Fairfax County Land Use and Development Services Strategic Assessment

Jurisdictional Comparisons to Inform Fairfax County Future State Vision

Prepared for: Fairfax County

GARTNER CONSULTING

Project Number: 330026785   Version #1.3   Date: December 11, 2015

DRAFT

Gartner.

Agenda

- **Project Background and Approach**

- Jurisdictional Comparison Concepts
  - Operational
  - Organization
  - Process
  - Regulations and Policy
  - Technology

DRAFT

Gartner

Background and Approach
Project Background

- Fairfax is at a critical juncture as it faces challenges impacting economic development and building activity within the County.

- Long recognized as a leader of regulatory process execution and in the vanguard of continuous improvement and innovation for land use and development, competition from surrounding jurisdictions and other factors have driven the County to reassess its current mode of operations to respond to industry's desire for faster and more predictable service.

- A number of other challenges and market forces influence the County's approach to achieving future success. Urbanization, growing complexity of development, complexity of regulations and a large contingent of its workforce approaching retirement age are factors that must be carefully considered when developing the vision and path forward for the County.

- The County recognizes there are opportunities to enhance services and improve collaboration to improve customer service, increase consistency in building permitting and inspection and development planning functions, facilitate economic development projects and promote quality of life.

- To achieve this, the County sought an independent review of current procedures and processes, effectiveness and efficiencies to identify opportunities for improvement which can further customer service and improve operational execution.

- The County is looking for findings that detail the strengths and opportunities for improvement in its land use and development organizations, as well as information on problem areas and recommendations for identified improvements, including ideas from best practices used by other jurisdictions.

"Our vision is a community where businesses, residents, and employees of a variety of ages, abilities, and experiences want to live, work, play, learn, and thrive.*"*

* The Fairfax County Board of Supervisors' Strategic Plan to Facilitate the Economic Success of Fairfax County

DRAFT

Gartner.

- Gartner's strategic assessment is aimed at enabling Fairfax County to achieve economic success through implementation of its Strategic Plan, specifically Goal 3: Improve the Speed, Consistency, and Predictability of the Development Review Process.

The Fairfax County Board of Supervisors' Strategic Plan to Facilitate the **Economic Success of Fairfax County**

People Places Employment Governance

2015

A Fairfax County, Virginia, publ...
www.fairfaxcounty.gov/suc...

Goal 3:
Improve the Speed, Consistency, and Predictability of the Development Review Process

Building Plans Under Review

- Regulatory Processes
- Land Use Policies
- Organizational Capacity and Coordinated Leadership
- Communications

Foster and facilitate a dynamic land development and entitlement process. The process should provide a meaningful participatory role for county residents to ensure that the community's vision for growth, redevelopment and community reinvestment is realized. The process should recognize that time-to-market is crucial and the County should work internally and with its partners to ensure a timely and predictable review process that is agile enough to respond to market demand.

DRAFT
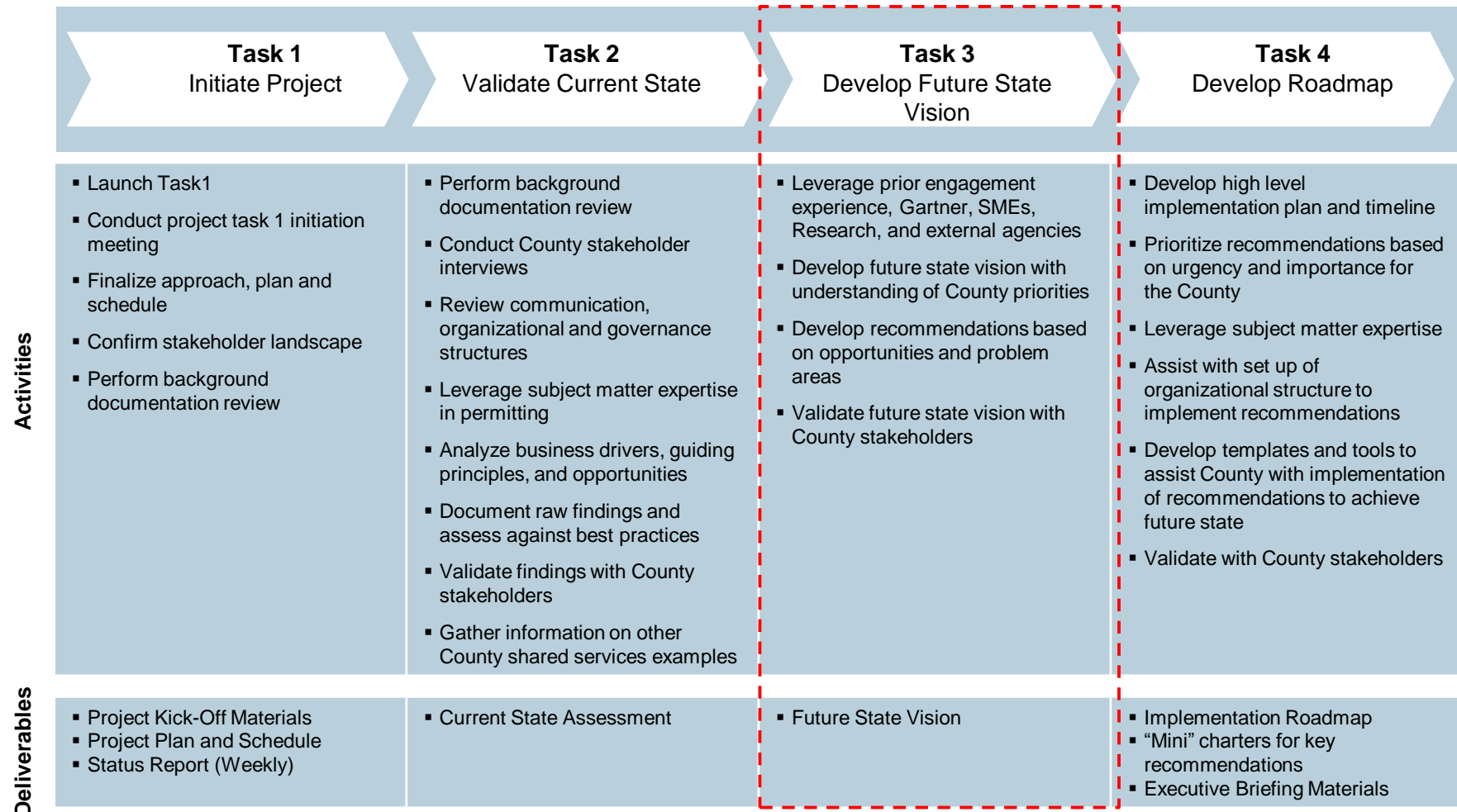
Gartner

Background and Approach
Introductions

- In addition to the core team of Paul Denvir, Jim Hu, John Kastrinos, two industry Subject Matter Experts have been working closely with the core team to vet issues and opportunities at the County:

  - **Michael Malinowski, AIA,** is a practicing Architect and President of Applied Architecture, Inc. and for the last several decades has been involved in regulatory streamlining. In fact, in 2013, Michael launched the PermitStreamline.Com website, which includes quick wins, an online one minute survey tool, and best practices in Regulatory Streamlining gathered from around the country. He played a key role in the creation and leadership of the groundbreaking Sacramento Development Oversight Commission, which from 1997 to 2007 spearheaded a regional regulatory streamlining effort, which took the Sacramento Building Department from dead last in regional surveys to number one. He was recently elected into the role of president for the 11,000 member American Institute of Architects California organization. He is a Design Professional on a number of Urban Mixed Use Transit Oriented Developments, including the 2015 Urban Land Institute Sacramento 2015 Project of the Year (Warehouse Artist Lofts) – also a National ULI award finalist.

  - **Robert Wible** for 21 years represented the building codes and standards interests for the Nation's governors, mayors, and City officials as the Executive Director of the National Conference of States on Building Codes and Standards. Mr. Wible is now the principal of Robert Wible and Associates. He has led dozens of major regulatory streamlining initiatives for state and local governments and provided streamlining resources to over 800 jurisdictions. He is the author of numerous streamlining publications including, "Guide to More Effective & Efficient Building Regulatory Processes Through Information Technology" U.S. Department of Housing and Urban Development, and "Keeping Building Departments Ahead of the Curve," an article for the International Code Council.

4

DRAFT

Gartner

Background and Approach
Project Approach

- The project is currently executing Task 3, applying jurisdictional comparisons to inform the Future State Vision for the County.

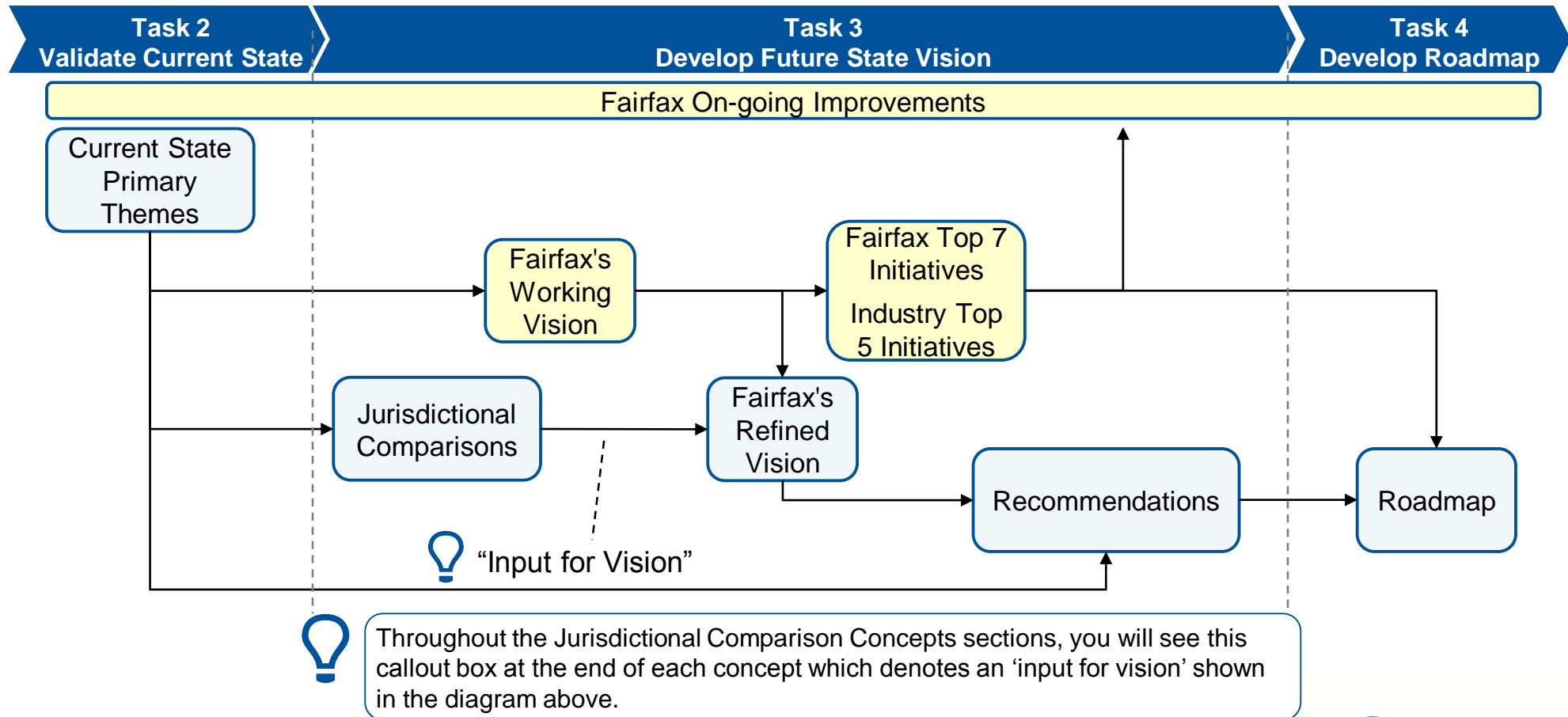|	Task 1 Initiate Project	Task 2 Validate Current State	Task 3 Develop Future State Vision	Task 4 Develop Roadmap
Activities	• Launch Task1 • Conduct project task 1 initiation meeting • Finalize approach, plan and schedule • Confirm stakeholder landscape • Perform background documentation review	• Perform background documentation review • Conduct County stakeholder interviews • Review communication, organizational and governance structures • Leverage subject matter expertise in permitting • Analyze business drivers, guiding principles, and opportunities • Document raw findings and assess against best practices • Validate findings with County stakeholders • Gather information on other County shared services examples	• Leverage prior engagement experience, Gartner, SMEs, Research, and external agencies • Develop future state vision with understanding of County priorities • Develop recommendations based on opportunities and problem areas • Validate future state vision with County stakeholders	• Develop high level implementation plan and timeline • Prioritize recommendations based on urgency and importance for the County • Leverage subject matter expertise • Assist with set up of organizational structure to implement recommendations • Develop templates and tools to assist County with implementation of recommendations to achieve future state • Validate with County stakeholders
Deliverables	• Project Kick-Off Materials • Project Plan and Schedule • Status Report (Weekly)	• Current State Assessment	• Future State Vision	• Implementation Roadmap • "Mini" charters for key recommendations • Executive Briefing Materials

DRAFT

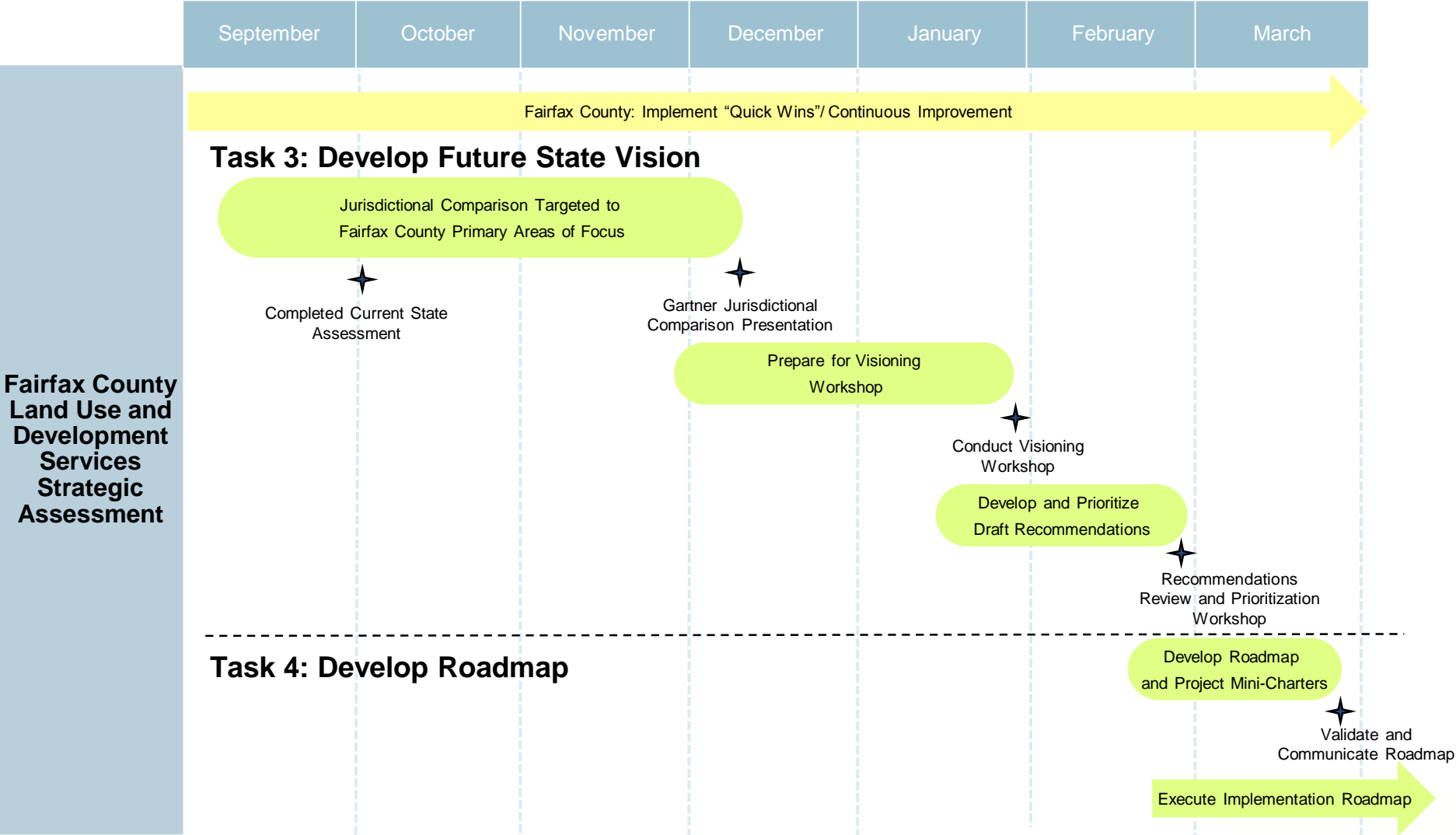**Gartner.**

Background and Approach
Project Approach Detailed

- The graphic below highlights the linkage between Gartner deliverables and Fairfax's parallel improvement initiatives. It should be noted that the Gartner review began in January 2015 and the County has been executing concurrent improvement efforts. As a result, some processes/procedures referenced as anecdotal information gathered may have been modified before the completion of this report.

Task 2	Task 3	Task 4
Validate Current State	Develop Future State Vision	Develop Roadmap

Fairfax On-going Improvements

Current State Primary Themes

Fairfax's Working Vision

Fairfax Top 7 Initiatives

Industry Top 5 Initiatives

Jurisdictional Comparisons

Fairfax's Refined Vision

Recommendations

Roadmap

"Input for Vision"

Throughout the Jurisdictional Comparison Concepts sections, you will see this callout box at the end of each concept which denotes an 'input for vision' shown in the diagram above.

DRAFT

Gartner.

Background and Approach
Project Timeline for Completion of Strategic Assessment

September	October	November	December	January	February	March

Fairfax County Land Use and Development Services Strategic Assessment

Fairfax County: Implement "Quick Wins"/ Continuous Improvement

Task 3: Develop Future State Vision

Jurisdictional Comparison Targeted to Fairfax County Primary Areas of Focus

Completed Current State Assessment

Gartner Jurisdictional Comparison Presentation

Prepare for Visioning Workshop

Conduct Visioning Workshop

Develop and Prioritize Draft Recommendations

Recommendations Review and Prioritization Workshop

Task 4: Develop Roadmap

Develop Roadmap and Project Mini-Charters

Validate and Communicate Roadmap

Execute Implementation Roadmap

DRAFT

Gartner

Background and Approach
Review of Current State Primary Themes

- As a result of the current state analysis activities, seven primary themes rose to the surface that encapsulate the major issues and opportunities for the County as it relates to development services.

- Gartner will refine the future state vision drafted by the County and will make recommendations to address these themes, resulting in an actionable roadmap that will improve the speed, consistency, and predictability of the development review process.

