

City of Portland
Blueprint 2000

**Final Recommendation
Stakeholders Team**



**Submitted to City Council
April 2, 1998**

Blueprint 2000

Stakeholders Team

The Stakeholders Team is a group of Portland citizens selected to provide a broad community perspective to the Blueprint 2000 process. Its charge was to:

- Define criteria for a successful development review system;
- Make recommendations to the City Council for an improved development review system.

The Stakeholders Team membership is comprised of:

Citizens-at-Large

Dick Cooley, Chair; Former Chair, Portland Planning Commission
Tony Palermini, Retired Superintendent, David Douglas School District

General Contractor

Bob Durgan, Manager, Andersen Construction

Development Professional

Thomasina Gabriele, Gabriele Development Services
Don Hanson, Planner, OTAK

Business Association

Chuck Martin, Former Chair, Alliance of Portland Neighborhood Business Associations

Organizational Change

Matt Klein, Ashforth Pacific

Neighborhood Association

Mark Sieber, Ashcreek Neighborhood Land Use Chair

Non-Profit Development

Amy Miller, Architect, Portland Community Design

Neighborhood Coalition

Bob Ueland, Chair, Central Northeast Neighbors

Institution

Michael Sestric, Facilities Manager, Lewis and Clark College

Environmental Organization

Barbara Scharff, Founding member, Friends of Trees

Ex Officio

Tom Badrick, Chair, Sunnyside Neighborhood Association

Interbureau Task Force

The Interbureau Task Force is a group of City staff and managers who work with the current development review process. The Task Force charge was to:

- Define the scope of development review functions;
- Evaluate alternatives according to Council-adopted objectives and the overall goals of Blueprint 2000;
- Provide system design recommendations to the Stakeholders.

The Interbureau Task Force membership is comprised of:

Bureau of Buildings

Margaret Mahoney, Director, Chair
Kathy Dunbar Davis, Building Inspector
Mary Pat Gardner, Project Coordinator

Bureau of Planning

David Knowles, Director
Susan Feldman, Principal Planner
Bob Haley, City Planner

Office of Transportation

Vic Rhodes, Director
Don Gardner, Development Services Manager

Bureau of Environmental Services

Ron Smith, Chief Engineer
Bonnie Morris, Development Services Manager

Fire Bureau

Jim Crawford, Fire Marshal

Water Bureau

Hill Hampton, Engineer, Customer Service

Bureau of Parks

Brian McNerney, City Forrester

Auditor's Office

Elizabeth Normand, Hearing's Officer

Bureau of Financial Planning

Randy Webster, Senior Financial Analyst

Bureau of Personnel Services

Janice Deardorff, Director
Gail Johnson, Employee Relations Manager

Geographic Information Services

Glenn Meyer, Corporate GIS Manager

Labor Unions

Tom O'Dea, AFSCME
Justin Dune, AFSCME
Alex Bejarano, COPPEA

A. Table of Contents and Introduction

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Introduction

Blueprint 2000 is an initiative to integrate the City's current development review functions. Today, the development review process occurs with varying degrees of coordination among seven City bureaus: Planning, Buildings, Transportation, Fire, Environmental Services, Water, and Parks - Urban Forestry.

The City Council goal for Blueprint 2000 is to, "... create a system that presents a predictable, seamless delivery of City development review functions and provides a clear point of accountability for the performance of review responsibilities."

In July 1997, the City Council established two groups to participate in this initiative: an Interbureau Task Force of City staff, and a Stakeholders Team representing the diverse interests in the process. The Interbureau Task Force outlined the development review process and recommended and evaluated alternatives for a new system design to the Stakeholders Team. The Stakeholders Team identified the desired outcomes for the system, and evaluated Interbureau Task Force recommendations against these outcomes. This report offers the Stakeholder Team recommendations on desired outcomes, and conceptual system design to the City Council.

B. Desired Development Review System Outcomes

In preparing these Outcomes, the Stakeholders Team defined the results it wishes the new Development Review System to produce. The Stakeholders approached this task by answering the question, *"For the City of Portland, the development review system will be successful if..."*

Theme 1: *Implementation of City Goals and Policies*

1. City goals and policies and other governmental mandates are achieved.
2. City goals are clearly defined to assist balanced decision-making.
3. Interpretation of codes is consistent with regulatory intent.
4. The need for, effectiveness and impact of proposed regulations are analyzed prior to adoption.
5. Decision makers exercise discipline in adoption of policies and regulations, adding new regulations only when necessary.

