CITYGATE ASSOCIATES, LLC
MANAGEMENT CONSULTANTS

REVIEW OF THE CITY'S BUILDING SERVICES PROCESS

FINAL REPORT

SALT LAKE CITY, UT

JANUARY 30, 2017

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EXECUTIVE SUMMARY

BUILDING PERMITS & ZONING

HOURS
7:30 A.M. TO 4:30 P.M.
EXCEPT WEDNESDAY
9:00 a.m. TO 4:30 p.m.

APPLICATIONS
WILL NOT BE PROCESSED
AFTER 4:30 P.M.

EXECUTIVE SUMMARY

Citygate Associates, LLC (Citygate) was retained by the Salt Lake City Council Office (City) to conduct a review of the Building Services Division, a unit of the Community and Neighborhoods Department. To initiate our analysis, Citygate conducted on-site interviews and focus group meetings, telephone interviews, and customer and employee surveys. We also reviewed documents,

Over the past decade, the Building Services Division has made much progress. But the next major, and possibly most challenging, step for the Building Services Division, and other City departments and divisions involved in building services, must be changing the culture of the organization to one that delivers excellent customer service.

City webpages, followed by other information obtained during the project (e.g., organization charts, permit valuation and workload time series data, case files, etc.). Stakeholder input was utilized to identify key themes or categories for best practices, analyzing and determining findings, formulating recommendations, and developing an Action Plan to guide the implementation of Citygate's recommendations.

Whether speaking to elected officials or customers, there is clearly an overarching desire and sense of urgency for the Building Services Division to be a partner with, and advocate for, building permit applicants who are improving the City and growing the economy. Over the past decade, the Building Services Division has made much progress. The Division has made efforts to "break down organizational silos" by starting the process of creating a "one-stop shop," deploying permit tracking and digital document processing technology, and by creating an ombudsperson position.

But the next major, and possibly most challenging, step for the Building Services Division, and other City departments and divisions involved in building services, must be changing the culture of the organization to one that delivers excellent customer service.

Citygate wishes to express its appreciation to the leadership and staff of the Building Services Division for their exemplary cooperation, professional conduct, and outstanding candor throughout this study. Enduring a management study of this nature is rigorous, demanding, and burdensome because it takes focus away from the immediate day-to-day service delivery demands of applicants and customers. Citygate appreciates the consistent and positive support from this Division, and does not take this wonderful effort for granted!

Furthermore, we appreciate the cooperation of the Mayor's Office and many other individuals in the Administration who participated in and supported Citygate's study efforts. And finally, the contract and project management, scheduling, and facilitation provided by the members of the City Council Office representing Citygate's client, the City Council, was outstanding. We are grateful to all the professionals we encountered throughout Salt Lake City. This project can serve as a "Best Practice" for Salt Lake City, where everyone can experience a "win-win!"

ORGANIZATION OF THIS REPORT

Citygate's report consists of several sections reflecting the study process, including:

Executive Summary

Section 1: Introduction

Section 2: Stakeholder Input

Section 3: Comparison to Best Practices

Section 4: Findings and Recommendations

Section 5: Action Plan

Our Action Plan in Section 5 comprehensively lists all recommendations by priority, responsible party, and relative resource requirement.

Various appendices have been attached to this report, including Appendix D, which briefly addresses Citywide opportunities and initiatives for improving effectiveness and efficiency and is included to provide context for some of our recommendations to be implemented.

For continuity and consistency throughout this report, nine themes were used to organize the stakeholder input, the discussion of best practices, the findings and recommendations, and the Action Plan. Those nine themes are:

1. Customer Service

2. Performance Measurement and Management

3. Policy Incentives and Barriers (e.g., historic resources, sustainability, and economic development)

4. Application and Plan Review Process Improvements

5. Inspection Process Improvements

6. Organizational Support for Economic Development

7. Financial Management

8. Technology

9. Staff Development.

RELATIONSHIP TO PERFORMANCE ASSESSMENT FACTORS

Citygate uses a performance assessment framework based on the four key perspectives and measures from the balanced scorecard approach to performance management.[1] The four perspectives and measures are shown in Figure 1.

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[1] Robert S. Kaplan and David P. Norton, "The Balanced Scorecard-Measures that Drive Performance," *Harvard Business Review* (January-February 1992): pp. 71-79.

Figure 1—Assessment Factors

Stakeholders and Customers

Internal Procedures				Employee Learning and Development
	Mission, Goals and Objectives	Service to the Public	Service to Business and Development Communities	
	Performance Measures: Efficiency, Effectiveness and Quality	**Optimal Performance**	Staffing, Supervision, and Training	
	Policies and Procedures		Workload Distribution and Trends	
	Management Structure and Leadership	Financial Performance, Control, and Contracting	Tools and Technology	

Finance

These four perspectives and measures are correlated to the nine themes from this report in the following Table.

Table 1—Relationship of Assessment Perspectives, Measures, and Report Themes

Perspective	Measures	Theme
Stakeholders and Customers	Mission, Goals and Objectives	1. Customer Service
	Service to the Public	
	Service to Business and Development Communities	
Internal Procedures	Performance Measures: Efficiency, Effectiveness, and Quality	2. Performance Measurement and Management
	Policies and Procedures	3. Policy Incentives and Barriers
		4. Application and Plan Review Process Improvements
		5. Inspection Process Improvements
	Management Structure and Leadership	6. Organizational Support for Economic Development
Finance	Financial Performance, Control, and Contracting	7. Financial Management
Employee Learning and Development	Tools and Technology	8. Technology
	Workload Distribution and Trends	9. Staff Development
	Staffing, Supervision, and Training	

Note: Appendix D briefly addresses Citywide opportunities for improving effectiveness and efficiency, and is included to provide the necessary context for several recommendations to be implemented.

SUMMARY OF STRATEGIC FINDINGS AND RECOMMENDATIONS

In summary, the Building Services Division has made significant improvements in some areas, most notably the use of technology and the "one-stop" deployment of staff, but there are also areas where improvements must be made. Specifically, these areas include customer service, performance management, and staff development. Our report addresses these areas using the nine themes from Table 1.

For each of these themes, Citygate has provided a brief review of best practices in the field, and a comparison of Salt Lake City to those practices. We also developed findings and recommendations for each theme. Each *Strategic Recommendation* in this report includes recommended actions necessary to fully implement the *Strategic Recommendations*. The recommended actions appear in the Action Plan located in Section 5.

The following is a summary of the *Strategic Findings* and *Strategic Recommendations* organized by theme. These summary statements are supported by considerable detail and analysis in the following sections of this report.

Theme One: Customer Service

Strategic Finding #1: The Building Services Division has an opportunity to significantly improve many fundamental components of good customer service.

Strategic Recommendation #1: Initiate a multi-faceted customer service improvement program that addresses customer focus, customer perspective, predictability and transparency, communication, and customer experience.

Theme Two: Performance Measurement and Management

Strategic Finding #2: The Building Services Division will be able to make major improvements in customer service and accountability by implementing a new approach to measuring and managing performance.

Strategic Recommendation #2: Adopt, monitor, and report performance measures, and implement an employee performance management system based on those measures.

Theme Three: Policy Incentives and Barriers

Strategic Finding #3: Salt Lake City will benefit from instituting a process to regularly make needed City policy and code changes.

Strategic Recommendation #3: Utilize an adaptive management approach to review and amend policies and code provisions on an ongoing basis.

Theme Four: Application and Plan Review Process Improvements

Strategic Finding #4: The Building Services Division employs some best practices in application and plan review; there are others that can be implemented, and important long-term improvements can be realized by establishing an ongoing formal process to identify and implement additional process improvements.

Strategic Recommendation #4: Establish an ongoing continuous improvement process for application and plan review, and, in the interim, implement process improvements including changing City Code to combine separate permit types, eliminating redundant reviews.

Theme Five: Inspection Process Improvements

Strategic Finding #5: The Building Services Division employs some best practices in inspections; there are others that can be implemented, and important long-term improvements can be realized by establishing an ongoing formal process to identify and implement additional process improvements.

Strategic Recommendation #5: Establish an ongoing continuous improvement process for inspections, and, in the interim, implement process improvements including expanded use of the successful Permit-by-Inspector program, more use of properly certified and licensed combination inspectors, and limiting redundant inspections.

Theme Six: Organizational Support for Economic Development

Strategic Finding #6: Salt Lake City will benefit by establishing additional roles, and/or a designated position, to perform the necessary function of multiple-department coordination on an ongoing basis, as well as for high priority economic development projects.

Strategic Recommendation #6: Establish formal roles and/or create a designated position responsible for multiple-department coordination.

Theme Seven: Financial Management

Strategic Finding #7: Building Services Division funding is subject to market fluctuations and instability. No analysis has been conducted of the total direct and indirect

costs for reviewing and approving plans and issuing building permits. There is neither a mechanism to carry fee revenues across fiscal years, nor is there a direct connection between investment of financial resources and employee performance and compensation.

Strategic Recommendation #7: Perform a direct and indirect cost allocation study; implement a time-tracking system; utilize the International Code Council (ICC) International Building Code fee schedule, or perform and annually update a permit fee study consistent with the ICC methodology, and consider establishing a Development Services Fund.

Theme Eight: Technology

Strategic Finding #8: The City has made a significant investment in, and the Building Services Division has done an exceptional job deploying, state-of-the-art permit tracking and digital plan review technology. The application of this technology must be enhanced to make it scalable to the needs of different types of customers. It will be necessary for the City to dedicate ongoing resources to continue to maintain and enhance its use.

Strategic Recommendation #8: Maintain and enhance the current Building Services Division technology to make it scalable to the needs of different customers.

Theme Nine: Staff Development

Strategic Finding #9: The Building Services Division can significantly improve staff morale and performance by developing a staff professional development program that accompanies the recommended performance management system. This fiscal year (2016/2017), a complementary Citywide staff development program has been initiated, and a Citywide performance management system is proposed for next fiscal year (FY 2017/2018).

Strategic Recommendation #9: The Building Services Division should initiate a staff professional development program that complements the recently-initiated Citywide program that is built on the foundation of the recommended Division performance measurement and management program, and the planned Citywide performance management initiative.

To best understand Citygate's analysis, findings, and recommendations, we encourage the reader to study and thoughtfully read this entire report.

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SECTION 1—INTRODUCTION

SECTION 1—INTRODUCTION

Citygate Associates, LLC (Citygate) was retained by the Salt Lake City Council Office (City) to conduct a review of the Building Services Division, a unit of the Community and Neighborhoods Department. Based on the scope of work included in the City's Request for Proposal (RFP), Citygate designed a Work Plan which specifically addresses the 15 items from the Scope of Work listed in Table 2 at the end of this section. This introduction of the report outlines the Work Plan, including the scope and organization of the report, and how the report recommendations were developed.

1.1 APPROACH AND SCOPE OF THE BUILDING SERVICES PROCESS REVIEW

The approach or process Citygate used in reviewing the Building Services Division consisted of four major components.

Figure 2—Overview of the Review Process
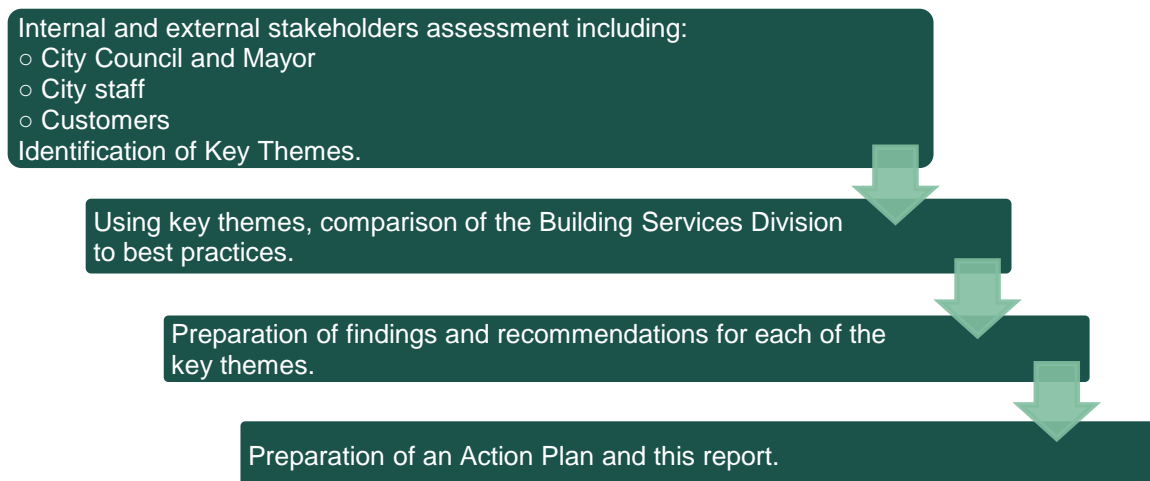
Internal and external stakeholders assessment including:
○ City Council and Mayor
○ City staff
○ Customers
Identification of Key Themes.

Using key themes, comparison of the Building Services Division to best practices.

Preparation of findings and recommendations for each of the key themes.

Preparation of an Action Plan and this report.

On-site interviews and focus group meetings, telephone interviews, and customer and employee surveys were conducted. Citygate also reviewed documents, City webpages, and other information obtained during the project (e.g., organization charts, permit valuation and workload time series data, case files, etc.). This stakeholder input was utilized to identify key themes or categories for identifying best practices, analyzing and determining findings, formulating recommendations, and developing an Action Plan to guide the implementation of Citygate's recommendations.

The Work Plan for the review was developed and implemented consistent with Citygate's experience conducting management and operations reviews in local government agencies across the western United States. Our Work Plan included six major tasks:

Task 1 – Initiation and Management of the Project

Citygate met on-site with City Council staff to initiate the study, enhance our understanding of the issues and scope, and to ensure that our process and schedule were agreeable to the City. Prior to and at that meeting, we also obtained background information such as statistical reports, organizational structure, public documents, and URLs for relevant City webpages to begin the assessment process.

Task 2 – Assessment of Internal and External Stakeholder Perspectives

While Citygate was on-site for Task 1, and at a subsequent on-site visit, we met with City and Building Service Division staff, conducted interviews with elected officials and key stakeholders identified by the City, and convened customer focus groups. There were six customer focus group sessions which included homeowners, historic property representatives, community groups, small

business representatives, contractors, and design professionals. Collaborating with City staff, we determined that both customers and employees should be surveyed, and we identified additional stakeholders that were contacted by telephone following the on-site visit. From this information, the key themes used throughout this report were identified.

Task 3 – Comparison to Best Practices

Citygate prepared an overview of the best practices in the industry as they relate to each of the themes identified. These were compared to the current Building Services Division practices and used to prepare findings and recommendations.

Task 4 – Preparation of Findings and Recommendations

Once the best practices related to each theme were identified, findings and recommendations based on the stakeholder themes and best practices were prepared.

Task 5 – Presentation of Draft Findings and Recommendations and Preparation of Draft Report

A presentation of draft findings and recommendations to stakeholders and the community was scheduled for mid-November. The feedback from that meeting, and an internal City staff review to ensure the factual accuracy of the initial draft, are the primary sources for the final edits to this report.

Task 6 – Preparation and Presentation of Final Report

The final version of this report is based on the final edits received as part of Task 5. The presentation of the Final Report to the City Council is scheduled for February 2017.

1.2 ORGANIZATION OF THIS REPORT

This report has six sections:

◆ **Executive Summary** – introduces the study, explains the report's organization, and summarizes strategic findings and recommendations.

◆ **Section 1—Introduction** – describes the purpose for this review, the study methodology, as well as report organization, recommendations, and implementation steps.

◆ **Section 2—Stakeholder Input** – describes the stakeholder input process and stakeholder perceptions.

◆ **Section 3—Comparison to Best Practices** – outlines best practices and compares those to current practices in Salt Lake City.

◆ **Section 4—Findings and Recommendations** – provides a set of findings and related recommendations that together comprise the strategy Citygate advises for the City to achieve the desired improvements in the Building Services Division.

◆ **Section 5—Action Plan** – offers a more detailed Action Plan with specific steps, relative resource requirements, and suggested priorities in a tabular format.

To enhance continuity and consistency, the same themes are used to organize the stakeholder input, the discussion of best practices, the findings and recommendations, and the Action Plan sections of this report.

Figure 3—Use of Common Themes in Each Report Section
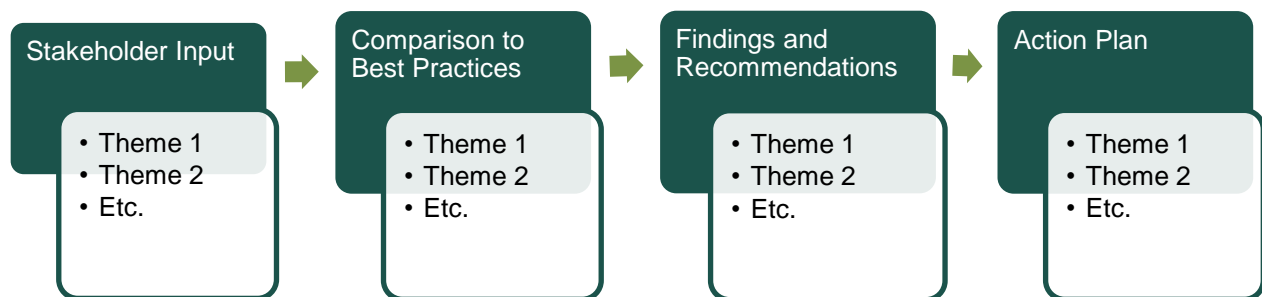
The themes are:

Theme One: Customer Service

Theme Two: Performance Measurement and Management

Theme Three: Policy Incentives and Barriers

Theme Four: Application and Plan Review Process Improvements

Theme Five: Inspection Process Improvements

Theme Six: Organizational Support for Economic Development

Theme Seven: Financial Management

Theme Eight: Technology

Theme Nine: Staff Development.

1.3 DEVELOPMENT OF REPORT RECOMMENDATIONS

In the early 1990s, as the change from a manufacturing-based economy to one based on knowledge continued, the need for new measures to gauge performance was recognized, which gave rise to the "balanced scorecard"

There are two levels of recommendations in this report; the "strategic recommendations" should be used as a set of principles against which more tactical and day-to-day recommended implementation decisions should be evaluated.

concept.[2] This concept recognized that traditional financial measures did not adequately reflect how well an organization was executing its strategy, and that the most valuable assets of an organization had shifted from tangible assets like buildings, cash reserves, and inventories, to intangible assets like proprietary processes, databases, unique software, and individuals with critical knowledge and skillsets related to those processes and that information. The most valuable assets became the information, processes, and knowledge workers in the organization that are critical to achieving strategic objectives. Standard financial measures no longer reflect the complete "bottom line" regarding organizational performance.

This concept was subsequently incorporated into not-for-profit and public sector performance management systems in the early 2000s, and has become accepted as a best practice in public sector performance management.[3] The balanced scorecard approach includes the following basic components:

♦ **Strategy** – The organization mission, which describes why the organization performs the functions that it does, as well as customer, internal process, employee learning and growth, and financial strategic objectives.

♦ **Customer/Stakeholder Performance Measures** – How well the organization is achieving its strategic objectives related to the organization's customers. These should capture the perspective of both the customers who come to the City for a service (e.g., processing time for a building permit) as well as the stakeholders (e.g., the City Council) that desire certain outcomes (e.g., economic development).

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[2] Robert S. Kaplan and David P. Norton, "The Balanced Scorecard-Measures that Drive Performance," *Harvard Business Review* (January-February 1992): pp. 71-79.

[3] Paul R. Niven, *Balanced Scorecard Step-by-Step for Government and Non-profit Agencies, 2nd Edition* (Hoboken, NJ: John Wiley & Sons, 2008), pp. 25-43.

◆   **Internal Process Measures** – The degree to which internal processing strategic objectives are being met. These measures should gauge how well internal processes are working (e.g., volume, time, cost, etc.) and the efforts to improve those processes.

◆   **Financial Measures** – Typical measures including revenues, expenditures, fund balances, etc. These should also include the degree to which strategic objectives (e.g., full cost recovery) are being met.

◆   **Employee Learning and Growth Measures** – Staff development and training efforts designed to achieve the strategic objectives related to employee skillsets and knowledge.

Citygate used the balanced scorecard framework to assess the Salt Lake City Building Services function and to develop the recommendations.

There are two levels of recommendations in this report (see Section 5—Action Plan). At the strategic level, the "strategic recommendations" that relate to each theme should be used as a set of principles against which more tactical and day-to-day recommended implementation decisions should be evaluated. Citygate's strategic recommendations are intended to serve the City over the longer term regardless of the timeframe for implementation which will, of course, depend on available resources as well as leadership and staff commitment and focus.

The more detailed recommendations (called "recommended actions") are provided in a tabular Action Plan format in Section 5. The speed at which these are implemented will depend on the level of resources and determination made available. The recommended actions include suggested priorities. Citygate recommends the highest priority recommended actions be implemented immediately. The other recommended actions should be considered in the context of a regular Citywide process that includes all other Salt Lake City functions and available resources (e.g., the priority-setting and budget process).

1.4   CORRELATION TO SCOPE ELEMENTS FROM THE CITY'S RFP

The elements from the original City scope of work are listed in Table 2 along with the number of the theme or themes under which those elements are addressed in our report. In some cases, the stakeholder input from the earlier steps in the process led to a greater emphasis in certain areas (e.g., customer service) and less emphasis in others (e.g., benchmarking). Nevertheless, all scope elements have been addressed as part of Citygate's review.

Table 2—Relationship of Scope Elements and Report Themes

	Scope Element from the City's RFP	Theme Number(s)
a.	Identify ways to streamline the permitting and approval processes, including in historic districts. Provide best practices compared to other cities in the region of similar size and complexity. Log current process strong points and bottlenecks.	2, 3, 4, 5
b.	Determine appropriate timeline for permitting and approval of common project types. Benchmark Salt Lake City's timelines compared to cities with similar development patterns and population. Account for the number of employees performing the same type(s) and amount of reviews. Differentiate for type, size, and complexity of permit types. *Note: After reviewing preliminary findings, this task was revised to eliminate detailed benchmarking, and additional focus group interviews and surveys were added.*	2
c.	Document the permitting processes that occur in City departments beyond Community and Neighborhoods (including Fire and Public Utilities), and suggest measures to streamline the system. Include an audit of actual usage of the common workflow in the City's Accela and ProjectDox programs. Differentiate the varying types of systems across City processes that do or do not cross-communicate.	4, 5, 6, 8
d.	Develop predictability for the private sector by improving consistency in staff responses to inquiries across multiple departments and divisions. Include all core plan-review staff members who are part of the review process from Planning, Building, Fire, Public Utilities, Engineering, and Transportation. Review standardization of responses and traceability of requirements.	1, 2, 4, 5, 6
e.	Identify any structural, technological, or ordinance barriers which create obstacles to a more streamlined, predictable, or transparent process. Identify specific ordinances which hinder a streamlined, predictable, and transparent process.	3, 6, 8
f.	Assess potential opportunities to incentivize the City's preferred types of development by using favorable permitting processes. Identify ways to build on the success of the process for Leadership in Energy and Environment Design (LEED) expedited review, through which the City is required to expedite all plans that meet United States Green Building Council (USGBC) LEED Gold standards, including if this could be a tool in historic districts.	3
g.	Review practices from other cities in the building services realm that enhance or incentivize economic development. Include actual relevant benchmarking from comparable cities, that is, cities of similar size undergoing similarly rapid development.	2

	Scope Element from the City's RFP	Theme Number(s)
h.	Evaluate existing mechanisms for developers who want to express concerns or question staff interpretations. Benchmark the allocation of staff to train and troubleshoot concerns, and identify any improvements which could be implemented.	1
i.	Identify the existing "checks" on the process to assure equal treatment for all applicants, including staff time spent on troubleshooting. Identify best practices which could be implemented.	1, 2, 7
j.	Identify barriers for developers to use the City's on-line systems for plan submission, status checks, and inspection scheduling. Evaluate technology, staffing, and software used in comparable jurisdictions.	1, 2, 8
k.	Identify ways to clarify City ordinances for the public and developers, including in historic districts. Determine what other cities are doing to improve ordinance clarity. Include actual relevant benchmarking.	3
l.	Assess Salt Lake City's publicly-available information to explain the permitting process and development processes in easily-understood terms that are browser-neutral. Propose ways to clarify the process.	1, 2, 4, 5, 8
m.	Identify additional opportunities for Salt Lake City, including electronic information and/or centralized response staff, to provide electronic information to the public and developers.	1, 2, 4, 5, 8
n.	Identify best practices for gathering input on customer service.	1
o.	Conduct a facilitated conversation with key local stakeholders to gather feedback on draft audit recommendations.	November 17, 2016

Citygate's scope of work consisted of neither financial nor compliance auditing. The field work for this project was conducted between August 16, 2016 and November 17, 2016.

SECTION 2—STAKEHOLDER INPUT

REDEFINING
AFFORDABLE
HOUSING

NO
PARKING
ANY
TIME

SECTION 2—STAKEHOLDER INPUT

Prior to conducting on-site interviews and meetings, Citygate reviewed online and printed information including permit statistics, budget and staff levels, organizational structure and processes, customer information, and similar information. On-site customer interviews and focus group meetings were held, as well as interviews with Salt Lake City elected officials and staff. Additional telephone interviews and follow-up communications also occurred. After discussing preliminary findings, Citygate and City Council staff decided to hold additional focus group meetings and survey both customers and employees.

Figure 4—Stakeholder Input
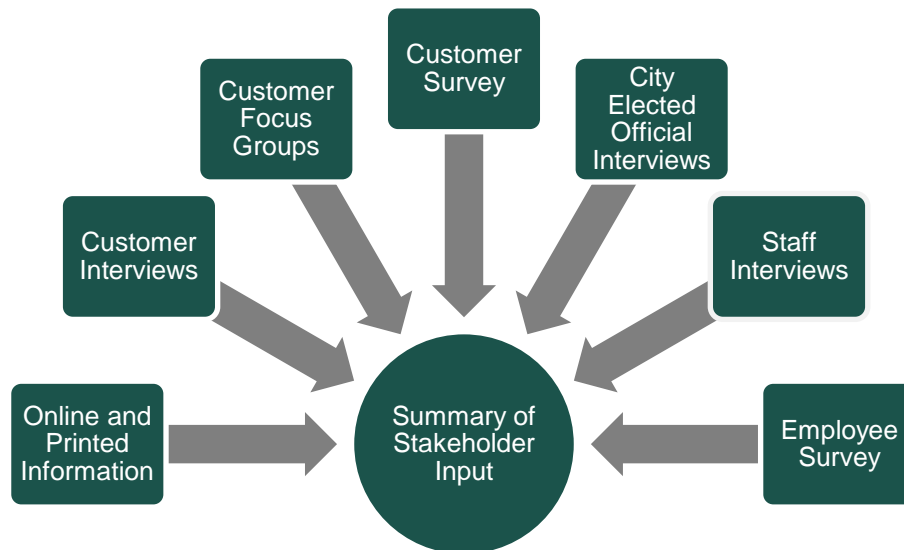
A total of six focus group meetings were convened. The questions asked of each focus group were:

1. What positive thoughts and comments do you have about the Building Services Division?

2. How is the Building Services Division doing overall?

3. How can the Building Services Division improve its efficiency and effectiveness?

The comments from all interviews and focus group meetings are confidential, so no specific individuals have been identified.

Both customers and employees were surveyed. Before these surveys were conducted, the City placed a survey on the Open City Hall website to help Citygate focus some of the customer service questions regarding customer experience. The customer service experience survey results were used to identify the themes and issues in this section, as well as to create a baseline for measuring improvement as described in subsection 3.1.2 and shown in Figure 10.

Several statements were included in the customer surveys, and respondents were directed to indicate whether their expectations for government service were being met on a scale from 1 to 5. A score of 3 indicates that expectations are being met. A score less than that indicates that some perceive that is not the case. Figure 5 shows the highest ranked statements from customers. Even though these are the highest ranked statement, four of them indicate that expectations are not being met.

Figure 5—10 Highest Ranking Customer Survey Statements

10 Highest Ranking Statements

	1.00	1.50	2.00	2.50	3.00	3.50	4.00	4.50	5.00

Has necessary knowledge of the building code and other City requirements.

