Review and Recommendations to improve the Department of Community Development's Services, Organization and Workload

By Consultants
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and
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for the
Kitsap County Administrator, Cris Gears
and the
Kitsap County Commissioners
and the
Department of Community Development

Introduction and Project Status
June 12, 2006

On December 15, 2005, the Kitsap County Administrator, Mr. Cris Gears, retained Steve Bauer and Casey Jones, two consultants, to review the Department of Community Development's ("DCD") services, organization, procedures, and workload and to make recommendations for improvement

Six Steps comprised the review project:

Step 1: Plan and organize the project

Step 2: Review Divisions' Responsibilities, Systems, and Workloads, and Obtain Staff Insights and Opinions

Step 3: Ascertain the Reasons for Turnover of DCD Staff, and Recommend Actions to Increase Staff Retention (later deleted)

Step 4: Measure Customer Service Satisfaction, and Recommend Service Standards

Step 5: Compare DCD with other Jurisdictions and Recommend an Organization and Staffing Levels

Step 6: Prepare a Final Report

This binder contains reports as described below and appearing behind index tabs corresponding to the numbers below.

1. Project Work Plan
   Internal Advisory Group
   Interim Recommendations of February 8, 2006

2. "Employees" Insights Regarding Their Quality of Life" report, which presents the results of the Employee Opinion Survey and the series of small group meetings with employees

3. "Working Papers"
   - Analysis of DCD Permit Outputs and Inputs, 2001-06
   - DCD Permit Flow Analysis
   - Permit Revenue Analysis

4. Customer Service and Standards in the Department of Community Development

5. Kitsap County Department of Community Development Comparison with other counties and recommendations for organizational design and staffing.

6. Final Report

Steve Bauer and Casey Jones, June 12, 2006

EXHIBIT A: DESCRIPTION OF SERVICES

PROJECT OBJECTIVES

To review and compare DCD's services, standards, procedures, workloads, and staffing with comparable jurisdictions; and to recommend the organization and staffing levels to accomplish DCD's functions and workloads effectively, efficiently and on-time.

To obtain the opinions and insights of DCD employees regarding: customer service, workload, staffing, working conditions, procedures and systems, technology and other resources, training and professional development; organization, performance management, supervision and leadership, career advancement opportunities, job satisfaction, and organizational commitment; and, to make recommendations for strengthening service, developing the organization and increasing employee satisfaction.

To ascertain the reasons for turnover of DCD staff, and recommend actions to increase staff retention.

To measure customer satisfaction with DCD's services, and recommend reasonable service standards for DCD's main functions.

PRELIMINARY WORK PLAN

We propose to accomplish the Project Objectives in five Steps:

Step 1: Plan and Organize Project.

- A. Present and Refine Preliminary Work Plan.
    1. Meet with County Commissioners, County Administrator, and DCD Director to review this Preliminary Work Plan.
    2. Obtain their input regarding project objectives and related issues.
    3. Refine Work Plan.
    4. Present refined Work Plan and obtain approval from County Administrator.

- B. Inform DCD employees about the project.

- C. Form Internal Advisory Group ("IAC") Role: Provide insight and advice, serve as a sounding board for ideas, coordinate requests for information and staff time, review draft work products. This group would primarily focus on turnover and workload. Members: DCD Director, Assistant Director and Division Managers, other selected staff, and the Director of the Department of Administrative Services.

Step 2: Review Divisions' Responsibilities, Systems and Workloads, and Obtain Staff Insights and Opinions

A. Review timeline mandates for DCD.

.B. Meet individually with each Division Manager, the DCD Director, the Assistant Director to review work plans, projects, standards, procedures and systems (including MIS systems), and to identify problems and potential solutions related to accomplishing Divisions' and Department's missions.

C. Obtain confidential employee insights and opinions, via closed-door all-staff discussions and anonymous surveys, regarding: customer service, work load and staffing; working conditions; procedures and systems; technology and other resources; training and professional development; organization structure; performance management; supervision and leadership; career advancement opportunities; job satisfaction; and organizational commitment. These discussions will occur for each Division. These discussions will exclude managers, in order for non-management staff to freely express their views.

D. Analyze data obtained from employees via the discussions and surveys; prepare **Employee Opinion Survey Report,** containing findings and recommendations for strengthening service, developing the organization and increasing employee satisfaction. (Kitsap County should use the employee satisfaction and commitment measures as benchmarks for future measurements.)

E. Examine the permit workflow between County departments and DCD Divisions to determine impact on timeliness of permit issuance.

F. In cooperation with County Staff, review employee "time sheets" to see if they may be useful in helping determine categories of time expenditure for employees, i.e., projects, training, and administrative. In addition, we would ask for a report listing the timing and duration and reasons for vacant positions over a period of a year.

G. Determine if the County has a cost recovery policy for land use and permitting functions. Obtain details about such policies, if they exist, and determine if such policies are being followed.

H. Specify and prepare key input/output workload data (e.g., ratio of labor hours spent per single-family permit issued) for each Division; look at trends since 2002.

I. Prepare **Working Paper** of findings from Steps E through H, above.

J. Review the Working Paper with the IAC.

Step 3: Ascertain the Reasons for Turnover of DCD Staff, and Recommend Actions to Increase Staff Retention.

    A. Interview former DCD employees (i.e., those who left since January 2004; approximately 20 persons) anonymously, via phone; promise confidentiality.

    B. Obtain both quantifiable and narrative interview data. (Responses to open-ended questions will be recorded and transcribed to the extent possible.)

    C. Analyze the data.

    D. Write confidential **Staff Turnover and Retention Report**, including findings and recommendations for increasing employee retention.

    E. Present findings and recommendations, as a confidential personnel matter, to DCD Director, management members of the IAC, and County Administrator.

Step 4: Measure Customer Satisfaction, and Recommend Service Standards

    A. Interview or survey selected customers regarding their expectations, service experiences and satisfaction.

    B. Analyze data from interviews and surveys.

    C. Write and present **Customer Satisfaction Report** of findings and recommendations, including service standards for selected DCD functions based on the customer responses and the Working Paper from Step 2.) (Kitsap County should use the customer satisfaction measures and service standards as a baseline for future measurements.)

    D. Share results of Customer Satisfaction Report with the IAC, and thee CAO

Step 5: Compare DCD with Other Jurisdictions and Recommend an Organization Structure and Staffing Levels

    A. Define the variables to be compared, such as: service standards, input/output workload measures, procedures, organization, and systems and technology.

    B. Identify comparable jurisdictions.

    C. Contact jurisdictions to obtain cooperation and support (share the data) and information on any benchmark standards they may use.

D. Collect comparative data from the other jurisdictions and review their workload measures.

E. Interview appointed (and possibly elected) officials of those jurisdictions.

F. Analyze the data, prepare draft **DCD Organization and Staffing Report** of findings and recommendations, including organization and staffing levels.

G. Circulate draft Report to the IAC and County Administrator for review and comment.

H. Finalize the DCD Organization and Staffing Report, and present final recommendations to the County Administrator and Commissioners.

Step 6: Prepare and Present Final Report.

The County will be presented with fifteen printed copies of the final report and an electronic version as well.

DCD Internal Advisory Group

for the project to
Review and Make Recommendations to improve
the Department of Community Development's
Services, Organization and Workload

Mike Barth
Jim Bolger
Scott Diener
Nicolle Ellis
Karanne Gonzalez
Dave Greetham
Judy Maddox
Jeff Rowe-Hornbaker
Rick Rutz
Merita Trohimivich
Jeannie Vaughn

February 8, 2006

Mr. Cris Gears
County Administrator
Kitsap County

<u>Hand delivered</u>

Dear Cris,

As you know. we have been examining the County's Department of Community Development for about a month now. In that time, we have identified an extensive list of issues that we want to pursue in later reports to you and the Board of Commissioners. However, with the recent departure of the Director of the Department, we believe that there are three items that merit recommendations to you at this time. We are listing them below and look forward to discussing them with you.

<u>Issue # 1.</u> <u>Long Range Planning Positions are unfilled.</u> The Personnel Division has given us information that shows a significant number of vacancies in the Department of Community Development have been filled in the last two years. However, the Department has two senior long range planning positions that have been unfilled for an extended period of time; one for almost a year. The Department has indicated a strong preference for GMA experience which may have made recruiting more difficult. Curiously, Personnel and the Department have not advertised directly in Oregon which has a longer history with s State Land Use Program than Washington. In addition, the County has used only a generic Planner III ad, rather than using one that targets long range planning. It is unclear whether problems associated with these recruitments originate with the Department or Personnel; probably both have contributed to the issue. Nonetheless, with continued pressure to complete Sub Area Plans and, especially, with the upcoming ten year review of the County's Comprehensive Plan, filling these positions is critical. We have met with the Personnel Division and they indicate strong interest in working with the Department to get these positions filled.

Recommended Action. Simply, do whatever it takes to fill these positions. It is unacceptable to allow critical positions like this to remain unfilled. Here are some steps that should be taken:
1. Advertise in Oregon.
2. Use an ad that is tailored to long range planners with GMA experience.
3. While the Department may *prefer* planners with GMA experience, its actions have made this criterion a mandate. The Department should consider hiring planners with extensive long range planning experience that may not have been under Washington's Growth Management Act.
4. Consider using "head hunters" to assist in filling the positions.

Issue # 2. The County's Policy on Administrative Leave Should Be Reviewed. The history of this Department is that many employees have been asked to work more than normal work hours. Under County policies, represented employees either receive overtime or compensatory time off; both at the rate of 1.5 hours off per each hour over 8 per day or 40 per week, except for holidays which are compensated at the rate of 2 hours for each hour worked. FLSA exempt employees, by definition, do not receive overtime payments or "Comp Time". However, the County has negotiated a contract with unionized exempt employees that allows them to record and take "Administrative Leave" for each hour over 8 per day or 40 per week. This "Admin Leave" is taken at the rate of one hour for each hour accrued and must be taken by the end of the month following the month in which it was accrued. When the contract was concluded, the County extended this benefit to the remaining County non-unionized, exempt employees.

It appears to us that there are two problems with this policy.

First, it is often the case that required extra work is seasonal. This means that employees may be prevented from taking Admin Leave by the end of the following month because of work demands. The result is that employees accruing Comp Time are allowed 90 days within which to take leave or be paid while exempt employees must use Admin Leave by the end of the following month or lose it.

The second problem seems to be that there is no "threshold" for accruing Admin Leave. FLSA exempts this group from overtime requirements because of the nature of the work This means these employees are expected to work more than 8 hours per day or 40 per week. The compensation for these positions is intended to reflect this extra work. The problem arises when the job demands make continuing and heavy demands for extra work that exceeds a "reasonable" amount. The Kitsap County policy allows every hour beyond 8 per day or 40 per week to be accrued and used. There are examples of heavy use of Admin Leave in the department. In the case of one employee, two months of Admin Leave have been taken in the last two years. In such a case, an employee is expected to work more than a normal day or workweek but is being "reimbursed" beyond normal salary when doing so.

Recommendation #2. The County should review its policy on Administrative Leave now because the ten year Comprehensive Plan update may require substantial extra work. If employees are asked to work substantial excess hours and they believe they will not be able to take them off, this can affect their performance. Also, the already accumulated but not taken Admin Time for completion of Critical Areas Ordinance and Sub Area Plans is an issue for some staff. We believe there are two concepts worth exploring:

> 1. Allow employees 90 days to use accrued Admin Leave, similar to the policy regarding Comp Time use.
> a. Reinforce the FLSA concept that these are exempt positions by the nature of the work and put in place a threshold number of hours per week that

must be worked before Admin Time can be accrued. We suggest something like 50 hours per week as this threshold.

We have met with the Personnel Division about this concept and they indicate that they have been contemplating a similar revision to Personnel Rules. Of course, any revision for represented employees would have to be bargained.

Issue # 3. DCD and the Board of County Commissioners Need to Match Workload Expectations to Staffing. A strong theme coming from the Department is that it is being asked to do too much work with existing resources. We understand that, in the past, the Department essentially took each part of its on-going work and the Board's additional work requests and evaluated the resources needed for each piece. The Department then met with the Commissioners to get their direction about which items should receive priority attention with existing resources and which items might be deferred. It sounds like this exchange between the Department and Commissioners has not happened recently, with the result that the Department feels it must do everything. We note that neither the Department nor its Divisions have detailed work plans completed for the fiscal year that has already begun. Given the heavy demands on it, especially with the advent of the ten year Comprehensive Plan Review, it seems imperative that the Department be clear about its tasks and directions for the year and know that the Board of County Commissioners support this direction.

Recommendation #3.

A. The Department should develop its work plan for the year and compare it to staff resources. When complete, Department management should meet with the Board of County Commissioners to review this analysis and assign priorities for items to be completed with available resources.

B. Once adopted by the Board, Department management should prepare a detailed timeline for each major project, including designating a project manager. Progress against the timeline should be reviewed at least bi-weekly between Division Managers and the Department management. The Department's management should review progress against the timeline at least monthly with the County Administrator who, in turn, would advise the Board on major projects.

Cris, we hope that these suggestions are helpful. As we indicated earlier, there is a much longer list that we are working on but these seemed important to bring to you at this time. We assume you will pass these recommendations along to the County Commissioners, as necessary and would be pleased to meet with them should they desire.

Feel free to contact us if you have comments or questions.

Sincerely,
Steve Bauer   Casey Jones

Employees' Insights Regarding Their Quality of Work Life

**in the
Department of Community Development
Kitsap County Government**

**Report by Consultants
Steve Bauer and Casey Jones
hansville2000@hotmail and cjones@sage-solutions.us**

April 17, 2006

Employees' Insights Regarding
Their Quality of Work Life
Draft Report by Consultants Steve Bauer and Casey Jones
April 17, 2006

Introduction

This Report forms the backbone of "Step 2, Review Divisions' Responsibilities, Systems and Workloads, and Obtain Staff Insights and Opinions," which is part of our assignment to review the Department of Community Development ("DCD's") services, organization and workload, and recommend improvements.

At the core of this Report is information gained from interviewing the vast majority of employees in DCD, all three County Commissioners, the County Administrator, the Director of Administrative Services and the Department of Human Resources.

We expect to complete exit interviews with all staff who have left the Department in 2005. The results of those interviews may result in additional recommendations or modification of some of the recommendations contained in this Report.

The consultants bring several values to this assessment beyond just helping the Department become more efficient. Ultimate efficiency is about focusing on the needs of the people in the organization in addition to systems and polices. We believe that an open, inclusive, supportive, team based and value-centered environment is necessary for "high performance/

The Department of Community Development ("DCD" or "Department") plays a critical role in the health and safety of the County's residents and visitors through its development and construction review and inspection programs. It is instrumental in defining and protecting the unique natural environment that defines the area. More than any other County agency, it works with citizens to help guide the future direction of growth and preservation of the County.

The Department has faced a mixed, heavy and steady workload over the years that has often required staff to work many extra hours. The nature of development has gotten more complicated as more challenging land is developed. This, in turn, means that the work of the Department has gotten more complicated as well. Special projects like the recently completed Critical Areas Ordinance and Comp Plan Sub-Area Plans have had an effect on the workload of the entire organization. The workload has created a challenging but stressful work environment for many of the staff.

Fortunately, the Department has a dedicated, competent and committed staff to meet these challenges. The staff likes their work, believes that it is important, expects to be held accountable and wants to deliver high-quality customer service. They take pride in their work and want to be recognized for it. They are frustrated by issues in the Department that keep them from achieving their goals.

We appreciate the candor and risk-taking by the staff in sharing their pride in what they do well and their ideas about areas needing improvement. There was skepticism about whether this would be "just another exercise" without any results. We were able to share the commitments of the Commissioners and County Administrator to follow-up wherever possible with these recommendations.

Unfortunately for the staff and the public it serves, DCD has been in turmoil for many years. It would be wrong to assume that many of the items noted in this Report were entirely attributable to the most recent DCD Director. In fact there are indications that the most recent Director was trying to resolve a number of the problems.

However, this assessment has been affected by the resignation of the most recent DCD Director. It has been hard to separate information regarding the style of that Director from the underlying, sustained culture of the organization. It has also been confusing for employees with whom we met to know whether they should respond on the basis of "how things have been" or "how they would like them to be." Nonetheless, we believe that the information we have collected paints an accurate picture of the embedded issues confronting DCD; albeit colored somewhat by the experiences of the last year or two.

In general, the picture of DCD is of an organization without strong leadership, a strategic vision, clear mission or values, clear policies and procedures, or systems for managing performance and resources. It is an organization that has moved from one crisis to the next. Management efforts to "patch" one problem have often created or exacerbated other problems. For instance, the decision to move employees among Divisions to help complete the Critical Area Ordinance resulted in some of the work of the "loaning" Divisions not getting done or creating additional delays. The constant overtime required to try to meet the work load, and staff not always getting paid for it, has caused serious morale problems.

DCD lacks effective budgeting and financial management systems. Its personnel practices leave much to be desired. It has had trouble keeping staff, filling vacancies and has relied too much on Extra Help to meet the workload. There are no clear Department or Division mission statements and goals or policies and procedures. What policies and procedures do exist are not followed fairly or consistently, according to employees.

There are no solid systems in place to manage workload or performance. The underlying management information systems that generate data are not well developed, are not utilized consistently and are not reliable in terms of inputs or outputs. There has been no organization-wide effort to develop performance measures. As a result, DCD has been unable to demonstrate to Commissioners and others their real performance and workload. This has been exacerbated by constant vacancies and moving staff from one Division to another to work on high priority projects.

According to DCD management, the workload is so high that state timeframes and internal targets are not met, and the actual time to perform quality work is minimal. For example, building inspectors have but minutes on site for actual inspections, and entire parts of the County have lagged in annual fire occupancy inspections.

Employees indicate that there is not a systematic, dependable approach in DCD to training, promotions and performance evaluations. There are no policies or systematic approaches to the acquisition, use and training for technology and equipment.

Working conditions, which have been awful for some of the Divisions, are expected to get better in the new building. Co-locating all DCD Divisions together is seen as an important step to help communications and cooperation.

Teamwork seems to suffer in DCD. There is a sense that internal communications and cooperation are not nearly as good as they should be. The result is that staff are probably working harder than they need to and the customer suffers.

Managers and supervisors, from the DCD Director on down, are so busy "doing" to help with the workload, that they lack time to plan, manage and lead.

The Commissioners clearly realize the importance of the work done by DCD. They want to be able to rely on and trust DCD. However, they believe they have been misled on the status of some important projects and that DCD has not always been responsive to their requests.

Commissioners are very concerned about the turmoil and turnover in DCD and want to help create a better, more stable work environment within the Department. But because DCD has been unable to provide information about their actual performance Commissioners feel unable to accurately assess the need for additional staff to meet workload.

Conversely, many DCD staff feel little support from the Commissioners. They feel distant from the Commissioners and are not aware of the Commissioners' direction for the County. They feel that the Commissioners don't trust them or appreciate their efforts. They feel individual Commissioners intervene in permit issues and other work activities.

What is clear is that there have not been clear or effective communications between the Commissioners and DCD staff.

There appears to be considerable dissonance in the relationship between the Department of Human Resources and DCD. HR has filled a significant number of vacancies for DCD over the past two years. HR has devoted a disproportionate amount of resources to servicing DCD. HR has occasionally been blamed for decisions made within DCD but not communicated within the Department.

Regardless, there is a feeling by some in DCD that it has not been well served by the Department of Human Resources. Pay is cited as a concern by many, who say that the County is using inappropriate jurisdictions for comparison in salary setting. The regulations governing use of Administrative Leave have caused many concerns. Vacancies have gone unfilled for extended periods of time (although it is fair to note that not all the responsibility for these delays falls on HR). Extra Help employees feel that County regulations and DCD practices have affected them unfairly. In general, DCD employees have not seen HR as their advocate.

Internally, DCD seems to have been managed from "top down" throughout its history. The result is that subordinate managers have not been empowered to truly manage their own Divisions nor have they felt they had a broader role of overseeing the entire organization.

The good news is that all of this can be fixed and some of the building blocks necessary for solving these problems are already in place. The Commissioners realize the importance of DCD to the citizens of the County and to the County as an organization. They want to help turn things around. The staff is competent, committed and likes their work. They just want all the problems out of the way so they can get their jobs done in a quality way. We hope our recommendations, Part 3 in this Report, point to some of those solutions.

The Internal Advisory Committee asked which recommendations should be implemented first. We have three other Steps of our consulting assignment to work on, and there may be other things we discover in those Steps that should be done by DCD and the County on a high-priority basis. However, actions should begin immediately on some of the recommendations we have made in this Report due to their importance, the potential paybacks relative to investment of time to do them, and the timing of County's budgeting process for the next biennium.

- Create the Leadership Team and Department Advisory Group (Recommendations 1 and 28, respectively). The organization needs improved management and leadership structures. These are necessary foundations required to implement this Report and for the on-going health of the organization.

- Develop Organizational Core Values (Recommendation 6). Many of the recommendations in this Report can be dealt with in the process of or as a result of developing a set of Core Values.

- Implement the recommendations regarding the role of the County Commissioners and County Administrator (Recommendation 5).

- Create a new budget process that establishes a budgeted cost center for each Division of DCD and gives more opportunity for Division Managers to be responsible for their own budget (Recommendation 26). Make certain that it is built on measurable performance criteria (see next recommendation).

- DCD and each Division should create a Performance Management System (Recommendation 9).

Employees' Insights Regarding
Their Quality of Work Life
Draft Report by Consultants Steve Bauer and Casey Jones
April 17, 2006

Executive Summary

Presented in this Report are the results of a series of group meetings of employees in the Department of Community Development ("Department of Community Development), in February 2006, to obtain their opinions and suggestions about the quality of work life and customer service. At the beginning of those meetings, employees completed a written opinion survey.

Three Parts comprise the body of the Report:
1. Employee Opinion Survey
2. Employee Group Discussions on Improving Work Life
3. Recommendations of Consultants

Part 1:
Employee Opinion Survey

The Survey was done for three reasons. First, successful organizational improvements must garner the ideas and commitment of employees affected by them. Second, staff turnover in DCD was about twice the rate for all Kitsap County ("County") departments in 2004 and 2005. Third, Survey results could serve as a baseline for gauging DCD's organizational development in the future.

Sixty-six (66), or 84 percent, of the 79 current DCD employees completed the written Survey designed to obtain their opinions about job satisfaction, organizational commitment (i.e., identification with, loyalty to, caring and performing for an organization), and other organizational issues. Research shows that job satisfaction and organizational commitment usually correlate with employee retention and performance.

Job Satisfaction

- In terms of overall, global assessment of their jobs, DCD employees indicated they were satisfied. However, their ratings of overall job satisfaction were *below average* relative to a norm group of public employees in other government organizations.

- DCD employees were *dissatisfied* with Opportunities for Promotion, which they rated lowest among five *facets* of job satisfaction.

- They were *neutral or ambivalent* in their rating of satisfaction with Pay.

- Employees rated their satisfaction with Supervision, People (mostly co-workers) on Your Present Job, and Work on the Present Job (job content, the work itself) in the *above neutral* range.

- Among these six measures of job satisfaction, employees tended to agree less on their ratings of Opportunities for Promotion and Pay than the other four measures.

- Results showed that employees' overall job satisfaction was most influenced by four of the five facets of job satisfaction surveyed:

   ... job enrichment (making jobs more varied, interesting, and challenging)
   ... relationships among co-workers (People on Your Present Job)
   ... promotional opportunities and career development, and
   ... supervision and leadership.

In terms of overall job satisfaction, the biggest opportunities for improvement *may* be in the areas listed above since employees already associate them with happiness in the job.

Organizational Commitment

Organizational commitment describes how an employee relates to her/his employer in terms of values, allegiance, motivation, and pride. It often predicts employee retention, intentions to quit, job performance, and job satisfaction itself.

- *Overall, DCD employees were neutral or ambivalent about their organizational commitment.* Their mean overall rating was very near the mid-point of "Neither disagree or agree" on the scale.

- *Females rated their Organizational Commitment significantly lower than males.*

- By far, the *two highest-rated* items were:
   ... "I am willing to put in a great deal of effort beyond that normally expected in order to help this organization be successful"; and
   ... "I really care about the fate of this organization."

- The *lowest-rated* Organizational Commitment items were:
   ... "Deciding to work for this organization was a definite mistake on my part." (reverse scored)
   ... "I would accept almost any type of job assignment in order to keep working for this organization."
   ... "I feel very little loyalty to this organization." (reverse-scored)

- Organizational Commitment ratings by DCD employees were *below average* (at only the 33rd percentile) compared to ratings by the other pubic employees.

- Lower ratings of Organizational Commitment by DCD females than males were consistent with, but more pronounced than, gender differences in all types of other organizations.

- Not surprisingly, employees who answered "yes" to the question, "Currently, are you looking for another job?" also tended to rate their organizational commitment low.

There were no significant differences in ratings of Job in General job satisfaction or Organizational Commitment due to Division, job level, management/non-management, or years worked in DCD.

Organization Ratings

Employees also rated DCD's: organizational mission and goals (MISSION); training and learning (LEARNING); wherewithal to do the job (TOOLS); appreciation for work done well (APPRECIATION); and customer service (SERVICE).

- Of the these five measures, LEARNING, followed by MISSION, were correlated most strongly with Organizational Commitment, Job in General satisfaction, and not looking for another job.

- The other three measures—APPRECIATED, SERVICE, and TOOLS—also correlated strongly to moderately with Organizational Commitment, Job in General satisfaction, and not looking for another job.

- These correlations point to potential ways of strengthening DCD.

Other Insight from Employees

Employees' answers to six open-ended questions also offer clues for improvement. Those answers provide a richness of insight not available in answers to closed-ended questions, and should be read in their entirety. Below, only the top-three response *categories* for each question are listed.

What attracted you to work for DCD in the first place?
- Career or professional opportunity
- Location
- Job content

What might cause you to want to leave DCD?
- Compensation unsatisfactory
- Inconsistent policies or disorganization
- Excessive work load, stress due to short staffing

What would you miss most about DCD if you left?
- Co-workers, the people I work with
- Customers, customer service
- My manager or supervisor

What do you think needs to be done to provide better services to DCD's customers?
- More, or adequate staffing
- Customer service training

- Clear policies, consistent application

What do you think needs to be done to improve the quality of work life in DCD?
- More, or full, staff to mitigate work load
- Competent, stable management
- Individual accountability, good attitude

Any other suggestions, comments?
- Improve personnel policies
- Improved coordination, communication among Divisions
- Support staff when they make code-compliant decisions

Overall, we summarize the results of the Employee Opinion Survey in the figure on the next page, titled: "Motivational Drivers for Employees to Stay and Perform in DCD."

Part 2:
Employee Group Discussions on
Improving Their Work Life

In this part of our meetings with employees, we asked them to describe their "Ideal" work environment. We then asked them to compare their "Actual" work environment in DCD with the "Ideal" they had just described. This technique allowed us to query employees about job satisfaction in a less structured format than the written Survey.

This "Open Ended" portion of our interviews provided the following results:

- Employees think that their work is important and contributes to the well being of the County and its residents.

- Staff generally like their work,

- Employees are generally committed to providing good customer service but believe that the workload and some internal cultural issues are keeping them from providing as high a level of customer service as they would like.

- DCD has been in turmoil for a number of years with "revolving door" hiring of DCD Directors, high turnover and a crisis approach to work management that has required extensive overtime and impacted morale.

- Internally, DCD Divisions do not always work well together but co-workers generally like each other a lot.

- Quite a number of DCD feel disenfranchised from the County Commissioners. They seem to feel that the Commissioners don't understand or appreciate their work and intervene in on-going work or even reverse staff decisions that are based on the code.

Motivational Drivers for Employees to Stay and Perform in DCD

Based DCD Employee Opinion Survey Results, February 2006

Job Satisfaction facets:

1. Job content, challenge
2. Co-worker relationships
3. Promotional opportunities
4. Quality of supervisors

DRIVERS

Organizational factors:

1. Learning, development
2. Clarity of mission, values, expectations
3. Service to customers
4. Tools to do the job
5. Appreciation

General Job Satisfaction and Organizational Commitment

High

Low

Motivation to Stay and Perform

High

Low
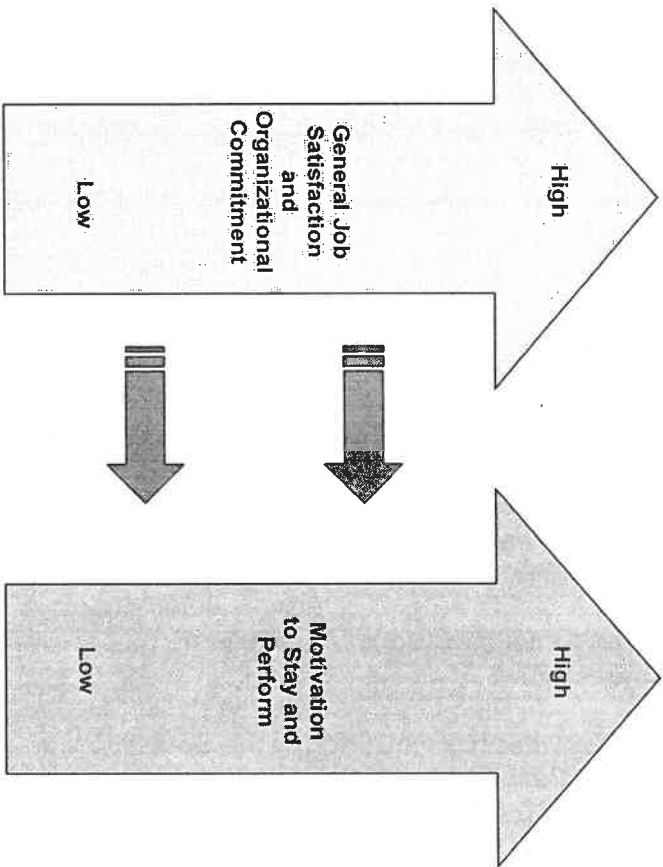
- Staff believe that the Department of Human Resources has not been helpful to either individual staff or the DCD. Issues range from the comparable jurisdictions used to set compensation to use of Administrative Leave, recruiting for vacancies and interpretation of Personnel Policies.