Theme 2: *Communication of Regulations, Requirements, and Process*

1. The process is understandable.
2. The process and permits required are communicated clearly and early.
3. Regulations and code interpretations are communicated clearly and consistently.
4. Issues the applicant must address are identified as early as possible.
5. Information on project status is readily accessible to applicants, other stakeholders¹ and staff.
6. Community participation is encouraged in discretionary land use processes.
7. Stakeholders and staff understand distinctions among categories of land use reviews.
8. Stakeholders understand how and when they may participate in development review process.
9. The system fosters informed participation.

Theme 3: *Responsiveness and Service to Customers*²

1. There is a customer service culture among the staff which views applicants as capable of producing positive results for the community.
2. There is an ongoing customer service program which identifies diverse customers, defines customers' needs and responds to those needs.
3. Service benchmarks are set and measured as part of an ongoing customer service program.

¹Stakeholders include all parties affected by the development review process and its results.

²Customers include all stakeholders *participating* in a development review process.

Theme 3: *Responsiveness and Service to Customers* (continued)

4. There is an intention to get to a "yes" or quick "no" on applications.
5. Staff demonstrate community stewardship and interact with all customers in a professional manner.
6. High value is provided for fees and taxes paid.
7. There are sufficient resources, including staffing and training, to achieve these outcomes.
8. Customers have access to staff who have appropriate authority to interpret codes and make timely decisions.

Theme 4: *Predictability of Process and Results*

1. The process is predictable, consistent and timely.
2. Conditions and regulations are enforced and there are clear and effective consequences for non-compliance.
3. Performance standards are established and reviewed periodically.
4. The process incorporates internal and external performance auditing.
5. Applicants submit complete and accurate applications.

Theme 5: *Accountability for Quality and Consistency of Decision-making*

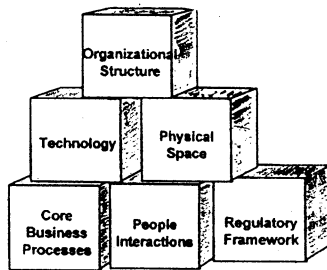
1. There is a process to resolve conflicts.
2. Conflicts are resolved at the earliest appropriate level in the process.
3. There are clear lines of accountability within the City for the process and decisions.
4. Customers and staff do what they say they will do or communicate what has changed.
5. Stakeholders have joint ownership of the process and every staff member acts as an owner of the process.

¹ Stakeholders include all parties affected by the development review process and its results.

² Customers include all stakeholders *participating* in a development review process.

C. Development Review System Design Concepts

To provide a framework for their study, the Stakeholders Team utilized the concepts of "building blocks" to describe the elements inherent in the development review system. These building blocks are organized in a pyramid, with the first three blocks (core business processes, people interactions, and regulatory framework) forming the foundation for the entire system. The second tier of blocks support the first three. The last, organizational structure, implements the other five.



- **Core Business Processes** (steps of the review process)
- **People Interactions** (how people work together to carry out the steps)
- **Regulatory Framework** (how regulations are created, applied & modified)
- **Technology** (information and communication support for review)
- **Physical Space** (where service is performed and offered)
- **Organizational Structure** (authority and accountability for the system)

The Blueprint 2000 Interbureau Task Force and the Stakeholders Team reviewed a variety of ways the City could make improvements. The recommended improvements are organized by each building block area and, taken as a whole, provide a strategic re-design for Portland's development review system.

● **Core Business Processes:** *the steps of the review process.*

Entry Point

Establish a primary location for information and application intake for projects requiring multiple permits. Single purpose permits should still be available at satellite locations. All locations should provide clear documentation of all City development review processes, appropriate information materials, trained staff and effective technology.

Early Assistance

Create an information program that emphasizes early communication and provides a process "roadmap" for seeking project approvals. To provide early assistance the City should:

1. Consolidate early assistance services at a single location.
2. Assign a Process Manager, and technical staff as appropriate, to meet with an applicant to determine the project scope, what information is needed and what staff should be assigned to the work.
3. Create an Internet web-site to provide access to historical information needed to plan projects.

