Manager has implemented a quality control program that mandates that all projects reviewed by a Plans Examiner also be reviewed by the Supervisor. At first glance this approach would seem to be beneficial to achieving quality plan reviews. In reality, we believe this approach actually contributes to a potential lowering of plan review quality. Given that it is impossible for the Supervisors to have as much time as the individual Plans Examiners to review a specific set of plans then it is only possible

for the Supervisor to conduct a superficial review of each plan. Unfortunately, this process send a message to the Plans Examiners that they only need to focus their attention on those portions of the plans that might be observed during a cursory review by the Supervisor. The subsequent review by the Supervisor has the effect of removing the Plans Examiner from responsibility for the quality of the review. The true quality of the plan review is not revealed until the Inspectors review the plans in the field with the contractor. Recent history has shown that Inspectors are now detecting many deficient items on the approved plans with the result being the project grinds to a halt until the problems gets resolved between the Inspections Division and the Plans Review Division.

We believe the more prudent way to improve the quality of the plan reviews would be to have the Supervisor conduct periodic but thorough reviews of the Plans Examiners work. This approach would provide a much clearer view of the actual quality of the plan reviews being completed and would avoid conveying the impression that the Plans Examiner has been relieved of his or her responsibility for the review because the Supervisor has also looked at the plans. When the Supervisor conducts these comprehensive reviews the findings of the review should be documented and then discussed with the Plans Examiner. The results of the reviews should also become the basis for goal setting discussions during performance evaluations and the source of subjects for future in-house training sessions.

295. ***Recommendation:*** **The Plans Review Division Manager should direct the Plans Review Supervisors to conduct thorough reviews of Plans Examiners work on a periodic basis rather than a cursory review of all projects.**

296. ***Recommendation:*** **The results of plans review audit program should be reviewed with the Plans Examiner, included on future Performance Evaluations and become a subject for future in-house training sessions.**

Express Plan Review

A frequently cited source of frustration by both customers and employees is the process used to determine if a project qualifies for Express Plan Review. This determination was designed to be made based on the likelihood that the plan review could be completed within one day or less. In reality, this process has degenerated into a process whereby the customer pleads with the assigned plans examiner to allow their project to qualify for an Express Review so they can avoid the normal process that typically takes four (4) weeks to complete. Projects having as many as 60 pages of plans have requested to be accepted for an Express Review. What unfortunately occurs when projects like these are accepted for a quick review is that a thorough

review cannot be completed within the allotted time and either the plans are approved with significant deficiencies or the plans are held over for further review which then impacts the other projects in the pipeline.

The Division Manager should provide a clear set of criteria for the acceptance of Express Plan Reviews City and direct the supervisors to confirm that this set of criteria is being uniformly be applied by all plans review staff.

297. ***Recommendation:*** **The Plans Review Division Manager should refine the criteria used to accept projects for Express Review and the Supervisors should monitor staff for compliance.**

The customer's desire to attempt to have their projects qualify for an Express Review when the project clearly does not qualify demonstrates a service need that is not being met. Customers seem to be faced with a choice of a one-day plan review or a four-week plan review. We believe customers should have an option to request a quicker turnaround for any plan review if they are willing to pay the additional cost associated with providing this service. Many jurisdictions faced with this challenge utilize the temporary services of an outside plan review consultant. A review of the City website under the subject of fees includes a fee for a Priority Review program that is equal to double the normal fee. This program, however, is not included in the list of plan review options on the City's plan review website page. The availability of this program should be promoted and the fee should be reexamined to confirm it is sufficient to cover both the cost of employing outside plan review consultants to perform the work and paying staff to administer the program. Other departments or divisions that would also be expected to review and approve the plans in the reduced time frame should also review this fee to determine if it is sufficient to cover their additional costs.

298. ***Recommendation:*** **The Building Official should promote the use of the Priority Review Program and confirm the fee is adequate to cover the cost to have this service performed by staff or outside plan review consultants.**

Plan Review Completeness

Customer's comments provided during the Focus Group Meetings and on the confidential customer surveys state that they believe the Department places so much emphasis on meeting turnaround time goals that the initial plan review is often only a cursory review that identifies only a few deficiencies. These customers support their position by noting that many times new plan corrections will be generated in response to the resubmitted plans that include items that were contained in the original plan submittal and should have been identified during the initial review. To address this

issue, the Supervisors should focus special attention on identifying and reviewing those projects that seem to just barely meet the target deadlines and don't appear to have been the product of a thorough review.

299. ***Recommendation:*** **The Plans Examiner Supervisors should devote special attention to detecting initial plan reviews that meet the target deadlines but consist of only a cursory review of the plans. All first reviews should be comprehensive.**

Plan Review Management and Supervision

The management team for the Plans Review Division consists of the Division Manager who is a Registered Architect, and two (2) Plans Review Supervisors. All of these individuals have strong educational backgrounds and extensive experience with the City of Kansas City. When we receive a large number of negative comments from the customers and employees regarding the quality of services provided by the Plans Review Division we focus our attention on the type of supervision being provided within the Division. Our review of these comments along with our observations during employee interviews suggest to us that the members of the management team are aware of the shortcomings present within the Division but are reluctant to take decisive action to address the problems.

As stated in the Interdepartmental Communications Section, there are serious communication problems between the Plans Examiners and the Inspectors that are having a detrimental impact on customer service and the City's image. It is the responsibility of the Division's supervisors to develop strategies to resolve these communication problems and, most importantly, to lead by example. There seems to be a general belief among employees and customers that the management and supervisory staff of this Division are not providing the direction and accountability appropriate for their positions. As an example, during Express Plan Review appointments, customers report that it is very common for the assigned Plans Examiner to disappear for extended lengths of time (up to two hours) to consult with the Supervisor on an item that the customer believes should have been within the Plans Examiner's ability to resolve. This suggests to the customer that the employee is either poorly trained or lacks the authority required of the position.

Supervisors have complained that their staff does not exercise enough initiative in making decisions, but the supervisors apparently continue to allow them to delegate the decision-making authority upward to the Supervisor. The Manager and Supervisors need to clearly communicate to their staff the level of decision making authority they expect them to exercise on a daily bases. All of the positions within this Division should have established Performance Standards that clearly identify the

expectations of the position and the Manager and Supervisors need to be conducting periodic reviews to confirm these Standards are being followed.

300. ***Recommendation:*** **The Building Official should work with the Managers and Supervisors in the Plans Review Division to develop comprehensive Performance Standards for each position in the Division.**

301. ***Recommendation:*** **The Plans Review Manager and Supervisors should ensure that the Performance Standards clearly identify the level of discretionary authority the employees are expected to exercise.**

302. ***Recommendation:*** **If it is deemed necessary for a Plans Examiner to consult with the Supervisor regarding an interpretation during an Express Review appointment, the applicant should be invited to participate in the discussion.**

E. POLICY ISSUES

City Projects

We have also been advised that some City projects have been constructed without benefit of plan review and inspections by the Planning and Development Department. Such projects do not benefit for the in-house expertise provided by the Department and could thus result in costly repairs or modification if the work does not comply with the adopted codes. We support the need to have all City projects adhere to the same permitting requirements as those imposed on the general public.

303. ***Recommendation:*** **The City Manager should mandate that all City projects undergo plan review and inspection by staff from the Planning and Development Department.**

Code Modification Requests

Frequently staff is asked to review an alternate method or material to determine if it meets the intent of the various codes. This process had previously included a hearing before the Building and Fire Codes Board of Appeals. That process has been revised to now only require an in-house review with the result being that a much higher number of these reviews can be completed in a timely manner. Lately the Department has been averaging about 250 reviews per year. We support this approach as a way to enhance customer service. One of the critical aspects of such a program is to have the

actual findings of the review recorded so they can be available for future reference. While this information is now being incorporated into the historical file for the specific project, we believe that this information would be of value to the entire design community if it were more readily available. Posting this information on the Department's web site would help designers know how flexible the Department was regarding interpreting various sections of the code.

304. ***Recommendation:*** **The Building Official should direct that the findings from codes modification requests be summarized and made available on the Department's website.**

One of the more challenging aspects of performing plan reviews is to address all of the various requirements associated with providing accessibility for those individuals with disabilities. This subject is further complicated by the differing sets of regulations that need to be enforced. The City is required to enforce the accessibility requirements contained in the locally adopted codes for the projects on private property that it reviews. However, an additional set of accessibility requirements have been established by the Federal Government as part of the implementation stage of the Americans with Disabilities Act. These Federal requirements are very similar to those being enforced by City staff for projects on private property.

The Plans Review Division does not have the authority to require designers to modify their plans to meet these ADA requirements as a condition of approval for a building permit. The Department makes it fairly clear to applicants that the City does not provide a plan review against these Federal requirements even though the designer is still responsible for designing to meet these requirements. Where this arrangement gets complicated is when the applicant is the City of Kansas City and the project must meet both the local and Federal requirements. We have been advised that some City projects have been constructed without being in full compliance with these Federal standards and subsequently required additional costly modifications. We think it would be a worthwhile program to have several staff members from the Inspections and Plans Review Divisions trained to identify these additional Federal requirements so that future City projects can be plan checked and inspected to ensure compliance with both the local and Federal accessibility requirements.

305. ***Recommendation:*** **The Department should invest resources to train a select number of Plans Examiners and Inspectors to be able to identify Federal Accessibility requirements on City owned projects.**

Zoning Reviews

The results of several employee interviews revealed a conflict between the Development Management staff and the Building Plans Examiners regarding

interpretation of the Zoning Code. Plans Examiners report that Development Management staff routinely disregards the zoning interpretation that has been previously provided by the Plans Examiners. We suspect there may be a sound basis for rejecting the zoning interpretations provided by the building Plans Examiners.

Historically the education and experience possessed by building Plans Examiners and Planners have varied greatly. Interpreting the intent of Zoning Code requirements frequently entails using considerable flexibility to achieve the desired results. Exercising this level of interpretation flexibility has traditionally fallen easily within the comfort zone of Planners. Plans Examiners, on the other hand, are much more comfortable in making code interpretations based on the more black and white language contained in the various building codes.

Zoning site plan reviews are currently assigned to either Development Management Division or the Plans Review Division based on the location of the project. The Permits Division also handles the clearances for 1 & 2 family. This distribution of workload has resulted in the Plans Review Division receiving approximately 90% of the zoning reviews for projects that require plan submittal. Some consideration had been given to recommending the Development Management staff perform all zoning reviews on submitted plans but clearly Development Management is not staffed at a level to respond to this additional workload and still meet the established plan review turnaround times. As an alternative, we are recommending that Development Management staff provide periodic training for the Plans Examiners for the purpose of identifying the intent of the provisions of the Zoning Code and to alert them to recent changes in Code language or interpretations.

306. ***Recommendation:*** **The Plans Review Division Manager should request the Development Management Division provide periodic Zoning Code training for the Plans Review staff as well as Permits and Investigations Divisions. Such training should include recent Zoning Code changes and updated interpretations.**

Employee interviews reveal that there is no group or individual that is been authorized to make final decisions regarding the proper application of the zoning requirements. This creates confusion for both staff and the customers. Our experience has suggested that the final decider on application of the Zoning code should be the staff ultimately responsible for the Planning function.

307. ***Recommendation:*** **The Municipal Code language should be modified to clearly indicate that the Development Management Division has the responsibility for making the final decision on application of the Zoning Code.**

XII. URBAN DEVELOPMENT

A. PROFILE

Overview

The Urban Redevelopment Division (URD) facilitates development in the City. The staff works directly with citizens, developers, and development agencies to assist, fund, or manage projects (e.g., redevelopment of Brownfield sites) from the planning stage to project completion. The Division also provides permit expediting, project management, environmental review, brownfield project assistance, business backing and special benefit district services directly to citizens. URD manages the Demolition Lien Waiver Program for the City and coordinates with neighborhoods and businesses to establish special taxing districts, such as Community Improvement Districts (CID's), Special Business Districts (SBD's), and Neighborhood Improvement Districts (NID's) as a tool for economic development and neighborhood revitalization.

Funding for the Urban Redevelopment Division is provided entirely through the General Fund. The Division is housed on the 16th Floor of City Hall.

Authority

The Urban Redevelopment Division authority is gained from local regulations contained in the City of Kansas City Missouri Code of Ordinances, such as Part II, Chapter II, Article VI, Division 12 and Chapter 74 of the City's Code of Ordinances (e.g., Ordinance No. 130585, 130674, 130711, etc.). In addition, authority is also taken from federal law, as well as various provisions in Missouri State law, (e.g., Missouri Revised Statutes §353.010-353.190); the City Charter and the City of Kansas City's home rule authority.

Staffing

Currently, staffing for the Division consists of a Division Manager, Administrative Support staff, a Lead Planner, one Development Specialist I, and a Development Specialist II as shown in Figure 26 below. There are no vacancies. Positions and jobs descriptions for each position are summarized in Table 35 below.

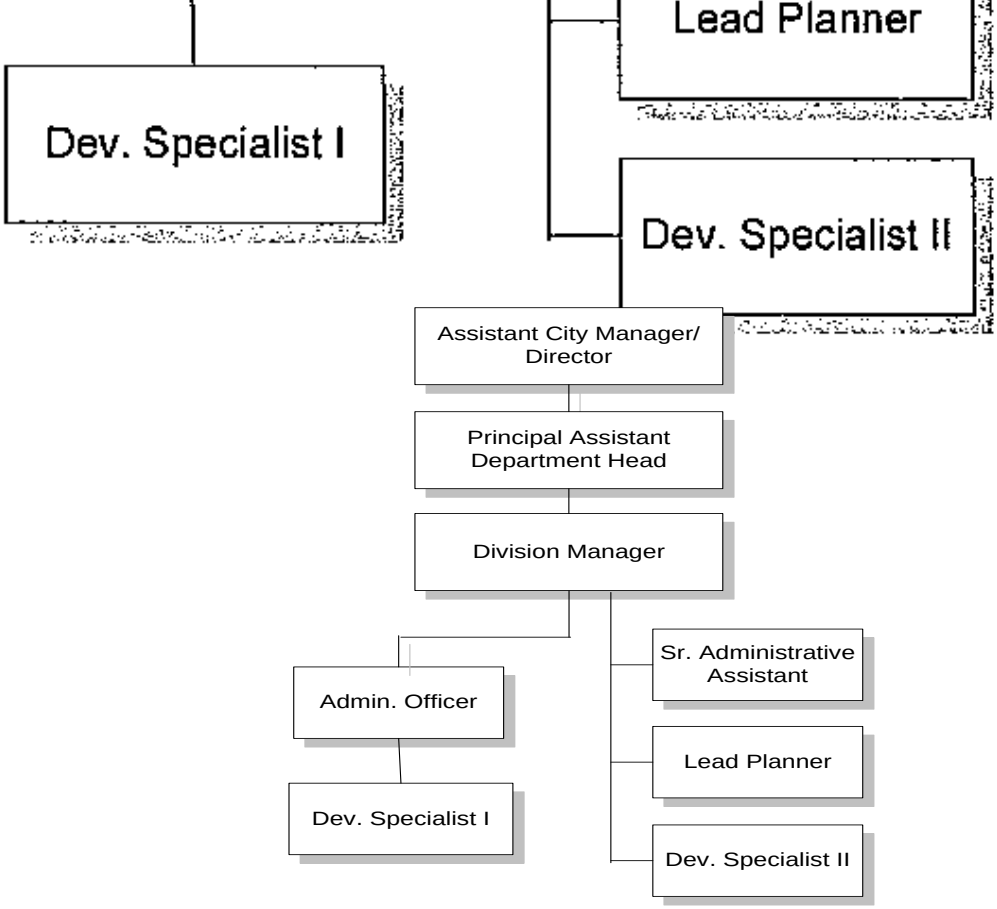

Dev. Specialist I
Lead Planner
Dev. Specialist II
Assistant City Manager/ Director
Principal Assistant Department Head
Division Manager
Admin. Officer
Dev. Specialist I
Sr. Administrative Assistant
Lead Planner
Dev. Specialist II

Table 35
Urban Redevelopment Division Staffing

Position Title	Number of Positions	Responsibilities	Reports To
Division Manager	1	Highly responsible administrative and professional planning work in directing the advanced planning or current planning programs. Work involves responsibility at the discretion of the Director for the administration, coordination, and supervision of a major division. Work primarily involves carrying through to completion planning projects of a community wide or regional nature	Principal Assistant Department Head
Admin. Officer	1	Professional, highly complex and responsible administrative work to ensure the efficient operation of a department or division.	Division Manager
Development Specialist I	1	Professional and technical work in economic, social, neighborhood development or neighborhood energy conservation and weatherization programs. Responsibility for performing the more complex and difficult assignments requiring considerable program research, analysis, evaluation and design skills.	Division Manager
Development Specialist II	1	Responsible administrative and professional work in supervising a program or section of a major division of the department. Under general professional or policy direction, an employee supervises and administers activities in economic or social development.	Division Manager
Lead Planner	1	Responsible administrative and professional work in directing a program or section of a major division of the department. Involves responsibility, under general professional direction, to administer a comprehensive zoning ordinance, or supervise a design section, a long-range planning, community renewal, or other special program or a research and information section.	Division Manager
Senior Administrative Assistant	1	Highly responsible administrative and/or supervisory work involving the processing of complex and technical documents in a moderate sized, multi-program technical unit.	Division Manager
TOTAL	**6**		

Urban Redevelopment Division Activity

Brown Fields activities are wide-ranging and include a number of undertakings such as grant and contract administration, procurement, regulatory compliance, technical oversight, etc. The Brown Fields activity levels for the last five years are shown in Table 36.

Table 36
Brown Fields Activity Levels Last Five Fiscal Years

Brown Fields	2009	2010	2011	2012	2013	5-yr Average
Activities[1,2]						
Phase I Env. Assess. Sites[3]	9	17	11	7	19	**13**
Phase II Env. Assess Sites[3]	19	13	6	8	20	**13**
Clean-up Sites	0	0	1	3	3	**1**
Sub-grants	0	1	1	2	0	**.8**
Loans	0	0	0	0	2	**.4**
Grant Applications	4	1	1	1	0	**1**
Special Projects	2	2	2	2	2	**2**
TOTAL	**34**	**34**	**22**	**23**	**46**	**32**
% Change	**-**	**0%**	**-35%**	**5%**	**100%**	**-**

[1]Program activities include all phases of each project (e.g., grant administration, procurement, contract administration and compliance, project mgmt., technical over site regulatory liaison, economic development, Brownfields Commission Meetings, public stakeholder meetings, ordinance, resolution drafting and public relations).

[2]The Kansas City Brownfields Revolving Loan Fund was implemented in 2013, requiring the creation of new loan forms, contract services, procedures, agreements, etc.

[3]Each site ranges in size, number of parcels and complexity

As the above table shows, Phase I & II Environmental Assessments accounted for the majority of the Brown Fields activity over the 5-year period. Overall activity levels remained the same for 2009 and 2010, and then decreased sharply in 2011. In 2012, activity levels rose slightly by 5% then increased by 100% the following year, largely due to a significant increase in Phase I & II Environmental Assessment activities.

The Development Assistance Team (DAT) provides individuals with input about the City's development review and permitting requirements in advance of formal application submittal to the City. The activity levels for the DAT for the last five years are shown in Table 37.

Table 37
Activity Levels for Last Five Fiscal Years

Urban Redevelopment	2009	2010	2011	2012	2013	5-yr Average
Development Assistance Team (DAT) Activities						
DAT Cases	16	16	16	39	42	**26**
% Change	**-**	**0%**	**0%**	**144%**	**8%**	**-**

Table 38 above shows that DAT activity levels were static from 2009 to 2011. In 2012, activity levels more than doubled from the previous year. In 2013, activities increased another 8% from 2012, which is likely attributable to the overall upswing in market conditions in this and other regions across the county.

We were unable to locate a master list of all of the active projects that the Division is currently managing on the Department's web page.

See our recommendation under the "Web page" heading about posting a master project list on the Department web pages.

B. POSITIVE FINDINGS

The following are positive findings for the Urban Redevelopment Division:

- Staff has produced handouts that explain its Lien Waiver Program, Brownfields Revolving Loan Fund, Brownfields Coalition Assessment Program, etc., that are easy to read and follow;
- Division employs highly tenured staff that are skilled and knowledgeable about Division operations and its programs;
- The Division completed several important redevelopment projects as part of the Brownfield's Initiative, including the ALDI's store, the DeLaSalle Education Center and the Horace Mann School, which together eliminated blight, asbestos, mold, petroleum and lead paint health risks near residents and school children; added affordable senior housing, new jobs and educational and community services.

C. ORGANIZATION ISSUES

Applications, Handouts, Forms

We reviewed available handouts, forms, etc., that are posted on line, the majority of which are related to the Brownfields Program and the Development Assistance Team (DAT) process. Staff recently created a fact sheet that explains the Division's Demolition Lien Waiver Program to help raise awareness about the program and associated process, which is good. However, handouts are difficult to find and should be featured more prominently on the Department's web pages.

See our recommendations under the "web page" heading of this study about improvements to the Department web pages.

308. ***Recommendation*: The Urban Redevelopment Division Manager should create handouts about the other various programs that it manages such as the special taxing district programs and post them in an accessible location on the Department's web pages to help raise aware about programs and educate users about the Division's areas of responsibility.**

Data Collection/Reporting

We were able to obtain all of the requested activity data for the Division on the Brownfields and DAT activities. Staff indicated that data is currently collected using spreadsheets. The Division does not currently use the KIVA system and there are no regular reports generated from KIVA at this time.

309. ***Recommendation*: The Division Manager should ensure that the new EnerGov system is configured to collect and report on Division activity and Performance Standards.**

Equipment

Staff indicated that they generally have the equipment needed to perform assigned work tasks, however, staff reported that the automated telephone directory system for the main department number does not provide sufficient directory options to allow calls by unfamiliar users to be connected/transferred to their function – which is a complaint we heard from other Divisions.

See our recommendation under the "Citywide Planning" section about the working with IT to modify the automated telephone directory system.

Meetings, Communication, Coordination, Teamwork

Staff reported that silos exist between within the relatively small division and between the Division and Citywide Planning Division, with regard to economic development efforts.

Currently, there is only one regularly scheduled reoccurring project meeting on Mondays that includes the Division Manager and staff planners and development specialist staff to discuss and coordinate economic development efforts. A Division wide meeting is also held on an as needed basis to relay information related to the division, department and city, discuss issues and solve problems. Staff indicated that due to their tenure and small size, they meet informally as needed to discuss and resolve project and program issues.

To promote communication and teamwork within the Division and facilitate process improvement discussions, issue identification and problem-solving, as well as information sharing, we recommend the following:

- Establish a regular, reoccurring bi-weekly division wide meeting for the purpose of disseminating information of division, department and citywide importance, such as policy and regulatory changes, upcoming training opportunities, budget and staffing issues, discussing process improvements and identifying and solving division issues. At least 30 minutes of every bi-weekly

division staff meeting should be devoted to team-building, trends, green infrastructure, smart growth, brownfields, renewable energy, best practices, policy changes, etc. training and educating staff about the roles and responsibilities of related divisions in the Department;

- Establish a regularly scheduled bi-weekly meeting between the Division Manager and Assistant Department Head for the purpose of discussing and resolving management and operations issues (staffing, service delivery, budget, equipment, training, etc.); and
- Establish a regularly scheduled monthly meeting between the Division and Citywide Planning Division managers to identify, discuss, and resolve planning issues that cut across both functions, such as coordination on economic development; issues related to the new EnerGov System, once it is launched, etc.