Provides helpful front counter assistance.

Uses technology effectively (web site, plan check, document submittal).

Thoroughly reviews plans, performs inspections, and answers questions.

Performs timely inspections.

Provides courteous and respectful service.

Fulfills commitments.

Provides complete upfront information regarding inspections.

Provides helpful and informative handouts on processes.

Provides helpful information and solutions.

Figure 6 shows the ten lowest ranking customer statements. These indicate the areas with the greatest opportunity to improve customer service. Appendix A includes a more detailed presentation of the customer survey questions, results, and analyses.

Figure 6—10 Lowest Ranking Customer Survey Statements

10 Lowest Ranking Statements
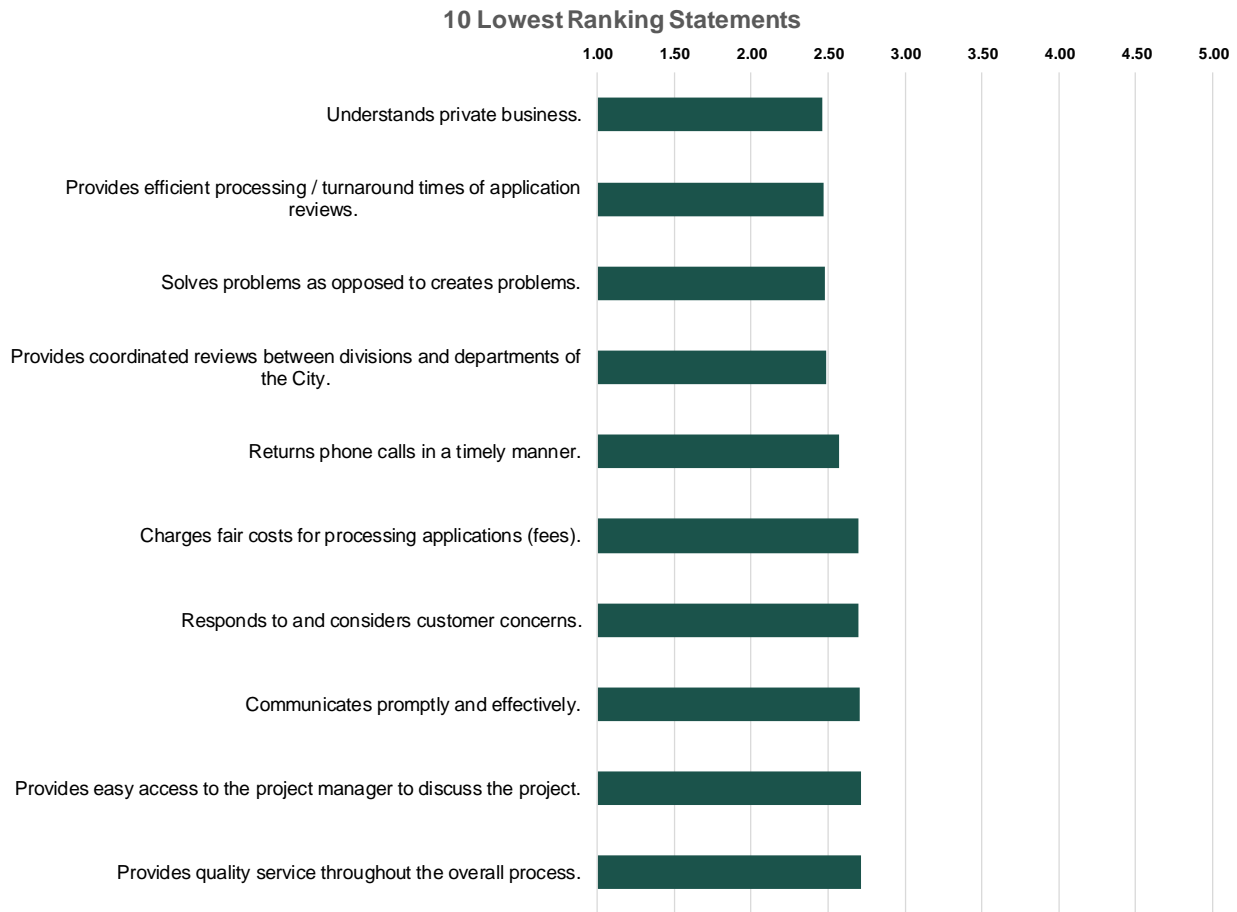
The survey of Building Services Division employees is provided in Appendix B. Although not responding to the same questions, the Division employees perceived that expectations were met and exceeded in many more areas when compared to customers. There are, however, several areas where the difference between the non-supervisory and supervisory/managerial staff perceptions varies by greater than 10 percent. These differences are shown in Figure 7, and indicate areas where better internal communication and training will be of the most benefit in aligning staff and management in the Division.

Figure 7—Statements with the Highest Percent Difference between Non-Supervisory Staff and Supervisory/Manager Mean Scores

Statements with the Highest Percent Difference between Non-Supervisory Staff and Supervisor/Manager Mean Scores

Statement	Percent Difference
I am actively encouraged to try creative approaches to my work, even to the point of taking the initiative.	~17.5%
The equipment and technology used in the Building Services Division are up-to-date.	~16.5%
My manager/supervisor encourages teamwork in the Building Services Division.	~15.5%
I believe the Building Services Division is an efficient, well-run organization.	~15%
Clear, written policies and procedures are in place to assist me in the performance of my job responsibilities.	~14%
I believe the Building Services Division functions proactively, and does not simply react to crises.	~13%
Leadership realizes that "perfection" is unachievable and has realistic expectations for measuring employee performance.	~12.5%
Building Services Division leaders handle human errors on the part of staff in a constructive and respectful manner.	~12%
The current compensation and promotion process rewards me for higher than average levels of performance.	~12%
The management of the Building Services Division contributes to the productivity of the Division.	~12%

Through examination of the materials provided by the City, from the comments during interviews and focus groups, and from the customer and employee surveys, most agree that the Building Services Division has made significant improvements in some areas, most notably the use of technology and the "one-stop" deployment of staff; however, there are also areas where significant improvements need to be made. Specifically, these areas include customer service, performance management, and staff development. In these three areas, we found the most notable opportunities for improvement.

Nine key themes emerged from the review of materials, interviews, meetings, and surveys. These themes are used to organize the input in this section and the remainder of the report. The statements listed under each theme heading were created by combining and summarizing individual comments. In some cases, different groups offered what appear to be conflicting comments. Those are included as well because they reflect stakeholder groups' perspectives and sentiments, even

when they are different or inconsistent. Citygate was careful to write this customer feedback as we received it, and as accurately as possible, even when it seemed inconsistent or difficult to validate.

2.1   STAKEHOLDER INPUT ACROSS THE NINE REPORT THEMES

The following stakeholder input summaries reflect input provided by stakeholders, and not necessarily Citygate's assessment.

2.1.1 Theme One: Customer Service

◆   The current Building Services Division Director resolves issues and has been a leader in improving the technology. Four other staff were identified as responsive and problem-solvers.

◆   The Director and top staff help and communicate with each other; staff are not listening.

◆   Some staff are difficult, ask for new items even though they have seen the plans previously, and "make life miserable."

◆   Repeat customers who are more familiar with the Building Services Division requirements and technology have a more positive experience than one-time customers.

◆   Regular customers expressed appreciation for helpful and friendly staff, and for the technology that allowed them to submit and pay for applications online, track projects, schedule inspections, and for the Permit-by-Inspector program. They like the paperless system.

◆   Regular customers like the email function within ProjectDox, including the ability to have multiple people within the City on email, and multiple/direct communications with reviewers who are making comments online and in real time.

◆   Regular customers appreciate the "one-stop shop" and, when available, the "over-the-counter" permit options.

◆   Smaller projects are much easier to process over the counter and one-on-one with a single Division employee.

◆   "Everything" should not require going online, customers should not have to sign-in to have access to staff, and it would be helpful to ask even simple questions by telephone. There is a lack of an actual person or persons with whom the customer can communicate.

◆ Without a person to speak with, there is no one who understands the project. Someone in the City needs to take ownership of the individual applicant project as it goes through review. There is no one to guide the customer. There should be a concierge/ombudsperson for the process.

◆ Both large complex projects and small simple projects should not have to go through the same queue. There should be a "threshold" below which projects can be processed "over-the-counter."

◆ There is not a predictable path or outcome for an application. There is no cycle, no timetable, no standard for the timeframe. Permits expire waiting for review to be completed. Examples of other timeframes that customers cited are:

➤ West Jordan: 3 rounds of review in 6 weeks, with "over-the-counter"

➤ Provo: 3 weeks

➤ Lehi: 2 weeks

➤ Park City: 1 year

◆ For historic properties, the City's guidelines and review process are unclear, handouts are needed, and allowing alternative materials should be considered. Staff do not demonstrate an ability to be creative, nor are the employees empowered to make reasonable decisions.

◆ There is a perception from some customers that "it helps to know someone at City Hall" to get your project approved. The process feels arbitrary and is not navigable.

◆ Other customers perceived the process as fair and even-handed, that there is accountability, and that everyone is treated similarly.

◆ Some customers who had to interact with the Fire Department and Public Utilities in addition to Building Services described the experience as "painful" and one "they would not subject themselves to again."

◆ The quality and timeframe for reviewing applications has declined over the last two years. Comments are boilerplate and identical regardless of the plans. Information and fees have been required for no reason.

◆ There should be more communication and coordination between City divisions and departments. The City should eliminate a step by combining utility fees with the permit fee. The departments and divisions should be co-located in the same building. The fiefdoms and silos within the City defeat individual efforts to perform in a culture where not making decisions is deeply-engrained.

◆ The Development Review Team (DRT) is a good concept and efforts by staff to reach out are appreciated. However, many groups are not informed about development proposals, or about renovations that include expansion in height of buildings.

◆ The City should listen to and receive feedback from customers. Staff should be open, respectful, and patient with customers, especially those who offer suggestions and ideas. City employees should respect professionals and each other.

◆ In areas where there is no service truck parking, the City issues parking tickets to service trucks that are working on permitted projects. Owners are cited for having boarded-up buildings while the City is reviewing building permit applications.

◆ The ombudsperson is terrific, very helpful, and a great idea. It would be great to have more staff performing the same function.

2.1.2 Theme Two: Performance Measurement and Management

◆ Building Services staff should be evaluated and paid based on completing their work, and there should be a sense of urgency.

◆ There should be a defined pathway with a checklist, timelines, and definitive set of comments. If new requirements are added after the first review, the City should help pay for them.

2.1.3 Theme Three: Policy Incentives and Barriers

◆ Completion of the impact fee study is a positive step.

◆ For public safety purposes, and to remove blight, demolition of boarded-up buildings should be allowed without a landscape plan and bond.

◆ To avoid spending money on a building that will be demolished, demolition of boarded-up buildings should be allowed without requiring plans for redevelopment.

◆ There is a staff bias in favor of zoning over small area plans, resulting in developments being approved that are not what the community desires.

◆ The DRT process should be more transparent by advising the interested community members at the beginning of the development review process.

2.1.4 Theme Four: Application and Plan Review Process Improvements

◆ Regular applicants stated that the online system works well for large projects.

◆ The DRT works well, with good, positive, helpful comments. It needs to be improved by having someone with authority oversee it and make departments and divisions coordinate. DRT members appear not to be communicating with each other.

◆ The online process does not work well for small projects. Simple and complex problems should not have to go through the same queue. Non-structural and smaller projects should be processed "over-the-counter."

◆ The Fire Marshal makes comments on non-code-related items.

◆ The plan review and construction processes are difficult to navigate. Applicants cannot obtain information on timelines and processes.

◆ Staff lack an understanding of specialty aspects of projects.

◆ Staff appear not to care if a project is built, even in areas targeted for improvements. Projects are stopped and required to start over.

◆ Problems with projects result from the lack of coordination among City departments (e.g., land subdivision, utility hook-ups, etc.).

◆ Separate building, electrical, mechanical, and plumbing permits should be combined.

◆ The expedited process is not always faster, but it does result in more comments. It should be faster.

◆ Consistency in all parts of the process is needed.

◆ Correction notices should be more specific.

◆ The same information is requested multiple times.

◆ The application review process is taking too long, there are multiple rounds of comments, and new comments that should have been made in the first reviews are made in later reviews.

◆ Different departments review applications at different times, cycle times are unknown, and there is no two-way conversation.

◆ Types of review that were not identified in the application documents (e.g., address assignment, forestry, waste management) are identified later in the review process.

◆ Information that is provided and stamped by registered professionals is not honored by non-registered plan reviewers. Registered professionals in one discipline are

asked to "sign off" on plans provided by registered professionals in other disciplines.

◆ People skip the permit process because it is very complex.

◆ Small area plans are ignored in favor of zoning. Form-based zoning has cut out input from communities.

◆ The current planning review process lacks transparency, integrity, and consistency when dealing with community councils. The open house process used to show a neighborhood a project is not effective. It does not communicate, and should not substitute for an instructive meeting.

2.1.5 Theme Five: Inspection Process Improvements

◆ Acquiring permits and inspections for heating, ventilation, and air conditioning (HVAC) work in Salt Lake City is easier than any surrounding jurisdiction.

◆ Salt Lake City has more seasoned inspectors than other jurisdictions.

◆ Salt Lake City does not allow general contractors to schedule four combined inspections, each must be done separately. Other jurisdictions in the area allow for the combined inspection, and in the County, the general contractor can pull the permit.

◆ Scheduling of inspections can be improved. While one can be scheduled online, the contractor must call in during a narrow morning window between 7:45 am and 8:00 am to find out only an approximate time frame for that inspection. The contractor must then call the individual inspector to determine when he/she thinks they will be on the job site.

◆ Building inspectors should be given the authority to make more on-the-job decisions.

◆ Inspections become difficult when inspectors change because they do not read previous corrections.

◆ When the same inspector performs a re-inspection, there are corrections that were not identified in the previous inspection.

◆ There are inconsistent interpretations of codes, and the consistency of inspections needs to be improved.

◆ It would be a significant improvement if inspectors would call the site superintendent prior to arriving on the job site.

◆ Correction notices need to be specific.

◆ The City lacks the staff to assure codes are followed and rules enforced.

2.1.6 Theme Six: Organizational Support for Economic Development

◆ Projects in neighborhoods targeted by the City for renovation and improvements should be supported by the City. Delays and internal conflicts among departments add cost and frustration.

◆ Big businesses have professionals that can maneuver their projects through the process, but small businesses do not. This limits the ability for small businesses to expand and create new jobs.

◆ Multiple rounds of review are expensive and result in changes to changes that were made in response to a previous review. Some small businesses must obtain additional financing to meet these requirements.

◆ Clients are giving up on projects due to uncertainty in the process. Some of the uncertainty is due to abrupt staff changes.

◆ City staff do not seem to care if projects are built or what it costs the applicant. Surrounding jurisdictions' staff appear to be excited about development projects.

◆ Some perceived not-for-profit applicants are frustrated, while for-profit are helped.

◆ Businesses are not acquiring permits because it is a painful and expensive process.

2.1.7 Theme Seven: Financial Management

◆ Funding will be needed to keep the Division technology up-to-date as new versions of the software are delivered.

◆ There is a perception by some that fee revenues are used to pay for other City General Fund services.

◆ State law limits the fees for building permit review to the actual cost of review or a percentage of the building permit fee, whichever is less.

◆ The Building Service Division revenues fluctuated significantly over the last ten years (2007-2016), but stable revenues are needed to maintain consistent service through market fluctuations.

2.1.8 Theme Eight: Technology

◆ Routine customers are generally supportive of the online system, but suggest exempting smaller projects from going through the online system, allowing response to comments as they are received, and providing a timeframe for reviewers to complete comments.

◆ ProjectDox is hard to use, especially for simple projects, because every sheet must be uploaded, the submission format is difficult, and there is no uniform response. Applicants do not know what is missing and who to contact.

◆ Some applicants have experienced instances in which ProjectDox and Accela do not work together. There is no two-way conversation, so applicants must wait until all reviews are completed before being able to communicate with staff. The timeframe for review is not known.

◆ Applicants do not receive an email or notice when they have made a mistake in submission of digital data. It is not intuitive, email contacts are limited, and sometimes incomplete submissions are sent by City staff to outside consultants.

◆ Reviewers do not use a consistent format for providing comments on digital files, and the ProjectDox format is not user-friendly.

◆ The City and system control where items are shown in plans, and require information to be re-arranged, copied, and pasted a certain way. For example, information (e.g., elevators, door hardware, skylights) was included in the specifications, but the City required them to be shown on plans.

2.1.9 Theme Nine: Staff Development

◆ Staff members lack "real world" experience.

◆ All staff members and departments can use more training and could be more accountable.

◆ Abrupt changes in staff are a problem.

◆ Staff do not appear to care about costs and whether a project is built.

◆ Applicants that are registered professionals (e.g., architects and engineers) would like staff to treat them with respect as one professional to another; staff with less training than professionals do not give them the benefit of the doubt.

◆ To the degree allowed, given that technical codes are adopted at the State level, City staff could be more knowledgeable and flexible in areas like alternatives to LEED designation, such as National Green Building Standards (NGBS) and platforms other than LEED.

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SECTION 3—COMPARISON TO BEST PRACTICES

Citygate was asked to identify best practices and compare them to current practices in the Salt Lake City Building Services Division. This section provides that information, and is organized using the nine themes listed in Section 1.

3.1 COMPARISON TO BEST PRACTICES

Citygate identified nine best practices that are most relevant for improving the Salt Lake City Building Services Division. These are described and compared to current practices in this subsection. They are not listed in any specific order (i.e., priority), but many are interrelated, and Citygate strongly encourages the City to consider them as a package.

3.1.1 Theme One: Customer Service

There are five important aspects of customer service that represent best practices: customer focus, customer perspective, predictability and transparency, communication, and customer experience.

Customer Focus

The key characteristics of customer-focused community development organizations are that they:

◆ Listen to their customers

◆ Incorporate customer feedback into their operations

◆   Empower staff to deliver consistently high levels of customer service

◆   Are willing to test new and innovative ideas.[4]

Customer feedback can take many forms, including focus groups and surveys (like those used in this review), comments from face-to-face contact or comment cards, and ongoing user group meetings. The Salt Lake City Building Services Division does not currently have a formal process to regularly obtain customer feedback, and thus does not regularly utilize customer input to improve customer service.

Empowering staff to enhance customer service entails providing the necessary resources (e.g., information, training, equipment) and authority to make decisions. Relinquishing authority to allow front-line staff to make more decisions is a delicate balancing act as managers must support staff who will inevitably make mistakes, and at the same time be accountable. This often requires significantly higher levels of information sharing, teamwork, and trust.

The Salt Lake Building Services Division has made significant progress in this area by creating the "one-stop shop" that includes staff from most of the other divisions and departments involved in building permit review.

Using innovation to improve customer service requires a flexible, learning organization. A learning organization is motivated to increase its capacity for continual adaptation to change.[5] Such an organization invests in new technology and staff training, examines existing procedures and policies to make appropriate changes, and embraces new models for doing business on an ongoing basis. Currently, the Building Services Division does not have the necessary organizational environment with the necessary culture to build a learning organization.

Customer Perspective

In addition to the characteristics described previously, a customer-focused organization also tries to offer the services they provide from the perspective of the customer, not that of the organization.

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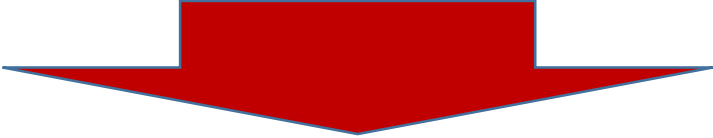
[4] Wendelyn Martz, "Customer Service in the Planning Department," *International City/County Management Association Management Information Service Report Volume 27/Number 5* (May 1995), p. 2.

[5] Peter M. Senge, *The Fifth Discipline: The Art and Practice of the Learning Organization, Revised Edition* (New York: Doubleday/Currency, 2006), p. 272.

Figure 8—Customer- and Organizational-Centered Perspectives

Organizational Perspective

Customer Perspective

Who needs to review and inspect this?

What, if any, permits do I need for this?

	Planning	Building	Fire	Engineering	Utilities	Transportation	Business License	Code Compliance
Zoning Map Amendment	○							
Building Permit	○	○	○	○	○	○	○	○
Street Encroachment				○	○	○		
Traffic Control			○			○		
Utility Service				○	○	○		
Business License	○	○	○		○		○	○

In local government permitting processes, it is a best practice to provide a customer-oriented portal to the services provided. On the other hand, organization-centered local governments essentially force customers to learn and navigate the organizational structure and processes to obtain a permit. The Salt Lake Building Services Division has made significant progress in this area by creating the "one-stop shop" that includes staff from most of the other divisions and departments involved in building permit review. However, as will be discussed in a later section, the permit tracking technology as currently deployed is more organization-centered.

Predictability and Transparency

Organizations that are serious about customer service also make predictability and transparency cornerstones of their operations. These two factors are arguably the greatest source of customer dissatisfaction in building and community development departments. To address these two issues, organizations must make the requirements of customers clear and unambiguous, have well-defined and straightforward processes, and have predictable timeframes. Figure 9 below illustrates how the straightforward process and predictable timeframes concepts should be applied in Salt Lake City, as well as the communication and performance measure concepts which are discussed in the following subsection and in section 3.1.2, respectively.

Figure 9—Salt Lake City Building Permit Process

Process Steps and Proposed Timeframes

Step	Application Submitted and Fees Paid	First Plan Review	Applicant Plan Corrections	Second and Subsequent Plan Reviews	Charge-out and Permit Issuance
Description	• Staff determines if application complete and correct plan check fee paid • If so, assigned to plan reviewers	• Zoning review • Building review • Fire review • Engineering review • Public Utilities review • Transportation review	• Applicant or his/her designer make corrections identified during plan review	• If necessary corrections made, plans are sent for charge-out and permit issuance. • If not, corrections must be made and plans reviewed again	• Fees (e.g., water connections, impact fees, etc.) to be charged are calculated and permit ready to issue once fees paid.
Timeframe	• Completeness review, fee check, and distribution of plans completed within 2 working days	• Review of plans and any notice of corrections needed completed by all six reviewers in 20 working days	• The time required for this step is determined by the applicant and designer	• Review of plan corrections completed by all six reviewers in 10 working days	• Charge-out completed within 2 working days • Time for fee payment and permit receipt determined by applicant

Communication

Customers will not be well served unless they are communicated with effectively. The most important communications that can be provided to the building services customer are:

◆ **Applications** – The main purpose of an application is to provide the information needed to review the proposed project. Well-designed applications should save time and reduce costs for both the applicant and staff. In many cases, the same application checklist is used by both applicants and staff, and is provided with the application.

◆ **Processes** – This should outline, in simple graphics and text, the steps and sequence for review of all applications, processing code enforcement issues, etc. To paraphrase a concept founded in quality management and continuous improvement, "If you can't explain your application review process, you don't have one."

◆ **Timeframes or Schedules** – The expected and maximum time required for each step of the process, as well as scheduled meetings, hearings, etc., should be available before an application is submitted so the customer can predict when other steps in the development or redevelopment process should be scheduled, and how long the process should take.

As many customers expect this same information online, and as processes are being managed more often with permit tracking software, it is even more important for the information requirements, processes, and schedules to be clearly defined and documented. In most cases, the Salt Lake City Building Services Division does not provide these types of communication to customers.

Customer Experience

Finally, it is a best practice for staff to create a positive experience for customers when interacting with customers. Based on the stakeholder input Citygate received, the most important customer experience factors that the Salt Lake City Building Services Division should recognize and strive to improve are being:

◆ Courteous and respectful to customers

◆ Prompt and effective in communication

◆ Knowledgeable about the Building Code and other requirements

◆ Thorough in reviewing plans, performing inspections, and answering questions

◆ Helpful by providing information and solutions.

As indicated in Section 2, the City conducted an online survey which was used to identify the factors listed above. Citygate conducted a subsequent customer survey which identified baseline ratings for these factors. Organizations that utilize best practices include measures of customer service like these in their budgets and performance management systems. These factors should be included as individual- and division-level performance measures in the future. Table 3 on page 49 illustrates how these measures might be used.

3.1.2 Theme Two: Performance Measurement and Management

There are three essential characteristics of performance measurement representing best practices:

1. The performance goals must be SMART.[6]

    ➢   Specific – It must be specified who will perform the goal, what will be done, when and where it will be completed, and why is it being done.

    ➢   Measurable – The result needs to be measured using an indicator of quantity or volume, quality, time, and/or cost and the tools to measure that are available.

    ➢   Achievable – The organization must have the resources and capabilities available to achieve the performance goal.

    ➢   Relevant – The goal must fit into one or more overall strategic objectives of the organization.

    ➢   Time-bound – A specific schedule is needed with dates for achieving the performance goal.

2. The measures must include desired outcomes. It is not enough to use performance measures that merely state the inputs, outputs, time, and/or cost. To have complete measures of organizational performance, outcome measures that more accurately reflect a desired "end-result" should be included. For example, a processing time of a certain length that is met consistently is certainly a desirable condition to improve the likelihood that the desired outcome of economic development will occur. However, an increase in private investment in development and redevelopment projects, and/or an increase in jobs at a certain pay scale are measures that more directly reflect the desired outcome.

3. The measures must have a context that creates a clear alignment between an organization's strategic objectives, the individual performance plans for each staff member, and all organizational levels in between. This concept will also be discussed as part of an overall performance management system in the next subsection. An example of this concept, often referred to as cascading performance measures, is illustrated in Figure 10.

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[6] Although there are variations to the meaning of each letter in the acronym SMART, the underlying concept is often attributed to Peter Drucker's work on management by objectives in Peter S. Drucker, *The Practice of Management* (New York: Harper and Brothers, 1954).

Figure 10—Cascading Performance Measures

Community and Neighborhoods Department		
Objective	**Measure**	**Target**
Provide prompt, consistent service to customers to improve small business retention and expansion	All building permit plan reviews and inspections completed on time	100%

Division: Building Services		
Objective	**Measure**	**Target**
Provide prompt and thorough inspections	Percentage of all inspections completed within 2 working days of request	100%

Individual: Combination Inspector		
Objective	**Measure**	**Target**
Provide prompt and thorough combination inspections	Percentage of combination inspections completed in 2 days	100%

Measures are usually established by determining the volume, time, or cost, then setting standards based on those measurements, and finally setting up regular reporting on consistency in meeting that standard.

The industry standard and best-practice time frame for the plan check of building permit applications is a maximum of four weeks (20 working days) for first plan check, and a maximum of two weeks (ten working days) for re-checks for **90 percent or more** of all applications. Mathematically, this 90 percent measure is called a "fractile" measure, and is widely preferred against the standard average.[7] This is because the measure of "average" only identifies the central or middle point of performance time. Using an average makes it impossible to know how many plans or permits had processing times that were significantly above or below the average. In other words, standard averages do not help the Division track consistency.

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[7] A *fractile* is that point below which a stated fraction of the values lie. The fraction is often given in percent; the term percentile may then be used.

For example, Figure 11 shows processing times for a fictitious building department in the United States. This city is receiving 20 plans to be checked each month. Processing time for the plan checks has been plotted on the graph in order from shortest time to longest time.

The figure shows that the *average* processing time is 18.7 days. However, the average processing time fails to properly account for four plans with processing times far exceeding standard best practices. In fact, it is evident in Figure 11 that, in this fictitious U.S. city, 20 percent of plan checks are far too slow, and that this city has a serious customer service delivery problem. Average processing time as a measurement tool for building services is simply not sufficient. This is a significant issue in larger cities, if hundreds or thousands of plans are checked far beyond the average time.

By using the 90 percent fractile measurement, this fictitious small city has a processing time of 32 days, 90 percent of the time. This fractile measurement is far more accurate in reflecting the service delivery situation in this city.