Tailored Services

Differentiate services based on the needs of different customers, the type and complexity of projects, and approvals required to permit projects.

Process Management

Designate Process Managers to coordinate reviews in a project-oriented system. Recruit a team of Process Managers who possess a range of development review related technical skills, abilities and levels of seniority.

Conflict Resolution

Create a method for resolving conflicts early in the development review process. Process ground rules would provide that:

1. The Process Manager initiates and concludes an appropriate process to resolve conflicts in a timely and accountable manner. The Process Manager is also responsible for communicating the status and results of the processes to the parties.
2. When the review team members cannot reach agreement, the Process Manager has the authority to make a decision. In cases of discretionary review issues, the Process Manager is responsible for coordinating staff recommendations to be forwarded to the appropriate hearing body.
3. Members of review teams, or the applicant may appeal this decision through an informal appeals process.
4. This conflict resolution process does not substitute for existing formal bureau appeal processes.
5. The conflict resolution process does not change the public participation and appeals process for discretionary approvals.

Inspection and Enforcement

Design an inspection and enforcement process which provides:

1. Inspection teams with training and experience to match projects' demands.
2. Clear and complete plans, and documentation for inspectors to use in the field.
3. Consistency between plan and land-use review requirements and inspections.
4. Closure to the inspection process with written acknowledgment that conditions have been met, and, where appropriate, establishment of a record for future follow up.
5. Easy access for stakeholders to information on construction progress and project completion.
6. Effective penalties and corrective actions when developers, builders or owners do not comply with requirements.

- **People Interactions:** *how people work together to carry out the steps.*

Reinforce a culture of customer service.

1. Establish a project-oriented system where all staff ensure that a project progresses through review and is constructed in compliance with City codes.
2. Appoint Process Managers to act as the primary point of contact and be responsible for communicating with customers and appropriate staff. Process managers will utilize teams comprised of technical review staff to coordinate reviews, make interpretations, and resolve conflicts in review requirements.
3. Retain use of specialists from each discipline to perform the technical review and project approvals.
4. Ensure the system is flexible enough to bring the appropriate level of assistance and staffing to respond to projects.
5. Provide adequate training for staff.
6. Offer stakeholders opportunities for training regarding their roles, and the timing and scope of their participation in the development review process. Encourage strong communication links between Process Managers and affected community groups on specific projects.

- **Technology:** *information and communication support for review.*

Establish an integrated computer system accessible to all stakeholders that provides real time, accurate information. The system will be capable of tracking individual project progress and activity, and allow for documenting communications, interpretations, conditions and approvals, etc. relative to each project. It will also provide data for management review and evaluation of system performance.

- **Physical Space:** *where service is performed and offered.*

Co-locate all staff with primary responsibilities for development review activities. Staff with both development review as well as other (i.e., public infrastructure) review responsibilities may be rotational or "on call". Space would be provided for all staff in the new development services building to be occupied July 1999.

- **Organizational Structure:** *authority and accountability for the system.*

Consolidate part or all staff who are responsible for development review functions. Several options for such a reorganization were studied, but the Stakeholders Team recommends the final configuration be determined during the next phase of Blueprint 2000 - when the design concepts are further defined and subjected to pilot testing.

Develop an organizational configuration in Phase II of Blueprint 2000 that embodies the following 'principles':

1. Provide leadership and direction for implementing the recommended Blueprint 2000 design.
2. Assure full financial and leadership support for the continuum of development services, from long range planning through construction and enforcement.
3. Possess the ability to direct financial and personnel resources so the development review system achieves the desired outcomes.
4. Ensure accountability and authority in the review process.
5. Support linkages between policy making and implementation.
6. Maximize ability to promote customer service culture.
7. Minimize negative impacts on other parts of the organization.
8. Choose the most cost effective alternative that meets the design requirements.

Establish a performance measurement system to continuously monitor and improve the development review process. The system will assess the performance of the review functions in terms of effectiveness and efficiency, and recommend corrective actions as needed.