310. ***Recommendation*: All reoccurring meetings held in the Urban Redevelopment Division should state a clear objective and include an agenda, action items and summary notes that can be distributed electronically to all staff in advance of and following the meeting whether in attendance or not.**

Staffing

Table 38 below shows the staffing levels in the Division over a five-year period.

Table 38
Urban Redevelopment Staffing Levels for last Five Years

Function	FY 09/10	FY 10/11	FY 11/12	FY 12/13	FY 13/14	FY14/15
Urban Redevelopment Division						
Total FTE's	11	12	12	8	6	5
% Change	-	10%	0%	-33%	-38%	-17%

As the above table shows, staff resources initially increased at the beginning of the five-year period, then decreased significantly during Fiscal Year 12/13 and FY 13/14. Although staff reductions have occurred, work activities have also been transferred out of the Division over the past few years, such as the Business Assistance Center activities.

Table 39 below lists the projects that Division Staff are currently working on completing.

Table 39
Urban Redevelopment Current Project List

Staff	Programs	Projects
Division Manager	Management & Construction Programs	• New housing project, City Market;
		• Staffing for City Market Oversight Committee;
		• 63rd and Prospect development site property disposition;
		• Infrastructure for Columbus Park housing project;
		• Downtown and River Market CID cap improvements contracts;
		• Bainbridge apartments working group facilitation;
		• RAMP housing program TIF coordination; 32nd and Troost property disposition;
		• Northland Neighborhoods Inc. CID and cap improvements contracts;
		• Westport and Union Hill special business districts; 2901 Gillham cap improvement contract;
		• Independence Ave. and Southtown Council CID revolving loan fund contracts;
		• Urban Agricultural Zone advisory committee
		Division Manager Current Total: 11
Development Specialist II	DAT, Demolition Lien Waiver, Community Improvement Dist., Neighborhood Improvement District; 311 Action Center Programs	• On-going weekly Development Assistance Team meetings (DAT) (average of 7 / month)
		• 4, Demolition Lien Waivers;
		• 311 Action Center (average 1/month)
		• In addition, an average of 8 CID's are processed each year, as well as 1 NID each year (none currently in progress)
		Dev. Specialist II Current Total: 12

Staff	Programs	Projects
Administrative Officer & Development Specialist I	Brownfield's Program	• Environmental Remediation for: – 63rd and Prospect; 2324 E. 63rd St. gas station; – Rock Island Rail Corridor; – Hardesty Federal Complex; – Faxon School apartments, 3710 The Paseo; – Mattie Rhodes Center, 1017 W. 17th St.; – 2701 Troost gas station; – Joe's data center, 1325 Tracy; – Columbus Park housing project, 400, 401 Charlotte Ave.; – 6015 Troost; Homesteading Authority properties, 3200 block of Troost; – Jewish Vocational Services garden properties, 3200-3218 E. 7th, 628-711 Spruce, 703 Jackson, 3525 E. 6th; – Center City neighborhood playground, 1109-1119 E. 34th; Sunshine Market, 2122 E. 39th St.; – General QAPP contract; – Black Economic Union 19th and Vine/19th and Paseo properties; – 1014 E. 19th St.; – Municipal Farm projects; – LCRA 501 Troost property; – 2309 N. 5th St., Kansas City Kansas; • On-going grant reporting and new proposals; • Staffing for Kansas City Brownfields Commission; • Staffing for Urban Agricultural Zone advisory committee.
		Admin. Officer & Dev. Spec. I Current Total: 20

As the above Table shows, 3 FTE professional staff, as well as the Division Manager, are currently working on numerous projects within the various functional areas of responsibility. Below, we recommend that the DAT program be combined with the pre-application process managed by the Development Management Division and shifted to that Division, which will reduce workload activities for the Development Specialist II position.

Most of the staff interviewed indicated that staffing is sufficient. However, Management staff indicated that the coordination and project management activities associate with the Brownfields projects is labor intensive and additional staff is needed for this Program in the area of financial accounting for grant reporting.

Although a detailed staffing analysis was not performed for this function, it appears that staffing is generally adequate in the Division, except for the Brownfield's Program, which reported the need for additional staff resources to complete required financial accounting for grant reporting.

311. ***Recommendation*: The Division Manager should create a staffing model for Division staff using a labor-based methodology to determine appropriate staffing levels for the Brownfields Program Division.**

Training/Cross-Training

A review of the Fiscal Year (FY) 2013/14 budget indicated that about .05% of the personnel budget has been set aside for training. As such, the training budget that has been allocated is likely insufficient to provide needed supervisory and other needed training, as well as send staff to relevant annual conferences.

Staff reported that the Division used to have training sessions called "payday sessions" where interested staff could learn about trends, green infrastructure, smart growth, brownfields, renewable energy, best practices, policy changes, etc., but these were discontinued. Staff believes this type of training, along with on-going economic development finance and brownfields training is need in the Division.

Earlier in this report we recommend that 2% of the annual personnel budget be allocated to training. In addition to the training budget, we also suggest that about 5% of staff's time be devoted to annual training.

See our recommendation under the "Meetings" heading of this section regarding devoting regular time on Division-wide meeting agendas to provide staff with training similar to that provided at "payday sessions."

D. POLICY ISSUES

Brown Fields Commission (BC)

The BC is composed of 11 members that are appointed by the mayor to serve four-year terms. The Mayor appoints eight members. Six of the eight members are residents of the City representing specialized areas including, development, business, law, and environmental consulting. Two of the eight members are from citizen and community groups and two additional members are residents outside of the City. The BC is also comprised of three ex-officio members including the mayor, chair of the CPC and Chair of the Economic Development Corporation of the City.

The members of the commission serve without compensation and are subject to removal by the mayor. The mayor designates one of the commissioners as chairperson of the commission and another as vice-chairperson. The director of Brownfields shall be the secretary and provide administrative support for the commission.

The BC is responsible identifying and managing environmental risks and costs associated with the reuse of urban properties so that these factors do not impede important redevelopment projects that create jobs and increase the tax base. It also helps guide and promote redevelopment projects wherever and whenever they encounter environmental barriers, and serves as a permanent resource that communities, developers and the city can turn to for guidance, assistance and information concerning Brownfield Redevelopment matters.

Any development or redevelopment project, public or private, which is identified as occurring on a Brownfield property must be presented to and approved by the BC before receiving any city development benefit, approval or assistance, including tax increment financing, tax abatement or the proceeds of any public or municipal bonds. In addition, the BC has the power and authority to recommend to the city council and mayor whether or not to endorse projects for application to the Missouri Brownfields Redevelopment Program or other state or federal Brownfields Assistance Program, and shall advise the city on matters concerning Brownfields redevelopment. The Commission meets on an 'as needed' basis. Meetings are open to the public and public notice of each meeting is posted by the City Clerk's office. Staff indicated that the Commission met three (3) times in 2013.

In addition, to the BC, other meetings are convened for the Brownfield's Program, such as the Kansas City Brownfields Coalition, the OneKC Brownfields Coalition, and the Kansas City Brownfields Initiative (KCBI). However, staff indicated that three coalitions and initiatives were combined to reduce the number of meetings that were convened for Brownfield projects. In 2013, the two Coalitions and KCBI met 4 times.

We did not receive any negative feedback concerning the BC function, which is good.

Development Assistance Team (DAT)

According to the City's web site, the DAT is a meeting lead by Urban Redevelopment Staff that is designed to provide individuals with input about the City's development review and permitting requirements in advance of formal application submittal to the City. Its purpose is to provide assistance to persons who are preparing to submit a development project and need preliminary information about meeting current city standards and requirements.

The DAT is comprised of representatives from city departments involved in the development process, such as development management, Citywide Planning

Development Services, Parks, Water, Aviation, Health, Fire, Building and others. We reviewed a "development process checklist" created for the process and found that some 38 staff across development-related divisions and departments were listed on the checklist.

Our interviews with staff indicated that the DAT was established as free service in order to encourage potential project developers to evaluate their project proposals with the City prior to making a formal submittal.

The DAT process is somewhat structured, in that potential applicants desiring to meet with DAT are directed to complete and submit a completed Preliminary Project Information Sheet, which is a fillable form available online. They are also instructed to submit 15 paper copies of their proposed plan at least seven calendar days before the scheduled meeting so that staff can review the proposal and provide feedback at the meeting. Applicants call designated Urban Redevelopment Staff prior to making a submittal to confirm the date and time of the scheduled DAT meeting.

DAT Staff created a "Development Process Checklist" form, which is good. However, staff indicated staff does complete the form for applicants. Rather, the checklist is a used as an applicant tool to help focus applicant questions during the meetings.

The DAT meets every Thursday at 10 a.m. in the 15th Floor Conference Room of City Hall and one hour is typically scheduled for each proposal.

A member of our team observed a DAT meeting on Thursday March 13th. Two projects were on the agenda including a modification to a car wash and an expansion to an industrial building. The meeting was chaired by Urban Redevelopment staff and attended by staff from the Citywide Planning, Plan Review, Permit Services and the Fire, Water Services and Public Works Departments.

The meeting began with introductions, followed by a presentation of the proposed work by the developer's team. Each participant then offered their questions and detailed advice to the developer "around the table," followed by questions and answer session between the developer's representatives and the various staff participants. Our observations concluded that the meeting served the purpose of providing relevant city staff with an introduction on projects that may be formally submitted and to help developer's understand potential project issues. However, it fell short in providing applicants with step-by-step process, timing and cost information, which is critical to developers.

The DAT Process, while more structured, largely parallels the Pre-application Conference process managed by the Development Management Division, in that both meetings are intended to provide applicants with feedback about proposals prior to making formal submittals. Focus group and staff interviews indicated that the DAT

process is a source of confusion for users and at times, has caused coordination and communication issues among related divisions.

Since the DAT serves as process to provide individuals with input about the City's development review and permitting requirements in advance of formal application submittal to the City, it should be lead and managed by the Development Management Division, which is the function that is responsible for managing development review (e.g., pre-construction) application processes. We recommend under the Development Management Section that the DAT be combined with the Pre-Application process to create a single, structure process that is managed by the Development Management function and attended by Urban Redevelopment Staff.

Policies & Procedures Manual (PPM)

Staff interviews indicated that the Division does not currently have an up-to-date PPM that outlines basic operating procedures in the Division, such as a return phone call policy, customer service standards and expectations, processes, staff reports and presentation formats, electronic and paper file set-up protocols, etc. For example, staff reported that the Division does not have a formal policy requiring Phase I Environmental Assessments for real estate purchases, which is a standard practice in the development industry.

312. ***Recommendation*: The Urban Redevelopment Division should update/prepare and publish a PPM for the Division that incorporates AdvanceKC initiatives and other items outlined above to ensure that all line staff have staff have a clear and consistent understanding of work practices and performance expectations.**

E. PROCESS ISSUES

Performance Standards

The FY 2013-14 Budget did not outline specific Performance Indicators for the Urban Redevelopment Division and management staff indicated that they have not established internal Performance Standards for the Division due to the nature of the programs and projects they manage, which can take months and/or years to accomplish.

XIII. BENCHMARKING

A. OVERVIEW

The RFP requested that a benchmark survey be completed for six national cities and 10 Metropolitan Area cities and communities. The cities and communities were emailed the questionnaire shown in Appendix E and were contacted on several occasions to encourage a response. Data for cities or communities responded by the date of the draft report is shown in Appendix E.

Benchmarking can be an effective tool for helping organizations improve and we always encourage clients to visit other cities. However, true benchmarking requires a considerable amount of time and resources that could not be accommodated in this current study. Our experience with benchmarking using mail and telephone is mixed. It tends to have the following problems:

- It is difficult to get cities to respond. Everyone is busy and the city may not keep the kind of data requested.
- There is no independent verification of the data received. Even when we are doing a detailed study for a city, it is not unusual that data furnished to us is inaccurate.
- In a multi-function study such as Kansas City's benchmark data cuts across numerous departments or divisions, further complicating data collection.

In order to attempt to compensate for the above issues, we tried to simplify the benchmark parameters to make response as easy as possible. We should also point out that this study itself is, in effect, based on benchmark information. Zucker Systems has worked with some 170 cities and counties in 31 states on their permitting systems and has used this storehouse of data in our analysis and recommendations.

B. METROPOLITAN AREA CITIES AND COMMUNITIES

Area communities included Blue Springs, Independence, Leawood, Lee's Summit, Lenexa, Liberty, Olathe, Overland Park, and the Unified Govt of KS/Wyandotte. Responses from seven of these communities compared to KCMO are shown in Appendix E.

A few key comparisons include:

- The average population was 89,012 with a range from 24,545 to 175,000 compared to KCMO of 465,000.
- Building valuations were substantially below KCMO's 701 M, except for Overland Park at 540 M.

- Discretionary applications were substantially below KCMO.
- New single family substantially below KCMO except for Overland Park at 403 vs. KCMO of 658.
- New commercial substantially below KCMO's 155 except for Overland Park at 662, Independence at 201, and Wyandotte County at 104.
- The number of days for plan check is similar for all, a few higher a few lower.
- Number of inspection per inspector is 14 in KCMO and ranges from 5 to 20 in other communities.
- KCMO construction standards for public-right-of-way are not up to date, compared to all up-to-date in other communities.
- Engineering review times are similar.
- Three of the communities have a policy of returning phone calls the same day vs. 24 hrs in KCMO.
- Most do not use contract staff for processing applications.
- Two communities include engineering reviews in the combined department, three do not.
- Three of the communities have some electronic plans, three do not.
- Three of the communities have on-line permit tracking and three do not.

Our reading of the benchmark data is that KCMO and the surrounding communities generally operate in a similar fashion with a few features in some being better than KCMO and a few worse. None of these suggest that other recommendations in this report should be changed.

C. NATIONAL CITIES

National cities included Charlotte, Denver, Indianapolis, Minneapolis, Oklahoma City, and Omaha. Responses from three of these cities compared to KCMO are shown in Appendix E.

A few key comparisons include:

- The average population was 707,048 compared to KCMO of 465,000.
- Building valuations were substantially higher than KCMO's
- Discretionary applications were similar to KCMO except for Indianapolis at twice the rate
- New single family were similar to KCMO except for
- Charlotte at 2343 vs. KCMO of 658

- New commercial was substantially below KCMO's 155 except for Charlotte at 1247
- None of the comparable communities have a Unified Development Code like KCMO and codes tend to be older
- The number of days for plan check is similar for all except Indianapolis is substantially shorter
- Number of inspection per inspector is 14 in KCMO and ranges from 10 to 14 in other communities
- All guarantee next day inspections except for Minneapolis
- KCMO construction standards for public-right-of-way are not up to date, compared to all up-to-date in other communities
- Engineering review times are similar except faster in Indianapolis
- All of the communities have a policy of returning phone calls and emails within the. 24 hrs
- Most do not use contract staff for processing applications except for Indianapolis
- Only Indianapolis includes engineering reviews in a combined department
- All of the communities have some electronic plans
- Two of the communities have on-line permit tracking, Minneapolis does not

Our reading of the benchmark data is that KCMO and the surrounding communities generally operate in a similar fashion with a few features in some being better than KCMO and a few worse. None of these suggest that other recommendations in this report should be changed.

XIV. EMPLOYEE PERCEPTIONS

Two confidential questionnaires were completed by many of the employees in the Development Services Department and related department.

A short, closed-ended questionnaire (shown in Appendix B) was completed at a staff meeting by 103 employees and collected by the consultants. The raw scores and tallies of this survey are also shown in Appendix B.

A longer, thirteen-page questionnaire (shown in Appendix C) was completed by 90 employees and mailed or emailed to the consultants in San Diego to assure confidentiality. In most of our studies, only half of the employees that complete the short questionnaire take the time to complete the long questionnaire. Information obtained from these questionnaires was essential to our analysis.

Table 40
Number of Employees Responding to Questionnaires

Function	Number of Employees In Function	Number of Staff Completing Short Questionnaires	Average Response to Short Questionnaire	Number of Questions With Averages Under 3.0	Number of Staff With Average Response Below 3.0	Number of Long Questionnaires Completed
Citywide Planning	12 (10**)	9	3.74	6	2 (22%)	9
Development Management	11	10	3.89	4	0 (0%)	7
Directors Office	15	4	3.33	7	2 (50%)	3
Inspections	16	24	2.82	25	15 (63%)	16
Investigations	19 (18)	14	3.13	10	7 (50%)	16
Land Development	22 (19)	13	3.39	9	2 (15%)	11
Managers	7	7	3.96	2	0 (0%)	7
Permits	16 (14)	12	3.31	13	3 (25%)	6
Plans Review	11	10	3.25	18	4 (40%)	10
Urban Development	6 (5)	3	3.25	14	1 (33%)	5
Other *		7	3.04	17	4	
Total		**103**				**90**

*The Other category is employees from other departments or questionnaires from City Planning and Development staff that we could not relate to a specific division within the Department.
** Less vacant positions

The short questionnaire also asked employees to list pet peeves and give suggestions for improvements. These comments were used as part of our analysis for this report and are shown in Appendix B.

The short, closed-ended questionnaire consisted of a series of statements to be rated by the respondents. Responses were tallied and averaged and the raw scores are displayed in Appendix B. The statements were designed to elicit the mood and feelings of each employee about overall division or department excellence. For each of the 28 statements, the employee was asked to respond as follows:

1 – Strongly Disagree	4 – Somewhat Agree
2 – Somewhat Disagree	5 – Strongly Agree
3 – Neutral	6 – Not Applicable

Generally, the higher the rating (i.e., 4's and 5's) the better the employee perceives the subject area and the more excellent the division or department.

We've conducted this survey in many planning and building departments and divisions. Generally, a score below 3.0 is an indication of issues that need to be addressed. We like to see average scores in the high 3's and 4's. We believe that the scores give a reasonably accurate assessment of the employee's view of their division or department.

The seven managers scored the highest with an average score of 3.96. It is common the managers believe their organization is performing better than do the employees. The Inspection Division had the lowest average score of 2.82, which is one of the lowest scores we have seen in our many studies.

Questions with average scores below 3.0 are discussed below.

All Ten Groups

Question7 and 18 had average scores below 3.0 for all nine non-management groups.

- *#7. We have a strong emphasis on training in our department.*

The average score for the managers on Question 7 was 4.14 with only one of the seven managers having a score below 3.0. This is an indication of a major disconnect between the managers and employees and should be of serious concern to the managers. We recommend that 2% of the personnel budget be allocated for training and 5% of employee's time.

313. ***Recommendations:*** **All the Department managers should hold a series of meetings with employees to discuss the need for more training and develop specific training programs.**

- *#18. There is good teamwork and communication between the different departments, division, or organizations conducting development review, plan checking and inspection in the City.*

This low response is particularly disturbing in that the whole idea for having a department that includes most of the development functions is designed to foster good teamwork. Given our other work for this study, we have seen substantial evidence of the problem with lack of communication between units and the creation of silos. Some of the customers we talked with indicated that they see not only silos but also actual fiefdoms. Although the managers had an average score of 3.14 on this question, three of the seven managers had scores below 3.0. Addressing this issue will require the Department to relook at its mission and stress the need for teamwork. Leadership in this regard must come from the Director and the two Assistant Directors. A series of meetings or retreats may be necessary to change this culture, possibly including an outside facilitator.

314. ***Recommendation:*** **The Director and two Assistant Directors should develop a specific program to address the silo issues.**

One additional question had scores below 3.0 for all groups except Investigations and Land Development as follows:

- *#37. The City's Economic Development and Redevelopment program is clear and effective.*

Given the City's focus on Economic Development, these low responses are troubling. The Department's management should develop a specific program to address this issue. A variety of memorandums, mission statements and meetings could be necessary to solve this issue.

315. ***Recommendation:*** **The Department's management should develop a specific program to address staff's lack of understanding or clarity concerning the economic development program.**

Citywide Planning Division

The Citywide Planning Division had an average score of 3.74 with two of the nine employees having average scores below 3.0. Three of the questions had average scores below 3.0 in addition to the three questions that were low for most divisions. These are discussed below.

- *#14. We have an efficient records management and documentation system in our Division. (2.75)*

Records management will be discussed in other parts of this report. The major solution to this issue for part of the Department should be included in the EnerGov program. Specific issues for Citywide Division will be discussed in the section of this report.

- *#36. The Investigation Division functions are effective. (2.00)*

Only two of the nine employees answered this question and only one of the two responded below 3.0, thus, this question does not lend itself to analysis.

- *#27. We are doing the right amount of long-range planning. (2.33)*

Four of the nine employees answered below 3.0 for Question 27. This is a critical questions and critical response from the Citywide Division. Extensive discussions should take place between management and staff in this Division, perhaps in a retreat setting. The goal should be to clarify the mission and work program for the Division.

316. ***Recommendation:*** **The manager of the Citywide Division should work with staff to clarify the Divisions mission and work program.**

Development Management

The Development Management Division had an average score of 3.80 with none of the ten employees having average scores below 3.0. One of the questions had an average score below 3.0 in addition to the three questions that were low for most divisions. These are discussed below.

- *#22. Permit and development processes in the City are neither unnecessarily complex nor burdensome on the applicant. (2.89)*

The Development Management Division is a key participant in the City's development process and thus should be in a position to address complexity issues in the process. This Division should take a stronger leadership role in resolving these issues.

317. ***Recommendation:*** **The Development Management Division should take a stronger leadership role in providing clarity to the development process.**

Directors Office

The Directors Office Division had an average score of 3.33 with two of the four employees having average scores below 3.0. Three of the questions had average scores below 3.0 in addition to the three questions that were low for most divisions.

However, many of the questions were answered “”Don’t Know” or “Not Applicable”. As such the numbers are too small for analysis. One question worth noting is:

- *#8. Management in our Division discusses objectives, programs and results with employees regularly.(2.67)*

Two of the three employees that answered this question had scores of 2.0. This correlates with our observation as discussed elsewhere in this report that there is need for more management clarity in this Division.

Inspection Division

The Inspection Division had an average score of 2.82 with 15 of the 24 employees having average scores below 3.0. Twenty-two of the 37 questions had average scores below 3.0 in addition to the three questions that were low for most divisions. These negative responses are so extensive that they do not lend themselves to specific analysis. However, a few questions stand out as follows and it appears that there are serious management and communication issues in this Division.

- *#4. The concern for employees in our Division is sincere. (2.33)*
- *#6. Managers in our Division encourage and advance new ideas from employees. (1.88)*
- *#8. Management in our Division discusses objectives, programs and results with employees regularly. (1.83)*
- *#9. There is free and open communication in our Division between all levels of employees about the work they are performing. (2.61)*
- *#15. I am satisfied with the type of leadership I have been receiving from my supervisor in our Division. (2.29)*

318. ***Recommendation:*** **The Assistant City Manager/Director, Assistant Engineering Director and Inspections Division Manager should meet to discuss the issues raised in the employee questionnaire. This might be followed by one or more staff retreats to discuss the issues. A facilitator may be necessary for these meetings.**

Investigation Division

The Investigation Division had an average score of 3.13 with seven of the 14 employees having average scores below 3.0. Eight of the questions had average scores below 3.0 in addition to the three questions that were low for most divisions. Management issues include:

- *#8. Management in our Division discusses objectives, programs and results with employees regularly. (2.15)*
- *#9. There is free and open communication in our Division between all levels of employees about the work they are performing. (2.93)*
- *# 17. I am kept abreast of changes that affect me. (2.79)*

Process and mission issues include:

- *#3. Our Division has an effective process for listening to citizen or client concerns. (2.93)*
- *# 21. The City has a coordinated development review and plan checking process. (2.50)*
- *#22. Permit and development processes in the City are neither unnecessarily complex nor burdensome on the applicant. (2.60)*
- *#24. Application review in the City is undertaken in a consistent manner. (2.88).*
- *# 33. The Zoning and Development Code are good. (2.33)*

319. ***Recommendation:*** **The Assistant Engineering Director should meet with the managers and supervisors in the Investigation Division to discuss the employee questionnaire responses and then lead one or more staff meetings to obtain staff suggestions for resolving the issues highlighted in the employee questionnaires.**

Land Development Division

The Land Development Division had an average score of 3.39 with only two of the 15 employees having average scores below 3.0. Six of the questions had average scores below 3.0 in addition to the three questions that were low for most divisions. Management issues are discussed below.