- Staff do not believe there are adequate training opportunities or real opportunities for promotion.

- The workload is seen as unreasonably high for all Divisions within DCD. Some of it is attributed to vacancies, turnover, and special projects like the Critical Areas Ordinance. However, most Divisions also feel that they are understaffed for the work.

- Many believe that Extra Help have been over-utilized, and many Extra Help employees feel they have been treated unfairly by the system.

- Staff generally like their Supervisors and Division Managers but there is a feeling that the quality of supervision needs improvement overall. Specifically, staff noted evaluations that are late, some employees who do not perform are "protected," and there is a lack of clarity about what is expected of them.

- Policies and Procedures should be spelled out for the Department and each Division. These policies and procedures should be followed consistently.

- Many employees, from management on down, felt that compensation is below market when compared to "more realistic" comparable jurisdictions than those currently used by the County for salary surveys.

Part 3:
Recommendations by Consultants

Our recommendations are presented in the following broad categories:
- Department Leadership
- Commissioners' Leadership
- Core Values
- Performance Management
- Individual and Career Development
- Career Advancement and Job Enrichment
- Team Work
- Compensation and Other Human Resources Issues
- Policies and Procedures
- Managing Resources

Though our recommendations are summarized below, we encourage reading the complete recommendation in Part 3 to fully understand our meaning and the implications of their implementation.

Department Leadership

1. Create a DCD Leadership Team.

2. Strengthen the leadership competencies of managers and supervisors.

3. Make time for managers to manage and lead.

4. Clarify the respective roles and responsibilities of the DCD Director and Assistant Director/

Commissioners' Leadership

5. We submit several recommendations to the Commissioners, in order to strengthen their leadership and direction for DCD.

Core Values and Culture

6. Develop Organizational Core Values.

7. Create a DCD culture of recognition and reward.

Performance Management

8. The Leadership Team should create annual work plans for DCD and each Division prior to the start of each year.

9. Create a DCD **Performance Management System**.

10. Link clearly employee performance evaluations to organizational goals and performance measures, crucial job competencies, and to individual career development plans; and do the performance evaluations when due.

Individual and Career Development

11. Define career ladders, specify associated crucial job competencies, and establish a **Career Development System**.

12. Create training policies, determine training needs, prepare Training Plans bi-annually, fund training adequately, and provide needed training, including orientation and cross-functional training.

Career Advancement and Job Enrichment

13. Adopt a **policy of promoting from within DCD** unless there are no qualified candidates for the position in DCD.

14. Examine the content of jobs in DCD and restructure them, where appropriate, to increase their challenge, variety, and decision-making, thus **enriching the jobs**, which tends to increase job satisfaction and retention.

Team Work

15. Take initial steps toward strengthening team work and cooperation within DCD.

Compensation and Other Human Resources Issues

16. The Department of Human Resources should review its list of comparables used for determining salaries in DCD.

17. Make more effective use of Extra Help.

18. Fill position vacancies promptly.

19. Review the County policy on Administrative Leave.

20. DCD and the Department of Human Resources Should Develop a "Performance Contract."

Managing Resources

21. Develop mission statements, polices and procedures for the entire DCD.

22. Develop a policy on acquisition and use of technology and equipment.

23. Prepare **user manuals** and related documentation for the Land Information System (LIS) and Geographic Information System ("GIS") very soon.

24. Emphasize equipment/technology that increases productivity, quality of work and improves customer service.

25. Limit meetings.

26. Build a new budget process for DCD, **including budgeted cost centers for each Division** and accountability of each Division manager for her/his budget.

27. Protect the ability of each Division to complete Its own work.

28. Create a Department Advisory Group.

29. Certify each building inspector for the inspections which they conduct (structural, mechanical, and plumbing).

30. Refrain from using Plans Examiners to conduct building inspections and using Building Inspectors from reviewing plans without appropriate certification.

31. Use mediation whenever possible on code compliance complaints to improve customer satisfaction and reduce the workload on staff.

32. Consider moving Fire and Life Safety plans and building inspection functions to the Building Codes Division.

33. Develop and implement priorities for improving utility of LIS (Land Information System).

    LIS is a critical information and management tool for the Department and the County. It appears that the Department has not systematically defined its needs from the system. All Divisions within the Department should work together to create a prioritized set of needs from the LIS system. The Department should then work with Information Systems to see that these new applications are developed as quickly as possible.

Customer Service
Recommendations for this category will be made after completion of the Customer Service survey

Workload and Staffing
Recommendations for this category will be made after completion of the comparison with other jurisdictions.

We recognize that the above recommendations are voluminous and daunting. In Step 6 of our project, Final Report, we will recommend a plan and time table for implementing these recommendations, as well as others that we will be making at the project proceeds.

Part 1:
Employee Opinion Survey

Introduction

Part 1 of the Report presents the results of the Employee Opinion Survey ("Survey") of employees of the Department of Community Development ("Department"), which was done February 3-10, 2006. The results are presented in these sections:

- Participating Employees
- Job Satisfaction
- Organizational Commitment
- Organization Ratings ("Other Issues")
- Stress at Work
- Attraction to, and leaving, DCD, and employees' ideas for improving DCD services and work life
- Possible Opportunities for Improvement

Steve Bauer and Casey Jones ("we") administered and analyzed the Survey as part an consulting engagement, under the direction of the Kitsap County Administrator, Cris Gears. That engagement was to review the Department of Community Development's services, organization and workload, and recommend improvements. The Survey was a component of Step 2 of the engagement, "Review Divisions' Responsibilities, Systems and Workloads, and Obtain Staff Insights and Opinions."

The Survey was included in the engagement for three main reasons. First, successful, durable improvements in an organization depend largely on the involvement, ideas, and commitment of employees. Second, staff ended employment in DCD at about twice the rate for all departments in 2004 and 2005: 9.4 percent versus 5.3 percent in 2004, and 16.5 percent versus 6.5 percent in 2005.[1] Third, the results of this Survey could be used as a baseline against which to gauge the status and direction of organizational development of DCD in the future.

The Survey included questions about:

- job satisfaction
- organizatonal commitment
- job stress
- improvements in the quality of work life in DCD
- improvements in DCD's services to customers
- other organizational development issues

Much published research has shown that employees who are more satisfied with their jobs, more committed to their organizations, and who experience less job stress tend to stay with their employers longer and perform at higher levels (see for example Kammeyer-Mueller, 2005).

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[1] "Kitsap County Turnover, 2002 through 2005" and "Department of Community Development Turnover, 2002 through 2005," provided by Personnel & Human Services Department, February 2006

The Survey itself appears in the Appendix as the first item.

Participating Employees

We tried to get every employee to complete the Survey. Between February 3 and February 10, 2006, we facilitated a series of meetings with employees to get their opinions about what needed to be done to improve their customer services and work life. Mainly, those meetings were arranged by Division. However, separate meetings were held with managers and with supervisors in order not to inhibit opinions by non-management personnel. The Employee Opinion Survey was conducted at the beginning of those meetings, and took about 15 to 20 minutes to complete.

For the most of the employees who did not attend the meetings, we either e-mailed the Survey or asked one of the employees who did attend to deliver it to them and request that they send it to us. .

We obtained Surveys from five out of every six current DCD employees (excluding interns and volunteers), or 66 of 79 employees (84 percent).

The following tables describe the characteristics of the employees who turned in Surveys, according to how they answered background questions. In the tables below (and in the rest of this Report), "Valid" refers to useable responses for a question ("65", for example, in Table 1). "Missing System" ("1" for example, in Table 1) refers to data that are missing because some employees chose not to answer a question. The "Frequency" column contains the numbers of responses for each response option for the question and the Total possible responses (considering both Valid responses and Missing System data). "Percent" is of *all* responses, valid and missing combined, while "Valid Percent" is only of the valid responses. "Cumulative Percent" includes all valid responses to that point in the table.

Table 1
Management/Non-management

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Non-management	50	75.8	76.9	76.9
	Supervisor	6	9.1	9.2	86.2
	Manager	9	13.6	13.8	100.0
	Total	65	98.5	100.0	
Missing	System	1	1.5		
Total		66	100.0		

Table 2
Employment status

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Extra Help	5	7.6	7.7	7.7
	Permanent	60	90.9	92.3	100.0
	Total	65	98.5	100.0	
Missing	System	1	1.5		
Total		66	100.0		

Table 3
Gender

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Male	31	47.0	48.4	48.4
	Female	33	50.0	51.6	100.0
	Total	64	97.0	100.0	
Missing	System	2	3.0		
Total		66	100.0		

Table 4
Division within DCD

(Number of current employees in Divisions are in parentheses.)		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Admin. Services (8)	8	12.1	13.3	13.3
	Building (22)	20	30.3	33.3	46.7
	Community Planning & Growth Mgmt. (6)	3	4.5	5.0	51.7
	Development Engineering (17)	15	22.7	25.0	76.7
	Fire Marshal's Office (6)	4	6.1	6.7	83.3
	Land Use & Environ. Review (15)	8	12.1	13.3	96.7
	Natural Resources (4)	1	1.5	1.7	98.3
	Other	1	1.5	1.7	100.0
	Total	60	90.9	100.0	
Missing	System	6	9.1		
Total		66	100.0		

To maintain the anonymity of Division managers, we told them not to identify their Divisions on their Surveys.

Table 5
Years worked in DCD

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1 year or less	17	25.8	26.2	26.2
	2 - 5 years	21	31.8	32.3	58.5
	6 - 10 years	8	12.1	12.3	70.8
	11 - 15 years	11	16.7	16.9	87.7
	15 years or more	8	12.1	12.3	100.0
	Total	65	98.5	100.0	
Missing	System	1	1.5		
Total		66	100.0		

Notice that a one-quarter of all employees have been with DCD one year or less, and that nearly six in every ten employees have been with DCD five years or less.

Job Satisfaction

To measure job satisfaction, we used (with permission and for a small fee) the "Job Descriptive Index" ("JDI") of Bowling Green State University. With 40 years of research and application, it is one of the most widely used measures of job satisfaction. There is substantial research that supports its validity and reliability,[2] and it has the benefit of national norms for comparison, including norms for government organizations.

The JDI has a **Job in General** measure, which assesses *overall, global satisfaction with the job.* In that measure there are 18 descriptive items (some positive, others negative), such as: "Pleasant, Bad, Ideal, Waste of Time, Good, Undesirable, Worthwhile, Makes me content," and "Enjoyable."

In addition to the Job in General measure, the JDI has *five separate* measures for assessing *facets* of job satisfaction.
- **Work on the Present Job**, having to do with the *nature* of the job, which includes items such as: "Fascinating, Routine, Boring, Gives sense of accomplishment, Respected, Uncomfortable, Challenging," and "Uses my abilities."
- **Opportunities for Promotion**, with items such as: "Good opportunities for promotion, Promotion on ability, Dead-end job, Unfair promotion policy," and "Regular promotions."
- **Supervision**, sample items of which are: "Asks my advice, Hard to please, Praises good work, Doesn't supervise enough, Tells me where I stand," and "Poor planner."
- **People on Your Present Job**, which pertains mostly to co-workers, and includes items such as: "Helpful, Responsible, Fast, Talk too much, Gossipy," and "Loyal."
- **Pay**, for example: "Income adequate for normal expenses, Barely live on income, Less than I deserve, Well paid," and "Underpaid."

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[2] www.bgsu.edu/departments/psych/JDI/, page 1.

It is important to note that each of the five facet measures and the Job in General measure are *stand alone* measures in the Survey. In other words, the five facet measures are *not summed* to derive the Job in General results. Rather, the five facet measures are used to examine different *aspects* of job satisfaction and how they *relate* to *overall* job satisfaction.

The Job in General measure consists of 18 items, as do the measures of Work on the Present Job, Supervision, and People on Your Present Job. The Promotion measure and Pay measure both have 9 items; results of these two measures are doubled to equally-weight them with the other three facet measures and the Job in General measure.

The same rating scale was used to rate each item in the six measures of the JDI:

"Yes" if it describes your work

"No" if it does not describe it

"?" if you cannot decide

The *numeric rating* attached to each item depended on whether the item was positively or negatively worded, as indicated in Table 6.

Table 6
Numeric Ratings Attached
to JDI Items

	Numeric rating If *positively* worded	Numeric rating If *negatively* worded
"Yes" if it describes your work	3	0
"No" if it does not describe it	0	3
"?" if you cannot decide	1	1

Therefore, the minimum to maximum rating for each of the six JDI measures is 0 to 54 [maximum rating of 3 per item x 18 items (or 9 items x 2) = 54].

For each of the six measures, the neutral or ambivalent range is 22 to 32 (the mid-point of 27, plus or minus 5). Ratings above 32 are considered "Satisfied," below 22, "Dissatisfied."

Figure 1 on the next page shows the mean (average) ratings by DCD employees of their Job in General satisfaction and of the five facets of job satisfaction.

- In terms of overall, global assessment of their jobs, DCD employees indicated they were satisfied, based on their mean rating of 36.7 on the Job in General measure. ("JIG" in Figure 1)

- DCD employees were *dissatisfied* with Opportunities for Promotion, which they rated lowest among the five facets of job satisfaction.

- They were *neutral or ambivalent* in their rating of satisfaction with pay.

- Employees rated their satisfaction with Supervision, People on Your Present Job, and Work on the Present Job in the *above neutral* range.

- Among the six measures of job satisfaction, employees tended to agree less on their ratings of Opportunities for Promotion and Pay than the other four measures. (This is based on the relative sizes of the standard deviations for the six measures.[3] More statistical data for the six measures can be found in Tables A1 to A1.6, in the Appendix.)

Fig. 1: Job Satisfaction Ratings

22 to 32 is neutral or ambiv-alent

	JIG	THE WORK	PROMOTIONS	SUPERVISION	PEOPLE	PAY
Means →	36.7	38.7	18.9	43.4	40.6	24.6
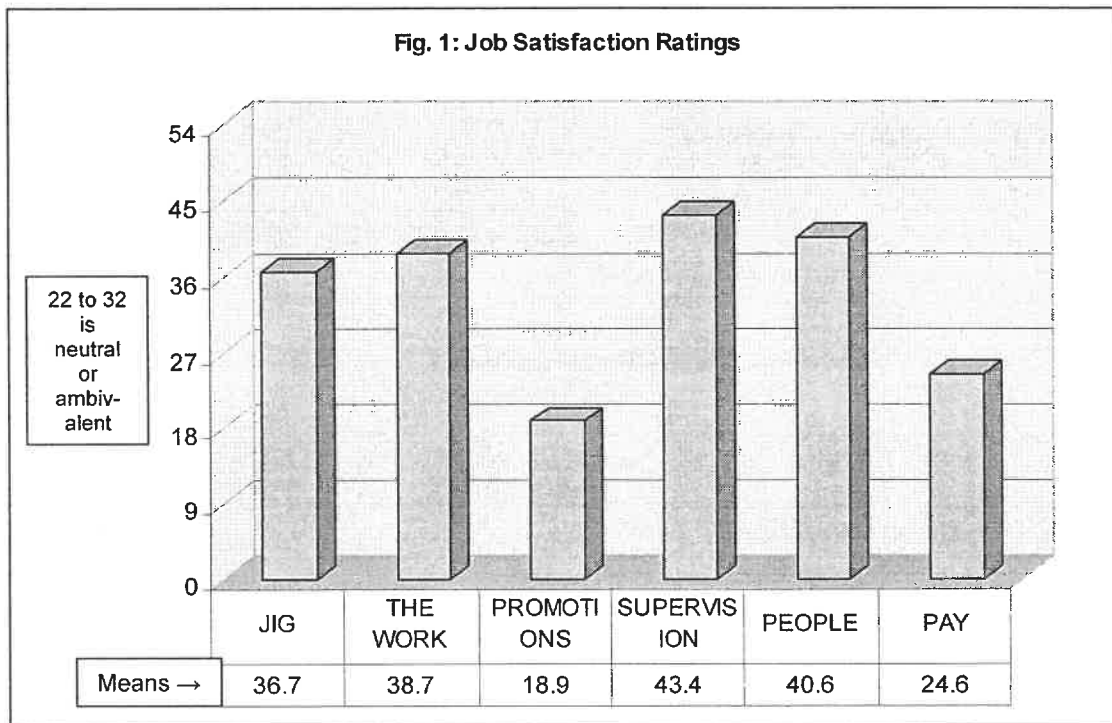
While the above information describes the relative assessments of the six measures of job satisfaction *within* DCD, comparisons of these ratings with those in other government organizations in the JDI normative data may be useful.

- Compared to employees in the other government organizations, DCD employees, on average, rated their satisfaction with their Job in General at the 36th percentile.[4] In other words, the mean ratings by DCD employees of their overall job satisfaction were higher than only 35 percent of the mean ratings by employees in the national norm group of government organizations. Using this *external* benchmark, there is obviously room for substantial improvement in

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[3] Standard Deviation ("SD" or "Std. Deviation" in this Report) is a measure of how much the *individual* ratings tended to vary from the mean rating; a lower number indicates closer to the mean (or more agreement among respondents), while a higher number points to farther from the mean (less agreement).
[4] The "Percentile Equivalent[s] Among Government Organizations" are from national norm tables in the Appendices of the Users Manual for the JDI and Job in General Scales (Balzer, et al, 2000).

general job satisfaction within DCD.

- DCD employees' ratings of their satisfaction with Opportunities for Promotion, with Supervision, and with People in Your Present Job were, respectively, equivalent to the 70th, 67th and 60th percentiles among government employees— *slightly above average.*

- DCD employees rated their satisfaction with Work on the Present Job at the 47 percentile, and satisfaction with Pay[5] at the 50th percentile—close the mid-point.

Another, perhaps even more useful analysis, is to examine how the five facets of job satisfaction *correlate* with overall job satisfaction among DCD employees. For if we can determine that particular *facets* of job satisfaction tend to correlate in the same direction as *overall* job satisfaction, they may provide clues about how to increase overall job satisfaction.

To examine these potential correlations, we analyzed the relationships among the six job satisfaction measures using the widely-applied Pearson Correlation procedure.[6] Table 7 presents the results of that examination.

- The *strongest* correlation of Job in General was with Work in the Present Job (Correlation = .638**).

- Job in General was also significantly correlated with People in Your Present Job (Correlation = .516**), Opportunities for Promotion (Correlation = .322**), and Supervision (Correlation = .246*).

- There was an *apparent* correlation of Job in General satisfaction was with Pay, but it was *not* significant.[7] (Correlation = .151, Sig. = .231)

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[5] We mistakenly omitted from one descriptive item, "Bad," from the nine items comprising the Pay measure in the DCD Survey. Therefore, in scoring the Pay measure, we included "Bad" as though it had been rated as "?" by all employees. This had the effect of "neutralizing" the omission. Alternatively, if *all* employees had rated Bad as "Yes," the result for the entire Pay measure would have been the equivalent to the 43rd percentile. Conversely, if Bad had been rated as "No" by all employees, the result would have been equivalent to the 56th percentile. Both alternatives were very improbable. In any case, there was no effect on any of the subsequent correlations of the Pay measure with other variables, since adding a constant (in this case, the rating of the item Bad by all employees as "?") to a variable has no effect on correlations.

[6] The "Pearson Correlation" is a statistical measure of the degree of association between two variables. It can range from a perfect + 1.0 to a perfect − 1.0, but seldom is a correlation perfect. In survey work, correlations may be considered "strong" if above .40, "moderate" between .20 to .40, and "weak" below .20. When squared, a correlation may be said to explain, or account for, a percentage of the variance between the two variables. For example, if Variable A has a correlation of .50 with Variable B, Variable A "explains" or "accounts for" 25 percent (.50 x .50 = .25) of the variance in Variable B. When using correlations, another useful statistic is "significance," which is the *probability* that an observed correlation is due to chance or error, rather than being a true relationship. In survey work, a probability of less than .05 (1 out of 20) due to chance or error is considered "statistically significant," expressed in the tables of this Report right after the correlation as "*" (meaning significant at the .05 level) or as "**" (meaning significant at the .01 level). Significance is also noted in the tables as "Sig (2-tailed)", which is the probability of chance or error expressed in units of one-thousandths (regardless of whether the correlation is positive or negative, i.e., 2-tailed). ("N" in the tables refers to the sample size.)

Table 7
Correlations of Job in General
with Facets of Job Satisfaction

		Job in General
Job in General	Pearson Correlation	1
	Sig. (2-tailed)	
	N	65
Supervision	Pearson Correlation	.246(*)
	Sig. (2-tailed)	.048
	N	65
People on Your Present Job	Pearson Correlation	.516(**)
	Sig. (2-tailed)	.000
	N	65
Work on the Present Job	Pearson Correlation	.638(**)
	Sig. (2-tailed)	.000
	N	65
Opportunities for Promotion	Pearson Correlation	.322(**)
	Sig. (2-tailed)	.009
	N	65
Pay	Pearson Correlation	.151
	Sig. (2-tailed)	.231
	N	65

* Correlation is significant at the 0.05 level (2-tailed).
** Correlation is significant at the 0.01 level (2-tailed).

This examination suggests that in terms of the *facets* of job satisfaction, the biggest opportunities for increasing *overall* job satisfaction among DCD employees *may* be, in order, in the areas of:
- Job enrichment (making jobs more varied, interesting, and challenging)
- Relationships among co-workers (People on Your Present Job)
- Promotional opportunities and career development, and
- Supervision and leadership.

Analyses of variances ("ANOVA") were done to determine whether there were significant differences in Job in General satisfaction among DCD employees due to Division, gender, or broad job category (i.e., whether a manager/supervisor). There was none. There were also no affects on Job in General satisfaction due to length of service in DCD or to one's level in the organization (as described in general terms in the Survey).

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[7] Statistical significance is *more likely* when sample size is *large* and variance is *small*, and *less likely* when sample size is *small* and variance is *large*.

Organizational Commitment

Organizational commitment describes how an employee relates to her/his employer in terms of values, allegiance, motivation, and pride. It often predicts employee retention, intentions to quit, job performance, and job satisfaction itself. (See for example: Kammeyer-Mueller an, 2005; Bentein, 2005; and Mowday, Steers & Porter, 1979).

To measure organizational commitment, we used the "Organizational Commitment Questionnaire." One of its principal architects, Robert T. Mowday, Professor of Management, University of Oregon, graciously granted us permission to use this instrument for this study at no charge. The Organizational Commitment Questionnaire has been used and researched for many years, and provides the benefits of reliability, validity, and normative data for comparison with the results from this Survey for DCD (Mowday, et al, 1979).

The 15 items comprising the Organizational Commitment Questionnaire and the results of the ratings by DCD employees appear in Table A2 in the Appendix.

Employees were asked how much they agreed with each statement, using the seven-point scale ranging from "Strongly disagree = 1" to "Strongly agree = 7," with a mid-point of "Neither disagree or agree = 4". (The full scale is shown at the bottom of Table A2.) We obtained complete Organizational Commitment ratings by 64 of the 66 employees. The Organizational Commitment ratings were computed by first reverse scoring the six negatively-worded statements, then summing the ratings of all 15 items and dividing the result by 15 to derive the overall rating. The results are summarized as follows.

- *Overall, DCD employees were neutral or ambivalent about their organizational commitment.* The mean overall rating was 4.12 (SD = .959), very near the mid-point of "Neither disagree or agree" on the scale.

- *Organizational Commitment ratings by females were significantly lower than by males, overall and for several items.* Respective mean *overall* ratings were 4.42 and 3.84; Sig. = 013.

- By far, the two highest-rated items were:

    ... "I am willing to put in a great deal of effort beyond that normally expected in order to help this organization be successful" (5.89); and

    ... "I really care about the fate of this organization" (5.59).

- The lowest-rated Organizational Commitment items were:

    ... "Deciding to work for this organization was a definite mistake on my part." (2.42; reverse scored)

    ... "I would accept almost any type of job assignment in order to keep working for this organization." (3.06)

... "I feel very little loyalty to this organization." (3.38; reverse-scored)

Normative data for the Organizational Commitment Questionnaire contain reference points that may be useful for comparisons.

- Organizational Commitment ratings by DCD employees were *below average* (at only the 33rd percentile) compared to ratings by the other pubic employees.[8]

- Lower ratings of Organizational Commitment by DCD females than males was consistent with, but more pronounced than, gender differences in all types of other organizations.[9]

Organizational Commitment was negatively and significantly correlated (-.561**) with whether DCD employees answered "yes" or "no" to the question: "Currently, are you looking for another job?" The mean ratings were significantly lower (3.55) by the 23 who answered "yes" than by the 22 who answered "no" (4.60),as shown in Table 8 below. (There was also a significant difference in the respective mean ratings of Job in General satisfaction, also shown in Table 8.)

Table 8
Mean Organizational Commitment Ratings
and Whether Employees Are Currently Looking for Another Job

	LOOKING	N	Means
Organizational Commitment	No	22	4.5970
	Yes	23	3.5507
Job in General	No	22	40.4091
	Yes	23	31.6957

Analyses of variances were done to determine whether there were significant differences in Organizational Commitment among DCD employees due to Division or broad job category (i.e., whether a manager/supervisor). There was none. There was also no difference in Organizational Commitment due to one's level in the organization or length of service.

There were, however, other informative relationships between Organizational Commitment and other variables in this Survey. Those are discussed below in the section, Organizational Ratings ("Other Issues").

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[8] A sample of 569 public employees who worked for six governmental agencies of a Midwestern state. The agencies included hospitals, social service, budgetary, and licensing agencies. The mean Organizational Commitment rating by those employees was 4.5 (Std. Deviation = .90).
[9] Ratings by DCD females were only at the 19th percentile, and ratings by DCD males were at the 40th percentile, of the respective ratings by gender across all organizations (consisting of 978 males and 1,530 females).

Organization Ratings ("Other Issues")

The Survey contained a section titled "Other Issues," with 14 questions covering: organizational mission and goals; training and learning; wherewithal to do the job; appreciation for work done well; and customer service. Collectively, we refer to those issues here as "Organization Ratings."

Frequency response tables for those 14 questions appear in the Appendix as Tables A3.1 to A3.15.

We configured the 14 items in that section into five measures consisting of related items: LEARNING, MISSION, SERVICE, APPRECIATED, and TOOLS. The mean ratings for those five measures, and for the items which comprise them, are shown in Table 9 on the next page. Means for males and females are also shown, because women rated many of the issues significantly lower (noted by * at the .05 level, and by ** at the .001 level) than did males.

We computed correlations of each of these five measures with Organizational Commitment, Job in General satisfaction, and the question, "Currently are you looking for another job?"[10] Those results are detailed in Table A4 in the Appendix and summarized immediately below. They point to areas of work life improvement in DCD.

- Of the five measures, LEARNING, followed by MISSION, were correlated most strongly with Organizational Commitment, Job in General satisfaction, and not looking for another job.

- The other three measures—APPRECIATED, SERVICE, and TOOLS—also correlated strongly to moderately with Organizational Commitment, Job in General satisfaction, and not looking for another job.

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[10] We also computed an equally-weighted, combined average across the five measures and labeled it Organization Rating. The mean was 5.02, Std. Deviation was 1.02, and Coefficient Alpha (a measure of internal consistency) was .789. The correlations of this combined measure were .631** with Organizational Commitment, ,640** with Job in General Satisfaction, and -.359 with looking for another job; all of these correlations suggested convergent validity of this combined measure.

Table 9
Organization Ratings (Other Issues)

	Total Mean	Total N	Male Mean	Male N	Female Mean	Female N
SERVICE**	**5.32**	**64**	**5.85**	**31**	**4.83**	**33**
Customer service is among our organization's highest priorities.	5.98	64	6.23	31	5.76	33
We provide excellent service to customers, given the laws we have.**	5.30	64	5.94	31	4.70	33
Most customers would say we give excellent service, given the laws we have.**	4.69	64	5.39	31	4.03	33
MISSION**	**5.30**	**63**	**5.75**	**30**	**4.89**	**33**
I have a clear understanding of our organization's mission and goals.	4.86	64	5.26	31	4.48	33
My work is important to accomplishing our organization's mission and goals.*	6.03	63	6.37	30	5.73	33
I know the performance expected of me.	5.66	64	5.87	31	5.45	33
At work, I daily get to do what I do best.**	4.53	64	5.19	31	3.91	33
LEARNING*	**5.10**	**63**	**5.48**	**30**	**4.76**	**33**
I have the training I need to do my work well.	5.21	63	5.63	30	4.82	33
I continue to learn and grow in my job.	5.67	64	5.87	31	5.48	33
Our organization uses mistakes primarily for learning rather than criticism.	4.42	64	4.90	31	3.97	33
APPRECIATED	**5.00**	**64**	**5.29**	**31**	**4.73**	**33**
I feel appreciated for the work I do.*	5.00	64	5.52	31	4.52	33
When I do good work, someone higher up in the organization tells me so.	5.00	64	5.06	31	4.94	33
TOOLS	**4.36**	**63**	**4.68**	**31**	**4.05**	**32**
I have the equipment and materials I need to do my job well.	4.28	64	4.58	31	4.00	33
The information systems help me do my job well.	4.48	63	4.77	31	4.19	32

7-point Agreement Scale: Strongly disagree = 1; Moderately disagree = 2;
Slightly disagree = 3; Neither disagree or agree = 4;
Slightly agree = 5; Moderately agree = 6; Strongly agree = 7

Stress at Work

The Stress at Work section of the Survey is also from Bowling Green State University. It is composed of two separate, but related, stress measures, PRESSURE and THREAT:

PRESSURE:
- Demanding
- Pressured
- Hectic
- Calm (R)
- Relaxed (R)
- Many things stressful
- Pushed
  (R = Reverse-scored)

THREAT:
- Irritating
- Under control (R)
- Nerve racking
- Hassled
- Comfortable (R)
- More stressful than I'd like
- Smooth running (R)
- Overwhelming

In scoring these two measures, "Yes" = 2, "No" = 0, and "?" = 1 (for R items, "Yes" = 0, "No" = 2, and "?" = 1). Then, the items are summed. The respective maximum ratings are 14 and 16, with mid-points of 7 and 8.