Primary Themes	Theme Findings
1. The land development process has become increasingly adversarial over time	1. Applicants perceive that there are sometimes excessive toll gates regardless of project complexity and quality of application submission.* 2. County personnel are perceived to be inflexible in their interpretation and application of regulations and policies rather than being solution oriented. 3. Fairfax County seems to have an adversarial culture, both externally and internally. 4. Customers are not always cooperative and intentionally do not put forth their best effort to submit quality plans, compromise and reach common ground.
2. Cultural issues impair efficient customer service and effective service delivery	1. Customer perception that the County does not share sense of urgency and cognizance of, or concern for, financial impacts of delays. 2. Some customers appear to be 'gaming' the system, ignoring County feedback and failing to meet their responsibilities. 3. Efforts to increase County collaboration have yielded mixed results. 4. Staff are hesitant to make decisions and its easier to simply disapprove a review.

* It should be noted that as the County's landscape has changed and as federal, state, and local regulations become increasingly numerous and complex, the nature of the development has become more complex. Undeveloped and underdeveloped sites are the most challenging and require additional scrutiny.

DRAFT

Gartner

Background and Approach

Primary Themes	Theme Findings
3. Fairfax County operates in silos, which limits ability to effectively communicate and coordinate with one another	1. Fairfax County's Land Use and Development organization is structured for discrete functionality. 2. Processes are designed to be highly segmented and decentralized. 3. Technology platforms are siloed, without any true integrations across source systems to tie together the end-to-end process and establish the big picture for any project.
4. Complexities and inconsistencies with land use and development policies and regulations hamper predictability and efficiency of service delivery	1. Customers find it difficult to understand and therefore comply with County regulations and policies. 2. Many Land Use and Development mechanisms (proffers, Comprehensive Plan, Zoning, and expedited reviews) are not operating as intended, resulting in inconsistencies for the customer and County. 3. Citizens and elected officials have the ability to delay or even short circuit the process.
5. Variations throughout the process hamper predictability and efficiency of service delivery	1. Districts have different approaches to the land use and development process. 2. Plan reviews are largely driven by personal experiences and knowledge which often lead to inconsistent comments and requirements. Similarly, the quality of submissions is based on the knowledge and experience of the design team. 3. The quality of the customer experience is dependent on the knowledge, experience and confidence of the County personnel assigned to the activity and the design team hired by the industry. 4. Applications that are eligible for expedited service do not always get processed, reviewed and approved any faster. 5. Design team variation adds to staff workload.

DRAFT

Gartner.

Background and Approach
Review of Current State Primary Themes (cont.)

Primary Themes	Theme Findings
6. Aging, non-integrated technology systems exacerbate process and customer service issues	1. Although the County has begun the ePlan pilot and budget planning for LDS and FIDO, most modernization efforts are department-specific, or process-specific, and rely on improvement to existing technologies. There is no County-wide strategic plan to guide the modernization efforts. 2. While application status information is available to applicants real-time through the various public portals, challenges remain in communicating project progress and status. 3. Customers may require help navigating the various systems utilized by the County, creating frustration and inefficiency. 4. Customers/end-users seek a single portal or access point to understand process requirements, execute transactions, obtain status, and gather information on their projects. 5. Operational areas are not effectively automated or could benefit from improvements.
7. Metrics do not fully measure quality and actual workload or priorities	1. Metrics for total time to complete the entire applicant process are not adequately or consistently defined and measured. 2. Metrics do not effectively capture measurements of quality; there are no metrics that measure efficiency; consistency of interpretations or application of policies and regulations in plan review and inspections.

DRAFT

Gartner

Background and Approach
Gartner Researched Several Concepts To Help Fairfax Address Current State Themes And Refine the Vision

- The Gartner team has compiled a set of best practices, lessons learned, and improvement successes from other jurisdictions that specifically relate to the current state themes. These concepts were developed through the team's professional experience, research and outreach to industry groups and National Capital Region (NCR) jurisdictions that include Arlington County, City of Alexandria, Loudoun County, Prince William County, Prince George's County, District of Columbia, and Montgomery County.

Category	Concepts Informing Fairfax County Future State Vision
Operational	**OP-1**. Transformational efforts **OP-2**. Enterprise fund
Organization	**O-1**. Organizational structure for planning, zoning, site, and building functions **O-2**. Consolidation of plan review and inspection responsibilities **O-3**. Organizational hierarchy **O-4**. One-Stop Shop model for the customer service center **O-5**. Project management
Process	**P-1**. Transparency and early public engagement **P-2**. Educating the public **P-3**. Formalized public engagement **P-4**. Services tailored to the complexity and needs of the project **P-5**. Sketch plan review process **P-6**. Third-party entity role in plan review and inspection approval **P-7**. Professional certification **P-8**. Staff incentives
Regulations and Policy	**RP-1**. Overhauling zoning ordinances **RP-2**. Improving proffers to facilitate consistency, traceability, and enforceability
Technology	**T-1**. Modernizing technology systems

DRAFT

Gartner®

Background and Approach
Concepts May Address One Or Multiple Current State Themes

- Through comparisons to other jurisdictions, the County can gain insight into strategies that have been successful and unsuccessful to address similar issues. This input will aid in developing the vision and roadmap for Fairfax County.

Primary Themes	Concepts Informing Fairfax County Future State Vision
1. The land development process has become increasingly adversarial over time	**OP-1**. Transformational efforts
2. Cultural issues impair efficient customer service and effective service delivery	**OP-1**. Transformational efforts **O-3**. Organizational hierarchy
3. Fairfax County operates in silos, which limits ability to effectively communicate and coordinate with one another	**O-1**. Organizational structure for planning, zoning, site, and buildings functions **O-2**. Consolidation of plan review and inspection responsibilities **O-4**. One-Stop Shop model for the customer service center **O-5**. Project management
4. Complexities and inconsistencies with land use and development policies and regulations hamper predictability and efficiency of service delivery	**RP-1**. Overhauling zoning ordinances **RP-2**. Improving proffers to facilitate consistency, traceability, and enforceability
5. Variations throughout the process hamper predictability and efficiency of service delivery	**P-1**. Transparency and early public engagement **P-2**. Educating the public **P-3**. Formalized public engagement **P-4**. Services tailored to the complexity and needs of the project **P-5**. Sketch plan review process **P-6**. Third-party entity role in plan review and inspection approval **P-7**. Professional certification **P-8**. Staff incentives
6. Aging, non-integrated technology systems exacerbate process and customer service issues	**T-1**. Modernizing technology systems
7. Metrics do not fully measure quality and actual workload or priorities	**T-1**. Modernizing technology systems

Note: Operational concept OP-2 Enterprise Fund can support all themes.

DRAFT

Gartner

Background and Approach
Ground Rules

- Today is an opportunity to present some ideas to the County – ideas that we have seen in other jurisdictions – which may help to address the Primary Theme issues defined in the Current State Assessment.

- No decisions have yet been made, this is just the first step to defining the future state.

- County leadership will hold internal sessions over the next month to discuss these ideas and others.

- We have a lot of concepts to cover today, so we will leverage the Think Tank tool to capture your thoughts.
  - Please enter your questions and reactions throughout the presentation
  - At the end of each concept, we will select one or two questions to answer today
  - We will respond to the remaining questions after the presentation

DRAFT

Gartner.

Background and Approach
Concepts Researched Inform Fairfax's Vision

▪ The concepts researched were chosen to address Fairfax's specific current state challenges. Each concept introduces an input for vision that should be considered to further refine Fairfax's future vision.

Concept	Current State Issues Addressed	Comparisons	Input for Vision
Operational			
OP-1 Transformational efforts	The land development process has become increasingly adversarial over time and cultural issues impair efficient customer service and effective service delivery.	City of Sacramento, CA; State of Oregon	Charter a County and industry entity, potentially the Steering Committee, to be responsible for implementing change. Change should include a culture shift to become more of a partnership, as well as operational improvements.
OP-2 Enterprise fund	Fairfax development services currently operate through a General Fund, which can make it difficult to allocate funding to initiatives that support development in the County.	Boston; Chicago; Prince William; Loudoun; Mecklenburg County; Salem, OR; Maricopa County, AZ; Clark County, NV; Alexandria; Arlington; Montgomery; Prince William	Using an Enterprise Fund provides greater flexibility than General Fund to allocate funding for development services needs, but also requires greater operational and financial rigor to manage the fund.

DRAFT

Gartner

Background and Approach
Concepts Researched Inform Fairfax's Vision

Concept	Current State Issues Addressed	Comparisons	Input for Vision
Organization			
O-1. Organizational structure options for planning, zoning, site, and building functions	Customers do not view the land use and development process as being managed by a single jurisdiction ("One Fairfax.") Land Use and Development is managed by two primary departments: DPZ is responsible for planning and zoning functions, and DPWES LDS is responsible for site and buildings functions. Challenges of coordinating contributing and outside agencies are discussed in concept O-2.	New York City; Prince George's; Chicago; San Francisco; Montgomery County; Miami/ Dade; Charlotte/ Mecklenburg; Indianapolis/ Marion; Nashville/Davidson; Sacramento; Memphis/Shelby; Charlotte County	Based on jurisdictional comparison findings and what has proven effective in other organizations, Fairfax County's organizational structure with DPZ responsible for planning and zoning functions, and DPWES LDS responsible for site and building functions is a common and effective model. However, the separation does not facilitate project management, limits accountability, and leads to sequential reviews. That said, the potential options include: • Keep the current structure, but establish better coordination mechanisms between the two departments • Put planning in one department; and zoning, site, buildings in another department • Put planning, zoning, and site in one department; and buildings in another department • Consolidate under a single authority

DRAFT

Gartner.

Background and Approach
Concepts Researched Inform Fairfax's Vision (cont.)

Concept	Current State Issues Addressed	Comparisons	Input for Vision
O-2. Consolidation of plan review and inspection responsibilities	▪ The review process includes many different stakeholder agencies. State and County transportation, health, and other departments also need to coordinate and participate in the review process. Being in different organizations, the decision-making structure may not be readily apparent and deconflicting comments can be challenging. Customers have stated that they often receive conflicting comments (e.g. incompatible comments particularly between FCDOT and VDOT, Urban Forest Management, Stormwater review and the Fire Marshal), which are their responsibility to resolve that can be a difficult process. ▪ Industry has stated that plan reviews and inspections by the Fire Marshal are common reasons for delays in the process, and are difficult and time consuming to resolve. In some cases, the reasons are not tied to code, interpretations of code may be inconsistent, or can conflict with approved plans.	Mecklenburg County; City of Sacramento; Alexandria; Loudoun; Montgomery; Prince George's; Sacramento, CA; San Diego, CA; Nashville, TN	The jurisdiction comparisons show that there are many potential ways to overcome silos through consolidation and/or co-location. Consolidation options for Fairfax to consider: 1. Maintain status quo but implement other initiatives that may address this issue (e.g. project manager role, simplifying codes/ordinances, etc.). 2. Consolidate fire, transportation, and potentially other review and inspections responsibilities. 3. Co-locate the various reviewers to foster closer collaboration. 4. Utilize a combination of consolidation and co-location to improve collaboration.

DRAFT

Gartner

Background and Approach
Concepts Researched Inform Fairfax's Vision (cont.)

Concept	Current State Issues Addressed	Comparisons	Input for Vision
O-3. Organizational hierarchy	There are organizational and hierarchical issues that impede collaborative review and clear direction to applicants. Site Plan Reviewers and Staff Coordinators report inconsistent support from their respective Branch Chiefs and/or managers. Reviewers and Coordinators who are responsible for gathering input from Reviewers from other agencies report inconsistent responses to deadlines of contributed information. Such delays in the delivery often place unnecessary burden on the Reviewer or Coordinator to rush at the last minute, or delay delivery of the report or plan comments. Additionally, some reviewers report inequitable workloads among their peers. This can lead to resentment among colleagues who feel that they are carrying a larger burden while some others appear not to be working as hard. Some applicants report that there is little project management or deconflicting happening by the Coordinator, Reviewer or Branch Chief, as appropriate. This results in conflicting comments which the applicant must resolve with contributing agencies (during zoning and/or site review), or in re-reviews by multiple disciplines during building plan review. Additionally, staff turnover has resulted in promotions of Reviewers/Coordinators into positions for which they may not have adequate training or experience. As a result, they are often unable or unwilling to use judgment and make binding decisions.	Los Angeles, New York City, Boston	Based on jurisdictional comparison findings and what has proven effective in other organizations, a hierarchical structure with mid-level management layers, e.g. Branch Chiefs, can help to effectively manage the organization to handle increasing workload and complexity of projects. In an organization the size of Fairfax County, a hierarchical model can be beneficial to: ■ Help staff develop in terms of consistency, depth of knowledge, and ability to make decisions to resolve conflicts. ■ Provide leadership to drive complex projects to a resolution. ■ Balance staff workloads. ■ Provide more opportunities for collaborative discussion of staff projects and issues. ■ Assist less experienced reviewers to advocate for issue resolution. ■ Help ensure that their staff have the information necessary from other reviewers to keep reviews on track.

DRAFT

Gartner.

Background and Approach
Concepts Researched Inform Fairfax's Vision (cont.)

Concept	Current State Issues Addressed	Comparisons	Input for Vision
O-4. One-Stop Shop model for the customer service center	Today there are two different customer service centers (one for DPZ and another for LDS), creating a disjointed customer experience and contributing to the customer perception that they are not dealing with a single entity (i.e. 'One Fairfax.')	Austin, TX; Nashville, TN; Asheville, NC; Denver, CO; Tampa, FL; Alexandria, VA;	Establish, at a minimum, a consolidated customer service center to combine the DPZ and DPWES LDS centers. Also consider establishing 'outposts' to represent all stakeholders in the process. This makes services more accessible, while also fostering a more collaborative internal culture.
O-5. Project management	▪ Several different agencies can be involved in the review and inspections process, and there can be conflicting directions. Industry reports that the County does not resolve conflicts and puts the responsibility onto the applicant. ▪ Customers have stated they often feel there is no advocate for them on the County side, and they often need to resolve conflicts between different agencies. The responsibility for the project in the County is distributed among many stakeholder agencies making it difficult to centralize responsibility.	Sacramento, CA	▪ Leverage matrix teams as is used in Tysons more broadly for complex projects to facilitate collaboration across organizational silos. Complex projects can be characterized in terms of minimum project value where a matrix team can be assembled once the value is above a threshold. The teams should include staff from each of the involved agencies for the project which can include transportation, fire, water, parks, health, street lights, forestry, and wastewater. ▪ Project managers can be very effective to ensure timely process of customer applications and coordinate activity across a matrix team. Within Fairfax there are several current roles that have the potential to feed into a project manager role such as DPZ staff coordinators, LDS site plan reviewers, and the ombudsmen.

DRAFT

Gartner.

Background and Approach
Concepts Researched Inform Fairfax's Vision (cont.)

Concept	Current State Issues Addressed	Comparisons	Input for Vision
Process			
P-1. Transparency and early public engagement	Hearing deferrals occur frequently, many times due to citizen groups such as Home Owner's Associations and Land Use Committees exerting their influence.	District of Columbia; Fulton County, GA; City of Alexandria	Expanding public outreach and transparency earlier in the process can help to get buy-in from citizen groups and prevent the project from being derailed.
P-2. Educating the public	Citizen groups can drive activity and behavior that may not be consistent with existing process and regulations. They can influence zoning decisions that can contradict the Comprehensive Plan, and some individuals perceive the zoning process as a opportunity to "get something" from the applicant. Some of this may be due to lack of understanding of the process and regulations/policies or it could be the result of variation in reception to citizen participation.	City of Sacramento, CA; Clark County, NV	An educated public will have a better understanding of the development process, which helps to build trust with the County. Expanding the Neighborhood Colleges, and other educational efforts will enable citizens to more effectively participate in the development process.

DRAFT

Gartner.

Concept	Current State Issues Addressed	Comparisons	Input for Vision
P-3. Formalized public engagement	Citizens have expressed concerns that they are not involved in the planning process and that decisions are made without their input. The Land Use Committees are one tool to engage citizens in the process. However their use varies by district –some districts do not have these committees or they do not have a formal role in the process, while in other districts the committee must approve before the project goes to the Planning Commission hearing. In addition, the developers are instructed to coordinate with adjacent communities.	Sacramento County, CA; Kansas City, MO; Clark County, NV;	Establishing a consistent role for the Land Use Committee process across Fairfax districts ensures public input is heard and addressed early in the review process to avoid deferrals and delays.

Concepts Researched Inform Fairfax's Vision (cont.)

Concept	Current State Issues Addressed	Comparisons	Input for Vision
P-4. Service tailored to the complexity and needs of the project	Applicants perceive that there are sometimes excessive toll gates regardless of project complexity and quality of application submission. The Proffered Condition Amendment application process is expensive and time-consuming and requires the applicant to risk opening the entire approval to review in order to make a potentially small change to an approved plan or use. The interpretation process, which allows for minor modifications to approved plans has limited flexibility.	Elk Grove, CA; City of Sacramento, CA; Durham, NC; City of San Jose; Maricopa, AZ; Los Angeles; Sacramento; New York State; Roseville, CA; Chicago	The County has already established faster tracks for more simple projects (i.e. walkthroughs) and also has a modified process for Tysons, However, the process for complex projects can be further differentiated based on complexity or with strategies such as incentivized projects. The County is currently piloting a single-issue PCA to limit scope of the review and offer a quick resolution. Evaluating the flexibility of the interpretation process may offer additional review efficiency.

DRAFT

Gartner.

Concept	Current State Issues Addressed	Comparisons	Input for Vision
P-5. Sketch plan review process	The County offers optional consultative pre-application support in the land use process for prospective applicants to identify potential issues prior to formal submission of an application. The pre-application process is not consistently managed but considered valuable.	Mecklenburg, NC; Los Angeles	Fairfax should consider formalizing the use of pre-applications in the land use process, and tie these reviews to downstream reviews.
P-6. Third-party entity role in plan review and inspection approval	The County has traditionally avoided using third-party reviews citing concerns with quality and liability. There is a peer review program in place, but the County still performs a complete review due to concerns about quality.	Sacramento Region; Brookline, MA; San Carlos, San Jose, San Ramon, Santa Clara County, CA; Alexandria; Prince George's County	Use of third-parties can be an effective tool and can help to handle spikes in workload. Appropriate quality control measures, such as setting up a spot check mechanism to identify and remove those third parties with errors in providing plan review and inspection services, can be put in place to mitigate concerns about quality.

Background and Approach

Concept	Current State Issues Addressed	Comparisons	Input for Vision
P-7. Professional certification	Industry has stated plan review timelines are too long, and County plan reviewers feel they are overloaded and already working as fast as possible.	Phoenix, AZ; Charlotte/ Mecklenburg County; Clark County NV; Austin TX	Professional certification allows County-approved licensed professionals (e.g. Professional Engineers, Registered Architects) to self certify that their submitted plans comply with applicable laws. Fairfax does not allow for professional certification, but this has been an effective tool in many large jurisdictions to manage workload.
P-8. Staff incentives	With an aging workforce in Fairfax, it is imperative to be able to recruit and retain talented staff to provide effective services. The County has traditionally found it difficult to attract and retain staff partially hindered by lack of wage growth, but also by lack of motivational tools such as bonuses, promotions, and recognitions.	Marion County, OR; Osceola County, FL; Clark County, NV	Providing opportunities for professional growth and learning is particularly important for recruiting, retaining, and growing talented staff. Peer recognition can also improve staff retention, recruiting, motivation, and morale.

DRAFT

Gartner

Background and Approach
Concepts Researched Inform Fairfax's Vision (cont.)