Figure 11—Fractile versus Average Processing Time Measurement
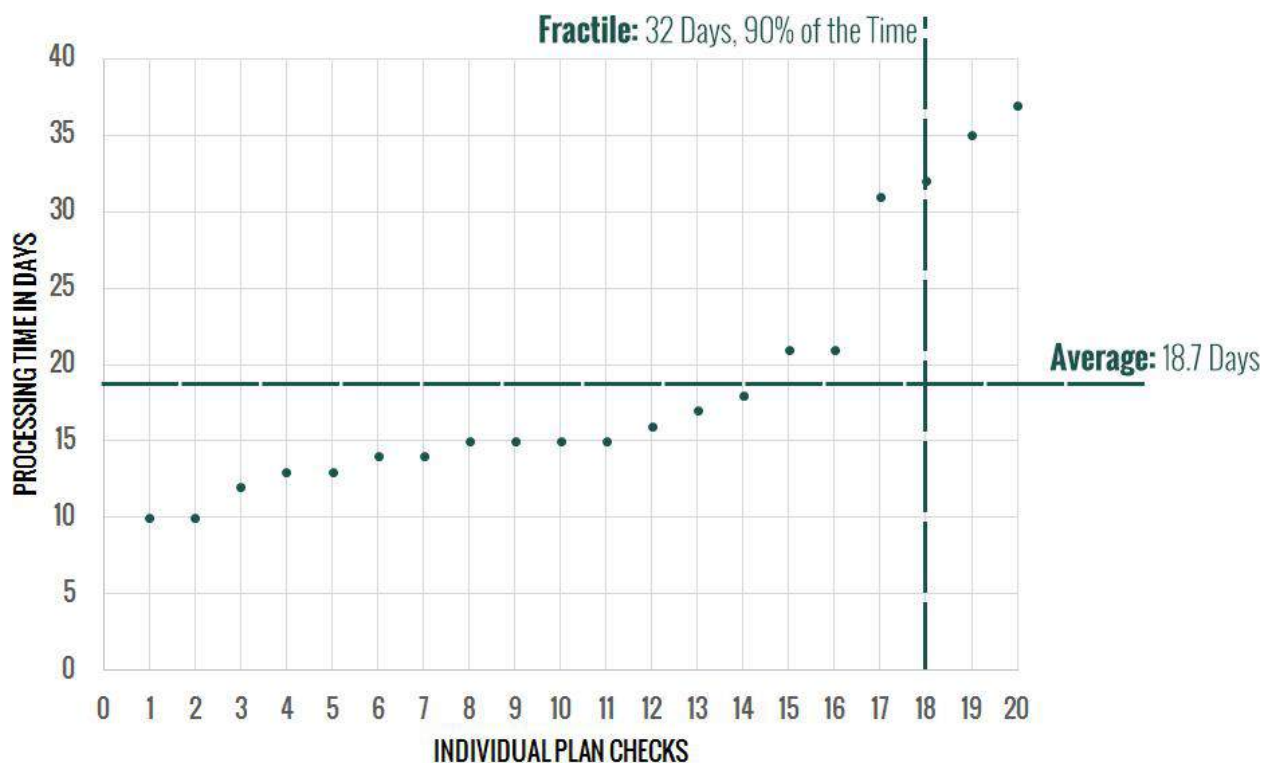
Based on the information provided to Citygate by the Building Services Division, seven different organizational units review building permit plans. The **average** review time for all applications, including those issued over the counter, ranges from under six days to over 40, depending on which

unit is reviewing the application. It is not clear from the data whether these figures include the time while applicants must complete other requirements (e.g., utility connections, approval of variances, etc.), but the standard adopted in Salt Lake City should include review time for all component applications rather than combined averages, and should include review time for all organizational units involved without including time waiting for applicants to meet other requirements. Figure 9 (shown on page 44) illustrates these measures and how they should be communicated, along with the steps in the process.

To illustrate how performance against these measures can be communicated, an actual online report from a western United States city that is slightly larger than Salt Lake City is provided in Table 3. It reports performance in meeting their adopted standard of "completion of 95 percent of all building permit plan reviews within ten working days of receipt of complete plans." That standard is also included in their adopted city budget.

The Salt Lake City Building Services Division should include these types of standards as part of its proposed budget, use them as part of a performance management system, and regularly report performance to stakeholders as a best practice. As outlined in Appendix D, this is consistent with existing and planned Citywide initiatives.

Table 3—Example Building Permit Application Processing Report

Month	Total Applications	Total Late*	Percent on Time
September 2015	759	15	98.0
October 2015	1,167	17	98.5
November 2015	731	8	98.9
December 2015	857	17	98.0
January 2016	587	14	97.6
February 2016	789	7	99.1
March 2016	924	37	96.0
April 2016	912	12	98.7
May 2016	880	49	94.4
June 2016	925	26	97.2
July 2016	638	22	96.6
August 2016	911	18	98.0
September 2016	997	10	99.0
Cumulative	11,077	252	97.7

* At least one reviewer held application for 11 working days or longer

Based on the information provided to Citygate, Salt Lake City does track the processing time and volume of building permits, so generating a report like this should be relatively straightforward.

The Salt Lake City Building Services Division should also include measures of the customer service experience in its performance management system. During the Building Services Division review process, the City conducted a customer service survey using the Open City Hall tool. Citygate used the results of that customer service summary to establish a baseline for five key measures of the customer service experience identified from the Open City Hall survey. The possible scores for each measure were:

1   Unacceptable

2   Below Expectations

3   Met Expectations

4   Above Expectations

5   Far Exceeds Expectations

Table 4 shows the baseline score and possible targets for improving the perceived customer service experience of the Building Services Division and each staff member. The possible targets for those measures that are "Below Expectations" are slightly higher than "Meets Expectations" (i.e., the possible target is to be "Above Expectations" 25 percent of the time), and the possible target for those measures that are "Meets Expectations" are somewhat higher (i.e., the possible target is to be "Above Expectations" 50 percent of the time). Progress against these targets should be measured by following up with applicants via email or a similar method. The Division baseline and targets, and the individual staff targets, should be updated annually.

Table 4—Customer Experience Measures, Baseline Scores, and Performance Targets

Customer Experience Measure	Baseline	Near-Term Target	Longer-Term Target
Prompt and effective communication	2.71	3.25	4.0+
Helpful providing information and solutions	2.82	3.25	4.0+
Courteous and respectful	3.08	3.50	4.0+
Thorough reviewing plans, performing inspections, answering questions	3.14	3.50	4.0+
Knowledgeable about Building Code and other requirements	3.31	3.50	4.0+

3.1.3 Theme Three: Policy Incentives and Barriers

It is a best practice for local governments to use an adaptive management approach to setting and updating policies. This practice can be traced back to the Shewhart Cycle (see Figure 12) which received widespread exposure through W. Edwards Deming's total quality management and continuous improvement work in Japan, and later in the United States.[8]

Best-practice local governments recognize that they are in a continuous improvement cycle that includes planning (establishing goals, policies, and code), doing (implementing through code and capital programs), checking (monitoring performance), and adjusting (amending the goals, policies, and/or code). In this manner, opportunities and problems can be identified on an almost ongoing basis and amended.

A small number of stakeholders identified three policy areas that are being, or should be, addressed as they negatively impact the building plan review process: impact fees, boarded-up buildings, and conflicts between small area plans and the zoning code. The impact fee policies are currently being addressed, and stakeholders indicated they were pleased the associated report had been completed. The remaining two issues should be addressed through code interpretations or by policy and code amendments that could be proposed. When it is unclear how the adopted code should be applied, a code interpretation should be prepared, made available to the public for a short comment period, and then applied consistently when reviewing planning and building applications.

Figure 12—Shewhart Cycle (Part of Total Quality Management)

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[8] Found at: https://www.deming.org/theman/theories/pdsacycle
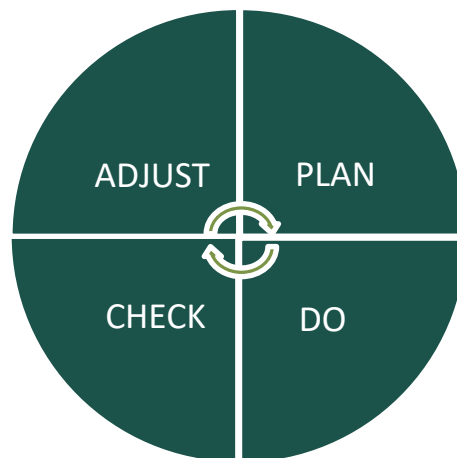
Citygate was also asked to review the historic district requirements. The common practice in the United States is to use the Department of Interior, National Park Service "National Register Criteria for Evaluation" as a guide for determining the historical significance of a property, and to use the same organization's guidelines for evaluating the integrity of an individual property. Salt Lake City's practices are consistent with these guidelines. In addition, we were informed that there are an average of 330 Certificates of Appropriateness processed annually. For the three-year period from 2014-2016, an average of 34 (approximately 10 percent) of those applications were reviewed by the Historic Landmarks Commission (HLC) per year. The HLC approved an average of 21 of the 34 (approximately 62 percent), denied an average of 5 (slightly less than 15 percent), and provided recommendations on an average of 8 (slightly less than 24 percent). Like all permitting processes, this should be clearly documented for users, have easily understandable decision criteria, have a performance standard or standards, be monitored, have results that are reported regularly, and it should be revisited if there are indications that changes are needed. However, based on the small volume of applications that go to the Historic Landmark Commission and are denied (1.5 percent, or 5 out of 330), and the consistency of the current processes with common practices, we do not have any recommended changes to the current process at this point.

What is important to glean from this stakeholder input is that Salt Lake City needs to establish and implement an ongoing, regular process for identifying and addressing needed policy changes. Many states have statutes requiring regular plan updates (e.g., five-year cycle or ten-year cycle). Some also require regular reporting (e.g., annual reports) on plan implementation. Regardless of statutory requirements, the best practice is to integrate this type of process into the annual priority and budget setting process, with recommendations coming from stakeholders through staff and the planning commission to the City Council and Mayor. Often the source of the recommendations will be customer feedback, problematic sections of the code that are difficult to interpret, or recognition of changing conditions (e.g., new technologies or types of business) that must be addressed. Salt Lake City should establish a regular cycle (e.g., quarterly, six month, annual) for reviewing and amending policies and code provisions.

3.1.4 Theme Four: Application and Plan Review Process Improvement

The Building Services Division does not process applications and review plans using the following best practices: an ongoing continuous improvement process; combined building, electrical, mechanical, and plumbing permit; application completeness determination and permitting timeframes; and elimination of redundant subsequent reviews and comments.

Best-practice organizations have an ongoing continuous improvement process in place. Often all staff are trained in the tools and techniques and expected, or sometimes required, to engage in that process. For example, a performance measure for a staff member that reviews plans might be to

lead or participate in at least one continuous improvement project annually. An overview of continuous improvement process, tools, and techniques is included as Appendix E.

Figure 13—Application and Review Best Practices that Can be Implemented in the Near-Term

| Pre-Application | • Combine Building, Electrical, Mechanical and Plumbing Permits |

| Application | • Time Limit for Application "Completeness Review" |

| Review | • Maximum Use of Over-The-Counter Permits
• Time Limit for Review
• No Redundant, Subsequent Reviews (i.e., Institute "Only One Bite at the Apple" Standard) |
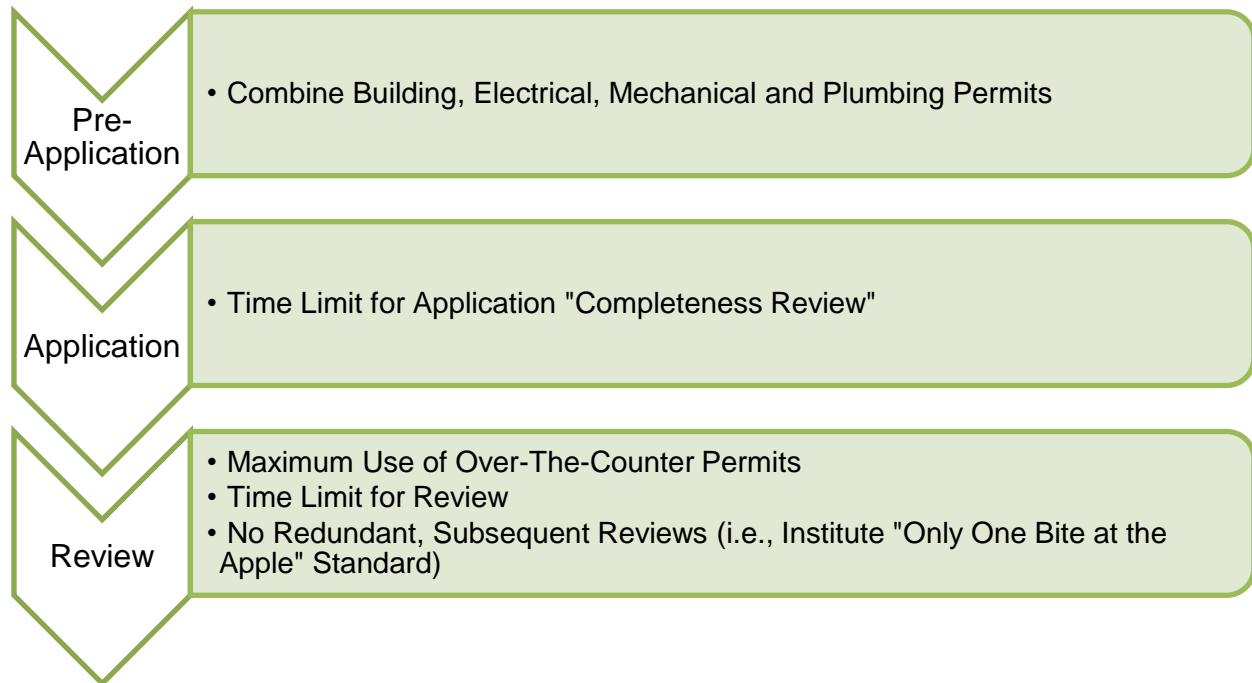
It is very unusual to issue separate permits for one project. During the Division's current permit issuance process, Permit Technicians must issue four separate permits, which takes four times longer to prepare, sign, and process. Also, the applicant is being charged a permit issuance fee for four permits instead of one combination permit. This is very inefficient and labor-intensive.

Plan review staff in best-practice organizations provide all comments, and identify all needed corrections, during the initial review of the submitted plans. Any additional comments or corrections are limited only to the plan changes submitted in response to the initial or subsequent reviews. Exceptions are generally only made for health or safety issues. This is informally known as "only getting one bite at the apple," and it prevents significant frustration and costs. In other words, the plan reviewer does not go back and re-review the information he/she has already reviewed. If a reviewer subsequently finds a public health or safety issue that he/she missed before, the applicant is required to make a correction to the plans, but that is noted as sub-par performance on the part of the plan reviewer. It is incumbent on the reviewer to "get it right the first time."

3.1.5 Theme Five: Inspection Process Improvement

In addition to implementing an ongoing continuous improvement process and combining separate types of permits as described in the previous subsection, inspection best practices that can be adopted by the Building Services Division include: use of combination inspectors, elimination of redundant subsequent inspections, and creation of an electronic certificate of occupancy approval process.

Best-practice organizations typically use combination inspectors that, at a minimum, are qualified to perform building, electrical, mechanical, and plumbing inspections. In some cases, they are qualified to perform additional inspections (e.g., site work). Utah State Code (58-55-part 3, 58-59-9, and 58-56-9.1) requires certification and licensing of inspectors in each area for which they are performing inspections, so it may be challenging for the City to recruit and retain combination inspectors. Nevertheless, to the degree that this can be implemented, it will result in more efficiency and will be less labor-intensive. For example, without a combination permit and inspection, the inspectors must input their inspection results on four permits instead of one combination permit.

Like plan review staff in best-practice organizations, inspectors identify all changes needed to the building components they are inspecting during that inspection, but do not re-inspect components that have previously been inspected. For example, if a dwelling unit has already passed the framing inspection, the framing is not re-inspected, and changes to framing are not required when making an electrical inspection. If an inspector subsequently finds a public health or safety issue that was missed in a previous inspection, the applicant is required to make the needed change to the building, but that is noted as sub-par performance on the part of the previous inspector. Also, like the plan review staff in best-practice organizations, it is incumbent on the reviewer to "get it right the first time."

Figure 14—Inspection Best Practices that Can be Implemented in the Near-Term

Pre-Inspection	• Combine Building, Electrical, Mechanical and Plumbing Inspections
Inspection	• No Redundant, Subsequent Inspections (i.e., Institute "Only One Bite at the Apple" Standard)
Post-Inspection	• Electronic Certificate of Occupancy Approval Process
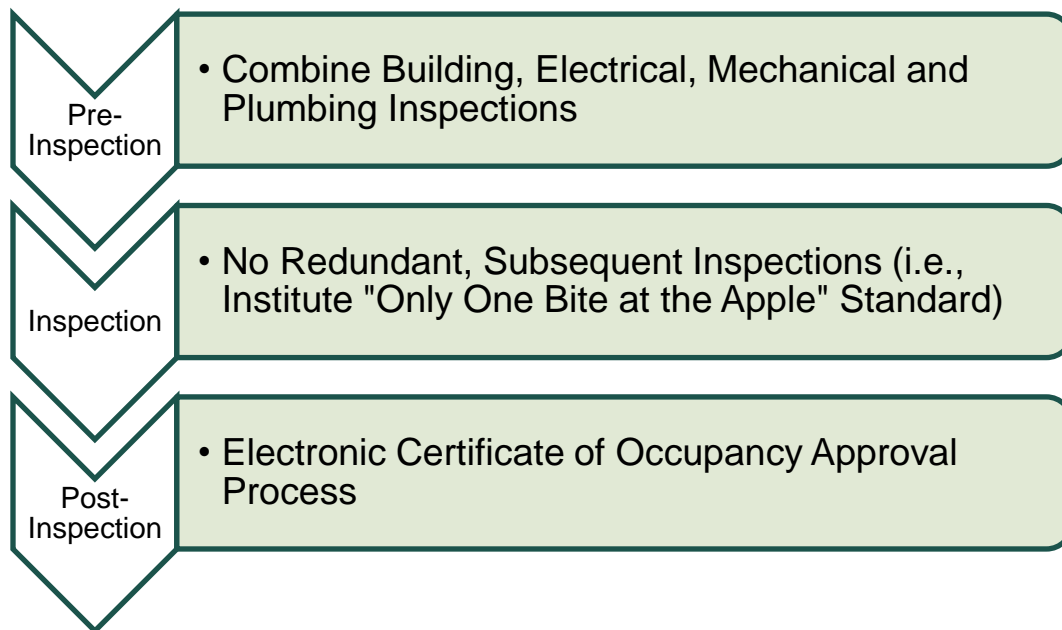
3.1.6 Theme Six: Organizational Support for Economic Development

The graphic in Figure 15 shows the different City organization levels involved in permit processing and coordination, depending on the scope of the permitting process. Organizations that use a predictable and consistent permitting process as an economic development incentive have established an organizational and management structure that can address all scopes and levels of complexity.

As shown in Figure 15, permit process "A" involves only one division within a department. The example here is shown within the Building Services Division for a simple building permit. This process could be wholly within another division, such as Engineering for a right-of-way encroachment permit, etc. In this example, the Division Director is responsible for the process being completed effectively and efficiently.

In permit process "B" multiple divisions within one department are involved in permit processing. This is often the case when a more complex building permit is processed. It is a best practice in the community development field for the Department Director to be responsible for the effectiveness and efficiency of the overall process, even if that role entails overruling one or more division directors when they have a disagreement which results in a delay in the processing of a permit. For example, this may happen when two divisions interpret the different policies or codes they are responsible for implementing, and those interpretations create conflicting direction to an applicant.

Figure 15—Building Permit Processes, Organizational Levels and Units Involved, and Responsible Staff Members

Organizational Levels and Units Involved in Building Permit Processes									
Citywide	Citywide Role and/or Position								
Department	Community and Neighborhoods				Fire	Public Utilities			
Division	Planning	Building Services	Engineering	Transportation	Fire Prevention	Water	Wastewater	Stormwater	Street Lights
Responsible Staff Member by Type of Building Permit Process									
A. Simple Building Permit		Building Services Division Director							
B. More Complex Building Permit	Community and Neighborhoods Department Director								
C. Most Complex Multiple Division and Department Building Permit	Staff Person with Designated Citywide Role and/or Position with Citywide Authority								

Permit process "C" includes multiple divisions and departments. When processing an important development project, the **multiple-department coordination function** is critical. Some jurisdictions use a staff member that is assigned to serve in this **role** in addition to their other duties. It is a best practice in local governments to have a managerial **position** with the authority and responsibility for ensuring department directors communicate and work together as standard operating procedure, give priority to important projects and programs, and collaborate on continuous process improvement.

Like the multiple-divisions example above, the **multiple-department coordination function** is necessary to ensure that the complex interactions of individual departments do not result in an undesirable City-level result (i.e., "the tragedy of the commons"). In other words, each department involved in issuing a permit may provide the applicant with what that department considers the best recommendations for getting a permit approved, but the cumulative effect of those recommendations may be conflicting and/or mutually exclusive direction to the applicant.

Most importantly, the City needs this function to ensure departments and divisions work together to meet performance standards like those in Section 3.1.2 (i.e., to "break down silos" that organizations naturally tend to create).

To address critical public safety and emergency management situations (e.g., a major natural disaster like an earthquake, a catastrophic wildfire, etc.), the incident management system has been established. It is a scalable system that includes multiple units (e.g., management, planning, public information, etc.) and most federal, state, and local emergency service providers have had extensive training and practice using it. Although the permitting process can be one of the most complex in a local government, no similar system exists without the multiple-department coordination function.

There are options for filling the multiple-department coordination **role** for permitting specific projects. A department head can be given the authority and responsibility for a specific project. For example, Salt Lake City might use the Economic Development Director to fill this role for major projects in the expanding industrial area west of the airport. Another option is to designate a project manager for special projects, and to delegate to that staff person the necessary authority from the chief executive. This is essentially the role that Salt Lake City established for the Google Fiber project. A third option is to create an ombudsperson role for a staff member and assign certain types of projects to that staff person. The ombudsperson in the Building Services Division serves in that role.

To ensure multiple-department coordination on an ongoing basis, a **position** with the necessary authority and responsibility is considered the best practice. This position often has all department heads in the local government report to him/her for day-to-day or general direction, while the elected executive focuses on external affairs and provides overall policy direction to staff. Typical titles include Chief Administrative Officer (previously used in Salt Lake City), or Chief Operating Officer (serves the Portland Metropolitan Government elected executive). The most significant advantage with this arrangement is that multiple-department communication, coordination, alignment, and collaboration become the standard operating procedure as opposed to the exception that occurs only when there are special projects.

3.1.7 Theme Seven: Financial Management

To provide ongoing funding for application-related services, many best-practice building services organizations attempt to balance fee revenues with application processing expenditures. When this approach is used, a separate fund or similar accounting method is used to keep revenues and expenditures segregated. Typically, fee levels are set so that this fund maintains a slight positive fund balance, but not high enough that excess reserves are accumulated. Most states have limitations on ongoing high fund balances.

As shown in the Figure 16, the Building Service Division revenues averaged nearly $7.7 million over the last ten years (2007-2016), but they also fluctuated by slightly more than 100 percent, from a low of under $6 million in 2010, to high of over $12 million in 2016. Stability in revenues is critical to maintain consistent service through market fluctuations.

Figure 16—Valuation, Fees, and Fees as Percentage of Valuation
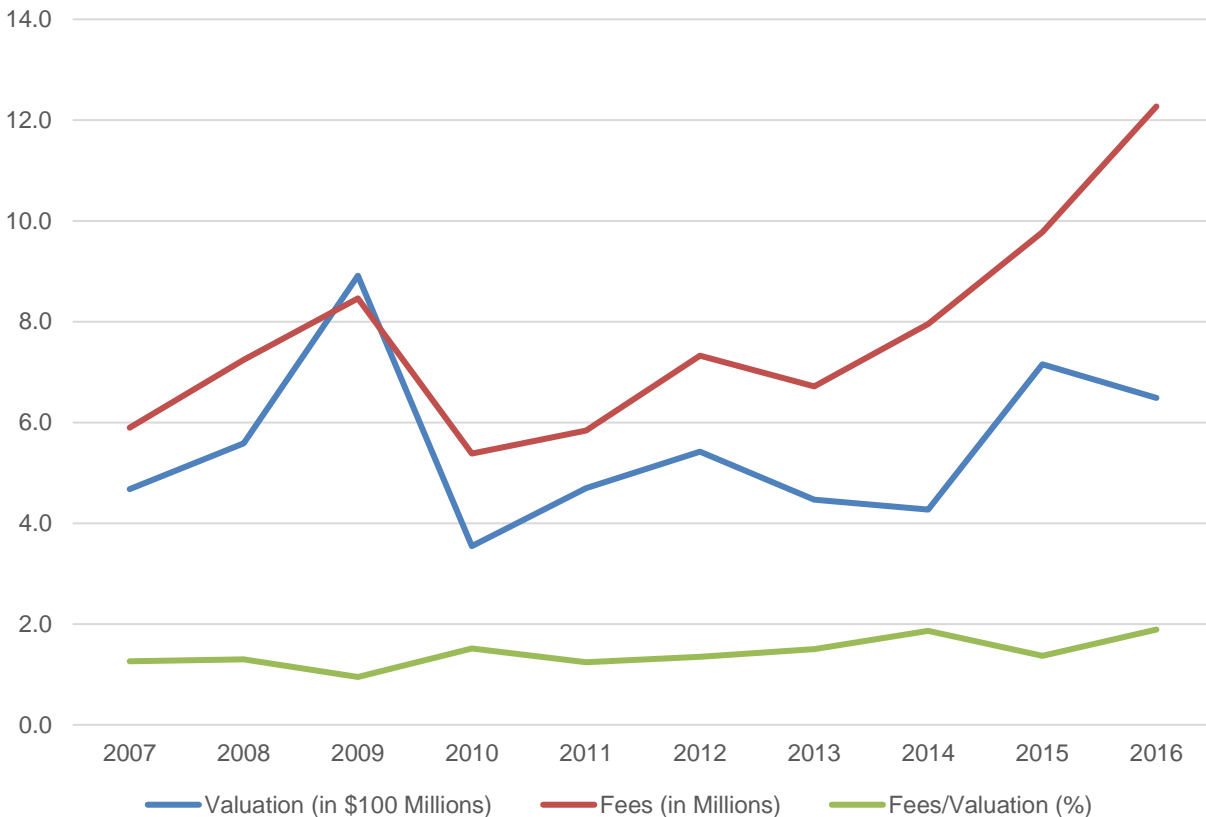
Because the City collects plan check fees before it books valuation at the time of permit issuance, valuation figures lag behind collected fees. In 2016, as major projects were submitted for plan check but had not yet been permitted, permit fees increased disproportionately to valuation.

Source: Salt Lake City Building Services Division

To segregate development-related revenues and expenditures from a city's General Fund, many cities create a Development Services Fund (DSF). Establishing a DSF, functioning as either a special revenue fund or an enterprise fund, would accomplish this. A DSF would allow the Division to carryover year-end balances into subsequent years for activities directly related to the development permit review process. Doing so would have several notable positive effects, including:

1. Financial stability over a multi-year period by giving the Division the authority and responsibility to manage its own revenues, expenditures, and reserves.

2. The ability to operate more like a business enterprise because "savings" from working efficiently will be retained in the DSF; thus, the incentives are properly aligned to achieve award-winning customer service.

3. Financial flexibility and enhanced multi-year cash flow management. Most revenues are collected during the building permit phase at the end of the project development cycle. Utilizing a DSF would allow aggregate fee revenues to cover aggregate costs associated with development and building permitting services.

4. Stronger financial accountability and stronger generally accepted accounting compliance methods by segregating development permit review resources from the General Fund.

In the private sector, businesses are constantly focused on the services they provide their customers. This is because their revenues, and thus the fate of the company and its employees, are dependent upon customer satisfaction. It is good to establish in employees' minds this link between service, revenues, organizational stability, and employee pay. Everyone in the organization should see and understand this relationship. Heightening staff's awareness of this will increase efficiency, effectiveness, and employee pride and satisfaction. This can be accomplished, notwithstanding the fact that the City is in a regulatory business.

The first step in operating more like a business is to set up the accounting records so that all the employees in the Department can clearly see the relationship between their work and Division revenues, expenditures, and reserves. The subsequent steps involved in establishing a DSF typically include a direct and indirect cost allocation analysis, a cost of service analysis, adjusting fees if necessary, and formally establishing the fund. These steps can be taken sequentially, with the decision to continue to a subsequent step made after the results of the previous step are known.