The mean ratings obtained are shown in Table 10. In the Appendix, Tables A5.1 and A.5.2 contain the item means.

Table 10
PRESSURE AND THREAT RATINGS

	N	Minimum	Maximum	Mean	Std. Deviation
PRESSURE	63	2	14	6.06	2.951
THREAT	65	5	14	9.23	2.422
Valid N (listwise)	63				

These mean ratings of the two measures were within about one-point of the mid-points of 7 and 8 on the measures. These two measures have not been researched as extensively as the Job Descriptive Index, and they have no normative data for comparison.

We correlated the two measures with all of the job satisfaction measures in this Survey, with Organizational Commitment, and the question asking, "Currently, are you looking for another job?"

- PRESSURE and THREAT correlated moderately (.266* and .330**, respectively) with Job in General satisfaction.

- THREAT also correlated moderately (.272*) with People in Your Present Job.

- That these correlations were *positive,* instead of *negative,* is contrary to the preponderance of research on the relationship between job satisfaction and stress. (See for example, Ostroff, 1993.)

- In view of this contrary finding, perhaps these two stress-related measures will be of use only as baselines against which to measure progress of DCD in the future.

Attraction to, and leaving, DCD, and employees' ideas for improving DCD services and work life

At the end of the Survey, there were six open-ended questions:
- What attracted you to work for DCD in the first place?
- What might cause you to want to leave DCD?
- What would you miss most about DCD if you left?
- What do you think needs to be done to provide better services to DCD's customers?
- What do you think needs to be done to improve the quality of work life in DCD?
- Any other suggestions, comments?

Employees' responses appear in the Appendix. The responses are reproduced as submitted, except minor edits for clarification and deletions, or edits, to preserve anonymity or avoid disparaging someone. We encourage you to read those comments, since they provide a richness of insight not found the preceding statistical analyses.

Frequency distributions of responses to the six questions are provided below. Multiple responses by employees were included, so "N" (number of responses) in five of the six tables exceeds the number (66) of employees who completed Surveys.

Table 11
What attracted you to work for DCD in the first place?

Response Categories:	N	Percent	Percent of Cases
Career or professional opportunity	16	17.02	25.81
Location	16	17.02	25.81
Job content	15	15.96	24.19
Community or customer service	9	9.57	14.52
Compensation (pay and/or benefits)	7	7.45	11.29
Other	7	7.45	11.29
Just looking for a job	6	6.38	9.68
Mandatory transfer	5	5.32	8.06
Co-workers	5	5.32	8.06
Job security	3	3.19	4.84
Relocated for quality of life	2	2.13	3.23
Work schedule, flexibility	2	2.13	3.23
Voluntary transfer	1	1.06	1.61
	94	100.00	151.61

Table 12
What might cause you to leave DCD?

Response Categories:	N	Percent	Percent of Cases
Compensation unsatisfactory	16	17.98	27.12
Inconsistent policies or disorganization	10	11.24	16.95
Excessive work load, stress due to short staffing	9	10.11	15.25
Better career opportunity	8	8.99	13.56
Don't want to leave	7	7.87	11.86
Poor leader, manager or supervisor	6	6.74	10.17
Retirement	5	5.62	8.47
Poor direction, guidance or feedback	4	4.49	6.78
Lack of appreciation, respect	4	4.49	6.78
Pressure, interference by Commissioners	2	2.25	3.39
Unfair compensation, admin time practice	2	2.25	3.39
Offer of full-time work	2	2.25	3.39
Job dissatisfaction	1	1.12	1.69
Other	13	14.61	22.03
	89	100.00	150.85

Table 13
What would you miss most about DCD if you left?

Response Categories:	N	Percent	Percent of Cases
Co-workers, people I work with	45	53.57	73.77
Customers, customer service	9	10.71	14.75
My manager or supervisor	8	9.52	13.11
Job itself, satisfaction	8	9.52	13.11
Some co-workers	5	5.95	8.20
Compensation, benefits	2	2.38	3.28
Flexibility, freedom to do the job	2	2.38	3.28
Nothing	2	2.38	3.28
Other	3	3.57	4.92
	84	100.00	137.70

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Table 14
What do you think needs to be done to
provide better services to DCD's customers?

Response Categories:	N	Percent	Percent of Cases
More or adequate staffing	22	25.3	40.0
Customer service training	12	13.8	21.8
Clear policies, consistent application	7	8.0	12.7
Education, information for customers	6	6.9	10.9
Strong, service-oriented managers	6	6.9	10.9
Individual accountability, ownership	4	4.6	7.3
Clearer project plans, reasonable deadlines	4	4.6	7.3
Better balancing of work loads	4	4.6	7.3
Better coordination, communication among	3	3.4	5.5
Better information systems, technology	3	3.4	5.5
Cross-functional training	2	2.3	3.6
Return phone calls faster	2	2.3	3.6
Other training	1	1.1	1.8
Improved employee selection procedures	1	1.1	1.8
Other	10	11.5	18.2
	87	100.0	158.2

Table 15
What do you think needs to be done to improve
the quality of work life in DCD?

Response Categories:	N	Percent	Percent of Cases
More or full staff to mitigate work load	22	21.36	40.74
Competent, stable management	16	15.53	29.63
Individual accountability, good attitude	7	6.80	12.96
Better, more comparable pay	6	5.83	11.11
Improved work planning, direction	6	5.83	11.11
Training	5	4.85	9.26
Adequate work space	5	4.85	9.26
Let staff do their jobs without interference.	5	4.85	9.26
Support staff when they make code-compliant decisions.	5	4.85	9.26
Consistent policies, procedures	3	2.91	5.56
Appreciation, recognition for good work	3	2.91	5.56
Follow-through on org. development recommendations.	2	1.94	3.70
Parking for staff	2	1.94	3.70
Other	16	15.53	29.63
	103	100.00	190.74

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Table 16
Other Suggestions, Comments

Response Categories:	N	Percent	Percent of Cases
Improve personnel policies	7	16.67	28
Improved coordination, communication among Divisions	3	7.14	12
Support staff when they make code-compliant decisions.	3	7.14	12
Positive co-workers	3	7.14	12
Adhere to chain of command	2	4.76	8
Management balance between planning and building disciplines	2	4.76	8
Parking for staff	2	4.76	8
Consistent policies and procedures	1	2.38	4
More and better training	1	2.38	4
More staff	1	2.38	4
Other	17	40.48	68
	42	100.00	168

Possible Opportunities for Improvement

These findings, together with other data from the Survey, point to areas of change to help bring about higher levels of organizational commitment, job satisfaction, and retention (in no particular order):

- Job enrichment (making jobs more varied, interesting, and challenging)
- Relationships among co-workers (People on Your Present Job)
- Promotional opportunities and career development
- Supervision and leadership
- Staff training and development
- Clarity of mission, goals, and performance measurement and feedback
- Employee recognition and rewards
- Equipment, and adequate work space
- Team building and information sharing among Divisions
- Adequate staffing
- Clarity and consistency of policies and procedures
- Fairness of compensation

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**Part 1 Appendices
DCD Employee Opinion Survey**

**Department of Community Development
Employee Opinion Survey form**

**Tables A1.1 to A1.6
Job Descriptive Index and Job in General
Mean Ratings of Scales and Items**

**Table A2
Organizational Commitment Ratings**

**Tables A3.1 to A3.15
Organization Rating
("Other Issues" Section of the Survey)
Frequency Responses**

**Table A4
Inter-Correlations of Organization Ratings ("Other Issues")
with Job in General Satisfaction and Organizational Commitment**

**Tables A5.1 and A5.2
Your Stress at Work
Mean Ratings of Scales and Items**

**Employees' Responses to
Open-ended Questions in the
Employee Opinion Survey**

Dear DCD Employees:

This opinion survey is being done as part of the current effort by the Board of County Commissioners and me to strengthen DCD and enhance your work environment. Two independent consultants working under my direction, Steve Bauer and Casey Jones, will collect and analyze the data, and report the survey results.

The survey report will be available to all DCD employees. Jim Bolger and Division managers will discuss the results with employees in each Division, ask for suggestions about how to make improvements, consider those suggestions, and prepare action plans to implement the accepted suggestions.

The survey asks your views on your work, promotional opportunities, supervision, coworkers, job satisfaction, stress, organizational commitment, and a variety of other issues. Published research indicates important links of these measures to retention and performance of employees. Most of the measures are widely used and will allow comparisons with national data.

The background information you give on page 4 will enable analysis of data by Division, job level, time on the job, and from other vantage points. That information will not be used to identify individuals. I assure you that your answers will not be identified by individual in all reports to the County, so please be candid. Thank you for your help with this important effort.

Cris Gears, County Administrator

Work on Present Job

Think of the work you do at present. How well does each of the following words or phrases describe your work? *Circle* (in the columns to the right):

1 for "Yes" if it describes your work
2 for "No" if it does not describe it
3 for "?" if you cannot decide

	Y	N	?
Fascinating	1	2	3
Routine	1	2	3
Satisfying	1	2	3
Boring	1	2	3
Good	1	2	3
Gives sense of accomplishment	1	2	3
Respected	1	2	3
Uncomfortable	1	2	3
Pleasant	1	2	3
Useful	1	2	3
Challenging	1	2	3
Simple	1	2	3
Repetitive	1	2	3
Creative	1	2	3
Dull	1	2	3
Uninteresting	1	2	3
Can see my results	1	2	3
Uses my abilities	1	2	3

Opportunities for Promotion

Think of the opportunities for promotion that you have now. How well does each of the following words or phrases describe these? *Circle*:

1 for "Yes" if it describes your work
2 for "No" if it does not describe it
3 for "?" if you cannot decide

	Y	N	?
Good opportunities for promotion	1	2	3
Opportunities somewhat limited	1	2	3
Promotion on ability	1	2	3
Dead-end job	1	2	3
Good chance for promotion	1	2	3
Unfair promotion policy	1	2	3
Infrequent promotions	1	2	3
Regular promotions	1	2	3
Fairly good chance for promotion	1	2	3

Supervision

Think of the kind of supervision that you get on your job. How well does each of the following words or phrases describe this? Circle (in the columns to the right):

1 for "Yes" if it describes your work
2 for "No" if it does not describe it
3 for "?" if you cannot decide

	Y	N	?
Asks my advice	1	2	3
Hard to please	1	2	3
Impolite	1	2	3
Praises good work	1	2	3
Tactful	1	2	3
Influential	1	2	3
Up-to-date	1	2	3
Doesn't supervise enough	1	2	3
Has favorites	1	2	3
Tells me where I stand	1	2	3
Annoying	1	2	3
Stubborn	1	2	3
Knows job well	1	2	3
Bad	1	2	3
Intelligent	1	2	3
Poor planner	1	2	3
Around when needed	1	2	3
Lazy	1	2	3

People on Your Present Job

Think of the majority of people with whom you work or meet in connection with your work. How well does each of the following words or phrases describe these people? Circle (in the columns to the right):

1 for "Yes" if it describes your work
2 for "No" if it does not describe it
3 for "?" if you cannot decide

	Y	N	?
Stimulating	1	2	3
Boring	1	2	3
Slow	1	2	3
Helpful	1	2	3
Stupid	1	2	3
Responsible	1	2	3
Fast	1	2	3
Intelligent	1	2	3
Easy to make enemies	1	2	3
Talk too much	1	2	3
Smart	1	2	3
Lazy	1	2	3
Unpleasant	1	2	3
Gossipy	1	2	3
Active	1	2	3
Narrow interests	1	2	3
Loyal	1	2	3
Stubborn	1	2	3

Pay

Think of the pay you get now. How well does each of the following words or phrases describe your present pay? Circle (in the columns to the right):

1 for "Yes" if it describes your work
2 for "No" if it does not describe it
3 for "?" if you cannot decide

	Y	N	?
Income adequate for normal expenses	1	2	3
Fair	1	2	3
Barely live on income	1	2	3
Income provides luxuries	1	2	3
Less than I deserve	1	2	3
Well paid	1	2	3
Insecure	1	2	3
Underpaid	1	2	3

Job In General

Think of your job in general. All in all, what is it like most of the time? How well does each of the following words or phrases describe it? *Circle* (in the columns to the right):

1   for "Yes" if it describes your work
2   for "No" if it does not describe it
3   for "?" if you cannot decide

	Y	N	?
Pleasant	1	2	3
Bad	1	2	3
Ideal	1	2	3
Waste of time	1	2	3
Good	1	2	3
Undesirable	1	2	3
Worthwhile	1	2	3
Worse than most	1	2	3
Acceptable	1	2	3
Superior	1	2	3
Better than most	1	2	3
Disagreeable	1	2	3
Makes me content	1	2	3
Inadequate	1	2	3
Excellent	1	2	3
Rotten	1	2	3
Enjoyable	1	2	3
Poor	1	2	3

The Job In General Scale
© Bowling Green State University, 1982, 1985

Your Stress At Work

Do you find your job stressful? How well does each of the following words or phrases describe your job? *Circle* (in the columns to the right):

1   for "Yes" if it describes your work
2   for "No" if it does not describe it
3   for "?" if you cannot decide

	Y	N	?
Demanding	1	2	3
Pressured	1	2	3
Hectic	1	2	3
Calm	1	2	3
Relaxed	1	2	3
Many things stressful	1	2	3
Pushed	1	2	3
Irritating	1	2	3
Under control	1	2	3
Nerve racking	1	2	3
Hassled	1	2	3
Comfortable	1	2	3
More stressful than I'd like	1	2	3
Smooth running	1	2	3
Overwhelming	1	2	3

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Currently, are you looking for another job?

	1	2	3

Other Issues

Please indicate the degree to which you disagree or agree with each statement below, using this scale and entering your answer to the right of the statement.

Strongly *disagree* = 1
Moderately disagree = 2
Slightly disagree = 3
Neither disagree or agree = 4
Slightly agree = 5
Moderately agree = 6
Strongly agree = 7

	←
I have a clear understanding of our organization's mission and goals.	
My work is important to accomplishing our organization's mission and goals.	
I know the performance expected of me.	
I have the training I need to do my work well.	
I continue to learn and grow in my job.	
Our organization uses mistakes primarily for learning rather than criticism.	
I have the equipment and materials I need to do my job well.	
The information systems help me do my job well.	
At work, I daily get to do what I do best.	
I feel appreciated for the work I do.	
When I do good work, someone higher up in the organization tells me so.	
Customer service is among our organization's highest priorities.	
We provide excellent service to customers, given the laws we have.	
Most customers would say we give excellent service, given the laws we have.	

Organizational Commitment Questionnaire*

Listed below are statements that represent possible feelings that individuals might have about the organization for which they work. With respect to your own feelings about the Department of Community Development, please indicate the degree of your agreement or disagreement with each statement, using this scale and entering your answer to the right of the statement.

Strongly *disagree* = 1
Moderately disagree = 2
Slightly disagree = 3
Neither disagree or agree = 4
Slightly agree = 5
Moderately agree = 6
Strongly agree = 7 ←

*Used with permission of Richard T. Mowday, University of Oregon

Statement	
I am willing to put in a great deal of effort beyond that normally expected in order to help this organization be successful.	
I talk up this organization to my friends as a great organization to work for.	
I feel very little loyalty to this organization.	
I would accept almost any type of job assignment in order to keep working for this organization.	
I find that my values and the organization's values are very similar.	
I am proud to tell others that I am part of this organization.	
I could just as well be working for a different organization as long as the type of work was similar.	
This organization really inspires the very best in me in the way of job performance.	
It would take very little change in my present circumstances to cause me to leave this organization.	
I am extremely glad that I chose this organization to work for over others I was considering at the time I joined.	
There's not too much to be gained by sticking with this organization indefinitely.	
Often, I find it difficult to agree with this organization's policies on important matters relating to its employees.	
I really care about the fate of this organization.	
For me this is the best of all possible organizations for which to work.	
Deciding to work for this organization was a definite mistake on my part.	

Your Background

How many years have your worked in the Department of Community Development?
[ ] < 1 [ ] 2-5 [ ] 6-10 [ ] 11-15 [ ] >15

How many years have you been in your current job?
[ ] ≤ 1 [ ] 2-5 [ ] 6-10 [ ] 11-15 [ ] >15

Assume that there are five (5) levels within your organization, with 1 being the lowest and 5 being the highest. At what level is your job? (Check one below.)

Job Level   [ ] 1 [ ] 2 [ ] 3 [ ] 4 [ ] 5
             Lowest   Highest

Are you a manager/supervisor?
[ ] no [ ] yes

In which Division do you work?
[ ] Administrative Services
[ ] Building
[ ] Community Planning & Growth Mgmt.
[ ] Development Engineering
[ ] Fire Marshal
[ ] Land Use/Environmental Review
[ ] Natural Resources
[ ] Other _____

Are you:
[ ] female or [ ] male?

Are you a:
[ ] permanent or [ ] temporary employee?

On average, what percent of your time during a typical month do you spend dealing directly with the public?
[ ] 0% [ ] 11-25% [ ] 26-50% [ ] 51-75% [ ] 76-100%

What attracted you to work for DCD in the first place?

What might cause you to want to leave DCD?

What would you miss most about DCD if you left?

What do you think needs to be done to provide better services to DCD's customers?

What do you think needs to be done to improve the quality of work life in DCD?

Any other suggestions, comments?

Table A1
Job Satisfaction Ratings

	N	Minimum	Maximum	Mean	Std. Deviation
Job in General	65	6.00	54.00	36.6923	11.22626
Work on the Present Job	65	9.00	54.00	38.7231	10.63971
Supervision	65	8.00	54.00	43.4154	10.50876
People on Your Present Job	65	10.00	54.00	40.6308	10.47552
Pay[x]	53	2.00	50.00	24.6792	12.90166
Opportunities for Promotion	65	.00	54.00	18.8923	14.05361
Valid N (listwise)	53				

Table A1.1
Work on the Present Job

	N	Mean
Work on the Present Job	65	38.7231
Useful	65	2.78
Boring (R = Reverse scored)	65	2.65
Challenging	65	2.62
Dull (R)	65	2.60
Good	64	2.56
Uninteresting (R)	65	2.55
Simple (R)	65	2.46
Can see my results	65	2.35
Gives sense of accomplishment	65	2.29
Uses my abilities	65	2.22
Satisfying	65	1.98
Uncomfortable (R)	65	1.98
Pleasant	64	1.81
Repetitive (R)	65	1.75
Respected	64	1.69
Creative	65	1.54
Routine (R)	65	1.52
Fascinating	66	1.42
Valid N (listwise)	62	

Rating Scale: Yes = 3, No = 0, ? = 1
Work

Table A1.2
Pay

	N	Mean
Pay[x]	53	24.6792
Barely live on income (R)	65	2.14
Insecure (R)	65	2.06
Fair	65	1.75
Income adequate for normal expenses	55	1.67
Underpaid (R)	65	1.20
Less than I deserve (R)	65	1.15
Bad (R)	65	1.00
Well paid	64	.92
Income provides luxuries	64	.47
Valid N (listwise)	53	

Rating Scale: Yes = 3, No = 0, ? = 1
Pay[x} = Sum of Item means times 2

Table A1.3
Opportunities for Promotion

	N	Mean
Opportunities for Promotion	65	18.8923
Dead-end job (R)	65	1.97
Unfair promotion policy (R)	65	1.75
Promotion on ability	65	1.14
Fairly good chance for promotion	65	.91
Infrequent promotions (R)	65	.89
Good chance for promotion	65	.82
Regular promotions	65	.75
Good opportunities for promotion	66	.71
Opportunities somewhat limited (R)	65	.49
Valid N (listwise)	65	

Rating Scale: Yes = 3, No = 0, ? = 1
Opportunities for Promotion = Sum of Item means times 2

Table A1.4
Supervision

	N	Mean
Supervision	65	43.4154
Lazy (R)	65	2.82
Annoying (R)	65	2.75
Bad (R)	65	2.74
Impolite (R)	65	2.71
Intelligent	65	2.66
Praises good work	65	2.63
Tactful	65	2.62
Hard to please (R)	65	2.57
Asks for my advice	65	2.55
Stubborn (R)	65	2.38
Knows job well	65	2.31
Poor planner (R)	65	2.23
Up-to-date	65	2.22
Has favorites (R)	65	2.15
Influential	65	2.14
Doesn't supervise enough (R)	65	2.08
Tells me where I stand	65	2.00
Around when needed	65	1.86
Valid N (listwise)	65	

Rating Scale: Yes = 3, No = 0, ? = 1

Table A1.5
People in Your Present Job

	N	Mean
People on Your Present Job	65	40.6308
Stupid (R)	65	2.88
Boring (R)	65	2.77
Smart	65	2.69
Intelligent	65	2.65
Unpleasant (R)	65	2.62
Lazy (R)	65	2.60
Slow (R)	65	2.51
Helpful	65	2.49
Talk too much (R)	65	2.34
Responsible	63	2.33
Active	64	2.27
Stimulating	65	2.12
Narrow interests (R)	65	2.03
Easy to make enemies (R)	65	2.00
Loyal	64	1.86
Stubborn (R)	65	1.82
Gossipy (R)	64	1.45
Fast	65	1.29
Valid N (listwise)	61	

Rating Scale: Yes = 3, No = 0, ? = 1

Table A1.6
Job in General

	N	Mean
Job in General	65	36.6923
Worst than most (R)	65	2.74
Rotten (R)	65	2.66
Acceptable	65	2.66
Waste of time (R)	65	2.63
Bad (R)	65	2.52
Undesirable (R)	65	2.51
Poor (R)	65	2.51
Disagreeable (R)	65	2.43
Worthwhile	65	2.37
Good	64	2.36
Inadequate (R)	65	2.28
Enjoyable	65	2.15
Pleasant	66	2.12
Better than most	65	1.72
Makes me content	65	1.40
Ideal	65	.58
Excellent	65	.57
Superior	65	.51
Valid N (listwise)	64	

Rating Scale: Yes = 3, No = 0, ? = 1

Table A2
Organizational Commitment Ratings

	Mean Ratings		
	All Employees	Male	Female
OVERALL RATING (for all 15 items)**	4.12	4.43	3.84
I am willing to put in a great deal of effort beyond that normally expected in order to help this organization be successful.*	5.89	6.29	5.52
I really care about the fate of this organization.	5.59	5.55	5.64
Often, I find it difficult to agree with this organization's policies on important matters relating to its employees.*	4.63	4.13	5.09
I am extremely glad that I chose this organization to work for over others I was considering at the time I joined.*	4.56	5.03	4.12
I could just as well be working for a different organization as long as the type of work was similar.* (R)	4.50	5.03	4.00
I am proud to tell others that I am part of this organization.*	4.48	5.06	3.94
I talk up this organization to my friends as a great organization to work for.*	4.19	4.74	3.67
This organization really inspires me the very best in me in the way of job performance.**	4.11	4.74	3.52
I find that my values and the organization's values are very similar.**	4.08	4.74	3.45
It would take very little change in my present circumstances to cause me to leave this organization. (R)	4.02	3.74	4.27
There's not too much to be gained by sticking with this organization indefinitely. (R)	3.97	3.61	4.30
For me this is the best of all possible organizations for which to work.**	3.95	4.65	3.30
I feel very little loyalty to this organization. (R)	3.38	3.32	3.44
I would accept almost any type of job assignment in order to keep working for this organization.	3.06	3.48	2.67
Deciding to work for this organization was a definite mistake on my part. (R = Reverse scored)	2.42	1.94	2.88

Rating Scale: Strongly disagree = 1; Moderately disagree = 2; Slightly disagree = 3;
Neither disagree or agree = 4; Slightly agree = 5; Moderately agree = 6; Strongly agree = 7
"(R)" means item is reverse-scored

*   Difference between males and females is significant at the 0.05 level.
** Difference between males and females is significant at the 0.01 level.

Tables A3.1 to A3.15
Organization Rating ("Other Issues" Section of the Survey)
Frequency Responses

Scale for Tables A31 to A3.15
Strongly disagree = 1; Moderately disagree = 2; Slightly disagree = 3;
Neither disagree or agree = 4; Slightly agree = 5;
Moderately agree = 6; Strongly agree = 7

Table A3.1
Customer service is among our organization's highest priorities.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	1	1.5	1.5	1.5
	3	4	6.1	6.1	7.6
	4	5	7.6	7.6	15.2
	5	11	16.7	16.7	31.8
	6	10	15.2	15.2	47.0
	7	35	53.0	53.0	100.0
	Total	66	100.0	100.0	

Table A3.2
We provide excellent service to customers, given the laws we have.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	4	6.1	6.1	6.1
	3	7	10.6	10.6	16.7
	4	6	9.1	9.1	25.8
	5	14	21.2	21.2	47.0
	6	18	27.3	27.3	74.2
	7	17	25.8	25.8	100.0
	Total	66	100.0	100.0	

Table A3.3
Most customers would say we give excellent service, given the laws we have.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	4	6.1	6.1	6.1
	2	7	10.6	10.6	16.7
	3	5	7.6	7.6	24.2
	4	10	15.2	15.2	39.4
	5	9	13.6	13.6	53.0
	6	25	37.9	37.9	90.9
	7	6	9.1	9.1	100.0
	Total	66	100.0	100.0	

Table A3.4
I have a clear understanding of our organization's mission and goals.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	5	7.6	7.6	7.6
	2	6	9.1	9.1	16.7
	3	4	6.1	6.1	22.7
	4	7	10.6	10.6	33.3
	5	12	18.2	18.2	51.5
	6	20	30.3	30.3	81.8
	7	12	18.2	18.2	100.0
	Total	66	100.0	100.0	

Table A3.5
My work is important to accomplishing our organization's mission and goals.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	1	1.5	1.5	1.5
	3	2	3.0	3.1	4.6
	4	6	9.1	9.2	13.8
	5	7	10.6	10.8	24.6
	6	17	25.8	26.2	50.8
	7	32	48.5	49.2	100.0
	Total	65	98.5	100.0	
Missing	System	1	1.5		
Total		66	100.0		

Table A3.6
I know the performance expected of me.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	1	1.5	1.5	1.5
	2	4	6.1	6.1	7.6
	3	4	6.1	6.1	13.6
	4	5	7.6	7.6	21.2
	5	9	13.6	13.6	34.8
	6	13	19.7	19.7	54.5
	7	30	45.5	45.5	100.0
	Total	66	100.0	100.0	

Table A3.7
At work, I daily get to do what I do best.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	5	7.6	7.6	7.6
	2	8	12.1	12.1	19.7
	3	7	10.6	10.6	30.3
	4	9	13.6	13.6	43.9
	5	12	18.2	18.2	62.1
	6	17	25.8	25.8	87.9
	7	8	12.1	12.1	100.0
	Total	66	100.0	100.0	

Table A3.8
I have the training I need to do my work well.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	4	6.1	6.2	6.2
	2	5	7.6	7.7	13.8
	3	5	7.6	7.7	21.5
	4	4	6.1	6.2	27.7
	5	11	16.7	16.9	44.6
	6	13	19.7	20.0	64.6
	7	23	34.8	35.4	100.0
	Total	65	98.5	100.0	
Missing	System	1	1.5		
Total		66	100.0		

Table A3.9
I continue to learn and grow in my job.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	2	3.0	3.0	3.0
	2	2	3.0	3.0	6.1
	3	2	3.0	3.0	9.1
	4	5	7.6	7.6	16.7
	5	13	19.7	19.7	36.4
	6	17	25.8	25.8	62.1
	7	25	37.9	37.9	100.0
	Total	66	100.0	100.0	

Table A3.10
Our organization uses mistakes primarily for learning rather than criticism.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	11	16.7	16.7	16.7
	2	5	7.6	7.6	24.2
	3	3	4.5	4.5	28.8
	4	9	13.6	13.6	42.4
	5	13	19.7	19.7	62.1
	6	17	25.8	25.8	87.9
	7	8	12.1	12.1	100.0
	Total	66	100.0	100.0	

Table A3.11
I feel appreciated for the work I do.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	4	6.1	6.1	6.1
	2	4	6.1	6.1	12.1
	3	6	9.1	9.1	21.2
	4	8	12.1	12.1	33.3
	5	11	16.7	16.7	50.0
	6	18	27.3	27.3	77.3
	7	15	22.7	22.7	100.0
	Total	66	100.0	100.0	