Concept	Current State Issues Addressed	Comparisons	Input for Vision
Regulations and Policy			
RP-1. Overhauling zoning ordinances	The Zoning Ordinance has become outdated and more complex over time as a result of numerous amendments and evolution of development concepts. This has made it more difficult for the Ordinance to be consistently interpreted and applied, and creates inconsistencies with other regulations/policies.	Fairfax City, Alexandria, DC, Arlington, Prince George's, Montgomery, Austin, Durham, San Antonio, Knoxville, Peoria, Sacramento	Fairfax's Zoning Ordinance is outdated and complex. The County has the following options: ■ Status quo with incremental improvements ■ Make substantial change particularly improving usability and consistency ■ Major rewrite and implementation of a new format which would best meet the County's development goals
RP-2. Improving proffers to facilitate consistency, traceability, and enforceability	Variability in how proffers are written and the lack of a uniform mechanism to track them make it difficult to determine how/when they are fulfilled. Additionally, proffer language is often ambiguous, resulting in downstream delays due to a lengthy interpretation process. Ambiguity can effectively counter the purpose of proffers by creating a misunderstanding regarding the commitment.	District of Columbia, Prince William County	Proffers should be clear and specific on what is to be done, when it will be done, and how it will be verified.

DRAFT

Gartner.
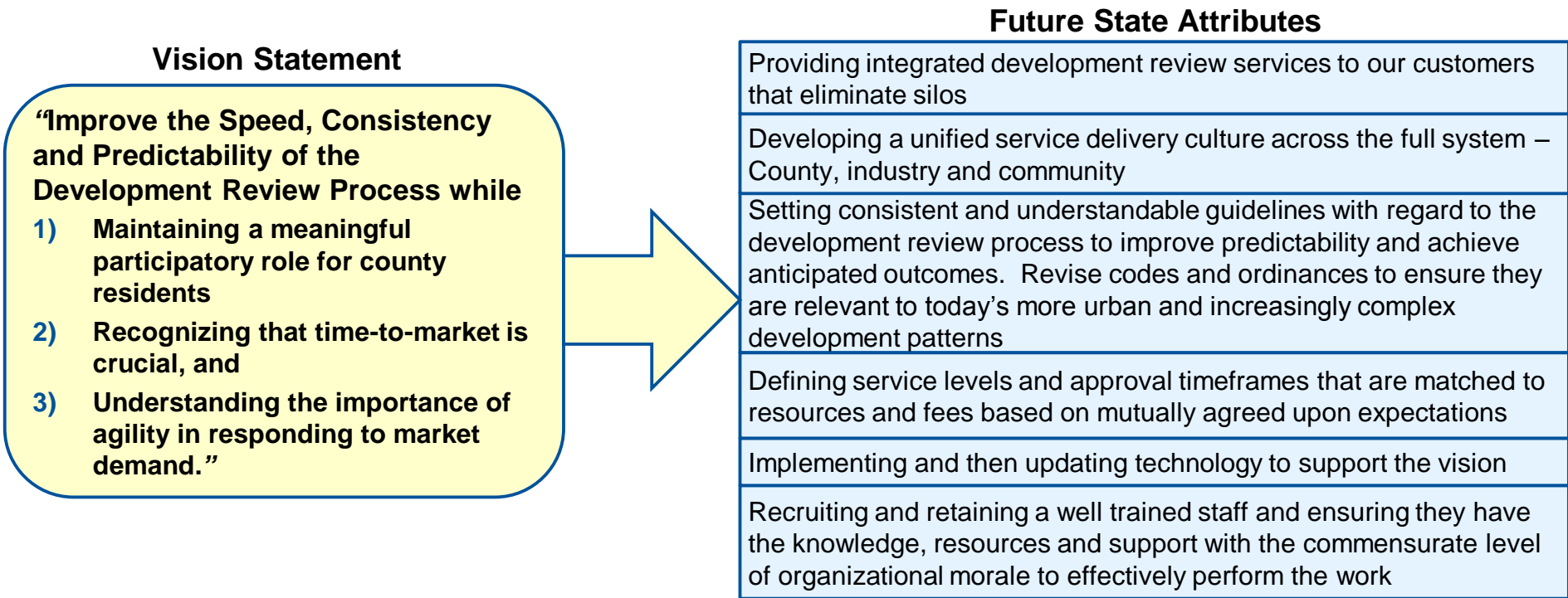
Background and Approach
Concepts Researched Inform Fairfax's Vision

Concept	Current State Issues Addressed	Comparisons	Input for Vision
Technology			
T-1. Modernizing technology systems	Aging, non-integrated technology systems exacerbate process and customer service issues. The siloed systems do not fully support operational and customer needs, and are unable to generate all of the necessary metrics to measure and report on operational activities.	Alexandria, Montgomery, Prince George's, Prince William	The County's systems are aging, siloed, and cannot meet customer and user needs. Realizing this, the County has begun implementation of an electronic plan review system and planning for modernization of core systems. Many jurisdictions have already undertaken similar efforts.

DRAFT

Gartner.

Background and Approach
Fairfax County's Working Vision Statement

- Fairfax County has already defined a working vision as outlined below.

- This jurisdictional comparison presentation and Gartner's visioning workshop will be used to refine this working vision.

Vision Statement

"Improve the Speed, Consistency and Predictability of the Development Review Process while

1) **Maintaining a meaningful participatory role for county residents**

2) **Recognizing that time-to-market is crucial, and**

3) **Understanding the importance of agility in responding to market demand."**

Future State Attributes

Providing integrated development review services to our customers that eliminate silos
Developing a unified service delivery culture across the full system – County, industry and community
Setting consistent and understandable guidelines with regard to the development review process to improve predictability and achieve anticipated outcomes. Revise codes and ordinances to ensure they are relevant to today's more urban and increasingly complex development patterns
Defining service levels and approval timeframes that are matched to resources and fees based on mutually agreed upon expectations
Implementing and then updating technology to support the vision
Recruiting and retaining a well trained staff and ensuring they have the knowledge, resources and support with the commensurate level of organizational morale to effectively perform the work

DRAFT

Gartner.

Background and Approach
Fairfax County and Industry Top Initiatives

- The County and industry have identified their top initiatives shown below to achieve the working vision.
- Gartner will also develop a set of recommendations to achieve the refined vision.
- The Gartner recommendations and these initiatives will be inputs into the Gartner roadmap.

Fairfax County's Top 7 Initiatives

1. Joint Training Academy
2. Planning and Development Customer Information Center
3. Project Management Pilot
4. Proffers - Create cross agency and stakeholder team
5. Retail Strategy
6. Parking Management
7. Restaurants – getting them open

Industry's Top 5 Initiatives

1. Project Coordination/Project Management
2. Collapsing Schedules
3. Scope/Mission/Staff Attitude
4. Third Party Review
5. FCDOT/VDOT Coordination

DRAFT

Gartner.

Agenda

- Background and Approach
- Jurisdictional Comparison Concepts
  - Operational
  - Organization
  - Process
  - Regulations and Policy
  - Technology

DRAFT

Gartner

Operational

Problem: The land development process has been described as adversarial, and cultural issues impair efficient customer service and effective service delivery

- As the County embarks on major transformation to address the current state primary themes, successful change will require a partnership between the County and industry, and also establishing a culture of collaboration among the County stakeholders. Additionally, these improvement efforts will require adequate funding.

- The concepts presented in this topic include discuss transformational change, as well as potential funding models for the County to consider.

- This topic presents ideas that address these current state primary themes:
  - **Theme 1**: The land development process has become increasingly adversarial over time
  - **Theme 2**: Cultural issues impair efficient customer service and effective service delivery
  - **Theme 3**: Fairfax County operates in silos, which limits ability to effectively communicate and coordinate with one another
  - **Theme 4**: Complexities and inconsistencies with land use and development policies and regulations hamper predictability and efficiency of service delivery
  - **Theme 5**: Inconsistencies throughout the process hamper predictability and efficiency of service delivery
  - **Theme 6**: Aging, non-integrated technology systems exacerbate process and customer service issues
  - **Theme 7**: Metrics do not fully measure quality and actual workload or priorities

The land development process has become increasingly adversarial where the County is perceived to be motivated to identify a reason to deny a plan, permit, or inspection rather than a path forward, and customers are perceived as often being uncooperative and not putting in their best effort to submit quality plans, compromise and reach common ground. Additionally, cultural issues impair efficient customer service and effective service delivery where the County is perceived to not share the same sense of urgency as customers, and customers are perceived to be 'gaming' the system and failing to meet their responsibilities.

> **ISSUE:** The land development process has become increasingly adversarial over time and cultural issues impair efficient customer service and effective service delivery.

- In the ***City of Sacramento***, the City's land development process and customer relations had become so difficult that one of the City's largest local developers declared 'I will no longer do business in Sacramento.'

- In response, the City established a commission to conduct hearings and come up with a list of opportunities to improve their service.

- The commission, called the Development Oversight Commission, was then officially chartered to lead the reformation to bring about the Vision described below with the following Mission.

<u>Vision</u>	<u>Mission</u>
A development friendly City. A City where: ▪ Standards are high. ▪ Staff are well trained and professional. ▪ Applicants and builders feel they are being treated with courtesy and fairness. ▪ Public Counter service is world class ▪ Applicants consistently receive timely processing of their application. ▪ Applicants can easily access City information to obtain status of their projects. ▪ City staff are proactive about sharing information related to policies, procedures, processes and interpretation of standards. ▪ Applicants have a partnership role with City staff. ▪ Building inspection practices are consistent.	▪ Provide a forum for discussion of development related challenges to improving the City's image. ▪ Recommend improvements to the City's processes. ▪ Provide meaningful feedback to the Mayor and City Manager on performance of the City's development processes (entitlement application, planning commission, environmental review, public works and utilities infrastructure, fire code, building code plan check, design review, Public counter, payment of fees, other agency compliance, field inspection, entitlement conditioning compliance, etc.) ▪ Visit successful planning/building operations to observe and report back ▪ Conduct public meetings to facilitate outreach.

DRAFT

Gartner®

- The Development Oversight Commission chartered a series of workshops that were professionally facilitated to include all the major stakeholders – including developers, community, design professionals, economic development, etc.
  - One key approach were breakouts with each table insured to have a person from each core constituency, assigned specific topic areas.
  - This led to a shift in dynamics from 'here are the problems – what are you going to do about them' to 'we are all in this together, we all need to be part of the solution.' To create real change required shifts in attitudes and actions of both public and private sector participants.
  - The detailed changes that followed were nearly all generated with internal knowledge so they were by definition specific to the culture and dynamic of the region, but were informed by research into what is going on elsewhere.

- The commission was disbanded after completion of their improvement projects. However, ideally such a commission:
  - Continues on to monitor progress, providing a feedback loop and 'continual improvement' using annual surveys to check against baseline every year or two
  - Keeps an open channel to consider both small issues that crop up, as well as big picture considerations (such as regional economic development/cooperative framework between neighbor jurisdictions)

GET THE CUSTOMER TO SUCCESS
FAIR & FOCUSED
STREAMLINED • TRANSPARENT
ACCOUNTABLE
City COMPASS

The **City** is **COM**mitted to **P**roviding **A**ccountable / transparent / fair and **S**treamlined **S**ervices to our customers

Mission:
City of Sacramento will be the most livable city in America

Operating Principles:
- Get the Customer to Success
- Promote safety, livability, and economic vitality
- We value our customers and our co-workers

What does "Get the Customer to Success" mean?
- It is an attitude rather than just an action. It is choosing to be a **problem solver** and **facilitator** rather than a regulator.
- It is being **accountable** for your actions and treating the customer **fairly**.
- It means to continually look for ways to **streamline** our processes to reduce time, confusion, redundancies, and save energy, money…. **continuous improvement**.
- It means that we operate as one **transparent** and seamless organization. Our customers do not see us as different departments but as the "City of Sacramento".

DRAFT

Gartner.

Concept OP-1: Transformational Efforts – City of Sacramento Case Study (cont.)

- The improvement process unfolded over several years and included:
  - Empowering staff to help shape more effective and efficient processes
  - Staff incentives and programs
  - Customer outreach
  - Workshops that brought all stakeholders together in professionally facilitated sessions that included breakouts that found common ground and principles
  - Charter contained:
    - Composition of the Commission
    - First Phase Timeline
    - First Phase Tasks
    - First Phase Deliverables
  - Some staffing shifts were necessary along the way.
- Commissioners had recognition and responsibility and were integrated into the City's team
- The business card of every City person had the agreed on Operating Principles on it - principles that came out of the facilitated workshops

CITY OF SACRAMENTO

Development Services
We Help Build A Great City

MICHAEL F. MALINOWSKI
DEVELOPMENT OVERSIGHT
COMMISSIONER

NEW CIT...
915 I STR...
SACRAM...
http://cityo...

OPERATING PRINCIPLES:

GET THE CUSTOMER TO SUCCESS

PROMOTE SAFETY, LIVABILITY & ECONOMIC VITALITY

VALUE OUR CO-WORKERS AND CUSTOMERS

HELP LINE: 916-808-5656

DRAFT

Gartner.

Concept OP-1: Transformation Efforts – City of Sacramento Case Study (cont.)

- Efforts resulted in the City moving from worst to first in regional customer surveys of Development Services Center.

Sacramento Business Journal - March 31, 2008
http://sacramento.bizjournals.com/sacramento/stories/2008/03/31/focus1.html

BUSINESS JOURNAL

Friday. March 28, 2008

Sacramento shoots to No. 1 on building department survey

City reaps rewards after years of analyzing, restucturing procedures

Sacramento Business Journal - by Michael Shaw Staff writer

After three years spent restructuring how it handles development applications, the city of Sacramento has gone from worst to first in an annual Business Journal survey of developers, contractors, architects and engineers. The city ranked last in the first survey conducted in 2003.

The favorable reviews come after sweeping reforms in both the city's procedures and in how it relates to the real estate professionals who are its customers and clients.

"A lot of people think it's very, very difficult to change government," said city manager Ray Kerridge, who noted that Sacramento officials had eyed the survey as a benchmark to track their progress. "We did change government. The basis of the whole thing is customer service."

"I'm proud of our city," added Mayor Heather Fargo. "It shows we have made the right moves."

Kerridge said the city will find it more challenging to maintain its position at the top during the current period of economic downturn, staff layoffs and a budget shortfall.

Other big movers on this year's survey include Woodland and Davis; each jumped four positions higher than last year's ranking among the 16 communities rated.

Operational

Concept OP-1: Transformational Efforts – State of Oregon Case Study

- The **_State of Oregon_** building regulatory program was in total disarray in the late 90's with a dysfunctional and adversarial system. Stakeholders and local jurisdictions could not work with the Oregon Building Codes Agency. Previous state regulatory attitude – "do it my way or the highway."

- The State took action:
  - Replaced the chief building official and the new official had to totally rebuild stakeholder and local jurisdiction trust.
  - Involved the new official in national regulatory streamlining initiatives and brought in a consultant to assess the problem, recommend a pathway forward to repair and rebuild.

The State worked collaboratively with industry to develop a plan of action:

1
- Organized 1 ½ day session between key stakeholder groups and new chief building official for the state and his new hired deputy.
- Listened to stakeholders (from both private and public sectors) complaints/concerns

2
At close of that session formed an informal (later formalized) stakeholder advisory group to the state.

3
Developed a "roadmap" for reform, which the chief building official adopted/implemented.

DRAFT

Gartner.

- The State working with the stakeholder advisory group put the plan into action over a period of 2.5 years to achieve:

  Goal 1: Change culture from a "gotcha" mentality to a partnership

  Goal 2: Streamline the process

State Plan and Actions

1) To transform culture, the State developed an internal training program for state employees. 1/3rd staff supported change, 1/3rd absolutely resisted change and 1/3rd sat on the fence. Began by focusing on those supporting change.

2) Held series of four regional 2 day training workshops across the State with State and local building officials and construction community. Focus in sessions was on attitude change to build partnerships and identify areas/ processes which could be made more efficient; and also setting commitment to change, a timetable for those changes and implementing and meeting the timetable.

3) Periodically provided stakeholder community with progress reports and opportunities for more feedback.

Outcomes

Reduced regulatory processing time in Oregon by 40%
Established statewide training program for state and local building officials on working with customers as partners.
In Greater Portland area, established a common permit application system which included everyone using the same forms and simple permits for water heaters, minor electrical and plumbing work.
Implemented a master builder program for residential construction – reducing # of mandatory inspections for residential builders meeting state standards.
Adopted a statewide roadmap for application of information technology in code administration programs.
Private sector support for and assistance in passing a statewide permit surcharge to develop and put in place a statewide ePermitting system.
Established a statewide office of regulatory streamlining modeled on successful program in the Oregon Building Codes Agency.

Charter a County and industry entity, potentially the Steering Committee, to be responsible for implementing change. Change should include a culture shift to become more of a partnership, as well as operational improvements.

DRAFT

Gartner.

Operational
Concept OP-2: Enterprise Fund

ISSUE: Fairfax development services currently operate through a General Fund, which can make it difficult to allocate funding to initiatives that support development in the County.

- The County is considering potentially establishing an enterprise fund as a mechanism for assessing and managing fees to fully or partially fund a range of development services.
- At a high-level, there are three approaches to consider: general fund, enterprise fund, or a blended model

Funding Model	Description
General Fund	Land development operations are funded by the County's General Fund and receipts are returned to that fund, and competes for funding with other County priorities.
Enterprise Fund	Land development operations are fully funded by the fees collected for services. Fees are set based on cost to provide service. Enterprise Fund receipts are then available to be spent on needs of participating agencies. Revenues can be used to hire new staff, pay for needed technology, etc.
Blended	Land development operations are funded by a combination of fees collected and general funds. Typically project specific activities (e.g. processing applications, plan review, inspections, permits, etc.) are funded by fee for service. Activities like managing ordinance and long range planning, etc. are typically funded through the general fund.

Operational
Concept OP-2: Enterprise Fund (cont.)

- Each funding model has pros and cons. The table below highlights the main ones to consider and identifies jurisdictions that are using each model.

Model	Pros	Cons	Jurisdictions
General	Appears to be a more stable approach than fully fee funded approach during recessions.	It can be a challenge to justify additional revenue transfers to some agencies while other agency budgets are being reduced. Can be difficult to get additional funding for hiring or initiatives. Increases in budget must be approved by an outside budgeting agency. Additionally, for industry to buy-in on fee increases, it needs to be very clear how the increased revenue will contribute to development services initiatives instead of being used for other purposes once in the general fund.	City of Boston, MA; Chicago, Il
Enterprise	Benefits of an Enterprise Fund include enabling a jurisdiction to better: ■ Measure performance ■ Analyze impact of financial decisions through continual monitoring ■ Determine cost of providing services ■ Establish a mechanism where there can be a dedicated roll over of funds over expenses ■ Respond to demand by hiring resources; ■ Provides agility to respond to staffing needs and changes in the market	It is a continual challenge to ensure there is enough funding for operations; Prince William County and Mecklenburg County both laid off a significant percentage of staff during the recession due to sharp drop in revenue. It can also be difficult to hire and train staff in time to address peaks.	Prince William County; Loudoun County; Mecklenburg County, NC
Blended	■ Can have the benefits of a fee funded approach, while providing a safety net should another recession occur. ■ In the wake of the recession a number of jurisdictions shifted to this model	All of the cons outlined above for General and Enterprise models.	Salem, OR; Maricopa County, AZ; Clark County, NV; Alexandria; Arlington; Montgomery; Prince William

DRAFT

Gartner®

- Any activity that charges a fee MAY be reported as an enterprise fund.