The subsequent steps involved in establishing a DSF typically include a direct and indirect cost allocation analysis, a cost of service analysis, adjusting fees if necessary, and formally establishing the fund. These steps can be taken sequentially, with the decision to continue to a subsequent step made after the results of the previous step are known.

A direct and indirect cost allocation analysis would identify which costs are for line services (i.e., direct services, like plan reviewing) and which costs are for staff (i.e., administrative support from other parts of the organization, like the Finance and the Human Resources Departments). A credible cost allocation analysis should cover all City operations, both line and staff, so the results

can be used in other departments that have separate funds (i.e., not in the General Fund), like Public Utilities, Airport, etc.

Analyzing the cost of service requires the use of some sort of time-tracking system for development review services. This is a common best practice in growing and dynamic communities. Time-tracking systems can vary significantly in terms of sophistication. The City could integrate the time-tracking system into the City's financial reporting system, the City's payroll system, or automated permit tracking system. The current permit tracking software, Accela, can be used for this purpose. The extent to which this integration takes place is not as important as simply making sure a reliable time-tracking system is established, functioning, and that it links back in support of the DSF.

The next step that typically follows the cost of service study is to adjust the fees. The current fee structure, including the plan review and approval fee, and the building permit fee, does not need to be changed to make these adjustments. Although it is not required, once new fees are established, a best practice is for the City to annually review fees as part of the budgetary process to ensure the fees are adjusted to reflect increases and decreases in costs. Small annual adjustments, with stakeholder input, will provide stability for the Building Services Division as well as more predictability for customers.

Utah State Code Title 10, Chapter 9a, Part 5, Section 510 (10-9a-510) indicates that the charge for plan review and approval cannot exceed the lesser of actual costs, or 65 percent of the building permit fee.

The State of Utah adopts a State Construction Code that includes the International Building Code and its fee system (House Bill 316 approved in February 2016). The International Code Council addresses fees in the International Building Code Section 109.2, valuation in 109.3, and has an online information sheet entitled Building Permit Valuation Data that includes a methodology for computing permit fees using annual construction value, the building department/division budget, and permit fee multiplier. That worksheet is included with this report in Appendix F. The results of the direct and indirect cost allocation study described above should be used in determining the total budget and fee multiplier.

The Building Services Division's existing revenue and expenditure system is modeled after conventional municipal budgeting practices. The primary focus is placed upon the level of expenditures required to meet the program objectives as established by the City Council and Mayor. Permit fee revenue generated by the Division, and other development-related permitting activities, such as Engineering, Planning, and Transportation, is collected and allocated annually through the City's General Fund. In other words, fee revenue is integrated with all other General Fund resources: property taxes; sales and use taxes; franchise taxes; charges for services; and "Other Revenue."

Information provided to Citygate indicates the City has used a fee structure based upon an estimate of the average costs associated with providing staff review and processing of development-related applications and permits. Citygate was also informed that the City intentionally reduces select fees so that they are not an inappropriate burden on homeowners and small businesses, which is a common practice in cities.

The City's adopted **Financial Policy for Revenues** states:

> *"5. To the extent that the City's revenue base is insufficient to fund current services, the City will: first, continue to look for ways to reduce the cost of government services; second, consider reducing the level of government services; and third, consider new user fees or increases in existing fees. Should these three alternatives fail to offer a suitable solution, the City will increase tax rates as a last resort."*

> *"7. The City will adjust user fee rates annually based on an analysis of the criteria established in policy six above. The City will pursue frequent small increases as opposed to infrequent large increases."* [9]

These best practices ensure that the City's General Fund does not end up subsidizing development.

This approach must be carefully balanced against the desire to keep fees at a level that does not discourage development and redevelopment, or that causes potential applicants to forego obtaining a required permit. Nevertheless, to meet the economic development objectives of the City Council and Mayor, Salt Lake City may find it desirable to consider creating a separate fund for building services that balances revenues and expenditures, and that is directly linked to performance.

A Development Services Fund for the City's Planning, Engineering, Transportation, and Building Services permitting services would include several important features:

1. Beginning Balance.

2. Ending Balance.

3. Operating Reserve.

4. Designated Reserves.

5. Fee revenue from both applicants and other departments and funds, including the General Fund, for services rendered, when applicable.

6. Annual operating deficits and surpluses, to the extent they are experienced.

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[9] See Salt Lake City Capital and Operating Budget Fiscal Year 2015-16, page C-6.

7.   Overhead allocation charges that would be adjusted annually and assessed to the DSF according to the City's approved direct and indirect cost allocation analysis.

8.   More accurate tracking and management of full costs.

Another financial best practice that complements a DSF is to establish a trust fund deposit approach to Planning, Engineering, and Transportation permit processing fees. Under this approach to paying fees, which is used in growing and cosmopolitan cities, applicants make an initial deposit into the trust fund based on a cost estimate established in a city's fee ordinance. However, upon permit issuance, the applicant only pays a city for the actual costs associated with their individual development permit. Overall, this is a fairer and more justifiable approach to fee and cost management. For example, subdivisions that are large, complex, and controversial, and thereby consume significant staff time, would end up paying higher fees based on the actual costs incurred by the city. On the other hand, straightforward and simple subdivisions would, in the end, pay lower fees.

The trust fund deposit approach typically applies to conditional use permits, preliminary plat maps, subdivisions, and other types of discretionary development permits other than those applied for by homeowners and small businesses. While some services lend themselves to flat fees, other permitting services should be funded through applicant deposits in trust accounts so Salt Lake City can recover the actual costs. For purposes of transparency and accountability, costs charged to a proponent's application should be well documented always during the permit review process.

3.1.8 Theme Eight: Technology

As can be expected with most technology, automated permit tracking and review systems are rapidly evolving. There is, however, a critical set of functions that is now expected from the better, more competitive systems:

◆   <u>**Management Information**</u> – This includes the ability to generate summary information (e.g., average review time by type of application over the last six months) as well as the ability to assess more specific information (e.g., average review time per application for an individual staff person or consultant, or review time for each step in a process for a specific project).

◆   <u>**Automated Application Submittal**</u> – At a minimum, applicants can submit applications in digital form via email. Better systems can be configured to allow submission of applications online and include automatic checking functions so that applications cannot be submitted without required information.

◆ **<u>Automated Application Review</u>** – This is the ability for plan check comments to be entered in to the system and made immediately available online, essentially communicating the status of the review in "real time."

◆ **<u>Digital Plan Submission</u>** – This is the ability for electronic vs. paper versions of plans to be submitted online. These are usually submitted in one or more versions of industry standard formats, depending on the capabilities of the system, and eliminate the need for paper maps as part of an application.

◆ **<u>Digital Plan Review</u>** – This is the ability for digital plans to be reviewed and revised electronically. This creates the ability for plans to be maintained in the same format as used by designers throughout the review, revision, and approval process.

◆ **<u>Queries</u>** – This allows applicants and citizens to query the system remotely for information which they are authorized to receive. For example, an applicant may be granted access to all information about plans that they have submitted, while a member of the public may be granted access to summary information on any application in the system.

◆ **<u>Linkages to Other Information</u>** – These can include direct linkages to Geographic Information Systems (GIS) data, archived information on previous applications, etc.

Best-practice organizations also offer current reports on application processing performance, frequently asked questions and answers, adopted and proposed plans and code, and meeting schedules and agenda packets (containing the meeting agenda, minutes of previous meetings, and staff reports). These online resources are often used by staff as much as they are by customers and the public.

The Salt Lake City Building Services Division has developed and deployed technology better than most jurisdictions of which Citygate is aware. The major area for improvement is in scaling it to the level of the customer. In other words, more technologically-sophisticated users appreciate it and find it very helpful, while users who are less technologically-sophisticated find it too complex and cumbersome, and the interfaces unfriendly and sometimes intimidating.

3.1.9 Theme Nine: Staff Development

One of the greatest challenges facing both public and private organizations is recruiting and retaining a talented workforce. In a recent report on being an "Employer of Choice" prepared by Harvard Business Review Analytics Services, the following survey results were reported.[10]

◆   Eighty-three percent of respondents said a company's greatest asset is talent.

◆   Twenty-three percent of respondents said they are very successful in attracting and retaining high quality talent.

◆   Seventy-five percent of respondents said the key to a sustainable business model relies on shared values benefitting society, the environment, and shareholders.

Community development organizations are subject to these same dynamics. In 2015, the American Planning Association completed a study on the "office of the future."[11] The key findings from that study include:

◆   To attract and retain motivated and entrepreneurial workers the office of the future needs a driving purpose and clear sense of mission.

◆   Cutting-edge agencies need to be able to express why they do what they do, not just what they do or how they do it.[12] It is vital to imbue a workplace with a sense of passion and purpose for the work they do.

◆   Millennials clearly preferred a work environment that offered lifelong learning opportunities, including professional development, interdisciplinary cross-training, and retraining and ongoing exposure to new technologies and subjects.

Salt Lake City operates in a job market that is very competitive, particularly for employees who are skilled in building and construction. The City must provide an attractive staff development and training program to be competitive. The key components of this program should include recruitment, orientation, training, and evaluation.

◆   **Recruitment** – The most important factor in the success of an organization is hiring the right staff. Best-practice organizations are very clear about what kind of person

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[10] Found at: https://hbr.org/resources/pdfs/comm/siemens/hbr_siemens_report.pdf, p.1

[11] Planning Office of the Future Task Force | American Planning Association
https://www.planning.org/events/course/3030992/

[12] The American Planning Association report cites the TED Talk by Simon Sinek, How Great Leaders Inspire Action. The City should consider using this resource. It is found at:
https://www.ted.com/talks/simon_sinek_how_great_leaders_inspire_action?language=en

they want, including their skills, level of commitment, and values. They are also realistic about what they can afford. This includes what salary they will offer and how it compares to the market, benefits, and other factors. The processes they use are well designed and consider who is involved, the steps in the process, how the process will identify the traits the applicant possesses vis-à-vis what is desired, the method for selection, and how to respond if an offer is not accepted.

◆ **Orientation** – As a new staff member is "on-boarded," it is critical that he/she receive an orientation that is both thorough and communicates the aspirations of the organization. This should include an explanation of:

➢ Mission, vision, and values

➢ Structure and operations of the organization

➢ Position-specific requirements and performance measures

➢ Supervision (e.g., who provides supervision, the level of autonomy given, and the performance management process)

➢ Co-workers and their roles

➢ Routines (e.g., when timesheets are submitted and when one is paid, when breaks occur and for how long, etc.)

➢ Culture (e.g., the level of openness of co-workers and supervisors to humor in the workplace, whether supervisors accept suggestions or become defensive, etc.).

◆ **Training** – For both new and existing staff, this should be related to position-specific duties and based on a professional development plan for that person. The training program should clearly articulate the organizational commitment to life-long learning, describe the workshops and courses offered, outline the training materials that will be provided (e.g., manuals, online resources, etc.), and list other learning opportunities that are available (e.g., direct instruction, tours, an assigned buddy, mentoring, etc.).

◆ **Evaluation** – Staff development and training, like any other program, should be evaluated on a regular basis. This evaluation should include how well the program is meeting desired outcomes and what adjustments, if any, are needed.

These components must be built on a foundation of effective performance management. Before a meaningful professional development plan can be created and implemented, an employee and his/her supervisor must agree on the expectations for that position, and how he/she is performing

relative to those expectations. Salt Lake City has initiated a Citywide staff development program and a Citywide performance management initiative is planned for next fiscal year (see Appendix D). The Building Services Division needs to implement performance management as stated previously (see subsection 3.1.2), as well as a staff development program that complements the City initiative. The Building Services Division initiative should, at a minimum, include training to increase the level of certified staff, address potential career paths, and incorporate mentoring to help the organization with succession planning.

SECTION 4—FINDINGS AND RECOMMENDATIONS

SECTION 4—FINDINGS AND RECOMMENDATIONS

Citygate is proposing a comprehensive package of changes that will significantly enhance how Salt Lake City provides service to those who are improving the City and growing the economy. These findings and recommendations were developed directly from stakeholder input and best practices. When implemented, they will transform the Building Services Division culture to one with a focus on customer service, performance management and accountability, continuous improvement in policies and processes, alignment with City economic development objectives, strategic financial management, and staff development.

As described in the previous section of this report, there are several best practices that can and should be instituted in the Salt Lake City Building Services Division. It is important to realize that these best practices are part of a system with components that reinforce each other. For example, improving customer service will require both a performance measurement and management program, and a staff development program. Likewise, a separate fund should not be created without knowing what customer service improvements will result from dedicating those revenues to Building Services. Hence, these findings and recommendations should be considered as a package.

4.1   STRATEGIC FINDINGS AND RECOMMENDATIONS

The strategic-level findings and recommendations in this section reflect the stated desire of the City to enhance economic development by partnering with, and advocating for, building services customers. The subsections that follow discuss strategic-level findings and recommendations.

Many "recommended actions" are needed to fully implement each strategic recommendation. These recommended actions are found in the Action Plan (see Section 5).

4.1.1 Theme One: Customer Service

A significant number of Building Services Division customers cited several areas in which customer service should be improved. Their perception is that the Division is often more focused on making processes and technology work better for the City organization than for customers. Specifically, they identified difficulty in reaching staff for face-to-face or telephone communication, the lack of responses and response timelines, unclear standards for applications, undocumented processes and timelines, and poor quality customer experiences. More detailed information on customer service perceptions is included in the stakeholder input section of this report (Section 2), and in the customer survey results in Appendix A.

Although the level of dissatisfaction cannot be quantified in dollar terms, stakeholders were very candid and clear that some of those who could invest in other communities have done so, some of those who were uncertain about making an investment to upgrade or expand their buildings have not, and some of those who could avoid acquiring a permit have. This will likely continue if Salt Lake City does not improve customer service.

> **Strategic Finding #1:** The Building Services Division has an opportunity to significantly improve many fundamental components of good customer service.

Improving customer service should become the highest priority for the Building Service Division. Initiatives to clarify processes and requirements, set standards for responding, and improve communications should be started as soon as possible. The Division Director and Division Managers should be responsible for an intentional culture change effort. All staff should be responsible for meeting the new standards and improving the customer experience.

Division management-level actions include establishing customer communication mechanisms, establishing new service expectations and accountability for staff, and specific changes that can be implemented immediately. Some of the accountability actions are outlined in the next subsection. The Action Plan includes specific recommendations on immediate improvements that can be implemented.

> **Strategic Recommendation #1:** Initiate a multi-faceted customer service improvement program that addresses customer focus, customer perspective, predictability and transparency, communication, and customer experience.

4.1.2 Theme Two: Performance Measurement and Management

The lack of measures for performance is at the root of many of the customer service issues in the Building Services Division. Customers have little or no idea regarding what to expect. At the same time, the staff does not know what is expected of them. It is impossible for managers to hold staff accountable, and the City Council and Mayor have no idea if their constituents are receiving adequate service.

> **Strategic Finding #2:** The Building Services Division will be able to make major improvements in customer service and accountability by implementing a new approach to measuring and managing performance.

There are numerous examples of standards for common building permit processes. Citygate has recommended standards for completeness review, plan review, and other process that are consistent with other western jurisdictions. We have found that consistently meeting a stated standard is more important to customers than being slightly faster than other comparable jurisdictions. Key measures of the customer experience have also been quantified, and targets have been recommended. It is important that Building Services Division performance be continually monitored, regularly reported, and used on an ongoing basis for employee performance evaluation to meet expectations and demonstrate accountability.

> **Strategic Recommendation #2:** Adopt, monitor, and report performance measures, and implement an employee performance management system based on those measures.

4.1.3 Theme Three: Policy Incentives and Barriers

When issues with policies and codes are identified and not resolved, it is frustrating to customers and staff. It is not unusual for new policies to have unintended consequences that need to be

addressed. If they are not, applicants work to circumvent requirements, they complain to policy-makers, the original positive intent of a policy or program is discredited, and the policy is ultimately abandoned.

> **Strategic Finding #3:** Salt Lake City will benefit from instituting a process to regularly make needed City policy and code changes.

To address policy and code issues in a timely fashion, the adaptive management Plan-Do-Check-Adjust cycle needs to accelerated. An annual process linked to the work program and budget is often the best approach. In the interim, code interpretations can be employed to a limited degree. Citygate recommends that the City provide an online set of code interpretations, and that the City implement an annual plan policies amendment cycle.

> **Strategic Recommendation #3:** Utilize an adaptive management approach to review and amend policies and code provisions on an ongoing basis.

4.1.4 Theme Four: Application and Plan Review Process Improvement

Stakeholders who have also permitted projects in other jurisdictions were pleased with many of the processes in the City (e.g., online permitting, digital plan submission, the Permit-by-Inspector program, use of an ombudsperson). Conversely, there are practices from other jurisdictions that they would like to see used in Salt Lake City (e.g., combination permits, etc.) and they do not understand why they are not.

> **Strategic Finding #4:** The Building Services Division employs some best practices in application and plan review; there are others that can be implemented, and important long-term improvements can be realized by establishing an ongoing formal process to identify and implement additional process improvements.

Combination permits are an industry standard that allows the Permit Technicians or Permit Processors to issue one permit for several types of related trade permits for one project. This would reduce the workload for issuing permits and documenting inspection results. This would also reduce the cost of permits because, currently, a permit issuance fee is charged for each permit type when they are issued separately, versus one permit for multiple trades.

Creating a policy prohibiting all plan checkers from performing a complete review of the plans during re-check, or eliminating "taking a second bite of the apple," will make the plan checkers more accountable and encourage them to perform more thorough first plan checks. This would also improve customer service levels and reduce the number of complaints from design professionals.

Creating a Permit Technician classification would bring Salt Lake City up to industry standards. This would allow the person that issues the permits to perform limited plan check duties. Permit Technicians typically perform plan check for simple structures ranging from patio covers, swimming pools, decks, or room additions. In addition, the Permit Technician could review photovoltaic systems, simple tenant improvements, block walls, retaining walls, etc. This would also improve staff development and prepare Permit Technicians for the next level in the organization.

Strategic Recommendation #4: Establish an ongoing continuous improvement process for application and plan review, and, in the interim, implement process improvements including changing City Code to combine separate permit types, eliminating redundant reviews.

4.1.5 Theme Five: Inspection Process Improvement

Like the application and plan review processes, Salt Lake City employs some best practices (e.g., use of technology in the field) and does not employ others (e.g., use of combination inspections as standard operating procedure). There is also no formalized continuous improvement process.

Strategic Finding #5: The Building Services Division employs some best practices in inspections; there are others that can be implemented, and important long-term improvements can be realized by establishing an ongoing formal process to identify and implement additional process improvements.

Among the improvements that can be implemented immediately are use of combination inspections, elimination of additional conditions after previous inspections, and use of electronic certificates of occupancy approval.

The use of combination inspections as standard operating procedure is more efficient and effective for the same reasons that combination permits are. Given the State certification and licensing

requirements discussed in this report, this will be difficult to accomplish. Nevertheless, it should be pursued as part of the staff development efforts discussed in subsection 4.1.9.

It would be beneficial to establish a policy prohibiting inspection staff from generating additional corrections when following up on a previous inspection, unless "life-safety" related violations are observed. This would encourage inspectors to be more thorough when performing the first inspection. This would also improve customer service and reduce the frustration by contractors and developers who make an earnest effort to comply with written corrections, only to have another inspector or the same inspector generate additional corrections when performing re-inspections

Currently, contractors and developers are required to contact each development-related department to initiate the Certificate of Occupancy (C of O) process and track results. This process should be initiated by the Building Service Division and tracked electronically. Once all departments have determined their respective requirements have been met, they would update a spreadsheet in the Accela Permit system. The status of all C of Os should be accessible by the public as a "read only" table so that they can verify which departments must complete their requirements. Like other multiple-department coordination efforts, this will require Citywide direction to all involved departments and divisions to be successful.

> **Strategic Recommendation #5:** Establish an ongoing continuous improvement process for inspections, and, in the interim, implement process improvements including expanded use of the successful Permit-by-Inspector program, more use of properly certified and licensed combination inspectors, and limiting redundant inspections.

4.1.6 Theme Six: Organizational Support for Economic Development

Salt Lake City does not have a formal arrangement to ensure multiple-department coordination for high profile economic development projects, or for day-to-day coordination to meet the recommended Citywide plan review performance standards.

> **Strategic Finding #6:** Salt Lake City will benefit by establishing additional roles, and/or a designated position, to perform the necessary function of multiple-department coordination on an ongoing basis, as well as for high priority economic development projects.

The City can make sure the multiple-department coordination function is handled by designating one or more staff to serve in that role, or by designating a position to do so. To be prepared for projects in the future, the City can create a "Team Salt Lake City" program that would identify "key" projects and alert staff to prioritize the processing of these projects from plan check to the issuance of the C of O. This would ensure that projects that are economically and politically critical are expedited through all steps on the City's development process

A more specific example of the need for multiple-department/division coordination is violations in the public right-of-way. In this case, a Citywide policy can be issued to address the problem. That policy would require all on-site violations and violations that occur in the public right-of-way be handled by the Code Enforcement Division. This would result in faster and more consistent enforcement when handled by one division. Currently consistency is a problem, particularly when the public modifies structures in the public right-of-way without an encroachment permit.

> **Strategic Recommendation #6:** Establish formal roles and/or create a designated position responsible for multiple-department coordination.

4.1.7 Theme Seven: Financial Management

The Community Development and Neighborhoods Department, and particularly the Building Services Division, financially depend upon the flow of fee revenue generated from development and building activity. Salt Lake City's development activities can be as unpredictable as the national economy, interest rates, financial bubbles, and the weather. Even at its best, development is cyclical from year to year. These cycles create organizational instabilities for the Department and Division that affect its ability to provide reliable, quality service through development cycles. As Figure 16 shows, the Building Services Division has endured significant declines in revenue, and the resulting reductions and delays in programs, services, and personnel, as well as significant upward swings which can be difficult to respond to quickly.

> **Strategic Finding #7:** Building Services Division funding is subject to market fluctuations and instability. No analysis has been conducted of the total direct and indirect costs for reviewing and approving plans and issuing building permits. There is neither a mechanism to carry fee revenues across fiscal years, nor is there a direct connection between investment of financial resources and employee performance and compensation.

Citygate recommends a multi-step process that can result in establishing a Development Service Fund (DSF) that includes a direct and indirect cost allocation analysis, a cost of service analysis, adjusting fees if necessary, and formally establishing the fund. These steps can be taken sequentially, with the decision to continue to a subsequent step made after the results of the previous step are known.

Once established, the Community and Neighborhoods Department and the Building Services Division should be laser-focused on the status of the DSF or its equivalent. At their weekly meetings, the Department and Division teams should discuss topics such as: revenues, expenditures, reserves, whether staff should be hired to meet cycle-time objectives, whether technology should be invested in to enhance customer service, whether cost recovery rates are competitive with the private sector, and strategies for lowering cost to build reserves for investment in training and technology. Staff, as a standing agenda item at weekly staff meetings, should report the status of the DSF or its equivalent and create a program-wide sense of urgency while developing business acumen.

The connection between permitting revenues earned by the City and the work efforts of those employees involved in the permitting process is, at best, minimal. If they work hard and generate revenue for the City, it may or may not come back to their program area. Given human nature, this lack of self-interest incentives diminishes the ability of Department leaders and program leaders to achieve award-winning customer service.

There is also a big disconnect between the customer service experience applicants have in their day-to-day life interacting with businesses versus the customer service experience they often have interacting with Salt Lake City, or for that matter most any other city or governmental agency. A central challenge to city government in the non-brick-and-mortar era is to lessen the gap between the private sector and public sector customer service experience. To further this objective, the City must align its financial resources with employee self-interest incentives.

> **Strategic Recommendation #7:** Perform a direct and indirect cost allocation study; implement a time-tracking system; utilize the International Code Council (ICC) International Building Code fee schedule, or perform and annually update a permit fee study consistent with the ICC methodology, and consider establishing a Development Services Fund.

4.1.8 Theme Eight: Technology

The use of technology in the Building Services Division is excellent. It is among the best that Citygate has seen deployed. Maintaining and updating these systems will require an ongoing commitment of resources. It is best suited for use by more sophisticated, technology-oriented regular customers. To make it more user-friendly for less-technologically-sophisticated customers, it will need modifications.

> **Strategic Finding #8:** The City has made a significant investment in, and the Building Services Division has done an exceptional job deploying, state-of-the-art permit tracking and digital plan review technology. The application of this technology needs to be enhanced to make it scalable to match the needs of different types of customers. It will be necessary for the City to dedicate ongoing resources continue to maintain and enhance its use.

In addition to enhancing the existing permit tracking and digital plan submission systems to be more user-friendly for less-sophisticated customers, the Division should enhance its website to include additional information that will be helpful in improving customer service. The specific reports and documents that should be online are identified in the Action Plan.

> **Strategic Recommendation #8:** Maintain and enhance the current Building Services Division technology to make it scalable to match the needs of different customers.

4.1.9 Theme Nine: Staff Development

The Building Services Division does not have a performance management system or staff development program. As the employee survey results indicate, there is a desire for clear policies and procedures, periodic feedback on performance, and the opportunity to discuss options for professional development and compensation.

> **Strategic Finding #9:** The Building Services Division can significantly improve staff morale and performance by starting a staff professional development program that accompanies the recommended performance management system. This fiscal year (2016/2017), a complementary Citywide staff development program has been initiated, and a Citywide performance management system is proposed for next fiscal year (FY 2017/2018).

A comprehensive staff development program for the Building Services Division must be based on a performance management system, and should include components like Division-wide team building and cross-training, new employee orientation, a training needs assessment, and individual professional development plans. This will enhance the capacity of the organization to better handle fluctuating demands for service, help staff to identify potential promotional opportunities, and improve overall morale. Staff development is a key component in changing the culture of the organization to be more customer-oriented.

> **Strategic Recommendation #9:** The Building Services Division should initiate a staff professional development program that complements the recently initiated Citywide program that is built on the foundation of the recommended division performance measurement and management program, and the planned Citywide performance management initiative.

SECTION 5—ACTION PLAN

SECTION 5—ACTION PLAN

Citygate recommends the following specific actions to implement the strategic-level recommendations in the previous section of this report. This Action Plan is not the only possible series of steps that can be used to implement these recommendations, but taken as a whole, it provides a roadmap for successful implementation.

Our Action Plan is presented in tabular format on the following pages. The Action Plan includes the responsible party, the priority, and the relative resource requirements for each recommended action. The responsible party is the person who should be held accountable for implementing that specific recommended action. The priority reflects the relative urgency of the recommended action. The three priority levels are:

1. Subject to the availability of funds in existing budgets, these should be implemented over the remainder of this fiscal year (i.e., by June 30, 2017).

2. Should be implemented between now and the end of the next full fiscal year (i.e., FY 2017/2018 or no later than June 30, 2018) if the necessary resources are provided.

3. Longer-term items that should be scheduled as part of the discretionary Citywide priority-setting and resource allocation process.

The relative resource requirements also consist of three levels:

◆   **<u>Low</u>** – The staff should be able to implement these recommended actions given the current budget.

◆   **<u>Medium</u>** – These recommended actions will require dedicated funds in addition to those in the current budget. Funds should come from the current fiscal year budget, if available, or should be included in the proposed budget for the next or a subsequent fiscal year.

◆   **<u>High</u>** – These recommended actions will require an ongoing higher expenditure level for multiple years and should be considered in the context of other multi-year Citywide strategic priorities.

Table 5 lists the recommended actions arrayed by strategic recommendation. In some cases, recommended actions are directly related to other recommended actions and those relationships have been noted in the table.

In the period between the completion of the Draft Report (late October/early November) to the issuance of this Final Report (mid-December), the Building Services Division began to address the Action Plan recommendations. These actions, as well as the Building Services Division's response to these recommendations, are labelled "BSD Response / Actions to Date:" and included in the following Action Plan. Citygate encourages organizations to begin implementing recommendations as soon as possible and commends the Building Services Division for taking the initiative to make the changes indicated.