Table A3.12
When I do good work, someone higher up in the organization tells me so.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	4	6.1	6.1	6.1
	2	5	7.6	7.6	13.6
	3	5	7.6	7.6	21.2
	4	7	10.6	10.6	31.8
	5	12	18.2	18.2	50.0
	6	18	27.3	27.3	77.3
	7	15	22.7	22.7	100.0
	Total	66	100.0	100.0	

Table A3.13
I have the equipment and materials I need to do my job well.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	9	13.6	13.6	13.6
	2	12	18.2	18.2	31.8
	3	6	9.1	9.1	40.9
	4	4	6.1	6.1	47.0
	5	9	13.6	13.6	60.6
	6	16	24.2	24.2	84.8
	7	10	15.2	15.2	100.0
	Total	66	100.0	100.0	

Table A3.14
The information systems help me do my job well.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	4	6.1	6.2	6.2
	2	9	13.6	13.8	20.0
	3	3	4.5	4.6	24.6
	4	13	19.7	20.0	44.6
	5	11	16.7	16.9	61.5
	6	23	34.8	35.4	96.9
	7	2	3.0	3.1	100.0
	Total	65	98.5	100.0	
Missing	System	1	1.5		
Total		66	100.0		

Table A3.15
Percent of Respondents to Agreed
to Some Degree (Rated 5, 6 or 7) with
Organization Rating ("Other Issue") Items

	Percent Who Agreed
SERVICE	
Customer service is among our organization's highest priorities.	84.8
We provide excellent service to customers, given the laws we have.	74.2
Most customers would say we give excellent service, given the laws we have.	61.6
MISSION	
I have a clear understanding of our organization's mission and goals.	66.7
My work is important to accomplishing our organization's mission and goals.	86.2
I know the performance expected of me.	78.8
At work, I daily get to do what I do best.	56.1
LEARNING	
I have the training I need to do my work well.	72.3
I continue to learn and grow in my job.	83.3
Our organization uses mistakes primarily for learning rather than criticism.	57.6
APPRECIATED	
I feel appreciated for the work I do.	87.9
When I do good work, someone higher up in the organization tells me so.	68.2
TOOLS	
I have the equipment and materials I need to do my job well.	53.0
The information systems help me do my job well.	55.4

Table A4
Inter-Correlations of Organization Rating ("Other Issues")
with Job in General Satisfaction and Organizational Commitment

		Job in General	Organizational Commitment	Currently, are you looking for another job?	LEARNING	TOOLS	APPRECIATED	SERVICE	MISSION
Job in General	Pearson Correlation	1	.724(**)	-.393(**)	.686(**)	.377(**)	.361(**)	.412(**)	.420(**)
	Sig. (2-tailed)		.000	.008	.000	.002	.003	.001	.001
	N	65	65	45	64	64	65	65	64
Organizational Commitment	Pearson Correlation	.724(**)	1	-.561(**)	.605(**)	.355(**)	.420(**)	.403(**)	.501(**)
	Sig. (2-tailed)	.000		.000	.000	.004	.000	.001	.000
	N	65	66	45	65	65	65	66	65
Currently, are you looking for another job?	Pearson Correlation	-.393(**)	-.561(**)	1	-.358(*)	-.247	-.106	-.322(*)	-.392(**)
	Sig. (2-tailed)	.008	.000		.016	.106	.489	.031	.008
	N	45	45	45	45	44	45	45	44
LEARNING	Pearson Correlation	.686(**)	.605(**)	-.358(*)	1	.521(**)	.389(**)	.429(**)	.508(**)
	Sig. (2-tailed)	.000	.000	.016		.000	.001	.000	.000
	N	64	65	45	65	64	65	65	64
TOOLS	Pearson Correlation	.377(**)	.355(**)	-.247	.521(**)	1	.269(*)	.455(**)	.456(**)
	Sig. (2-tailed)	.002	.004	.106	.000		.030	.000	.000
	N	64	65	44	64	65	65	65	64
APPRECIATED	Pearson Correlation	.361(**)	.420(**)	-.106	.389(**)	.269(*)	1	.241	.360(**)
	Sig. (2-tailed)	.003	.000	.489	.001	.030		.052	.003
	N	65	65	45	65	65	66	66	65
SERVICE	Pearson Correlation	.412(**)	.403(**)	-.322(*)	.429(**)	.455(**)	.241	1	.523(**)
	Sig. (2-tailed)	.001	.001	.031	.000	.000	.052		.000
	N	65	66	45	65	65	66	66	65
MISSION	Pearson Correlation	.420(**)	.501(**)	-.392(**)	.508(**)	.456(**)	.360(**)	.523(**)	1
	Sig. (2-tailed)	.001	.000	.008	.000	.000	.003	.000	
	N	64	65	44	64	64	65	65	65

** Correlation is significant at the 0.01 level (2-tailed).
* Correlation is significant at the 0.05 level (2-tailed).

Tables A5.1 and A5.2
Your Stress at Work
Mean Ratings of Scales and Items

Table A5.1
Pressure Scale

	N	Mean
PRESSURE	63	6.06
Calm (R = Reverse scored)	65	1.71
Relaxed (R)	65	1.66
Pushed	65	.85
Many things stressful	65	.58
Hectic	66	.44
Pressured	63	.41
Demanding	65	.32
Valid N (listwise)	63	

Rating Scale: Yes = 2, No = 0, ? = 1

Table 5.2
Threat Scale

	N	Mean
THREAT	65	9.23
Smooth-running (R)	65	1.40
Nerve-wracking	65	1.32
Hassled	65	1.29
Irritating	65	1.28
Overwhelming	65	1.20
Comfortable (R)	65	1.09
Under Control (R)	65	.83
More stressful than I'd like	65	.82
Valid N (listwise)	65	

Rating Scale: Yes = 2, No = 0, ? = 1

Employee Opinion Survey Responses
to Open-ended Questions

What attracted you to work for DCD in the first place?	<u>Response Category</u>
Career goals	1
Job opening was the next step in my career path at Kitsap County	1
Greater opportunities	1
More professional support	1
Training	1
A different duty/job. Worked in accounting for 9 years. Wanted to expand my knowledge.	1
A change from what I did previously. Wanted to work more on the engineering side.	1
Opportunity to enter fire prevention field	1
Opportunities for promotion	1
Professional advancement	1
Promotional opportunities from where I was	1
Better job	1
I was offered two jobs the same day, and took this one because I saw growth potential.	1
Opportunity	1
Management experience	1
A diverse place to work with potential for growth	1
[Type of] position	2
Greater challenges	2
Work in my field	2
To gain experience in my area of expertise	2
A planning job; needed a job	2
Opportunity to [make] the highest and best use of my knowledge, skills and abilities	2
Challenging work and projects	2
I enjoy working at the county-wide land use level.	2
Job description and scope of work with my background	2
A desired job	2
Job	2
My experience	2
Work	2
The job	2
Position	2
Pay	3
Money	3
Benefits [attracted person to Kitsap County government, not just DCD]	3
Pay	3
Wage freeze at last job	3
Benefits provided for the family (husband self-employed)	3
The money	3
Location	4
Location	4

Pay, benefits	4
Better pay	4
Community	4
The job is local.	4
Didn't want ferry commute	4
Closer to home	4
Pay level enough to give up commute	4
Location and pay: I was commuting to Seattle with a young child and needed to find work close to home.	4
Initially the home town (workplace close to home)	4
I was commuting 2+ hours one way to work; now 15 minutes one way.	4
Area	4
Better pay and benefits than the previous job	4
Proximity to residence	4
Close to home	4
Moved to Kitsap for quality of life	5
Stability	6
Job security	6
[Job] security	6
Opportunity, steady dependable work environment	6
The chance to work for my local government was very appealing to me.	7
There was a "culture" of the staff at that time for really delivering "community development."	7
Volunteer[ed] services	7
Chance to do something different in the public, rather than private, sector	7
Ability to achieve broad public goals	7
The interesting and important work it does for the community	7
My love for customer service	7
County employment	7
The potential to help this Department grow and expand	7
Told to go there	8
Risk management placement [?]	8
We were not attracted to DCD. We were told by [previous] Commissioner X [and Dept. Y] Director, [name omitted] that is what we were going to do.	8
Transferred from Public Works Department. I didn't have a choice.	8
Nothing. My job [elsewhere in Kitsap County government] was eliminated, and I took the only available job at the time in DCD.	8
Transferred in	9
Hours	10
Flexible working hours	10
People	11
The leadership	11
People	11
An ad in the newspaper, working with the same people I had as customers in [related] business.	11
Good staff	11
I was looking for a job.	12

Initial job out of college	12
At first it was just a job opportunity	12
Get out of the job I had	12
Job opening	12
Was looking for work; good job was offered to me.	12
It was still the Public Works [Department] then, and it was a great step forward in terms of a place to work.	90
Familiarity with workplace	90
Widely diverse areas it oversees	90
The prospect of learning exactly how county government works	90
A job posting was given to me by the [DCD] Director.	90
Leverage with my last job	90
I was first hired as a temp volunteer, then was hired on part-time by the County.	90

Category codes:

Career or professional development opportunity	1
Job content	2
Compensation (pay and/or benefits)	3
Location	4
Relocated for quality of life	5
Job security	6
Community or customer service	7
Mandatory transfer (from another Department)	8
Voluntary transfer (from another Department)	9
Work schedule, flexibility	10
Co-workers	11
Just looking for a job	12
Other	90

	Response
What might cause you to want to leave DCD?	Category
$	1
The pay is low compared to the neighboring jurisdictions.	1
The lack of pay	1
Better job with similar pay and benefits	1
Definite: Pay cut, benefit cut, etc	1
Higher pay	1
Low pay	1
Pay raise	1
$	1
Critically limited mechanisms to receive more pay and potential to succeed for more income elsewhere	1
Private sector opportunity with big $	1
If I were offered the same job at higher pay	1
Wage freeze	1
Pay cut	1
Better paying job	1
[If] offered more money	1
Advancement	2
Increase knowledge	2
Better job opportunity	2
New job experience	2
Lack of upward mobility opportunities	2
Other opportunity	2
Greater alignment with professional experience	2
A chance to use my talents again in management, or just about anything	2
Lack of job satisfaction	3
Better management leadership	4
If management gets worse within the main DCD office	4
Management: poor and weak, and lack of consistency in the work place in regards to rules and co-workers	4
Bad leadership	4
The former [employee] returning	4
New supervisor that was not as good	4
The work load is insane.	5
Less stressful job	5
Continued over work of staff and decision [?]	5
Inadequate staffing	5
Insufficient resources	5
Demanding work load	5
Less stressful work environment with similar pay	5
If my work environment doesn't get better	5
Stress	5
Lack of management direction	6
No feedback at all until BOOM, we don't like the job you've been doing.	6
Use of [their] own opinions to make judgments of my supervisory performance, not actually asking anyone [I supervise]	6

Continued direction on present path	6
Lack of consistent policy = stress	7
Lack of organization	7
Better work program structure	7
Excellent-paying position in field in less political, better organized jurisdiction.	7
Poor management policies	7
Organization	7
Unorganized in relation to customer service	7
Unorganized in relation to chain of command (up and down)	7
Unorganized policies and procedures	7
Unorganized training	7
Better working relations with public (more respect) by some community members (especially in public forums)	8
Continued feeling by higher-ups that we are not valued when we go above and beyond every day	8
Don't appreciate my work, never give credit for good things	8
Lack of respect by Director or Board of County Commissioners	8
Illegal actions by Department or Commissioners	9
Pressures from Director or Commissioners	9
Personnel policies are "mean spirited." Several individuals in our section worked many overtime hours last year to help alleviate problems caused by staff shortages. Several of us lost some annual leave due to our "esprit de corps." The four planners in LU/ER did not apply to do this work. We all came to this position as a way out of another position--or as a "accept this job or else."	10
If Personnel [Department] keeps rescinding benefits	10
Full-time position with benefits	11
Not being a permanent employee [This person isn't.]	11
I will work for DCD until I retire at age 60.	12
Retirement	12
Retirement	12
Retirement	12
Too close to retirement. I would have left years ago; should have.	12
Other offer?	13
New location [but still on] west side [of Puget Sound] County or State	13
Job with Public Works [Department]	13
Job within 1 hour commute, same job or advanced position	13
Don't want to leave DCD	13
Death	13
A job equal pay in another department	13
Constant management turnover	90
Type of work	90
Similar opportunity in another organization	90
Lack of work	90
Lottery	90
Disagreeable and devious co-workers	90
I can't	90
Personal attack on my credibility	90
Leave area in general	90

Constant turnover in leadership	90
Leverage for my next job--opportunity	90
Not allowed to have flex hours	90
Work environment	90

Category codes:	
Compensation unsatisfactory	1
Better career opportunity	2
Job dissatisfaction	3
Poor leader, manager, or supervisor	4
Excessive work load, stress due to short staffing	5
Poor direction, guidance or feedback	6
Inconsistent policies or disorganization .	7
Lack appreciation expressed, respect	8
Pressure or interference from Commissioners	9
Unfair compensatory or administrative time practice	10
Offer of full-time work elsewhere	11
Retirement	12
Don't want to leave	13
Just another offer	14
Other	90

What would you miss most about DCD if you left?	Response Category
Co-workers	1
Co-workers	1
Co-workers	1
Co-workers	1
Co-workers	1
Co-workers	1
Co-workers	1
Co-workers	1
Co-workers	1
Co-workers	1
Co-workers; they are very nice and all are/seem hard-working	1
Development Engineering crew	1
Employees	1
Every single co-worker (great crew)	1
Friends I work with in the Department	1
Great group of people in Development Engineering	1
Its people	1
My co-workers	1
My co-workers	1
My co-workers	1
My co-workers	1
My co-workers	1
My staff; they are great	1
People	1
People	1
People and work with	1
People I work with	1
People in organization	1
Personal relationships within Development Engineering	1
Staff	1
Staff	1
Staff	1
Staff of Development Engineering	1
The friends I've made	1
The many wonderful staff members I have had the opportunity to work with	1
The people	1
The people	1
The people	1
The people	1
The people (comrade in arms issues)	1
The people I work with	1
The people I work with	1
The people I work with.	1
The people that I presently work with.	1
The staff	1
A few of the people I work with	2

Some of the other employees	2
Some of the people	2
Some of the people	2
Some of the people	2
Excellent immediate supervisor	3
Manager	3
My immediate supervisor	3
My supervisor	3
People I work for	3
Randy Law and Mike Barth: supportive managers who know what they are doing	3
Some of the camaraderie	3
The manager	3
Customer service--helping others	4
Customers	4
Customers	4
Customers	4
Customers	4
Dealing with the public	4
The satisfaction of helping the public	4
Working with the community	4
Working with the public and helping them navigate our systems	4
Inspections of a wide variety of building projects.	5
Interesting work; being involved and knowing about the Department and community issues	5
Job satisfaction. I really make a difference in the health, welfare, and safety of the county.	5
Not ever being bored at work.	5
The type of work I do	5
The work	5
The work	5
The work topic and subjects, which are great	5
Benefits	6
Steady salary	6
Freedom and flexibility to do my job	7
The freedom of traversing the county in search of well-built structures	7
Nothing	8
Nothing	8
Being the "red-headed step child"	90
Familiarity [with job?]	90
The work ethic	90

Category coding:

Co-workers, or the people I work with	1
Some co-workers	2
Manager or supervisor (mentioned specifically)	3
Customers or customer service	4
The work itself, or job satisfaction	5
Compensation, benefits	6

Flexibility, freedom to do the job	7
Nothing	8
Other	90

What do you think needs to be done to provide better services to DCD's customers?	Response Category
Provide more DCD staff to field calls/emails so that the normal phone response can become 1 to 2 hours, instead of "within next 2 business days."	1
Increase staffing to enable us to do a better job reviewing projects in a more timely manner.	1
More staff	1
Adequate staffing	1
More inspectors	1
All employees are too busy with their tasks at-hand that [they don't] want to [spend time] dealing with the public. Need more employees to lighten loads.	1
Provide additional staff members to service customers.	1
Provide adequate staffing.	1
Staffing levels	1
Hire adequate and trained additional employees.	1
Better staffing	1
More employees	1
More staff	1
More staff resources	1
Biggest thing [happened] last week; now focus on staffing	1
More staff	1
Adding more inspectors to even out the number of inspections	1
Determine if the Department is adequately staffed	1
Fill all [open] positions	1
Recognize the actual needs of the people/customers and accommodate the expected growth.	1
Improve communications between Divisions.	2
Communication within Department	2
Figure out what we are doing and *how* (right hand and left hand know what's going on).	2
Better coordination between departments	2
Better communication	2
Training on customer service: phone etiquette and dealing with customers who are difficult	3
It is *extremely* frustrating to have one person in the entire Department that can answer a general question and have them be sick/too busy in the field for days or weeks on end.	4
Better training on how to do long-range planning	5
DCD-wide training in policies and regulations	5
Better training	5
Better trained staff	5
Training	5
Start by creating well-trained and satisfied staff who could then provide better service with a higher comfort level.	5

Provide training seminars for applicants and consulting engineers in how to prepare permit applications and requirements for storm drainage, traffic, etc--avoid multiple re-submittals by doing it right (or nearly right) the first time	6
More education for the public sector	6
On a broader level: More information needs to be put together into brochure format for different issues and situations.	6
[Customers?] understanding of work load	6
[Realistic] expectations	6
I think we provide good service. I feel the public doesn't understand that we have to comply with the codes.	6
Consistent application of policies and regulations	7
Consistency with everything we handle	7
Formalize and document processes and procedures.	7
Consistency in how we perform our jobs	7
Maybe some written procedures	7
Need to get rid of "favorite" people tactics	7
Org[anization] provide better LOS [Land something?]	8
Improve/manage technology with update information systems.	8
Stronger management	9
Strong *qualified* management. [Deleted to protect individual] Technical aptitude *or* ability to delegate very important. Previous management had neither.	9
Well-trained management	9
Keeping good managers and employees that have institutional memory, etc.	9
Don't put people in management positions who lack education in management.	9
Before DCD employees can care about the customers, DCD employees need to feel cared for and valued first.	9
Management taking more input from staff	9
Reduction of micro-management	9
[The] administration needs to connect and get a clue.	9
Good leadership at the top	9
Trained, capable managers	9
I don't know. Some [extra help] employees are very bitter about the customers.	10
Staff that are committed to excellent customer services, not people that are lazy, frustrate, and bored with their jobs	10
Commitment	10
Try to be as helpful as possible to the customer.	10
Stop telling them "It's not my job" and passing them off.	10
On an individual level: Have [employees] on the front line who are approachable, not moody, dismissive or intimidating. They need to over extend the information they are giving to the public, and take that extra step with them (not act annoyed, be curt and try to get rid of them).	10
Employees that like their jobs	10
Outlined 5-year work program	11
Outlined, clear objectives for projects	11

Reasonable deadlines with associated budget to accomplish tasks/objectives established by the BOCC [Board of County Commissioners]	11
Clear goals for Department (not Critical Areas Ordinance vs. permits)	11
People to respond to phone calls	12
Stricter policy that everyone be required to return calls promptly	12
Avoid taking on work we don't have adequate staff for.	13
More balanced work load	13
Enough time for staff to listen and accommodate all customer needs	13
Limiting the time spent in the office and providing more time for actual inspecting	13
Managers need to get training in hiring practices to fit jobs with people's skills, abilities.	14
Better staffing [qualitatively]	14
Being able to more easily [get] rid of dead weight and replace with better staff	14
Don't work with customer service employees enough to answer	90
Develop professional/client relationships	90
I believe I provide the best customer service possible. I can't speak for my co-workers on their services.	90
No opinion	90
Get us all in the same place.	90
Larger customer greeting	90
Paying higher wages so we have less turnover	90
Decent working atmosphere	90
Listen to the people, take recommendations seriously	90
Better pay	90
A higher level of inspection, with a concern for thoroughness	90
Provide staff work incentives.	90

Category coding:	
More staff or adequate staff	1
Better coordination or communication among Divisions	2
Customer service training	3
Cross-functional training	4
Other Training	5
Information or education for customers	6
Clear policies and consistent application	7
Better information systems and technology	8
Strong, service-oriented leaders	9
Individual accountability, ownership for service	10
Clearer project plans and more reasonable deadlines	11
Return phone calls faster	12
Better balancing of work loads	13
Improved employee selection procedures	14
Other	90

What do you think needs to be done to improve the quality of work life in DCD?	Response Category
More staff will help to alleviate the overworked, stressed-out divisions.	1
Increase staffing.	1
Increase the numbers of staff to deliver better LOS [Land something?].	1
More staff	1
Full staff[ing]	1
Add staff to reduce work loads and stress.	1
More staff	1
Level of work is such that we have little time to do quality control on each other's work, both to protect against mistakes and to promote consistency in review.	1
Better compensation	1
Adequate, comparable compensation	1
Provide adequate staff	1
Staffing levels	1
Adequate staffing	1
Full staffing to help with the stress level of current employees	1
More staff	1
Better pay	1
Need more staff	1
Staffing	1
Balanced work load	1
Work load management	1
More staff	1
Fill all [open] positions.	1
Increase pay.	2
Better pay	2
Adjust pay to compensate staff	2
Pay raises to increase morale	2
Pay more.	2
Revise compensation and leave to be more compatible with neighboring jurisdictions and private sector jobs.	2
A Director for longer than 1 year to see changes being made	3
Strong management	3
Give evidence of stability in the organization.	3
Stronger management	3
Better management	3
Better management	3
Better management	3
Supervisors [who] truly know what we do	3
Employees need to be treated fairly by their supervisors	3
Good management	3
Biggest thing happened [deleted to protect individual] last week	3
Stability in organization	3
Stability	3
Better guidance and supervision.	3
Good leadership at the top	3

Trained, capable managers	3
Consistency in policy and procedure	4
Data base is not used consistently among Departments [Divisions?].	4
Clear policy and be consistent	4
Provide for training opportunities.	5
Better training on how to do long-range planning	5
Provide training in all applications we are expected to use.	5
Cross-train employees.	5
Cross-training	5
More room [to work]	6
Provide adequate working surroundings, *staff space!!*	6
Not moving into a space that is too small for use	6
More [work] space	6
More space for office time	6
For everyone to get along	7
More productive staff	7
Better attitudes by employees	7
Stronger accountability of co-workers. The public is just fine. I can almost expect them to be upset or difficult, but can't handle it from my co-workers or supervisors.	7
Supervisors need to deal with personality conflict issues fairly.	7
Positive attitudes	7
Be more responsible for your work.	7
Act! Don't meet [and] play "happy, happy" games, but identify *WHAT* the issues are and deal with them. Not beating around the bush.	8
Actually use the recommendations you provide to the Commissioners based on this report.	8
Somehow keep the politics out of the project review.	9
Eliminate ability for political[ly]-electeds to directly access lower-level staff in technical decisions.	9
Management being allowed to do their jobs	9
Letting staff members to their jobs	9
The Board of County Commissioners needs to allow us to do our jobs.	9
Unified support of staff	10
Better support from Commissioners' office	10
Provide back up to the workers. When [employees] do code enforcement or make decisions, let the customer know the worker was right.	10
Support staff	10
Protect us from public and political pressure.	10
Outlined 5-year work program	11
Outlined, clear objectives for projects	11
Reasonable deadlines with associated budget to accomplish tasks/objectives established by the BOCC [Board of County Commissioners]	11
Clear guidance	11
Proper planning techniques for larger projects	11
Balance of work load	11
Provide parking	12
Staff parking!!	12

Actually appreciate [staff] when they do a good job.	13
Create incentives where staff is rewarded, appreciated, and they play a larger role in the organization.	13
Recognize the employees' skills and abilities.	13
Environment	90
Tools	90
Update information system to better management of land.	90
Better accommodations (new building in May?)	90
Eliminate provisions for not compensating overtime/admin time	90
A lot: DE [Development Engineering] is good; DCD is not. DCD has people over-worked.	90
[Staff should] get to keep their time off (Admin time issue).	90
Better communication	90
Lower stress level	90
Several improvements [but none listed]	90
Managers that put the welfare of employees *above* customers	90
Better work environment	90
Promotions from within	90
Treat people better	90
Better phones in the office and field	90
In our office there needs to be major changes made [but no specifics given].	90

Category coding:

More, or full, staff to mitigate work load and stress	1
Better, more comparable pay	2
Competent, stable management	3
Consistent policies and procedures	4
Training	5
Adequate work space	6
Individual accountability, good attitude	7
Follow through on recommendations for organizational development	8
Let staff do their jobs without interference	9
Support the staff when we make code-compliant decisions	10
Improved work planning, direction	11
Parking for staff	12
Appreciation, recognition for good work	13
Other	90

Any other suggestions, comments?	Response Category
Written clarification for application of policies and codes that have been questioned and misunderstood by staff and/or the public	1
Communication more, more and cross-training	2
Training: everything is fits and starts; LIS; [there was no follow through [after] a group meeting in March 2004; speaking of mentors, etc. [?]; no follow through	2
Provide training in the budget at a higher level, and with learning incentives.	2
Annual DCD "retreats" to foster sense of community and develop better communication between Divisions	3
Horrible communications between Divisions of DCD	3
Need better coordination within the Department	3
Advise the Board of Commissioners to let the employees do their jobs and stop interfering every time someone comes crying to them.	4
Require that Commissioners on down go through the management chain.	4
Staff needs to have support of upper levels of government for consistency.	5
I have a big fear of the Commissioners from one bad experience and hearing things[,] I am afraid that they have, and will, sell us up the river, and that they will take the public's word on things without checking on the facts and that this is used against us.	5
The Commissioners need to value and trust the judgment of DCD employees, so when an upset citizen comes to them they don't automatically "roll over" and give the customer what they want without consulting the responsible staff member(s) first.	5
Consider dual "directors" to lead permitting and planning for better quality control in those areas.	6
This organization needs a more balanced team of managers; i.e., planners and building.	6
We want free parking!	7
The County should provide adequate parking for its employees and customers. Requiring employees to "street park" is very unprofessional. Also, we require all new and redevelopment activities to provide adequate parking for projects in Kitsap County. The County should live by its own requirements. This need for parking is especially strong because of the rural nature of the County and the limited opportunities to utilize public transportation.	7
Provide more inspection staff, more budget for staffing.	8
Kitsap County needs to improve hiring process--jobs can go months after closing date before interviews begin.	9
Consistency--a Permit Coordinator [elsewhere] in DCD is paid well--a Permit Coordinator in Development Engineering [Division] is a "Permit Tech."	9

Understanding by Personnel [Department] of actual job duties and responsibilities	9
Try to keep the wage and benefit studies to the nearby counties with similar growth and proximity to the greater Puget Sound area, rather than compare us to some small county in eastern Washington or other county with different growth, shoreline, property values, job opportunities, and life style.	9
Please don't just pick the best man or woman for [supervisor], but the one that fits the personality of the type they manage.	9
Better respect to employees from HR/Personnel side of the County	9
Do not transfer staff inter-departmentally unless they are qualified.	9
Honest, thoughtful, and constructive [performance] evaluations	9
Terrific people to work with. Very talented and committed to doing a good job.	10
I love what I do and would love to stay with the organization . . . [but] changes have to be made.	10
Thanks. Look forward to future with DCD.	10
None at this time	90
Get out of the union	90
Not right now. Thank you.	90
Sure lots [but not given]	90
The general attitude towards this survey is "A waste of time; there will be no follow through."	90
Build the organization from within and mentor those already [here],	90
As difficult as it might be, the politically difficult decisions to (perhaps) increase fees to improve revenue, obligate [them] to expand and improve the quantity and quality of staff, support and technical prowess.	90
Perhaps the next phase of investigation could be comparing and contrasting like variables of planning, development and permit departments in other jurisdictions to see how seriously constrained DCD may in fact be.	90
The administration and Commissioners *must* take us seriously!	90
Recognize everyone has a role, and on one is more important.	90
Better benefits and compensation	90
Do not put customer service over policies and procedures.	90
Provide more materials to accomplish the job.	90
Too numerous to mention	90
Too much turnover	90
Too much brown-nosing	90
Not enough honest or integrity, which creates lack of respect for authority and low morale among employees	90
Stop the gossip--negative in nature.	90

Category coding:

Consistent policies and procedures	1
More and better training	2
Improve communication, coordination among DCD Divisions	3
Adhere to the chain of command	4
Support the staff when we make code-compliant decisions	5
Management balance between planning and building disciplines	6
Parking for staff	7
More staff	8
Improve personnel policies	9
Positive re: co-workers, job, future, etc.	10
Other	90

**Part 2
Employee Group Discussions
On Improving Their Work Life**

Introduction

In addition to the Employee Opinion Survey (presented in Part 1), we also gave employees the opportunity to give us unstructured input about their work. This was done in a series of group discussions with employees of each DCD Division without their managers or supervisors. We first asked employees to define the elements of the "best" or "perfect" work environment. Once that list was complete for each group, we then asked the group to compare their actual current work environment in DCD and Kitsap County against the "ideal".

Using this technique allowed us to get two different approaches to the question of how employees view their work environment in both the DCD and the County as a whole. We know that the DCD operates within the broader environment of the County so employees were encouraged to comment on those aspects of County government that affected them. Not surprisingly, the top two items they commented on were the Board of County Commissioners and the Department of Human Resources.

Employees were also asked about their beliefs about customer service. This information will be reported later in a separate report dealing with the topic of customer service and customer satisfaction.

In addition to providing information for this report, the open ended questions contained here and in the written survey provide the DCD with a strong indication of employee's values about their work and work environment, This information could form the basis for development of a set of Core Values that might help improve the culture within DCD.