- Report an activity as an enterprise fund if:
  - The fees will be used to fund both direct and indirect costs of providing the services
  - The jurisdiction adopts a statute requiring costs to be recovered through fees
  - Management intends to recover total direct costs including capital costs (depreciation or debt service) through rates and charges.

- User fees:
  - Must be in return for a particular governmental service which benefits the party paying the fee in a manner not shared by other members of the society
  - The party paying the fee has the option of not utilizing the governmental service and thereby avoiding the charges (i.e. choosing not to purchase and build on a piece of land, or building in a different jurisdiction)
  - Fee must not be collected to raise revenues, but to compensate entity providing the service for expenses related to that service.

- Under an Enterprise Fund the fees charged include the associated indirect costs for that service. With the Enterprise Fund the agency periodically reimburses the General Fund during the year for the indirect costs.

- Surpluses may go into a fund to cover variances in service levels, "rainy day fund," often with a limit on the surplus amount set by jurisdiction's elected body. The limit is used to prevent a large surplus from accumulating and never being used for other jurisdictional needs.

- Indirect costs include:
  - Benefits and insurances
    - Examples: pension, life, health, vehicle, property, unemployment, Workers Comp, and Medicare
  - Central Services
    - Legal, procurement, maintenance, personnel, treasury, collections, data processing, accounting budget, assessing

- Process for adopting an enterprise fund should include:
  - Establish a separate fund for each service (or line of business) or identify the services (or line of business) included within the fund
  - Establish each fund separately by a vote of Board of Supervisors allowing for adequate control
  - Annual assessment of each fund on it own merits (making it easier to rescind a fund if needed)
  - Often takes about six months from adoption time to the time it goes into place to work out transition issues
  - Retain flexibility to put a hybrid system in place
- ***Prince William County*** shared the following lessons learned:
  - There needs to be a reserve funding source (either tap general fund, or establish a reserve).
  - Good metrics and staffing/projection models are imperative; "must know your numbers."
  - Strong relationship with customers is necessary get buy-in for fee increases.
- A critical factor to successful enterprise funded programs is the ability to carry surpluses over from year to year to address years when there are down turns in the economy. These funds must not be diverted to other parts of County government.

DRAFT

Gartner.

- *Alexandria* uses general fund and special fund where the special fund pays the cost of Permit Center team members in other departments, including Transportation and Environmental Services, Planning and Zoning, Information Technology, Finance, and Historic Alexandria.
- *Arlington* Community Planning, Housing, and Development uses general fund and is fee funded for Construction Permit Administration, Construction Field Inspection Services, and Construction Plan Review Services.
- *Montgomery County* Department of Permitting Services enterprise fund has provided resiliency during the last downturn, and also enables the department to target funds to initiatives that will improve development services (a case study is included in the Appendix).
- *Prince William County* Department of Development Services is mostly fee funded.

Using an Enterprise Fund provides greater flexibility than General Fund to allocate funding for development services needs, but also requires greater operational and financial rigor to manage the fund.

Agenda

- Background and Approach
- Jurisdictional Comparison Concepts
  - Operational
  - Organization
  - Process
  - Regulations and Policy
  - Technology

DRAFT

Gartner.

Organization
Problem: Silos Can Hamper Collaboration and Effective End-to-End Service Delivery

- Fairfax land development responsibilities are split between two primary organizations: Department of Planning and Zoning, and Department of Public Works and Environmental Services – Land Development Services.

- Several other key agencies are involved in the process such as the Fire Marshal's Office, Health Department, Fairfax County Department of Transportation, Virginia Department of Transportation, among others.

- Processes are designed to be highly segmented and decentralized. Although organizational silos can be efficient for work within the silo (specialized focus and expertise), it can limit collaboration and effective end-to-end service delivery.

- This topic provides ideas that can potentially address the following current state primary themes:
  - **Theme 2:** Cultural issues impair efficient customer service and effective service delivery
  - **Theme 3:** Fairfax County operates in silos, which limits ability to effectively communicate and coordinate with one another

> *There seems to be an adversarial relationship between some Fairfax County departments. Such strained relationships have resulted in little regard for one another's time, poor communications and increased inefficiency. There is potentially unclear guidance regarding resolving conflicting priorities, and the applicant often must navigate among the many stakeholder departments to complete plan review, and even across two different sides in the customer service center.*

DRAFT

Gartner®

Organization

ISSUE: Customers do not view the land use and development process as being managed by "One Fairfax." Land use and development is managed by two primary departments: DPZ is responsible for planning and zoning functions, and DPWES LDS is responsible for site and buildings functions. Challenges of coordinating contributing and outside agencies are discussed in concept O-2.

- Jurisdictions often adopt differing organizational structures for structuring planning, zoning, site, and buildings responsibilities depending on local government structures and regulations. Common models are outlined below and described in subsequent slides.
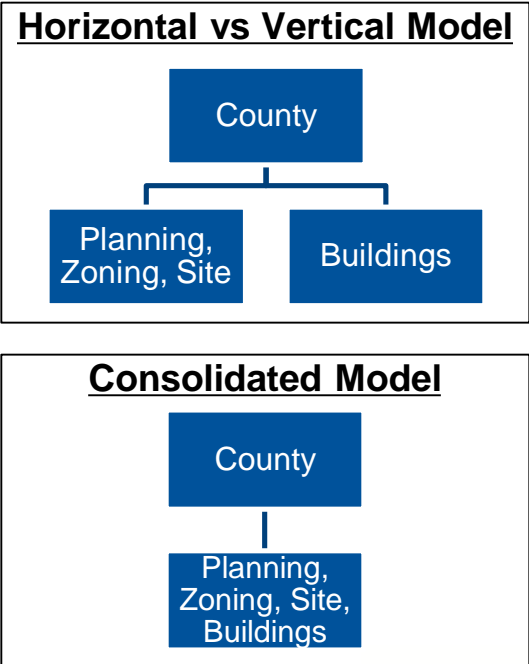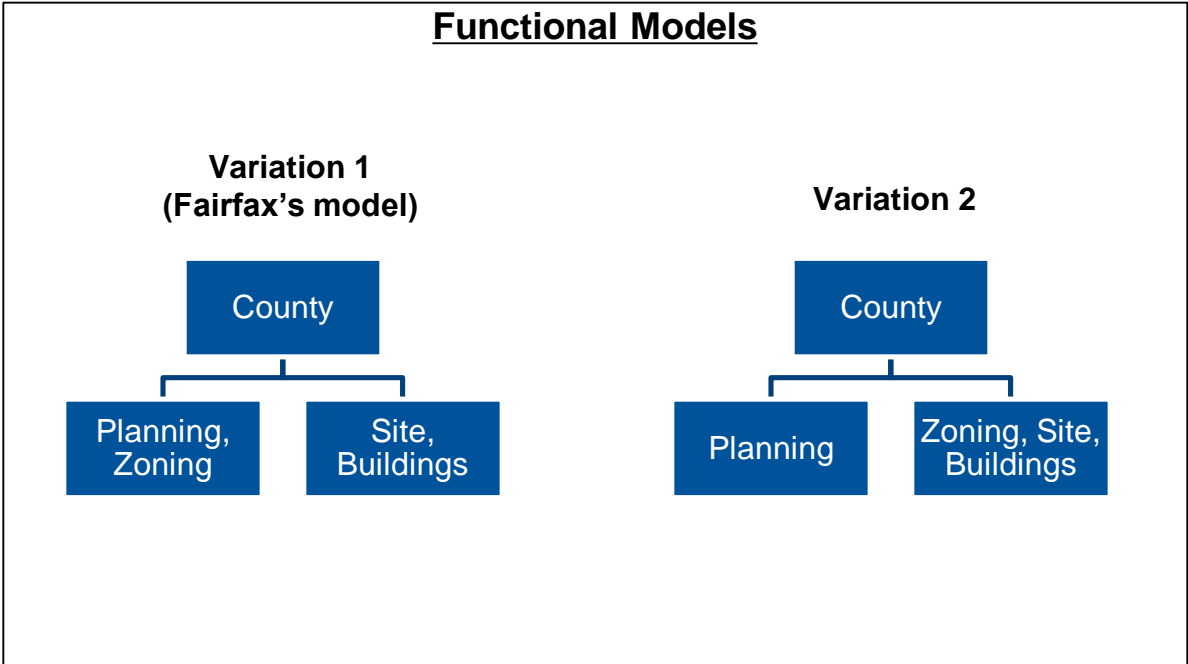
43

DRAFT

Gartner

Organization

Concept O-1: Organizational Structure for Planning, Zoning, Site, and Building Functions (cont.)

Model	Description	Example Jurisdictions
Functional: Variation 1	Planning and zoning functions are handled by one department, and site and building functions are in another department. This is the most common model and reflects historical evolution of zoning/planning/land use and of building regulatory systems in the nation. Land use/zoning comes from one career path while building officials, inspectors, plan reviewers are from another.	New York City; Prince George's County, MD; Chicago; San Francisco
Functional: Variation 2	Planning is in one department, and zoning, site, and building is in another department. This is the second most common structure and is more commonly used when planning is coordinated between multiple jurisdictions in a region, but zoning and building regulatory functions are different for those jurisdictions. Also facilitates Planning on taking longer range view while zoning and regulatory oversight are generally day to day functions.	Montgomery County, MD; Miami and Dade County, FL
Horizontal vs Vertical	Buildings is in one department (i.e. vertical), and planning, zoning, site (i.e. horizontal) is in another department. Typically, used in regions where the local authority retains control of land use planning and zoning (e.g. City or Town) while building construction is regulated by the broader region (e.g. County).	Charlotte and Mecklenburg County, NC; Indianapolis and Marion County, IN; Nashville and Davidson County, TN
Consolidated	Planning, zoning, site, buildings functions are all in one department. This model generally has occurred in either very small jurisdictions or very large ones. In the latter case, it often evolved to ensure greater coordination between these functions to address issues that arose from lack of coordination and created confusion for the customers. This system also has been used as a means to better facilitate disaster recovery as in the case of Charlotte County, FL in the wake of 2004 Hurricane Charlie.	City and County of Sacramento, CA; Shelby County/Memphis, TN; Charlotte County, FL

DRAFT

Gartner.

Concept O-1: Organizational Structure for Planning, Zoning, Site, and Building Functions (cont.)

Model	Pros	Cons
Functional Model (variation 1; Fairfax's model)	▪ For large jurisdictions this is most common structure. It is well understood and for staff provides cleaner, clear lines of authority/responsibility. ▪ Facilitates moving to either an Enterprise Fund or Hybrid system for the current departments because there will be no need to await for a reorganization of the existing structure or going through a transition period. ▪ Keeping the current model in place does not get into transition issues.	▪ Tends to be more bureaucratic and provide more challenges for customers, greater chance for disconnects for customers as their project moves through process. ▪ After the recession this structure created problems when construction started to return and jurisdictions found themselves short-staffed in some areas creating bottlenecks and slowdowns. ▪ There can be tension between planning/zoning groups where one is viewed as nut-and-bolt and the other is looking more holistically and longer term.
Functional Model (variation 2)	▪ Provides clear focus on long-term vision for jurisdiction ▪ Consolidates into different section all functions related to short-term and enforcement	▪ Can create a disconnect between long-term vision of planning and short-term administration and enforcement functions ▪ Less common structure may be less familiar to customers ▪ Can end up reporting to two different authorities making coordination and resolution of potential inconsistencies /differences more difficult.
Horizontal vs Vertical Model	▪ Enables each department involved to focus expertise in one of these two areas ▪ Gives stronger regional image to metropolitan area to attract development	▪ Can be difficult to coordinate when a project spans the end-to-end process especially if the zoning/site review process is handled by one department and buildings by another ▪ Can be confusing to customers with regards to delineation of responsibilities. This is especially true when these functions are housed in different buildings.
Table continued on next slide...		

DRAFT

Gartner.

Organization

Concept O-1: Organizational Structure for Planning, Zoning, Site, and Building Functions (cont.)

Model	Pros	Cons
Consolidated	▪ Tends to make for closer coordination and make the local jurisdiction's services appear more seamless to their customers even though they function as separate divisions. ▪ Facilitates cross training and movement of staff more easily to address potential log jams that can occur as construction begins to boom again. Also can provide flexibility during times of crisis – for example disaster response. ▪ Gives jurisdiction a chance to work with customers/stakeholders in planning for transition and providing input on effectiveness of this revised structure.	▪ Makes it more difficult to put system on "Enterprise Fund" basis as not all services lend themselves to a fee-for-service basis and makes it more complex to even have a blended or hybrid system of funding (General Fund for some functions – fee for service for others). ▪ Transition to it can be culturally difficult to career employees used to the individual agency model. Usually takes about 9 months to a year to make the transition/consolidation work. The first year typically has several operational adjustments that need to be made with regards to staff roles/training/processes/etc., and outreach and education of customers. The transition finally hits its stride after year 2. ▪ In large jurisdictions we have seen this restructuring become just as bureaucratic and disconnected as individual agency model. Successful restructuring demands overall management buy in and takes constant attention. In general, jurisdictions which do transition to a consolidated model tend to keep it in place.

Based on jurisdictional comparison findings and what has proven effective in other organizations, Fairfax County's organizational structure with DPZ responsible for planning and zoning functions, and DPWES LDS responsible for site and building functions is a common and effective model. However, the separation does not facilitate project management, limits accountability and leads to sequential reviews. That said, the potential options include:
- Keep the current structure, but establish better coordination mechanisms between the two divisions
- Put planning in one department; and zoning, site, buildings in another department
- Put planning, zoning, and site in one department; and buildings in another department
- Consolidate under a single authority

CONFIDENTIAL AND PROPRIETARY
330026785 | © 2015 Gartner, Inc. and/or its affiliates. All rights reserved.

DRAFT

Gartner

Organization
Concept O-2: Consolidation of Plan Review and Inspection Responsibilities

ISSUE: The review process includes many different stakeholder agencies. State and County transportation, health, and other departments also need to coordinate and participate in the review process. Being in different organizations, the decision- making structure may not be readily apparent and deconflicting comments can be challenging. Customers have stated that they often receive conflicting comments (e.g. incompatible comments particularly between FCDOT and VDOT, Urban Forest Management, Stormwater review and the Fire Marshal), which are their responsibility to resolve that can be a difficult process.

- Jurisdictions that implemented consolidation or co-location report reduced conflicts and better collaboration.

Co-location Strategy	Co-location and Consolidation Strategy
Sacramento, CA; San Diego, CA; Nashville, TN have established a Department Representative or Ambassador for all stakeholders that is a co-located service provider to facilitate collaboration and communication.	*Prince George's County* has employed both a consolidation and co-location strategy. In 2013, the County completed a reorganization to bring multiple trades under the Department of Permitting, Inspections, and Enforcement (DPIE).

DPIE Co-located
Park and Planning Commission
Fire and EMS
Office of Law
Soil Conservation District
Wash. Suburban Sanitary Comm.
State Highway Administration

DPIE Consolidated
Road Plan Review
Health Building Plan Review

DRAFT

Gartner

Organization
Concept O-2: Consolidation of Plan Review and Inspection Responsibilities (cont.)

> **ISSUE:** Industry has stated that plan reviews and inspections by the Fire Marshal are common reasons for delays in the process, and are difficult and time consuming to resolve. In some cases, the reasons are not tied to code, interpretations of code may be inconsistent, or can conflict with approved plans.

- This concept looks at strategies jurisdictions have used to better align fire plan review and inspections with the land development process goals without sacrificing safety.
- Currently, Fairfax County enforces the Virginia Fire Prevention Code which is based upon the 2012 edition of the ICC's International Fire Code (IFC). In the State of Virginia, the Fire Marshal performs building review under agreement to building officials by law.
- Increasingly, jurisdictions are making the Building Department responsible for fire reviews and inspections.
  - *Alexandria, Loudoun, Montgomery, and Prince George's* Counties'* building departments perform fire plan review and inspections for new construction.

*Plan review only

If Building takes responsibility for Fire plan review and inspections…

- Provide cross training so building department personnel can perform this function becoming certified by the International Code Council to do plan reviews and/or inspections against the IFC

If Fire retains plan review and inspections responsibilities…

- Co-locate Fire Service personnel with the building department to conduct this function in coordination with building code enforcement. Mecklenburg County and City of Sacramento both use this approach.

Irrespective of which approach is pursued, **ensure that you offer training to construction community on those areas in the Fire Code which are most frequently missed in plan design or construction.**

The jurisdiction comparisons show that there are many potential ways to overcome silos through consolidation and/or co-location. Options for Fairfax to consider:
1. Maintain status quo but implement other initiatives that may address this issue (e.g. project manager role, simplifying codes/ordinances, etc.).
2. Consolidate fire, transportation, and potentially other review and inspections responsibilities.
3. Co-locate the various reviewers to foster closer collaboration.
4. Utilize a combination of consolidation and co-location to improve collaboration.

DRAFT

Gartner.

ISSUE: There are organizational and hierarchical issues that impede collaborative review and clear direction to applicants. Site Plan Reviewers and Staff Coordinators report inconsistent support from their respective Branch Chiefs and/or managers. Reviewers and Coordinators who are responsible for gathering input from Reviewers from other agencies report inconsistent responses to deadlines of contributed information. Such delays in the delivery often place unnecessary burden on the Reviewer or Coordinator to rush at the last minute, or delay delivery of the report or plan comments.

Additionally some reviewers report inequitable workloads among their peers. This can lead to resentment among colleagues who feel that they are carrying a larger burden while some others appear not to be working as hard.

Some applicants report that there is little project management or deconflicting happening by the Coordinator, Reviewer or Branch Chief, as appropriate. This results in conflicting comments which the applicant must resolve with contributing agencies (during zoning and/or site review), or in re-reviews by multiple disciplines during building plan review. Additionally, staff turnover has resulted in promotions of Reviewers/Coordinators into positions for which they may not have adequate training or experience. As a result, they are often unable or unwilling to use judgment and make binding decisions.

DRAFT

Gartner

Concept O-3: Organizational Hierarchy (cont.)

- ***Los Angeles, New York City, and Boston*** implement a hierarchical model, which is the most common model for larger jurisdictions and tends to be a function of three factors:

  - The overall structure of County (or City) governments where they decide that they need this layer for management and control throughout the organization.

  - They have put this in place to address management and span and control problems. It enables management to control quality and manage workload.

  - Often put in place where the jurisdiction is facing a large number of retirements of staff and they are having to do a lot of training for new hires to replace 25 to 30 year professionals who have left or are leaving. The mid-level managers serve as mentors and become the institutional memory.

Based on jurisdictional comparison findings and what has proven effective in other organizations, a hierarchical structure with mid-level management layers, e.g. Branch Chiefs, can help to effectively manage the organization to handle increasing workload and complexity of projects. In an organization the size of Fairfax County, a hierarchical model can be beneficial to:
- Help staff develop in terms of consistency, depth of knowledge, and ability to make decisions to resolve conflicts.
- Provide leadership to drive complex projects to a resolution.
- Balance staff workloads.
- Provide more opportunities for collaborative discussion of staff projects and issues.
- Assist less experienced reviewers to advocate for issue resolution.
- Help ensure that their staff have the information necessary from other reviewers to keep reviews on track.