- *#8. Management in our Division discusses objectives, programs and results with employees regularly. (2.80)*
- *#9. There is free and open communication in our Division between all levels of employees about the work they are performing. (2.73)*
- *#15. I am satisfied with the type of leadership I have been receiving from my supervisor in our Division, (2.87)*

320. ***Recommendation:*** **The Assistant Engineering Director should meet with the managers and supervisors in the Land Development Division to discuss the employee management issues and develop an approach to**

resolving concerns. This should be followed with a full staff meeting led by an outside facilitator.

Process and staffing issues include:

- *#16. I have enough time to do my work as it needs to be done. (2.67)*
- *#21. The City has a clear and coordinated development review and plan checking process. (2.79)*
- *#22. Permit and development processes in the City are neither unnecessarily complex nor burdensome on the applicant. (2.79)*

These issues will be addressed in other parts of this report.

Managers

The seven managers who completed the short questionnaire had an average score of 3.96 with none of the managers having average scores below 3.0. Only one of the questions had average scores below 3.0 in addition to the three questions that were low for most divisions. These are discussed below.

- *# 36. The Investigation Division functions are effective. (2.67)*

Four of the seven managers scored this question and two said Don't Know. The third one was neutral. The Investigation function is critical to the success of the other divisions so it is essential that the divisions feel that they can rely on the investigation function.

321. ***Recommendation:*** **The seven managers along with the Department Director and two Assistant Directors should hold a meeting or retreat to discuss the Investigation function.**

Comparing the high scores of the managers with the low scores of the employees shows a major disconnect. It appears that managers may be in denial about serious employee concerns in the organization. To address this issue, we suggest that all seven managers have a 360-degree evaluation. To reinforce the need for overall Department improvement, we suggest that the Director and two Assistant Directors have the same 360-degree evaluation. This recommendation is discussed earlier in this report.

Permits Division

The Permits Division had an average score of 3.31 with three of the twelve employees having average scores below 3.0. Ten of the questions had average scores below 3.0

in addition to the three questions that were low for most divisions. The management issues are discussed below.

- *#6. Managers in our Division encourage and advance new ideas from employees. (2.45)*
- *#8. Management in our Division discusses objectives, programs and results with employees regularly. (2.55)*
- *#9. There is free and open communication in our Division between all levels of employees about the work they are performing. (2.58)*
- *# 17. I am kept abreast of changes that affect me. (2.92)*

322. ***Recommendation:*** **The Assistant Engineering Director should meet with the managers and supervisors in the Permits Division to discuss the employee management issues and develop an approach to resolving concerns. This should be followed with a full staff meeting led by an outside facilitator.**

The low responses to the following six questions raise a number of issues that require additional investigation. We will review these as part of our analysis of this division.

- *#27. We are doing the right amount of long-range planning for the City. (2.86)*
- *#28. The City Plan Commission works well and is effective. (2.86)*
- *#29. The Development Review Committee works well and is effective. (2.50)*
- *#31. The Planning and Zoning Committee works well and is effective. (2.88)*
- *#35. Land Development applications are reviewed in a short and timely way. (2.50)*
- *# 36. The Investigation Division functions are effective. (2.75)*

Plans Review Division

The Plans Review Division had an average score of 3.25 with four of the ten employees having average scores below 3.0. Fifteen of the questions had average scores below 3.0 in addition to the three questions that were low for most divisions. Management issues include:

- *#6. Managers in our Division encourage and advance new ideas from employees. (2.0)*
- *#8. Management in our Division discusses objectives, programs and results with employees regularly. (2.0)*

- *# 11. Our Department encourages practical risk-taking and supports positive effort. (2.30)*
- *#16. I have enough time to do my work as it needs to be done. (2.30)*
- *# 17. I am kept abreast of changes that affect me. (2.90)*

The ten questions below raise serious questions as to how effective plans review can be as related to these observations. We will examine these questions as part of our analysis of this division.

- *#22. Permit and development processes in the City are neither unnecessarily complex nor burdensome on the applicant. (2.60)*
- *#24. Application review in the City is undertaken in a consistent manner. (2.90)*
- *#27. We are doing the right amount of long-range planning for the City. (2.83)*
- *#28. The City Plan Commission works well and is effective. (2.60)*
- *#29. The Development Review Committee works well and is effective. (2.83)*
- *#30. The Historic Preservation Commission works well and is effective. (2.83)*
- *#31. The Planning and Zoning Committee works well and is effective. (2.88)*
- *# 33. The Zoning and Development Code are good. (2.80)*
- *#35. Land Development applications are reviewed in a short and timely way. (2.60)*
- *# 36. The Investigation Division functions are effective. (2.33)*

323. ***Recommendation:*** **The Assistant City Manager/Director, Assistant Engineering Director and Plans Review Division Manager should meet to discuss the issues raised in the employee questionnaire. This might be followed by one or more staff retreats to discuss the issues. A facilitator may be necessary for these meetings.**

Urban Development

The Urban Development Division had an average score of 3.25 with one of the three employees having average scores below 3.0. Eleven of the questions had average scores below 3.0 in addition to the three questions that were low for most divisions. Because only three employees participated and many of the questions were answered "Don't Know;" it is difficult to make conclusions from this data. However several question answered by all three staff do raise issues as discussed below.

- *#8. Management in our Division discusses objectives, programs and results with employees regularly. (1.67)*

- *#14. We have an efficient records management and documentation system in our Division. (2.33)*
- *#16. I have enough time to do my work as it needs to be done. (2.33)*
- *# 17. I am kept abreast of changes that affect me. (2.00)*
- *#22. Permit and development processes in the City are neither unnecessarily complex nor burdensome on the applicant. (2.67)*

324. ***Recommendation:*** **The Principal Assistant Department Head should meet with the manager in the Urban Development Division to discuss the employee management issues and develop an approach to resolving concerns. This should be followed with a full staff meeting.**

XV. CUSTOMER PERCEPTIONS

The Committee who hired us said:

- *Making it easy to do a project can be an economic development incentive*
- *Overall there is a lack of consistency*
- *Needed is a way for staff to say "yes"*
- *Department has been a problem for 20 years, has gotten a bit better but still bad.*
- *Land Development Division, get rid of entire staff*
- *Building Plan Check is good*
- *Not just SILOS – fiefdoms.*
- *Water is a very big issue, may be a study underway for this function.*
- *Divisions will argue before the Planning Commission*
- *Even when you get approval from Land Development it takes another two weeks to get building permit.*

In today's environment, governmental performance is measured by customer satisfaction. In order to determine Planning and Development performance, we used several techniques consisting of interviews with the Mayor and City Council members, five customer focus groups, and a mail surveys to applicants.

This Chapter includes customer comments for improving the City's planning and development process and the Planning and Development Department. The intent of this customer input was to elicit views and opinions on positive and negative aspects of activities and to seek ideas for change that will improve and enhance the department or division. However, as would be expected, the focus was on perceived problems.

In considering the results, the reader must bear in mind that, unlike documents and statistics, the views expressed by individuals are subjective and may reflect personal biases. Nonetheless, these views are at least as important as objective material because it is these people, with their feelings and prejudices that work with or are often affected by City activities. A second important consideration is that in analyzing the material, it may not be as important to determine whether a particular response is "correct" as it is to simply accept a response or try to determine why customers feel the way they do. Tom Peters, the noted management consultant, has said that in relation to customer service, "Perception is everything." In other words, perception is reality to the person holding the perception.

It should be noted that the purpose of this chapter is to report on the customer input so that the reader of the report can view the comments as customer perceptions without

our editing. These comments are not the conclusions of the consultants. Using our methodology as described in Figure 1 and Section B of Chapter II, the customer comments are taken as one form of input to be merged by input of others and our own judgment. Our specific response is in the form of the various recommendations included in this report.

A. MAYOR AND CITY COUNCIL

We met the Mayor and three City Council members in individual confidential meetings in order to gain a perspective on the governmental direction for the City. These interviews were confidential but used as input into this study.

B. FOCUS GROUPS

Thirty-three people who had been applicants in the City's development and permitting process met in five groups on February 27 and 28 for two hours at the Kauffman Center. The meetings were held in confidence and no staff members or any City employees were present. The groups included an attorneys, architects, builders, contractors, developers, engineers, homebuilders, planners, and real estate brokers. Focus group comments are included below. Many of the topics are arranged in alphabetical order. There was a considerable amount of consensus on the various topics.

Overview-Broken System

Although some feel the permitting and development process in Kansas City has improved, most feel it is broken and has been so for many years. Many out-of-towners feel that Kansas City is one of the hardest to work in and some say some developers and builders no longer want to build in Kansas City.

Attitude

The culture of staff and the organizations is hostile, not a friendly environment. There is a lack of a "how can we help you" attitude. No one on staff takes ownership. However, there are some good staff that would welcome change.

Building Inspection

Problems with Building Inspection include:

- There is an inconsistency in inspections and between inspectors.
- Changing inspectors on the same job leads to inconsistency.
- Inspectors won't call you back.

- On big projects, inspectors will hide out.
- Inspectors say they don't care what the plans say and some don't even look at the plans.
- Inspectors are not required to wear a uniform, which is considered inappropriate.
- It depends on which inspector you get.

Building Plan Review and Codes

There have been few Code amendments which are comparable to other communities and this is good. The official times are generally acceptable. However:

- There is a lack of consistency in plan review between reviewers.
- New items are added after the first or second review.
- Timelines are not always met.
- The 20-page submittal checklist is too much.

Communication

Although Greg and Gary will call you back, many staff will not. The design of City Hall creates communication issues. There is a lack of communication between departments. It would be helpful to have a list of people you can call for certain issues.

Community Improvement Districts

This process works very well, staff is great.

Construction Standards

These tend to be inconsistent and out of date. Streets and traffic are bad on this.

Covenants and Agreements

The QCR process requires a new form for all covenants and agreements as well as changes. This should not be required.

Development Assistance Team

Some like this process, others do not, feel this process doesn't work and will not use it. Each person simply talks about their own thing, a free for all. The discussions never get down to the staff that is actually doing the work. There is no urgency by

staff. Ideally this should be good but there is no follow up. There is also a problem if one function does not show up at the meeting.

Economic Development

Economic development is extremely important for the City. KC Biz Care makes life easier and helps you go through City Hall, however many don't know they exist. Major development deals are done before a project is seen by the Planning and Development Department. Some feel that EDC is broken.

Elevator Inspections

Elevator plan check and inspection is a major problem. There is a strong link between the Elevator Union and City elevator inspectors and a concern that Union issues may be impacting the approach by staff.

Fees

Fees are generally low and developers would be willing to pay increased fees for better service and inspections.

Forester

There is a problem getting the forester to sign off since he is often in the field.

History

After WWII Kansas City was to be the best City in the country but it never happened.

Homebuilders

Things were working well until the new code in 2012. Now there is lots of inconsistency between plan review and inspections. There was considerable confusion when the new Code was released with inconsistency at the staff level.

The timing of plan review is acceptable. The problem is that reviews may change each time you come in and staff is requiring projects to be over-engineered.

Master Plan construction documents are good but even a small change requires a new plan. An example is a two-foot change in the size of a deck.

There is an overall lack of consistency. There is no notice on rule changes and a new approach is needed to communicate with the industry.

There is a problem in calling for inspection using the phone tree. It would be better to allow requests on line or by email.

Inspections are generally good but it does depend on the inspector.

Human Resources

The HR Department is a problem. The City has overcompensated to historic events and it is difficult to remove or reprimand non-productive employees.

Industry

There needs to be ongoing and formal relations with one or more industry groups.

Land Development

The Land Development Division is considered the biggest roadblock to development.

- It takes too long to get comments.
- It is too academic.
- It lacks a creative approach to problem-solving.
- 4.7 % is paid for inspections but still can't get an inspection.
- There is no storm water ordinance.
- For performance and maintenance bonds they want full amount of the improvement, which is too high.
- There are too many types of permits. Why not roll them into one permit?
- The owner must pick up the permit, not the contractor.
- Where there are performance standards, staff will always just look at the plans the last day. The 20-day and then 10-day performance standards are fine, if they happened, but often they are not met.
- Once engineers have approved the plans, it still takes two weeks to issue the permit. This should be done the next day after plans are approved.

MEWB

Requirements for minority participation are not well handled and are creating problems with construction documents and processes.

Other Communities

Kansas City is about in the middle as compared to other communities, however some feel it is the worst place to work in. Good communities include Graymore, Independence, Overland Park, Riverside, and St. Louis. Problem communities include Lenex and Oletha. In Kansas City, attorneys are needed to process many projects; this is not true in many other communities.

Other Departments and Functions

While improving the Planning and Development Department is essential, that alone will not solve the City's economic development and development issues. Each function operates in a Silo and the Silos in Kansas City are deep. Important functions which are spread all over the City include:

- Biz Care works well
- Environmental
- Finance Department, very powerful
- Health Department
- Parks and Recreation, also has inspectors, takes too long to get a contract signed
- PIEA this function is good
- Public Works, also has inspectors, hasn't read the Plan, the City Engineer is in this Department
- Transportation Commission
- Water Department, this is considered the number one problem, they haven't read the Plan

Overall Process

It would be nice if one person were assigned to each project. This only happens on very large projects. No one at the highest level really knows how the process works. If one person says no, the entire process stops. Once you take a problem to the highest level it gets resolved but you shouldn't need to do that as often.

Plan Check

A big problem is that new comments keep getting added each check. The checklist is just too long. A one-page limit would be better.

Planning and Development Department

The Department was created to solve problems and obtain better control but it has not achieved those goals. The reorganization failed, it included the same people with the same attitudes. Within the Department, Building and Development Management are relatively good but Land Development is poor and broken. Citywide Planning is seen by some as irrelevant with a lack of understanding of economics and development. They need to work closer with EDC. Urban Redevelopment works okay, a catch all for various functions.

The planning process works well but then you get into permitting and it falls apart. Planning has an assigned planner, which is good. However, on the staff reports, it would be helpful to know which department comments come from.

Platting

This process is particularly broken. The process is overall too long and it takes way too long to get signatures. Maybe there should be one day where everyone signs. There are no deadlines. There is no one person responsible for the entire process.

Lot splits go to six different departments and take 60 to 90 days, which is way too long.

Policy Changes

Changes are often made in the middle of a project, generally without advance notice. New items should not be added once a project is started.

Technology

Some are not aware that electronic submittal and plan check is available. Some feel that the current system needs substantial improvement. KIVA is a major problem. Managers will actually change dates in KIVA in order to meet performance standards.

Website

There is general dissatisfaction with the new website. Some consider it worse than the old one. Some of the useful data from the prior site is missing or hard to find, a few items are wrong or out of date, and in one case there are two different published lists of criteria that are not consistent.

C. CUSTOMER SURVEYS

An email survey was used in this study to obtain applicant customer input. The survey was sent to 2,500 applicants for development approvals or permits. Approximately

800 surveys were returned with bad addresses so 1700 surveys actually went to applicants. 179 surveys were returned for a return rate of 10.5%. This is below our normal return rate of 15 to 25 %. However, given the large number of surveys sent out, this is a sufficient number of responses for analysis.

The Survey responses are shown in Appendix D. There was a good cross section of respondents with type of application, Question 1:

- Building 90%
- Planning 29%
- Land Development 30%

There was also a good cross section of development types from a high of 48% new commercial and industrial to a low of 10% remodel or addition to multifamily dwelling/condo, Question 2.

Frequent users of the system were 46% and 14% were onetime users, Question 3.

Questions 4 through 29 were designed so that checking a "Strongly Agree" or "Agree" category is a sign of a satisfied customer. A "Disagree" or "Strongly Disagree" is a sign of a dissatisfied customer. Respondents were also asked to answer each question for Building, Land Development and Planning.

Normally, when negative responses of "Disagree" or "Strongly Disagree" exceed 15%, the responses indicate an area of possible concern. Less than 15% normally indicates this category of question is satisfying the customers. Percent ages higher than 15% but below 25% are areas that should be examined for possible customer service concerns. Negative percentages of 25% or higher indicate areas needing early attention since roughly one third or more of the customers have concerns about service. The "Not Applicable" category is excluded from this calculation.

Some believe that only customers who have problems will return a survey of this type. While it is likely that customers with problems may be more likely to return the surveys, our experience with this and dozens of similar surveys indicate that they still produce valid information. For example, we've worked in other communities where the negative responses seldom exceeded 15%.

It should also be noted that a survey of this type is not a scientific, statistically controlled sample. Nevertheless, when high numbers of respondents express concerns, they are indications of problems that need to be addressed.

The questionnaires also asked applicants to indicate suggestions and areas for improvement. We received some 510 confidential comments that we used as part of our analysis.

Table 41 indicates the number of questions with negative comments by division or Function. The non-applicable was removed from the calculation to arrive at the data shown in Table. Table 42 summarizes the data by division. As can be seen, the most negative responses were for Land Development with 13 of the 21 questions having negative responses exceeding 25%. Building had six questions exceeding the 25% and Planning had three. Working to correct these problem areas should receive a high priority in the Planning and Development Department. Special attention should also be given to the 16 to 25% negative category.

Table 41
Percent Disagree or Strongly Disagree Responses By Division

Question	Building	Land Development	Planning
4	35%	48%	35%
5	19%	32%	18%
6	19%	38%	17%
7	21%	40%	21%
8	26%	40%	23%
9	30%	35%	21%
10	20%	37%	21%
11	22%	29%	18%
12	25%	33%	18%
13	29%	38%	26%
14	30%	45%	28%
15	25%	32%	20%
16	8%	10%	4%
17	18%	28%	14%
18	28%	37%	23%
19	17%	16%	16%
20	23%	19%	10%
21	9%	14%	12%
22	11%	13%	8%
23	8%	7%	6%
24	19%	24%	19%

Table 42
Number of Questions With Negative Responses By Division

Division or Function	0 to 15% Negative	16 to 25% Negative	26 to 39% Negative
Building	4	11	6
Land Development	4	4	13
Planning	6	12	3

Specific questions having negative responses higher than 25% are shown in Table 43. Three Questions were very negative for all three functions, Building, Land Development, and Planning, Three Questions were negative for Building and Land Development, and eight additional Questions were negative for Land Development.

Table 43
Questions Exceeding 25% Negative For Building, Land Development, and Planning

Exceeds 25% Negative for Building, Land Development, and Planning	Building	Land Development	Planning
Q4. I understand the City's Development Review and Plan Check processes. They are straightforward and not unnecessarily cumbersome or complex in the functions of:	34%	48%	35%
Q13. The turnaround time for review and approval or disapproval of my application was not any longer in Kansas City than other cities or counties where I have filed applications for the functions of:	29%	38%	26%
Q14. If project processing is delayed, the delay is typically justifiable. Projects are not delayed over minor issues in the functions of:	30%	45%	28%
Exceeds 25% Negative for Building and Land Development			
Q9. Plan checking is complete and accurate. Additional problems did not surface later that should have been caught in the initial review in the functions of:	26%	40%	
Q15. Kansas City is just as fair and practical in its application of regulations as other neighboring cities or counties in the functions of:	25%	32%	
Q18. The City staff was easily accessible when I needed assistance in resolving problems in the functions of:	28%	37%	
Exceeds 25% Negative for Land Development			
Q5. When making an application, I have generally found the City staff to be responsive and helpful in the functions of:		32%	
Q 6. Staff provides prompt feedback on incomplete submittals in the functions of:		38%	
Q7. In general, the City staff has provided good customer service in the functions of:		40%	
Q8. In general, the City staff anticipated obstacles early on and provided options where they were available in the functions of:		40%	
Q10. Services were completed by the date promised:		37%	
Q11. The City's promised delivery dates are reasonable and acceptable:		29%	
Q12. Codes and policies are applied by staff in a fair and practical manner in the functions of:		33%	
Q17. The conditions of approval or plan check corrections applied to my project were reasonable and justified from the functions of:		28 %	

We used the questionnaire responses in our research. Most of the responses were consistent with our other research conducted for this study.

325. ***Recommendation:*** **All the managers and staff in the Planning and Development Department should review the responses and conduct meetings to discuss how to best address the issues raised by the customers.**

Appendix A

Persons Interviewed

City Council Planning, Zoning & Economic Development Committee

Ed Ford, Chair
Scott Wagner, Member
Jim Glover, 1st Vice Chair
Scott Taylor, 2nd Vice Chair

City Manager's Office

Troy Schulte, City Manager

Richard H. Usher, Assistant City Manager
Meg Conger, ADA Compliance Officer

City Plan Commission

Babette Macy, Chair

Citywide Planning Division

Jeff Williams, Interim Div. Mgr.
John Debauche, Lead Planner
Bradley Wolf, Historic Pres. Lead Planner
Steve Lebowsky, Dev. Specialist II
Kyle Elliot, Lead Planner (Mapping, GIS)
Kellie Johnston, Planner
Gerald Williams, Planner
Vanessa Williams, Administrative Officer

Development Management Division

Diane Binckley, Manager
John Eckardt, Lead Planner
Ashley Winchell, Planner
Marty Campbell, Admin. Asst.
Mary Lopez, Clerical Supervisor

Directors Office Division

Jeff Phillips, Assistant to the Director of Administrative Services
Katherine Carttar, Analyst, economic development
Lois Gartman, Admin. Officer, HR manager
Lisa Wheeler, Executive Assistant
Carbetta Mitchem, Customer Services Specialist

Shanta King, Customer Services Specialist
Kristy Cotton, Customer Services Representative

Economic Development Commission (EDC)

Pete Fullerton, Director

Finance Department

Randy Landes, Director
Dan Bargenic, Development Finance Manager
Tammy Queen, City Treasurer

General Services Department

Dawn Hildebrand, Assistant Director

Historic Preservation Commission

Eric Heitman, Chair

Inspections Division

Heath Perkins, Manager
Carl Spahn, Supervisor
Basil Alani, Special Inspections Supervisor

Investigations Division

Wilson Winn, Manager
Tim Brookhouser, CCI Supervisor
Derrick Lloyd, CCI Supervisor
Dean Smith, CCI
Daryl Baker, CCI
Glenn Longworth, Supervisor Elevator Inspectors

Land Development Division

Dion Waldon, Manager
Kevin Scott-LDD Principal Eng. (Inspections Supv.)
Brett Cox Sr. Reg. Eng.
Tom Nguyen Sr. Reg. Engineer (Plan review Supv.)
LDD Inspections- John Sherwood, Troy Anderson , Anthony Johnson
Plans Review- Jalal Saleh, Nikki Dennis, Stan Eiler , Dan Weber
Pam Powell, Principal Eng. (Plats process)
Theresa Harper, Permits Review

Nathan Kline, Admin Services
Maxine McMullen, Admin Support

Legal Department
Sarah Baxter

Management, City Planning and Development Department
Bob Langenkamp, Assistant City Manager/Director
Greg Franzen, Assistant Engineering Director
Jeffrey Williams, Principal Assistant Department Head

Permits Division
Jomy John, Manager
Sy Noorbakhsh, Plans Management Branch Supervisor
Syrus Kalantar, Permit Services Branch Supervisor
Tiffeny Douglas, Supervisor Contractor Licensing
David Binneboese, Development Specialist I
Ghiziana Iosif-Arndt, Development Specialist I
Jerald Windsor, Development Specialist I
Rod Leinen, Development Specialist I

Plans Review Division
Gary Marker, Manager
David Skaff, Plans Review Supervisor
Bill Watson, Plans Review Supervisor
Jeff Lee, Residential Plans Examiner

Public Works Department
Sherry McIntyre, Director
James Cole, Storm Water
Jerry Cook, Traffic Control Manager
Antonio Allen, Traffic Inspector
Alicia Herbert, Traffic Inspector
Chad Thompson, Engr.
Mark Montgomery, Lab Mgr.
Wei Sun, Traffic
Gnani Mahalingam, Traffic
Josh Benda, GIS

Urban Redevelopment
Claude Page, Manager
Thomas Hobley, Dev. Specialist
Andy Bracker, Admin. Officer

Lisa Brown, Senior Admin. Asst.
Jim Hedstrom, Dev. Specialist II

Water Department

Terry Leeds, Director
Kathy Whalen, Customer Services Officer
James Walton,
Joe Calzarano,
Mark Young , Storm Water Mgr.