Overview

Complete details of responses to the two questions are contained in an appendix. This section will provide an overview of responses for the combined DCD of Community Development. The comments here are the comments of the staff and not the conclusions of the consultants. In addition, there were very few statements with "universal" agreement. We have tried to display both sides where they exist but also note those areas where there was substantial agreement.

Specific information from each Division will be shared with DCD and Division Management. This section will cover major results organized in the following categories:

- Board of County Commissioners
- Other County Departments
- DCD Leadership
- Communications
- Co-workers

- Culture
- Flexible Schedule
- Miscellaneous
- Pay/Benefits
- Job Characteristics
- Physical Work Environment
- Policies/Procedures
- Promotions/Advancement/Professional Growth
- Reward/Recognition
- Supervision/Management
- Tools/Technology/Supplies
- Training/Education
- Work Quality
- Workload/Staffing.

Board of County Commissioners

Many DCD staff do not feel appreciated or supported by the Commissioners. There is a sense that the direction of the County is not clear to or clearly communicated to DCD staff. There is also a sense that the County does not work together "as a team". Staff noted feeling that the Commissioners seem quick to assume that they have made mistakes. A number of staff reported that Commissioners did not trust them and intervene in projects or applications the staff is working on; often over-riding staff decision even when staff felt it was complying with the County code. We were also told that the County's development code is much less specific than that of other jurisdictions, requiring a higher level of professional judgment from staff than in those other jurisdictions. While this allows flexibility for both the customer and the County, it also allows more room for disagreement over decisions that are made.

At best, the sense of staff about the Commissioners role might be described as one of benign neglect or indifference.

Other County Departments

When commenting about the County in general, staff feels that there is a lack of good communications and no sense of teamwork toward common County goals. One example was lack of cooperation in finding meeting rooms in other departments.

The one County department that was noted frequently was the Department of Human Resources (Personnel). Uniformly, staff in DCD do not have a positive opinion of Human Resources. The most visible complaint is a widespread sense that HR has used inappropriate "comparables" when conducting salary surveys. DCD staff feel that their work, workload and hiring market are most similar to the nearby counties of Snohomish, Pierce and King. They reject use of smaller, more isolated and rural counties not within a major SMSA.

Beyond this, staff expressed concerns about the rules around use of Administrative Leave and the treatment of Extra Help employees. This category of position, which is used extensively by DCD, is seen as being unfair and discriminatory to the Extra Help employees. DCD itself compounds this feeling because there seems to have no connection between Extra Help employees and filling regular, full time positions. One person noted that DCD hires and trains Extra Help employees and then "wastes" that investment by not moving these employees into regular positions. We were told that employees must work extended periods before obtaining benefits, including pro rata time off. We were also told that one way ("the only way") an Extra Help employee can get a full-time position is by coming to the County with a formal job offer from another employer.

It is important to note that there are two players in this area: 1) The Department of Human Resources and 2) DCD. HR sets the broader environment through the creation of policies and procedures that define the use of Extra Help. DCD interprets, applies and, occasionally, may stretch those policies in ways that seem to negatively impact Extra Help Employees. Employees only see how they are being treated and are not clear whether it is HR or DCD management that are responsible. There is an understandable tendency within DCD to assume that HR is mostly responsible.

In general, the staff does not seem to trust HR and does not see it as helpful or an advocate for staff interests and needs.

Department Leadership

Many of the sentiments about County Commissioners apply to DCD Directors as well. The staff feels that DCD has been in turmoil for years with the churning of DCD Directors since the departure of the long-standing Director, Ron Perkowitz. Staff do not feel there is a clear sense of direction for DCD. They do not think that communications in DCD and between Divisions are very good.

Staff have not felt that DCD management was familiar with their work or supportive of their efforts. Most subordinate managers and supervisors did not feel empowered by the DCD Director. For example, we were told that a complete set of Division evaluations were sent back to the Division Manager after review by the prior DCD Director. This and other items have created an atmosphere of distrust towards DCD leadership.

There is the sense that DCD Leadership has not communicated clearly the Commissioners' Goals and direction or DCD's direction to staff.

Communications

Ideal:
Staff would like good communications within DCD and within their own work unit. They would like everyone to be "in the loop" about "... things that are going on or that we, as a whole, should know about."

Actual:
Some believe that communications are good. Most seem to believe that communications, especially among Divisions in DCD, need improvement (described as a HUGE issue by one Division).

Co-workers

Ideal:
There is strong preference for creative, motivated and smart co-workers. Teamwork is valued. Staff would like a congenial and relaxed work environment.

Actual:
In general, employees are positive about their co-workers and work unit. They see each other as bright, knowledgeable, supportive and pleasant. However, there were several references to gossip, blaming, personal attacks and drama among some employees.. There is a sense of unequal performance and commitment among all employees.

Culture
(This section is bulleted because of the number or items mentioned,)

Ideal: Staff would like:
- To trust management * To be respected for their skills, abilities and ideas * A relaxed, fun, harmonious work environment without gossip and dissension * Clear organizational goals, work programs and expectations of performance. * A team environment * An organization that supports them. * Challenge *Fairness and consistency * Freedom and flexibility * The ability to be creative and implement new ideas * Regular feedback on performance.

Actual: Staff believes there is:

- "Bickering among DCD Divisions ("Not my job") and customers get caught in the middle * Expectations are not always clear * Not all co-workers pull their own weight "The Old Guard is protected." * The high turnover among managers has created problems. * Teamwork needs to be improved, although this varies by Division with some reporting their teamwork is very good. * People gossip and you have to be protected * Some Divisions don't respond to customer phone calls and emails well * The Administrative Staff (Division?) is well organized. * There is an "Old School/New School" split. * Turnover has created a negative, polarized staff that is not happy and feels stifled. * Can't be honest * The work is challenging for some and repetitive for others. *Evaluations are not timely. * The workload is very high leading to a feeling that work is triaged and staff are fire-fighting. * "There is still some dedication in all of us"

Flexible Schedules

Employees like the idea of flexible schedules. Apparently a number of people in DCD work flexible schedules.

Pay/Benefits

Ideal:
In the ideal job, realistic comparables would be used for setting pay levels. Pay would be fair. Evaluations would be regular and fair. Parking would be provided. Performance would be financially rewarded. Benefits would be good.

Actual:
Benefits seem to be OK. Staff believe the compensation is low because the County uses the wrong comparables. This is a pervasive feeling among employees, although a minority reported they feel the compensation is fair. There is no incentive pay for additional professional certifications and licenses, although apparently there has been some discussion of implementing this in the past.

Job Characteristics

Ideal:
The work would be challenging and stimulating ("Difficult yet fun"). The work would be important to others and there would be a sense of accomplishment. There would be variety in the work. Staff would "own" their work and have minimal supervision. There would be a balance between personal and work goals. Staff want to be proud of working for DCD and the County.

Actual:
Some need more challenge; they find the job too repetitive. Some feel no sense of accomplishment. Some feel personally embarrassed to work for DCD and the County with all the negative publicity ("my family calls and asks questions when they see the reports about the County). Some feel a great rapport with customers and love what they do. Some feel stimulated in their work and feel that they are learning daily. Some feel lack of independence

Physical Work Environment

Ideal:
Staff would like a clean and healthy work space. Adequate room for meetings, reference materials, storage and laying out and working on plans are important. Having all DCD together is important.

Actual:
There is inadequate room for storage, meetings, reference materials or working on plans. Staff is scattered around; some in marginal working conditions (water, mold, rodents, irregular janitorial services). The new space is seen as solving these problems and bringing staff together in one location. There is some apprehension about the new

space; several reported not being consulted or being ignored in the design of the new space. Many fear that the new space will be too cramped and has no room for growth.

Policies/Procedures

Ideal:
There should be clear policies and procedures in place for DCD and each Division. These should include how work is processed and should be followed consistently.

Actual:
There are few established, documented policies and procedures for either DCD or the Divisions Even where they exist, they need to be expanded and updated. Those policies that do exist are not followed consistently or fairly (some feel they are "...applied according to political affiliation").

Promotions/Advancement/Professional Development

Ideal:
There would be formal career planning and strong encouragement for professional development and advancement. There would be emphasis on internal promotions rather than outside hires. Promotions would be fair and based on actual performance.

Actual:
There is no encouragement for professional growth "It would get in the way of getting out the paper". Only those in the lowest positions have real opportunity for advancement. "People do the work of higher pay grades but no opportunity to be promoted." Many Extra Help employees feel particularly abused.

Rewards and Recognition

Ideal:
There should be recognition and praise for work done well. "Employer rewards a job well done and recognizes the job is vital component of community health and wellness." "Every once in awhile we'd be in the paper for some accomplishment." Outstanding work would be recognized financially.

Actual:
"Good deeds are not recognized but mistakes <u>are noted</u>." Some feel they do receive recognition from their direct managers. There is little sense of reward or recognition from either the Commissioners or DCD Management.

Supervision/Management

Ideal:
"Managers" would support staff decisions, "know what I do" and recognize my efforts and accomplishments. Managers would be clear about their expectations and fair and consistent in enforcing them; there would be no "favorite", protected employees. Evaluations would be regular, timely and fair. Managers would respect and trust employees and not be intrusive in their supervision. Managers would inform staff about what is going on and solicit input about direction, policies and procedures. Finally, they would encourage learning from mistakes.

Actual:
Only one team described their managers/supervisors as "excellent". Managers "Don't know what I do". They are "...not strong, favoritism, indecisive." There are "No consistent performance expectations or enforcement equally to all employees; "Old Guard" exempt. Managers don't stop bullying. Evaluations and pay raises are held up. Staff decisions are not supported. Managers seem to lack experience. They need more support and empowerment from above (both DCD Leadership and the Commissioners). Managers don't always communicate well. Some feel good support from their managers and supervisors but there is a general sense that managers/supervisors are not strong. Some first-line supervisors do not feel supported by their Division Managers

Tools/Technology/Supplies

Ideal:
Technology is current, there are adequate tools and training in the use of the technology and tools. The GIS system would receive more attention and there would be "state of the art" data management. There would be "Work supplies (computers, office supplies, furniture, hardware, software) that are in good working condition and as needed for work to be accomplished.

Actual:
There is a need to fund and improve software. "Tools are poor. Old computers, bad monitors, limited software." It is very difficult to get support for hardware/software. There is a "...mismatch between equipment needed and what is bought.". Tools and equipment are inadequate.

Training/Education

Ideal:
There would be a professional atmosphere which promotes training and education. Staff would be cross-trained in order to enhance teamwork and serve customers better. New hires would be trained instead of "sinking or swimming". There would be formal career planning. Staff would be trained on new regulations and up to date techniques. There would be funding and time for training.

Actual:
One Division was reported to be very open to providing training. But in general, there was a sense that training is not a priority in DCD. There is limited funding and time for training (have to fight for both). Need better training on technology and equipment as well as new regulations and techniques. "There is little to no training – job expectations outlines, cross training and cooperation for such." Need DCD-wide training in LIS (powerful tool but using inconsistently).

Work Quality

Ideal:
There would be an emphasis on high-quality customer service. This would include "A higher level of inspection which allows more in-depth complete inspection." There would be an ability to respond well to customer requests. Excellence would be the goal. Customers would be provided with "…clear, consistent and timely information". "Staff should be pleasant and professional but firm in answering expectations of service by customers." There would be an ability to effect good design. Information would be readily available for customers.

Actual:
Many employees believe their work is important and have pride in what they do. Many believe they "… spend a lot of time providing good customer service and information to the public." Still, there is a strong sense that customer service needs significant improvement. "Balance between customer service and codes is out of whack. Overall, more supervisors/employees need to have common sense when dealing with the public, not be rude, dismissive or uncommunicative." "Permits/plan review should be issued in the times staff indicates." The current "…process does not allow a site to be properly addressed, for the most part".

Workload/Staffing

Ideal:
DCD should be fully staffed for the work expected. Workloads should be manageable. There would be low turnover. Staff would be compensated for over-time work. There would be adequate support staff. There would be enough time to provide quality work. Phone support would be available to handle basic problems. Things would be busy everyday with periods of extra work required but not a permanent work backlog and expectation of overtime work. Staff would not be "… constantly apologizing that you can't get to work in a timely manner." Supervisors and managers would worry about life balance for employees and the
impact of their work on personal life including families and personal health.

Actual:
There is a chronic "crisis" mode that requires on-going extra work and prevents meeting mandated deadlines and customer expectations. There does not appear to be an understanding of the on-going understaffing and lack of resources. The physical health and family life of some employees is affected. The high turnover may be partly a result of the workload and exacerbates it for those who remain. There is too much use of

Extra Help instead of filling permanent positions. Extra Help employees are not hired and trained with the idea of moving them into permanent positions which further contributes to disruption when they are forced to leave to find "real" jobs. There is not enough peer review and quality control due to the workload.

Responses of Division Managers and First Line Supervisors

Division Managers were interviewed individually and First-Line Supervisors were interviewed as a group. Comments from the session with First-Line Supervisors were captured and are reported here. Comments of Division Managers were captured but are not reproduced here.

These individuals are absolutely critical to the functioning of DCD. Both of these groups are in difficult positions. They must represent the directions of Commissioners and DCD Leadership while supporting and serving the needs of their direct employees and their respective group of customers. Both customers and staff hold them accountable for the work product of their Division. They expect these individuals to "protect" their interests and "run interference" when forces above are seen as interfering with Division work. Because of this, their observations will be reported here.

First-Line Supervisors

As one can see from reading the comments, the feelings and reflections of this group largely mirror the sentiments of the rest of the staff. This is a good reminder that supervisors and managers are, first and foremost, workers themselves. This is especially true in DCD where the workload places direct production responsibilities on this group – often limiting the time they can actually supervise or manage. The consonance between the comments of this group and the rest of staff means that they accurately reflect the groups they work with.

Comments of these supervisors are virtually identical to the comments of the broader group. Comments of this group were included with the results of all groups interviewed. In re-reading this material, it is interesting to note that several of the direct quotes representing the interests and feelings of line staff actually came from First-Line Supervisors. This does not mean that their comments were misleading. To the contrary, these supervisors actually seemed to express the sentiments of their staff better than anyone else.

Division Managers

This group was interviewed individually. They were not asked the questions about ideal vs. real work environment. However, there were some common themes in their comments that pertain to this topic. Many of the Managers' comments were similar to those of staff and supervisors. However, there were some that pertained to their unique roles in the organization.

In general, Division Managers felt that the staff was hard working, dedicated, competent and customer oriented. They reported that the workload is very high and that morale is generally low. Managers reported internal turmoil –some of it among Divisions and the Managers themselves. Several of the managers repeated the complaint about low pay

although one manager felt it was "reasonably in line". They shared frustration about Human Resources and the role of Commissioners in affecting the workload. Turnover, especially in DCD Directors was noted as a significant problem. Some felt that there was not enough consistency in approach to customers or commitment to high customer service. Pulling people off their own work to assist in special projects was cited for creating missed deadlines, increasing the backlog and resulting stress and workload for staff. The use of Extra Help was noted as both a benefit and a negative for how it is managed in DCD. There was no sense that there is a clear, communicated DCD Vision. Staffing is considered too low for the workload. There is a sense that there is a lingering "Good Old Boy" attitude in some areas that makes change more difficult. There was support for a stronger role for the County Administrator in day to day oversight of DCD and less involvement by Commissioners.

Summary of Major Points

The information gained in these discussions was very rich. There is a temptation to try to "abridge" the list to just a few headings but that would fail to capture the variety of issues raised.

- The workload is too high. The work backlog and required overtime lowers customer service and hurts morale.

- Many believe the pay is not comparable with nearby jurisdictions where staff do similar work.

- Staff would like better support from the Commissioners and less intervention in daily work.

- The crisis atmosphere is debilitating.

- There is no clear, consistent sense of direction from DCD leadership.

- Most co-workers are smart, dedicated and hard working, but not all. There are internal factions, some "Good Old Boy" mentality, and "favorite" employees who are not required to perform.

- Customer service is a high priority for most employees.

- Some supervisors and managers are popular and do a good job. On the whole, there is a sense that managers/supervisors need to do a better job of setting expectations, holding staff accountable, communicating direction, acknowledging achievements and completing evaluations in a fair and timely manner.

- Little attention is paid to training, career planning, encouraging promotion and enriching job content for those without promotional opportunities.

- The work of DCD is important and makes a difference in the community.

- Most employees feel they are not valued as individuals and are not given the freedom to express their opinions.

- The Department of Human Resources is not seen as helping either individual staff or DCD.

- DCD needs better and more current technology and tools.

- DCD Divisions do not work well together.

- Teamwork in the County is not good.

- High turnover is disruptive and places extra demands on remaining staff.

- DCD lacks direction.

- There is a need for consistency.

- There is a need for better facilities and co-location. Staff is a little apprehensive about the new facility.

Part 2 Appendices
Discussion Group Results

Ideal Work Environment –Group Responses

Commissioners and DCD Administration (4)
- I gave my background info to prior director who not only didn't read it, her I lost it
- Management expectations are clear
- Upper level management
- Clear direction Mission and Goals

Communications (9)
- Good communications and cooperation among units
- Lets everyone else in the office be aware of the things that are going on or that we, as a whole, should know about
- 7   really good communications

Co-Workers (8)
- Work with good, motivated people (each person)
- 7   Work with group that gets along well

Culture (58)
- A better work environment where we are given the opportunity to do the work we are asked to do
- A place where one person does not take it upon himself to make decisions that affect the whole office.
- Accept the skills and knowledge of employees
- Accountability, personal responsibility
- All the employees have a positive attitude
- Appropriate conduct by employees (e.g., no swearing, telling dirty jokes), especially by managers
- Feedback and mentoring for new employees
- Less discontent, dissension
- Listen to the employees and implement some of their ideas on job performance.
- Maintain professionalism
- No internal gossip
- Not so many "secretive" phone calls
- One where all individuals are treated equally or at least don't put people down below "their level"
- Reasonable deadlines
- Respect employees and their ideas
- Trust in management
- Casual work environment (dress code, lots of laughter)
- Dependable staff/management. Be able to rely on others to do their job and serve customers
- Employee and family friendly
- Harmonious (no gossip, no nitpicking)
- Organization units work as a team
- Trust
- Utilizing abilities of individual staff
- 2   Clear and comprehensive work program

-    2   don't let internal "bullies" run things
-    2   Respected and appreciated by <u>entire</u> organization (not just immediate work unit.
-    3   Realistic job expectations, in order to balance all responsibilities
-    3   Staff supported by organization
-    4   No conflict
-    5   Participate in decision-making
-    7   Clear understanding of what is expected
-    7   Team environment

Flexible Schedule (10)
-        Flexible work alternatives; e.g., telecommuting
-    2   Flexible schedules as long as the expectations and work load are met
-    3   Flexible hours, independence for schedule
-    4   Flexible work schedule

Human Resources (4)
-    4   Have confidence in H.R. (time recording, accounting, vacation etc. Both Systems and interpretations)

Miscellaneous (1)
-        Positive customer attitude about DCD

Pay/Benefits (16)
-        Pay equal to really comparable jurisdictions ("fair pay")
-        Pay that recognizes expectations
-    2   Excellent wage and benefit package
-    2   Good benefits
-    3   Competitive compensation
-    7   Good benefits and pay

Personal Job Qualities (16)
-        Can be creative
-        Fit between skills and abilities and the job
-        I have talents that are no longer being used
-        Intellectual stimulation
-        Know the day's tasks in advance
-        Sense of ownership [for projects and the work]
-        Ability to teach (customers <u>and</u> co-workers)
-        Challenge
-        Having ownership for projects, then getting the credit
-        Meeting and working with people
-        Want to feel sense of accomplishment
-    2   Independence in work schedule
-    3   Balance of personal and DCD goals

Physical Work Environment (23)
-        A place where you cannot or should not be able to hear another person's phone conversations from several desks away
-        Larger space to work in

-		Quiet work environment
-		Good meeting and conference rooms
-	2	adequate work space for projects
-	3	nice physical environment
-	3	spacious work area with windows
-	5	adequate work space (individual and common)
-	6	Clean, well lit, ergonomic, ventilated work area

Policies/Procedures (3)

-		Established policies and written procedures
-	2	Clear policies in place for procedures

Promotion/Advancement/Professional Growth (9)

-		Opportunity to move around or up based on abilities
-		Professional growth encouraged
-		Provide growth and opportunities
-		Opportunities for fair promotion
-	2	Providing and encouraging career advancement
-	3	Promoting and posting from within the Dept first, then King County, then outside

Reward/Recognition (8)

-	3	Recognition for work done
-	5	Praised, recognition when a job is well done

Supervision/Management (31)

-		It would be nice if we are able to go to someone "higher up" with concerns and not be "put down" for doing so
-		Only "one" boss
-		"Backup" management to go to when manager is gone
-		Managers set and enforce limits
-		Respect from Supervisor, co-workers to public
-	2	Management supports staff decisions
-	3	Strong management – decisive – no passing the buck
-	3	Support from managers when in conflicts with the public, other agencies (a "united front")
-	3	Support from supervisor for professional decisions
-	4	Managers who actually take action on individual performance issues
-	4	My supervisor knows exactly what I do (what I'm do in my job); then to know his/her expectations
-	7	Supportive but not intrusive supervisor

Tools/Technology/Supplies (12)

-		Better equipment
-		Good information technology tools
-		Provide necessary equipment required to perform the job
-		The tools and technology at one's disposition in order to provide excellent customer service.
-	2	Good use of technology
-	6	Right tools to do the work

Training/Education (17)

-		Training for professional development
-	2	Adequate training
-	2	Training opportunities and the time to do it
-	5	Cross training
-	7	Continue to learn (both training and the nature of the job)

Work Quality (3)

-	Customer service is job #1
-	Opportunities to please customers
-	Ability to effect good design

Workload/Staffing (21)

-		If we need help from outside, we can get it
-		Staff = workload
-		Normal, fair work hours
-		Processes or persons for backup admin support
-	2	Enough time to perform the job we are expected to do
-	2	Staff equal to the workload
-	3	Enough time to do good quality work (time frame and workload backlog compromise work)
-	4	Phone support to handle basic problems.
-	6	Staff adequate to the work

Ideal Work Environment – Individual Responses

Commissioners/ PCD Administration (5)

Admin must be connected and understand what is taking place on the ground level
Honest leadership
Must be supported by managers and administration.
Superior leadership
Support for managerial staff - adequate support from above

Communications (4)

DCD wide communication
Good communications, be able to express your views and be heard
Good communication
Good communications

Co-Workers (17)

"Healthy" co workers with similar goals
All self motivated
Attracts creative, smart, intelligent people who are respectful and have good teamwork skills
Be part of a team of 5-7 pp. Work seamlessly together, everyone using their strengths well.
Co workers that respect themselves and actions
Co workers with like High Christian Values
Good information sharing
Great internal working environment (i.e. great, intelligent co-workers)
Intelligent co workers w/education
Personal, relaxed relationship with co workers
Positive attitudes
Smart, likeable co-workers
Take group lunches together at least once a week
To have co workers who are responsible and care about their job and the people they work with
Understanding of other groups within organization (planners)
Who are my potential co-workers? a. Are they basically happy about their jobs? b. Somewhat related - are they whiners and complainers?   c. Are they excited/dedicated to their work? d. Are they in these jobs because they wanted to be - or are they hanging here until they can find something better?
Working with a group that gets along well in times of conflict; resolution can be achieved in a reasonable manner

Culture (50)

(staff) meetings frequency

A fun environment (I like to joke around and when its time to be serious
and buckle down me and my team would focus and do amazing things.

All working for same goals

All would be trusted

Allowed to play and be funny. Friendly, fun atmosphere

Be part of team - like minded, intelligent, and willing to do their part

Consistent decision making

Entire dept working as a team (can extend to the entire County!)

Fairness/justice/consistency

Freedom - independence Freedom of
personal thought Freedom/flexibility

Friendly atmosphere

Goals outlined

I want a team of colleagues able and available to communicate and compare

I want to be able to trust my employer, feel equally compensated (not just recognized)
for the work that I do. I want this equally for my colleagues

I want to feel comfortable in voicing my opinion, right or wrong, without fear of personal,
professional or processes based reprimands.

I would need support from upper management and fellow employees to get through each
day

Independence - decision making

Minimal stress

No backstabbing/gossip

No small kingdoms

Not have to waste 1 to 2 hours per month at the all staff. Use that time to network with
other DCD or get all staff of similar positions together to get consistent policies

Opportunity to implement new ideas

Opportunity to think creatively

Project timelines/fairness

Provide creative environment

Respect as a human being by members of the public

Respect as a human being by Planning Commission

Respected for what I know vs. what education level I've passed.

Seeing thru a problem

Some kind of social camaraderie/fun at work Stress that
would not hurt

Strong structure

Team of great people to work with

Trust each other

Work that is appreciated by me, co workers, supervisors and customers

Your opinions and ideas being taken into serious consideration

Cooperative, congenial, supportive, coordinated, positively recognized, well-articulated
work plan, distribution of workload, measures of success

Fair amount of group interaction

Flexibility and care for families
Good office culture
Is Staff supported by the organization?
Is the staff's health a concern? (E.g. is there an effort to promote healthy lifestyles - time off for walks or other exercises?
Regular performance feedback/reviews - positive incentives to succeed.
Small organization
Team environment where everyone is cross trained and unafraid of someone else "knowing too much"
To be part of an organization which attributes and appreciates extra effort and not demands and expects it
Workplan that relies on cross-training and cooperative implementation

Flexible Schedule (5)

Ability to work at home some part of each week
Flexible hours
Flexible schedule
Flexible work hours - get the job done
Flexible work schedule and ability to work from home

Human Resources (6)

Less probation time
Personnel Manual that is readable
Retain great employees - do not overuse Extra Help
Employer will pay for organizational dues
Human resources
Is the culture of the Personnel Office to do all in their power to keep them (us?) under control?

Miscellaneous (9)

Interaction with the public on a daily basis
Giving to the needs of others
Good Family Values
Great place to live
I could drive my truck home
Location (geographic)
Not a tool
To be able to be proud to announce to friends and acquaintances where I work!
Involved & require professional organization

Pay/Benefits (271

A retirement system with 401 k or better Being paid or given comp
time for all hours worked
Benefits
Better wages/performance evaluations
Comparable pay scales to similar jurisdictions within the area Consistent pay
with other nearby counties
Fair salary
Good pay fairness
Info on retirement/matching funds
Level of promotion available with salary equal to King or Pierce Counties More vacation
days
Must be fairly compensated - benefits/pay
On site parking (2)
Paid well based on my experience, education and at a high rate compared to
others my age
Parking - easy to access (not street parking) free or low cost
Pay
Pay and benefits
Pay at a level equal to other similar organizations
Pay with benefits
Pay/Vacations and benefits that are similar to nearby counties and similar private
companies
Vacations - sick leave
Decent pay (that is not insulting)
Good pay and benefits
Monetary recognition of outstanding performance
Retirement & benefits
Salary and benefits

Personal Job Qualities (30)

Duties that take advantage of training and skill base work that
challenges the mind
A position with "too" much work to do - I can't stand to be bored
Challenging
Challenging and stimulating
Chance to manage
Chance to teach
Chance to train
Flexibility
I demand autonomy and respect in all past and current positions
I want a steady paced workload that offers variety, challenge, customer service and
want to do a project from start to finish.
Must be interesting to me
Must be perceived as important to others
Must not be boring!
Sense of accomplishment at duties assigned

Stability and security
Variety of projects or workload
Want to want to come to work
Work on own
Work that changes - not overly routine
Work that is worthwhile
Work with lots of different people in the public or other depts., companies
or organizations
Challenging work(keep the mind engaged)
Difficult yet fun
Head (supervise) an inspection staff with an organization
Intra and inter- disciplinary responsibilities
Measurable outcomes
Opportunity to be creative
Primary focus on required elements of position
Substantive, results oriented

Physical Work Environment (19)

Adequate workspace and supplies
Adequate workspace for projects and for walk-ins questions
All DCD in one physical area
Atmosphere/office furniture setup
Good work station NOT a cubicle
Healthy work environment
Physical = our Public works space is good, afraid of new space
Physical space - adequate work space (map/file space) - work space set up to moderate
ambient background noise
Work environment pleasant to be in - some natural light, walls painted, office clean
(dusted, vacuumed regularly)
Work environment which would have the space enough to review plans &
have individual libraries and resources
A clean, quiet work space with a reasonable amount of space
Adequate room
Adequate space
Air quality
Enough work space to store plans and roll them out
Plants
Proximity to co-workers, client/customer, manager
Well ventilated and with natural light

Policies/Procedures (5)

Clear policies in place for procedures such as routine purchasing, timekeeping
Clear written policies for dealing with various situations that are regularly encountered
Documented policies and procedures Hopefully policies and procedures to follow are in
place Implement policies/procedures for doing work to provide consistency

Promotion/Advancement/Professional Growth (7)

Fairness in recruiting and promotions (consistency)
Growth potential
Opportunity
Opportunity for advancement and professional growth
Opportunity for advancement as skills advance
Opportunity for promotion
Is growth (professional growth) encouraged?