- **Regulatory Framework:** *how regulations are created, applied and modified.*

1. Encourage better coordination in and among bureaus to work out conflicts between proposed regulations and existing regulations and goals prior to adoption.
2. Require policy-making staff to analyze the need, effectiveness and impact of proposed regulations prior to their adoption.
3. Create a forum for examining proposed code and policy changes to ensure that:
 - a. City goals and policies and other governmental mandates are achieved.
 - b. Development goals are clearly defined to assist balanced decision making.
 - c. Decision makers exercise discipline in adoption of policies and regulations, adding new regulations only when necessary.

This forum is intended to add strategic value to the work of existing bureaus, commissions, and the City Council. It would be advisory only, appointed from a broad spectrum of the community, have access to professional staff, be free to selectively choose the focus of its work, and have flexibility in how it interacts with policymakers.

D. The Next Steps - Blueprint 2000 Phases

What is presented in this report reflects a new conceptual design for the City's development review functions. Much work remains to implement these concepts. Using the terminology familiar to development and construction, a phased plan for implementing this conceptual design is outlined below:

Phase I **RECOMMENDED CONCEPTUAL DESIGN - Completed**

Schedule	Tasks	City Council Actions
August 97 to March 98	Work Plan 1. Identify Issues with Development Review System 2. Define System Outcomes 3. Develop recommendations for new Design Concepts 4. Prepare Phase I Report 5. Communicate with Community About BP2000 Newsletters Community Forums	Appoint Stakeholders Team & Interbureau Task Force Select Consultant Team Present Phase I Report To City Council [4/2/98] Authorize Phase II of BP2000 Appoint Transition Manager Authorize Stakeholders Team continuation through Phase II

Phase II **SCHEMATIC DESIGN**

Schedule	Tasks	City Council Actions
April 98 to October 98	Work Plan 1. Core Business Processes Process Re-engineering [early assistance, intake, inspection & enforcement, process Management] Team Development Organizational Development Mission Transition Structure/Committees 2. Pilot Testing 3. Communication and Training Plan Staff Training Public Outreach and Training 4. Technology Plan [including GIS] Data Conversion Strategy/Phasing 5. Space Plan 6. Financial Plan Implementation Cost Estimates Fee Policies and Structures 7. Performance Measurement 8. Regulatory Framework Plan	Present Phase II Report to City Council [est 10/1/98] Authorize Transition Plan Authorize Stakeholders Team Continuation through Phase III

Phase III WORKING DRAWINGS

Schedule	Tasks	City Council Actions
October 98 to January 99	<ol style="list-style-type: none">1. Review Pilot Test Results2. Final Organizational Plan<ol style="list-style-type: none">A. Staffing Job Descriptions/Classifications & CompensationB. BudgetC. InteragenciesD. Training Plan and ScheduleE. Technology PlanF. Communications Plan3. Determine how to implement Regulatory Framework recommendations	Adopt Organizational Plan FY 99-00 Budget Proposal

Phase IV CONSTRUCTION

Schedule	Tasks	City Council Actions
January 99 to July 99	<p>Implement all Elements of the Organization Plan Test and Phase in Technology Improvements Form Teams Continue to test BP2000 concepts with customers Prepare Moving Plan for new building Recruit for any new positions in FY 99-00 budget</p>	Restructure Stakeholders' Team to continue as a Monitoring Group

Phase V OCCUPANCY AND MAINTENANCE

Schedule	Tasks	City Council Actions
On-going	<p>Periodic performance assessments using customer, staff and community surveys Continue technology improvements, particularly moving to WEB access Regulatory review</p>	

E. Development Review System Issues

The following statements capture some of the perceptions or concerns Stakeholders heard about the City development review process. The statements were used to stimulate thinking and understanding of the current development review process and are not intended to be an exhaustive list. The Development Review System Design Concepts recommended by the Stakeholders Team do not derive from these findings, but rather from the Desired Development Review System Outcomes (see Section B.).

The City of Portland's high development standards and complex regulations are upheld by committed workers. The groups involved in the Blueprint 2000 process wish to recognize the significant good will and hard work City of Portland employees contribute to current development review efforts. By identifying the following issues, the Stakeholders and Interbureau Task force identify concerns with the current development process, not the personnel employed therein.