DRAFT

Gartner

Organization
Concept O-4: One-Stop Shop Model for the Customer Service Center

> **ISSUE:** Today there are two different customer service centers (one for DPZ and another for LDS), creating a disjointed customer experience and contributing to the customer perception that they are not dealing with a single entity (i.e. 'One Fairfax.')

- The One-Stop Shop model brings all (or majority of) agencies involved in the process into a single customer service center. Customers then have access to any department involved in the review of their application.

- Many One-Stop Shops have the goal of issuing the permit that same day if the applicant comes prepared with all required documentation.

A Range of One-Stop Shop Models

Poorly Designed "One-Stop"	**'Outposts' One-Stop**	**'Co-located' One-Stop**	**One-Stop with Specialized Customer Focus**
Austin, TX: spread out on all floors of 12-story building; customer must carry issues floor-to-floor	*Nashville, TN*[1]: - Departments are located in different buildings - Establish 'outputs' to be represented in the One-Stop Shop. - A common problem is that often not all functions are represented.	*Asheville, NC*[2]; Denver, CO; Tampa, FL: department representatives are co-located in the same physical location	*Alexandria, VA*: established a multi-agency center for all permitting needs, with a special role to help small businesses and homeowners

1. http://www.nashville.gov/Codes-Administration/Construction-and-Permits/One-Stop-Shop.aspx
2. http://coablog.ashevillenc.gov/2010/07/one-stop-development-services-shop-brings-permitting-under-one-roof/

> Establish, at a minimum, a consolidated customer service center to combine the DPZ and DPWES LDS centers. Also consider establishing 'outposts' to represent all stakeholders in the process. This makes services more accessible, while also fostering a more collaborative internal culture.

DRAFT

Gartner

Concept O-5: Project Management – Matrix Team

ISSUE: Several different agencies can be involved in the review and inspections process, and there can be conflicting directions. Industry reports that the County does not resolve conflicts and puts the responsibility onto the applicant.

- *Sacramento City* breaks-down organizational silos using inter-departmental teams (i.e. the "Matrix").

  – An inter-departmental team of representatives from all disciplines and departments for a particular range of project types; assigned to work together over time so that relationships can develop, styles can be accommodated, communication channels established.

  – The team meets on a regular schedule to process the applications that fall within its purview. Examples include:

    • Complex Project Team: Mixed Use, High Density, TOD, etc
    • New Commercial Team
    • Multi-Unit Residential Team

Leverage matrix teams as is used in Tysons more broadly for complex projects to facilitate collaboration across organizational silos. Complex projects can be characterized in terms of minimum project value where a matrix team can be assembled once the value is above a threshold. The teams should include staff from each of the involved agencies for the project which can include transportation, fire, water, parks, health, street lights, forestry, and wastewater.

Organization

Concept O-5: Project Management – Project Manager Role

> **ISSUE:** Customers have stated they often feel there is no advocate for them on the County side, and they often need to resolve conflicts between different agencies. The responsibility for the project in the County is distributed among many stakeholder agencies making it difficult to centralize responsibility.

- *Sacramento City* created a Planning Ombudsman Position that was able to provide a counterpoint for customers faced with a complex and outdated zoning code. The role was filled on a part time basis by a retired Senior Planner who had outstanding customer skills, but the position did not continue when that individual was no longer able to work.

- Sacramento City now has a more formalized Project Manager (PM) role that serves to navigate both building and planning issues for complex projects.

- The city only provides PM's for projects when requested, and the projects have to be large and complex; the minimum project scope is $3 million, but they are usually only assigned to projects in the $25 million and up range.

DRAFT

Gartner.

Concept O-5: Project Management – Project Manager Role (cont.)

- *Sacramento* staffs PM's in the Building Division of the Community Development Department, but they act more like they are in the City Manager's office since they cross departmental boundaries.

- A rotational program through planning, zoning, site, and buildings would be an effective method to train and prepare talented junior staff for a PM role.

KEY ESSENTIAL DUTIES AND RESPONSIBILITIES*

- Facilitates processing of planning, building and public improvement reviews and approvals and monitors conditions of approval, and comments on plans.

- Serves as the customer's central point of contact throughout the entire development review process.

- Reviews project proposals during conceptual, entitlement, building, infrastructure and construction stages and helps establish project goals, objectives, priorities, and identifies resource needs.

- Develops and implements policies and procedures required for implementation of action plans to support the project's goals and the city's mission.

- Assists in coordination with developers, business associations, community/neighborhood organizations, city departments, and other public agencies

- Coordinates projects with other city departments and outside agencies to address project issues and process improvement strategies and implementing programs

- Maintains liaison with business associations, community/neighborhood organizations and relevant local, state, and federal agencies

- Provide exceptional customer service to those contacted in the course of work.

Project managers can be very effective to ensure timely process of customer applications and coordinate activity across a matrix team. Within Fairfax there are several current roles that have the potential to feed into a project manager role such as DPZ staff coordinators, LDS site plan reviewers, and the ombudsmen.

* Full job qualifications are included in the appendix.

DRAFT

Gartner.

Agenda

- Background and Approach
- Jurisdictional Comparison Concepts
  - Operational
  - Organization
  - Process
  - Regulations and Policy
  - Technology

DRAFT

Gartner.

Process
Problem: Land Development Service Delivery Needs To Be More Predictable and Efficient

- Variations in process, increased development activity, and difficulty in hiring and retaining staff have made it difficult for Fairfax to provide predictable and efficient land development services.

- This topic presents concepts to improve citizen engagement, streamline and differentiate service delivery to better address customer needs, manage the peaks and valleys of development activity, and motivate and retain staff.

- This topic provides ideas that can potentially address the following current state primary theme:

  - **Theme 5**: Variations throughout the process hamper predictability and efficiency of service delivery

Some of the main issues hampering predictability and efficiency of service delivery are:

- *Public engagement in the process differs depending on the District*
- *Parts of the service all projects are treated the same regardless of complexity. Applicants perceive there are excessive toll gates regardless of complexity and quality of the submission.*
- *Staff time is currently strained from the high level of development activity in the County. Additionally, the County has faced challenges in hiring and training new staff, and retaining experienced staff making it even harder to keep up with workloads.*
- *The evolving nature of development and evolving nature of community requires staff to continuously to expand their skills.*

DRAFT

Gartner

ISSUE: Hearing deferrals occur frequently, many times due to citizen groups such as Home Owner's Associations and Land Use Committees exerting their influence. There is wide variation in the knowledge and trust in the land review process that can yield very different participation patterns.

- Transparency and early citizen engagement can help to gain buy in and potentially reduce entitlement timelines

- In the *District of Columbia* (DC), entitlement cases used to take up to 2 years, but now the timeline is typically 6 months (and 8 months on the high end). DC was able to shorten the timeline by:
  - Requiring Office of Planning approval before the application gets put onto Commission's agenda; this greatly reduced incidents where the developer would proceed to the Commission only to run into community opposition and delay the process.
  - Improved transparency by putting 75-80% of case files online for public access; whole file including neighborhood comments is all online.

- Additionally, DC has established advisory neighborhood commissions (ANC) comprised of an elected representative (for every two thousand citizens). The ANC's receive hearing notices 55 days prior to hearings and is the primary forum for public input. At the ANC, any member of the public can testify, and individuals/organizations can apply for party status to enable them to cross examine. This process ensures that the public concerns are addressed early on.

- *Fulton County, GA* established a Public Participation Plan process that requires to developer to define, at the time of the submission of an application, the plan to engage the public within a quarter mile of the project site. Prior to the public hearings, the applicant must certify that they fulfilled their public participation plan, including submission of meeting minutes, mailings, telephone call minutes, questions received and answered. In so doing, the Commission has a level of understanding of the engagement effort . This type of awareness can ensure participation by both sides and may limit deferrals.
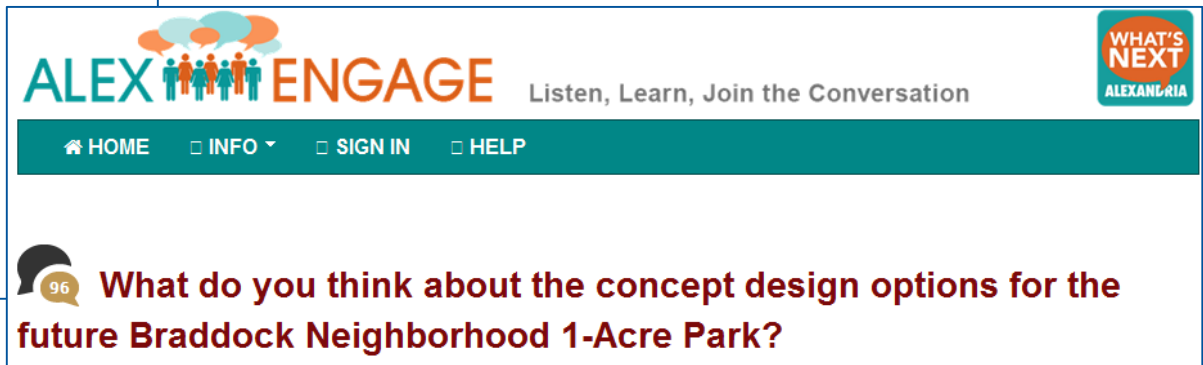
- ***City of Alexandria*** engaged the community to develop guidelines for citizen engagement called *What's Next Alexandria*, an initiative for improving civic engagement in Alexandria.

- *What's Next Alexandria* provides citizens easy access to major active projects that they can get involved in. It also seeks citizen input for projects.

Citywide opportunities to get involved: Active Projects

- ARHA Redevelopment Sites
- Arlandria Action Plan Implementation
- Beauregard Corridor Design Advisory Committee
- Braddock Plan Implementation
- Budget Development
- Del Ray Historic Preservation Pattern Book
- Eisenhower West SAP and Transportation Study
- Long Range Educational Facilities Plan
- Neighborhood Park Improvement Plan
- Oakville Triangle / Route 1 Corridor Planning Process

ALEX ENGAGE — Listen, Learn, Join the Conversation

WHAT'S NEXT ALEXANDRIA

⌂ HOME   ▢ INFO ▾   ▢ SIGN IN   ▢ HELP

96 **What do you think about the concept design options for the future Braddock Neighborhood 1-Acre Park?**

Expanding public outreach and transparency earlier in the process can help to get buy-in from citizen groups and prevent the project from being derailed.

DRAFT

Gartner.

P-2. Educating the Public

> **ISSUE:** Citizen groups can drive activity and behavior that may not be consistent with existing process and regulations. They can influence zoning decisions that can contradict the Comprehensive Plan, and some individuals perceive the zoning process as a opportunity to "get something" from the applicant. Some of this may be due to lack of understanding of the process and regulations/policies or it could be the result of variation in reception to citizen participation.

- Educating the public is a critical step to building trust and successful citizen engagement

- Several jurisdictions have formalized outreach and education to the public about land use and the development process.

- The *City of Sacramento, CA* established the Planning Academy to open the process to citizens and developers for two-way learning opportunity.
    - The Academy sessions run 1-2 times per year inviting ordinary citizens to gain knowledge of how land use and development works in their City.
    - It is also an opportunity for citizens and Staff to meet and gain appreciation for each other's viewpoints.
    - The figure to the right is a representative slide from the Planning Academy meeting explaining the involvement of the City in the review process.

- *Clark County, NV* publishes a land use and zoning guide to educate citizens about the process.

City of Sacramento, CA

Clark County, NV

> An educated public will have a better understanding of the development process, which helps to build trust with the County. Expanding the Neighborhood Colleges, and other educational efforts will enable citizens to more effectively participate in the development process.

DRAFT

Gartner.

ISSUE: Citizens have expressed concerns that they are not involved in the planning process and that decisions are made without their input. The Land Use Committees are one tool to engage citizens in the process. However their use varies by district – some districts do not have these committees or they do not have a formal role in the process, while in other districts the committee must approve before the project goes to the Planning Commission hearing. In addition, the developers are instructed to coordinate with adjacent communities.

- Community Planning Councils are a chartered body for each supervisorial district that provides formalized public engagement in the entitlement process.

- This model has been successfully used in *Sacramento County, CA; Kansas City, MO; and Clark County, NV*. Leaders are appointed by County Supervisor (as in Sacramento County's Community Planning Advisory Council) or elected (as in Kansas City's Advisory Council). These Councils:
  - Are often staffed by City or County Planning Department
  - Review projects presented both informally (predevelopment) and formally (part of project entitlement routing)
  - Can service as a sounding board for developers to get pulse of community in a clear and organized way
  - Are integrated into planning process: recommendations go to action body (Planning Commission or Zoning Administrator for example) along with comments (diversity of opinion can be reflected)
  - Allow citizens to submit individual comments, but those that do not follow process are clearly narrow or individual perspectives (i.e. not the 'voice of the community').

DRAFT

Gartner.

- Formalizing and standardizing the process through Councils has many advantages:
  - Consistency in process across districts and timeframes: steps; timeline, costs
  - Clarity of how public input comes to the table: all are welcome, but the community itself vets input and determines what issues are community issues versus individual issues
  - Helps avoid potential 'hijack' of the public process by narrowly focused interests
  - Platform for discussing public amenity priority and value based on broad community perspective
- Further information about these Councils can be found at:
  - Sacramento: http://www.per.saccounty.net/CPAC/Pages/default.aspx
  - Kansas City: http://kcmo.gov/neighborhoods/neighborhood-advisory-council/
  - Clark County (one of many Citizen Advisory Councils): http://www.clarkcountynv.gov/depts/admin_services/tlservices/Pages/Red%20Rock%20Citizens%20Advisory%20Council.aspx

Establishing a consistent role for the Land Use Committee process across Fairfax districts ensures public input is heard and addressed early in the review process to avoid deferrals and delays.

DRAFT

Gartner.

Process
P-4. Services Tailored to the Complexity and Needs of the Project

ISSUE: Applicants perceive that there are sometimes excessive toll gates regardless of project complexity and quality of application submission. The Proffered Condition Amendment application process is expensive and time-consuming and requires the applicant to risk opening the entire approval to review in order to make a potentially small change to an approved plan or use. The interpretation process, which allows for minor modifications to approved plans has limited flexibility.

- This issue may be addressed in part by tailoring services to the complexity and needs of the project. Below are examples of different services.

- Simple Projects: Over the Counter or Quick Turnaround. Examples:
  - *Elk Grove, CA*: "TI Tuesdays" that are one day TI over the counter
  - *City of Sacramento, CA*: "Staff Level Review" for simple projects
  - *Durham, NC*: Site Plan Levels One through Four
  - *City of San Jose*: Coordinated Expedited Review for Planning Applications
  - *Maricopa County, AZ*: If Planning Commission approval is unanimous, the application is put on the Board of Supervisor's consent agenda

- Shovel Ready
  - Incentivized projects that can catalyze other desired development should be on a different track or pre-approved. Examples are provided in subsequent slides.
  - Example: *Sacramento* has a set of house plans they commissioned that are 'pre-approved' for certain incentive infill areas

- Complex Projects: routed through a more complete process cycle
  - In *Durham, NC*, projects can have two levels of pre-submittal meetings, major site plans will go to a governing body, and there are different tracks depending on complexity.
  - *Los Angeles*, has established parallel process for its major development projects.

DRAFT

Gartner.

Process
P-4. Services Tailored to the Complexity and Needs of the Project – LA Example

- The *City of Los Angles* has recently implemented a 'Parallel Process' Model (called the PDP) for large and incentive projects that has resulted in major time savings for major projects ($10 million or more).

- The PDP is a fully integrated solutions that:
  - Begins with a 'sketch plan' review
  - Includes a robust project manager role
  - Relies on partnerships between all the affected departments and agencies.

- In this model, the building plan review is implemented in a series of incremental submittals while the entitlement process is still underway.
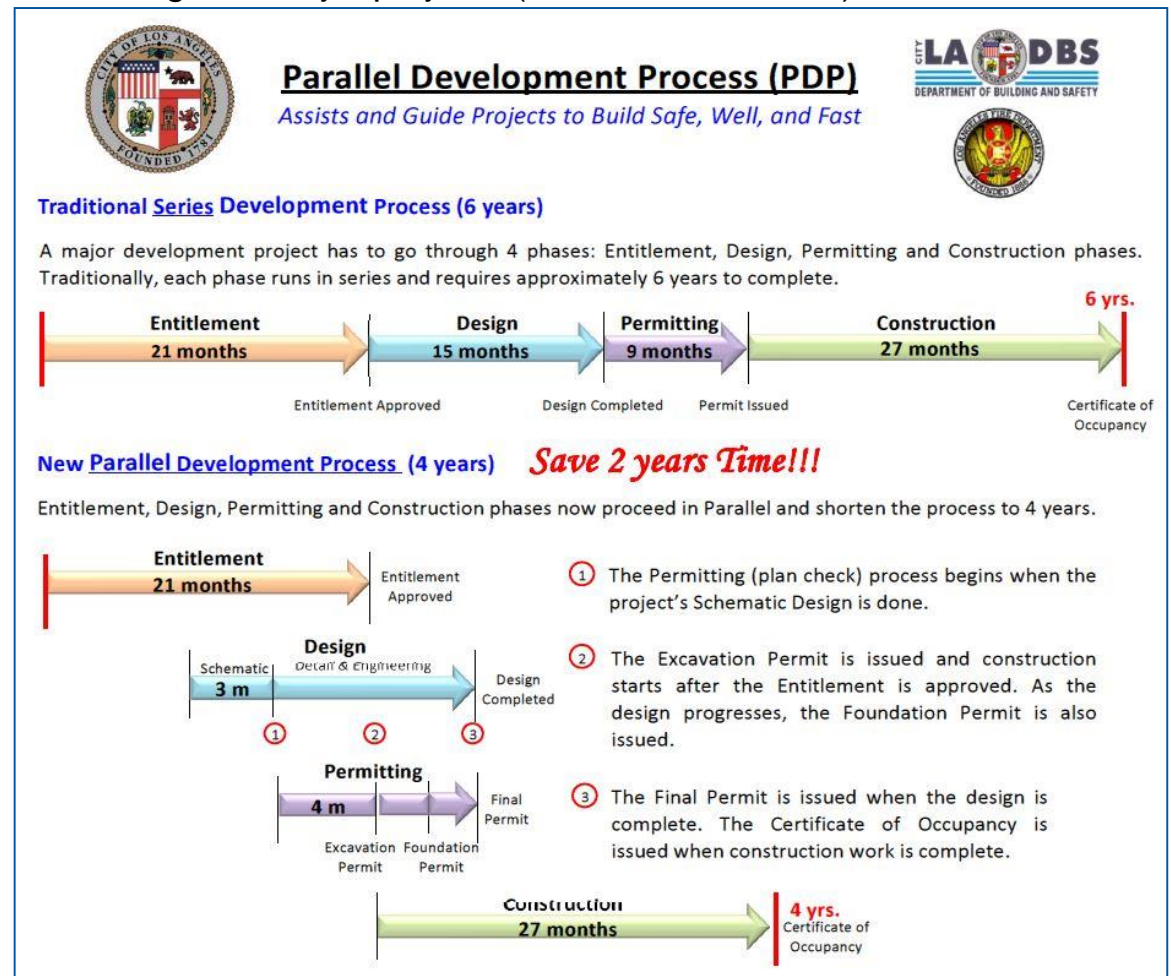
Source: LA Department of Building and Safety

DRAFT

Gartner

- There are a number of successful case study examples that illustrate that even in an extremely large and complex jurisdiction such as *Los Angeles*, this approach can meet with resounding success.