Appendix B

Employee Short Questionnaire

City Planning and Development Service Analysis
Kansas City, MO

Please check your Division or function:

- ❑ Citywide Planning
- ❑ Development Management
- ❑ Directors Office
- ❑ Inspections Division
- ❑ Investigations Division
- ❑ Land Development Division
- ❑ Permits Division
- ❑ Plans Review Division
- ❑ Urban Development
- ❑ Other _____

1 Strongly Disagree	4 Somewhat Agree
2 Somewhat Disagree	5 Strongly Agree
3 Neutral	6 Not Applicable
	7 Don't Know

---

1. Our Division seeks to identify problems quickly. [ ]
2. When problems are identified, our Division moves quickly to solve them. [ ]
3. Our Division has an effective process for listening to citizen or client concerns. [ ]
4. The concern for employees in our Division is sincere. [ ]
5. Good service is the rule rather than the exception in our Division. [ ]
6. Managers in our Division encourage and advance new ideas from employees. [ ]
7. We have a strong emphasis on training in our Division. [ ]
8. Management in our Division discusses objectives, programs and results with employees regularly. [ ]
9. There is free and open communication in our Division between all levels of employees about the work they are performing. [ ]

City Planning and Development Service Analysis
Kansas City, MO

1 Strongly Disagree	4 Somewhat Agree
2 Somewhat Disagree	5 Strongly Agree
3 Neutral	6 Not Applicable
	7 Don't Know

10.	Employees in our Division treat citizens with respect.	[ ]
11.	Our Division encourages practical risk-taking and supports positive effort.	[ ]
12.	Our Division has a clear sense of what its programs are trying to accomplish.	[ ]
13.	We do our jobs very well in our Division.	[ ]
14.	We have an efficient records management and documentation system in our Division.	[ ]
15.	I am satisfied with the type of leadership I have been receiving from my supervisor in our Division.	[ ]
16.	I have enough time to do my work as it needs to be done.	[ ]
17.	I am kept abreast of changes that affect me.	[ ]
18.	There is good teamwork and communication between the different departments, divisions or organizations conducting development review, plan checking and inspection in the City.	[ ]
19.	I am aware of standard turnaround times in our Division for processing plans and permits as communicated by my supervisor.	[ ]
20.	I am able to meet standard turnaround times for processing plans and permits in our Division as communicated by my supervisor.	[ ]
21.	The City has a clear and coordinated development review and plan checking process.	[ ]
22.	Permit and development processes in the City are not unnecessarily complex nor burdensome on the applicant.	[ ]
23.	Applications are reviewed in the City in a timely manner.	[ ]

City Planning and Development Service Analysis
Kansas City, MO

1 Strongly Disagree	4 Somewhat Agree
2 Somewhat Disagree	5 Strongly Agree
3 Neutral	6 Not Applicable
	7 Don't Know

24.	Application review in the City is undertaken in a consistent manner.	[ ]
25.	It should be the policy of the City and its employees to assist any applicant in completing his/her application, see that it is complete as soon as possible, and process it without undue delay.	[ ]
26.	It should be the policy of the City to make the development and permit process as pleasant and expeditious as possible.	[ ]
27.	We are doing the right amount of long range planning for the City.	[ ]
28.	The City Plan Commission works well and is effective.	[ ]
29.	The Development Review Committee works well and is effective.	[ ]
30.	The Historic Preservation Commission works well and is effective	[ ]
31.	The Planning and Zoning Committee works well and is effective	[ ]
32.	The Plans we prepare for the City are good.	[ ]
33.	The Zoning and Development Code is good.	[ ]
34.	Building permits are reviewed in a short and timely way.	[ ]
35.	Land Development applications are reviewed in a short and timely way.	[ ]
36.	The Investigation Division functions are effective.	[ ]
37.	The City's Economic Development and Redevelopment program is clear and effective.	[ ]

City Planning and Development Service Analysis
Kansas City, MO

Please briefly answer the following:

38. Please list any "pet peeves" or concerns about your Department, Division, or the City as related to the City's City Planning and Development Department.

39. Please provide at least one suggestion or recommendation for improvement related to your Department, Division, or the City as related to the City Planning and Development Department.

40. What are you most proud of in relation to your Department or Division?

Kansas City Planning and Development Service Analysis
Citywide Planning
Employee Questionnaire

	Emp #1	Emp #2	Emp #3	Emp #4	Emp #5	Emp #6	Emp #7	Emp #8	Emp #9	Ave
#1	4	5	5	5	N/A	4	4	5	4	**4.50**
#2	4	4	5	3	5	4	2	4	3	**3.78**
#3	4	4	5	5	5	N/A	3	4	4	**4.25**
#4	3	5	5	4	1	N/A	3	4	4	**3.63**
#5	3	5	5	5	4	N/A	3	5	4	**4.25**
#6	1	5	5	4	5	3	4	4	5	**4.00**
#7	1	3	2	4	5	4	1	3	3	**2.89**
#8	5	5	5	4	D/K	4	2	4	4	**4.13**
#9	1	5	5	5	4	N/A	1	4	4	**3.63**
#10	5	5	5	5	5	N/A	5	5	5	**5.00**
#11	2	3	4	D/K	D/K	N/A	3	4	3	**3.17**
#12	3	3	4	4	D/K	5	4	4	4	**3.88**
#13	2	5	5	4	5	5	3	5	4	**4.22**
#14	2	4	1	4	1	2	1	3	3	**2.33**
#15	1	5	4	5	5	4	2	4	3	**3.67**
#16	5	4	4	3	5	2	2	4	4	**3.67**
#17	1	4	4	3	4	5	2	4	4	**3.44**
#18	1	4	2	4	D/K	5	1	3	2	**2.75**
#19	N/A	N/A	N/A	D/K	D/K	5	4	3	N/A	**4.00**
#20	N/A	N/A	N/A	N/A	D/K	5	2	5	N/A	**4.00**
#21	N/A	5	N/A	4	D/K	5	2	4	D/K	**4.00**
#22	D/K	D/K	N/A	3	D/K	4	2	D/K	D/K	**3.00**
#23	D/K	5	N/A	3	D/K	4	3	D/K	D/K	**3.75**
#24	D/K	5	N/A	4	D/K	4	2	D/K	D/K	**3.75**
#25	5	5	5	5	5	4	5	5	4	**4.78**
#26	5	5	5	5	5	5	5	4	4	**4.78**
#27	1	4	1	2	D/K	5	2	4	3	**2.75**
#28	D/K	3	4	4	D/K	5	2	D/K	2	**3.33**
#29	D/K	4	4	4	D/K	4	2	D/K	2	**3.33**
#30	4	4	5	4	D/K	5	4	D/K	3	**4.14**
#31	D/K	3	4	4	D/K	D/K	2	D/K	2	**3.00**
#32	D/K	4	5	5	D/K	5	4	4	4	**4.43**
#33	D/K	4	1	4	D/K	3	3	5	2	**3.14**
#34	D/K	D/K	D/K	4	5	3	D/K	D/K	D/K	**4.00**
#35	D/K	D/K	D/K	D/K	D/K	D/K	D/K	D/K	D/K	**#DIV/0!**
#36	D/K	D/K	D/K	D/K	D/K	3	1	D/K	D/K	**2.00**
#37	D/K	3	1	D/K	D/K	4	1	2	2	**2.17**
Ave	**2.86**	**4.26**	**3.93**	**4.06**	**4.31**	**4.14**	**2.63**	**4.04**	**3.39**	**3.74**

Kansas City Planning and Development Service Analysis
Development Management
Employee Questionnaire

	Emp #1	Emp #2	Emp #3	Emp #4	Emp #5	Emp #6	Emp #7	Emp #8	Emp #9	Emp #10	Ave
#1	5	4	3	5	4	4	4	5	5	4	**4.30**
#2	4	4	5	5	4	4	4	5	4	2	**4.10**
#3	3	4	3	5	5	4	D/K	3	3	2	**3.56**
#4	5	2	4	5	5	2	5	3	5	2	**3.80**
#5	5	4	3	5	5	4	5	4	4	2	**4.10**
#6	3	3	4	5	4	4	5	5	5	2	**4.00**
#7	1	4	3	4	2	2	D/K	3	3	1	**2.56**
#8	2	4	4	4	1	4	D/K	4	5	3	**3.44**
#9	4	2	4	5	5	4	5	4	5	4	**4.20**
#10	5	1	5	5	5	5	D/K	3	5	3	**4.11**
#11	3	2	3	5	3	3	D/K	4	D/K	2	**3.13**
#12	4	3	5	5	5	4	D/K	4	5	2	**4.11**
#13	5	4	5	5	5	4	5	5	5	4	**4.70**
#14	1	N/A	5	3	3	4	2	3	2	4	**3.00**
#15	3	3	2	5	3	4	5	5	5	2	**3.70**
#16	3	4	4	3	5	4	5	5	4	4	**4.10**
#17	3	2	5	5	3	4	5	5	4	2	**3.80**
#18	1	3	2	4	4	3	D/K	2	3	2	**2.67**
#19	3	3	5	5	3	2	4	4	5	4	**3.80**
#20	5	N/A	5	4	4	4	4	4	4	4	**4.22**
#21	2	2	3	4	5	3	D/K	5	3	4	**3.44**
#22	3	4	3	4	2	2	D/K	3	3	2	**2.89**
#23	4	4	3	4	5	3	D/K	4	3	4	**3.78**
#24	4	4	3	4	5	3	5	3	3	2	**3.60**
#25	4	5	2	5	5	3	5	4	5	1	**3.90**
#26	5	5	3	5	5	3	5	5	5	5	**4.60**
#27	3	D/K	3	5	3	3	D/K	4	3	4	**3.50**
#28	4	3	3	5	5	3	D/K	4	4	5	**4.00**
#29	4	3	3	5	5	3	D/K	4	4	5	**4.00**
#30	3	D/K	3	5	5	3	D/K	3	4	5	**3.88**
#31	4	D/K	3	5	5	3	D/K	4	3	5	**4.00**
#32	4	3	3	5	5	3	D/K	4	3	N/A	**3.75**
#33	3	3	3	5	5	3	D/K	5	4	5	**4.00**
#34	3	2	3	5	D/K	4	D/K	3	D/K	5	**3.57**
#35	D/K	3	3	5	D/K	4	D/K	3	D/K	5	**3.83**
#36	D/K	N/A	3	5	D/K	3	D/K	4	3	1	**3.17**
#37	1	D/K	3	4	D/K	3	D/K	2	D/K	3	**2.67**
Ave	**3.40**	**3.23**	**3.49**	**4.65**	**4.18**	**3.38**	**4.56**	**3.89**	**3.97**	**3.22**	**3.80**

Kansas City Planning and Development Service Analysis
Directors Office
Employee Questionnaire

	Emp #1	Emp #2	Emp #3	Emp #4	Ave
#1	3	2	5	5	**3.75**
#2	3	2	5	4	**3.50**
#3	3	1	5	D/K	**3.00**
#4	2	5	5	4	**4.00**
#5	4	2	5	4	**3.75**
#6	3	1	4	5	**3.25**
#7	2	2	4	2	**2.50**
#8	2	2	4	D/K	**2.67**
#9	2	3	5	4	**3.50**
#10	4	4	N/A	5	**4.33**
#11	D/K	1	N/A	4	**2.50**
#12	D/K	2	N/A	4	**3.00**
#13	4	2	N/A	5	**3.67**
#14	3	D/K	N/A	D/K	**3.00**
#15	3	2	N/A	4	**3.00**
#16	2	4	N/A	4	**3.33**
#17	4	1	N/A	5	**3.33**
#18	2	1	N/A	D/K	**1.50**
#19	2	D/K	N/A	D/K	**2.00**
#20	D/K	N/A	N/A	n	**#DIV/0!**
#21	D/K	N/A	N/A	D/K	**#DIV/0!**
#22	D/K	N/A	N/A	D/K	**#DIV/0!**
#23	D/K	N/A	N/A	D/K	**#DIV/0!**
#24	D/K	D/K	3	D/K	**3.00**
#25	4	D/K	5	5	**4.67**
#26	4	5	5	5	**4.75**
#27	D/K	D/K	3	2	**2.50**
#28	D/K	D/K	4	D/K	**4.00**
#29	D/K	D/K	3	D/K	**3.00**
#30	D/K	D/K	4	D/K	**4.00**
#31	D/K	D/K	4	4	**4.00**
#32	D/K	D/K	4	D/K	**4.00**
#33	D/K	D/K	3	D/K	**3.00**
#34	D/K	D/K	3	D/K	**3.00**
#35	D/K	D/K	3	D/K	**3.00**
#36	D/K	D/K	3	D/K	**3.00**
#37	D/K	2	3	2	**2.33**
Ave	**2.95**	**2.32**	**4.00**	**4.05**	**3.33**

Kansas City Planning and Development Service Analysis
Inspections Division
Employee Questionnaire

	Emp #1	Emp #2	Emp #3	Emp #4	Emp #5	Emp #6	Emp #7	Emp #8	Emp #9	Emp #10	Emp #11	Emp #12	Emp #13
#1	3	4	5	3	1	4	1	1	5	5	1	3	1
#2	4	3	N/A	4	1	3	1	1	5	5	1	3	1
#3	3	3	4	5	1	3	2	D/K	4	4	1	2	4
#4	3	D/K	1	4	3	2	1	2	5	5	1	1	1
#5	2	3	4	4	3	4	5	3	5	4	1	1	3
#6	1	1	1	3	1	2	1	1	5	4	1	1	1
#7	2	1	3	4	1	4	1	2	3	3	1	1	4
#8	2	1	3	4	1	2	2	2	3	2	1	1	1
#9	3	3	1	3	2	4	1	1	4	5	1	3	1
#10	4	3	5	4	4	4	4	3	5	5	2	3	5
#11	3	1	3	4	2	2	2	2	5	4	1	1	1
#12	4	3	4	4	2	4	1	3	4	D/K	1	1	3
#13	3	3	3	4	4	5	4	3	5	D/K	1	1	5
#14	2	1	4	2	1	3	2	1	1	3	1	1	3
#15	3	1	1	4	1	3	1	2	5	4	1	1	1
#16	4	1	2	5	1	2	2	3	3	4	1	1	1
#17	5	4	1	4	4	2	2	1	4	5	1	1	4
#18	3	1	2	3	1	2	1	1	1	D/K	1	1	2
#19	3	N/A	3	4	2	4	4	3	5	N/A	1	N/A	D/K
#20	2	N/A	2	N/A	D/K	N/A	4	3	4	N/A	1	N/A	D/K
#21	2	N/A	2	4	D/K	N/A	1	1	3	N/A	1	3	N/A
#22	3	D/K	3	2	D/K	N/A	2	D/K	3	D/K	1	1	N/A
#23	3	D/K	4	4	D/K	N/A	2	D/K	4	D/K	1	1	N/A
#24	3	D/K	4	4	D/K	N/A	2	D/K	4	3	1	D/K	D/K
#25	3	5	2	3	5	5	5	5	4	5	1	1	N/A
#26	3	4	4	5	5	5	5	5	4	4	2	1	5
#27	3	D/K	3	N/A	D/K	2	1	2	4	D/K	1	D/K	N/A
#28	3	D/K	3	N/A	D/K	2	D/K	D/K	4	D/K	1	D/K	D/K
#29	3	D/K	D/K	N/A	D/K	2	D/K	D/K	2	D/K	1	D/K	D/K
#30	3	D/K	D/K	N/A	D/K	2	D/K	D/K	D/K	D/K	1	D/K	D/K
#31	3	D/K	D/K	N/A	D/K	2	D/K	D/K	2	D/K	1	D/K	D/K
#32	3	D/K	D/K	4	D/K	N/A	2	2	3	D/K	1	3	3
#33	3	D/K	D/K	4	D/K	4	4	3	4	D/K	1	2	D/K
#34	3	D/K	4	2	D/K	4	2	3	D/K	D/K	1	D/K	D/K
#35	3	D/K	4	3	D/K	N/A	D/K	D/K	D/K	D/K	1	D/K	D/K
#36	3	D/K	1	2	D/K	N/A	5	D/K	D/K	D/K	1	3	D/K
#37	3	D/K	1	N/A	D/K	2	D/K	D/K	D/K	D/K	1	D/K	D/K
Ave	**2.95**	**2.42**	**2.81**	**3.63**	**2.19**	**3.07**	**2.35**	**2.27**	**3.81**	**4.11**	**1.05**	**1.62**	**2.50**

	Emp #14	Emp #15	Emp #16	Emp #17	Emp #18	Emp #19	Emp #20	Emp #21	Emp #22	Emp #23	Emp #24	Ave
#1	1	5	1	4	4	1	4	4	5	4	1	**2.96**
#2	1	4	1	2	3	2	4	4	2	4	2	**2.65**
#3	1	5	1	2	4	2	4	4	5	4	1	**3.00**
#4	1	4	1	D/K	2	1	D/K	4	2	2	3	**2.33**
#5	3	5	4	D/K	4	3	4	4	5	4	3	**3.52**
#6	1	3	1	1	4	2	2	4	1	2	1	**1.88**
#7	3	2	1	1	4	2	1	4	1	4	4	**2.38**
#8	1	2	1	2	3	1	1	4	1	2	1	**1.83**
#9	4	5	1	2	2	1	D/K	4	2	2	5	**2.61**
#10	4	5	5	3	4	3	4	4	4	4	3	**3.92**
#11	3	3	5	1	3	3	D/K	4	1	2	1	**2.48**
#12	1	5	4	2	5	2	4	4	D/K	4	1	**3.00**
#13	1	4	5	4	5	3	4	4	3	4	1	**3.43**
#14	2	5	1	2	3	2	3	4	3	4	1	**2.29**
#15	1	5	1	2	3	1	1	5	5	2	1	**2.29**
#16	1	3	1	4	1	4	2	5	2	4	5	**2.58**
#17	3	4	1	D/K	3	2	D/K	5	3	4	4	**3.05**
#18	1	3	1	4	2	2	3	4	2	2	1	**1.91**
#19	1	D/K	2	3	2	3	D/K	4	D/K	N/A	4	**3.00**
#20	1	D/K	3	3	3	4	N/A	4	D/K	N/A	4	**2.92**
#21	2	D/K	3	5	4	2	D/K	4	D/K	N/A	3	**2.67**
#22	2	D/K	3	D/K	2	1	D/K	4	D/K	N/A	2	**2.23**
#23	D/K	D/K	3	5	4	2	D/K	4	D/K	N/A	3	**3.08**
#24	D/K	5	3	4	4	2	D/K	4	D/K	N/A	4	**3.36**
#25	D/K	5	3	4	4	5	4	5	4	N/A	5	**3.95**
#26	5	D/K	3	4	3	5	5	5	5	N/A	5	**4.18**
#27	N/A	D/K	3	2	3	2	D/K	4	D/K	N/A	3	**2.54**
#28	N/A	D/K	3	D/K	D/K	D/K	D/K	4	D/K	N/A	3	**2.88**
#29	2	D/K	3	D/K	3	D/K	D/K	4	D/K	N/A	3	**2.56**
#30	N/A	D/K	3	D/K	4	D/K	D/K	4	3	N/A	3	**2.88**
#31	N/A	D/K	3	D/K	3	D/K	D/K	4	3	N/A	3	**2.67**
#32	2	3	3	N/A	N/A	N/A	D/K	4	D/K	N/A	3	**2.77**
#33	2	3	3	D/K	1	3	D/K	4	2	N/A	3	**2.88**
#34	3	3	3	5	4	2	D/K	4	D/K	N/A	3	**3.07**
#35	N/A	3	3	D/K	D/K	D/K	D/K	4	D/K	N/A	1	**2.75**
#36	4	3	2	D/K	3	3	D/K	4	3	4	1	**2.80**
#37	1	D/K	2	D/K	D/K	2	D/K	4	D/K	N/A	3	**2.11**
Ave	**2.00**	**3.88**	**2.43**	**2.96**	**3.21**	**2.35**	**3.13**	**4.14**	**2.91**	**3.26**	**2.65**	**2.82**

Kansas City Planning and Development Service Analysis
Investigations Division
Employee Questionnaire