Theme 1: Implement City Goals and Policies

1. Values for a highly liveable community are embodied in Portland's goals and policies. The complexity, volume, and differing emphasis of regulations to implement these goals compound the regulatory review process.
2. Projects cannot always meet all of the specific regulations that implement City goals and policies. The system lacks a formal process, at the staff level, to balance conflicting regulations to meet the overall intent of City goals and policies.
3. New rules and policies continuously emerge during the process without sufficient time given for preparation and communication of changes to be implemented, thereby creating confusion and administrative difficulties for the staff, applicants, and stakeholders.

Theme 2: Staff Responsiveness and Service to Customers and other Stakeholders

1. The system does not include an established customer service program. In some cases service is negatively affected by lack of staff customer service orientation and attitude toward applicants.
2. Investments in the existing system, such as additional staffing, adequate training, or technology enhancements, are not commensurate with increasing regulatory complexity and development workload, and may handicap staff's ability to improve service.
3. Applicants perceive that turn around times for some reviews are too long.

Theme 3: Predictability of Process and Results for Everyone Involved

1. The system focuses on processing individual permits and/or approvals with limited emphasis on processing an applicant's entire project. In addition, the system does not appear to make adjustments based upon the applicant's level of knowledge.
2. At least eleven (11) different automated and/or manual systems are used to track project information, making it difficult to access the status of a project in the system.
3. The applicant can use up to seven (7) different physical locations to submit applications for permits or approvals in the system. In some cases, this leads to fragmented project processing, applicant misunderstanding about what permits are needed, and/or delays due to the need for significant staff coordination.
4. Overall duration for some project approvals and ultimate project costs are unpredictable for the applicant due to delays caused by the multiplicity of reviews, lack of coordination of re-reviews, complexity of the process, and the system's inability to quickly respond to changing volumes of work.
5. Project requirements on approved land use plans may not always be enforced during construction because consequences for non-compliance may not be taken seriously, and/or conditions may not be clear or enforceable.
6. Neighborhood representatives often feel upset that results of projects do not reflect what they understood to be agreed to in their neighborhood plans and/or the development review process.
7. Incomplete application submittal can lead to multiple completeness checks and result in delay in the approval process for applicants, staff, and stakeholders.

Theme 4: Accountability for Quality and Consistency of Decision-Making

1. There is no mechanism for managing the whole development review system. Lack of coordination results in the evolution of fragmented or inconsistent rules, interpretations, procedures, and technologies in the separate bureaus.
2. There are no consistent system-wide standards or tools for documenting and communicating conversations and/or agreements between the applicant, staff, and stakeholders.
3. Where commitments are made between the city and applicant there is no mechanism for holding either party accountable for keeping to their agreements which could undermine later planning, review and implementation of a project.

4. Once an application is in the system, coordination occurs for permits or applications in and between bureaus, but it is not well managed or tracked, placing an undue burden on the applicant to shepherd the permit/project through the system.
5. At the staff level there is no clear and defined method to resolve issues or conflicts in the process; in many cases applicants are "on their own" in the system

Theme 5: Communication of Regulations, Requirements, and Process

1. The formal and informal communication process does not foster quality interactions between the City, applicant, and stakeholders.
2. There are multiple locations and tools (automated and manual) used by staff, applicants, and stakeholders making it difficult to obtain project-related and historic information and/or make interpretations.
3. Information materials are available for selected project and permit types, but not published comprehensively throughout the entire system - reflecting the inconsistency in the process.
4. Few participants (Council, staff, applicants, stakeholders) know the entire development review process.
5. Staff failure to comprehend the full spectrum of review can lead to applicants receiving piecemeal and uncoordinated information and no clear "road map" to guide them through the system.
6. The ability of community members to interact constructively with the development review process is impeded by poor access to project status information or their understanding of the review process.
7. It is not made clear to some neighbors and community members what their role - albeit limited by regulation - is in the development review process, and how to effectively express their opinions.
8. Applicants, stakeholders and staff are sometimes affected by conflicting policies and regulations existing between the City and other agencies, such as Metro, TriMet, Portland Area Public Schools (non-City), and ODOT. There exists no formal mechanism for conflict resolution and no consistent documentation of interactions between the agencies regarding applicable projects.