Respect (2)

Organization with public respect
Professional respect

Reward/Recognition (7)

Praise after a job well done
Respect and growth based on actual experience
Employer rewards for a job well done and recognizes the job is vital
component of community health and wellness
Every once in awhile, we'd be in the paper for some accomplishment
Positive recognition for work performed and training - "positive" where
needed
Rewards
Rewards employees for outstanding work

Supervision/Management (20)

Chain of command - use staff time more effectively.
Clearly defined deadlines
Do not want to be babysat
Having the organization set up with enough
Management/supervisory/lead levels to provide adequate supervision and attention to all
staff
Knowledgeable manager
Management support
Manager who actually understands what I do Managers that are able and willing to deal
with difficult employees
Managers and administration must support and value the good workers Minimal direct
supervision.
Latitude in decision making, trust from spur in my decisions and support for same
Minimal management; team manages itself
Open door policy for airing concerns
Strong consistent manager or supervisor
Stronger management
Support for decisions

Support for my decisions as an employee - especially when the decisions are based on codes and ordinances

Support from our supervisor not only with out job but also with our co workers

Managers who trust their employees work and don't try to micromanage Strong support from management that encourages mistakes as an opportunity for growth and learning as opposed to something to be criticized for and humiliated.

Tools/Technology/Supplies (16)

Frequent technology updates

Having all the necessary office equipment and reference materials to perform my job duties

Must provide the tools and training to get job done

Quality equipment

Software updates

Technical equipment

Work supplies (computers, office supplies, furniture, hardware, software) that are in good working condition and as needed for work to be accomplished

Adequate tools to do job correctly

Communications at level of current technology (i.e. cell phones with camera/electronic messaging)

Enough materials to support you at your job

Good use of latest technology

Latest software for GIS system

State of the art data management

Technological tools

This would mean enough staff with current technology tools (gas leak detectors, smoke cans, moisture meters, etc)

Tools - software - computers - library - meeting rooms/conference rooms for 10+ people - Graphic production/Representations

Training/Education (18)

A level of professionalism which promotes training and education - with an emphasis on personal achievement (incentives for more certifications either one time bonus or wage increase)

A variety of tasks so that the team members are cross trained to some degree while maintaining their own areas of expertise

All have training as needed

Any and all new hires, temp of FTE, must be adequately trained...make the time and materials, staff available

Career planning

Cross training

Educational opportunities

If I decided to gain knowledge in other areas of expertise that would benefit the job, I would be supported in doing so

Time to be trained for new regulations

Time to be trained up with personal computer methods
Training
Training and education opportunities to better job skills, expand knowledge and interpersonal skills.
Training opportunities
Training opportunities to learn new things
Training/professional meeting opportunities
Is there training provided for professional development?
Training opportunities in the selected field
Training to strengthen skills - up to date techniques

Work Quality (11)

** Customer service
A higher level of inspection which allows more in depth and complete Inspection.
Ability to respond to customer requests better
Customer service is a must
Excellence would be the goal
Good public relations
I feel we owe our customers clear, consistent and timely information
Must provide a product that is valued
Readily available information Ability to effect Good
design Service to the customer is highly valued

Workload/Staffing (11)

Low turnover
Manageable workloads
Sufficient staff to accomplish the work program
*Fully staffed for the work product expected
Adequate staffing
If peoples work ethic is obviously adversely affecting their mental and
physical well being management should keep them from more than is
good for them
Is there sufficient staffing for the workload?
Peoples willingness to work significant overtime is compensated or not
taken advantage of. There at least has to be compensation
Quantity of workload to be plenty busy every day but not a huge backlog
where you are constantly apologizing that you can't get to work in a timely
manner
Support/admin staff - full admin staff support as necessary
Work loads are reasonably balanced - periodic overloads are acceptable
but not chronic overtime

Actual Work Environment – Group Responses

Commissioners and DCD Administration (16.5)
-       BOCC reverse decisions on complaint. Bad for morale.
- 3   BOCC reverses staff decisions after receiving complaints
- 3   County does not work as a team. Departments battle one another. Ex. Just finding available rooms for meetings. Don't feel teamwork or support from other departments to achieve BOCC goals. "Not on same team".
- 1.5   Don't believe can trust Division Managers, DCD Administrators,
-       Lack of clear direction, expectations
-       Limited support from BOCC
- 3   No clear direction (working under mixed direction)
-       The new director should be a person who will stand behind the work of his/her staff.
-       Turnover, lack of expertise in Director
-       We are not listened to as staff when management is selected

Communications (17)
-       Communication between some, but not all
-       DE comms good; DCD comms iffy
-       Fair comms but could do better. Written policies would help.
-       Good comms
- 5   Good communications
-       Information sharing is important – doesn't always happen
- 7   Need better communications between DCD Divisions (**HUGE** Issue)

Co-workers (23)
-       Almost all co workers are supportive
- 6   Everyone helps each other out
-       Giving to the needs of others – help on projects
- 3   Great co-workers
- 7   Great people to work with. Pleasant/helpful
-       Helpful co worker to new comers (almost all were)
-       Key to performance is not the systems so much as it is the character of individual employees
-       Pleasant co-workers
- 2   Relations between employees in work group good

Culture (48)
-       Not everyone pulls their own weight.
-       All work independently
-       Almost harmonious environment
-       better awareness of projects/ staff meetings
- 7   Bickering among DCD Divisions ("Not My Job") and customers get caught In the middle

- But, old school and new school problems are not just limited to managers.
- Can ask questions to anyone
- Clear understanding of work and what is expected
- Cohesive work group that builds on individual weaknesses with other's strengths
- Common goals
- DE = dysfunctional family that still talks to each other
- DE = fair. DCD = ?
- DE = positive attitude
- Do not always have a clear understanding of what is expected.
- Good work environment – organized Admin staff
- High turnover among managers causes lack of direction, inconsistent policies, plus others have to step in to fill holes. In turn, this increases stress and workload. The environment is very volatile, panic-oriented:
- Information sharing is very difficult.
- Not fun, not glue that holds things together
- Old guard is protected; not engaged or challenged; not place for them to go, so no need to work hard.
- 7 Other Divisions don't respond to phone calls and email
- Other than being family friendly, none of the other "ideal" items are realized in KCO/DCD (one person raised but general head nodding)
- Professionalism is lacking in some areas
- Sense of shared purpose and accomplishment (the team thing).
- Teamwork needs a little improvement
- Teamwork needs a tune-up
- Threatening to sue the County protects staff against performance problems.
- Too much gossip; have to be guarded
- Valued by co-workers and manager
- Week camaraderie, interpersonal relationships
- 7 Work well as team, supportive environment, almost need 1 more inspector (i.e., almost have enough staff)

Flexible Schedule (1)
- I work a flexible schedule.

Human Resources (9)
- Personnel to follow thru on questions or requests
- Do not have faith in HR or Accounting
- 2 Extra Help part time don't get paid overtime (1.5 to 1) for work over schedule but under 40 hours. Can get OT with mgrs OK
- 2 Have to get outside Full time offer to move from Extra Help to full time
- No commitment to "extra help." Not seen as a hiring pool. Outsiders are hired instead of the experienced extra help, then we lose those knowledgeable staff.
- Paid position with Kitsap County. No commitment to Extra Help employees

- Serious "separation" between HR and dept. No help getting new positions for example. "Don't have a clue what we do and they don't seem to care."

Miscellaneous (5)
- DE = staff meetings OK; DCD = boring
- I feel like my hands have been tied
- My knowledge and experience has not been utilized in the most productive manner
- Overall, positive opinion, even though we have a long way to go:
- Union

Pay/Benefits (6)
- Benefits are adequate but pay is below comparable jurisdictions
- Have been promised pay incentives for additional certifications but hasn't happened.
- Inadequate compensation in terms of $ and opportunities
- 2   Last salary survey used smaller jurisdictions. Several employees were redlined. New survey is beginning with the same comparables. They do not reflect KCO growth and activity.
- Pay evaluation should be on par with Big 3 – King, Pierce and Snohomish vs. the smaller counties

Personal Job Qualities (8)
- 3   Embarrassing to work for County – reputation and media coverage. DCD and County both.
- I'm learning something new every day – work is challenging
- 4   Independence in workload management

Physical Work Environment (7)
- Accommodate filing area
- Inadequate work space
- Office building is unhealthy
- Stay in Public Works Building
- The move to the new building should help the working conditions
- Work space for extra help staff is not planned ahead and sometimes is not available; wastes valuable time.
- Working environment is bad

Policies/Procedures (9)
- Day to day procedures added operations are not followed.
- 7   Inconsistent interpretation and application of codes (need better training)
- Procedures are applied according to political affiliation

Promotion/Advancement/Professional Growth (4)
- Lack of promotional opportunities. Dead-end.
- Limited promotional opportunities
- No growth opportunities
- Promotions? Raises?

Reward/Recognition (2)

-     Good deeds not recognized but mistakes <u>are noted</u>
-     Recognition is given for good work

Supervision/Management (26)

-     Excellent manager
-   7 Excellent manager
-     Immediate supervisors have been family friendly
-     Indecisive, inconsistent management with decision-making; polarizes staff
-     Management of DE for most part filters political B.S.
-     Management staff is not strong.
-     Manager needs more help and more time to deal with staff
-     When there is poor performance, there is no consequence;   new people learn from this.
-     New management is not totally familiar with DCD or KC; some "old management" is set in their ways, resulting in struggle for staff.
-     No consistent performance expectations
-     No discipline for fear of discipline; standards of performance are not enforced; "old guard" is seemingly exempt from the discipline and standards.
-   4 Supervisor and manager know and trust me and allow me to make decisions within the scope of my knowledge
-     Supervisor is supportive but stretched too thin and not always available when needed
-   4 Supervisors not strong. Don't stop bullying

Tools/Technology/Supplies (5)

-   3 Inadequate equipment
-     Need reasonable allotment of equipment, i.e., copier, printer, to do the work in timely manner
-     Too much unnecessary equipment; mismatch between equipment needed and what is bought (e.g., staff was denied a $12 surge protector for a new computer).

Training/Education 13)

-     Cross training
-   2 Have to fight to get # for training (time availability is also an issue)
-   7 Need Dept-wide training in LIS. Powerful tool but using it inconsistently
-     Need opportunities for cross training
-     No opportunities for promotion or training (culture and limited positions)
-     There are not enough PC [personal computer] skills among staff; wastes time for them and other staff who have to help them. (Those needing the PC training may not perceive the need for it.)

Work Quality (1)

-     Not always customer-focused or responsive

Workload/Staffing (18)
-     A second licensed engineer
-     Budget allocation: too much extra help; not enough permanent full-time staff.
-     Finally has budgeted staff – work hard to welcome and retain
- 4   Hectic and pressurized at times (50% of each day)
- 6   Not enough peer review and quality control due to workload
- 3   Overworked
-     Staff are so overwhelmed that they feel justified in letting some things go (e.g., not returning customers' calls).
-     Too much overtime due to workload (can't even take comp time. Family and health issues.)

Actual Work Environment – Individual Responses

Commissioners/DCD Administration   (12)
- BOCC don't' support employees jobs – they pay lip service
- BOCC that are more involved and show interest
- No consideration of the impact of re-organization on the dept
- No effort towards consideration of staff buy-in to goals and objectives that County might have for DCD
- No structure
- On going battle to justify what I do and why to the electeds and public
- Operating procedures , County policy and all past actions for or against staff as a whole has warped many a staff.
- The County has a tendency to not respect the work we do and often jumps to conclusions about the decisions we make
- The entire DCD/County need to work together to achieve goals.
- There is little empowerment at the supervisor level to set or impact policy and procedures.
- This County needs to learn some business theory and be proactive to staff and citizens rather than reactive
- Upper management has stood before the entire staff and lied. Trust needs to be reestablished throughout.

Communications (1)
- Communication within work groups are very good

Co-Workers (10)
- As most of my jobs, I enjoy the people I work with. At KC I find that the quality of people (educational vs. experience) hinders a cooperative/supportive department.
- Communications all around seems to have its problems. A lot of blaming
- great co-workers
- Most of co workers are awesome
- Our Dept is full of great – hard working people
- Relationships between certain co workers are tense and stressful. Lots of personal attacks and drama
- Support for co workers is provided by all staff

- There are few co workers who are responsible and care about their job
- There is a lot of knowledgeable staff working for DCD
- We have been lucky to attract good, bright people

Culture (47)

- "I think I've worked for worse jurisdictions but DCD needs to work on assessment of people who are actually doing jobs (or not doing their jobs), promoting from within and/or giving areas (plans examiners) abilities to advance.
  Lack of direction and expectations."
- "Overall, due to staff changes, management style differences it leaves DCD with inconsistent, negative polarized staff.
- Ability to be honest in talking to others about work related issues.
- Backstabbing environment (observation)
- Balance of personal goals and dept goals.
- Can be more open and candid in old church. Can feel the difference in the atmosphere in the Courthouse. Doors are shut.
- Cooperation has at times been less than perfect but not terrible
- Co-workers not happy with their jobs
- Currently I do respect and receive respect from my Supervisor, staff and most of the public
- DO have a challenging work environment
- Emphasis in DCD is on long-range planning and not on the everyday functions
- Environment is stifling
- Every day is a challenge
- Favorites
- Having to cover for other employees who are too busy/overworked or otherwise
- I really do feel there is a tremendous opportunity to improve and protect our quality of life in Kitsap by working for the county... we are not organized or supported in a manner to be most efficient at it.
- Inconsistent decision making
- Interaction with the public and other professionals is good
- Internal fighting
- Job is good overall, lots of flexibility, interesting assignment, freedom to make decisions. But I had to fight for that and for respect
- lack of accountability or willingness to take a leadership stance
- Lack of evaluation. 2 years overdue (still pending)
- My boss and co-workers are, for the most part, able to separate the negative and uncertain parts of the job from all of the potential and positive aspects and to focus on that.
- Need more opportunity to think creatively. Some people get stuck in old, outdated processes
- Need organization
- negative, cynical
- New building looks pretty small desk space wise – not a lot of room for documents or maps
- No clear direction
- No flexibility
- No problem solving

- People seem unhappy and overworked.
- Poor communication
- Some just sit back and do a minimum to coast through because longevity and no proactive approach is taken by management.
- Staff are often assumed to have made a mistake
- Staff has no input the structure in which encases our responsibilities. No time allowed for brainstorming, response to changes, suggestions for improvement;
- The all staff is a waste of time as currently structured
- The atmosphere is uncertain. I'm not sure what I am supposed to do within the context of county government. However I have a lot of people <u>outside</u> my job telling me what they think I should be doing.
- The attitude of firefighters instead of professional, progressive planning
- The reality of future work does not impact the current level of staff – there is no accommodation until the workload had entrenched us
- The work is challenging and rewarding when we have a manageable workload
- There has been some long term employees who have left and the fresh attitudes help in breaking down the tired, commiserative, walked on, untrusting attitudes. But getting rid of old timers is no answer
- There is more an attitude of what can we minimize in services (inspections) to accommodate workload. Triage and firefighting is the philosophy.
- <u>There is still some dedication in all of us</u>. The organization has not been able to beat us down completely
- Too many internal meetings
- Unorganized
- Work has been challenging – but some people need additional opportunities
- Would like teamwork attitude.

Flexible Schedule (1)
- My dept allows flex schedules – Yeah! I would like to work from home (part time)

Human Resources (8)
- "Support from the Personnel Office? <u>The reality is they work against us</u> in all ways possible.."
- Cannot trust Personnel
- Do not have benefits
- Evaluations based on performance = raises and promotions. Now supervisors not taking the time to actually evaluate performance. They take the word of co-workers only.
- Evaluations timely
- HR tries to take away benefits – has tried to reduce leave time for employees who have been here longest
- mismanagement of EH employees
- Need a permanent position instead of EH

Miscellaneous (5)
- " No more Labor and Industry relocate people taking our jobs."
- Better safety measures

- Embarrassing (family calls to ask questions about DCD)
- My program had many obstacles to overcome. The credit goes to current staff as well as key elected officials and managers.
- The County as a whole should be an example of what is expected to be a great employer for our unique County.

Pay/Benefits (14)
- Am satisfied with health care for permanent employees
- Benefits are good but cost a lot. Should be more options.
- Comparables should include large and small jurisdictions, not just the small ones
- Compensation is low- County has not used fair comparisons – problems in finding well qualified applicants
- Currently we are (in theory) comp'd for all hours worked. That should not change
- Decent pay for job done
- Health care seems reasonable
- Need better pay/benefits/more vacation
- No opportunity to pursue merit-based pay increases
- Paid decently for my position
- Parking situation is unacceptable
- Pay is not decent
- The County has an uncanny ability to attract the kind of people that I want to work with – but does a terrible job at compensation – financially and otherwise.
- Underpaid with the job I'm doing

Personal Job Qualities (6)
- Do have great rapport with customer and contractors I work with
- Love what I do
- My job working as a _____ is very challenging because of the workload and requested tasks that can take a majority of my day/time. Being/needing to be accurate to accomplish my project so that the requester can go on to their next step to accomplish their plans.
- Need a challenge
- No sense of accomplishment
- The work is too repetitive and not challenging

Physical Work Environment (8)
- Ability to have personal effects up and space to have private areas
- All DCD should be close together to facilitate teamwork
- I need more space to lay out projects and to be able to leave them spread out
- My work environment is pretty good but others in DCD work in awful locations (closets, basements)
- No library – space used as meeting room.
- Not enough work space (struggle to find meeting locations)
- Office areas have limited space for layout of plans
- Services are lacking – employee snack room with kitchen facilities is needed; water, coffee etc

Policies/Procedures (1)
- No procedures for routine business

Promotion/Advancement/Professional Growth (4)
- No encouragement of professional growth – "It would get in the way of getting out the paper"
- No support for professional advancement
- Only the very lowest jobs have lots of opportunity to grow and switch to better job
- People do the work of higher pay grades but no opportunity to be promoted.

Respect (2)
- Do not feel appreciated
- I feel large amounts of professional disrespect. Political disrespect is very heart breaking, when professional determination has been made.

Supervision/Management (26)
- 'Currently my supervisor does not fully know what I do. He has never spoken to me about job expectations. Disappointing!
- "my manager is not strong, shows favoritism, indecisive.
- "Recent evaluation from my supervisor provided me the insight that my supervisor doesn't/didn't know what my daily job entailed."
- Disrespectful management
- DO have fairly good to excellent support from management
- Evaluations have been held up and pay raises frozen
- Fair, impartial supervisors – no favorite co-workers
- Get rid of problem staff
- Have respect from Supervisor
- I feel an interest by my supervisor in my promotion /advancement but no action. We talk about it but nothing happens.
- Immediate supervisor is respectful and supportive but get little or no recognition from the Director on up.
- lack of strong management
- Lack of support for employee decisions even when the decisions were based on codes
- Manager does a poor job of communicating completely and totally to staff If you have a day off, no one communicates the next day The manager does not share openly at staff meeting.
- Managers don't have adequate supervisory experience.
- Managers have open door policy
- My manager allows people under my supervision to by pass me and go direct to him, then never communicates the issue to me.
- My manager is great about listening to new ideas. He will implement the ones that have merit and discuss why he doesn't like the others
- My manager only comes to me when he needs something, but seldom shares with good daily communication
- Need stronger management
- New Permit Supervisor seems to care for and encourage front counter staff.
- Remove managers that are unproductive

- Right now we do have a supervisor who is there but he is not consistent with supervising
- Some managers don't have an idea of what their employees' jobs are
- Supervisors need to be able to do their jobs feeling secure
- Supervisors who make fair decisions in evaluating work duties and promotions

Tools/Technology/Supplies (3)
- Need to improve software and properly fund
- Tools are poor. Old computers, bad monitors, limited software.
- Very difficult to get support for hardware/software

Training/Education (6)
- My Division is very open to providing training opportunities
- No opportunity or time to be trained
- Not enough Training dollars for advancement and job skills
- There is little to no training – job expectation outlines, cross training and cooperation for such.
- Training is mediocre
- Training not easily available

Work Quality (12)
- Balance between customer service and codes is out of whack. Overall, more supervisors/employees need to have common sense when dealing with the public, not be rude, dismissive or uncommunicative.
- Customers should feel they are getting their money's worth
- DCD makes a difference in the community's quality of life, health, welfare, economic well-being/
- Each employee has business cards so they can call you with questions
- Hire people appropriate for customer service positions;
- I am proud of the work I do
- Lack luster customer service
- Permits/plans review should be issued in the times staff indicate
- Private consultants, familiar with the process to shepherd a permit all the way thru for applicants
- Process does not allow a site to be properly addressed, for the most part
- Staff should be pleasant and professional but firm in answering expectations of service by customers
- Staff spend a lot of time provide good customer service and information to the public

Workload/Staffing (20)
- Ability to work 8 to 4:30 if you want and not be pressured to work longer
- Admin/OT hours have not been fully available to use due to continued workload
- Culture demands that additional hours be devoted to get the job done
- Dept has been chronically understaffed, particularly in long range planning
- DON'T have full staffing for the workload
- Fair distribution of workload duties. Everyone shares in the mundane aspects of jobs.

- I work 16 hour days
- Inadequate staffing/high turnover
- Insufficient staffing
- It would be great to be able to hire more staff to get files ready for hearing, meetings and scheduling.
- Need phone support for basic planning questions – take away from project reviews
- No recognition of understaffing + inadequate resources
- Not enough time to perform at high level
- Overworked
- Overworked (50-60 hrs +)/underpaid
- Staff is overworked
- The workload seems endless and overwhelming with little relief staff
- Too much work at this time (according to others it has been like this for over a year.
- Work a lot of hours and feel underpaid at times
- Work loads are too high, particularly when issue has been politicized

DCD/KCO Actual

DCD Work Environment – Individual Responses

Commissioners and DCD Administration (1)
- Communication needs improvement

Culture (7)
- Bickering among staff
- DCD Divisions often do not communicate well with each other.
- Needs conflict management
- Not a team atmosphere
- Political pressure cooker
- Sink or swim
- The various divisions do not have a clear understanding of what is expected of them from other DCD divisions

Human Resources (1)
- DCD experiences conflicts with HR in the areas of payroll, timekeeping and leave balance issues. Partly a system inefficiency, partly disagreement over interpretation of personnel manual.

Physical Work Environment (1)
- Very poor work environment (space, lighting, ventilation)

Work Quality (4)
- Better customer service is needed
- Consistency with jobs/customers/employees is non-existent
- DCD Divisions do not use the common permitting tools in the same manner, leading to miscommunication and conflict.
- Various divisions have conflicting methods of processing permits, leading to inconsistencies and frustration in the part of the public and employees.

Workload/Staffing (2)
- Cannot fill staff positions
- Not enough staff for workload. Stress is causing illness

Kitsap County Actual Work Environment – Individual Responses

Commissioners/DCD Administration
- Management/ BOCC should be more interested in employees in general

Culture
- Favoritism is widespread
- Generally not team oriented

Human Resources
- HR department should be employee advocate/ no confidence

Supervisors

Ideal Work Environment – Individual Responses

Admin must be connected and understand what is taking place on the ground level

Must be supported by managers and admin.

Flexible work schedule and ability to work from home

A retirement system with 401k or better

Being paid or given comp time for all hours worked

Level of promotion available with salary equal to King or Pierce Counties

Must be fairly compensated – benefits/pay

Parking – easy to access (not street parking) free or low cost

Pay at a level equal to other similar organizations

Pay/Vacations and benefits that are similar to nearby counties and similar private companies

Retirement & benefits

Head (supervise) an inspection staff with an organization

Must be interesting to me

Must be perceived as important to others

Must not be boring!

Variety of projects or workload

work that challenges the mind

work that changes – not overly routine

All DCD in one physical area

Work environment pleasant to be in – some natural light, walls painted, office clean (dusted, vacuumed regularly)

Work environment which would have the space enough to review plans & have individual libraries and resources

Opportunity

Opportunity for advancement and professional growth

Chain of command – use staff time more effectively.

Having the organization set up with enough management/supervisory/lead levels to provide adequate supervision and attention to all staff

Knowledgeable manager

Managers, admin must support and value the good workers

Communications at level of current technology (i.e. cell phones with camera/electronic messaging)

Having all the necessary office equipment and reference materials to perform my job duties

Must provide the tools and training to get job done

This would mean enough staff with current technology tools (gas leak detectors, smoke cans, moisture meters, etc)

Work supplies (computers, office supplies, furniture, hardware, software) that are in good working condition and as needed for work to be accomplished

A level of professionalism which promotes training and education - with an emphasis on personal achievement (incentives for more certifications either one time bonus or wage increase)

Cross training

If I decided to gain knowledge in other areas of expertise that would benefit the job, I would be supported in doing so

Training

Training opportunities to learn new things

A higher level of inspection which allows more in depth and complete inspection.

Must provide a product that is valued

Quantity of workload to be plenty busy every day but not a huge backlog where you are constantly apologizing that you can't get to work in a timely manner

Not a tool

Hopefully policies and procedures to follow are in place

Be part of team – like minded, intelligent, willing to do their part

Entire dept working as a team (can extend to the entire County!)

Freedom/flexibility

I would need support from upper management and fellow employees to get through each day

Minimal stress

Not have to waste 1 to 2 hours per month at the all staff. Use that time to network with other DCD or get all staff of similar positions together to get consistent policies

Opportunity to implement new ideas

Opportunity to think creatively

Provide creative environment

Team of great people to work with

To be part of an organization which attributes and appreciates extra effort and not demands and expects it

Your opinions and ideas being taken into serious consideration

Organization with public respect

Professional respect

Actual Work Environment – Individual Responses

On going battle to justify what I do and why to the electeds and public

The entire DCD/County need to work together to achieve goals.

There is little empowerment at the supervisor level to set or impact policy and procedures.

Our Dept is full of great -- hard working people

Support for co workers is provided by all staff

There is a lot of knowledgeable staff working for DCD

Communication within work groups are very good

My dept allows flex schedules – Yeah! I would like to work from home (part time)

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The work is too repetitive and not challenging

All DCD should be close together to facilitate teamwork

My work environment is pretty good but others in DCD work in awful l locations (closets, basements)

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Manager does a poor job of communicating completely and totally to staff. If you have a day off, no one communicates the next day The manager does not share openly at staff meeting.

My manager allows people under my supervision to by pass me and go direct to him, then never communicates the issue to me.

My manager is great about listening to new ideas. He will implement the ones that have merit and discuss why he doesn't like the others

My manager only comes to me when he needs something, but seldom shares with good daily communication

Very difficult to get support for hardware/software

My Division is very open to providing training opportunities

Staff spend a lot of time provide good customer service and information to the public

The workload seems endless and overwhelming with little relief staff

Too much work at this time (according to others it has been like this for over a year.

My program had many obstacles to overcome. The credit goes to current staff as well as key elected officials and managers.

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The all staff is a waste of time as currently structured

The attitude of firefighters instead of professional, progressive planning

The reality of future work does not impact the current level of staff – there is no accommodation until the workload had entrenched us

There is more an attitude of what can we minimize in services (inspections) to accommodate workload. Triage and firefighting is the philosophy.

I feel large amounts of professional disrespect. Political disrespect is very heart breaking, when professional determination has been made.

Combined Comments of Division Managers
DCD Culture

- Lots of internal strife, changes of direction among senior managers
- Culture has changed. Used to be family spirit
- Power vacuum since Perkowitz left.
- "Team spirit" means more opportunities to disagree
- "With each new DCD Director there is a chance to redress old grievances""
- Senior management had significant differences with past director.
- Hard for staff to not form opinions about frequent customers based on prior experiences
- People working very hard
- Recruitment is hard
- Salary is low. Comparables are not reasonable
- H.R. regulations are "A kick in the crotch". In order to pay extra to high performers, they must have another job offer in hand.
- Need better coordination of DCD work plan
- Planning Commission is dysfunctional and abusive. Take their cue from the Commissioners
- The County's approach is "What do we have to do?" rather than "What do we want to do."
- Not make strokes from anyone.
- Horrible physical work conditions
- No DCD collaboration
- No clear direction for DCD
- Trying to include customers when changing procedures or regulations
- Staff is responsive to customers and work beyond normal work hours when customers are present
- Consistency is important
- DCD is "dyslexic". Not everyone shares the vision of customer service.
- Resources are put where they are not needed.
- Projects are done to the 70% level, put down and then come back to start them up later
- Extremely low morale.
- No way to reward performance
- DCD management has gone around Division Managers directly to staff with work
- No process to last internal budget development. Just a crisis
- Low pay
- Problems with HR on recruiting and promotions
- Hard to manage when you have to be a "working manager"
- No consistent vision
- Administrative Leave use an issue
- Crisis mode
- No regular time with DCD Director
- "BOCC should give direction to County Administrator who then works with DCD. Doesn't think that will work with this BOCC>
- Staffing too low
- County has a bad reputation in planning community
- Division Managers do not "own" their own budget
- Micro managed in recent past

- Internal infighting
- Highly dedicated staff – like their work
- Hard to have unified vision in very diverse department
- Lacked support from Director for controversial issues going to BOCC> Let staff test the political waters.
- Department has some "Good Old Boy" factions. Past Directors did not like confrontation and did not deal with this.
- Need to be more proactive and professional
- BOCC make the Critical Areas Ordinance more political than it needed to be. This dragged out the process and increased the workload and stress on staff.
- BOCC makes promises and past DCD Directors were unwilling to confront them about the extra work
- The County Administrator should advocate for and filter between DCD and BOCC. Cris Gears seems to be starting this
- Extra help is a positive and a negative. Positive because can hire quickly. Negative because they can and do leave.
- Tired, highly frustration. Low morale.
- Staff committed, customer oriented and considerate. Care for each other. Strong work ethic. Willing to help each other.
- Very dedicated staff. Know what they are doing. Want to assist customers. Frustrated with not enough time to get things right.
- BOCC requests disrupt normal work
- Too many hours worked without pay
- Being pulled off own work for other projects means delays, increased backlog, more overtime and increased stress
- BOCC response to complaints and inquiries to DCD eat up time and give sense that DCD is wrong.
- "Organization is working well but problems with workload, vacancies and unexpected interruptions"
- "Entrenched sense of "Here's how we've always done it" and reluctance to change
- Real problems. Shouldn't gloss over them
- Good folks, hard workers, mostly knowledgeable
- Staff will accept change that makes sense and that they are involved in creating
- Lack direction
- Very high volumes of work
- Stressed culture. Low morale.
- Good customer service.
- BOCC make a lot of requests
- Minimal training
- Pay is reasonably in balance. Clark Co is a good comparable due to workload
- DCD has bad reputation growing – affects Department.