	Emp #1	Emp #2	Emp #3	Emp #4	Emp #5	Emp #6	Emp #7	Emp #8	Emp #9	Emp #10	Emp #11	Emp #12	Emp #13	Emp #14	Ave
#1	2	5	2	2	5	4	D/K	2	2	5	5	5	3	3	**3.46**
#2	2	5	2	2	5	4	3	2	2	4	4	5	3	3	**3.29**
#3	5	5	2	2	3	2	1	2	2	5	4	4	3	1	**2.93**
#4	1	5	2	2	1	5	5	2	1	5	5	4	3	2	**3.07**
#5	3	5	2	4	3	5	3	2	3	3	5	4	3	4	**3.50**
#6	1	5	2	2	1	4	3	2	4	4	5	3	3	3	**3.00**
#7	1	5	1	2	1	4	5	2	2	2	2	1	3	1	**2.29**
#8	1	5	2	1	1	4	1	1	2	5	D/K	1	3	1	**2.15**
#9	4	5	2	2	1	1	2	4	1	5	4	4	4	2	**2.93**
#10	5	5	5	4	5	5	4	4	3	4	5	5	4	5	**4.50**
#11	1	5	4	3	1	5	1	2	3	4	D/K	4	3	3	**3.00**
#12	3	5	4	D/K	1	5	1	4	3	4	4	3	2	1	**3.08**
#13	3	5	4	5	4	5	3	2	3	5	4	5	3	4	**3.93**
#14	4	5	4	2	1	4	4	1	2	4	3	5	3	1	**3.07**
#15	4	5	2	2	5	5	2	4	1	4	5	5	4	4	**3.71**
#16	5	5	4	1	4	1	5	4	2	4	2	2	3	4	**3.29**
#17	1	5	2	3	1	2	3	4	1	4	4	2	3	4	**2.79**
#18	3	5	2	4	1	1	1	1	1	3	2	1	3	1	**2.07**
#19	N/A	5	3	D/K	5	4	D/K	D/K	1	4	N/A	3	2	N/A	**3.38**
#20	N/A	5	3	N/A	5	3	D/K	N/A	2	N/A	N/A	4	3	N/A	**3.57**
#21	N/A	5	3	N/A	1	2	D/K	D/K	1	N/A	N/A	D/K	3	N/A	**2.50**
#22	N/A	5	3	N/A	3	2	D/K	2	1	3	2	2	3	D/K	**2.60**
#23	N/A	5	3	N/A	4	4	D/K	D/K	1	3	3	D/K	3	D/K	**3.25**
#24	N/A	5	3	N/A	3	D/K	D/K	D/K	1	3	3	2	3	D/K	**2.88**
#25	5	5	3	1	1	5	5	4	1	3	4	5	3	4	**3.50**
#26	5	5	5	5	1	5	5	4	5	5	5	5	3	4	**4.43**
#27	N/A	5	3	D/K	3	D/K	D/K	2	D/K	3	D/K	D/K	2	D/K	**3.00**
#28	N/A	5	2	D/K	3	4	D/K	3	D/K	3	D/K	D/K	3	D/K	**3.29**
#29	N/A	5	2	D/K	3	4	D/K	3	D/K	3	D/K	D/K	3	D/K	**3.29**
#30	N/A	5	2	D/K	5	D/K	D/K	D/K	D/K	3	D/K	D/K	3	D/K	**3.60**
#31	N/A	5	2	D/K	3	D/K	D/K	3	D/K	3	D/K	D/K	3	D/K	**3.17**
#32	N/A	5	2	D/K	3	D/K	D/K	2	D/K	3	N/A	D/K	3	D/K	**3.00**
#33	3	5	2	D/K	1	D/K	D/K	3	D/K	2	2	D/K	2	1	**2.33**
#34	N/A	5	3	3	2	4	D/K	3	3	5	D/K	D/K	3	D/K	**3.44**
#35	N/A	5	3	D/K	3	D/K	D/K	D/K	D/K	3	D/K	D/K	3	D/K	**3.40**
#36	5	5	2	2	1	5	3	2	D/K	5	4	5	3	2	**3.38**
#37	3	5	4	D/K	1	D/K	D/K	2	D/K	3	D/K	D/K	3	D/K	**3.00**
Ave	**3.04**	**5.00**	**2.73**	**2.57**	**2.57**	**3.72**	**3.00**	**2.60**	**2.00**	**3.74**	**3.74**	**3.56**	**2.97**	**2.64**	**3.13**

Kansas City Planning and Development Service Analysis
Land Development Division
Employee Questionnaire

	Emp #1	Emp #2	Emp #3	Emp #4	Emp #5	Emp #6	Emp #7	Emp #8	Emp #9	Emp #10	Emp #11	Emp #12	Emp #13	Emp #14	Emp #15	Ave
#1	4	5	4	4	5	2	4	4	3	5	3	5	5	5	4	**4.13**
#2	4	5	4	1	3	2	5	4	4	5	3	5	4	5	3	**3.80**
#3	4	4	3	D/K	1	3	5	4	3	4	3	4	D/K	5	4	**3.62**
#4	2	5	3	3	1	1	4	1	2	3	4	D/K	4	1	1	**2.50**
#5	5	5	4	4	1	4	4	5	4	4	4	5	4	4	2	**3.93**
#6	2	5	3	4	1	1	3	4	3	3	3	5	5	1	2	**3.00**
#7	3	2	4	4	2	1	3	2	4	2	4	4	5	1	2	**2.87**
#8	3	5	4	1	1	2	2	4	1	3	4	5	4	1	2	**2.80**
#9	2	1	4	4	1	1	2	4	1	4	2	5	3	4	3	**2.73**
#10	4	5	4	4	3	5	5	5	1	5	5	5	5	5	2	**4.20**
#11	3	1	4	2	1	2	3	4	3	3	2	5	D/K	5	4	**3.00**
#12	3	5	4	3	3	2	3	4	1	4	3	5	5	5	4	**3.60**
#13	5	5	3	4	4	4	4	4	5	4	3	5	3	4	3	**4.00**
#14	5	4	4	1	3	1	3	4	4	4	3	5	4	4	4	**3.53**
#15	4	1	4	5	1	1	3	2	4	4	2	5	4	1	2	**2.87**
#16	2	1	3	5	3	1	2	1	3	5	2	2	4	1	5	**2.67**
#17	3	5	4	3	3	2	2	3	3	4	2	3	5	2	4	**3.20**
#18	2	4	3	3	1	1	2	2	2	3	4	1	3	4	1	**2.40**
#19	2	5	4	1	2	5	3	4	3	3	5	5	5	5	5	**3.80**
#20	5	1	4	4	2	4	3	2	3	3	3	4	4	5	5	**3.47**
#21	3	5	3	2	1	3	2	2	3	4	4	2	N/A	1	4	**2.79**
#22	4	5	3	1	1	1	3	4	3	3	3	4	D/K	2	2	**2.79**
#23	4	5	4	2	1	3	2	2	3	3	3	3	D/K	4	4	**3.07**
#24	N/A	5	4	D/K	1	2	3	4	5	3	3	2	D/K	2	3	**3.08**
#25	4	5	5	5	4	5	3	5	3	5	4	3	5	5	5	**4.40**
#26	5	5	5	5	5	5	4	4	3	5	5	5	5	5	5	**4.73**
#27	D/K	4	2	D/K	3	3	3	D/K	3	3	D/K	D/K	D/K	3	D/K	**3.00**
#28	D/K	1	3	D/K	3	3	3	D/K	4	3	4	D/K	D/K	3	3	**3.00**
#29	D/K	4	3	D/K	3	4	3	5	4	3	5	D/K	D/K	3	2	**3.55**
#30	D/K	3	D/K	D/K	3	3	3	D/K	3	3	D/K	D/K	D/K	D/K	D/K	**3.00**
#31	D/K	4	3	D/K	2	3	3	4	3	3	4	D/K	D/K	D/K	D/K	**3.22**
#32	D/K	5	4	N/A	3	3	3	N/A	3	3	N/A	N/A	D/K	4	3	**3.44**
#33	D/K	5	4	N/A	1	4	4	2	3	3	5	D/K	D/K	4	4	**3.55**
#34	D/K	5	3	D/K	2	4	3	D/K	2	3	3	D/K	N/A	4	D/K	**3.22**
#35	D/K	5	4	2	1	4	3	4	3	3	3	5	N/A	4	4	**3.46**
#36	D/K	5	D/K	N/A	4	3	2	D/K	3	3	3	D/K	D/K	D/K	D/K	**3.29**
#37	D/K	5	3	D/K	3	3	3	D/K	3	3	D/K	D/K	D/K	3	D/K	**3.25**
Ave	**3.48**	**4.05**	**3.63**	**3.08**	**2.24**	**2.73**	**3.11**	**3.43**	**3.00**	**3.54**	**3.42**	**4.12**	**4.30**	**3.38**	**3.26**	**3.39**

Kansas City Planning and Development Service Analysis
Managers
Employee Questionnaire

	Emp #1	Emp #2	Emp #3	Emp #4	Emp #5	Emp #6	Emp #7	Ave
#1	5	5	5	4	5	5	5	**4.86**
#2	5	4	5	5	5	4	5	**4.71**
#3	5	5	5	4	5	4	5	**4.71**
#4	4	4	4	5	3	4	5	**4.14**
#5	5	5	5	5	5	3	5	**4.71**
#6	5	4	3	5	3	5	5	**4.29**
#7	2	5	4	4	5	4	5	**4.14**
#8	4	4	4	5	3	4	5	**4.14**
#9	5	3	5	5	5	5	5	**4.71**
#10	5	4	5	5	5	4	5	**4.71**
#11	5	2	5	5	5	N/A	5	**4.50**
#12	5	3	5	5	5	5	5	**4.71**
#13	5	3	5	5	4	4	4	**4.29**
#14	4	4	4	3	5	3	5	**4.00**
#15	4	5	3	N/A	2	4	3	**3.50**
#16	4	3	4	2	5	2	1	**3.00**
#17	4	4	4	4	5	4	1	**3.71**
#18	4	2	2	2	5	3	4	**3.14**
#19	N/A	4	5	4	5	5	5	**4.67**
#20	N/A	4	5	5	5	N/A	3	**4.40**
#21	4	3	3	2	5	5	1	**3.29**
#22	2	5	3	2	5	2	4	**3.29**
#23	4	2	4	4	5	5	4	**4.00**
#24	4	3	2	D/K	5	2	3	**3.17**
#25	5	5	4	4	5	4	5	**4.57**
#26	5	5	5	5	5	5	5	**5.00**
#27	D/K	4	2	4	3	D/K	3	**3.20**
#28	D/K	4	D/K	5	3	D/K	3	**3.75**
#29	D/K	4	D/K	4	3	D/K	1	**3.00**
#30	D/K	3	D/K	D/K	3	D/K	3	**3.00**
#31	D/K	5	D/K	4	3	D/K	3	**3.75**
#32	5	5	3	4	3	D/K	3	**3.83**
#33	2	4	5	5	2	1	4	**3.29**
#34	4	4	4	5	5	3	3	**4.00**
#35	4	5	3	D/K	3	3	5	**3.83**
#36	5	3	3	D/K	3	1	1	**2.67**
#37	D/K	3	2	D/K	2	1	1	**1.80**
Ave	**4.28**	**3.89**	**3.94**	**4.19**	**4.14**	**3.59**	**3.73**	**3.96**

Kansas City Planning and Development Service Analysis
Other
Employee Questionnaire

	Emp #1	Emp #2	Emp #3	Emp #4	Emp #5	Emp #6	Emp #7	Ave
#1	2	5	5	2	1	3	2	**2.86**
#2	2	5	5	2	3	3	2	**3.14**
#3	4	2	5	4	5	3	2	**3.57**
#4	2	3	4	4	3	1	2	**2.71**
#5	5	5	5	4	3	3	2	**3.86**
#6	1	5	3	4	1	1	1	**2.29**
#7	2	5	3	4	1	1	2	**2.57**
#8	1	5	2	1	1	1	2	**1.86**
#9	2	5	3	4	1	3	2	**2.86**
#10	5	2	5	4	5	4	3	**4.00**
#11	2	5	5	4	3	1	3	**3.29**
#12	3	4	4	2	1	1	2	**2.43**
#13	2	5	4	4	4	3	3	**3.57**
#14	4	2	2	4	1	1	2	**2.29**
#15	2	4	3	4	1	1	4	**2.71**
#16	4	1	4	1	3	4	3	**2.86**
#17	2	2	3	4	2	1	2	**2.29**
#18	3	2	4	1	1	1	4	**2.29**
#19	3	3	5	3	3	3	3	**3.29**
#20	D/K	3	5	3	3	3	4	**3.50**
#21	3	3	5	1	1	1	4	**2.57**
#22	4	5	2	1	2	1	3	**2.57**
#23	D/K	5	4	1	3	3	3	**3.17**
#24	D/K	5	3	1	1	3	4	**2.83**
#25	5	4	N/A	5	3	3	4	**4.00**
#26	5	5	5	5	5	3	5	**4.71**
#27	D/K	5	4	2	3	1	3	**3.00**
#28	D/K	3	4	3	4	D/K	3	**3.40**
#29	D/K	5	5	3	1	D/K	3	**3.40**
#30	D/K	D/K	3	3	1	D/K	3	**2.50**
#31	D/K	3	4	3	2	D/K	3	**3.00**
#32	D/K	5	4	2	5	D/K	3	**3.80**
#33	D/K	4	4	2	4	D/K	3	**3.40**
#34	5	D/K	4	4	4	3	3	**3.83**
#35	D/K	D/K	4	4	3	D/K	3	**3.50**
#36	D/K	D/K	3	4	3	3	3	**3.20**
#37	D/K	4	2	3	1	D/K	3	**2.60**
Ave	**3.04**	**3.91**	**3.86**	**2.97**	**2.49**	**2.17**	**2.86**	**3.04**

Kansas City Planning and Development Service Analysis
Permits Division
Employee Questionnaire

	Emp #1	Emp #2	Emp #3	Emp #4	Emp #5	Emp #6	Emp #7	Emp #8	Emp #9	Emp #10	Emp #11	Emp #12	Ave
#1	5	4	4	4	5	5	2	3	4	4	5	4	**4.08**
#2	5	4	4	4	5	5	2	2	2	3	5	4	**3.75**
#3	4	3	4	2	5	5	3	2	1	5	4	4	**3.50**
#4	4	3	D/K	1	4	5	1	3	2	3	4	5	**3.18**
#5	4	4	4	3	5	5	2	3	4	4	5	3	**3.83**
#6	1	3	D/K	4	5	1	1	2	1	2	4	3	**2.45**
#7	1	3	4	4	4	1	2	2	1	2	4	3	**2.58**
#8	2	2	D/K	4	5	1	1	2	1	4	4	2	**2.55**
#9	2	2	2	4	5	1	1	3	4	2	3	2	**2.58**
#10	4	4	4	4	5	2	5	4	5	4	4	4	**4.08**
#11	3	3	D/K	2	5	4	1	D/K	1	5	4	3	**3.10**
#12	3	3	D/K	2	5	4	2	D/K	5	3	4	3	**3.40**
#13	4	4	4	3	5	4	3	4	5	4	3	3	**3.83**
#14	4	D/K	4	3	4	2	3	3	4	2	4	4	**3.36**
#15	4	4	5	1	5	4	2	1	1	2	5	5	**3.25**
#16	1	2	5	3	5	4	1	4	1	2	3	5	**3.00**
#17	3	3	4	1	4	4	1	1	2	3	5	4	**2.92**
#18	2	2	4	1	3	1	1	1	2	2	1	3	**1.92**
#19	4	2	4	2	5	5	3	2	5	5	5	4	**3.83**
#20	5	4	5	3	5	5	2	4	5	3	4	4	**4.08**
#21	4	D/K	4	D/K	3	1	3	3	4	4	3	3	**3.20**
#22	3	4	4	D/K	4	4	2	3	4	3	3	2	**3.27**
#23	3	D/K	D/K	2	4	4	4	4	D/K	3	4	3	**3.44**
#24	5	D/K	D/K	D/K	5	2	4	3	D/K	3	3	3	**3.50**
#25	5	5	3	D/K	5	4	5	5	5	3	5	4	**4.45**
#26	4	5	5	4	5	5	5	5	5	5	5	4	**4.75**
#27	3	D/K	D/K	D/K	3	2	3	3	N/A	D/K	3	3	**2.86**
#28	3	D/K	D/K	D/K	3	2	3	D/K	D/K	3	3	3	**2.86**
#29	3	D/K	D/K	D/K	3	1	3	D/K	D/K	D/K	2	3	**2.50**
#30	3	D/K	D/K	D/K	3	5	3	D/K	D/K	3	3	3	**3.29**
#31	3	D/K	4	D/K	2	2	3	D/K	D/K	3	3	3	**2.88**
#32	3	D/K	D/K	D/K	3	4	3	D/K	D/K	3	3	4	**3.29**
#33	4	D/K	4	4	4	2	5	D/K	4	4	3	4	**3.80**
#34	2	D/K	D/K	D/K	5	4	3	3	5	4	4	3	**3.67**
#35	2	D/K	D/K	D/K	3	1	3	D/K	D/K	D/K	3	3	**2.50**
#36	3	D/K	4	N/A	1	1	3	D/K	D/K	3	3	4	**2.75**
#37	3	D/K	D/K	D/K	3	2	3	D/K	D/K	D/K	3	3	**2.83**
Ave	**3.27**	**3.32**	**4.05**	**2.83**	**4.14**	**3.08**	**2.62**	**2.88**	**3.19**	**3.27**	**3.68**	**3.43**	**3.31**

Kansas City Planning and Development Service Analysis
Plans Review Division
Employee Questionnaire

	Emp #1	Emp #2	Emp #3	Emp #4	Emp #5	Emp #6	Emp #7	Emp #8	Emp #9	Emp #10	Ave
#1	5	5	5	3	3	5	4	5	3	4	**4.20**
#2	D/K	5	4	2	1	5	4	3	3	3	**3.33**
#3	5	4	4	1	1	5	4	4	3	3	**3.40**
#4	1	4	4	1	5	5	4	3	2	5	**3.40**
#5	4	4	5	3	4	1	4	4	2	3	**3.40**
#6	1	3	4	1	1	1	3	2	2	2	**2.00**
#7	3	3	4	1	1	1	3	3	3	2	**2.40**
#8	3	D/K	2	1	1	1	2	3	3	2	**2.00**
#9	3	D/K	4	2	3	4	2	5	3	2	**3.11**
#10	3	5	5	4	4	5	4	4	3	4	**4.10**
#11	2	3	2	1	1	2	3	3	3	3	**2.30**
#12	5	4	4	4	2	5	4	5	3	3	**3.90**
#13	3	4	4	3	4	4	4	4	3	4	**3.70**
#14	4	4	2	4	2	4	4	3	1	2	**3.00**
#15	4	4	4	3	1	5	4	5	3	3	**3.60**
#16	3	3	2	1	1	5	2	2	1	3	**2.30**
#17	3	3	2	1	1	5	4	4	3	3	**2.90**
#18	2	3	2	1	1	4	2	2	2	2	**2.10**
#19	4	5	5	5	4	5	5	5	3	3	**4.40**
#20	2	5	4	2	4	5	5	4	3	3	**3.70**
#21	3	4	5	4	2	5	4	5	1	2	**3.50**
#22	2	4	2	3	2	1	4	3	3	2	**2.60**
#23	3	5	4	3	4	5	5	4	1	3	**3.70**
#24	3	5	4	1	2	2	4	4	1	3	**2.90**
#25	5	5	4	5	5	4	5	5	4	3	**4.50**
#26	5	5	5	5	5	5	5	5	5	4	**4.90**
#27	D/K	D/K	4	3	3	3	D/K	D/K	1	3	**2.83**
#28	D/K	D/K	4	3	2	D/K	D/K	D/K	1	3	**2.60**
#29	D/K	D/K	4	2	3	D/K	4	D/K	1	3	**2.83**
#30	D/K	D/K	3	3	3	D/K	4	D/K	1	3	**2.83**
#31	D/K	D/K	2	2	3	D/K	D/K	D/K	1	3	**2.20**
#32	2	D/K	4	3	3	D/K	D/K	N/A	3	3	**3.00**
#33	4	4	2	1	1	4	4	4	1	3	**2.80**
#34	3	5	4	3	4	4	5	4	1	3	**3.60**
#35	3	D/K	2	D/K	4	D/K	D/K	D/K	1	3	**2.60**
#36	D/K	D/K	4	1	1	D/K	4	D/K	1	3	**2.33**
#37	D/K	D/K	3	2	3	D/K	D/K	D/K	1	3	**2.40**
Ave	**3.21**	**4.15**	**3.57**	**2.44**	**2.57**	**3.79**	**3.84**	**3.82**	**2.16**	**2.95**	**3.25**

Kansas City Planning and Development Service Analysis
Urban Development
Employee Questionnaire

	Emp #1	Emp #2	Emp #3	Ave
#1	4	2	5	**3.67**
#2	2	4	5	**3.67**
#3	4	4	5	**4.33**
#4	2	4	4	**3.33**
#5	2	4	5	**3.67**
#6	2	3	5	**3.33**
#7	3	2	N/A	**2.50**
#8	2	1	2	**1.67**
#9	5	4	5	**4.67**
#10	5	4	5	**4.67**
#11	4	4	5	**4.33**
#12	4	4	5	**4.33**
#13	2	4	4	**3.33**
#14	1	4	2	**2.33**
#15	2	4	5	**3.67**
#16	4	2	1	**2.33**
#17	2	2	2	**2.00**
#18	1	2	1	**1.33**
#19	2	1	5	**2.67**
#20	2	N/A	3	**2.50**
#21	2	D/K	5	**3.50**
#22	1	2	5	**2.67**
#23	1	D/K	4	**2.50**
#24	2	D/K	D/K	**2.00**
#25	4	5	5	**4.67**
#26	4	5	4	**4.33**
#27	3	D/K	D/K	**3.00**
#28	3	D/K	D/K	**3.00**
#29	2	D/K	D/K	**2.00**
#30	3	D/K	D/K	**3.00**
#31	3	4	4	**3.67**
#32	2	4	D/K	**3.00**
#33	2	D/K	D/K	**2.00**
#34	2	2	5	**3.00**
#35	2	2	5	**3.00**
#36	3	D/K	D/K	**3.00**
#37	1	1	3	**1.67**
Ave	**2.57**	**3.11**	**4.07**	**3.25**

Appendix C

Employee Long Questionnaire

Kansas City, Missouri
City Planning and Development Analysis

EMPLOYEE QUESTIONNAIRE

Employee Name _____ **Job Title** _____

Department _____ **Division** _____

The following questionnaire is an important and essential part of the City's Analysis of the City Planning and Development function being conducted by Zucker Systems. The study is aimed at improving effectiveness and efficiency. Your ideas and thoughts are essential to the study. This questionnaire will supplement other work being undertaken by the consultants.

Please complete this questionnaire and return it to us **within one week.** You can do this in one of the following ways:

1. The best way to complete the questionnaire is on line at www.zuckersystems.com. You will find the Kansas City Questionnaire under the links tab. If you have any problems call us at 619-260-2680.

2. You can also access the questionnaire directly online at the following link: https://www.surveymonkey.com/s/KCLongQ

3. You can also mail the questionnaire in a sealed envelope to Zucker Systems, 3038 Udall St. San Diego, CA 92106.

Take your time in answering the questions and be as through as possible. You are encouraged to email (paul@zuckersystems.com) or mail attachments or examples. Note that all questions may not apply to you. In that case, simply skip that question.

Your comments may be merged with others and included in our report; however, the consultants will not identify individuals in relation to specific comments. Your responses and comments will be held in confidence.

Thank you for your help.

Paul C. Zucker, President, Zucker Systems

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1. What do you see as the major **strengths** of the City Planning and Development Department or your Division, the things you do well?

2. What do you see as the major **weaknesses** of the City Planning and Development Department or your Division, and what can be done to eliminate these weaknesses?

3. What important policies, services or programs are no longer pursued or have never been pursued in relation to the City Planning and Development Department or your Division that you feel should be added?

4. Do you feel any of the City's ordinances, policies, plans, or procedures related to the City Planning and Development Department or your Division should be changed? If so, list them and explain why.

5. Are there any programs, activities or jobs related to the City Planning and Development Department or your Division that you would eliminate or reduce and why?

6. How would you describe the goals or mission of your function, the City Planning and Development Department, or your Division?

7. What would help you perform your specific duties more effectively and efficiently?

8. What problems, if any, do you experience with your records or files and what should be done to eliminate these problems? (Please be specific.)

9. Are there any problems in providing good service to your customers? If so, please list them and give recommendations to solve these problems.

10. Do you feel that the processing of development applications and permits should be shortened, sped up or simplified? If so, what do you suggest? Or conversely, do you feel that you try to move development applications through the permit process too quickly? In either case, how would you suggest it be improved?

11. What suggestions do you have for improving communication in your function, the City Planning and Development Department, your Division or the City?

12. Do you have any difficulty in carrying out your function due to problems with other departments or divisions? If so, please explain and provide suggestions on how to correct these problems.

13. Have you received sufficient training for your responsibilities? If not, please comment and indicate areas you would like more training.