Source: LA Department of Building and Safety

DRAFT

Gartner.

P-4. Services Tailored to the Complexity and Needs of the Project – LA Example (cont.)

- **_Los Angeles_** tailors its processes to categories of projects and it is 'cross department' encompassing zoning, building, fire, utilities, etc.

Project Types / Services Available	Major Projects: • New Units >= 30 units • New Non-Residential Floor Area >= 30,000sf • Valuation >= $5 million • Create > 50 new jobs	Special Projects: • Affordable Housing >=20 units • Senior Housing >=20 units • Adaptive Reuse • City Bond Funded • Charter School • Clean Technology/ Green Businesses	Project Referred by: • The Small Business Source Center • The Great Streets Program	Restaurants (See Footnote #1)	All Others
Feasibility Study • Provide site specific zoning parameters to help define the building envelope at the initial design stage	✓	✓			
Pre-Development Meeting (PDM) • Outline the requirements and various permitting processes at the early stage of your project • Coordinate a round table meeting with the city agencies involved in permitting the project	✓	✓			
Preliminary Review • Coordinate a one-time meeting with City staff to answer specific questions. Please see Footnote #2. • Participation of other departments may be requested at the discretion of the Case Manager.	✓	✓	✓	✓	✓
Project Navigation • Provide a clear, transparent road map of the permitting process which identifies the city agencies' permit clearances required for your project • Assistance with troubleshooting and problem solving	✓	✓	✓	✓	

Footnotes:
1. Please visit http://ladbs.org/LADBSWeb/rhep.jsf for more information on the Restaurant and Hospitality Express Program and how to apply for their services.
2. Fees may be applicable for some Departments per meeting. Refer to the DSCM Service Request Form available at www.ladbs.org. See section 6 on the form for details on fees and all code disciplines available.

DRAFT

Gartner.

Process
P-4. Services Tailored to the Complexity and Needs of the Project – Incentivized Projects

- Incentivized projects can help the County to achieve their vision in an efficient and timely manner
- Incentivized projects are created by the jurisdiction to foster growth according to the establish plan by making the process more predictable and lowering the cost to develop.
- Examples include:
  - Projects of certain types (e.g. Solar Panels: *San Jose County, New York State*, etc)
  - Projects from certain developers (e.g. projects from Community Development Corporations)
  - Projects located at incentive sites (e.g. *Roseville CA* Shovel Ready Designs, and *New York State* Shovel Ready Program)

NY State Shovel Ready Program

Roseville, CA Incentive Site Example

DRAFT

Gartner.

Process

P-4. Services Tailored to the Complexity and Needs of the Project – Incentivized Projects (cont.)

- The *Chicago area* established incentives for Transit Oriented Development.

October 2012

Streamlining the Entitlement Process for Transit-Oriented Development

Best Practices Summary

Motion

3. Streamlined Public Process

Public involvement in any proposed development is important. However, long public comment periods may extend the pre-construction period beyond what may be financially feasible for the project. Municipalities are encouraged to set up a streamlined public process that allows adequate public involvement, yet is not repetitive or time-consuming causing extensive delays between meetings. Similar to other types of construction delays, extensive time in between meetings can increase pre-development costs and affect the eventual market price of the product.

Solution:

Encouraging developers to adhere to the zoning ordinance (without requesting variances) can not only streamline the approval process, but allow for a streamlined public involvement.

The County has already established faster tracks for more simple projects (i.e. walkthroughs) and also has a modified process for Tysons. However, the process for complex projects can be further differentiated based on complexity or with strategies such as incentivized projects. The County is currently piloting a single-issue PCA to limit scope of the review and offer a quick resolution. Evaluating the flexibility of the interpretation process may offer additional review efficiency.

DRAFT

Gartner.

> **ISSUE:** The County offers optional consultative pre-application support in the land use process for prospective applicants to identify potential issues prior to formal submission of an application. The pre-application process is not consistently managed but considered valuable.

- The high-level of detail required in the entitlement process can be costly to applicants.

- The ULI advocates use of sketch plans (such as those used in Fairfax pre-application process) to "reduce the upfront cost burden on applicants."

- An informal "sketch review" is a key first step before serious investment allowing the applicant to quickly gauge the public and Staff opinion to make a more timely decision.

- It is also an opportunity to share the 'vision' and define what is expected to earn a 'partner' relationship in the process.

- The County should be an advocate for development that is consistent with Vision, versus 'not opposing' (positive action, versus no action to oppose).

- *Mecklenburg County, NC* and *Los Angeles* use this process.

What development incentives will work best to facilitate desired development?

Zoning and Development Review

- The zoning code should be modernized to reflect Tampa's vision as an urban center
- Provide incentives for sustainable design
- Allow sketch plan review process for major rezoning projects to reduce the upfront cost burden on applicants
- Implement review of impact fees

Advisory Panel · Tampa, Florida · 10/9 /11– 10/14/11

> Fairfax should consider formalizing the use of pre-applications in the land use process, and tie these reviews to downstream reviews.

DRAFT

Gartner.

P-6. Third-Party Entity Role in Plan Review and Inspection Approval

> **ISSUE:** The County has traditionally avoided using third-party reviews citing concerns with quality and liability. There is a peer review program in place, but the County still performs a complete review due to concerns about quality.

- Jurisdictions often use third party reviews for load leveling to avoid having to staff for 'peak demand', and also to avoid having review times vary as load varies.
  - Widely used throughout the nation especially used during construction boom
  - Some jurisdictions to recover from recession put in place adding qualified third party personnel as opposed to rehiring staff after downsizing
- Most jurisdictions attempt to provide consistent service timelines, which means that load leveling occurs by use of either outside entities, or retired former employees working on contract basis.
- Some jurisdictions had put entire programs in third party hands, but over time phased this out.
- Most jurisdictions that use third parties use within context of "blended system."
  - For example, Director and senior staff are county/local government employees, but core staff may be third party.

Pros	**Cons**
▪ Flexibility: easy to expand/contract ▪ Lower long term costs (e.g. no retirement) ▪ Qualified experienced companies exist ▪ Third-party entities are liable for the work they perform and are typically required to carry insurance coverage	▪ Requires training and blending of staffs ▪ In crisis situation, they are not your employees ▪ Need to monitor closely to ensure third parties are free of conflict with customers

DRAFT

Gartner

- In the *Sacramento Region*, use of third party reviews for Plan Check at the present time ranges from 0% (currently in Sacramento County) to 90% (Placer County).

- In the *Sacramento Region*, there are current discussions about load sharing between regional jurisdictions for both plan review and inspection services (building only).

- Jurisdictions that put all Zoning/Planning in hands of third parties which later phased out to government staff included: *Brookline, MA; San Carlos, CA*.

- Jurisdictions with "blended systems" include: *San Jose, San Ramon, and Santa Clara County, CA*

- Several NCR jurisdictions utilize third-party reviews to manage surges in workload and also review specialized/complex projects:
  - *Alexandria* successfully uses a third-party inspections program (mostly for commercial projects) to manage surges in workload which includes trade inspections but not fire and buildings.
  - *Prince George's County* utilizes third-party plan review for specialized large scale projects (e.g. MGM casino development). They also leverage a peer review program where certified third-parties will review plans, but there is still a County step in the review.

Use of third-parties can be an effective tool and can help to handle spikes in workload. Appropriate quality control measures, such as setting up a spot check mechanism to identify and remove those third parties with errors in providing plan review and inspection services, can be put in place to mitigate concerns about quality.

DRAFT

Gartner.

ISSUE: Industry has stated plan review timelines are too long, and County plan reviewers feel they are overloaded and already working as fast as possible.

- Professional Certification allows the architect or engineer to certify that plans are in compliance with applicable laws and eliminates need for Department review and approval.

- *Phoenix, AZ* uses a Professional Certification Program that is 8 years operational with several hundred participating professionals.
  - Design Professionals were very active in the development of the program, which includes training, tests, on going qualification, and audits measuring success.
  - Influenced by best practice information gleaned from Chicago and New York City (where Professional Certification has been used for decades).

- This approach is also used in *Charlotte/Mecklenburg County, Clark County NV, Austin TX*, City of New York (in use over 20 years) Chicago, City and County of Sacramento (a new program developed in 2015 based on the Phoenix Model)
  - Each of these communities has a different approach to Professional Certification; but all use 'auditing' to monitor program success and to eliminate use by unqualified persons.

Professional certification allows County approved licensed professionals (e.g. Professional Engineers, Registered Architects) to self certify that their submitted plans comply with applicable laws. Fairfax does not allow for professional certification, but this has been an effective tool in many large jurisdictions to manage workload.

DRAFT

Gartner.

Process
P-8. Staff Incentives

> **ISSUE:** With an aging workforce in Fairfax, it is imperative to be able to recruit and retain talented staff to provide effective services. The County has traditionally found it difficult to attract and retain staff partially hindered by lack of wage growth, but also by lack of motivational tools such as bonuses, promotions, and recognitions.

- Provide career opportunities:
  - Modify promotion process to reflect customer satisfaction ratings – *Marion County, OR*
  - Provide cross-training to be able to move into more senior position in other sister agencies – *Osceola County, FL*
  - Enable employees to attend professional training in their career field and participate in national or regional conferences – *Clark County, NV*
  - Establish career paths that staff can aspire towards, such as the Project Manager role in Prince William County where the role is typically filled with internal promotions.

- Create incentives such as Performance Recognition:
  - Celebrate Success and Examine Failure in a supportive environment
  - Department driven recognition: "Helpful Team Member of the Month"
  - Recognition by customers: a challenge to implement fairly because a lot of times good work will not get customer feedback; generally not recommended

> Providing opportunities for professional growth and learning is particularly important for recruiting, retaining, and growing talented staff. Peer recognition can also improve staff retention, recruiting, motivation, and morale.

DRAFT

Gartner®

Agenda

- Background and Approach
- Jurisdictional Comparison Concepts
  - Operational
  - Organization
  - Process
  - Regulations and Policy
  - Technology

DRAFT

Gartner.

Regulations and Policies

Problem: Out-dated, Complex, and Overlapping Regulations and Policies Slow the Development Process

- Many policies and regulations govern County land use and development. Regulations such as the Zoning Ordinance have been described as out-dated, and other regulations and policies such as the Public Facilities Manual and Comprehensive Plan are said to be overly complex and/or redundant.

- This topic presents a few best practices for the County to modernize regulations and policies to be more appropriate for today's development needs, and streamlined so that it is easier to comply with and enforce.

- This topic provides ideas that can potentially address the following current state primary theme:

  – **Theme 4**: Complexities and inconsistencies with land use and development policies and regulations hamper predictability and efficiency of service delivery

> *The Zoning Ordinance was last written in 1978 with 449 amendments made. At that time, Fairfax County was focused on suburban development and growth. Since then, the County has transitioned to more urban development that is difficult to be governed by the same set of rules. Additionally, Regulations and policies (Comprehensive Plan, Zoning Ordinance, Building Code, PFM, standard proffers) may not be consistent and many can be open for interpretation.*

DRAFT

Gartner

Regulations and Policy
Concept RP-1: Overhauling Zoning Ordinances

> **ISSUE:** The Zoning Ordinance has become outdated and more complex over time as a result of numerous amendments and evolution of development concepts. This has made it more difficult for the Ordinance to be consistently interpreted and applied, and creates inconsistencies with other regulations/policies.

- Jurisdictions strive to create communities that are great places to live, work, and play and established zoning ordinances to achieve these goals. The majority were written in 1960's - 70's and amended over time.

- Common goals for modernizing the Zoning Ordinance (and related regulations/policies such as the Public Facilities Manual and Comprehensive Plan) are to:
  - Reduce regulation complexity and overlaps
  - Increase ease of use. Examples of measures that are used to accomplish this include:
    - simplified organization structure
    - elimination of references to superseded / obsolete material
    - consistent and frequent use of illustrations
    - separation of "scoping" from "design standards" (so that development standards can address both general as well as specific conditions).
  - Incorporate interpretations into the main document
  - Avoid duplication, and allow for enough detail so that approval conditions can be reduced
  - Include Design Guidelines for key project types
  - Reduce need for waivers and interpretations
  - Minimize the number of special entitlements necessary
  - Create separate approval tracks for different types of entitlements, so that simple issues can be addressed in an expedited and less expensive manner

DRAFT

Gartner.

- Re-writes of land development ordinances are occurring in neighboring jurisdictions; this example below is from *Fairfax City*, which embarked on at comprehensive update.

- The objectives of this update mirror some of the current issues being discussed in Fairfax County.

Why the Rewrite?

📅 November 13, 2013 👤 Author: Kirk Bishop

It has been nearly 30 years since the city's zoning ordinance was the subject of a *comprehensive* update. The purpose of the zoning rewrite project is to develop a clear and user friendly ordinance that is consistent with present-day plans and policies. The updated code needs to reflect 21st century Fairfax and advance the following objectives:

- provide a more predictable set of land use regulations for the community, developers, and city officials by increasing reliance on objective standards rather than legislative special approvals;

- improve the efficiency of the land development process by streamlining review, approval, and permitting procedures for routine matters;

- integrate with and cross-reference other development-related ordinances and ensure consistency with local, state, and federal law;

- address building form and site design issues, where appropriate;

- update the code's format and structure to be more user-friendly and intuitive, including the use of illustrations to help communicate the intent of code provisions;

- eliminate outdated, unclear or contradictory language and the need for frequent interpretations;

- include mixed-use, commercial, industrial, and residential districts that will help accommodate and promote high-quality infill and redevelopment ; and

- support sound and responsible economic development, multimodal transportation, and sustainable development practices.

Source: http://www.zoningfairfax.com

▪ The table below highlights local jurisdictions that have made improvements to their zoning ordinances.

Recodify	Rewrite
▪ ***Alexandria*** Department of Planning and Zoning (DPZ) is updating parking standards which include regulation written in the 1960's. ▪ ***Arlington County*** Community Planning, Housing, and Development (CPHD) updated zoning ordinances to be in-line with the Comprehensive Plan. The effort codified zoning interpretations and formatting.	▪ ***DC*** is completing a 7 year process to overhaul regulations. It mostly involved changing form to make it more user friendly – restructuring it from using overlays to using discrete zoning districts. ▪ ***Prince George's County*** embarked on a multi-year project to do a complete rewrite of the zoning ordinance anticipated to complete in 2017. ▪ ***Montgomery County's*** new zoning code and zoning map were adopted by County Council in the spring of 2014, and became effective on October 30, 2014. ▪ ***Fairfax City*** in 2013 embarked on an effort to comprehensively update their ordinance to make it user-friendly and consistent with present day plans.

Re-codifying means to keep existing ordinance and improve upon them.

Re-write means to completely replace the existing ordinance.

DRAFT

Gartner

- In *Austin, TX*, the community was presented with three options for updating the Land Development Code (LDC).

1. Brisk Sweep

- Provides clean up of the existing LDC with targeted refinements, but does not make any major structural or organizational changes.
- Organization of the Code is minimally revised and reorganized only to address the most urgent usability issues.
- Form-based standards would have limited application, primarily to future small area plans.
- Combining districts are compressed where feasible, though most will remain in place. Some zoning districts are removed and new zoning districts are added.

2. Deep Clean*

- Substantially improve the appearance, usability and consistency of the Code through a significant reworking of its content and structure.
- Provides a balanced mix of by-right review, customized zoning, and discretionary review where appropriate.
- Through careful refining and vetting of development standards, this approach could establish Form-based standards for walkable urban contexts, Euclidean-based standards for drivable suburban areas and maintain many of the Performance-based standards that exist today.

3. Complete Makeover

- The most extensive modifications to the LDC. This approach improves the appearance, usability, and consistency of the existing LDC by significantly reworking its content and structure.
- Development standards would be refined to the point that would allow for a development review process that relies primarily on by-right review.
- Performance-based and some Euclidean-based standards will remain. Combining districts are compressed where feasible.
- Form-based standards will be created and applied widely across the city.

* The Austin community chose option 2.

DRAFT

Gartner.

- A concept often used when rewriting zoning ordinances is to separate 'intent' from 'standards'.
  - In other words, a section on the land use zones and and what standards apply in each (i.e. intent); separated from the design and development standards.
    - One portion of these standards are general in nature (i.e. they apply to all projects) where other design and development standards may be specific to certain project types.
    - There may be building landscaping, lighting, circulation and parking standards for some particular uses or circumstance. For example, design standards for a street level façade treatment in a transit oriented urban setting may be different than for a suburban setting; lighting, provision of pedestrian amenities like awnings, landscaping etc.
  - This approach helps avoid duplication within the ordinance and allows for greater detail in the standards, and ideally incorporates many requirements that would otherwise end up being 'conditions of approval'.
  - This approach may also make future additions to the code more easily integrated into the overall structure.

- The determination of what 'best practices' are actually applicable to the specific conditions: geographic, historic, political, community, etc. in Fairfax County and comes out as part of the process of moving forward. Many relatively new planning concepts such as Smart Growth, Form Based Codes, and Unified Development Codes must be considered (some examples shown below); each may contribute, adjust, or simply inform the trajectory.

Unified Development Code	Form Based / Smart Code
Combines traditional zoning and subdivision regulations, along with other desired regulations, such as design guidelines, sign regulations, and floodplain and stormwater management, into one document. Examples: ▪ Durham, NC – 2005 ▪ San Antonio, TX – 2006	Uses physical form (rather than separation of uses) as the organizing principle for the code. ▪ Arlington County – 2006 ▪ Knoxville, TN – 2007 ▪ Peoria, Illinois – 2007

Sources: http://www.newdesignsforgrowth.com/pages/smartgrowthresources/nationalbestpractices.html

DRAFT

Gartner

- *City of Sacramento* Planning and Development Code, adopted in late 2013 is shown on the right:

  - The primary sections are Division 2 and Division 6.

  - Divisions 3 and 4 are special overlays (like historic areas; planned unit developments, special districts like Transit Oriented Districts; etc.).

  - Division 5 is empty for now, but future Infrastructure standards can be integrated.

  - Division 7 "City wide programs' are for things like density bonus (mandated by state law); condominium conversions, etc.

Goals for Ordinance Structure

> Structure the ordinance to make it easier to use and easier to maintain

> Separate the Zones and permitted uses – which reference the applicable development standards; and the Development Standards themselves

> This allows more detail for development standards; and avoids having to repeat similar information that would apply to different zones

Title 17 PLANNING AND DEVELOPMENT CODE

Division I GENERAL PROVISIONS

Division II ZONING DISTRICTS AND LAND USE REGULATIONS

Division III OVERLAY ZONES

Division IV SPECIAL PLANNING DISTRICTS AND PLANNED UNIT DEVELOPMENTS

Division V INFRASTRUCTURE DESIGN AND IMPROVEMENT STANDARDS (Reserved)

Division VI ARCHITECTURAL DESIGN AND SITE DEVELOPMENT STANDARDS, DESIGN REVIEW DISTRICTS, HISTORIC PRESERVATION, AND REGISTERED HOUSE PLANS

Division VII CITY-WIDE PROGRAMS

Division VIII ADMINISTRATIVE MATTERS

Division IX ADMINISTRATION OF GENERAL PLAN AND PLANNING AND DEVELOPMENT CODE

DRAFT

Gartner

Regulations and Policy
Concept RP-1: Overhauling Zoning Ordinances - Structure (cont.)