Table 5—Recommended Actions and Priorities Arrayed by Strategic Recommendation

Recommended Action	Responsible Party	Priority	Relative Resource Requirement
Strategic Recommendation #1: Initiate a multi-faceted customer service improvement program that addresses customer focus, customer perspective, predictability and transparency, communication, and customer experience.			
1.1 Establish a building services user group that is chaired by the Community and Neighborhoods Department Director and attended by the Building Services Division Director and other CAN Division Managers, as well as other City Department and Division Directors. It should meet monthly, or more frequently if needed, to help identify and address BSD service issues.	CAN Department Director, BSD Director, and BSD Managers[13]	1	Low
1.2 Prepare printed and online frequently-asked question sheets including when each type of application is needed and when an application is not needed.	BSD Director	1	Low
1.3 Prepare a printed and online application checklist for each type of application.	BSD Director	1	Low
1.4 Prepare simplified flowcharts describing the process steps and definitive timeframes for each type of application.	BSD Director	1	Low
1.5 With input and review from the building services user group, set documentation priorities and complete documents in addition to those listed above.	BSD Director and BSD Managers	1	Low
1.6 Relocate the permit registration kiosk to inside the Building Services Division lobby and direct staff to provide personal assistance to permit applicants.	BSD Director	1	Low
1.7 Situate applicants directly across from the Permit Processors versus in the lobby during the permit issuance stage to improve customer interaction between the public and staff and minimize trips from Permit Processor desks to the lobby to acquire information.	BSD Director	1	Low

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[13] CAN = Community and Neighborhoods Department; BSD = Building Services Division

Recommended Action	Responsible Party	Priority	Relative Resource Requirement
1.8 Place the e-mail addresses of all Permit Processors and Plans Examiners on the City website to improve access and communication between customers and staff.	BSD Director	1	Low
1.9 Place the email addresses and cell phone numbers of all field staff on the City website to improve access and communication between customers and field staff.	BSD Director	1	Low

BSD Response / Actions to Date:

♦ "We have implemented some new ways to provide real-time feedback from customers. Customers can scan a code with their smartphone in Room 215, or they can go to our home page and provide the feedback there. They can also fill out a card in Room 215.

♦ "New software will be configured and implemented to manage the walk-in customer to the one-stop shop (OpenCounter). This software will also allow automated scheduling of appointments to meet with technical plan review staff as we add staff and move towards appointments for walk-in customers."

♦ "The sign-in kiosk will be moved internally to Room 215 such that customers can see frontline staff and ask for help if needed. The screens in the kiosk will be changed to touch screens to eliminate the mouse and keyboards."

♦ "The new Employee University will be offering multiple classes beginning in early 2017 for many topics identified through an internal Citywide survey of current employees. Classes include enhanced customer service and communication, as well as Accela Automation."

♦ "Classes will be continued and enhanced for training on the electronic plan review solution to our external customers—ProjectDox. Current training has been very popular, especially with our external customers—small contractors and architects."

♦ "Google Fiber workflow and file structure in ProjectDox that allows seamless and quick plan review and inspection coordination over multiple work groups in various departments and divisions has been implemented (Having this fail in other cities has been identified as the reason that Google Fiber is being cancelled in other jurisdictions where this automated coordination across multiple city disciplines is not available)."

♦ "Reconfiguration of cashiering, which allows customers to use electronic fee transfer (EFT) and pay fees from a 'shopping cart' vs. paying for each permit separately using a check or credit card, has been implemented. Besides the obvious convenience for our customers, this enhancement saved the customers over $13,000, and the City $26,000."

Recommended Action	Responsible Party	Priority	Relative Resource Requirement
Strategic Recommendation #2: Adopt, monitor, and report performance measures, and implement an employee performance management system based on those measures.			
2.1 Establish Citywide building services performance measures, including a plan check time frame guarantee, which would require all departments to complete the first plan check for new buildings under four weeks, and all re-checks in two weeks. This policy should be endorsed by the Office of the Mayor as a Citywide policy.	Office of the Mayor, CAN Department Director, BSD Director, BSD Managers	1	Low
2.2 Establish BSD performance measures, including target ratings for customer experience (see Table 3).	BSD Director	1	Low
2.3 Report monthly on performance results (2.1 and 2.2) to the Mayor, City Council, and online.	BSD Director	1	Low
2.4 Create an annual performance review system to evaluate all BSD staff members using the Citywide plan check timeframes (2.1) and BSD customer experience measures (2.2).	BSD Director	1	Low
2.5 Directly link compensation, staff development, and training opportunities to performance measurement system results.	BSD Manager	2	Low
BSD Response / Actions to Date:			

♦ "Salt Lake City Human Resources Department has completed an RFP for a new software system to be used Citywide for performance appraisal and performance tracking. Building Services and Civil Enforcement will be participating in the system as soon as it is configured and live (late 2017 or early 2018)."

Recommended Action	Responsible Party	Priority	Relative Resource Requirement
Strategic Recommendation #3: Utilize an adaptive management approach to review and amend policies and code provisions on an ongoing basis.			
3.1 Initiate an adaptive management process, and recommend priority projects annually as part of the budget process.	CAN Director, CAN Division Directors	2 & 3	Low
3.2 Create a printed and online set of Code interpretations approved by the BSD Director.	BSD Director	2	Low
BSD Response / Actions to Date:			

♦ "Our policies are driven by technical codes that are adopted Statewide after having been approved by the State Legislature. We participate in the State Building and Fire Code Commissions but, ultimately, it is a legislative subcommittee that actually adopts the Statewide codes. As far as City Code goes, we can make recommendations, but ultimately it is the Mayor's Office or City Council members that are the impetus for changes to the City Code."

Recommended Action	Responsible Party	Priority	Relative Resource Requirement
Strategic Recommendation #4: Establish an ongoing continuous improvement process for application and plan review, and, in the interim, implement process improvements including changing City Code to combine separate permit types, eliminating redundant reviews.			
4.1 Provide staff training and establish an ongoing continuous improvement program, and link participation in projects to individual performance management (see 2.5).	BSD Director	2	Low/Medium
4.2 Create a "combination permit" category to allow Permit Technicians or Permit Processors to issue one permit for several types of related trade permits and reduce the cost of permits.	BSD Director	1	Low
4.3 Create and enforce a "one-bite-at-the-apple" policy for plan checks, and link compliance directly to individual performance management (see 2.5).	BSD Director	1	Low
4.4 Replace the Permit Processor positions with Permit Technician positions, and expand their duties to include minor plan check.	BSD Director, Human Resources Director	2	Low

BSD Response / Actions to Date:

♦ "Building Services would be in favor of providing combination permits for all new projects as well as major remodeling—commercial and residential. This would simplify the process for internal as well as external customers. There will need to be significant changes to the City Code to accomplish this task. We will also need outside help to identify the changes needed and make the calculations so that we do not lose revenue due to the change. The technology changes needed would be a separate issue, and would require some external technical help."

Recommended Action	Responsible Party	Priority	Relative Resource Requirement
Strategic Recommendation #5: Establish an ongoing continuous improvement process for inspections, and, in the interim, implement process improvements including expanded use of the successful Permit-by-Inspector program, more use of properly certified and licensed combination inspectors, and limiting redundant inspections.			
5.1 Provide staff training and establish an ongoing continuous improvement program, and link participation in projects to individual performance management (see 2.5).	BSD Director	2	Low/Medium
5.2 Create a policy prohibiting inspection staff from generating additional corrections when following up on a previous inspection, unless "life-safety" related violations are observed.	BSD Director	1	Low
5.3 Create an electronic Certificate of Occupancy approval process.	BSD Director	1	Low
BSD Response / Actions to Date: ♦ "The State of Utah requires licensure of all inspectors. The licensing is contingent on certifications in the technical codes from The International Code Council. It is very difficult to find inspector recruits that have full combination licenses from the State. Therefore, it is very difficult to provide true 'combination' inspections on all sites, although we make the best attempt possible given the combination inspectors that we employ." ♦ "We have recently created a new career path for all inspectors, which is designed to incentivize combination certification and licensed Combination Inspectors. This would allow us to send fewer inspectors to each site than in the past."			

Recommended Action	Responsible Party	Priority	Relative Resource Requirement
Strategic Recommendation #6: Establish formal roles and/or create a designated position responsible for multiple-department coordination.			
6.1 Designate the appropriate staff to ensure multiple-department coordination for high priority economic development projects.	Office of the Mayor	1	Low/Medium
6.2 Create a "Team Salt Lake City" program that would identify "key" projects and alert staff to prioritize the processing of these projects from plan check to the issuance of the Certificate of Occupancy.	Office of the Mayor	1	Low
6.3 Create a policy stating that all on-site violations and violations that occur in the public right-of-way are handled by the Code Enforcement Division.	CAN Director	1	Low
BSD Response / Actions to Date: ◆ "Salt Lake City has recently hired an ombudsman to shepherd projects through the multiple divisions and departments that are plan review stakeholders. The official title is Building Services and Economic Development Liaison. The position has aided over 250 customers since May of 2016. This is a great success with many positive comments from customers, internal and external—especially small business customers that have utilized this resource." ◆ "The liaison will be attending SLC Economic Development staff meetings, and has reached out to the local Impact Hub and local banks that specialize in loans to small business. We will be continuously looking for additional outreach to the business community for the liaison."			

Recommended Action	Responsible Party	Priority	Relative Resource Requirement
Strategic Recommendation #7: Perform a direct and indirect cost allocation study; implement a time-tracking system; utilize the International Code Council (ICC) International Building Code fee schedule, or perform and annually update a permit fee study consistent with the ICC methodology, and consider establishing a Development Services Fund.			
7.1 Complete a direct and indirect cost allocation analysis to determine total costs for building application review and permitting.	CAN Director, BSD Director, Finance Director	2	Medium
7.2 Implement a time-tracking system to track staff time per project, adjust fees, and measure performance.	BSD Director	2 & 3	Medium
7.3 Annually evaluate fee levels and degree of cost recovery for development services provided to applicants, and recommend adjustments to the City Council as part of the budget process.	CAN Director, BSD Director, Finance Director	2 & 3	Low
7.4 Consider establishing a Development Services Fund, or comparable accounting device, that will allow the BSD to appropriately manage resources as the workload fluctuates.	CAN Director, BSD Director, Finance Director	2 & 3	Low
7.5 Consider establishing a trust fund deposit system so that larger projects can deposit funds and be charged the actual cost for service.	CAN Director, Finance Director	2 & 3	Low

Recommended Action	Responsible Party	Priority	Relative Resource Requirement
Strategic Recommendation #8: Maintain and enhance the current Building Services Division technology to make it scalable to the needs of different customers.			
8.1 Set-up an online customer feedback capability to measure the customer experience using the measures in Table 4. Monitor and discuss the results on an ongoing basis and include a summary of the feedback and responses in the monthly reports to the City Council and Mayor.	BSD Director, Finance and IT staff	1 & 2	Low/Medium
8.2 Provide monthly reports on performance measures in a dashboard format on the BSD website.	BSD Director and IT staff	2	Low
8.3 Provide all documents identified in 1.2-1.5 on the BSD website.	BSD Director and IT staff	1 & 2	Low
8.4 Prepare and issue a Request for Proposal for online permit tracking and review system modifications that are oriented to smaller, less sophisticated customers.	BSD Director, Finance and IT staff	2	Low

BSD Response / Actions to Date:

♦ "We have recently upgraded our permits system (Accela Automation – Version 8.0.2) and our electronic plan review system (ProjectDox). We will continue to upgrade and enhance these systems based on customer feedback—internal and external. Building Services has provided technical and business-side support for technology resulting in automation for as many as fourteen modules / work groups in Accela Automation over the past nine years in multiple departments, divisions, and work groups. (As far as we know, the most integrated modules built in other jurisdictions is eight—City of Chandler, AZ)"

♦ "Each year finds us adding additional modules to the system as well as tweaking existing modules to accommodate policy changes, customer feedback, and additional work groups. Recently, Accela rolled out 'ad hoc reporting' as well as browser-neutral html compliance. In addition, there are currently no other local jurisdictions in the U.S. using mobile apps to the depth that we are using them for our field inspection staff and external customers."

Recommended Action	Responsible Party	Priority	Relative Resource Requirement
Strategic Recommendation #9: The Building Services Division should initiate a staff professional development program that complements the recently-initiated Citywide program that is built on the foundation of the recommended Division performance measurement and management program, and the planned Citywide performance management initiative.			
9.1 Initiate a team building program, including management staff meeting and working more often with general employee level staff on a one-on-one basis, in the office and in the field (i.e., Manage by Walking Around—MBWA).	BSD Director, BSD Managers	1	Low
9.2 Create a cross-training program for all positions in the BSD.	BSD Director	1	Low
9.3 Create a new employee orientation package including a policies and procedures handbook.	BSD Director	1 & 2	Low/Medium
9.4 Conduct a staff training needs assessment and create individual professional development plans.	BSD Director, BSD Managers	2	Low
9.5 Commit to fund and allocate time (e.g., 5 percent) for professional development for all employees.	BSD Director	1 & 2	Medium
9.6 Encourage staff continuing education by funding certification and ongoing certification maintenance courses. To the degree possible, utilize the building permit surcharge funds provided to the State Division of Occupational and Professional Licensing for training.	BSD Director	2	Low
9.7 Working with the Human Resources Department: a. Seek funding and provide customer service training for BSD staff. b. Plan for succession, including double-filling positions for limited periods prior to planned retirement of an incumbent. c. Provide organizational culture change training, and a job coach, for the BSD Director.	Human Resources Director, BSD Director	1 & 2	Medium

Recommended Action	Responsible Party	Priority	Relative Resource Requirement
BSD Response / Actions to Date:			

- ♦ "Building services is working closely with our HR consultant to provide a clear career path for all of our employees, and the new administration has kicked-off an Employees University with many training options."

- ♦ "We have recently upgraded all of our inspections staff with a new career path that resulted in increased pay for all of them, as well as incentives for multiple certifications, thus enabling us to provide more combination inspections across a wider variety of projects."

- ♦ "We are nearing completion of a new career path for our plan review staff that will also incentivize multiple certification, thus providing better customer service across our enterprise for customer service. Customers will be able to get more information from a single technical representative than they have in the past."

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APPENDIX A

CUSTOMER SURVEY ANALYSIS

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CUSTOMER SURVEY ANALYSIS

Citygate conducted an internet-based customer survey between October 13, 2016 and October 23, 2016 for the customers of Salt Lake City's Building Services Division. A total of 2,140 customers were invited to participate in this survey. The availability of the survey was announced via direct email invitations to customers. In total, there were 131 completed surveys.

Details of the deployment are shown below.

Survey Summary	
Launch Date	October 13, 2016
Close Date	October 23, 2016
Partials[1]	34
Completes[2]	131
Total Responses	**165**

Apart from several basic customer category questions, the survey mostly consisted of closed-ended statements. For the 23 statements comprising the main section of the survey, respondents were directed to rate how the City's Building Services Division compared to their expectations, from "Far Exceeds Expectations" (5) to "Unacceptable" (1). Additionally, customers were asked whether they agree with several statements regarding Building Services Division service delivery, to complete three sentences utilizing responses ranging from "Significantly More" to "Significantly Less," and were asked one open-ended question to provide customers with an opportunity to fully express their opinions, concerns, and suggestions.

It should be noted in reviewing the results that the customers were not required to answer any question. Additionally, they were permitted to respond "Don't Know or N/A" to all statements, and these responses were excluded from the mean response calculations. Therefore, the response totals do not always add to the total of 131 completed surveys.

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[1]   "Partial" – the number of surveys that were begun but not completed. These surveys *cannot* be added to the database.

[2]   "Completes" – the number of surveys that were *completed* and *successfully* added to the database.

◆ The results for the survey are organized in the following order:

Customer Category and Project Questions

◆ The response data for customer category and project questions included on the survey.

Summary of Results

◆ The 10 statements receiving the *overall* highest and lowest mean scores.

◆ The 10 overall mean scores by customer category.

◆ The 23 survey statements from the main survey section are presented with the calculation of the mean and standard deviation, along with the percentage of each type of response.

◆ The response data regarding customer agreement with four service delivery statements.

◆ The response data regarding the statement-completion portion of the survey.

Open-Ended Responses

◆ A summary of the common themes mentioned throughout the open-ended responses, followed by each open-ended response.

DEFINITION OF TERMS

The terms defined below are encountered in the information that follows:

◆ <u>Mean</u>: An arithmetic mean that is the sum of the responses for each statement divided by the number of responses for each statement.

◆ <u>Standard Deviation</u>: Standard deviation tells how spread out the responses are from the arithmetic mean. A standard deviation close to zero indicates that most responses are close to the mean response and that a greater degree of agreement exists among employees with regard to the statement. A greater standard deviation indicates that there was a wider spread of variation in the responses and that a greater degree of disagreement exists among employees with regard to the statement.

Please mark below all categories that apply to you as a customer:

Category	Frequent Customer	One-time / Infrequent Customer
Individual Applicant (e.g., homeowner)	16	19
Developer / Builder (company)	30	5
Development Consultant (e.g., Engineer, Architect, landscape architect, lawyer, planner, etc.)	27	5
General / Sub Contractor	82	5
Other	8	2
"Community Council Chair"	1	0
"House Flipper/Developer"	1	0
[BLANK]	4	1
"Commercial Broker Specializing in Downtown Multihousing Development"	1	0
"Roofing Contractor"	1	0
"Assist aging lady w neighboring developer bad guy"	0	1

The following is a graph of the same information.

Customer Categories
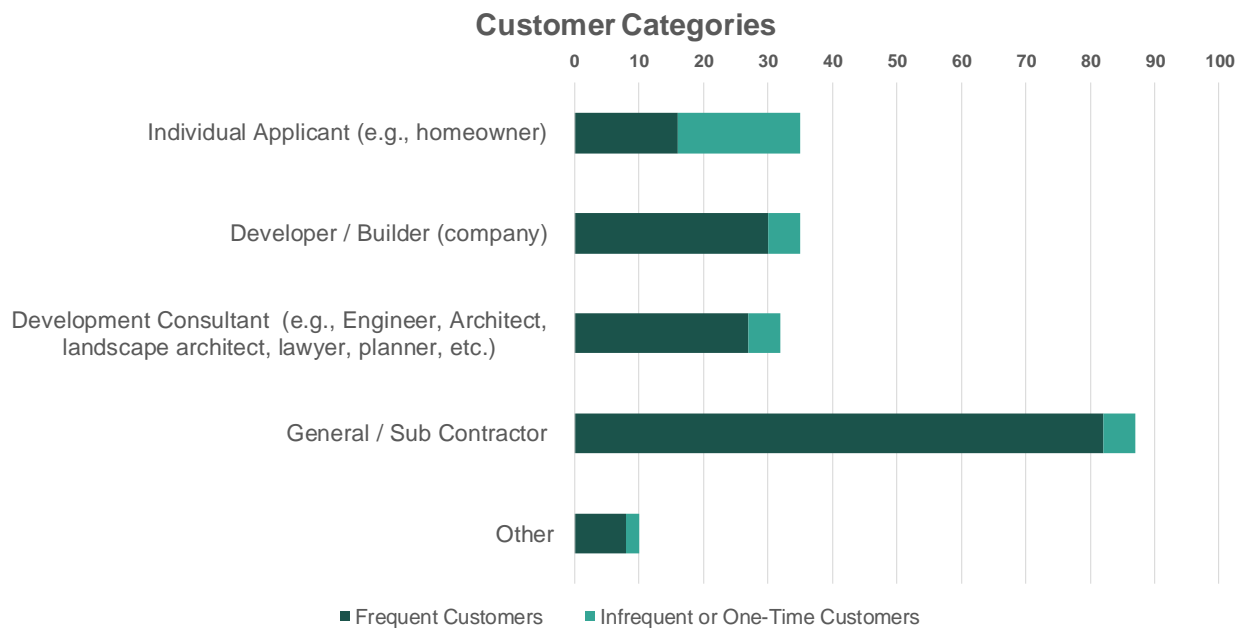
Type of project(s) involved with:

Project Type	New Construction	Modification
Single-Family Detached	43	55
Single-Family Attached / Multi-family	43	49
Commercial / Industrial Facility	76	71
Church / Institutional	30	33

The following is a graph of the same information.
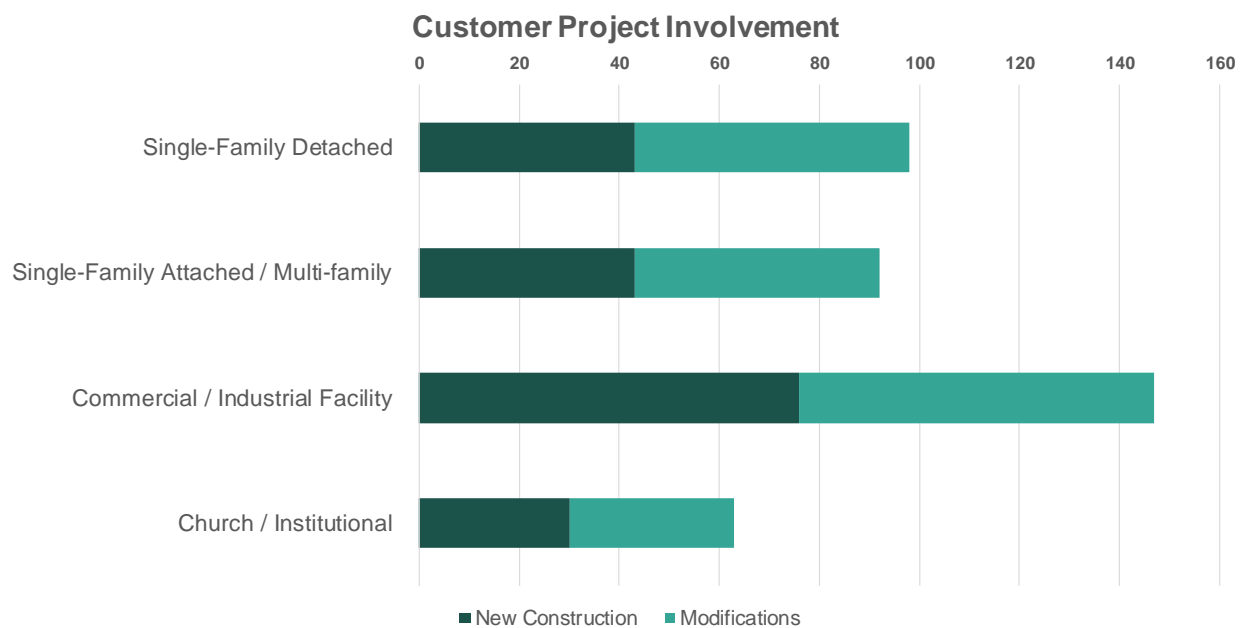
The results of the customer survey of Salt Lake City's Building Services Division are summarized in the follow subsections. This summary includes the 10 highest and lowest ranking statements from the main section of the survey. The highest ranking statements include: 'Has necessary knowledge of the building code and other City requirements,' (3.31); 'Provides helpful front counter assistance," (3.16); and 'Uses technology effectively (web site, plan check, document submittal),' (3.15). The lowest ranking statements include: 'Understands private business,' (2.46); 'Provides efficient processing / turnaround times of application reviews,' (2.47); and 'Solves problems as opposed to creates problems,' (2.48). A score of 3 indicates that the Division has met a customer's expectations for government service.

10 Highest Ranking Statements

The following are the highest ranked statements by customers when directed "In the statements that follow, please select the answer that best represents your assessment of how the City's Building Services Division compares to your expectations for government service." The City met or exceeded expectations in 6 statements from the survey.

(Presented in *descending* order. 5 is the highest score)

Statement	Mean	Std Dev
Has necessary knowledge of the building code and other City requirements.	**3.31**	0.93
Provides helpful front counter assistance.	**3.16**	1.04
Uses technology effectively (web site, plan check, document submittal).	**3.15**	0.98
Thoroughly reviews plans, performs inspections, and answers questions.	**3.14**	1.00
Performs timely inspections.	**3.12**	1.12
Provides courteous and respectful service.	**3.08**	0.91
Fulfills commitments.	**2.92**	0.97
Provides complete upfront information regarding inspections.	**2.88**	0.94
Provides helpful and informative handouts on processes.	**2.82**	0.91
Provides helpful information and solutions.	**2.82**	1.06

The following is a graph of the same information.

10 Highest Ranking Statements

Statement	Value
Has necessary knowledge of the building code and other City requirements.	~3.30
Provides helpful front counter assistance.	~3.15
Uses technology effectively (web site, plan check, document submittal).	~3.13
Thoroughly reviews plans, performs inspections, and answers questions.	~3.12
Performs timely inspections.	~3.10
Provides courteous and respectful service.	~3.05
Fulfills commitments.	~2.90
Provides complete upfront information regarding inspections.	~2.88
Provides helpful and informative handouts on processes.	~2.80
Provides helpful information and solutions.	~2.80

(Chart x-axis: 1.00, 1.50, 2.00, 2.50, 3.00, 3.50, 4.00, 4.50, 5.00)

10 Lowest Ranking Statements

The following are the lowest ranked statements by customers when directed "In the statements that follow, please select the answer that best represents your assessment of how the City's Building Services Division compares to your expectations for government service."

(Presented in *ascending* order. 1 is the lowest score)

Statement	Mean	Std Dev
Understands private business.	**2.46**	1.01
Provides efficient processing / turnaround times of application reviews.	**2.47**	1.13
Solves problems as opposed to creates problems.	**2.48**	1.05
Provides coordinated reviews between divisions and departments of the City.	**2.49**	0.89
Returns phone calls in a timely manner.	**2.58**	1.03
Charges fair costs for processing applications (fees).	**2.69**	0.92
Responds to and considers customer concerns.	**2.70**	1.05
Communicates promptly and effectively.	**2.71**	1.04
Provides easy access to the project manager to discuss the project.	**2.71**	0.99
Provides quality service throughout the overall process.	**2.71**	0.99

The following is a graph of the same information.

10 Lowest Ranking Statements
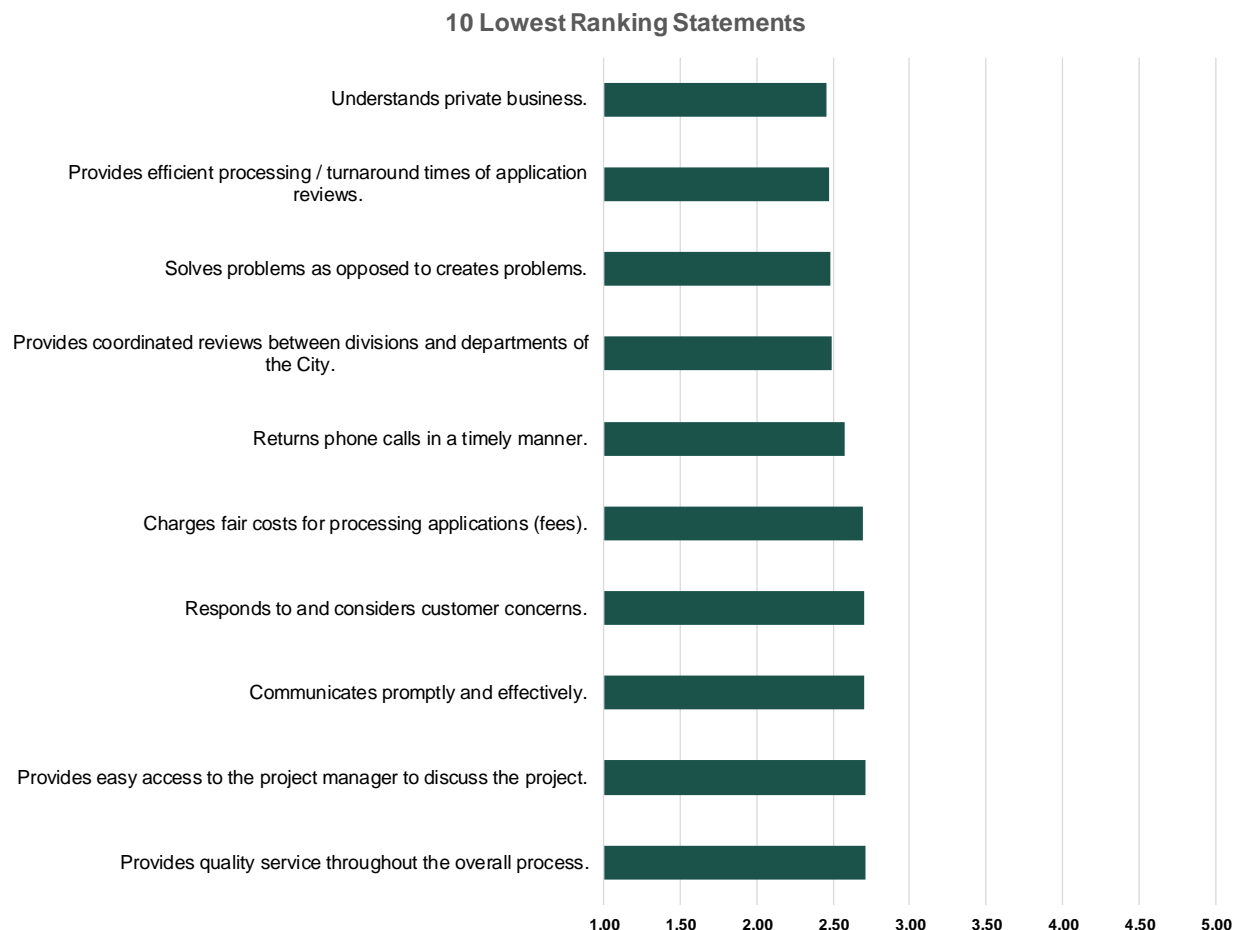
10 Overall Mean Scores by Customer Category

The following are overall mean scores across <u>all 23 main statements</u> by customer category.[3] Mean scores indicate that general/sub contractors and frequent customers had their expectations met slightly more than did developer/builders and development consultants. Frequent and infrequent or one-time customers scored very similarly.