14. What functions are you currently handling manually that you believe could or should be automated? (Please be specific.)

15. What functions that are currently computer-automated need improvement? List your suggested improvements.

16. What problems, if any, do you have with the telephone system and what would you suggest to correct the problems?

17. What problems, if any, do you have with the email system and what do you suggest to correct these problems?

18. Do you have all the equipment you need to properly do your job? If not, please list what you need.

19. Please provide comments concerning good or bad aspects of the City's organizational structure for the City Planning and Development Department or your Division. Provide any suggestions for improvement or changes.

20. Do you use consultants or should consultants be used for any of the functions in the City Planning and Development Department or your Division?

21. If you use consultants for any of the functions in the City Planning and Development Department or your Division what problems, if any, do you experience with these consultants and what would you recommend to correct this problem?

22. What changes, if any, would you recommend in relation to the City Council processes in relation to the City Planning and Development Department or your Division functions?

23. What changes, if any, would you recommend in relation to the City Plan Commission processes in relation to your department or division functions?

24. What changes, if any, would you recommend in relation to the Investigations processes in relation to the City Planning and Development Department or your Division functions?

25. What changes, if any, would you recommend in relation to the Land Development processes in relation to the City Planning and Development Department or your Division functions?

26. What changes, if any, would you recommend in relation to the Comprehensive Urban Strategy (Comprehensive Plan)?

27. What changes, if any, would you recommend in relation to the Zoning and Development Code?

28. What changes, if any, would you recommend in relation to the Land Development construction standards?

29. If you are short of time to do your work, what changes would you recommend to correct this problem?

30. Please list the major tasks or work activity you undertake and provide a rough estimated percentage of your time for each task. The percentages should total 100%.

Task	**Percent**
	100%

31. What additional handouts to the public or changes to existing handouts to the public would be helpful?

32. What changes if any would you recommend for the City's web page or e-government applications?

33. What changes, if any, would you recommend in relation to the City's GIS system?

34. What changes, if any, would you recommend in relation to the City's computer permitting system?

35. Do relations between the office staff and inspectors work well? If not, what do you recommend to improve the relations?

36. Who is your direct supervisor, list name and position?

37. List the names and positions of the staff that you supervise.

38. List any other topics you would like the consultants to consider, or other suggestions you have for your function, the City Planning and Development Department, your Division, or the City. Take your time and be as expansive as possible.

Note: We will interview many, but possibly not all, staff. If you would like a confidential interview we will try to do so. Let us know by phone, email or in person. Also, feel free to call us at 1.619.260.2680 or email to paul@zuckersystems.com to discuss any concerns or provide recommendations. When calling, ask for Paul.

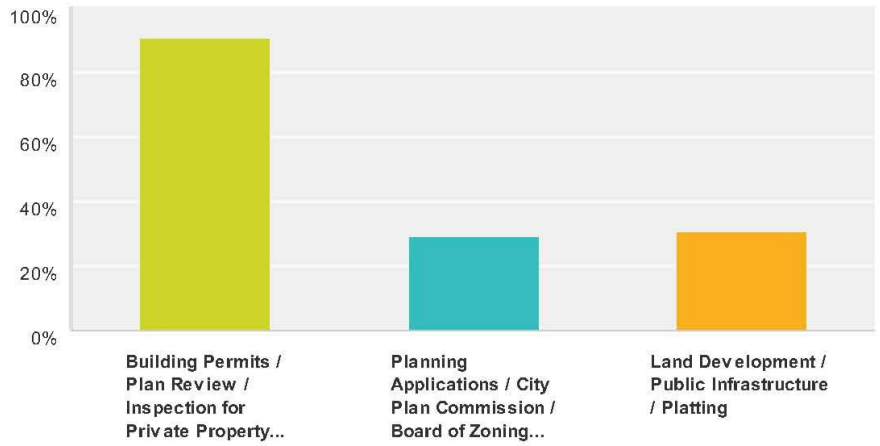
Appendix D

Customer Survey Results

City Planning and Development Department Customer Survey - Kansas City, Missouri

Q1 Please check off the types of development actions you have applied for through the City Planning and Development Department during the past 12 months.

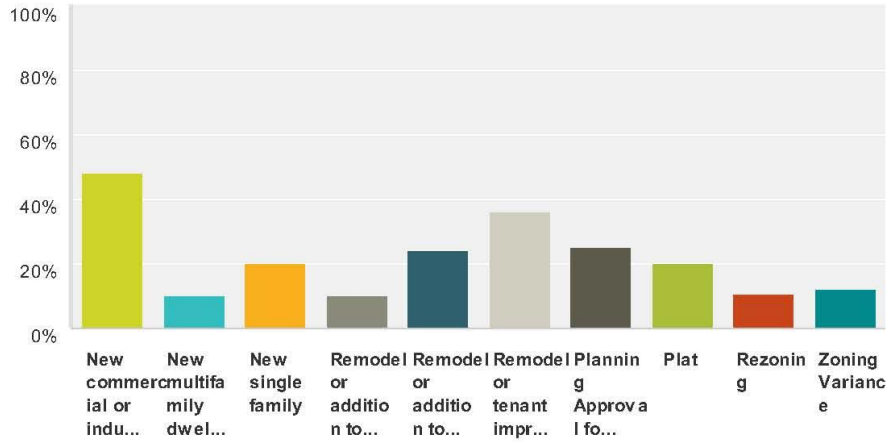
Answered: 171 Skipped: 8



City Planning and Development Department Customer Survey - Kansas City, Missouri

Q2 Please indicate what the permit or approval was for.

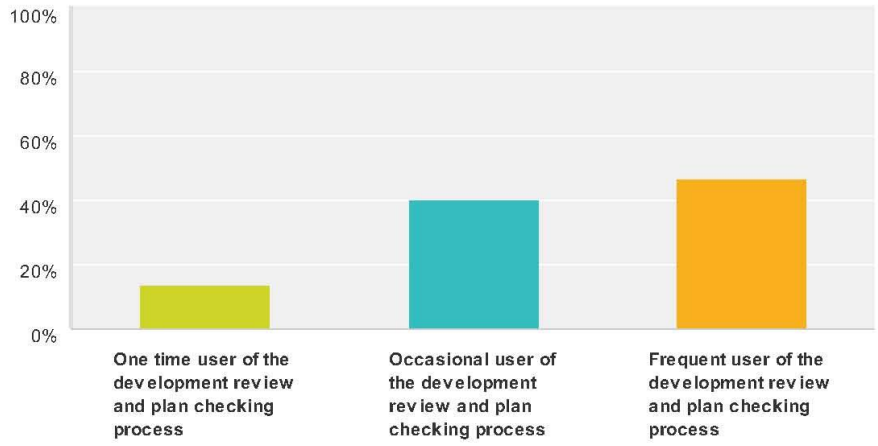
Answered: 161 Skipped: 18



City Planning and Development Department Customer Survey - Kansas City, Missouri

Q3 Please indicate how often you work with the City's development review and plan checking process.

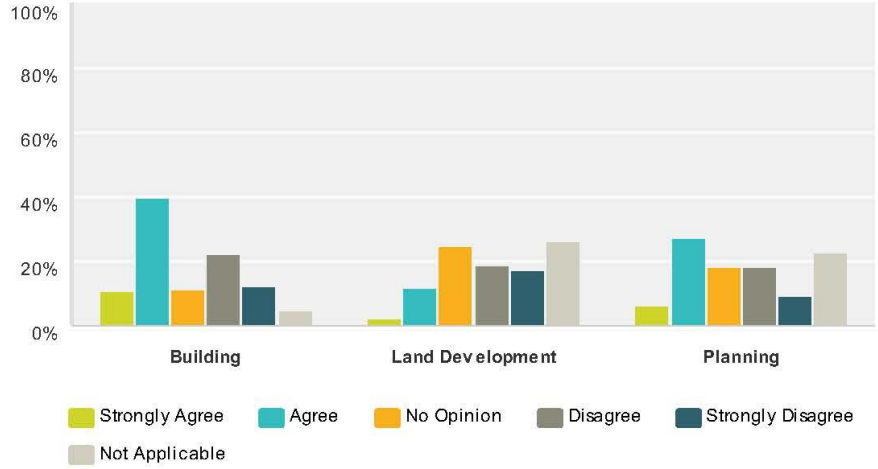
Answered: 175 Skipped: 4



City Planning and Development Department Customer Survey - Kansas City, Missouri

Q4 I understand the City's Development Review and Plan Check processes. They are straightforward and not unnecessarily cumbersome or complex in the functions of:

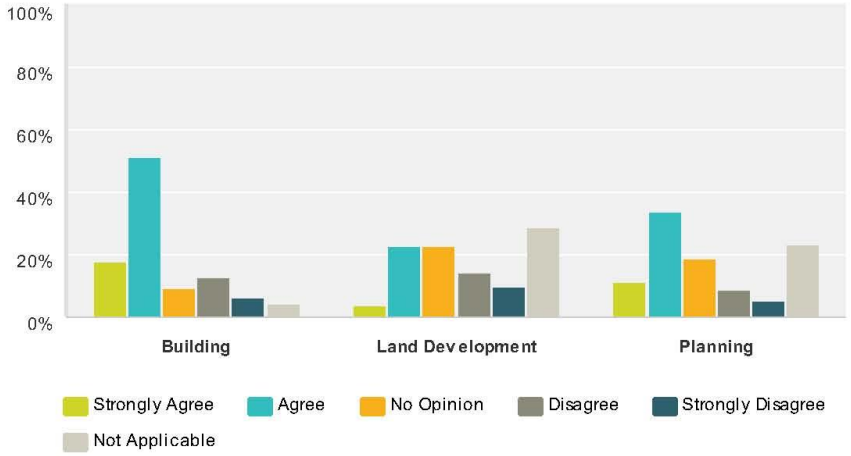
Answered: 176 Skipped: 3



City Planning and Development Department Customer Survey - Kansas City, Missouri

Q5 When making an application, I have generally found the City staff to be responsive and helpful in the functions of:

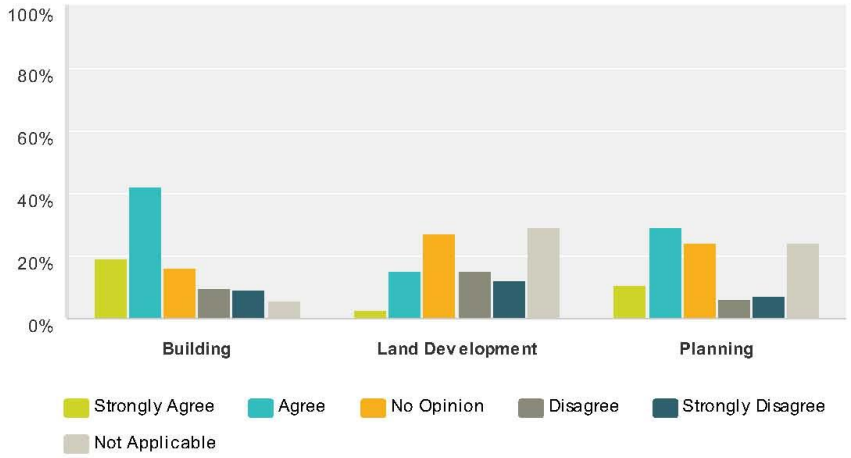
Answered: 177 Skipped: 2



City Planning and Development Department Customer Survey - Kansas City, Missouri

Q6 Staff provides prompt feedback on incomplete submittals in the functions of:

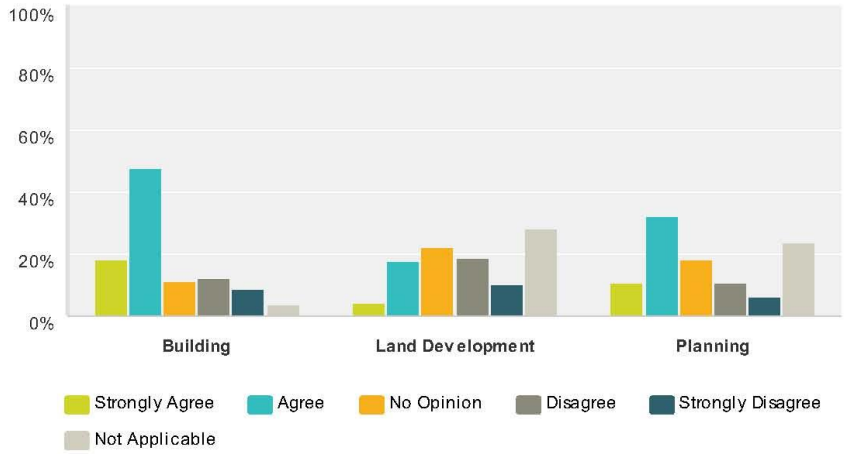
Answered: 176 Skipped: 3



City Planning and Development Department Customer Survey - Kansas City, Missouri

Q7 In general, the City staff has provided good customer service in the functions of:

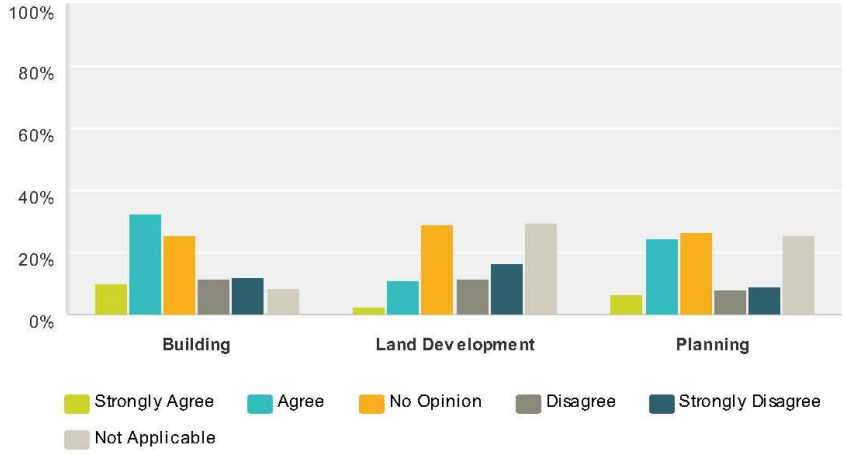
Answered: 175 Skipped: 4



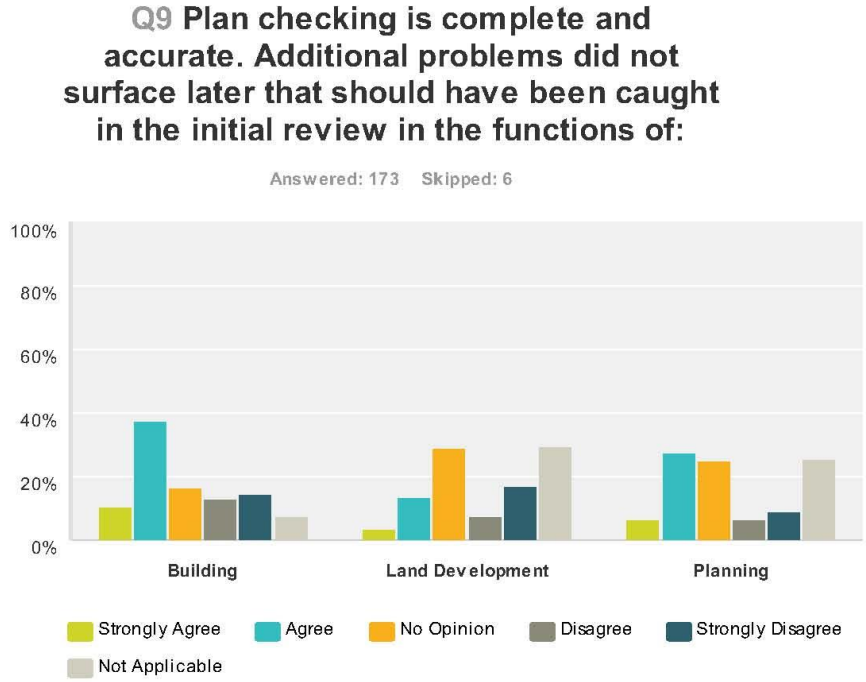
City Planning and Development Department Customer Survey - Kansas City, Missouri

Q8 In general, the City staff anticipated obstacles early on and provided options where they were available in the functions of:

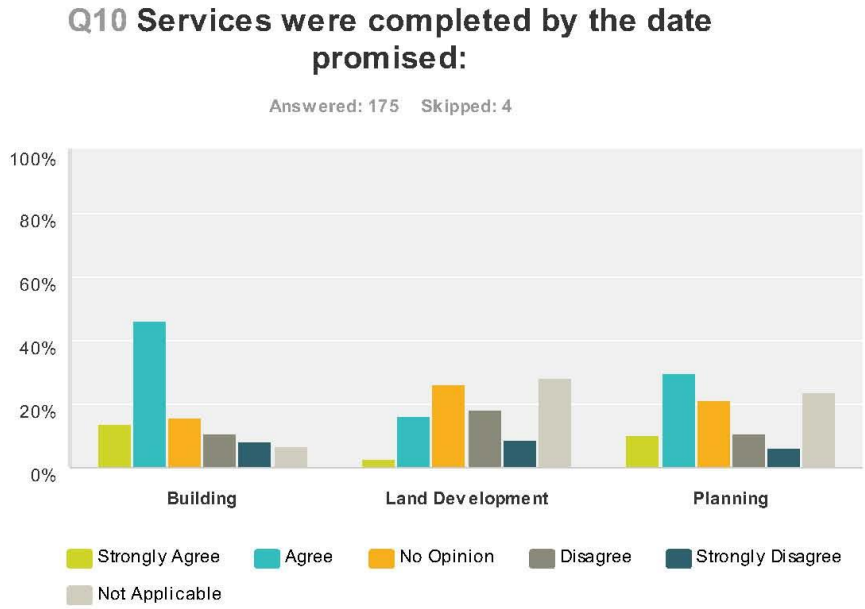
Answered: 175 Skipped: 4



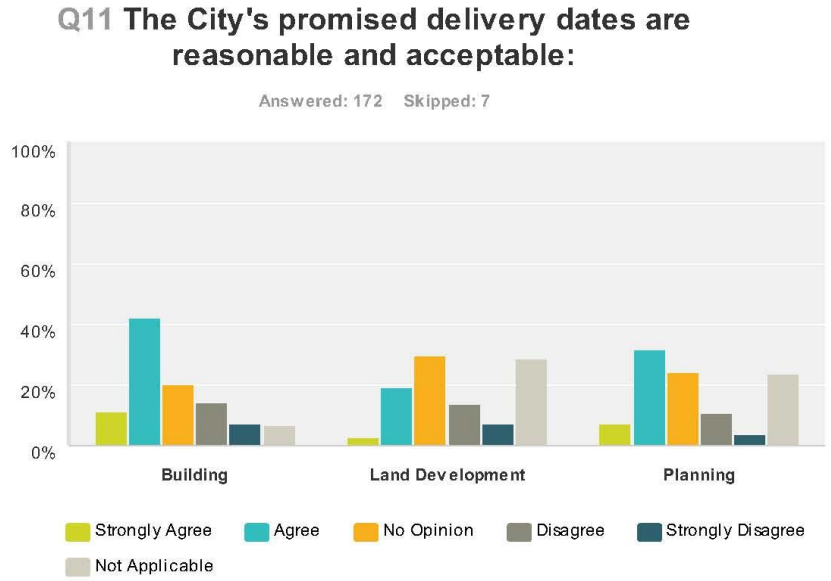
City Planning and Development Department Customer Survey - Kansas City, Missouri



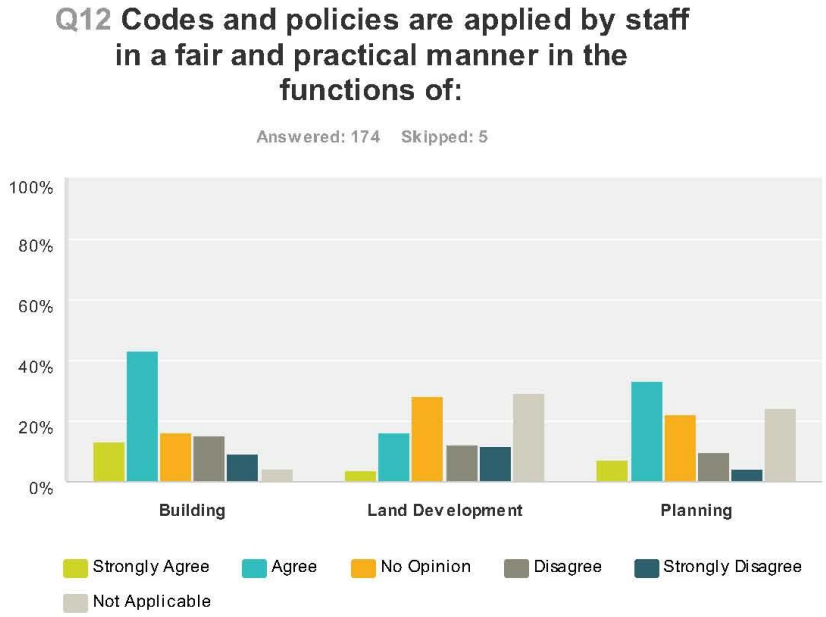
City Planning and Development Department Customer Survey - Kansas City, Missouri



City Planning and Development Department Customer Survey - Kansas City, Missouri



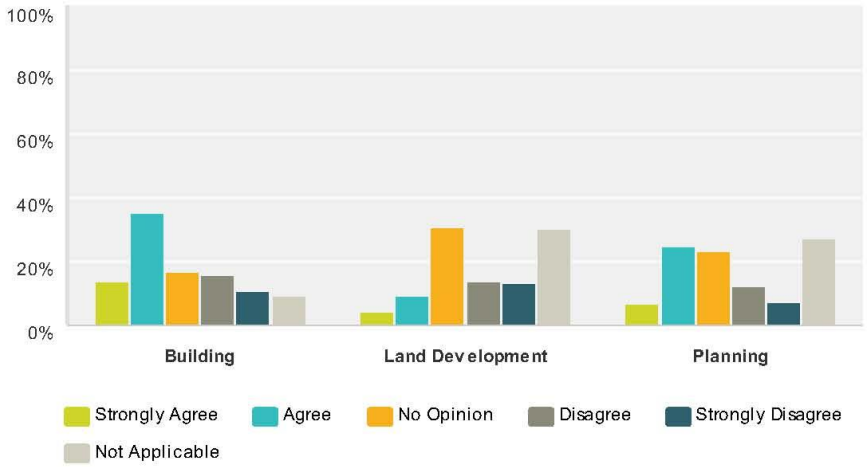
City Planning and Development Department Customer Survey - Kansas City, Missouri



City Planning and Development Department Customer Survey - Kansas City, Missouri

Q13 The turnaround time for review and approval or disapproval of my application was not any longer in Kansas City than other cities or counties where I have filed applications for the functions of:

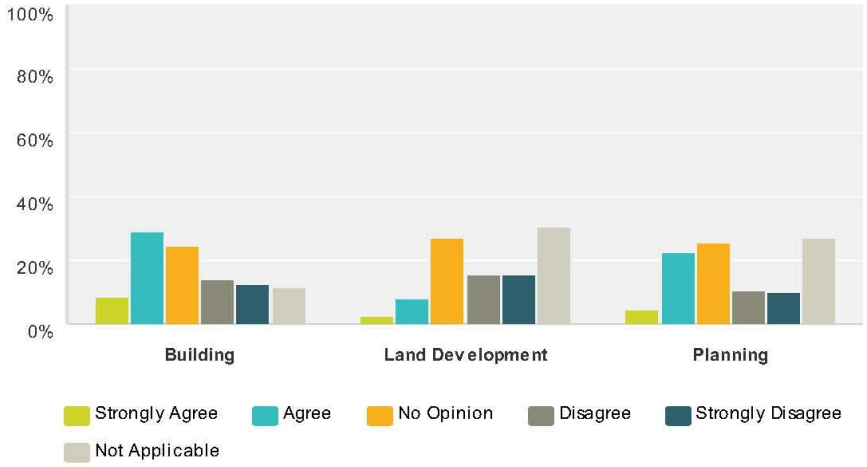
Answered: 174 Skipped: 5



City Planning and Development Department Customer Survey - Kansas City, Missouri

Q14 If project processing is delayed, the delay is typically justifiable. Projects are not delayed over minor issues in the functions of:

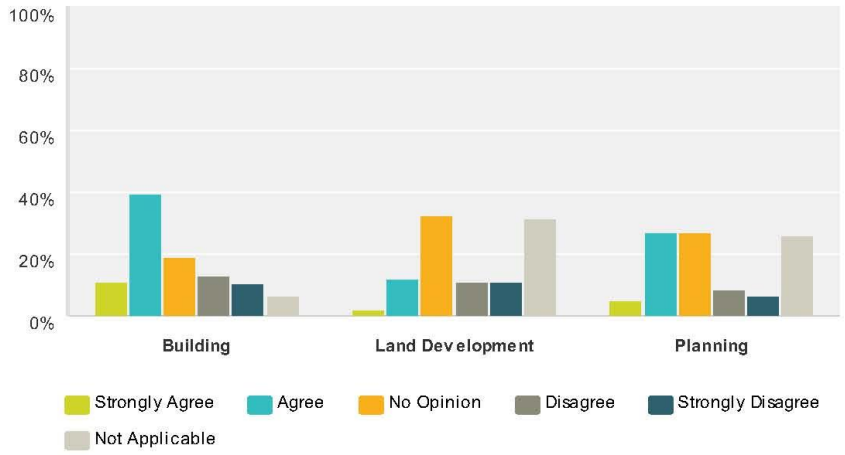
Answered: 171 Skipped: 8



City Planning and Development Department Customer Survey - Kansas City, Missouri

Q15 Kansas City is just as fair and practical in its application of regulations as other neighboring cities or counties in the functions of:

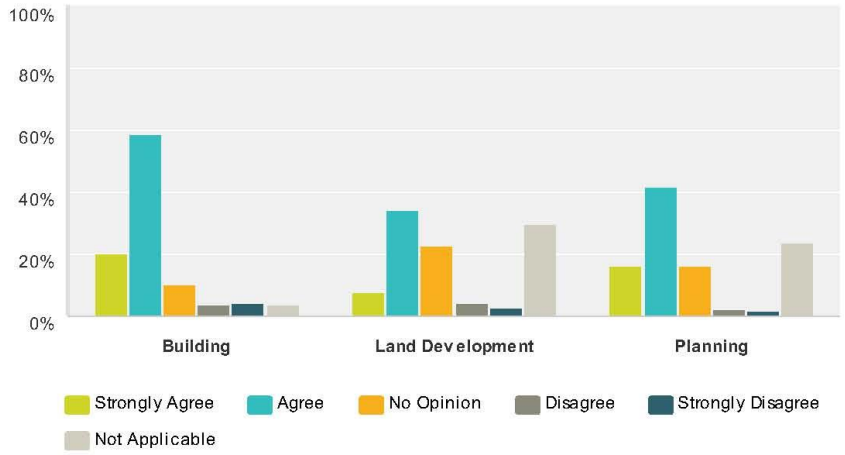
Answered: 174 Skipped: 5



City Planning and Development Department Customer Survey - Kansas City, Missouri

Q16 Staff was courteous from the functions of:

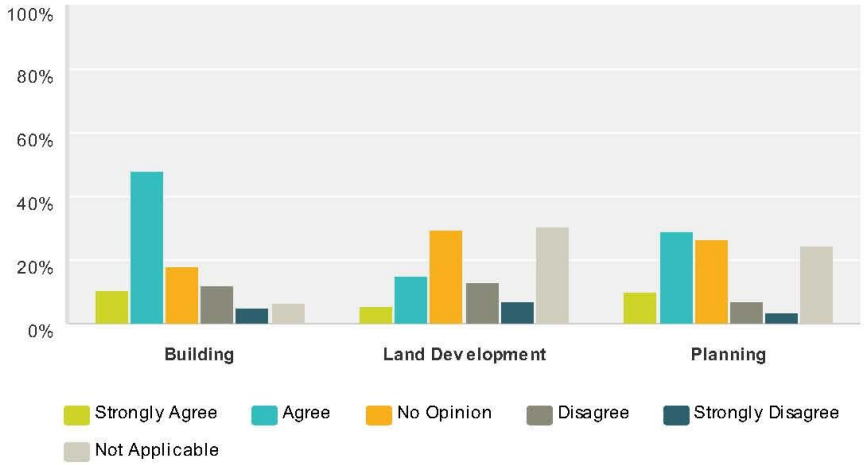
Answered: 176 Skipped: 3



City Planning and Development Department Customer Survey - Kansas City, Missouri

Q17 The conditions of approval or plan check corrections applied to my project were reasonable and justified from the functions of:

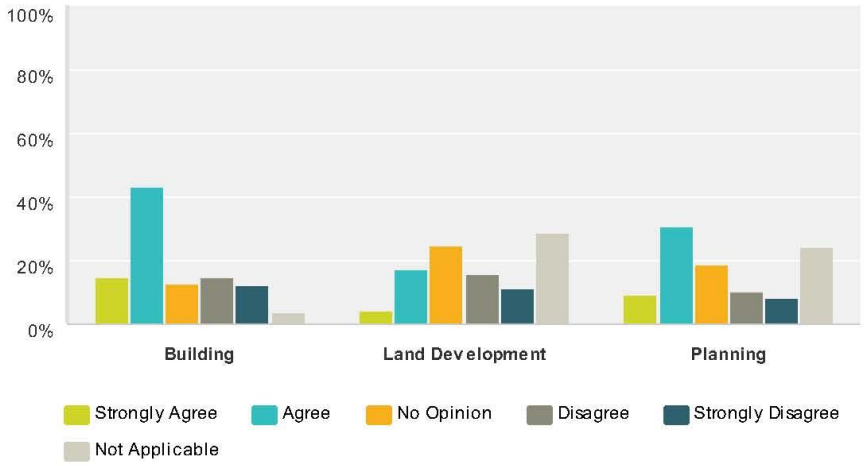
Answered: 173 Skipped: 6



City Planning and Development Department Customer Survey - Kansas City, Missouri

Q18 The City staff was easily accessible when I needed assistance in resolving problems in the functions of:

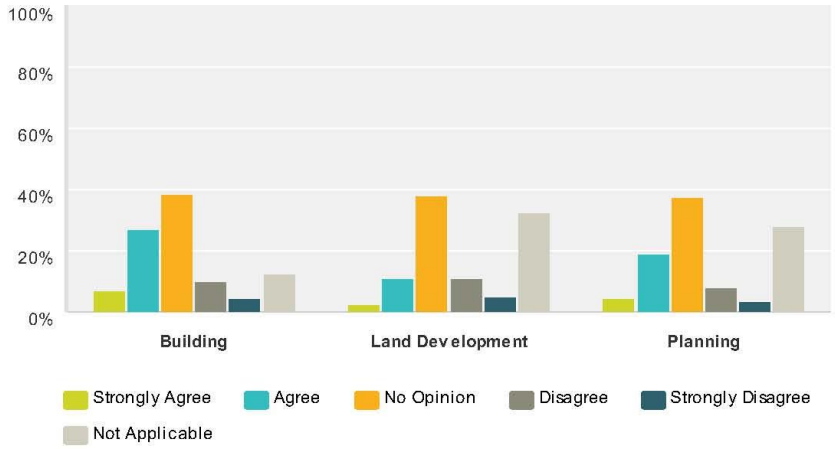
Answered: 173 Skipped: 6



City Planning and Development Department Customer Survey - Kansas City, Missouri

Q19 I found the handouts supplied by the City to be useful and informative in explaining the requirements I must meet for the functions of:

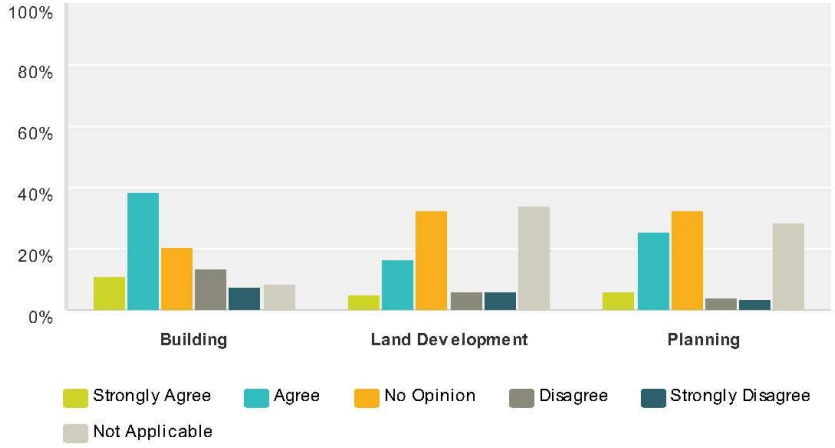
Answered: 174 Skipped: 5



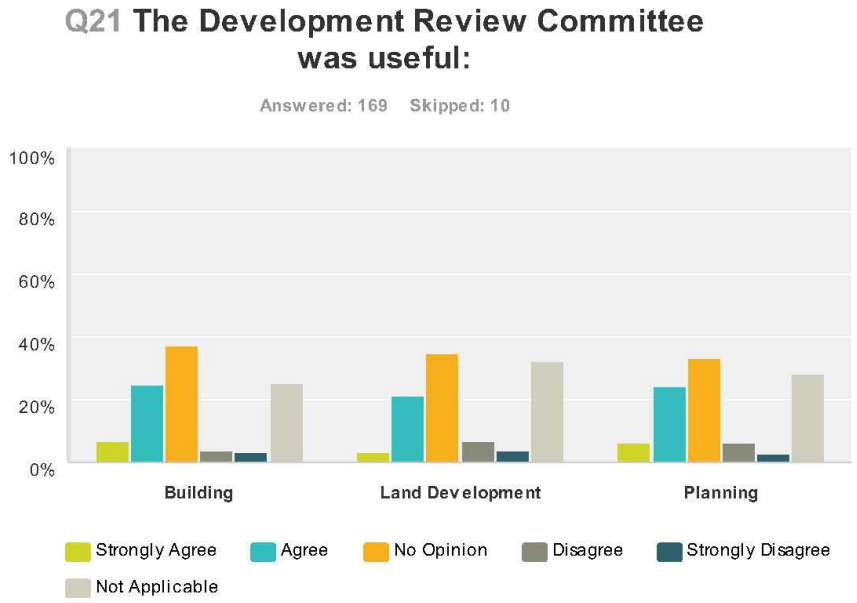
City Planning and Development Department Customer Survey - Kansas City, Missouri

Q20 Inspectors rarely found errors in the field during construction that should have been caught during the plan checking process for the functions of:

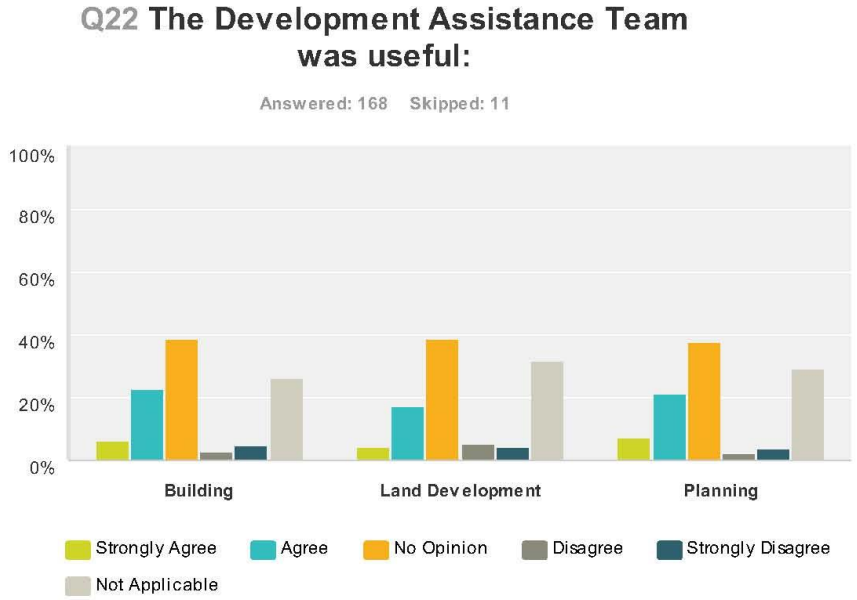
Answered: 173 Skipped: 6



City Planning and Development Department Customer Survey - Kansas City, Missouri



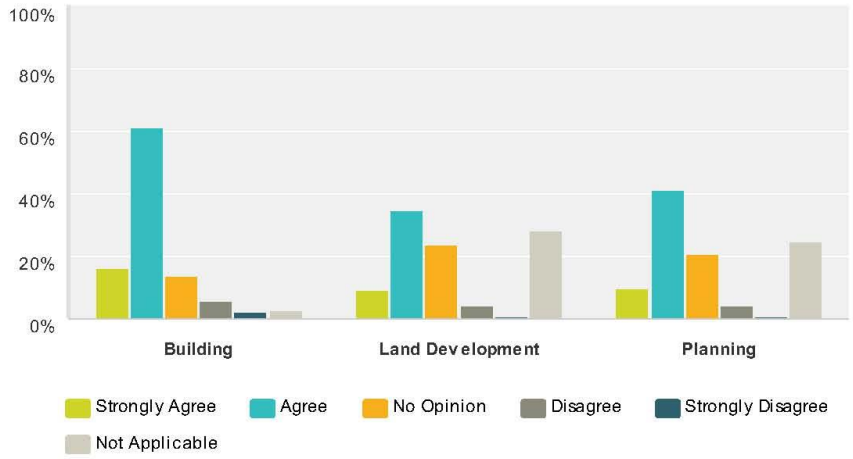
City Planning and Development Department Customer Survey - Kansas City, Missouri



City Planning and Development Department Customer Survey - Kansas City, Missouri

Q23 I am aware of and utilize available City information that is online:

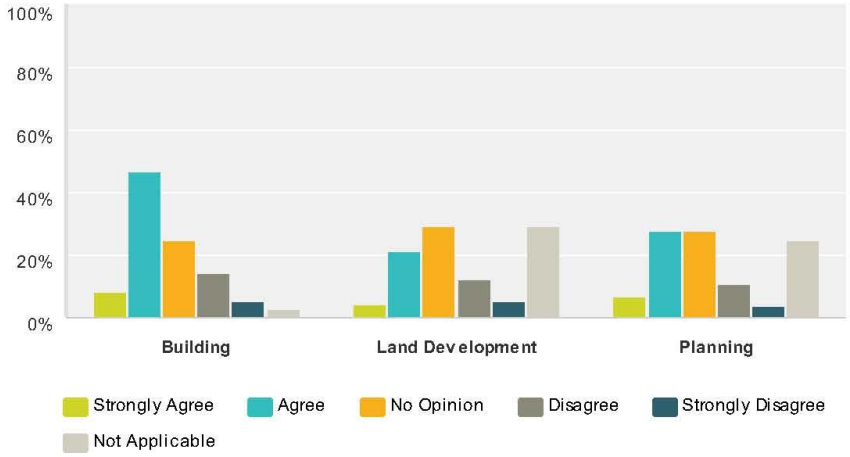
Answered: 170 Skipped: 9



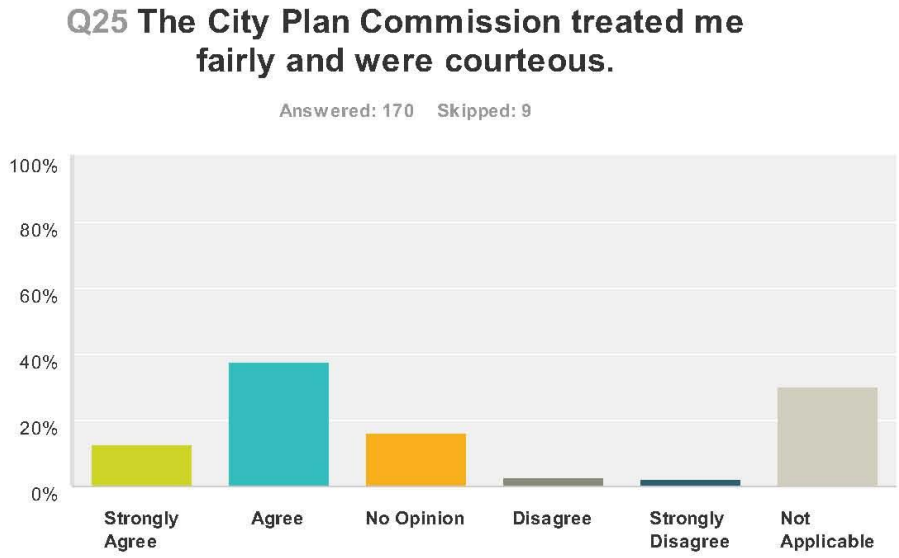
City Planning and Development Department Customer Survey - Kansas City, Missouri

Q24 The City's website provides comprehensive and useful information for the functions of:

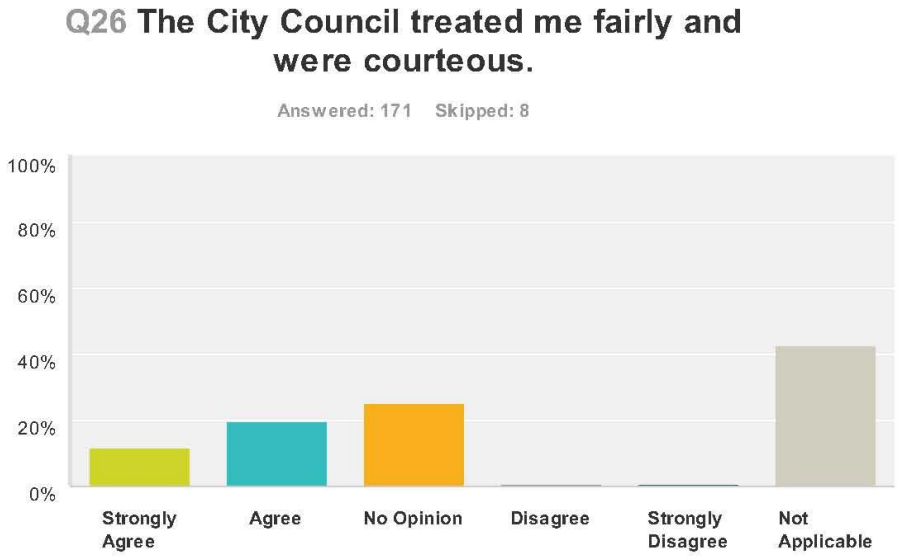
Answered: 172 Skipped: 7



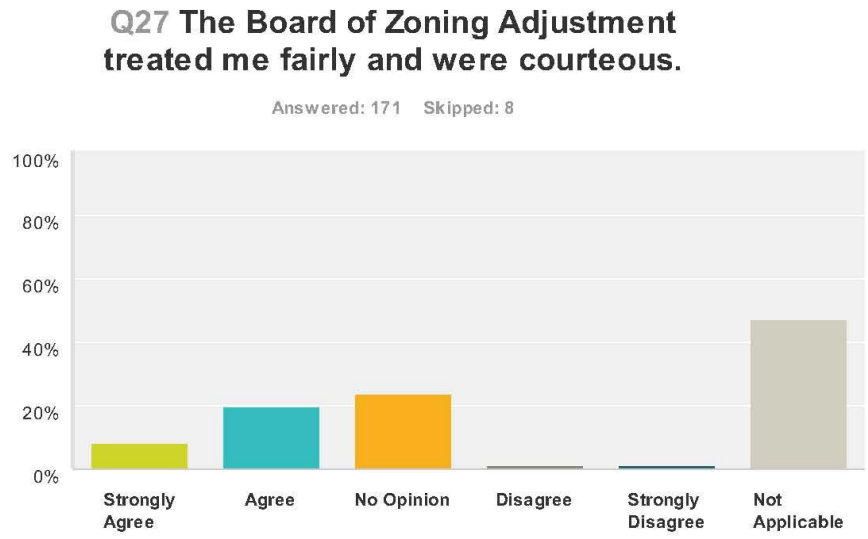
City Planning and Development Department Customer Survey - Kansas City, Missouri



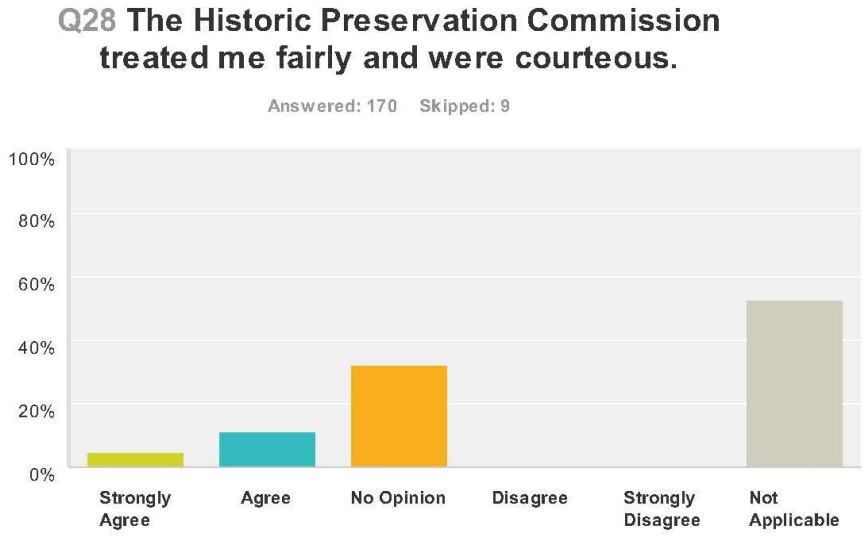
City Planning and Development Department Customer Survey - Kansas City, Missouri



City Planning and Development Department Customer Survey - Kansas City, Missouri

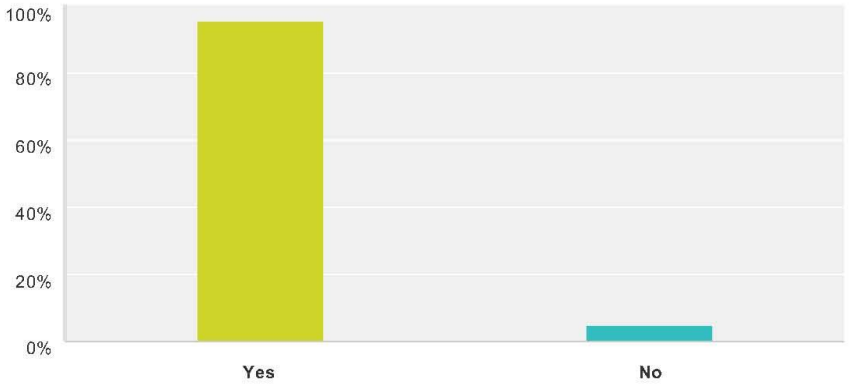


City Planning and Development Department Customer Survey - Kansas City, Missouri



Q29 Was your application ultimately approved?