- The following list of bullet points, derived from an EPA list of 'Essential Smart Growth Fixes', provides examples of what might be part of an ordinance modernization effort.
- The County has already begun to work on some of these items.

#	Essential Fix	Short Description
1	Emphasize Mixed-Use Zones	Encourage Transit Oriented Development which can provide increased transit options and walkable development patterns such as neighborhood stores and pocket parks. Allow variations – this should not be 'one size fits all'
2	Use Urban Dimensions in Urban Places	Leverage form-base codes including regulating plans (includes design-based code development standards), building form standards (building siting and height), and optional architectural elements. The form of final development can be more important than simply considering the individual uses.
3	Reign In and Reform the Use of Planned Unit Developments	Jurisdictions are updating zoning districts/standards to accommodate preferred development patterns and types 'by right' to simply the approval process and make the outcomes more clear upfront
4	Fix Parking Requirements	Encourage the full range of transportation options, including walking, bicycling, mass transit etc. Leverage a combination of strategies: lower parking supply minimums to allow for new and emerging patterns such as off-site parking, fee-in-lieu systems, and shared parking credits.
5	Increase Density and Intensity in Centers	Address density comprehensively (as done in Tysons) rather than project by project
6	Modernize Street Standards	Techniques being used include Complete Streets and Green Streets (http://www.smartgrowthamerica.org/complete-street), narrow local streets, context-sensitive thoroughfares, pedestrian-oriented environments, universal design, on-street parking; Streetside Parklets (ala PARK(ing) day Fairfax County)
7	Enact Standards to Foster Walkable Places	Establish design standards (as ordinances or administrative rules), use form-base codes, level of service standards, adopt Safe Routes to School program planning and design criteria and designate pedestrian districts of zones in special areas
8	Designate and Support Preferred Growth Areas and Development Sites	Create a detailed plan that designates growth areas and implement through appropriate zoning. Change codes and utility and infrastructure provisions to foster planned growth; incentivize development that catalyzes intended outcomes
9	Use Green Infrastructure to Manage Stormwater	Incorporate green infrastructure provisions into codes, policies, and standard practices. Examples include permeable paving, integrated stormwater retention, and complete streets that allow groundwater recharging.

Derived in part from http://www2.epa.gov/smart-growth/essential-smart-growth-fixes-communities; http://www.epa.gov/smartgrowth/pdf/2009_essential_fixes.pdf

DRAFT

Gartner.

- Zoning Ordinance rewrites are like trying to install jet engines on a prop plane while in flight. It takes planning, timing, and a lot of coordination from all parties.

Keys to Success

Establish this as an official program with its own logo and mission. Create a public website to facilitate communication and interaction.

Allow transition time and provide outreach training to developers, owners, construction community and to staff

Include both developers and the general public from beginning

Involve stakeholders in process review of rewritten provisions before going into effect

Typically executed in phases over 2-5 year period

Support with streamlined process for less complex projects such as offering expedited reviews

Leave old process in place until on a rolling basis rewritten aspect of regulation is to take effect

Fairfax's Zoning Ordinance is outdated and complex. The County has the following options:
- Status quo with incremental improvements
- Make substantial change particularly improving usability and consistency
- Major rewrite and implementation of a new format which would best meet the County's development goals

DRAFT

Gartner.

Regulations and Policy
Concept RP-2: Improving Proffers to Facilitate Consistency, Traceability, and Enforceability

ISSUE: Variability in how proffers are written and the lack of a uniform mechanism to track them make it difficult to determine how/when they are fulfilled. Additionally, proffer language is often ambiguous, resulting in downstream delays due to a lengthy interpretation process. Ambiguity can effectively counter the purpose of proffers by creating a misunderstanding regarding the commitment.

- Property values rise as vested rights increase (see Urban Land Institute illustration below). Increased values must be shared between the developer and the public.
  - A portion of the increase in value must go to the developer as incentive to take on development risk.
  - A portion of the increase in value must go to create public infrastructure, solve community issues, and provide citizen amenities which is the incentive for citizens to support growth and change.

- In the *District of Columbia*, proffers are also used and are reviewed by the Office of Zoning legal department to be specific and clear on what is to be done, timing of proffer satisfaction, and how proffer compliance will be verified. This has successfully reduced problems with proffer compliance.

- *Prince William County* is another jurisdiction that uses proffers. The Assistant Director and Director personally read all proffers.
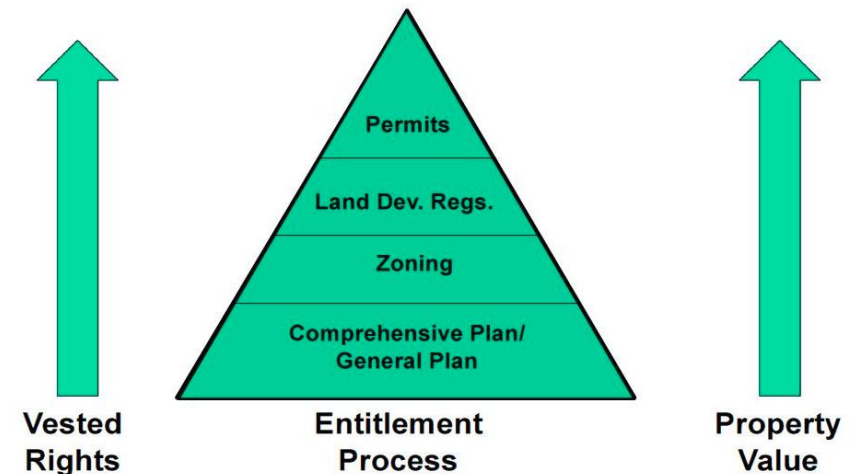
Source: ULI; Illustration of how vested rights affect property values

Proffers should be clear and specific on what is to be done, when it will be done, and how it will be verified.

DRAFT

Gartner.

Agenda

- Background and Approach
- Jurisdictional Comparison Concepts
  - Operational
  - Organization
  - Process
  - Regulations and Policy
  - Technology

DRAFT

Gartner.

Technology

Problem: Aging, Non-integrated Technology Systems Exacerbate Process and Customer Service Issues

- Current County systems are siloed and do not fully support operational and customer needs. However, the County is already taking initiative. There is currently a pilot to implement electronic plan review capability, and the County has begun to plan for modernization of the core source systems (i.e. ZAPS, PAWS, and FIDO).

- This topic presents a few concepts for the County to consider when planning for technology modernization efforts, and also identifies major vendors that provide permitting and plan review solutions.

- This topic provides ideas that can potentially address the following current state primary themes:

  – **Theme 6**: Aging, non-integrated technology systems exacerbate process and customer service issues

  – **Theme 7**: Metrics do not fully measure quality and actual workload or priorities

> *Fairfax currently primarily operates with three aging and siloed systems – PAWS, ZAPS, and FIDO. The County has created custom web portals to provide customers online services and access to information, but there is no single end-to-end view of a project and current systems do not fully meet operational and customer needs. The County is currently in the process of implementing electronic plan review, and has begun planning for modernization of core systems.*

Technology
Concept T-1: Modernizing Technology Systems

ISSUE: Aging, non-integrated technology systems exacerbate process and customer service issues. The siloed systems do not fully support operational and customer needs, and are unable to generate all of the necessary metrics to measure and report on operational activities.

- Many jurisdictions are hampered by antiquated technology that cannot meet customer service expectations, support efficient business operations, and provide the necessary transparency to stakeholders.
- Successful technology implementations are customer centric, begin with the end in mind, and strive to standardize the customer facing processes into a single portal experience. Modernization efforts typically span 1-2 years depending on scope which often includes:
  - Common public portal that provides end-to-end service
  - Public portal wizard and/or informational portal to guide the customer
  - Automated core-processes: hearings, application intake, review, inspections, enforcement, issuance, bonds
  - Mobile field capabilities
  - Electronic Plan review
  - GIS integration and location based business rules
  - Interfaces to external systems (e.g. document management, cashiering, financial management systems, contractor licensing, etc)
  - Favoring COTS products over custom development
  - Establishing an enterprise view for licensing and permitting (i.e. opportunity for multiple agencies to leverage a common licensing and permitting platform)
  - Data analytics and open data

- ***Los Angeles*** BuildLA seeks to simplify development services for the customer through a single portal across all agencies.

- Several NCR jurisdictions have recently completed or are in the process of modernizing permitting and plan review systems:
  - *Alexandria* is completing an RFP process to replace an aging permitting system including plan review capabilities.
  - *Montgomery County* went live with Avolve ProjectDox two years ago and have found reviews to be faster.
  - *Prince George's County* is implementing Avolve ProjectDox, and is also in final round of a system acquisition for further automation.
  - *Prince William County* implemented EnerGov in 2014 and is current working on incorporating proffer and condition capabilities into the EnerGov implementation, and also adding electronic plan review.

DRAFT

Gartner.

- The COTS market for permitting includes financially stable companies and mature solutions

- Gartner Research shown on the right identifies many of the core permitting vendors.

- Many jurisdictions opt to integrate with external plan review systems. Major vendors include: Avolve, Bentley, and BlueBeam. Several COTS suites include integrated plan review capability. The decision to use an external plan review application will depend on business requirements.

- Jurisdictions such as Mecklenburg County leverage 3D design and modeling tools to perform building plan review for complex projects.

Company	Headquarters	Employees (worldwide)	Year Founded	Ownership
Accela	San Ramon, California	700	1999	Private
Avolve Software	Scottsdale, Arizona	40	2007	Private
Azteca Systems	Sandy, Utah	103	1995	Private
BasicGov Systems	Vancouver, British Columbia	24	2008	Private
Cartegraph	Dubuque, Iowa	115	1994	Private
CGI	Montreal, Quebec	68,000	1976	Public
Computronix	Edmonton, Alberta	150	1979	Private
CSDC Systems	Mississauga, Ontario	250	1989	Private
Infor	New York, New York	12,700	2003	Private
Microsoft	Redmond, Washington	118,584	1975	Public
Oracle	Redwood City, California	122,000	1977	Public
Salesforce	San Francisco, California	15,000	1999	Public
SunGard Public Sector	Lake Mary, Florida	800 (public sector), 17,000 (total)	1981	Public
Tyler	Plano, Texas	2,700+	1966	Public

Source: Gartner Research

The County's systems are aging, siloed, and cannot meet customer and user needs. Realizing this, the County has begun implementation of an electronic plan review system and planning for modernization of core systems. Many jurisdictions have already undertaken similar efforts.

Closing

- Over the next month you will meet with County leadership to discuss thoughts of these concepts and other ideas.

- In the next step of this assessment, Gartner will work with County leadership to refine the County's future vision.
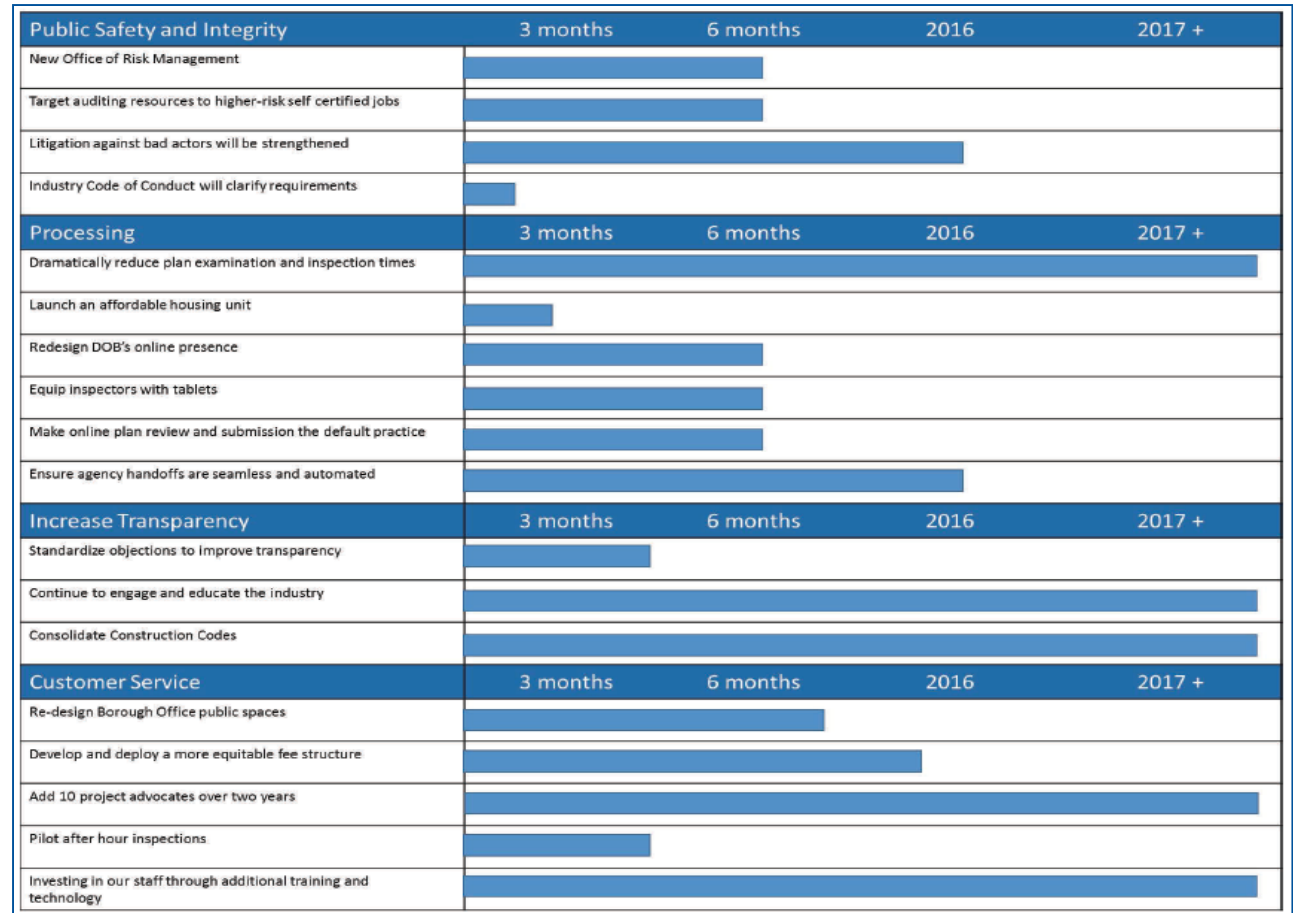
DRAFT

Appendix

DRAFT

Gartner.

Operational Concept OP-1: New York City has recently outlined a blueprint for fundamental transformation

- NYC is facing challenges with handling a surge of development applications, and lack of transparency into Staff and agency activities.

- In order to address these challenges, the City developed a blueprint for change with the initiatives shown on the right.

Public Safety and Integrity	3 months	6 months	2016	2017 +
New Office of Risk Management				
Target auditing resources to higher-risk self certified jobs				
Litigation against bad actors will be strengthened				
Industry Code of Conduct will clarify requirements				

Processing	3 months	6 months	2016	2017 +
Dramatically reduce plan examination and inspection times				
Launch an affordable housing unit				
Redesign DOB's online presence				
Equip inspectors with tablets				
Make online plan review and submission the default practice				
Ensure agency handoffs are seamless and automated				

Increase Transparency	3 months	6 months	2016	2017 +
Standardize objections to improve transparency				
Continue to engage and educate the industry				
Consolidate Construction Codes				

Customer Service	3 months	6 months	2016	2017 +
Re-design Borough Office public spaces				
Develop and deploy a more equitable fee structure				
Add 10 project advocates over two years				
Pilot after hour inspections				
Investing in our staff through additional training and technology				

Source: http://www.nyc.gov/html/dob/downloads/pdf/building_one_city.pdf

http://www.nyc.gov/html/dob/html/news/pr_blueprint.shtml

DRAFT

Gartner.

- Austin, TX faces challenges with effective an efficient delivery of services:
  - Site Plan review is a key bottleneck. Due to complexity of zoning codes amended over many years, it takes up to three years to train new staff to conduct site plan review.
  - Has 58 different Boards and Commissions that shape and influence public policy; they have accumulated over the years to the point where there is redundancy and inefficiency.
- Austin has a number of comprehensive efforts underway that span across the entire Planning and Development operations.
- CodeNEXT is a complete update of the Land Development Code underway.
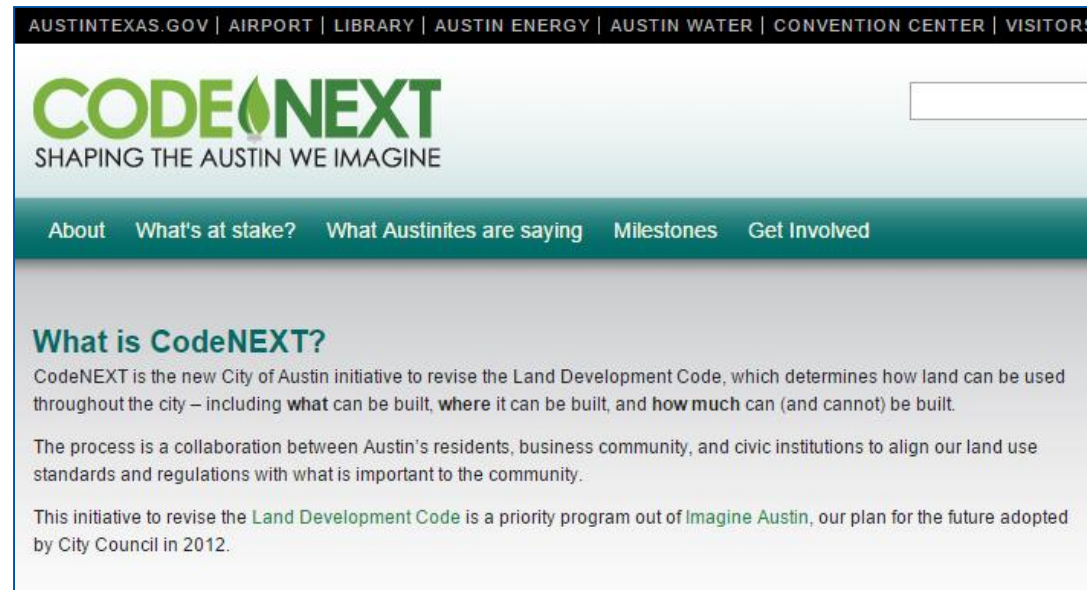
Operational Concept OP-1: Montgomery County is launching a Design Excellence initiative as a tool to attract the best and brightest to the county

- Design Excellence aims to foster quality designs as the amount of available land for development is decreasing and building density is increasing.

- The program includes the following strategies:

INSPIRATION

- Build an awareness campaign of those qualities constituting great design.
- Sharing inspiration and knowledge through this website and Planning Matters blog.
- Talks by staff and outside experts about Design Excellence and recognized precedents.
- Curated photo library with realistic, inspirational examples for use in community discussions, master plans, design guidelines and regulatory reviews.
- Recognizing design excellence in the County through an annual Design Award program.