Category of Customer	Overall Mean Score
General/Sub Contractor	2.84
Frequent Customers	2.82
Infrequent or One-time Customers	2.79
Individual Applicants	2.78
Developer/Builder	2.71
Development Consultant	2.66

The following is a graph of the same information.

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[3] It is worth noting that customer categories often overlap because customers were directed to indicate all categories that apply to them as a customer.

Mean Overall Score by Category of Customer

All Main Survey Responses

The following table shows all the customer survey statements, in the order presented in the survey, with the calculation of the mean and standard deviation of responses, along with the percentage of each type of response, including "Don't Know or N/A."

Statement	Mean	Std Dev	% Strongly Agree	% Agree	% Neutral	% Disagree	% Strongly Disagree	% Don't Know/NA
Provides courteous and respectful service	3.08	0.91	3.8%	28.2%	42.7%	19.1%	4.6%	1.5%
Communicates promptly and effectively	2.71	1.04	3.8%	17.7%	36.9%	26.9%	13.8%	0.8%
Has necessary knowledge of the building code and other City requirements	3.31	0.93	9.2%	30.5%	42.7%	10.7%	3.8%	3.1%
Thoroughly reviews plans, performs inspections, and answers questions	3.14	1.00	8.4%	25.2%	39.7%	17.6%	5.3%	3.8%
Provides helpful information and solutions	2.82	1.06	4.6%	20.6%	34.4%	24.4%	11.5%	4.6%
Fulfills commitments	2.92	0.97	3.8%	20.6%	45%	17.6%	9.2%	3.8%
Provides helpful front counter assistance	3.16	1.04	9.9%	19.8%	39.7%	13%	6.1%	11.5%
Returns phone calls in a timely manner	2.58	1.03	3.1%	12.2%	34.4%	26.7%	15.3%	8.4%
Solves problems as opposed to creates problems	2.48	1.05	0.8%	14.6%	34.6%	20.8%	21.5%	7.7%
Provides quality customer service when compared with other cities	2.77	1.15	6.9%	16%	32.8%	19.8%	15.3%	9.2%
Provides helpful and informative handouts on processes	2.82	0.91	2.3%	14.6%	36.9%	21.5%	6.2%	18.5%
Charges fair costs for processing applications (fees)	2.69	0.92	3.1%	8.4%	51.9%	19.1%	12.2%	5.3%
Provides efficient processing / turnaround times of application reviews	2.47	1.13	4.6%	13%	29%	27.5%	22.9%	3.1%
Provides clarity regarding regulations	2.78	0.98	3.1%	14.5%	52.7%	13%	14.5%	2.3%
Provides accurate/consistent code interpretations	2.76	0.99	2.3%	16%	48.1%	14.5%	14.5%	4.6%
Uses technology effectively (web site, plan check, document submittal)	3.15	0.98	7.7%	24.6%	42.3%	15.4%	5.4%	4.6%

Statement	Mean	Std Dev	% Strongly Agree	% Agree	% Neutral	% Disagree	% Strongly Disagree	% Don't Know/NA
Responds to and considers customer concerns	2.70	1.05	5.4%	11.5%	42.3%	21.5%	14.6%	4.6%
Provides easy access to the project manager to discuss the project	2.71	0.99	1.5%	14.5%	36.6%	16.8%	12.2%	18.3%
Understands private business	2.46	1.01	2.3%	7.6%	33.6%	22.1%	17.6%	16.8%
Provides coordinated reviews between divisions and departments of the City	2.49	0.89	0.8%	7.6%	32.8%	26.7%	11.5%	20.6%
Provides complete upfront information regarding inspections	2.88	0.94	3.1%	16.2%	46.2%	14.6%	9.2%	10.8%
Performs timely inspections	3.12	1.12	9.9%	22.9%	34.4%	13.7%	9.2%	9.9%
Provides quality service throughout the overall process	2.71	0.99	3.1%	16%	41.2%	26%	12.2%	1.5%

CITIGATE ASSOCIATES, LLC

Agreement with Service Delivery Statements

Customers were asked if they agree or disagree with the following statements. The following table shows the results.

Statement	Agree	Disagree	Not Applicable or Don't Know
Initial information given to me by the various functions within the Building Services Division was accurate and complete.	79 **60.3%**	38 **29.0%**	14 **10.6%**
Additional substantial changes to my project that should have been brought up in the first review were not required or revealed to me until subsequent reviews.	61 **46.6%**	27 **20.6%**	43 **32.8%**
I would consider the option to pay extra for express processing.	61 **46.6%**	59 **45.0%**	11 **8.4%**
I would consider the option to pay increased fees if it would increase timeliness and quality of work.	50 **38.2%**	70 **53.4%**	11 **8.4%**

The following is a graph of the same information.

Agreement with Service Delivery Statements
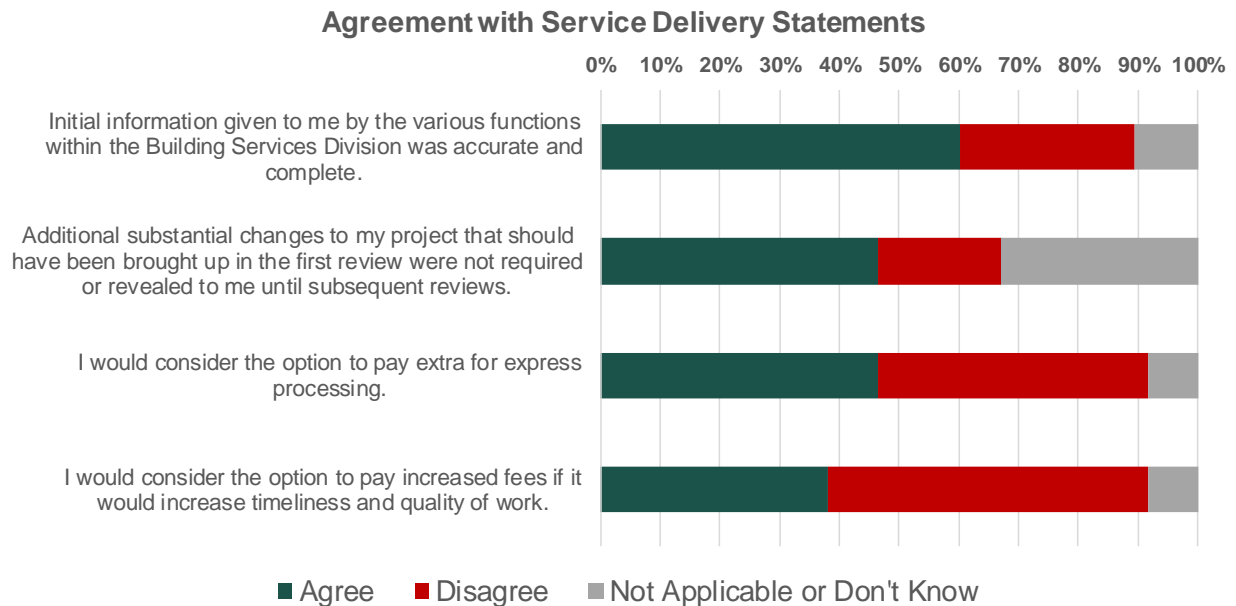
Statement Completion Responses

Customers were directed to complete the following statements by selecting options on a scale from "Significantly More" and "Significantly Less."

Statement	Significantly More	About the Same	Significantly Less	Not Applicable or Don't Know
In my experience, the cost of processing any permit/application with Salt Lake City when compared to the same type of permit/application in other jurisdictions is:	39 **29.8%**	71 **54.2%**	2 **1.5%**	19 **14.5%**
In my experience, the time to process any permit/application with Salt Lake City when compared to the same type of permit/application in other jurisdictions is:	49 **37.7%**	51 **39.2%**	15 **11.5%**	15 **11.5%**
In my experience, the overall quality of processing any permit/application (knowledge of project management, problem solving, and communication) with Salt Lake City when compared to the same type of permit/application in other jurisdictions is:	28 **21.5%**	64 **49.2%**	23 **17.7%**	15 **11.5%**

The following is a graph of the same information.

Statement Completion Responses

Legend:
- Significantly More (dark teal)
- About the Same (teal)
- Significantly Less (red)
- Not Applicable or Don't Know (gray)

Categories:
- In my experience, the cost of processing any permit/application with Salt Lake City when compared to the same type of permit/application in other jurisdictions is:
- In my experience, the time to process any permit/application with Salt Lake City when compared to the same type of permit/application in other jurisdictions is:
- In my experience, the overall quality of processing any permit/application (knowledge of project management, problem solving, and communication) with Salt Lake City when compared to the…

OPEN-ENDED QUESTION SUMMARY

The following table shows a summary of the responses to the open-ended customer survey question. The results are summarized by common themes identified in each response and are organized by count (frequency) of each response.

Please add any specific comments or suggestions you may have for improving services in the City's Building Services Division.

Count	Customer OVERALL Responses (Summarized)
21	Improve consistency and communication (e.g., provide timeline with projected completion date, provide smaller timeframes for inspections, require staff to provide feedback for project denials, ensure that customers are receiving consistent levels of service, increase specificity of fillable document/forms, etc.).
20	Improve timeliness of services.
16	Update/improve services of inspection and review staff (e.g., training, responsiveness, clarity, filter projects based on scale, etc.).
10	Experience with online services and/or in-person providers were overall satisfactory (i.e., simple, helpful, knowledgeable, convenient, and/or prompt).
8	Improve user-friendliness of online services (i.e., ProjectDox).
5	Streamline permit services and processes (create "one-stop shop"), decrease customer hassle.
5	Processing fees are too expensive.
8	Improve permit enforcement and oversight.
4	Improve customer management/hospitality (specifically downtown location).
4	The sprinkler inspections/reviews are inconsistent and take too long.
3	Building codes are out of date.
3	Enhance/expand abilities of over-the-counter services.
2	Increase accountability (e.g., create performance-based reward/incentive system) for staff.
2	Increase independent staff decision-making ability.
2	Parking downtown is difficult.
1	Disband/terminate the Historic Landmark Commission.

OPEN-ENDED QUESTION

The following are responses to the open-ended question, "Please add any specific comments or suggestions you may have for improving services in the City's Building Services Division." As this is a professional report, all or parts of comments that contain personal references and attacks have been removed. Otherwise, these are exact quotes, and have not been modified in any way.

◆   Be more friendly and have an area we can park. We will no longer work in SLC because of the harassment of parking in the city and the hassle to pull permits. We are high end re-modelers doing great work but we will no longer work Down Town. The inspectors pick on stupid details and do not get the important details. Such as grade height. Water proofing windows roof details etc. Poorly trained and do not have te to do their jobs properly. No enforcement of unlicensed contractors, It is easier to not pull a permit because no one enforces it.

◆ Depending on the size of project, the entire job can be completed by the time they review a very simple drawing...   There is no communication to the public/contractors that, hey guys, we will be looking for this and please get it on your drawings.   Everything is a resubmit.   There is no "Approved as Noted"…

◆ Your options in the last section on this page do not always apply to the questions. You probably need "More" and "Less" in addition to "significantly"

◆ When calling in for inspections on permits that have been processed. It would be nice to be able to get at least a small window of time for the inspection when ordering on line than just inspection will be conducted sometime that day as in a lot of cases we have employees that are needing to get to other projects.

◆ We regularly have projects that require 2-3 months to obtain a permit. Unacceptable!

◆ check in is terrible on the computers…have a person and a number system. small projects should be handled at the counter

◆ SLC compared to other cities takes significantly longer to get permits for commercial construction, however the folks at SLC are always helpful and knowledgeable.

◆ Create an environment that allows staff to make independent decisions and accept and support staff when they make mistakes. Allow for flexibility and creative decision making. The intent of the building code is to promote life safety and not legislated to the letter. Plan checkers and building inspectors should all be flexible.

◆ The on site inspectors are very good to deal with. The building permitting and inspection department are the worst in the state by far.

◆ SLC is known amongst all the contractors we worked with as being difficult and overly picky, with outdated codes and inspectors who are hard to work with. Our experience with the whole process has been horrible and makes me wish we didn't live in SLC.

◆ Every time I bring in a plan it is always held up waiting for the fire Marshall or fire review. Something needs to be done about that continual delay. It is unacceptable.

◆ It's difficult to expect a government employee whose job is pretty much impossible to lose and who is not rewarded or punished based off of their performance to have any real understanding of private business or self employed

needs. Providing fast or quality processing or solutions to problems are NOT byproducts of failing to understand a customers needs.

◆ Love the online permit process, it is fast and efficient, wish all citys did this..

◆ All of my architectural firm's and developer's projects experience a high degree of frustration and obstructionism working with Salt Lake City. Approval processes are problematic, slow and costly. This applies to Planniing & Zoning, Building and Demolition Permits, Landmarks and most of the other City departments. It seems to get worse each year and the City's inconsistent and unfair policies and inept processes have killed some of our projects and adversely altered others. Big changes for the better are needed but they never come.

◆ To obtain permits is to costly and time consuming. Take permits out with all divisions. Public Works, Building and Housing, Traffic, Engineering. If would be nice if we could take all permits out with a one-stop process to eliminate all the run around and needing to contact so many divisions.

◆ For years we have been VERY unhappy with the amount of time it takes for reviews. And when the reviews do go through they always find something that is different from previous similar projects, almost like they can't approve a drawing on the first go around so they try and find something, most of the time it is very small. We also do not like the fact that we CANNOT get anything approved over the counter. The fees are outrageous and when we finally do get an approved drawing it's an average of 3 weeks out for an inspection. In our line of work they have 1 inspector. 1 Inspector??? in a major city??? That is 100% unacceptable in my opinion. Thank you for the opportunity to finally voice our opinion.

◆ Permit reviews take too long, they cost too much even when not 'express', the computer process of submitting the application is not user friendly nor is the follow up for reviews. The planners are not helpful nor do they review the entire set of dwgs or specs before sending a review out. Every time I submit they come back with questions about required information that is already in the drawings and I have to point out where it is. It is a giant waste of time. And 10+ weeks to review a permit application is entirely too long. It holds up the project and everyone loses money. The city really needs to update their permit application process and reviews.

◆ With regards to "express" processing; my experience with the current expedited process has not been positive. Is there a way to provide expedited reviews "in house" with the same reviewers who do the non-expedited reviews?

◆ Ability to schedule time windows for inspections would be beneficial. ie: am/pm, 8-10, 10-12, etc

◆ I have dealt with BD for years…has adapted…to the change required to keep up with the changes in the industry…I always tell eveyone that SLC BD has set the standard for which all other BD should strive for. Thank you.

◆ Clearly outline all of the boxes that need to be checked for submitting and plan check review. there seems to be a disconnect and lack of notification if a box is not checked. Also, make access to projectdox outside of citizen access clearly defined. The access route seems seredipitous.

◆ As an applicant, I found the permitting process fairly straight forward. As a Community Council Chair, I find the inspection work to be inconsistent. Too many projects don't seem to be held to the approved plans.

◆ SLC is the worst city in the state of Utah to pull a permit. I will walk away from projects in their jurisdiction. From fire dept requiring sprinkler heads to be relocated when moving 1 wall in a condo. To taking over 18 months to get approval to demo a building and build for a lot that is already zoned multi family. Absolutely horrible experience. Plus city threatening to fine me for the lot being overgrown when I'm trying to get permission to clear the lot.

◆ Our construction Co. is small and our jobs are small as well, there are times I need to wait 5-6 weeks for a small $50,000 project to be approved by the City. In that time we are trying to find other work, or my employee has to go look for other work, or sometimes we loose the job, if it is a tenant finish the owner will need to back out of their lease agreement. The time waiting for a permit has cost me a lot of revenue and grief!

◆ Most of the plumbing inspectors have no idea what they're looking at resulting in unnecessary reinspections which has literally cost me hundreds of dollars in lost wages. In fact I'm waiting for a inspector right now on a totall bogus reinspect where there was nothing wrong but because the inspector does not know what he's looking at I'm here waiting which has totally screwed up my whole day costing me hundreds of dollars. It's not really ok and there needs to be some accountability for mistakes made by the building department.

◆ if i ever have a problem and try to contact the inspector or the manager over the inspectors, I never receive a call back. i will email them numerous times and still no response. I try to be extremely nice, but that doesn't work. It isn't until I make it very clear that I am angry that they will finally return an email. I went 1 month calling or emailing everyday before i was rude and finally got an email back. it wasn't even a phone call, just an email. It still did not answer my questions. I am very very disappointed and I dread working with Salt Lake City for permits. I would rather work with any other city. Thank you for your time.

◆   very knowledgeable stuff, prompt and easy to talk to, kind and instructive

◆   Fire department review of plans and inspections is unacceptable. Plan review time is too long and once plans are approved the wait time for inspections is also unacceptable.   This delay in plan reviews and inspections has caused several projects from being occupied on the given deadline.

◆   Most of my permits are for remodeling projects that don't require plan review (which is the same in other jurisdictions). Usually the turn-around time for my permits is 24 hours. For my use, SLC has the MOST convenient system for issuing permits in Utah.

◆   Be more tolerant of over the counter building permits.

◆   ProjectDox is NOT user friendly, and instructions for its use were never offered, or at least not to me.

◆   Plans submitted for plan review should be categorized by size and complexity. 1. Over the counter should be the desired goal on small remodels and small building projects.   2. General projects should be initially reviewed for complexity. Large and complex projects should be sent out to independent reviewers. Average projects should be handled in house.

◆   When it comes to document submissions - specifically resubmitting requested documentation revisions - I think your web process is overly cumbersome to the point of being a ridiculous time-suck.   Sorry if I was overly critical for giving you a 3, Met Expectations, on most of the questions; however, I think that is the minimum acceptable level of service. There are a few people I have dealt with in the Building Services department that I feel go the extra mile every time I deal with them, but there are plenty of others that just meet that minimum acceptable level of service on a consistent basis.

◆   Get rid of the Historic Landmark Commission The HLC causes developer to spend hundreds of millions of dollars each year out side of the City.

◆   We rated the "Phone Response time", "Respectful service", and "Responds to concerns" sections lower due to several negative experiences with the Fire Sprinkler Plan Reviewers in particular. If considering the reception and permit processing staff, these would all be rated as above average. We cannot provide comment on the General Building Services Staff. Consideration would need to be given to the understaffing and work load in these situations. Additional help and/or outsourcing of Fire Sprinkler Plan reviews to more knowledgeable individuals would accelerate the review process significantly.

◆   Hire people with common sense.

◆ It seems like fees are always going up, being a state ran agency why not hire more employees and provide classes to all staff on code review. Lets not push the cost onto projects that are already pinched.

◆ ProjectDox is somewhat of a 'blackhole' where there is no way of tracking responses and progress until the City responds with comments. There is no interaction, so a bad assumption can lead to unwarranted delays/issues.

◆ This grouping of questions are difficult to answer as there are requirements a contractor must meet which are not a part of the codes which are supposed to be filed with the Utah State Fire Marshal. As a result, unwritten requirements have a tendency to be inconsistently applied for similar projects, and the costs born by the contractor. Most jurisdictions do not require sprinkler plan reviews for for small remodels involving between 10 and 20 sprinklers. They recognize the State requires annual inspections of the sprinkler system by a State certified inspector, and this also lifts the burden of plan reviews and inspections by the building department for these small remodels.

◆ speeding up review time would be the biggest improvement.

◆ I run a small Construction Co. We don't have the luxury of having jobs lined up for month's therefore when I have to wait 4 to 6 weeks for a plan review on a small job that could have been approved over the counter in about an hour. I have lost customers, I have lost employee's, I have lost numerous commercial T.I. jobs where the customer can't afford to wait that long for a permit, because they have to pay their lease payments while we are waiting for a small tenant finish approval. (In other words they are not bringing in revenue until we finish the job and they can start earning their revenue) The City Building Department has cost my company thousands of dollars because of down time and lost jobs. I wish they could put into practice some kind of fast track plan review for jobs under $100,000.00. I'm sure that they would make more revenue, enough to pay additional plan reviewers, because more contractors would pull permits if they didn't need to wait so long for a permit. It's never been the cost of the permit, it's always been the cost of lost time that discourages us.

◆ on line or by phone applications including payments are awesome!

◆ Overall attitude. A government employee is not above anybody. They are public servants and paid by us. Don't Lord your position over us that are trying to do a job as well.

◆ The plan reviewers don't have any common sense. They basically want the code book quoted on the plans for really small items that most trades won't read. It makes the plans have so many notes that it blurs the plans and makes it hard to

see the important items. The inspection process seems to work fine, but the plan review process is so frustrating that it is so much easier not to get a building permit than deal with the process. I've even had inspectors tell me that what the plan reviewer had me note on the plans wasn't code. Most inspectors on residential don't read through every note on the plans. Most of the inspectors do show common sense.

◆ Allowing for more redlining on plans. There are many items that are minor that can be redlined rather than going back to the Architect. This would save gobs of time.

◆ A single reviewer can stall an entire review process. Comments with other departments cannot be closed/resolved until the next review cycle is started - not efficient in anyway. Public utilities seems to have a recurring theme of not advancing review cycles. PDox is hard to learn for everyone, city officials do not appear to know how to use it. We have had several unexplained mishaps with the system. I do see significant improvements with communications from city officials in the last 3 months. I have had consistently positive experiences...I have had several difficult and unhelpful experiences with other officials and staff, the intent appeared to be obstructionist and solutions were ultimately uncovered through other channels.

◆ Salt Lake Makes the building inspections much harder, with separate fee's and separate inspectors for each trade. Increasing the cost to homeowners and builders. This is not to mention you added cost for engineering, right of way permits that cannot be covered by the homeowner that owns the property instead we need to get bonded for a residential driveway approach which cost the homeowner and contractors additional cost. Finally, it is a 50 50 shoot, depending on which staff member you get on a review wether they are there to help you get through the process or how difficult they can make the process. Holiday is a great model - you go in and they are upfront on what is needed to meet the codes and what will need special exceptions, or if its not possible and how to make it conform. Up front - straight forward communication and no double list.

◆ The software Project Docs is probably the biggest issue. I never received notification when comments were made. And the place to respond was not very intuitive. More access to the pojrect manager would've been nice

◆ overall OK. My last experience with some questions on upcoming project very good. seems to depend mostly on who you get to help you. Kind of a lottery roll.

◆ There was one person in the office who for "personal" reasons held up the whole project for weeks at a time causing significant delays and problems with the project.

◆ Ensure sufficient department management is in place to provide fair and unbiased reviews to subcontractors. Ensure that building services department management works closely with the department they are representing to ensure correct interpretations of the code.

◆ There is a major disconnect between departments during the submittal process, during the inspection process, and during the close out process. Those in the office have little to no experience in the process involved in actually constructing a project (or have never visited a project they have approved). There is a prevalent attitude of irritation across all of the departments where they forget that we are their customers and they seem bothered to have to answer a question or assist us in the cumbersome process the City has implemented. To demo an existing home, I am required to contact 9 individual entities for approval before I can get my building permit. Even without demo being part of a project, I am required to visit multiple departments at separate locations to get approvals or submit plans. You've gotten better at allowing the electronic plans to be used across ALL of the departments, but once comments and corrections are submitted by each department, you resort right back to individual requirements and forms (not provided online). If you are doing an online submittal process, then ALL necessary forms should be online. When making comments on plans for corrections, don't ask us to repeat a correction that we've already submitted but you didn't take the time to read. This goes back to being helpful and understanding that every correction we have to make to a set of plans costs money so when we have to add a note because you feel it would be good (after the 4th time) to add a few words of clarification, it costs us hundreds of dollars. If you really want to understand why builders come in upset, talk to them when they are there complaining and find out why something is bothering them instead of shutting them off. If it seems like you're getting a lot of negative comments and not a lot of suggestions, maybe that's a huge red flag that you're doing too much defending yourselves and not enough listening to your customers.

◆ Building dept as a standard, violates IBC sections 107, referring to Registered Design Professionals review of Deferred Submittals, prior to permitting. Total disregard of Engineers review of sprinkler system for contract compliance, such as FM Global requirements specified. Additional issue regarding fire plan reviews. Dept typically writes in extra demands beyond ICC standards, for a deferred submittal, without consulting the registered design professional in charge. Dept may require more than standards, but please include a statement to

knowledge a typical change order for issue by the registered design professional in charge…Dept will assume potential liability, when deviating from IBC section 107referencing, submittals, deferred submittals and role of Registered Design Professional in charge.,

◆ Illiterate and lying idiots.

◆ It took four months for our permit to be approved, after we got our HLC certificate of apprpriateness (which was the easiest part of the whole process). Our architect had to push the entire time for engineers etc to look at our plans and sign off on them. It took way too long to process this small project.

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APPENDIX B

EMPLOYEE SURVEY ANALYSIS

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EMPLOYEE SURVEY ANALYSIS

Citygate conducted an internet-based employee survey between October 13, 2016 and October 21, 2016 for the employees of Salt Lake City's Building Services Division. A total of 62 employees were invited to participate in this survey. The availability of the survey was announced via direct email invitations to staff. In total, there were 42 completed surveys.

Details of the deployment are shown below.

Survey Summary	
Launch Date	October 13, 2016
Close Date	October 21, 2016
Partials[1]	4
Completes[2]	42
Total Responses	**46**

Apart from several basic employee classification questions, the survey mostly consisted of closed-ended "degree-of-agreement" statements organized into 9 different sections. For each "degree-of-agreement" statement, respondents were directed to rate their agreement with 53 statements from "Strongly Agree" (5) to "Strongly Disagree" (1) with the statement. Additionally, one open-ended question was asked to provide employees with an opportunity to fully express their opinions, concerns, and suggestions.

It should be noted in reviewing the results that the employees were not required to answer any question. Additionally, they were permitted to respond "Don't Know or N/A" to the degree-of-agreement statements, and these responses were excluded from the mean response calculations. Therefore, the response totals do not always add to the total of 42 completed surveys.

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[1] "Partial" – the number of surveys that were begun but not completed. These surveys *cannot* be added to the database.

[2] "Completes" – the number of surveys that were *completed* and *successfully* added to the database.

The results for the survey are organized in the following order:

Employee Classification Questions

◆　　　The raw data for all employee classification questions included on the survey.

Summary of Results

◆　　　The 10 statements receiving the *overall* highest and lowest mean score, as well as the statements with the most and least disagreement between non-supervisory staff and supervisors/managers.

◆　　　Response differences between non-supervisory staff and supervisors/managers.

Response for Each Statement by Statement Section

◆　　　All the survey statements are presented with the calculation of the mean and standard deviation, along with the percentage of each type of response.

◆　　　Overall mean scores for each statement section.

Open-Ended Responses

◆　　　Each open-ended response in full.

DEFINITION OF TERMS

The terms defined below are encountered in the information that follows:

◆　　　<u>Mean</u>: An arithmetic mean that is the sum of the responses for each statement divided by the number of responses for each statement.