Part 3:
Recommendations of Consultants

Our recommendations are presented in the following broad categories:
- Department Leadership
- Commissioners' Leadership
- Core Values and Culture
- Performance Management
- Individual and Career Development
- Career Advancement and Job Enrichment
- Team Work
- Compensation and Other Human Resources Issues
- Policies and Procedures
- Managing Resources

Recommendations
Employee Insight.__

Department Leadership

1. Create a DCD Leadership Team.

   It appears that the culture of DCD has been one of top down management for many years with a loose federation of Divisions. Recently, "Managers Meetings" have been reported to mostly be driven by the DCD Director and not terribly pertinent to the needs or interests of Division Managers. Little sharing among Divisions took place at those meetings. In addition, it appears that many decisions about the direction of DCD were made by the former Director without much input or involvement of the subordinate managers. This is not unusual in many organizations. The problem is that it hinders real communication and cooperation among the managers. It also allows managers to refrain from taking ownership in the larger organization.

   a. Change the character of Managers Meetings (of the DCD Director, Assistant Director, and Division Managers) from top-down direction and reporting to a real forum for shared management and leadership of the organization. This would mean conferring on this group the general responsibility for organizational direction, internal coordination, budget and work plan development, and implementation of the recommendations contained in this Report. Conceptually, this is much like an "executive committee" found in many business organizations.

   b. Consider formal training/coaching for the managers group on development of a Leadership Team.

   c. Division Managers should have regular meetings with the DCD Director to share operational issues and status.

2. Strengthen the leadership competencies of managers and supervisors.

   a. Determine the **crucial leadership competencies** for DCD by conducting a competency survey and analysis of all DCD managers and supervisors, their direct reports, the County Administrator, and the Commissioners.

   b. Conduct multi-source ("360-degree) surveys of the crucial leadership competencies for all of DCD's director, managers and supervisors, provide them feedback, and help them devise ways they can develop their leadership competencies.

   c. Facilitate a **Leadership Development Workshop**, the end objective of which is the preparation of leadership development plans by individual managers.

   d. This Workshop should include: a overview of research on leadership competencies and their relationships to leader effectiveness; interpreting their individual Leader 360 Survey feedback reports; formulating ideas with their peers for developing competency strengths and managing weaknesses; and preparing individual leadership development plans.

   e. Those **individual leadership development plans** should be negotiated with each supervisor's and manager's leader, and become part of part of each supervisor's and manager's broader individual career development plan and performance evaluation.

3. Make time for managers to manage and lead.

   A constant theme we heard from all managers and supervisors was that the workload in DCD is so high that managers and supervisors are required to spend so much time on "production" issues that there is little time to actually manage or supervise the work. This was true from the DCD Director on down. This may contribute to the staff feeling the need for better management and supervision. Efforts need to be made to allow supervisors and managers more time to oversee and lead the work of the Department and its Divisions.

4. Clarify the respective roles and responsibilities of the DCD Director and Assistant Director/

   Roles and responsibilities need to be clearly defined between the DCD Director and Assistant Director(s).

Commissioners' Leadership

5. We submit the recommendations in this section to the Commissioners primarily (except where noted), in order to strengthen their leadership and direction for DCD:

   a. Review and improve efforts to inform County employees about the Commissioners' vision and goals for the County.

b. Meet annually with DCD, together with the County Administrator, to determine workload and expectations of DCD for the ensuing year, then rely on the County Administrator and the DCD Director to oversee and ensure performance. In other words, utilize the proverbial "chain of command."

c. Commit to implementing the major recommendations of this Report that you deem feasible. (Many employees said previous recommendations to improve DCD were ignored, and they fear that may happen again, this time.)

d. Acknowledge and reward staff performance even when you may not agree with the task (i.e. State mandates). Make a practice of "celebrating" major accomplishments.

e. Try to minimize inquiries and requests for extra work from DCD, and channel *all* of them through the DCD Director, even the seemingly small ones.

   The staff is fully extended. While often necessary, Commissioners' requests disrupt normal workflow and add unscheduled work. The current system of limiting the amount of time DCD staff would spend per individual request to one hour, without agreement of all three Commissioners, while well-intended, is not working. However, channeling *all* your requests through the DCD Director will provide a centralized means of tracking all of them and a single-point of accountability for response. Perhaps DCD should submit a monthly report to the County Administrator and the Commissioners listing the total time spent during the month on requests from each Commissioner to highlight the total impact of Commissioner requests.

f. Let DCD staff know that you acknowledge and respect that they are knowledgeable, act with integrity, and are committed to citizens, the County, and customer service.

g. Provide an environment and process where staff can question your directions regarding specific permits if staff believes those directions are contrary to County Code. (Perhaps the County Administrator could be used as a "Sounding Board" for staff in such cases.)

h. When responding to customer complaints, assume that staff have acted appropriately until proven otherwise. Customer complaints are certainly important, but staff often feel that there is a presumption by Commissioners that DCD has erred when complaints are received. In addition, while individual complaints are important, all complaints should be reviewed periodically to determine possible "patterns or practices" within DCD needing attention. It must be said in this context, that DCD staff must understand and support the Commissioners' need and efforts to be responsive to their constituents. This will mean consistent follow up to Commissioner requests and not just seeing these requests as

unnecessary intrusions.

i.   Commissioners and DCD staff need to see themselves as part of the same team rather than working at cross purposes.

j.   Stay focused on setting policy and providing long-range direction for DCD, and leave implementation of the policy to the County Administrator and DCD. A corollary recommendation to DCD is to honor all commitments made to the Commissioners. The County Administrator and DCD must keep the Commissioners fully informed of progress being achieved and issues that arise. There should be "No Surprises" for the Commissioners about issues arising from DCD's work.

Core Values and Culture

6.   Develop Organizational Core Values.

a.   The Leadership Team should initiate a process, involving all employees, to develop a set of **Core Values for DCD**.

b.   DCD employees' descriptions of the "Ideal" work environment, which they generated in their meetings on Employee Work Life Quality, should be used as a beginning point for developing the Core Values.

c.   DCD should create an environment where the Core Values are the basis for all individual and organizational decisions and actions. This new environment must value and respect the contribution and input of each employee. It must provide a "safe" environment where any employee can question decisions or actions for consistency with the Core Values.

d.   Here is an example from one of the world's foremost hotel companies:

We are dedicated to being the leading [country-specific reference] hotel company providing uniquely satisfying hotel experiences.

We will earn the loyalty of our guests by consistently exceeding their expectations of personal service and warm hospitality and by welcoming them in distinctive surroundings.

Our actions will create a sense of pride and long-term commitment for everyone associated with the Company, and generate a competitive rate of return for our shareholder.

In all we do, will be guided by the following principles:

•   We will act with integrity under all circumstances.

•   We will build an environment of individual trust and respect, enabling all employees to realize their full potential and decision-making ability.

•   We will reward performance and encourage all our people to become professional members of our industry.

7. Create a DCD culture of recognition and reward.

    As part of the Core Values process address the need for recognition and reward within DCD.

    Examples of how DCD employees might be recognized and rewarded are:

    a. Asking customers in periodic customer satisfaction surveys to name employees who provided them excellent service and what they did. (The current draft customer satisfaction survey contains such a question.) Monthly, the names of those employees most mentioned might be published on the website and prominent locations in DCD. As tangible rewards, such employees might be given tickets to a professional sporting event or a gift certificate of dinner for two, or perhaps even a bonus at the end of the year. Alternatively, a special customer service pin might be given.

    b. A monthly recognition and awards luncheon, recognizing individuals who reach specified performance targets. Small bonuses or small gifts might be also given, or a special parking pass for the month, in the new building garage. It's not the amount, but the appreciation and recognition that are important.

    c. "Drop-in-Your-Bucket" (it can be any theme) cards given between individual employees, expressing appreciation for helping out or for a job well done. (The "Drop-in-Your-Bucket" was conceived and propagated by the late Donald O. Clifton, Chairman, The Gallup Organization.)

Performance Management

8. The Leadership Team should create annual work plans for DCD and each Division prior to the start of each year.

9. Create a DCD **Performance Management System**.

    a. It should consist of operational goals, milestones from work plans and projects, performance standards (e.g., the number of decisions made in the prior month on Type I development applications within 21 days of the application being accepted as complete, as called for in County Code 21.04.060), and associated performance indicators for assessing and reporting progress toward their achievement.

    b. Where possible, performance indicators should be quantified measures of outputs (e.g., plan reviews, permits, and inspections) and inputs (per labor hour or day). Such measures will indicate productivity.

    c. Qualitative indicators (e.g., work plan and project plan milestones, customer satisfaction ratings, inspection audits) should also be included where appropriate.

    d.   There should be clearly visible linkages between DCD's and Divisions' mission, values, and goals, this Performance Management System, and the performance evaluation system for appraising individual staff.

    e.   Performance Management System indicators and reports should be generated monthly at a minimum inside DCD.

    f.   Performance Management System indicators and reports should be discussed with the County Administrator and Commissioners *prior* to the beginning of *each* year, and subsequently on a bi-monthly basis.

    g.   We will have more specific recommendations on the Performance Management System, after we complete other Steps in this consulting assignment. Hopefully, those recommendations will be of help to DCD management in creating the Performance Management System.

10. Link clearly employee performance evaluations to organizational goals and performance measures, crucial job competencies, and to individual career development plans; and do the performance evaluations when due.

    a.   Individual performance evaluations should contain a clear relationship with the Division's goals in which the position is budgeted.

    b.   Individual performance evaluations should include provision for assessment of the employee's performance and development relative to the crucial competencies that have been determined for the job.

    c.   Performance evaluations should include a section pertaining to that individual's career development plan, indicating not only what the employee's will do, but also what supervisor's and DCD will do, thus forming a mutual commitment.

    d.   The Administrative Services Division of DCD should maintain a schedule of performance evaluations to be done by managers, and monitor and report to the DCD Director on actual evaluations conducted compared to the schedule.

    e.   The DCD Director should hold Division Managers accountable for timely completion of performance evaluations of employees in their Divisions, and that timeliness should be part of the Division Managers' performance evaluations.

Individual and Career Development

11. Define career ladders, specify associated crucial job competencies, and establish a **Career Development System**.

    a.   Define and identify the specialties, **crucial competencies** (i.e., job knowledge, skills, abilities, and other requirements), licenses, and certifications which must be demonstrated to qualify for each rung of a

career ladder. One such career ladder might be Leader/Manager (encompassing the jobs of project leader, team leader, supervisor, division manager). Another might be Planner.

b. Map the experience, training, and other career development activities associated with each rung.

c. Design and implement a **Career Development System** that includes formal, individual development plans, performance evaluation, feedback, and organization-wide monitoring and reporting.

d. Establish, and keep updated, a **succession planning system** for identifying, developing and grooming DCD's future supervisors and managers to replace those who are promoted, retired, or leave for other reasons.

12. Create training policies, determine training needs, prepare Training Plans bi-annually, fund training adequately, and provide needed training, including orientation and cross-functional training.

a. Create a policy on training for DCD and each Division, including:

    i. DCD's commitment helping each employee achieve their full professional potential via training and development.

    ii. Individual accountability for participating with one's their manager in the identification of one's competency strengths and development needs.

    iii. Responsibility of supervisors and managers to help individuals recognize and development their competencies.

    iv. Procedures for requesting, reviewing, approving, and monitoring individual training and development activities.

b. Conduct a training needs analysis within DCD, and prepare a report of training needs and recommendations. That report should address the following topics:

    i. Crucial competencies, licenses and certifications associated with the career ladders in DCD listed under "Career Development System," above.

    ii. Inventory of existing competencies, licenses and certifications possessed by DCD personnel, and of training needs.

    iii. Training needs, determined via the self-assessment inventories and independent analysis of training and development activities associated with the core competencies.

      iv. Available training and development resources to meet the identified needs.

      v. Additional training and development resources required needed to meet the needs and possible funding.

  c. Prepare bi-annually a **Training Plan** covering the entire DCD. It should include:

      i. Training and development activities to be accomplished based on a roll up of individual development plans, previously negotiated between employees and their team leaders.

      ii. Schedule of internal training sessions and development activities to be offered.

      iii. Resources required (e.g., learning materials, staff release time, instructor/coaching time, fees) and budget allocations among DCD Divisions.

  d. Increase the budget for training, and give each Division Manager funds for training staff in that Division.

  e. Provide **DCD-specific orientation training** to all new employees, covering things such as: mission, goals, performance measures, performance expectations, policies and procedures, information systems, organization of DCD and the County, how to get things done, where to find the wherewithal to do the job, etc.

  f. Cross-train staff within and among Divisions to enrich job content, improve familiarization with the work, enhance internal coordination, and improve continuity of customer service when employees are absent.

Career Advancement and Job Enrichment

13. Adopt a **policy of promoting from within DCD** unless there are no qualified candidates for the position in DCD. Such a policy might be as follows:

  a. Restrict applications for new positions to current DCD employees for 30 days to give them first opportunity to apply and be considered.

  b. If a DCD employee submits a formal application for a DCD open position, s/he must be interviewed by the hiring manager, who will determine whether the candidate meets the qualifications for the position and will be further considered.

  c. If the hiring manager determines that the internal candidate is qualified for the position, the candidate will be further considered as a candidate, along with other internal candidates who may exist. The hiring manager may select a qualified DCD employee for an open position without having

to allow persons outside DCD to apply.

d. If the hiring manager determines that an employee who has applied is not qualified for the position, that candidate may appeal that determination to the Director of DCD, who within 10 business days must rule on the hiring manager's decision.

e. In order to consider candidates outside of DCD, the hiring manager must obtain the approval of the Director of DCD.

14. Examine the content of jobs in DCD and restructure them, where appropriate, to increase their challenge, variety, and decision-making, thus **enriching the jobs**, which tends to increase job satisfaction and retention.

a. Form employee-management work groups to identify and examine job categories where such opportunities exist.

b. In this examination, look also for ways to test for reward higher levels of job knowledge and proficiency, and to reward those higher levels of achievement (e.g., certification, proficiency bonus)

c. Also look for connections with related career ladders that may offer more potential for upward mobility.

Team Work

15. Take initial steps toward strengthening team work and cooperation within DCD.

a. Create cross-Divisional teams of staff, with complementary abilities, to get important projects done (e.g., enriching jobs, defining career ladders, formulating a set of core values, creating a new employee, DCD-specific orientation training, writing a user's manual and training program for the Land Information System).

b. Temporarily assign staff to work in other Divisions in order to learn about their functions and procedures (i.e., cross-train), to better know co-workers, and to round out skills as part of career development.

c. DCD Division Managers and the Director should participate in a structured team building learning experience, with one or more business-related, problem-solving case(s) and an outside facilitator. The Human Resources Department may be able to help identify a good resource for this. If successful, the process might be extended in more parts of DCD.

d. Ask all employees to prepare a one- or two-page biographical sketch, including: work experiences, skills, abilities, individual development goals, personal interests, and a photo. Put these on DCD's intra-net. Benefit: More awareness of co-workers' talents and interests when help is needed, for current and new staff.

    e. Create and foster a culture of mutual support, celebrating wins, having fun, and no tolerance for gossip and lack of mutual respect. Include something along these lines when creating the core values for DCD.

Compensation and Other Human Resources Issues

16. The Department of Human Resources should review its list of comparables used for determining salaries in DCD.

    a. HR should review its current actual "hiring market", I. e., the area within which it actually recruits most employees and the area where those leaving DCD are actually moving. The results should influence the selection of comparables for DCD salary purposes.

    b. When Step 5 of our DCD Assessment is complete, HR should review the comparables identified for purposes of comparing DCD performance to see if any of those comparables should be included in salary surveys for DCD positions in the future.

    c. In conducting its salary surveys, HR should determine if other jurisdictions are including "proficiency pay" based on licenses and certifications and whether other jurisdictions provide "performance bonuses" for extraordinary achievements or performance. Regardless of the actions of other governments, we believe these concepts are worth exploring for DCD.

17. Make more effective use of Extra Help.

    a. Limit the term of use of Extra Help employees to six months with provision for a another six months under special circumstances (hard to fill job, special project with end point in sight, other exigencies for the benefit of the County) to be approved by the County Administrator.

    b. The County should consider making benefits available on a pro rata basis to Extra Help employees who work 20 hours or more per week and who are employed longer than six months.

    c. DCD should refrain from keeping positions open in one Division in order to hire Extra Help in another Division.

    d. DCD should attempt to hire Extra Help employees who are fully qualified to fill the position they are for which they are hired.

    e. DCD should view Extra Help employees as a recruiting source for full-time positions that come open and should attempt to hire Extra Help employees directly into positions where the Extra Help employee has worked in that job category with satisfactory performance for six months or more.

18. Fill position vacancies promptly.

  a. The DCD Administrative Services Division should maintain a status list of all vacancies.

  b. All vacancies should be reviewed monthly by the DCD Director and affected Division Managers, and the Department of Human Resources.

  c. A monthly report listing all positions unfilled for six months or more should be submitted to the County Administrator.

19. Review the County policy on Administrative Leave.

  [We previously made this recommendation, but include it here as a focal point, because it is a sore point with several employees.] If employees are asked to work substantial excess hours and they believe they will not be able to take that time off, it can affect their performance and morale, and may give reason for more staff to quit. We believe that the Department of Human Resources is exploring these two concepts:

  a. Allow employees 90 days to use accrued Admin Leave, similar to the policy regarding Comp Time use.

  b. Reinforce the Fair Labor Standards Act concept that these are exempt positions by nature of the work and put in place a threshold number of hours per week that must be worked before Admin Time can be accrued. We suggest something like 50 hours per week as this threshold.

20. DCD and the Department of Human Resources Should Develop a "Performance Contract."

  a. HR should meet with the DCD Leadership Team to discuss how both organizations can meet the human resource needs of DCD. The result should be a "contract" between the two Departments on what tasks each will perform and how.

  b. HR should meet with the DCD Leadership Team quarterly to assess performance under the "contract" and the status of current human resource issues in DCD.

Managing Resources

21. Develop mission statements, polices and procedures for the entire DCD.

  a. DCD and each Division should prepare a Mission Statement and organizational Goals. Employees should be familiar with these statements.

b. General Administrative Policies of DCD and each Division should be developed and made available to each employee.

c. Work process procedures should be developed for each Division and made available to each employee.

d. All DCD staff should be trained and familiar with the policies and procedures.

e. All policies and procedures should be followed fairly and consistently. There should be a process for employees to question actions that they believe are inconsistent with the policies and procedures.

22. Develop a policy on acquisition and use of technology and equipment.

The DCD Leadership Team should engage each Division in the development of a DCD-wide policy and multi-year plan for the acquisition and use of technology and Equipment. The **Technology Policy and Plan** should include:

a. A Statement of General Policy and direction

b. General direction DCD wants to follow over at least a two budget cycle

c. Specifics regarding acquisition over the next two year budget cycle

d. Provision for development, maintenance and enhancement of applications for technology and software such as Land Information System and GIS

e. Training for technology and equipment

23. Prepare **user manuals** and related documentation for the Land Information System (LIS) and Geographic Information System ("GIS") very soon.

Detailed knowledge of the LIS resides with a precariously few number of employees. Users, especially new employees, have no ready access to the information they need in order to utilize the system effectively.

24. Emphasize equipment/technology that increases productivity, quality of work and improves customer service.

25. Limit meetings.

a. Examine all meetings for relevance. Eliminate all but essential meetings. Ask those attending to evaluate relevance and importance of meetings.

b. Special attention must be paid to not requiring unnecessary meetings of the DCD Director and subordinate managers. The previous DCD Director had 25 recurring meetings she was expected or required to attend.

26. Build a new budget process for DCD, **including budgeted cost centers for each Division** and accountability of each Division manager for her/his budget.

    Create an entirely new budget process for DCD whereby Division Managers play a much larger role in the development and administration of the budget. At a minimum, this process should include the following steps or elements.

    a. Administrative Services Division prepares an outline of the process and expected submittals from each Division.

    b. Each Division submits its own budget proposal for the biennium that meets County, DCD and Division needs and goals.

    c. The Leadership Team as a group reviews each Division submittal and build a combined budget for the Department.

    d. Each Division must have its own budgeted cost center, and each Manager should have control of their own budget for the biennium.

    e. The Leadership Team and, ultimately, the DCD Director should the authority to move funds among Divisions to meet unexpected needs during the actual budget cycle.

27. Protect the ability of each Division to complete Its own work.

    Except in extraordinary circumstances, do not move staff from one Division to another for extended periods of time unless this can be done without negatively affecting customer service and workload in the Division "loaning" the staff.

28. Create a Department Advisory Group.

    Employees of the Department want and are entitled to be included in major issues affecting the direction of the Department and their work environment. Successful implementation of the recommendations in this Report will require an informed, cooperative team effort of the entire organization. A labor-management group should be created to develop Core Values and implement other major recommendations contained in this report. In addition, this group can serve as a sounding board for day to day operational issues that may arise.

29. Certify each building inspector for the inspections which they conduct (structural, mechanical, and plumbing).

    State law does not require building inspectors to be certified for knowledge and experience in the building codes which they inspect. Inspectors in the Building Code Division are generally certified in one or more aspects of the Building Code. But they are not certified in each aspect of the code which they may administer daily. While this practice conforms to state law, we believe it would be prudent to insure that inspectors are certified for each discipline that they enforce. The County should consider some form of bonus or premium pay for those with multiple certifications.

30. Refrain from using Plans Examiners to conduct building inspections and using Building Inspectors from reviewing plans without appropriate certification.

    The Building Code Division has engaged in innovative techniques to try to meet workload demands with its current workforce. One technique has been to use Plans Examiners and Building Inspectors inter-changeably to meet peak workload needs. Again, while this apparently complies with state law, we feel that each discipline is distinct enough that it ought to be performed only by those with appropriate experience and qualifications.

31. Use mediation whenever possible on code compliance complaints to improve customer satisfaction and reduce the workload on staff.

    Code enforcement is one of the most thankless of government functions. It places the County squarely between opposing citizens. The County becomes judge and jury and, inevitably, angers at least one of the parties. Moreover, a "decision" handed down by the County is not always complied with by the parties to the dispute. This leads to additional costs for the County. At this point, Kitsap County has five staff handling over 2,000 code complaints a year.

    Many local governments have included mediation as a cornerstone of their code complaint programs. The advantages of this are: 1) It removes the County entirely from this negative process, 2) It builds or repairs relationships between the parties, 3) Compliance with agreements is much higher than an enforcement action since the parties create the solution themselves, 4) the costs of mediation are much less than the costs of enforcement staff and 5) this frees code compliance staff to work on the more complicated problems.

32. Consider moving Fire and Life Safety plans and building inspection functions to the Building Codes Division.

    As the County considers options for the future of the Fire Marshall's Office, it is worth considering transferring Fire and Life Safety plans review and building inspection functions to the Building Codes Division. Staff in this Division either are familiar with or can become familiar with the appropriate code provisions. This might impact staffing requirements for the Fire Marshall's Office as well as allow the Fire Marshall staff to concentrate on the backlog of required annual business occupancy inspections and fire scene investigations.

33. Develop and implement priorities for improving utility of the LIS (Land Information System).

    LIS is a critical information and management tool for the Department and the County. It appears that the Department has not systematically defined its needs from the system. All Divisions within the Department should work together to create a prioritized set of needs from the LIS system. The Department should then work with Information Systems to see that these new applications are developed as quickly as possible.

Customer Service
Recommendations for this category will be made after completion of the Customer Service survey

Workload and Staffing
Recommendations for this category will be made after completion of the comparison with other jurisdictions.

In Step 6 of our project, Final Report, we will recommend a plan and time table for implementing these recommendations, as well as others that we will be making at the project proceeds.

## Part I. Analysis of DCD Permit Outputs and Inputs, 2001-05

This analysis of Department of Community Development ("DCD") permit outputs and inputs was done for two reasons. First, was to get a sense of the trends of productivity within DCD. Second, was to devise possible benchmarks for comparing the productivity of DCD with other jurisdictions, which would serve as *part* of the basis for DCD staffing level recommendations, which will occur in Step 4 of this consulting assignment.

Issuing permits is one of the principal responsibilities in connection with DCD's basic functions of administering the County's building, land use, development, and fire codes to protect public safety, while comprehensively planning to accommodate future growth and preserving natural resources. While issuing permits is not the only major function of DCD, it nonetheless is suitable for examining a substantial aspect of DCD's productivity. Issuing permits accounts for largest volume of staff activities (they issued 4,039 permits in 2005), is more amenable to measurement relative to other significant functions of DCD (e.g., comprehensive planning and protection of natural resources), and generates a substantial amount of revenue in the form of permit fees—$4.4 million in 2005.

<u>Total Permit Volumes</u>

Four of the seven Divisions of DCD issue permits: Building (abbreviated in figures and tables below as "BLDG"); Development Engineering ("DEV ENG"); Fire Marshal's Office ("FIRE"); and Land Use/Environmental Review ("LU/ER"). Figure 1 and Table 1, below, present the numbers of permits issued by these Divisions, 2001 through 2005.[1]

Figure 1

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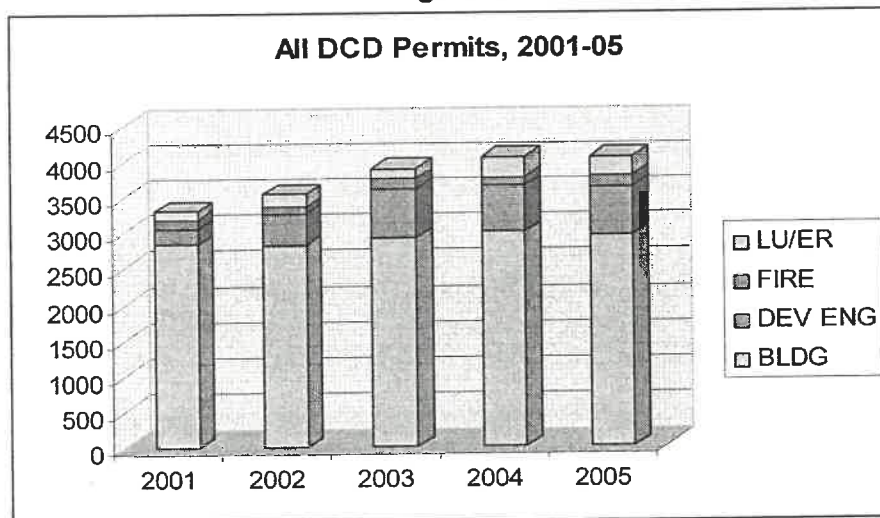
[1] Two main data sources were used in this analysis. One was a special report from the County's Land Information System (LIS) of all permits issued 2001 through 2005, which was supplied by Mike Barth, Chief Building Official, 3/31/2006. The other was another special report of budgeted staff positions for DCD, 2001 to 2006,, by Cost Center, provided by Ben Holland, Director, Administrative Services Department, 3/23/2006. We used the electronic files of these reports in our analyses. Those files, with analyses are in "Permit Outputs-Inputs 2001-2006 Analysis by CJ Apr 8 2006.xls" and "DCD Staff 2001-06 by Division by CJones per BHolland data.xls".

Table 1
ALL DCD PERMITS ISSUED

	2001	2002	2003	2004	2005
BLDG	2839	2830	2,918	2,994	2,936
DEV ENG	220	430	685	644	699
FIRE	126	97	143	116	153
LU/ER	118	181	137	295	251
TOTAL	3303	3538	3,883	4,049	4,039

The total 4,039 permits issued in 2005, while virtually equal to the number in 2004, is a 23 percent increase since 2001.

Historically, the proportion of permits issued by the Building Division is by far the largest among the four Divisions: 73 percent in 2005, followed by 17 percent by Development Engineering, 6 percent by the Land Use/Environmental Review Division, and 4 percent by the Fire Marshal's Office.

Also noteworthy in Table 1 is the rapid growth of permits issued by the Development Engineering and by Land Use/Environmental Review Divisions: between 2001 and 2005, the former more than doubled, the latter more than tripled.

Staffing Levels

In order to determine productivity, the volumes of permits (the "outputs") must be reviewed relative to the inputs required to produce them. For this review we utilized *total* budgeted Full-Time Equivalent ("FTE") staff for each Division. We did not factor in Extra Help or volunteer staff. We used this approach for three main reasons. First, the DCD budget, and accordingly the County's Financial Management System, has the Building Division, Land Use/Environmental Review Division, and Fire Marshal's Office all lumped together in one Cost Center, Building - 9221. Second, we did not feel confident in relying on either the Land Information System or historical payroll records for valid allocations of labor hours by type of permit. We knew that even at the FTE level, we would have to expend inordinate time to manually allocate staff levels to the four permit-issuing Divisions within Building Cost Center 9221 (which also contains the Administrative Services Division and the DCD Director's office). Third, we believed that *all* FTEs in a Division, including support staff, rather than just the staff *directly* involved in permitting, would yield benchmarks more easily comparable with other jurisdictions and would provide a truer picture of all required inputs for production.