COLLABORATION

- Development oversight, support and recommendations from a new Director's Design Advisory Panel.
- Developer support from staff trained in best practices in architectural design, urban design, landscape design and regulatory review.
- Coordination with public agencies and municipalities to generate a singular voice and messaging on the importance of design excellence throughout the County.
- Improving zoning incentives to encourage better design and public benefits.

CLARITY

- Improving design guidelines through clear, predictable and fair goals and objectives, and precedent images and graphics.
- Improving communication and clarity through increased use of three-dimensional design and modeling tools and graphics.
- Gallery on website of successful projects within the region.

Design Excellence

As one of the nation's wealthiest and most educated areas, Montgomery County deserves to have buildings, public spaces and neighborhoods of the highest quality design. Fostering design excellence is becoming increasingly important as the amount of available land for development in the County is shrinking and building density is increasing. These challenges present a greater need than in the past to create attractive, safe and sustainable places to live, work and play so the County can remain competitive within the region. Design excellence becomes a tool for attracting the best and brightest to our County – residents, businesses and visitors – and ensuring healthy and sustainable communities.

To raise the quality of design throughout the County, the Montgomery County Planning Department is launching a comprehensive Design Excellence (DesignX) initiative focused on the themes of inspiration, collaboration and clarity. This program includes the following strategies:

celebrateDESIGN
october 22
SILVER SPRING CIVIC BUILDING
TWO SPRING PLAZA, SILVER SPRING, MD
6:30 p.m.

Many jurisdictions have embarked on transformational improvement initiatives. Continuous improvement is critical to meet the changing needs of development in Fairfax.

DRAFT

Gartner.

Operational Concept OP-2: Montgomery County Department of Permitting Services Enterprise Fund Case Study*

Title	Report on Permitting Services Enterprise Fund Comprehensive Fee Study Department of Permitting Services Montgomery County, MD March 31, 2015
Department Description	The Department of Permitting Services (DPS) operation as a one-stop shop for a variety of development services including services related to zoning, septic/well, fire protection systems, site plan, right of way, construction, stormwater management, sediment control, trade licenses, and fire.
Problem Statement	In the past, fee revenues have not been able to cover DPS' cost of operations. The County conducted a Comprehensive Fee Study in summer of 2014. Staff raised these key concerns regarding fees: ▪ Significant fee cost differences between different types of projects. A 4-story townhouse must meet certain commercial occupancy requirements, whereas a 3-story townhouse does not need to meet these requirements. And fees for the 4-story townhouse is 3-5x the fees for the 3-story. ▪ Large variation in fees for the same number of units in a project through different kinds of development (e.g. a single high-rise tower vs individual wood-framed buildings). ▪ The County's reserve policy may not cover operations in a multi-year downturn, and if staff reductions are needed to balance the budget it will be difficult to ramp back up as the economy improves due to the long lead time to recruit and train new staff.

*Source: https://permittingservices.montgomerycountymd.gov/DPS/pdf/DPSFeeFinalReport2015.pdf

DRAFT

Gartner.

Operational Concept OP-2: Montgomery County Department of Permitting Services Enterprise Fund Case Study (cont.)*

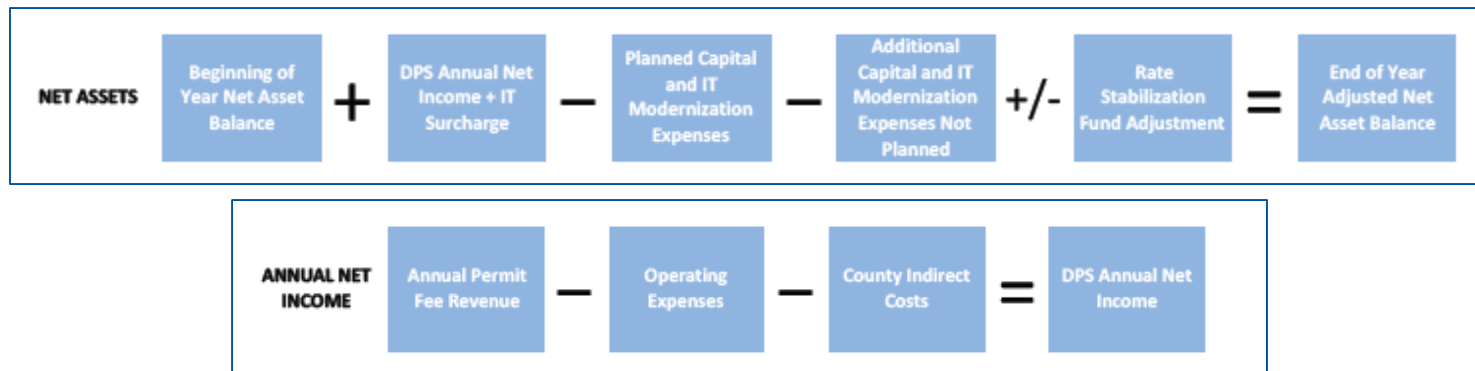|	
Goal	Ensure that the enterprise fund will cover the following costs: ▪ The operating budget appropriated by the County that includes costs for lifetime of services related to permit and license types, which generally require ongoing services for several years ▪ DPS' share of indirect costs for overhead support for County government services that is set by the County as 15.9% of personnel costs ▪ DPS capital expenses ▪ Information technology ▪ Reserve funds of approximately 20% of resources in the budget year
Recommendations	▪ Amount due at time of application submission was recommended to be increased from 30% to 50% of estimated total fees. Many applicants were starting applications, but not following through on the project. The increased amount collected up-front ensures it will cover the operating costs for processing the application. ▪ Recommend reviewing rate structure every five years or more and fees at least every other year to ensure fund balance and reserves are consistent with County policy. *Continued on next slide*

DRAFT

Gartner

Operational Concept OP-2: Montgomery County Department of Permitting Services Enterprise Fund Case Study (cont.)*

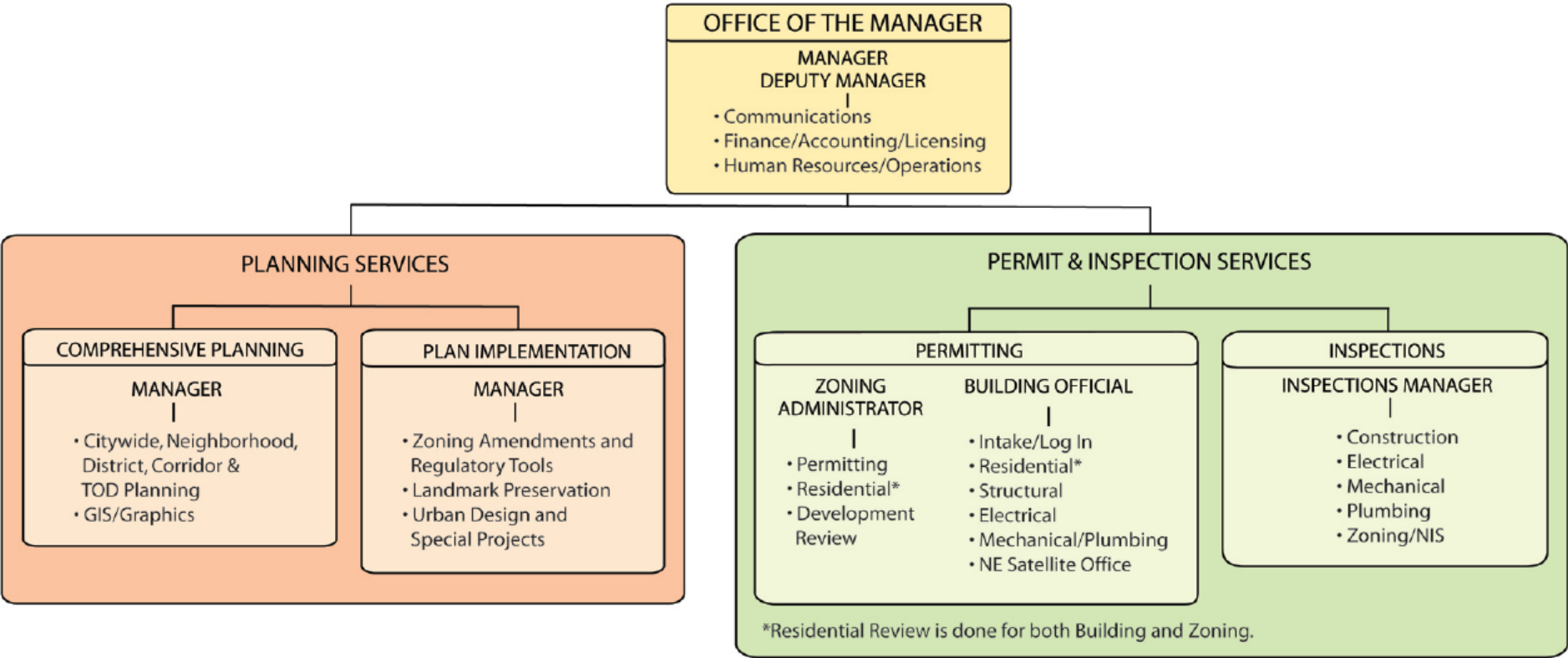|	
Recommendations (continued)	▪ The target reserve, Adjusted Net Asset balance, of ~20% should be allowed to vary each year as it is difficult to predict permit revenue; planning reserve spending for approved projects would not account towards the reserve. ▪ Consider increasing the target Adjusted Net Asset balance and institute periodic reviews to adjust the balance limit. The reviews should consider forecasts for permit demand, projected operating costs, need for major investments, and account for any deferred revenue. ▪ Implement a program to better monitor financial state and plan for rate adjustments. DPS must monitor the Adjusted Net Asset balance, track volume of construction applications and capital spending needs to ensure that the Adjusted Net Asset balance remains on target. Use a Rate Stabilization Factor to adjust rates up or down in order to maintain the appropriate reserve amount.

The Adjusted Net Asset balance reserve fund is calculated as:

NET ASSETS = Beginning of Year Net Asset Balance **+** DPS Annual Net Income + IT Surcharge **−** Planned Capital and IT Modernization Expenses **−** Additional Capital and IT Modernization Expenses Not Planned **+/−** Rate Stabilization Fund Adjustment **=** End of Year Adjusted Net Asset Balance

ANNUAL NET INCOME = Annual Permit Fee Revenue **−** Operating Expenses **−** County Indirect Costs **=** DPS Annual Net Income

*Source: https://permittingservices.montgomerycountymd.gov/DPS/pdf/DPSFeeFinalReport2015.pdf

DRAFT

Gartner.

COMMUNITY PLANNING AND DEVELOPMENT DEPARTMENT

We guide and promote the planning, building and maintenance of an outstanding Denver.

OFFICE OF THE MANAGER

MANAGER
DEPUTY MANAGER

- Communications
- Finance/Accounting/Licensing
- Human Resources/Operations

PLANNING SERVICES

COMPREHENSIVE PLANNING

MANAGER

- Citywide, Neighborhood, District, Corridor & TOD Planning
- GIS/Graphics

PLAN IMPLEMENTATION

MANAGER

- Zoning Amendments and Regulatory Tools
- Landmark Preservation
- Urban Design and Special Projects

PERMIT & INSPECTION SERVICES

PERMITTING

ZONING ADMINISTRATOR

- Permitting
- Residential*
- Development Review

BUILDING OFFICIAL

- Intake/Log In
- Residential*
- Structural
- Electrical
- Mechanical/Plumbing
- NE Satellite Office

INSPECTIONS

INSPECTIONS MANAGER

- Construction
- Electrical
- Mechanical
- Plumbing
- Zoning/NIS

*Residential Review is done for both Building and Zoning.

DRAFT

Gartner

Community Development

DRAFT

Gartner

Organization Concept O-1: Sample Jurisdiction Organization Charts: Prince George's County

- The organization chart shown to the right is for the Department of Permitting, Inspections and Enforcement that handles site and building responsibilities.

- Planning and zoning is the responsibility of a separate Planning Department, which is part of The Maryland-National Capital Park and Planning Commission (shown below).
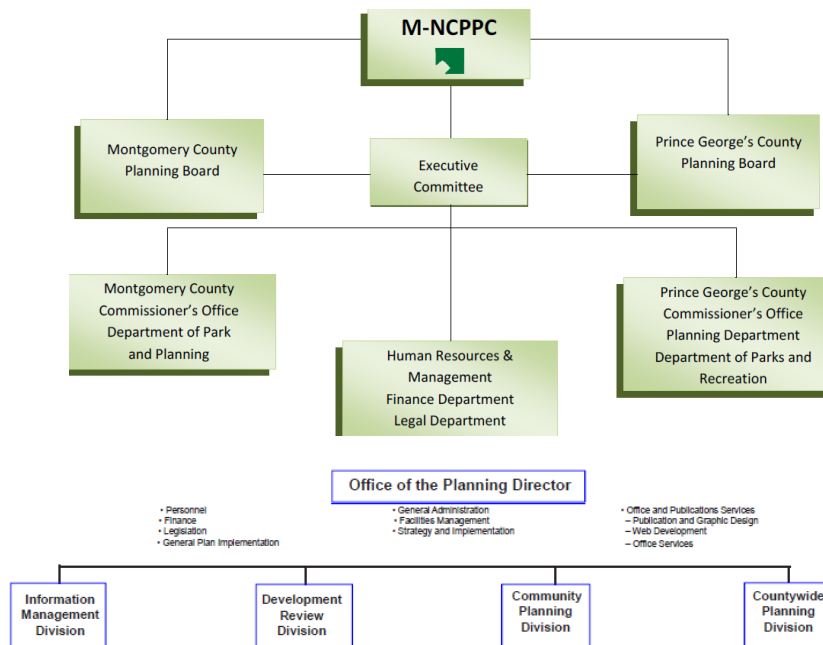
Planning Org Chart
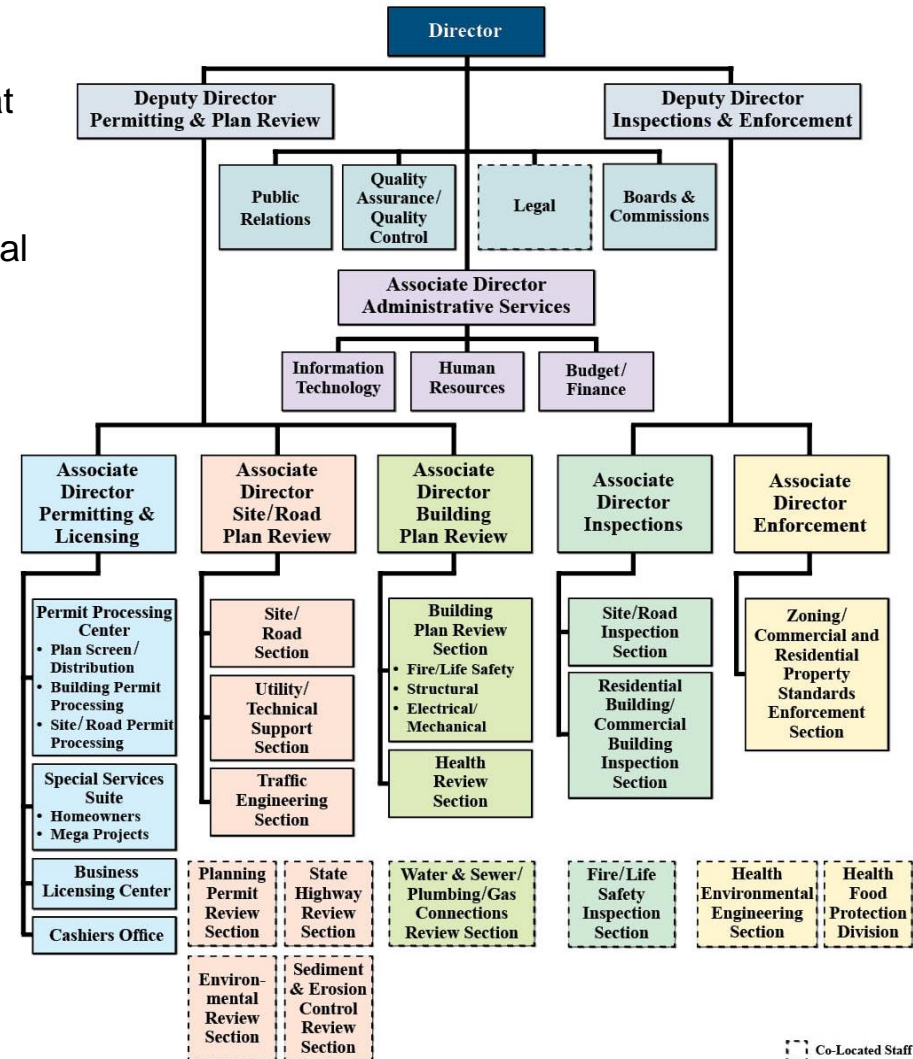
DPIE Org Chart

DRAFT

Gartner.

- **What is the role of the Development Project Manager (DPM)?**
  - The DPM makes sure that reviews are timely and that the process is predictable. The DPM serves as a single point of contact; and the DPM develops and monitors an overall process schedule – for both staff reviewers and the customer.

- **The DPM does not make technical decisions regarding a project, but will ensure that staff specialists provide clear comment.**

- **The DPM is not an advocate for a project, and will not ensure any particular project is approved. The DPM insures that a projects gets to a decision point.**

"We can't always give you the answer you want – the City's codes and regulations don't allow everything. So, the answer may be "no, you can't build that, but we will try to give you an option as to what you can build." – FAQ online

THE CITY OF SAN DIEGO
Business City Hall Community

Development Services
Department

NEWS & UPDATES   CONTACT US

Forms and Development Information
Development Project Manager

Your Development Project Manager
Project Management available for Ministerial Review

Ensuring Your Project Review Is Timely, Predictable

Your Development Project Manager: Helping keep the review timely, predictable; coordinated; and that your project gets to a public hearing or permit action.

The Development Project Manager is one of the key features the City of San Diego's new development-review processing system.

Not an advocate for your project, but someone you can always contact in the City to find out your review's progress, to ensure disputes between codes and regulations are settled, and to keep your project on a predictable review schedule.

And, up-front in the project review, the Development Project Manager will give you a "road map" of all the reviews you'll need.

The Development Project Manager is:
- Someone who keeps your project review on track
- Makes sure conflicting code issues are resolved
- Charts you a clear course through the reviews
- Makes sure issues are identified early in the review process

The Development Project Manager isn't:
- An advocate for your project
- Your project's designer

DRAFT

Gartner

Appendix

- In 2014, Prince George's County embarked on a multi-year project to do a complete rewrite of the zoning ordinance anticipated to complete in 2017.

- The report discusses the following best practices:
  - Process and Approval Procedures
  - Zone Districts
  - Mixed Use Development
  - Transit Oriented Development
  - Development Standards and Form Controls
  - Public Facilities
  - Redevelopment

- This report has been recognized by the State of Maryland Sustainable Growth Commission as a source of best practices for zoning ordinances.

- Additionally, the report assesses zoning ordinances for several major jurisdictions including Arlington County, and Montgomery County among others across the US.

BEST PRACTICES SEPTEMBER 2014

ZONING

The Maryland-National Capital Park and Planning Commission
Prince George's County Planning Department
zoningpgc.pgplanning.org