Answered: 158 Skipped: 21



Appendix E

Benchmark Results

	Kansas City Benchmark Survey - Small Cities								
	Name of City:	**KCMO City Planning & Development**	**City of Overland Park**	**City of Leawood**	**City of Lee's Summit**	**City of Lenexa**	**City of Liberty**	**Unified Govt of Wyandotte**	**City of Independence**
6	**Population of the community:**	465,000	175,000	32,539	93,000	49394 Daytime pop increase due to commuting into City: +24,545	30,000	147,000	121,000
7	**What was the building valuation of private construction in your community last year?**	$700,878,726	$539,658,710	$182,313,644	$162,260,336	$235,000,000	29.19 million	$198,810,462	$122,532,248
8	**How many discretionary applications (site plans, plats, variances, etc.) did your City process last year?**	438		45 applications for Board of Zoning Appeals variances - others not tracked	85	91	52	We do not have a report at this time	274
9	**How many applications for new single family houses did you process last year?**	658	403	114	334	213	39	145	69
10	**How many applications for new commercial buildings did you process last year?**	155	662	27	9	12 commerical, 10 apt bldgs, 4 accessory bldgs	4	104	201
11	**If performance standards have been established for review cycles, are they cut in half for each subsequent cycle of review (i.e., first review is 10 working days; second review is 5 working days, etc.)?**	Yes	No, We do have a small projects program	N/A, 1st come/1st served, asap	Yes, engineering plans = 15 days initial, 5 days resubmittals & Building permits = 10 days initial & 5 days resubmittals	No, for new commercial 1st review is 20 days & re-review is 15 days. Other commercial project reviews are 10 days 1st review & 10 days re-review. New home reviews are 5 days.	Yes	No	Yes, we tell every applicant 15-30 working days for first review comments & the second routing is usually less than half the original review time. Our first review time seldom reaches time stated.
12	**Do you have a Comprehensive, General, or Master Plan?**	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
13	**Was it adopted by the City Council?**	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes
14	**What was the year of the last adoption or major amendment to the Comprehensive Plan?**	We have 18 areas. Some were adopted last year, some in the 70s. All are in the process of being updated.		2014	2012 - major amendment	2013	2014		1999
15	**Do zoning actions need to be consistent with the Comprehensive Plan?**	Yes		Yes	No, City Council decisions do not have to abide by the comprehensive plan	Yes	Yes	Yes	No
16	**Do subdivisions need to be consistent with the Comprehensive Plan?**	subdivisions allowed in more rural areas are not required to meet the densities expected in the area plan.		Yes	No, City Council decisions do not have to abide by the comprehensive plan	Yes	Yes	Yes	No
17	**Do you have a Unified Development Code?**	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
18	**What was the year of the adoption or last major amendment of the Unified Development Code? Or, if you do not have this Code the date of your Zoning Ordinance?**	Jan. 1, 2011		2014	2013 - last major amendment	2014	2014		2014

		Kansas City Benchmark Survey - Small Cities								
		Name of City:	KCMO City Planning & Development	City of Overland Park	City of Leawood	City of Lee's Summit	City of Lenexa	City of Liberty	Unified Govt of Wyandotte	City of Independence
19	Do you have published interpretation manuals for:	Building Codes	Yes	No	No	No	No	Yes	Yes	No
		Zoning Codes	Yes		No	No	Yes	Yes	No	No
		Engineering Standards	No		No	No	No	Yes	Yes	No
		Other								
20	New commercial buildings. What is the promised number of days required for the first plan check or review by:	Building	20 working days		N/A - no promises, 1st come/1st served	10 days	20 working days includes Engineering & Planning	2 weeks	5-10 business days	15-30
		Engineering	20 working days		N/A - no promises, 1st come/1st served	n/a reviewed on final development plan application		2 weeks	5-10 business days	15-30
		Planning	20 working days		N/A - no promises, 1st come/1st served	n/a reviewed on final development plan application		based on applicaton date	5-10 business days	15-30
21	New commercial buildings. What is the promised number of days required for any second plan check or review by:	Building	10 working days		N/A - no promises, 1st come/1st served	5 days	15 working days includes Engineering & Planning	varies	5-10 business days	5-10
		Engineering	10 working days		N/A - no promises, 1st come/1st served	n/a reviewed on final development plan application		varies	5-10 business days	5-10
		Planning	10 working days		N/A - no promises, 1st come/1st served	n/a reviewed on final development plan application		varies	5-10 business days	5-10
22	New Single Family dwelling. What is the promised number of days required for the first plan check or review by:	Building	2 working days or by appointment		N/A - no promises, 1st come/1st served	2 days	5 working days includes Engineering & Planning	1	3-5 business days	5-10
		Engineering	n/a		N/A - no promises, 1st come/1st served	2 days				5-10
		Planning	n/a		N/A - no promises, 1st come/1st served	2 days				5-10
23	New Single Family dwelling . What is the promised number of days required for any second plan check or review by:	Building	2 working days or by appointment		N/A - no promises, 1st come/1st served	2 days	5 working days includes Engineering & Planning	1	3-5 business days	1-3
		Engineering	n/a		N/A - no promises, 1st come/1st served	2 days				1-3
		Planning	n/a		N/A - no promises, 1st come/1st served	2 days				1-3
24	Average number of inspections per day per inspector?		14		12.7 for 2013	12.5 for 2013 calendar year	11, each inspection includes all trades	5-7		20
25	Do you utilize combination inspectors?		Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
26	Are all your plans examiners and inspectors required to be certified?		Yes, required to pass series of examinations		Yes	Yes	Yes	No	No	No, We strongly encourage it, but it is not required.
27	Do you guarantee next day inspections?		Yes	Yes	Yes	Yes, Building = yes, Public Works = no	Yes	Yes	Yes	Yes, all of our inspections are next day inspections except for footing/foundation wall inspections & sewer inspections.

	Kansas City Benchmark Survey - Small Cities								
	Name of City:	KCMO City Planning & Development	City of Overland Park	City of Leawood	City of Lee's Summit	City of Lenexa	City of Liberty	Unified Govt of Wyandotte	City of Independence
28	Is the Planning Department or Planning Division involved in economic development decisions?	Yes		Yes	Yes	Yes	No	Yes	Yes
29	Do economic development actions need to be consistent with the Comprehensive Plan?	Yes		Yes	Yes, it only needs to be consistent if related to a TIF decision	Yes	Yes	Yes	Yes
30	Do you have engineering construction standards for public right-of-way infrastructure work?	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
31	Are the construction standards for public right-of-way infrastructure work all up to date?	No, limited number do not reflect current intent and need updated		Yes	Yes	Yes	Yes	Yes	Yes
32	Construction drawings for public right-of-way infrastructure work: What is the promised length of time required for the first plan check?	20 working days		2 weeks	15 days	20 working days	2 weeks		15-30 working days
33	Construction drawings for public right-of-way infrastructure work: What is the promised length of time required for the second plan check?	10 working days		Varies	5 days	10 working days	varies		7-15 working days
34	What is the average length of time required from the application for a subdivision to recording?	These average as public improvements are required prior to recording of the plat. If the plat does not require waivers then preliminary plat is approved administratively in 5 weeks, the final plat takes 6 weeks to CPC & then goes to Council for approval following public improvements, then about 2 weeks for signatures.		60-90 days	Entirely dependent upon size of subdivision and acceptance of infrastructure or posting of security	2 years to record from time approved	6 weeks	60	60 days
35	Are public improvements required prior to recording of the plat?	Yes		Yes, for residential	Yes, in lieu of - developer can post a security (letter of credit, surety bond, cash escrow)	Yes	No	Yes	No
36	Are minor subdivision (5 lots or less) an administrative process?	Yes		No	Yes	No	No	No	Yes
37	What is the average length of time required from the application for a minor subdivision (5 lots or less) to recording?	Initial review in 10 working days, resub review in 5 working days (generally 2-3 months total depending on response from surveyor)		60-90 days	3-4 weeks	2 years to record from approval date	3 lots or less administrative, 2 weeks		10 days
38	What percent of the budget for the following functions comes from fees? — Building	95 (a portion of investigations is gen fund supported for zoning enforcement)		100%	Target of 50%				
	Engineering	100			Target of 50%				
	Planning	55		100%	Target of 50%				

Kansas City Benchmark Survey - Small Cities										
		Name of City:	KCMO City Planning & Development	City of Overland Park	City of Leawood	City of Lee's Summit	City of Lenexa	City of Liberty	Unified Govt of Wyandotte	City of Independence
39	What is your policy for when phone calls and emails are to be returned?	Emails	24 hours			24 hours	Same day	Same day	24 hours	Same day
		Phone Calls	24 hours			24 hours	Same day	Same day	24 hours	Same day
		Other	no later than end of following work day		asap, generally within 24 hours		Protocol - not written policy			
40	How many staff do you have for the permitting and developing functions?	Building & Safety	66	23	6	6.5	5	4		7
		Code Enforcement	10 for zoning & building code only (nuisance & property maintenance code enforcement handled by Neighborhood & Housing Srvc Dept)		3	5.5	3	1		10
		Current Planning	10		4	6 including director	See zoning	2		4
		Economic Development	2		0	0.25	No full-time Economic Devel staff. Rather the City administrator & Assistant City administrator work closely with the Lenexa Chamber of Commerce	1		2
		Engineering	20 in our dept. (others in Public Works Dept)		2	8.25	3	2		5
		Housing	Neighborhood & Housing Srvcs Dept		0	0	Same staff as building & code enforcement	0		n/a
		Long-Range Planning	10		See current planning	4 (3 of these are duplicates from current planning)	See zoning	1		2
		Redevelopment	5		0	0.25	See zoning	1		n/a
		Transportation	This is in Public Works Dept			1 traffic engineer	See engineering	1		2
		Zoning	This staff is accounted for in numbers above, i.e. planning, building & safety, code enforcement staff perform zoning functions		See current planning	6 including director - same people as current planning	6 combined staff does current, long range, & zoning	1		Same as current planning
41	Do you have any contract staff to assist in processing applications or permits for:	Building	No	No	No	No	No	No		Yes
		Engineering	No	No	Yes	No	No	No		No
		Planning	No	No	No	No	No	No		No
42	What percent of the workload is handled by contractors for:	Building	0	0%	0	0	0	0		15
		Engineering	0		5	0	0	0		0
		Planning	0		0	0	0	0		0

			Kansas City Benchmark Survey - Small Cities							
		Name of City:	KCMO City Planning & Development	City of Overland Park	City of Leawood	City of Lee's Summit	City of Lenexa	City of Liberty	Unified Govt of Wyandotte	City of Independence
43	Do you have expediting procedures for processing applications or permits for:	Building	Yes		No	No	Yes	Yes		Yes
		Engineering	Yes		No	No	No	Yes		No
		Planning	Yes		No	No	No	Yes		Yes
44	Which of the following staff functions are included in the same department which would generally be considered the Building or Development Department?	Building Plan Review	Yes	Yes	Yes	Yes	Yes	Yes		Yes
		Building Inspection	Yes	Yes	Yes	Yes	Yes	Yes		Yes
		Board of Adjustment or Appeals	Yes	Yes	Yes	Yes	Yes	Yes		Yes
		Capital Improvement Program Lead	No	Yes	No	No	Yes	No		No
		Current Planning	Yes	Yes	Yes	Yes	Yes	No		Yes
		Design Review	Yes	Yes	Yes	Yes	Yes	No		No
		Economic Development	Yes	Yes	Yes	No	No	No		Yes
		Engineering Review of Private Developments	Yes	Yes	No	No	Yes	No		No
		Environmental Review	No	Yes	No	No	Yes	No		No
		Hearing Officer	No	Yes	Yes	No	No	No		Yes
		Historic Preservation	Yes	Yes	Yes	Yes	Yes	No		Yes
		Interpretation of Zoning Ordinance	Yes	Yes	Yes	Yes	Yes	No		Yes
		Long-Range Planning	Yes	Yes	Yes	Yes	Yes	No		Yes
		Redevelopment	Yes	Yes	Yes	Yes	Yes	No		Yes
		Subdivisions	Yes	Yes	Yes	Yes	Yes	No		Yes
		Zoning Enforcement	Yes	Yes	Yes	Yes	Yes	No		Yes
		Other	Design Review - we do not have comprehensive design standards or design review on all projects, there is a degree of design review on discretionary review applications, there is the Development Review Committee. We have a brownfields program in our dept, not environmental review of all projects.							
45	Can Planning, Building, or Engineering Plans be submitted to your community electronically over the Internet?		Yes, Development Management Div (current planning) not implemented yet, new commercial buildings pending	Some, Residential & small projects	Generally no, with the exception of fire-alarms fire sprinkler plans	No	Yes	Some		No

Kansas City Benchmark Survey - Small Cities										
		Name of City:	KCMO City Planning & Development	City of Overland Park	City of Leawood	City of Lee's Summit	City of Lenexa	City of Liberty	Unified Govt of Wyandotte	City of Independence
46	Has your organization established an online permit tracking system so that users can track the status of plan approvals without having to call staff to inquire?		Yes, all review, permit & inspection activity can be tracked, pre-registered users can obtain permits	Yes	Yes	No, is planned in a future technology upgrade	No	No		Yes
47	What percent of the plans are submitted electronically for:	Building	4% over last year		N/A, not tracked, limited to those fire alarm fire sprinkler plans that are submitted in that form	0	0	20		0
		Engineering	10% over last year		N/A, not tracked, limited to those fire alarm fire sprinkler plans that are submitted in that form	0	0	20		0
		Planning	0%		N/A, not tracked, limited to those fire alarm fire sprinkler plans that are submitted in that form	0	100	20		0

	Kansas City Benchmark Survey - Large Cities				
	Name of City:	**KCMO City Planning & Development**	**City of Charlotte**	**City of Indianapolis**	**City of Minneapolis**
6	**Population of the community:**	465,000	792,862	928,281	400,000
7	**What was the building valuation of private construction in your community last year?**	$700,878,726		$1,553,088,847 as reported by applicants	$1.21 billion
8	**How many discretionary applications (site plans, plats, variances, etc.) did your City process last year?**	438	156	987	461
9	**How many applications for new single family houses did you process last year?**	658	2343	638	147
10	**How many applications for new commercial buildings did you process last year?**	155	1247	77	23 (commercial & mixed us)
11	**If performance standards have been established for review cycles, are they cut in half for each subsequent cycle of review (i.e., first review is 10 working days; second review is 5 working days, etc.)?**	Yes	No	Yes	Yes
12	**Do you have a Comprehensive, General, or Master Plan?**	Yes	Yes	Yes	Yes
13	**Was it adopted by the City Council?**	Yes	Yes	No, Plan Commission	Yes
14	**What was the year of the last adoption or major amendment to the Comprehensive Plan?**	We have 18 areas. Some were adopted last year, some in the 70s. All are in the process of being updated.	2010	2006	2008
15	**Do zoning actions need to be consistent with the Comprehensive Plan?**	Yes	No, should be consistent but may be inconsistent with the plan but consistent with surrounding uses	No, Plan is one of 5 considerations set out by state	Yes
16	**Do subdivisions need to be consistent with the Comprehensive Plan?**	Partially, minor subdivisions allowed in more rural areas are not required to meet the densities expected in the area plan.	Yes	No	Yes
17	**Do you have a Unified Development Code?**	Yes	No	No	No
18	**What was the year of the adoption or last major amendment of the Unified Development Code? Or, if you do not have this Code the date of your Zoning Ordinance?**	Jan. 1, 2011	1992 - recodified	Significant overhaul underway with current adoption anticipated late 14 or early 15	1999 complete rewrite. Amend approx. 10-12 times per year

Kansas City Benchmark Survey - Large Cities						
		Name of City:	KCMO City Planning & Development	City of Charlotte	City of Indianapolis	City of Minneapolis
19	Do you have published interpretation manuals for:	Building Codes	Yes	Yes	No	Yes
		Zoning Codes	Yes	No	No	No
		Engineering Standards	No	Yes	No	No
		Other				
20	New commercial buildings. What is the promised number of days required for the first plan check or review by:	Building	20 working days	15	5 business days	20 days to conduct all reviews by all disciplines
		Engineering	20 working days	15	5 business days	20 days to conduct all reviews by all disciplines
		Planning	20 working days	15	Not required for all, but for those required less than 5 business days	20 days to conduct all reviews by all disciplines
21	New commercial buildings. What is the promised number of days required for any second plan check or review by:	Building	10 working days	15	2 business days	10 days to conduct all reviews by all disciplines
		Engineering	10 working days	15	2 business days	10 days to conduct all reviews by all disciplines
		Planning	10 working days	15	n/a	10 days to conduct all reviews by all disciplines
22	New Single Family dwelling. What is the promised number of days required for the first plan check or review by:	Building	2 working days or by appointment	5	0-7 business days	15 days to conduct all reviews by all disciplines
		Engineering	n/a	20	0-7 business days	15 days to conduct all reviews by all disciplines
		Planning	n/a		n/a	15 days to conduct all reviews by all disciplines
23	New Single Family dwelling . What is the promised number of days required for any second plan check or review by:	Building	2 working days or by appointment	5	1-2 business days	5 days to conduct all reviews by all disciplines
		Engineering	n/a	15	1-2 business days	5 days to conduct all reviews by all disciplines
		Planning	n/a		n/a	5 days to conduct all reviews by all disciplines
24	Average number of inspections per day per inspector?		14	14	10	10
25	Do you utilize combination inspectors?		Yes	Yes	Yes	Yes
26	Are all your plans examiners and inspectors required to be certified?		Yes, required to pass series of examinations	Yes	Yes	Yes
27	Do you guarantee next day inspections?		Yes	Yes	Yes, for additional fee	No
28	Is the Planning Department or Planning Division involved in economic development decisions?		Yes	Yes	Yes, varies significantly by project	Yes

	Kansas City Benchmark Survey - Large Cities				
	Name of City:	KCMO City Planning & Development	City of Charlotte	City of Indianapolis	City of Minneapolis
29	**Do economic development actions need to be consistent with the Comprehensive Plan?**	Yes	Yes	Not required for all, but for those required less than 5 business days	Yes
30	**Do you have engineering construction standards for public right-of-way infrastructure work?**	Yes	Yes	Yes	Yes
31	**Are the construction standards for public right-of-way infrastructure work all up to date?**	No, limited number do not reflect current intent and need updated	Yes	Yes	Yes
32	**Construction drawings for public right-of-way infrastructure work: What is the promised length of time required for the first plan check?**	20 working days	15	3 business days	
33	**Construction drawings for public right-of-way infrastructure work: What is the promised length of time required for the second plan check?**	10 working days	15	1 business day	
34	**What is the average length of time required from the application for a subdivision to recording?**	These average as public improvements are required prior to recording of the plat. If the plat does not require waivers then preliminary plat is approved administratively in 5 weeks, the final plat takes 6 weeks to CPC & then goes to Council for approval following public improvements, then about 2 weeks for signatures.	75	2 months minimum. Most choose to record about a year after filing the application so improvements can be installed without bonding.	90 days
35	**Are public improvements required prior to recording of the plat?**	Yes	No	No. not required prior to recording. Bonding permitted & improvements must be complete within 3 years.	No
36	**Are minor subdivision (5 lots or less) an administrative process?**	Yes	Yes	Yes	No
37	**What is the average length of time required from the application for a minor subdivision (5 lots or less) to recording?**	Initial review in 10 working days, resub review in 5 working days (generally 2-3 months total depending on response from surveyor)	40	2 months	90 days

Kansas City Benchmark Survey - Large Cities						
		Name of City:	KCMO City Planning & Development	City of Charlotte	City of Indianapolis	City of Minneapolis
38	What percent of the budget for the following functions comes from fees?	Building	95 (a portion of investigations is gen fund supported for zoning enforcement)	100	100%	100%
		Engineering	100	25	100%	0%
		Planning	55	7	100%	Less than 50
39	What is your policy for when phone calls and emails are to be returned?	Emails	24 hours	24 hours	24 hours	24 hours
		Phone Calls	24 hours		24 hours	24 hours
		Other	no later than end of following work day			
40	How many staff do you have for the permitting and developing functions?	Building & Safety	66	30	51	13
		Code Enforcement	10 for zoning & building code only (nuisance & property maintenance code enforcement handled by Neighborhood & Housing Srvc Dept)	8	87	45
		Current Planning	10	4	15	11
		Economic Development	2		2 in Planning Dept. Major players are Bond Bank (9 staff) & Develop Indy (10)	
		Engineering	20 in our dept. (others in Public Works Dept)	3	14 includes transportation engineering	5
		Housing	This is in Neighborhood & Housing Srvcs Dept		4	
		Long-Range Planning	10		5	13
		Redevelopment	5		4	
		Transportation	This is in Public Works Dept	4	13	1
		Zoning	This staff is accounted for in numbers above, i.e. planning, building & safety, code enforcement staff perform zoning functions	3	This is current planning	13

Kansas City Benchmark Survey - Large Cities						
		Name of City:	KCMO City Planning & Development	City of Charlotte	City of Indianapolis	City of Minneapolis
41	Do you have any contract staff to assist in processing applications or permits for:	Building	No	No	Yes	No
		Engineering	No	No	Yes	No
		Planning	No	No	No	No
42	What percent of the workload is handled by contractors for:	Building	0	0	50%	
		Engineering	0	0	50%	
		Planning	0	0	0%	
43	Do you have expediting procedures for processing applications or permits for:	Building	Yes	Yes	Yes	No
		Engineering	Yes	Yes	Yes	No
		Planning	Yes	No	Yes	No
44	Which of the following staff functions are included in the same department which would generally be considered the Building or Development Department?	Building Plan Review	Yes	Yes	Yes	Yes
		Building Inspection	Yes	Yes	Yes	Yes
		Board of Adjustment or Appeals	Yes		No	Yes
		Capital Improvement Program Lead	No		No	No
		Current Planning	Yes		No	Yes
		Design Review	Yes		No	Yes
		Economic Development	Yes		No	Yes
		Engineering Review of Private Developments	Yes		Yes	No
		Environmental Review	No	Yes	Yes	No
		Hearing Officer	No		No	No
		Historic Preservation	Yes		No	Yes
		Interpretation of Zoning Ordinance	Yes		No	Yes
		Long-Range Planning	Yes		No	Yes
		Redevelopment	Yes	Yes	No	Yes
		Subdivisions	Yes		No	Yes
		Zoning Enforcement	Yes		Yes	Yes
		Other	Design Review - we do not have comprehensive design standards or design review on all projects, there is a degree of design review on discretionary review applications, there is the Development Review Committee. We have a brownfields program in our dept, not environmental review of all projects.			

	Kansas City Benchmark Survey - Large Cities					
		Name of City:	KCMO City Planning & Development	City of Charlotte	City of Indianapolis	City of Minneapolis
45	Can Planning, Building, or Engineering Plans be submitted to your community electronically over the Internet?		Yes, Development Management Div (current planning) not implemented yet, new commercial buildings pending	Yes	Yes	Some
46	Has your organization established an online permit tracking system so that users can track the status of plan approvals without having to call staff to inquire?		Yes, all review, permit & inspection activity can be tracked, pre-registered users can obtain permits	Yes	Yes	No
47	What percent of the plans are submitted electronically for:	Building	4% over last year	98%	10%	
		Engineering	10% over last year	98%	5%	
		Planning	0%	25%	0%	