◆　　　<u>Standard Deviation</u>: Standard deviation tells how spread out the responses are from the arithmetic mean. A standard deviation close to zero indicates that most responses are close to the mean response and that a greater degree of agreement exists among employees with regard to the statement. A greater standard deviation indicates that there was a wider spread of variation in the responses and that a greater degree of disagreement exists among employees with regard to the statement.

How long have you worked for Salt Lake City?

Timeframe	# of Responses	Response Ratio
Less than 1 year	4	9.5%
1 to 5 years	11	26.2%
6 to 10 years	9	21.4%
More than 10 years	18	42.9%
Total	42	100%

This information is represented graphically in the following image:
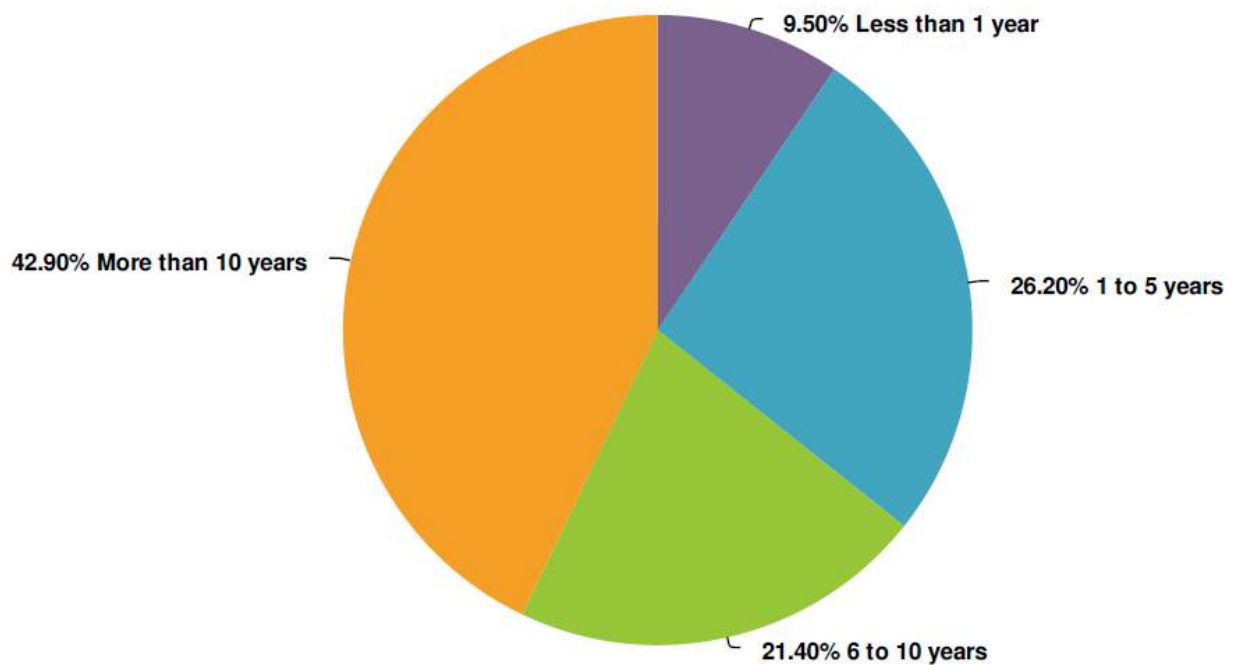
How long have you worked for the Building Services Division?

Timeframe	# of Responses	Response Ratio
Less than 1 year	6	14.3%
1 to 5 years	13	31%
6 to 10 years	8	19%
More than 10 years	15	35.7%
Total	42	100%

This information is represented graphically in the following image:
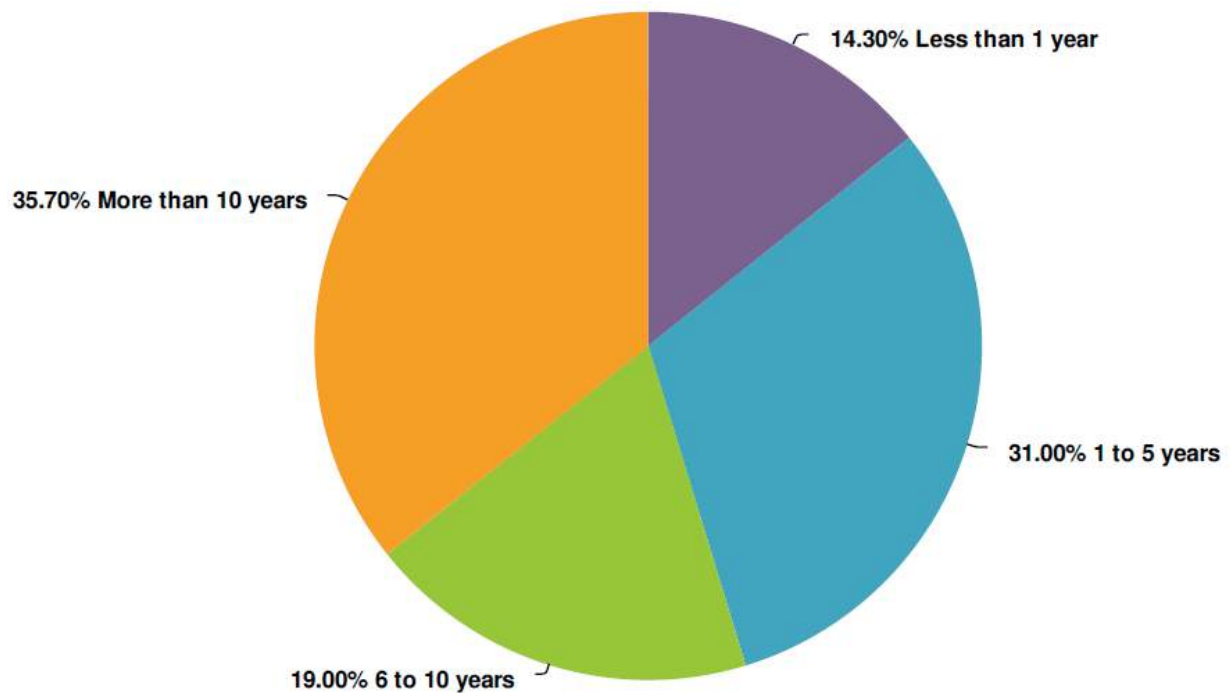
What is your job function?

Job Function	# of Responses	Percentage
Non-Supervisory Staff	32	76.2%
Supervisor	6	14.3%
Manager	2	4.8%
Other, Please Specify[3]:	2	4.8%
Total	42	100%

This information is represented graphically in the following image:

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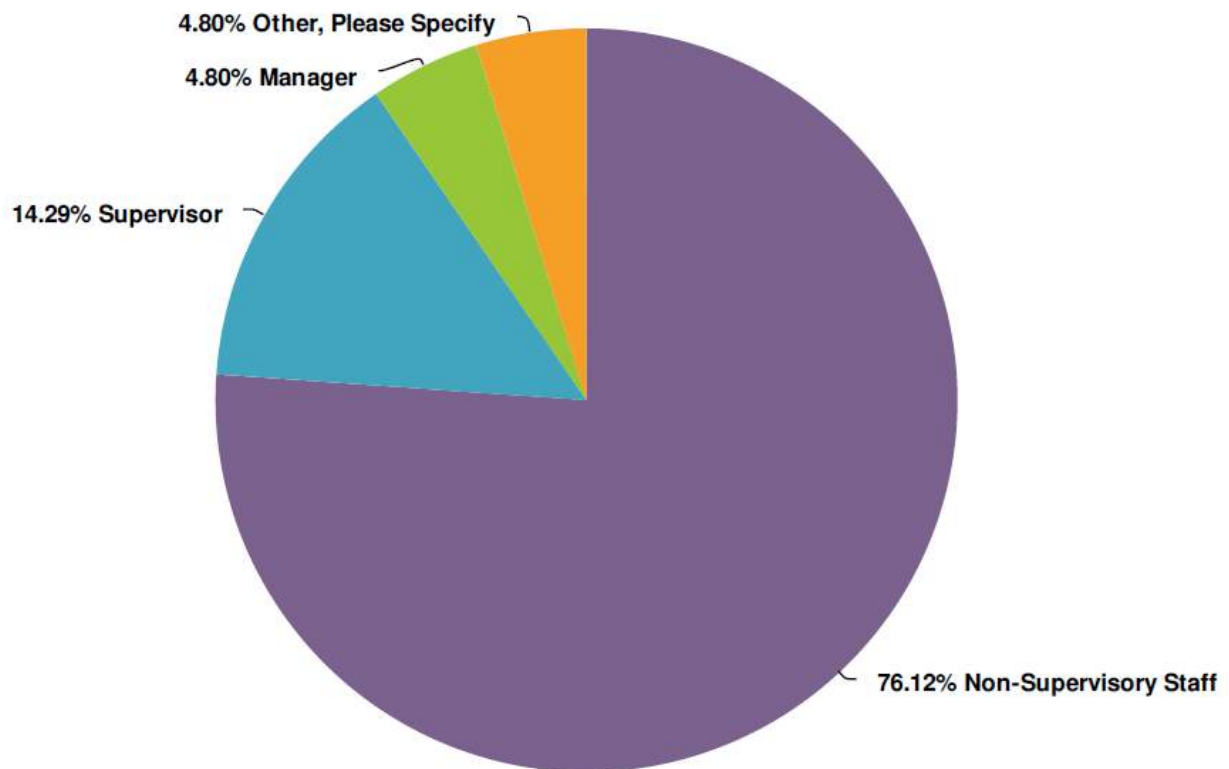
[3] One respondent input "Building Inspector," while the other input "Staff limited supervision."

The results of the employee survey of Salt Lake City's Building Services Division are summarized the follow subsections. This summary includes some of the highest and lowest ranking statements. The highest ranking statements include: 'Service to the public is strongly emphasized in the Building Services Division,' (4.13); 'The goals and objectives of the Building Services Division are reasonable," (4.08); and 'I have sufficient resources to complete my work, such as office space, computers, etc.,' (4.07). The lowest ranking statements include: 'The current compensation and promotion process rewards me for higher than average levels of performance,' (2.54); 'There is an effective flow of information between management and staff within the Department of Community and Neighborhoods,' (2.60); and 'The performance evaluations I have received have been completed in a timely manner and according to schedule,' (2.80).

10 Highest Ranking Statements

(Presented in *descending* order. 5 is the highest score)

Statement	Mean	Std Dev
Service to the public is strongly emphasized in the Building Services Division.	**4.13**	0.98
The goals and objectives of the Building Services Division are reasonable.	**4.08**	0.62
I have sufficient resources to complete my work, such as office space, computers, etc.	**4.07**	0.87
It is clear to me what my role is and how it contributes to the larger purpose of the Building Services Division.	**4.05**	0.77
Customer inquiries are responded to in a reasonable amount of time.	**3.95**	0.70
Generally, I have adequate decision-making authority in processing an application, inspecting a permit, or assisting a customer in another way.	**3.95**	0.92
My manager/supervisor encourages teamwork in the Building Services Division.	**3.95**	0.96
Leadership realizes that "perfection" is unachievable and has realistic expectations for measuring employee performance.	**3.95**	1.04
I agree with the mission statement put forth by the Building Services Division.	**3.94**	0.73
I understand my manager/supervisor's expectations of the job I perform.	**3.93**	0.95

The following is a graph of the same information.

Highest Ranking Statements

Statement	Value
Service to the public is strongly emphasized in the Building Services Division.	~4.10
The goals and objectives of the Building Services Division are reasonable.	~4.05
I have sufficient resources to complete my work, such as office space, computers, etc.	~4.05
It is clear to me what my role is and how it contributes to the larger purpose of the Building Services Division.	~4.02
Customer inquiries are responded to in a reasonable amount of time.	~3.95
Generally, I have adequate decision-making authority in processing an application, inspecting a permit, or assisting a customer in another way.	~3.95
My manager/supervisor encourages teamwork in the Building Services Division.	~3.93
Leadership realizes that "perfection" is unachievable and has realistic expectations for measuring employee performance.	~3.93
I agree with the mission statement put forth by the Building Services Division.	~3.92
I understand my manager/supervisor's expectations of the job I perform.	~3.92

(Scale: 1.00 1.50 2.00 2.50 3.00 3.50 4.00 4.50 5.00)

10 Lowest Ranking Statements

(Presented in *ascending* order. 1 is the lowest score)

Statement	Mean	Std Dev
The current compensation and promotion process rewards me for higher than average levels of performance.	**2.54**	1.31
There is an effective flow of information between management and staff within the Department of Community and Neighborhoods.	**2.60**	1.03
The performance evaluations I have received have been completed in a timely manner and according to schedule.	**2.80**	1.19
Clear, written policies and procedures are in place to assist me in the performance of my job responsibilities.	**2.86**	1.18
Written policies and procedures are available and consistently followed in day-to-day operations.	**2.90**	1.10
The established goals and objectives of the Department of Community and Neighborhoods have been clearly communicated to me.	**3.05**	1.01
There is good coordination of projects and functions between the Department of Community and Neighborhoods and other City departments.	**3.06**	0.98
Compared to similar organizations in the Salt Lake County area, I am satisfied with the salary and benefit package I receive.	**3.07**	1.01
There is good coordination of projects and functions between the Building Services Division and other divisions involved in the Department of Community and Neighborhoods.	**3.15**	0.92
Overall, I believe the decision-making within the Department of Community and Neighborhoods is consistent.	**3.18**	0.85

The following is a graph of the same information.

Lowest Ranking Statements
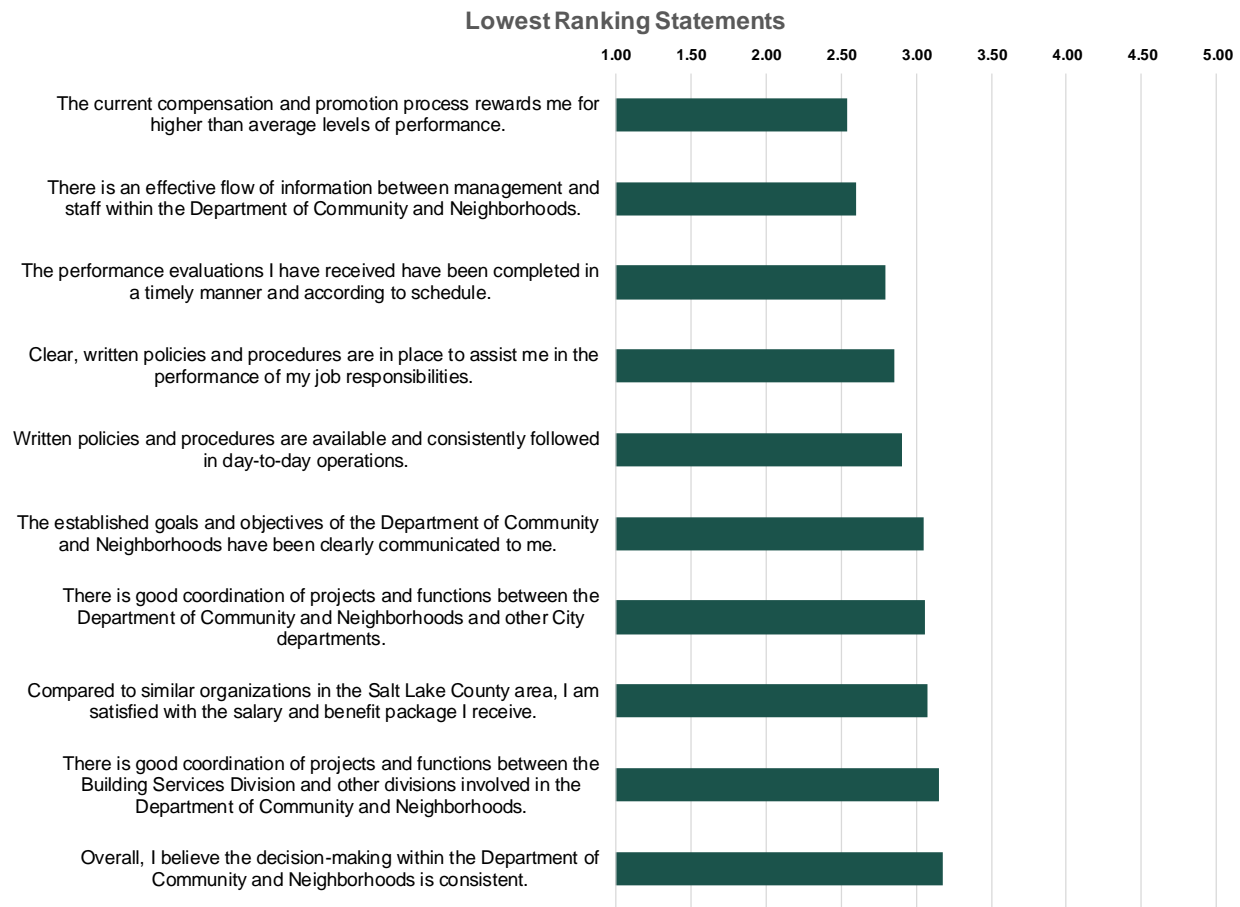
10 Statements with the <u>Most</u> Disagreement between Non-Supervisory Staff and Supervisory/Management Staff

The following analysis compares the difference in mean responses between respondents that indicated their job function as "Non-Supervisory Staff" and those respondents that indicated their job function as "Supervisor," "Manager," and "Other." The "Difference Percent" column shows the percentage difference between how non-supervisory staff and supervisory/management scored their agreement to the survey statements. For example, the .88 mean score difference between staff and supervisors/management in row 1 constitutes a full 18% scoring difference on a scale from 1 to 5.

(Presented in *descending* order.)

Statement	Staff Mean	Sup./Man. Mean	Difference	Difference Percent
I am actively encouraged to try creative approaches to my work, even to the point of taking the initiative.	3.13	4.00	0.88	18%
The equipment and technology used in the Building Services Division are up-to-date.	3.72	4.56	0.84	17%
My manager/supervisor encourages teamwork in the Building Services Division.	3.77	4.56	0.78	16%
I believe the Building Services Division is an efficient, well-run organization.	3.23	4.00	0.77	15%
Clear, written policies and procedures are in place to assist me in the performance of my job responsibilities.	2.69	3.40	0.71	14%
I believe the Building Services Division functions proactively, and does not simply react to crises.	3.35	4.00	0.65	13%
Leadership realizes that "perfection" is unachievable and has realistic expectations for measuring employee performance.	3.81	4.44	0.64	13%
Building Services Division leaders handle human errors on the part of staff in a constructive and respectful manner.	3.71	4.33	0.62	12%
The current compensation and promotion process rewards me for higher than average levels of performance.	2.38	3.00	0.62	12%
The management of the Building Services Division contributes to the productivity of the Division.	3.71	4.33	0.62	12%

The following is a graph of the same information.

Statements with the Highest Percent Difference between Non-Supervisory Staff and Supervisor/Manager Mean Scores
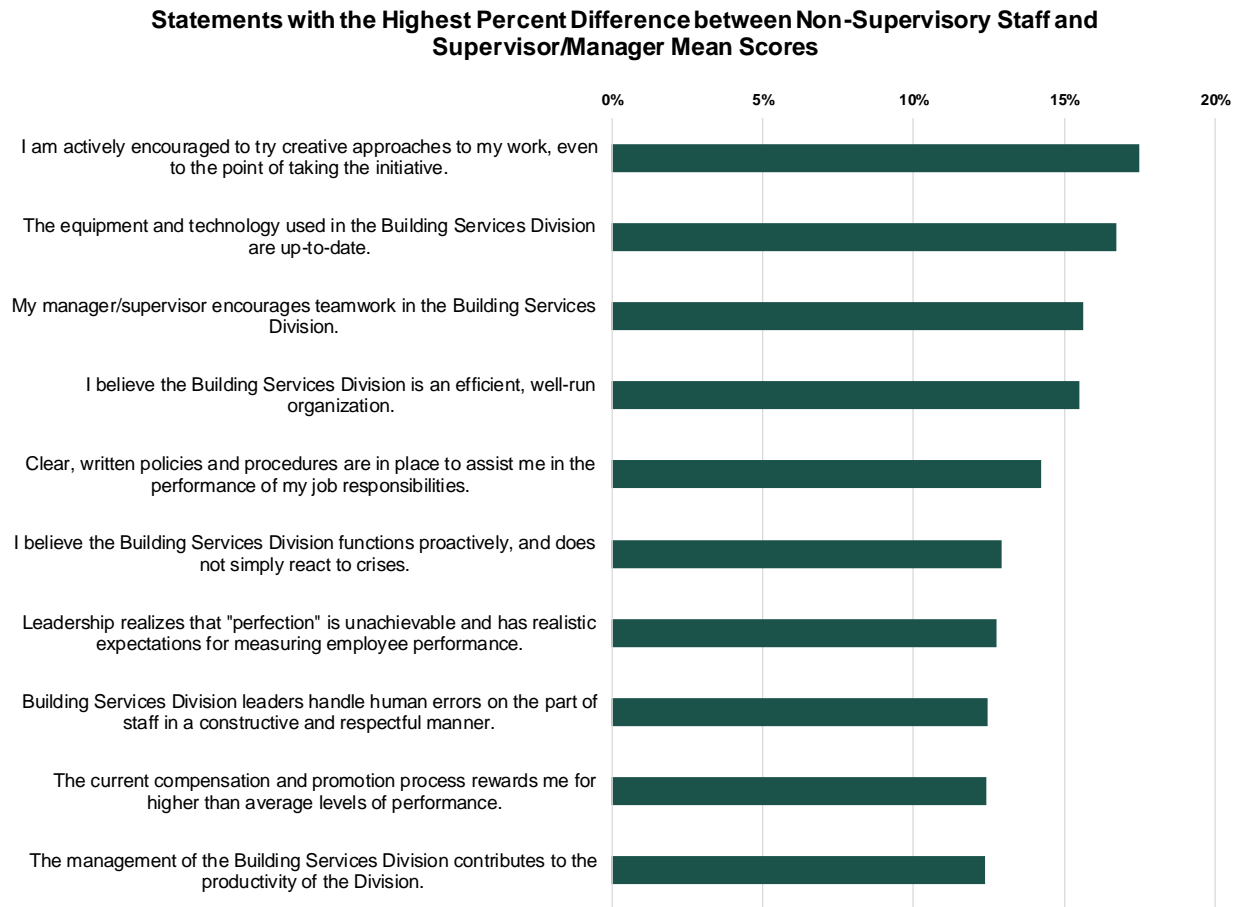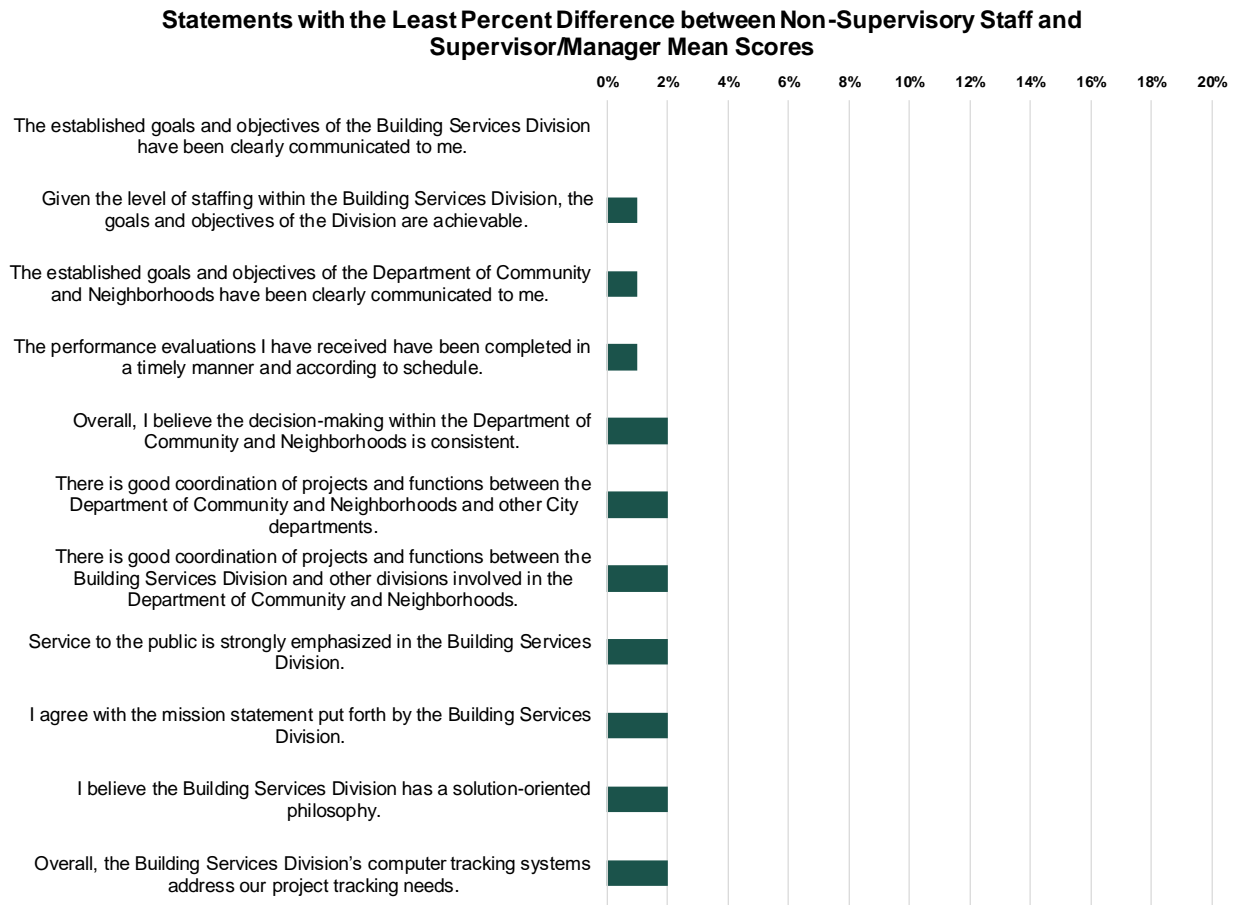
10 Statements with the <u>Most</u> Agreement between Non-Supervisory Staff and Supervisory/Management Staff

The following analysis compares the difference in mean responses between respondents that indicated their job function as "Non-Supervisory Staff" and those respondents that indicated their job function as "Supervisor," "Manager," and "Other." The .02 mean score difference between staff and supervisors/management in row 1 constitutes almost no scoring difference on a scale from 1 to 5.

(Presented in *ascending* order.)

Statement	Staff Mean	Sup./Man. Mean	Difference	Difference Percent
The established goals and objectives of the Building Services Division have been clearly communicated to me.	3.63	3.60	0.02	0%
Given the level of staffing within the Building Services Division, the goals and objectives of the Division are achievable.	3.72	3.78	0.05	1%
The established goals and objectives of the Department of Community and Neighborhoods have been clearly communicated to me.	3.03	3.10	0.07	1%
The performance evaluations I have received have been completed in a timely manner and according to schedule.	2.78	2.86	0.07	1%
Overall, I believe the decision-making within the Department of Community and Neighborhoods is consistent.	3.20	3.13	0.08	2%
There is good coordination of projects and functions between the Department of Community and Neighborhoods and other City departments.	3.04	3.13	0.09	2%
There is good coordination of projects and functions between the Building Services Division and other divisions involved in the Department of Community and Neighborhoods.	3.13	3.22	0.09	2%
Service to the public is strongly emphasized in the Building Services Division.	4.10	4.20	0.10	2%
I agree with the mission statement put forth by the Building Services Division.	3.96	3.86	0.10	2%
I believe the Building Services Division has a solution-oriented philosophy.	3.67	3.78	0.11	2%
Overall, the Building Services Division's computer tracking systems address our project tracking needs.	3.77	3.89	0.11	2%

The following is a graph of the same information.

Statements with the Least Percent Difference between Non-Supervisory Staff and Supervisor/Manager Mean Scores

Below, all the employee survey statements are presented with the calculation of the mean and standard deviation, along with the percentage of each type of response, including "Don't Know or N/A."

Statement	Mean	Std Dev	% Strongly Agree	% Agree	% Neutral	% Disagree	% Strongly Disagree	% Don't Know/NA
Mission, Goals, and Objectives								
The goals and objectives of the Building Services Division are reasonable.	4.08	0.62	21.4%	59.5%	14.3%	0%	0%	4.8%
The goals and objectives for the Department of Community and Neighborhoods are reasonable.	3.74	0.70	9.5%	45.2%	26.2%	2.4%	0%	16.7%
The established goals and objectives of the Building Services Division have been clearly communicated to me.	3.62	1.06	16.7%	50%	16.7%	11.9%	4.8%	0%
The established goals and objectives of the Department of Community and Neighborhoods have been clearly communicated to me.	3.05	1.01	4.8%	28.6%	35.7%	19%	7.1%	4.8%
I agree with the mission statement put forth by the Building Services Division.	3.94	0.73	16.7%	35.7%	21.4%	0%	0%	26.2%
Organization, Workload, and Staffing								
I believe the workload within the Building Services Division is equally divided among my co-workers.	3.33	1.20	11.9%	45.2%	19%	11.9%	11.9%	0%
There is an effective flow of information between management and staff within the Building Services Division.	3.20	1.18	7.3%	46.3%	12.2%	22%	9.8%	2.4%
There is an effective flow of information between management and staff within the Department of Community and Neighborhoods.	2.60	1.03	0%	21.4%	31%	26.2%	16.7%	4.8%
Clear, written policies and procedures are in place to assist me in the performance of my job responsibilities.	2.86	1.18	2.4%	35.7%	26.2%	16.7%	19%	0%

Statement	Mean	Std Dev	% Strongly Agree	% Agree	% Neutral	% Disagree	% Strongly Disagree	% Don't Know/NA
Written policies and procedures are available and consistently followed in day-to-day operations.	2.90	1.10	2.4%	33.3%	31%	19%	14.3%	0%
Given the level of staffing within the Building Services Division, the goals and objectives of the Division are achievable.	3.74	0.72	7.1%	59.5%	16.7%	7.1%	0%	9.5%
Morale and Positive Work Environment								
I am actively encouraged to try creative approaches to my work, even to the point of taking the initiative.	3.33	1.20	11.9%	45.2%	19%	11.9%	11.9%	0%
I feel that I have sufficient authority to uphold recommendations and policies when challenged.	3.64	0.96	9.5%	59.5%	7.1%	14.3%	2.4%	7.1%
I believe the Building Services Division functions proactively, and does not simply react to crises.	3.50	1.01	11.9%	45.2%	19%	16.7%	2.4%	4.8%
I believe opportunities for employee involvement are adequate.	3.36	1.06	4.8%	54.8%	21.4%	9.5%	9.5%	0%
I believe there is good teamwork in the Building Services Division.	3.34	1.33	14.3%	45.2%	16.7%	2.4%	19%	2.4%
The work environment in Building Services Division is supportive and positive.	3.49	1.08	14.3%	42.9%	21.4%	14.3%	4.8%	2.4%
The Building Services Division is an inspiring place to work.	3.35	1.12	11.9%	38.1%	23.8%	14.3%	7.1%	4.8%
Customers and Service								
Service to the public is strongly emphasized in the Building Services Division.	4.13	0.98	42.5%	35%	10%	10%	0%	2.5%
Service to the public is strongly emphasized in the Department of Community and Neighborhoods.	3.79	0.78	17.1%	41.5%	31.7%	2.4%	0%	7.3%
The City has an effective process for listening to citizen or customer concerns.	3.73	0.74	9.5%	57.1%	28.6%	0%	2.4%	2.4%
I believe that customers perceive that the Building Services Division is consistently doing a good job.	3.31	1.06	4.8%	50%	11.9%	21.4%	4.8%	7.1%

Statement	Mean	Std Dev	% Strongly Agree	% Agree	% Neutral	% Disagree	% Strongly Disagree	% Don't Know/NA
Customer inquiries are responded to in a reasonable amount of time.	3.95	0.70	16.7%	66.7%	11.9%	4.8%	0%	0%
Organizational Effectiveness								
I believe the Building Services Division is an efficient, well-run organization.	3.38	1.16	9.8%	46.3%	22%	4.9%	12.2%	4.9%
I believe the Department of Community and Neighborhoods is an efficient, well-run organization.	3.31	0.86	7.1%	23.8%	45.2%	7.1%	2.4%	14.3%
I receive sufficient training for the effective completion of my job responsibilities.	3.38	0.94	4.8%	50%	28.6%	11.9%	4.8%	0%
Overall, I believe the Building Services Division's performance is above average.	3.75	0.81	14.3%	50%	23.8%	7.1%	0%	4.8%
I believe the Building Services Division has a solution-oriented philosophy.	3.69	0.98	14.6%	53.7%	12.2%	12.2%	2.4%	4.9%
Pay and Fairness								
I believe that the Building Services Division's approach to employee discipline is fair and evenly administered.	3.43	1.09	11.9%	38.1%	19%	14.3%	4.8%	11.9%
The performance evaluations I have received have been completed in a timely manner and according to schedule.	2.80	1.19	4.8%	16.7%	21.4%	16.7%	11.9%	28.6%
The current compensation and promotion process rewards me for higher than average levels of performance.	2.54	1.31	4.8%	21.4%	23.8%	11.9%	31%	7.1%
Compared to similar organizations in the Salt Lake County area, I am satisfied with the salary and benefit package I receive.	3.07	1.01	2.4%	38.1%	28.6%	21.4%	7.1%	2.4%
Decision-making and Communication								
Overall, I believe the decision-making within the Building Services Division is consistent.	3.60	0.98	9.5%	57.1%	14.3%	9.5%	4.8%	4.8%
Overall, I believe the decision-making within the Department of Community and Neighborhoods is consistent.	3.18	0.85	2.4%	26.2%	35.7%	11.9%	2.4%	21.4%

Statement	Mean	Std Dev	% Strongly Agree	% Agree	% Neutral	% Disagree	% Strongly Disagree	% Don't Know/NA
It is clear to me what my role is and how it contributes to the larger purpose of the Building Services Division.	4.05	0.77	23.8%	59.5%	11.9%	0%	2.4%	2.4%
There is good coordination of projects and functions between the Building Services Division and other divisions involved in the Department of Community and Neighborhoods.	3.15	0.92	0%	45.2%	21.4%	26.2%	2.4%	4.8%
There is good coordination of projects and functions between the Department of Community and Neighborhoods and other City departments.	3.06	0.98	2.4%	28.6%	26.2%	19%	4.8%	19%
Generally, I have adequate decision-making authority in processing an application, inspecting a permit, or assisting a customer in another way.	3.95	0.92	23.8%	57.1%	7.1%	7.1%	2.4%	2.4%
Regulations and/or policies I am responsible for administering are reasonable and enforceable.	3.80	0.75	7.1%	73.8%	9.5%	4.8%	2.4%	2.4%
Resources and Technology								
I have sufficient resources to complete my work, such as office space, computers, etc.	4.07	0.87	31%	52.4%	11.9%	2.4%	2.4%	0%
The equipment and technology used in the Building Services Division are up-to-date.	3.90	1.14	33.3%	40.5%	9.5%	9.5%	4.8%	2.4%
Resources and equipment needed for the performance of my job tasks are properly maintained.	3.90	1.03	26.2%	54.8%	7.1%	7.1%	4.8%	0%
Overall, the Building Services Division's computer tracking systems address our project tracking needs.	3.80	1.02	23.8%	42.9%	16.7%	9.5%	2.4%	4.8%
Leadership and Supervision								
The management of the Building Services Division contributes to the productivity of the Division.	3.86	1.11	26.8%	41.5%	9.8%	7.3%	4.9%	9.8%

CITYGATE ASSOCIATES, LLC

Statement	Mean	Std Dev	% Strongly Agree	% Agree	% Neutral	% Disagree	% Strongly Disagree	% Don't Know/NA
The management of the Department of Community and Neighborhoods contributes to the productivity of the Building Services Division.	3.21	1.11	7.1%	31%	16.7%	19%	4.8%	21.4%
I receive clear and specific direction from my supervisor(s) regarding my work assignments.	3.83	0.99	26.2%	42.9%	21.4%	7.1%	2.4%	0%
The management of the Building Services Division listens to employees.	3.59	1.04	11.9%	52.4%	11.9%	11.9%	4.8%	7.1%
My manager/supervisor values my time as much as his/her own.	3.73	1.04	17.5%	55%	17.5%	2.5%	7.5%	0%
My manager/supervisor keeps commitments he/she makes to me.	3.76	0.88	16.7%	52.4%	23.8%	4.8%	2.4%	0%
My manager/supervisor encourages teamwork in the Building Services Division.	3.95	0.96	28.6%	45.2%	9.5%	11.9%	0%	4.8%
Building Services Division leaders handle human errors on the part of staff in a constructive and respectful manner.	3.85	1.12	33.3%	31%	16.7%	11.9%	2.4%	4.8%
I understand my manager/supervisor's expectations of the job I perform.	3.93	0.95	26.2%	52.4%	11.9%	7.1%	2.4%	0%
Leadership realizes that "perfection" is unachievable and has realistic expectations for measuring employee performance.	3.95	1.04	31%	42.9%	9.5%	9.5%	2.4%	4.8%

The following table shows the overall mean score by statement section.

Statement Section	Mean Score
Mission, Goals, and Objectives	3.68
Organization, Workload, and Staffing	3.11
Morale and Positive Work Environment	3.43
Customers and Service	3.78
Organizational Effectiveness	3.50
Pay and Fairness	2.96
Decision-making and Communication	3.54
Resources and Technology	3.92
Leadership and Supervision	3.77

The following table shows a summary of the responses to the open-ended employee survey question. The results are summarized by common themes identified in each response and are organized by count (frequency) of each response.

Please add any specific comments or suggestions you may have for improving services in the Building Services Division overall.

Count	Employee OVERALL Responses (Summarized)
6	Consistency of operational standards and/or policy should be improved; work time allocation and usage are inefficient.
4	Performance evaluations and feedback are desired.
4	A reward system linked to performance should be implemented
3	Staff are uninspired and unmotivated.
3	Additional advancement opportunities are desired.
2	Additional training is desired (e.g., field training, software training, increase basic level interdepartmental knowledge to decrease customer hassle).
2	Communication is poor or inconsistent.
1	End-of-the-year bonus is desired.
1	Supervisors are satisfactory as they allow for autonomy without micromanaging.
1	More flexible scheduling is desired, especially for temporary extenuating circumstances.
1	Management lacks sufficient competency.
1	Discipline policies are unfair.

OPEN-ENDED QUESTION FULL RESPONSES

The following are responses to the open-ended question, "Please add any specific comments or suggestions you may have for improving services in the Building Services Division overall." As this is a professional report, all or parts of comments that contain personal references and attacks have been removed. Otherwise, these are exact quotes, and have not been modified in any way.

◆ Building services has not conducted performance evaluations in years.

◆ Management training Performance evaluations necessary Reward for high performance (other than promotion). Career ladder for all employees Need training on how to motivate others.

◆ There is such a high priority given to customer service; at times focus is lost on completing plan reviews within a timely manner. The difficult customers waste way too much of the plan reviewers time.

- over performance feedback. Never had one - over office standards/policy. everyone is all over the place with letterhead, standards.

- When you have a micro manager, its his way only. Someone who is always criticizing your performance and never praising your performance is an ineffective manager.

- everybody needs to know a little bit about each other's rules and regulations such as code little bit of zoning and zoning needing to know little bit of code. I believe we waste a lot of people's time and our time to keep passing people off to another individual for simple questions. We are told to stay in our "little box".

- I was somewhat disappointed to discover that the City does not pay an end-of-the-year bonus. I have been disappointed that there have been no performance reviews, but they would probably be less than effective anyways since management cannot provide incentives (pay raises, bonuses, gift cards, etc) for setting and achieving goals. This years raise was $0.23, which was less than the percent change in the CPI, again a bit disappointing. My immediate supervisors have been great, allowing autonomy without micromanaging. I wish there were more opportunities for a flexible schedule to be able to handle personal appointments, especially since my wife also works full-time, but overall the atmosphere at work has been better than many I have experienced and they have worked around some of my recent extenuating circumstances.

- I am stuck in position that has no opportunity for recognition or advancement. I can abandon work I currently do and am good at if I really want to "advance" but then it would different work and not really an advancement keeping with work I currently do. Rather than "profit sharing" consider something like "opportunity sharing."

- From what I have observed the city's policy to deal with discipline is extremely one-sided. The supervisor or manager that does the initial write-up for a problem is the person who goes to the hearing and acts as a neutral third party to determine the discipline. This is a Citywide policy that needs to be changed

- Communication. I don't know most of the answers to these questions.

- More field and computer software training.

- None

- The lack of a career path and incentive in general has been mentioned numerous times over the past decade by various members of the 12 + or - reviewers. We even wrote up complete criteria and responsibility formats with added levels for plans examiners. We were promised this would be implemented after the

inspectors' plan was so they would have a "model" but that was over two years ago. We were recently (Spring of 2016) told to quit asking about it…We also came up with an alternative work schedule (i.e. 4 ten-hour days then 5 eight hour days or 9 nine hour days, etc.) whereby we could have alternating three day weekends. This practice is common amongst other departments - even our own with the inspectors. We even had a method whereby we could be open more hours and still have the alternating 3-day weekends. We were told to propose our plan but then it was shot down without any discussion whatsoever. If one were to peer below the surface of the plans examiners, they would find this and more. We're not demonstrably unhappy - but certainly not inspired. Several are nearing or are at retirement age and don't want to be labeled a "boat rocker" (and suffer the consequences - such as denied overtime). One of the group has a saying (usually uttered after staff meeting) "I'm a lot happier since I quit caring...."

◆ There is a wasted time with the 10 hr. shift system and work load for the 8hr. shift is the same for the 8 hr. shift employee .

APPENDIX C

RECOMMENDATIONS FOR FURTHER ANALYSES AND STUDIES

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RECOMMENDATIONS FOR FURTHER ANALYSES AND STUDIES

In the process of reviewing a specific division or department, Citygate will sometimes identify items that should be addressed that are well outside of the scope of the review and/or involve multiple divisions and/or departments. During the review of the Building Services Division, we identified two items that the City should consider addressing soon:

1. **Cost Allocation Study** – This is an analysis of the costs for all support and oversight that can be attributed to a direct service or "line" department or division. For example, many divisions and departments support the Building Services Division with services like finance, information technology, legal, facilities, fleet, etc., and others provide oversight like the Office of the Mayor, the Community and Neighborhoods Director, and administrative staff. Other direct service departments and divisions (e.g., utilities, public services, fire, police, etc.) receive the same types of support and oversight. The purpose of the cost allocation study is for the City to identify the total actual cost for providing a service so that those costs are the basis for any future cost of services studies and fees.

2. **Cost of Service Studies** – There are many services the City provides for which a fee or charge for service must be paid. These include services like utilities, review of development applications, use of facilities, etc. The cost of service should be the basis of any fee or service charge, the costs should be analyzed, and the resulting fee or charge updated on a regular basis. Ideally, the City would do this as part of the annual budget process. If that is not the case, the City should consider, at a minimum, performing analyses and adjusting fees and charges on a rotating basis over a multi-year cycle. For example, over a five-year cycle all fees and service charges could be analyzed.

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APPENDIX D

CITYWIDE OPPORTUNITIES AND INITIATIVES

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CITYWIDE OPPORTUNITIES AND INITIATIVES

Citygate will sometimes identify opportunities and initiatives that are outside of the division or department that is being reviewed, but that are critical to the success of the division or department. These are usually complementary or larger scale opportunities/initiatives. Citygate identified two such Citywide initiatives that are underway or planned. These initiatives are:

1. **Employee University** – This Citywide Human Resources Department initiative was started this fiscal year. It is intended to provide learning and development opportunities tied to the City's employment needs. It will include courses like City operations, the budget process, basic supervisory skills, and use of standard City software. Some of the courses will be taught by University of Utah faculty. This will be an excellent complement to the more specific training recommended as part of the staff development in the Building Services Division.

2. **Performance Management** – This will also be a Citywide Human Resource Department initiative if funded next fiscal year. It will include many of the same items included in the recommendations for the Building Services Division. According to the information Citygate received, the airport is the only organizational unit in the City that currently has a pay-for-performance system. Having a Citywide approach will be much more efficient and effective for the City, as well as for individual divisions and departments.

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APPENDIX E

CONTINUOUS IMPROVEMENT

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CONTINUOUS IMPROVEMENT

Citygate is recommending that Salt Lake City use continuous improvement tools and techniques on an ongoing basis to improve Building Services Division permitting and inspection services.

CONTINUOUS IMPROVEMENT

Continuous improvement practices have a long history, and can be traced back to the adaptive management concept represented by the Shewhart Plan-Do-Study-Act cycle as applied by W. Edwards Deming during and after World War II. Major milestones in the development of continuous improvement include:

◆ Shewhart Cycle (Plan-Do-Study-Act)

◆ Total Quality Management (Kaizen)

◆ Malcolm Baldridge Award (P.L. 100-107)

◆ Other (Reengineering, Six Sigma, etc.)

Although not specifically directed to the public sector, the video at the following hyperlink explains the origin of continuous improvement:
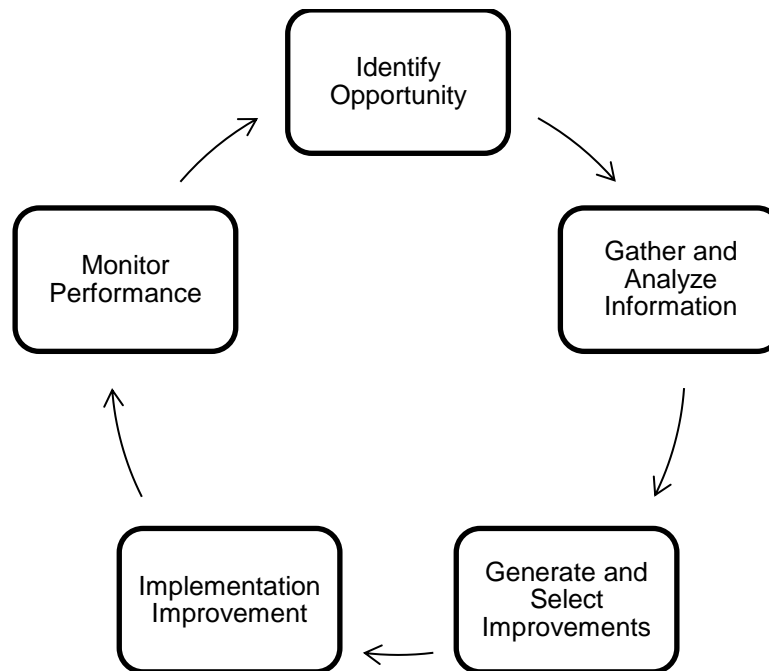https://www.youtube.com/watch?v=sb6ACA8C6zg

ROLE OF THE LEADER

To create a truly outstanding organization that is continually adapting and increasing organizational capacity to deliver results, the practice of continuous improvement is key. The steps involved in this process are shown in Table 1.

Table 1—Continuous Improvement Steps

The tools typically used for gathering and analyzing information, and for generating and selecting improvements are listed in the table below. Citygate often recommends using the process mapping technique as a starting point for improving the plan review and inspection processes.

Table 2—Tools and Techniques for Gathering Information and Selecting Improvements

Tools and Techniques	Gather Information	Analyze Information	Generate Improvements	Select Improvements
Affinity Diagram			●	
Brainstorming			●	
Cause-Effect (Fishbone or Ishikawa) Diagram		●		
Cause-Effect Interrelationship Diagraph				●
Check or Tally	●			
Contingency Planning				●
Data Sheets	●			
Force Field Analysis		●		
Gantt Chart				●
Hexagon Technique		●	●	●
Histograms		●		
Is-Is Not		●		
Method 6-3-5			●	
Mind Mapping			●	
Multi-Voting				●
Nominal Group Technique				●
Pareto Charts		●		●
Prioritization Matrix				●
Process Mapping		●	●	
Project Selection Checklist				●
Scatter Diagrams		●		
Solution Matrix				●
Spider Diagram		●		
Tree Diagram				●

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APPENDIX F

INTERNATIONAL CODE COUNCIL BUILDING VALUATION DATA – AUGUST 2016

Building Valuation Data – AUGUST 2016

The International Code Council is pleased to provide the following Building Valuation Data (BVD) for its members. The BVD will be updated at six-month intervals, with the next update in February 2017. ICC strongly recommends that all jurisdictions and other interested parties actively evaluate and assess the impact of this BVD table before utilizing it in their current code enforcement related activities.

The BVD table provides the "average" construction costs per square foot, which can be used in determining permit fees for a jurisdiction. Permit fee schedules are addressed in Section 109.2 of the 2015 *International Building Code* (IBC) whereas Section 109.3 addresses building permit valuations. The permit fees can be established by using the BVD table and a Permit Fee Multiplier, which is based on the total construction value within the jurisdiction for the past year. The Square Foot Construction Cost table presents factors that reflect relative value of one construction classification/occupancy group to another so that more expensive construction is assessed greater permit fees than less expensive construction.

ICC has developed this data to aid jurisdictions in determining permit fees. It is important to note that while this BVD table does determine an estimated value of a building (i.e., Gross Area x Square Foot Construction Cost), this data is only intended to assist jurisdictions in determining their permit fees. This data table is not intended to be used as an estimating guide because the data only reflects average costs and is not representative of specific construction.

This degree of precision is sufficient for the intended purpose, which is to help establish permit fees so as to fund code compliance activities. This BVD table provides jurisdictions with a simplified way to determine the estimated value of a building that does not rely on the permit applicant to determine the cost of construction. Therefore, the bidding process for a particular job and other associated factors do not affect the value of a building for determining the permit fee. Whether a specific project is bid at a cost above or below the computed value of construction does not affect the permit fee because the cost of related code enforcement activities is not directly affected by the bid process and results.

Building Valuation

The following building valuation data represents average valuations for most buildings. In conjunction with IBC Section 109.3, this data is offered as an aid for the building official to determine if the permit valuation is underestimated. Again it should be noted that, when using this data, these are "average" costs based on typical construction methods for each occupancy group and type of construction. The average costs include foundation work, structural and nonstructural building components, electrical, plumbing, mechanical and interior finish material. The data is a national average and does not take into account any regional cost differences. As such, the use of Regional Cost Modifiers is subject to the authority having jurisdiction.

Permit Fee Multiplier

Determine the Permit Fee Multiplier:
1. Based on historical records, determine the total annual construction value which has occurred within the jurisdiction for the past year.
2. Determine the percentage (%) of the building department budget expected to be provided by building permit revenue.
3.

$$\text{Permit Fee Multiplier} = \frac{\text{Bldg. Dept. Budget x (\%)}}{\text{Total Annual Construction Value}}$$

Example

The building department operates on a $300,000 budget, and it expects to cover 75 percent of that from building permit fees. The total annual construction value which occurred within the jurisdiction in the previous year is $30,000,000.

$$\text{Permit Fee Multiplier} = \frac{\$300,000 \text{ x } 75\%}{\$30,000,000} = 0.0075$$

Permit Fee

The permit fee is determined using the building gross area, the Square Foot Construction Cost and the Permit Fee Multiplier.

Permit Fee = Gross Area x Square Foot Construction Cost
                    X Permit Fee Multiplier

Example

Type of Construction: IIB
Area: 1st story = 8,000 sq. ft.
          2nd story = 8,000 sq. ft.
Height: 2 stories
Permit Fee Multiplier = 0.0075
Use Group: B
1. Gross area:
   Business = 2 stories x 8,000 sq. ft. = 16,000 sq. ft.
2. Square Foot Construction Cost:
   B/IIB = $160.26/sq. ft. Permit Fee:
   Business = 16,000 sq. ft. x $160.26/sq. ft x 0.0075
   = $19,231

Important Points

- The BVD is not intended to apply to alterations or repairs to existing buildings. Because the scope of alterations or repairs to an existing building varies so greatly, the Square Foot Construction Costs table does not reflect accurate values for that purpose. However, the Square Foot Construction Costs table can be used to determine the cost of an addition that is basically a stand-alone building which happens to be attached to an existing building. In the case of such additions, the only alterations to the existing building would involve the attachment of the addition to the existing building and the openings between the addition and the existing building.

- For purposes of establishing the Permit Fee Multiplier, the estimated total annual construction value for a given time period (1 year) is the sum of each building's value (Gross Area x Square Foot Construction Cost) for that time period (e.g., 1 year).

- The Square Foot Construction Cost does not include the price of the land on which the building is built. The Square Foot Construction Cost takes into account everything from foundation work to the roof structure and coverings but does not include the price of the land. The cost of the land does not affect the cost of related code enforcement activities and is not included in the Square Foot Construction Cost.

Square Foot Construction Costs [a, b, c, d]

Group (2015 International Building Code)	IA	IB	IIA	IIB	IIIA	IIIB	IV	VA	VB
A-1 Assembly, theaters, with stage	226.92	219.10	213.80	205.04	192.95	187.36	198.56	176.18	169.73
A-1 Assembly, theaters, without stage	207.97	200.15	194.85	186.09	174.15	168.55	179.61	157.38	150.92
A-2 Assembly, nightclubs	177.49	172.34	167.98	161.18	151.95	147.76	155.52	137.58	132.93
A-2 Assembly, restaurants, bars, banquet halls	176.49	171.34	165.98	160.18	149.95	146.76	154.52	135.58	131.93
A-3 Assembly, churches	209.94	202.13	196.83	188.07	176.32	170.72	181.59	159.54	153.09
A-3 Assembly, general, community halls, libraries, museums	175.12	167.31	161.01	153.25	140.50	135.90	146.77	123.72	118.27
A-4 Assembly, arenas	206.97	199.15	192.85	185.09	172.15	167.55	178.61	155.38	149.92
B Business	181.12	174.43	168.67	160.26	146.18	140.70	153.97	128.34	122.72
E Educational	192.29	185.47	180.15	172.12	160.72	152.55	166.18	140.46	136.18
F-1 Factory and industrial, moderate hazard	108.53	103.54	97.56	93.81	84.17	80.36	89.86	70.57	66.08
F-2 Factory and industrial, low hazard	107.53	102.54	97.56	92.81	84.17	79.36	88.86	70.57	65.08
H-1 High Hazard, explosives	101.60	96.60	91.63	86.88	78.44	73.62	82.93	64.84	N.P.
H234 High Hazard	101.60	96.60	91.63	86.88	78.44	73.62	82.93	64.84	59.35
H-5 HPM	181.12	174.43	168.67	160.26	146.18	140.70	153.97	128.34	122.72
I-1 Institutional, supervised environment	180.72	174.14	169.28	161.12	149.06	145.04	161.12	133.69	129.43
I-2 Institutional, hospitals	304.80	298.11	292.36	283.95	268.92	N.P.	277.65	251.09	N.P.
I-2 Institutional, nursing homes	211.20	204.51	198.75	190.34	177.26	N.P.	184.05	159.42	N.P.
I-3 Institutional, restrained	206.08	199.38	193.63	185.22	172.62	166.14	178.93	154.78	147.16
I-4 Institutional, day care facilities	180.72	174.14	169.28	161.12	149.06	145.04	161.12	133.69	129.43
M Mercantile	132.23	127.09	121.73	115.92	106.18	102.99	110.26	91.82	88.16
R-1 Residential, hotels	182.28	175.70	170.83	162.68	150.87	146.84	162.68	135.49	131.23
R-2 Residential, multiple family	152.86	146.27	141.41	133.25	122.04	118.01	133.25	106.66	102.41
R-3 Residential, one- and two-family	143.93	139.97	136.51	132.83	127.95	124.61	130.57	119.73	112.65
R-4 Residential, care/assisted living facilities	180.72	174.14	169.28	161.12	149.06	145.04	161.12	133.69	129.43
S-1 Storage, moderate hazard	100.60	95.60	89.63	85.88	76.44	72.62	81.93	62.84	58.35
S-2 Storage, low hazard	99.60	94.60	89.63	84.88	76.44	71.62	80.93	62.84	57.35
U Utility, miscellaneous	77.82	73.48	69.04	65.52	59.23	55.31	62.58	46.83	44.63

a. Private Garages use Utility, miscellaneous
b. Unfinished basements (all use group) = $15.00 per sq. ft.
c. For shell only buildings deduct 20 percent
d. N.P. = not permitted