With the help of the Department of Administrative Services and the Administrative Services Division (within DCD), we did allocate all of DCD's budgeted positions to each DCD Division for 2001 through 2006,[2] including the allocations to the four Divisions of interest here within Building Cost Center 9221. Table 2 below presents that staffing levels for DCD's permit-issuing Divisions for 2001 to 2005.

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[2] Appendix 1 to this Report presents a table of all DCD budgeted positions for 2001 to 2006. That table and the analysis underlying it can be found separately from this Report in the file, "Permit Outputs-Inputs 2001-2006 Analysis by CJ Apr 8 2006.xls."

Table 2
ALL FTEs OF
PERMIT-ISSUING DIVISIONS

	2001	2002	2003	2004	2005
BLDG	18.75	20.00	20.00	23.00	23.00
DEV ENG	17.00	17.00	14.00	15.00	16.00
FIRE	6.00	6.00	6.00	7.00	7.00
LU/ER	9.00	9.00	8.00	8.00	12.75
TOTAL	50.75	52.00	48.00	53.00	58.75

Notice that between 2001 and 2005, total staff in these four permit-issuing Divisions increased by 8.00 staff, or 19 percent. However, in 2005, 4.75 positions related to Environmental Review were shifted from the 9222 Planning Cost Center into 9221, Building. So, the adjusted net increase in staff among the four permit-issuing Divisions was only 8.00 positions, or 16 percent.

Of course, not all staff in any given Division are directly or substantially involved in issuing permits. However, at this point of our study, these can serve as broad, year-to-year indicators of gross, relative staff capacity and inputs.

Permits Issued Per
Full-Time Equivalent Position

Dividing the total FTEs in Table 2, above, into the total permits issued, yielded graph in Figure 2, below.

Figure 2
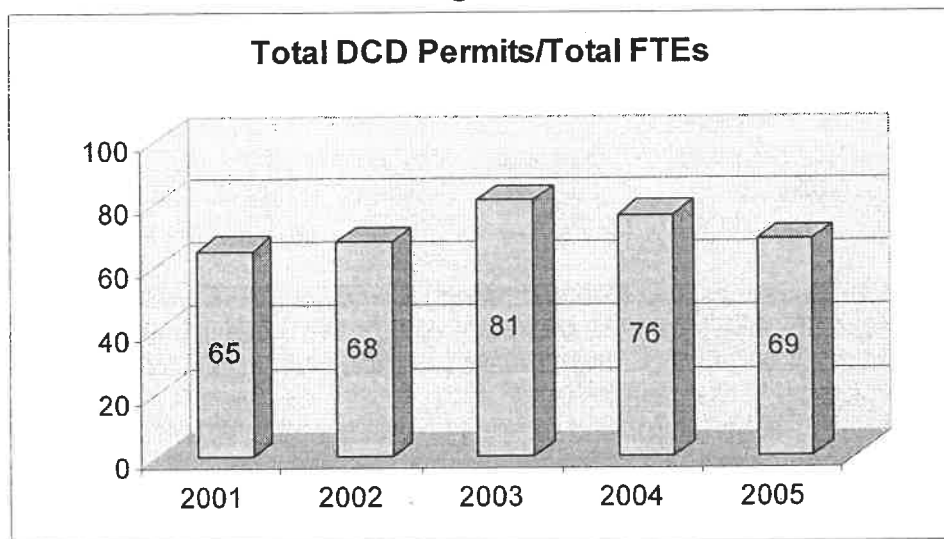
This give a very rough picture total permit outputs and inputs, Noticeable, however, is the downward trend between 2003 and 2005.

Looking at Permits per FTE by Division is more informative, as presented in Table 3, below.

Table 3
PERMITS PER FTE BY DIVISION

	2001	2002	2003	2004	2005
BLDG	151	142	146	130	128
DEV ENG	13	25	49	43	44
FIRE	21	16	24	17	22
LU/ER	13	20	17	37	20

There was downward trend in Permits/FTE in the Building Division between 2001 and 2004, but it improved in 2005. (As a point of interest, in 2005 the ratio of Building Permits per *Building Inspector* FTE was 587: 2,936 permits/5.0 inspectors.)

Development Engineering's ratio of Permits/FTE moved up sharply from 2001 to 2003, but leveled out in 2004 and 2005, after peaking in 2003.

There were no predictable trends in the ratio for the Fire Marshal's Office or Land Use/Environmental Review Division.

<u>Permit Fees by Division</u>

Using the special report of all DCD permit data, we allocated each permit type to a Division, based on our understanding as to which Division has lead responsibility for that type of permit. We than calculated the permit fees by Division and reconciled them to the totals in the original reports. Table 4, below, presents the results of our allocations (Impact Fees are not included).

Table 4
DCD PERMIT FEES

	2001	2002	2003	2004	2005
BLDG	$1,826,077	$2,094,918	$3,707,983	$3,520,998	$3,890,267
DEV ENG	$32,512	$91,330	$171,688	$205,379	$260,927
FIRE	$41,159	$27,713	$36,983	$33,952	$33,485
LU/ER	$11,800	$24,910	$42,864	$231,731	$200,030
TOTAL	$1,911,548	$2,238,872	$3,959,518	$3,992,060	$4,384,709

Total permit fees increased by 17 percent between 2001 and 2002, surged by 77 percent from 2002 to 2003, stayed flat in 2004, and increased by 10 percent in 2005. Nearly 90 percent of permits fees are generated by the Building Division.[3] However, that Division represented an even larger share in the four years previous. Notice the relatively small, but rapidly increasing, shares of fees generated by the Development Engineering and Land Use/Environmental Engineering Divisions. Fire-code related fees are very small.

Another interesting view of fees is from the vantage point of fees per FTE, as shown in Figure 3, below.

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[3] In 2005, 66 percent of the Building Fees (33.9 percent of the number issued) were generated by only four types of Residential permits: R-SFR; R-SFR/REPLACE; R-GARAGE; and R-SFR/ADD.

Figure 3

DCD Permit Fees/FTE Across Divs.
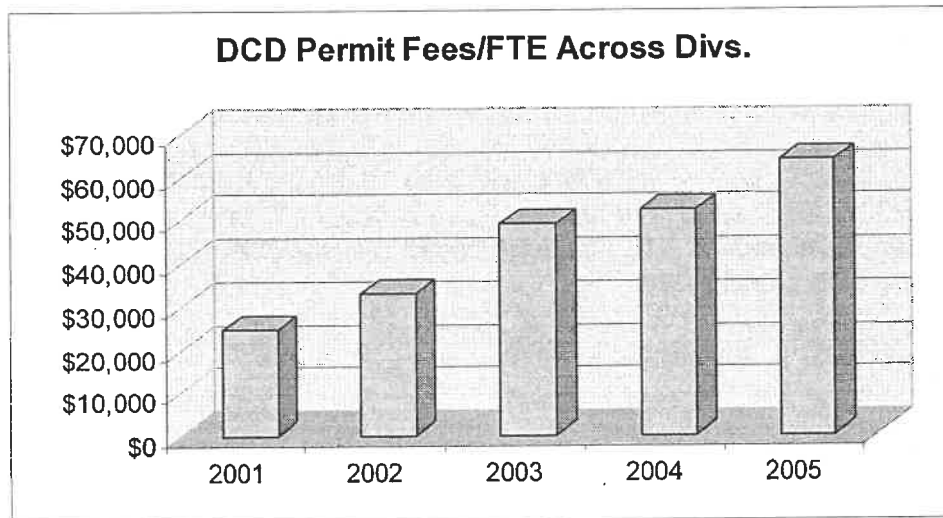
Valuations of Permits Per FTE

Another interesting view is valuations of permits per FTE, which due to the fee structure, is reasonable to look at only for the Building Division, as shown in Figure 4, below.

Figure 4

Valuation of Bldg. Div. Permits per FTE
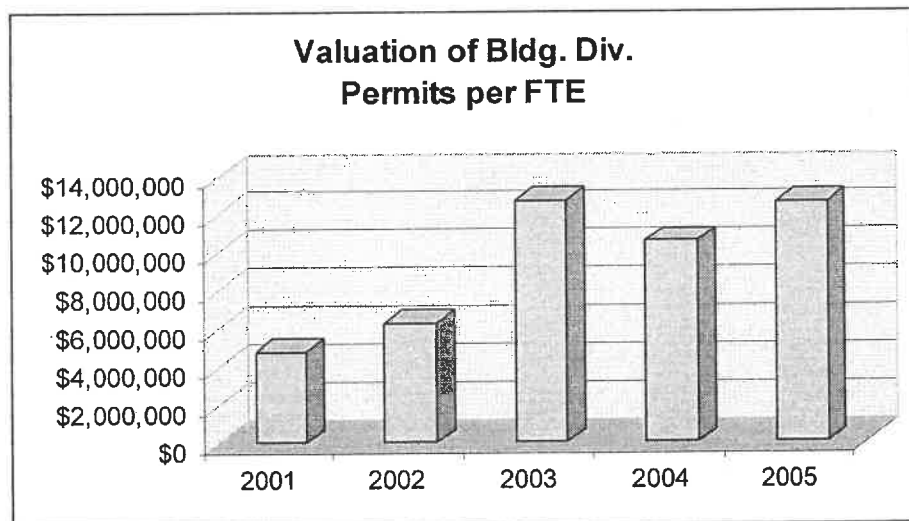
Care must be taken when attempting to draw conclusions from valuations per FTE, since cost and price effects (i.e., rising constructions costs, fee increases) come into play. Nonetheless, to the extent that rising costs reflect increasing *complexity* of construction, and therefore increased complexity of plan reviews and inspections, there may be value in considering valuation per FTE and/or permit when we compare DCD productivity with other jurisdictions.

Conclusions

The data presented above are at this point only *preliminary*, *potential* benchmarks for internal and external comparisons of productivity.

Permits is a measure of principal activity primarily for the Building Division perhaps the Development Engineering Division, secondarily for the Land Use/Environmental Review Division, and perhaps not at all for the Fire Marshal's Office.

Until we determine which jurisdictions will be compared with DCD, and we actually see the available comparative data they have, we will not know with any certainty which of the above permit measures we will use. Depending on the organizational alignments of those jurisdictions, we may have to adopt a more narrow FTE base, such as looking only at Building permits issued per FTE inspector and/or plans reviewer, or we may need to factor out code enforcement staff.

Appendix 1

DCD Budgeted Staff (FTEs) 2001-06

Cost Center & Division	2001	2002	2003	2004	2005	2006
ADMIN SVCS ("A")	3.00	4.00	4.00	3.00	6.00	6.00
BLDG DIV ("B")	18.75	20.00	20.00	23.00	23.00	24.00
DIR'S OFFICE ("D")	2.00	3.00	3.00	3.00	3.00	3.00
FIRE MARSHAL ("F")	6.00	6.00	6.00	7.00	7.00	7.00
LAND USE/ENV RVW ("L")	9.00*	9.00	8.00	8.00	12.75***	12.75
UNKNOWN ("U")	0.00	0.00	0.00	0.00	0.00	0.00
9221 TOTAL	30.75	42.00	41.00	44.00	51.75	52.75
9222 PLANNING	21.00*	15.00	13.75	15.75	8.00	8.00
9226 NATL RES	6.00	6.00	3.00	3.00	3.00	3.00
9227 DCD NR GRANT	2.00	1.00	2.00	2.00	2.00	2.00
9228 DEV ENGRG	17.00	17.00	14.00	15.00	16.00	16.00
TOTAL DCD STAFF	84.75**	81.00	73.75	79.75	80.75	81.75

Analysis by
Casey Jones: MAR 30, 2006

Notes
* In 2001, there were 8 budgeted for Cost Center 9222, Planning, which were actually working in the Land Use group in the then Development Permits Division. Therefore, in the above table, the LAND USE/ENV. RVW Division is increased by those 8 positions, and 9222, Planning, is decreased by 8 positions. In 2002, those 8 positions were actually budgeted in the 9221 Building Cost Center, LAND USE/ENV. RVE. Division.

** Includes 3 positions related to GIS (Geographical Information System), which were moved to the Information Services Department in 2002.

***4.75 positions related to Environmental Review were moved from 9222 Planning to 9221 LAND USE/ENV RVW in 2005.

Part II. DCD Permit Flow Analysis

The purpose of this task was to review the internal permit approval process to determine if there were procedures or bottlenecks that affect timeliness of permit approval. In conducting the review other, related issues, came to light that are included in this report.

<u>Building Permit Reviews</u>

The Department has created a rather sophisticated "triage" process for reviewing and expediting both residential and commercial building permits. Using a central Permit Coordinator, all of the reviewing Divisions (including the Health District) meet daily to review all residential permits received. Residential applications that are complete and straight forward are "fast tracked" with a target approval date of one week. Those requiring more information or scrutiny are noted and are taking 3-4 weeks (the Division's target is 14 days). From the Triage meeting, the review of the permits proceeds concurrently among the reviewing Divisions. The Permit Coordinator oversees and collects the reviews from each of the Divisions and issues the final Certificate of Occupancy. A similar system is followed for Commercial applications except that they are not reviewed daily, due to the lower number.

This process seems thoughtful, innovative and directly aimed at improving service to the customer. It must also make internal coordination and processing of permit reviews more efficient for each of the Divisions.

It is not clear if there are building permit review timelines contained in County Code or not. We understand that the Building Code Division uses a 14 day target (which it fails to meet for all permits except those that are "fast tracked" using the Triage system). The Building Official, who helped design the Land Information System, has access to detailed information about the number of applications received, the number under review at any given time and the number of permits issued annually. It also appears that the "permit approval days" for each permit are available in the system.

While the Building Official has several reports that come from data contained in LIS, for some he must manually download an LIS report and then enter the data by hand in an Excel spreadsheet to get his monitoring report.

There are a number of issues that were noted regarding the building permit review process:
     1. The process does not seem to be documented. There is no formal flow chart for the process and the steps are not written down. The Building Official was able to informally diagram it but it has never formally been documented.
     2. The current Permit Coordinator will retire in about a year and no one has been trained to fill the position. In fact, apparently there is no one qualified to fill the role when this person is on vacation.
     3. This is very much a paper driven process. Reviewers have inadequate space to store or lay out plans in their present work space. We are told that the space in the new building will be even less efficient for storing and reviewing permit information. In the case of the Permit Coordinator, for example, we were advised that the permit files currently contained in her office will be some distance away in a central file location.

4. There is so much paper involved that it is hard to manage it. We heard of instances in which permit information was lost or misplaced for some period of time. At present, there is no ability to digitize submittals so that they can be managed electronically; although we were told that was the basis for reducing space in the new building. In addition, there appears to be no process for receiving permit materials electronically.

5. The information on the number of permits issued is not consistent. Two reports contained on the County website (one is a formal report required by state law comparing timeliness of permit issuance to required deadlines) listed different numbers of building permits issued for 2004. The Building Official indicated that both numbers were incorrect and provided yet a third total directly from his report prepared manually from LIS data.

Land Use/Site Development Activity Plans

The Land Use permitting process, including Site Development Activity Permits, is different and more complicated than the Building Permit Approval Process. The chart we saw has three categories: 1) Pre-application review, 2) review of the completed land use application, and 3) development review of the project.

The County apparently issues separate land use review and Site Development permits for these developments. Instead of the Triage process, the Pre-Application Conference has been designed to review development concepts prior to formal submission. This conference includes the applicant and appropriate review staff. It provides an early review for completeness, identification of potential issues and provides advice to the applicant on how best to proceed. The process is virtually mandatory for most permits of any significance. Under the Code, the Director may grant a waiver only for Type II permits, although it appears that applicants for this level of permit are allowed to sign a waiver without Director approval.

The Pre-App conference was designed to expedite projects for both new and experienced applicants. The problem is that, due to the workload, planners in the Land Use Division have recently limited the number of pre-apps they process from 2-3 per planner per week to one per week. As a result, scheduling of Pre-App Conferences is currently out about eight to ten weeks from date of application. This compares to the requirement in the County Code that Pre-App Conferences be held within 28 days after the county accepts the application for pre-application review." 21.04.040 (G)

Land use activities generally require a Land Use Permit of some form issued through the Land Use and Environmental Review Division as well as a Site Development Activity Permit from Development Engineering. Each reviews, comments on and attaches conditions to the permit issued by the other Division. The Environmental Review Section of LUER, must review a high percentage of all Land Use applications and SDAPs.

In the case of an SDAP, Environmental Review reviews the draft SDAP and attaches conditions to be met for the final SDAP. When the final SDAP is submitted, it goes to Environmental Review to check for compliance with the original conditions. This slows down the review process and adds workload to an already busy Environment Review Section. Both managers of the Environmental Review Section and Development Engineering agree that for routine conditions, DE should be able to check for compliance with original conditions without the permit returning to Environmental Review.

General Observations

It appears that creation of the Triage process and creation of the Permit Coordinator position have improved service in the building permit process. It is unclear if there has been similar thought to improvements in either the Land Use/Environmental Review permits or SDAPs. In any case, it appears that workflow process review and redesign might result in further permit processing improvements for both customers and staff.

Kitsap County Code spells out permit processing deadlines in at least ten different areas. This is a significant matter of importance to applicants – whether they are private citizens or professional developers and builders. Long delays or uncertainty in permit approval times creates added costs and uncertainty for the applicant. Along with inconsistency in code interpretations and claims of personal bias by individual reviewers, timeliness of permit approvals is one of the most predictable complaints by those seeking land use and building permits in all jurisdictions. That is the reason the State Legislature provides direction on timelines and requires the County to set deadlines for various permits. In fact, the County is required to post an annual report of it's performance against deadlines on its website.

It is interesting, then, to note that timelines are virtually invisible in the operations of DCD. When staff was questioned about whether or not deadlines existed and what they might be, more often than not we were told simply that timelines did not exist. Some cited a 120 day maximum for all permits. None seemed to be aware of the various deadlines contained in the County] code.

Where staff (mostly managers) were aware of formal or informal deadlines, we were told uniformly that the Department was not meeting its targets. It would be hard to know for sure since there seems no process or system for tracking timelines for permit review and approval. There do not seem to be any reports that are generated for management or reviewers that shows "the clock" on permit approval.

In this light, it is interesting that the required report of timeline compliance for the County in 2004 indicates that the County was in compliance with deadlines in virtually 100% of permits issued.

There are several problems with this report. First, the LIS system requires the Land Use staff preparing the report to manually count permits one screen at a time since no cumulative printout is available. Further, in order to determine compliance with deadlines, the staff must review each permit's history and manually calculate time "on the clock" for that permit. Finally, the staff assumes that the deadline to be met is 120 days for all land use permits. In fact, that period is longer than any timeline contained in County Code.

In the case of building permits, as already noted, the number of permits listed in this report varies from another report contained on the web and is different than the "real" number of building permits reported by the Building Codes Division Manager.

We met only two individuals aware of this report. Therefore, it is clear that even in meeting a state mandate, the Department is not monitoring actual performance or presenting an accurate picture of performance.

No Compliance Report for 2005 has been prepared.

Summary

The Building Permit review process has been redesigned to expedite routine, complete applications. The Triage system assures coordination among reviewing Divisions and the Health Department. The Pre-App Conference process for land use permits serves a similar process. The current decision to limit Pre-App Conferences to one per week per planner means that this device which was intended to expedite plan review and approval is now adding four to six weeks beyond the deadline contained in County Code. There are efficiencies in the review of the SDAP that could speed approval and reduce workload for the Environmental Reviewers. It does not appear that the workload has allowed Department staff to apply systematic workflow improvement analysis to permit review. Where improvements have been made such as creation of the Triage system, they have not been documented and no cross training has occurred for the vital position of Permit Coordinator.

Part III. Permit Revenue Management

Currently the Department of Community Development ("DCD") budget is broken down into six "cost centers". These centers are:

9221   Department Administration (including the Administrative Services Division),
        Building Codes, Fire Marshal Divisions and Land Use and Environmental Review
9222   Long Range Planning Division
9223   Hearing Examiner
9226   Natural Resources Division
9227   Grants
9228   Development Engineering Division

Land use and development activities are contained in the 9221 and 9228 Cost Centers. Three of the Divisions in 9221 collect permit fees for part of their functions: Building, Land Use/Environmental Review, and Fire Marshal's Office. For some reason the Department Administration (i.e., the Administrative Services Division and the Director' Office) is entirely contained in this cost center rather than having a cost center of its own or being spread across the rest of the cost centers. This is probably a by-product of the fact that the Department does not have a true program budget. The Development Engineering Division has its own cost center (9228) – probably because it was recently moved to the Department from Public Works.

All permit fees received by the Department are directly receipted into the General Fund and do not appear in the DCD budget. In fact, the DCD budget is expenditure only and has no revenue items, other than outside grants and payments to Development Engineering from Public Works and the Storm and Surface Water Management Utility. The Department competes for funding with other County functions as if it were entirely funded out of general revenues.

There are inconsistencies between the two systems that record permit revenues for the Department. The Land Information System ("LIS") operated by the Department and the Financial Management System ("FMS") appear to be off by amounts ranging from approximately $128,000 to over $400,000 per year over the five-year period. There also does not appear to be consistency about how revenues are entered by category of permit within the two systems. Staff of the Department spent many hours manually reconciling the two systems in order to provide data for this report. We have had to choose between two different numbers and have chosen the higher revenue number in each case. It may be that the "real" information is contained in either or perhaps both of these systems. But this exercise reflects that there is not consistency in how information is entered into both systems and how difficult if not impossible it is for staff of the Department to easily obtain consistent and reliable information from these two financial systems (1). We were told that neither the LIS or FMS systems have clear instructions and documentation.

There does not seem to be a policy on how the Department's fees are established or how often they are reviewed. The exception to this is that certain Building Division fees are based on an International Code Conference publication (but no schedule of how often they are adjusted). Apparently, some fees were increased in 2002, which explains a large increase in fee revenues that year. The tables below compare permit revenues against expenses for Cost Center 9221 for the years 2001 through 2005. The LIS system was used as the basis for permit revenue

income because it seems to be more comprehensive in the permits it includes than FMS reports.

Table 1. Cost Center 9221 2001 to 2005 Revenues and Expenses

	2001	2002	2003	2004	2005	Total
Revenues (LIS)	$1,657,867	$1,952,308	$3,666,143	$3,698,892	$4,151,160	$15,126,370
Expenditure	$2,132,223	$3,016,912	$2,951,852	$3,343,620	$4,214,269	$15,658,876
Salaries	$1,724,622	$2,466,873	$2,486,768	$2,695,590	$3,416,287	$12,790,140

Over the entire five-year period, total expenditures for the 9221 Cost Center only exceeded total permit fees collected by $532,506. This is equivalent to a little more than three percent of total expenditures for the period. Remember, this Cost Center includes Department Administration that collects no fees.

The dramatic increase from 2002 to 2003 appears to be attributable mostly to fee increases since from 2002 to 2003, all permits increased from 3,548 to 3,883, or only 9.4.

Table 2. Cost Center 9221 Year to Year Changes 2001 to 2005

	Difference From Prior Year							
	2002	%	2003	%	2004	%	2005	%
Revenues (LIS)	$294,441	18%	$1,713,835	88%	$32,749	1%	$452,268	12%
Expenditure	$884,689	41%	-$65,060	-2%	$391,768	13%	$870,649	26%
Salaries	$742,251	43%	$19,895	1%	$208,822	8%	$720,697	27%

It is common for permit fees received in one fiscal year to require services across multiple fiscal years. As long as the Department is funded from general revenues, there is no guarantee that it will have the budget required to meet service obligations in future years that customers have already paid for. For example, if the County encounters financial difficulties, the Department can be cut equally with other General Fund Departments, as apparently happened in 2002.

Since the Department is funded by the General Fund, it means that in times of increases in permit activity, the Department must compete with other County Departments for funding in order to increase staffing to meet the workload. Conversely, as building activity declines, the staff remain and there is no need for the Department to manage its staffing to meet workload and reduced permit income.

If Administration costs were taken out of 9221, or at least apportioned among all the cost centers, it is likely that 9221, as a whole would be entirely self-supporting from fee revenue

Because of the manner in which the Divisions are combined into a single Cost Center and because the budget does not track expenditures and revenues by Department Divisions, it was impossible to compare detailed expenditure information regarding specific Divisions contained in 9221. However, as Table 3 below demonstrates, the Building Codes Division has generated between 93 and 98 percent of total permit revenues collected in this cost center since 2001 (2). It appears that the reason that the percentage changed between Land Use and Building Codes after 2003 is that permitting functions and staff formally in Community Planning reportedly were transferred into Land Use and Environmental Review in that year. The Fire Marshal's Office collected minor fees in each year of the analysis. Note that the LIS and FMS systems report different totals. The LIS system also does not include the Fire Marshal Division. Therefore the FMS report was used for this analysis since it reports higher permit revenues but the Fire Marshal results are shown separately since they are only in the LIS system.

Table 3. Permit Revenues by Division in Cost Center 9221

	2001	2002	2003	2004	2005
	FMS	FMS	FMS	FMS	FMS
Building Division	$1,738,861	$2,153,035	$3,802,558	$3,730,874	$4,042,671
	97%	98%	93%	93%	93%
Land Use	$47,070	$45,488	$291,540	$262,940	$302,825
	3%	2%	7%	7%	7%
Total $	**$1,785,931**	**$2,198,523**	**$4,094,098**	**$3,993,814**	**$4,345,496**
Total %	**100%**	**100%**	**100%**	**100%**	**100%**
	LIS	LIS	LIS	LIS	LIS
Fire Marshal	$35,937	$24,470	$37,097	$20,409	$32,872
	2%	1%	1%	1%	1%

Community Planning, the Hearings Examiner and Development Engineering all generate some permit revenues. We did not collect data concerning the Hearings Examiner Cost Center, but permit revenues for Community Planning and Development Engineering constitute a minor portion of their expenditures; typically ten to twenty percent. Natural Resources collects no permit income and appears to be heavily reliant on outside grants and funding from the Storm and Surface Water Management Utility, in addition to limited funding from the General Fund. It does not appear that either the Fire Marshal's Office or Community Planning have been assertive is recovering costs through permit revenues.

The "Public Good" Vs. "Private Good" Test for Setting Fees

Every service the County performs can be evaluated in terms of the "public good", i.e, what is the benefit that accrues from the service to the general public rather than specific individuals, and the "private good" which is the benefit to a specific individual or group. More and more, as public budgets become tighter, local governments have applied this test to determine the share of the cost of a service that should be divided between general revenues (taxes) and fees that are charged for the service.

In the case of the Department of Community Development, activities like Comprehensive Planning are clearly a public good and should be paid for with general tax revenues of the County. When land owners seek amendments to the Comprehensive Plan to allow them specific uses of their property not contemplated in the plan a fee should be charged.

In the case of construction permits for new homes for example, there may be both a public and private benefit. The public benefits could come from enforcement of regulations regarding drainage, setbacks, environmental protection and, in the case of future owners of the home, from an assurance that the home met code when constructed. For the builder and initial home owner, there is the private benefit of assurance that the home meets code and is safe to occupy.

There are probably few government functions that are appropriate for full cost recovery from fees. Likewise, many services typically funded through general taxes could be offset somewhat by imposing partial fees. There is nothing precise about this balance and it depends as much on art and philosophy as it does on rational data. For example, Thurston County is in the process of moving to 100% cost recovery for land use and building permit activities. Other jurisdictions might arrive at a different balance. The important thing is to go through the exercise and be deliberate about how fees are set.

The Department does not seem to have a formal policy for how permit fees are established or how often they are reviewed and changed. This creates two problems. First, in the absence of some policy basis, fee setting often becomes a strictly political decision. Even when there is a clear policy basis, the customers subject to the fees often try to make increases a political issue. Second, if there is not a clear policy and practice of regular review and updating of fees, then the Department can lag behind the market and the Department's needs. Once again, revising rates becomes more political than it should be in the absence of regular, small increases rather than sporadic, larger increases.

The Current System is Not Transparent and Hinders Accountability

Only the most persistent and sophisticated customers could track what actually happens to permit revenues once they are paid to the County today. Since there is no policy basis for how the Department should be funded, it is impossible to determine if fees are fair or not. One can surmise that building permit fees pay for more than the cost of providing the direct services of the Building Codes Division, even when an appropriate share the Department's administrative costs are included. If this is true, should more resources be made available to the Building Codes Division to meet workload demands? Is it appropriate to provide support across Divisions within a single cost center and, indeed, the department? (1)

Four vital components required to answer these questions are missing in the Department and in the County. First, the Department budget does not track or report revenues and expenses by Division. Second, the LIS and FMS systems generate different revenue figures and are not easily reconciled. Third, the Department does not record costs in a way that would allow tracking against specific tasks or permits. Fourth, there does not appear to be a formal policy defining how the Department should be funded.

The simple fact is that, other than on an aggregate basis, the County and Department do not organize record, track or maintain records that can provide reliable answers to questions like these.

As a result, the accountability between the County and its customers is limited to a very gross level where the County appropriates more to the Department's budget than the Department collects in permit fees. Because of this, it is very difficult for the Department or the County to make a compelling case to the Department's customers that fee increases are necessary. We have been told that the building and development industry would be open to increased fees if they could see a direct connection between those fees and improved service levels.

Likewise, except on a very aggregate basis, the current system does not provide the Commissioners with enough detailed information to know where fees are coming from and where expenditures occur. It also complicates even the task of comparing the Department's functions to similar functions in comparable jurisdictions elsewhere in the State.

In summary, right now, the budget is mostly a political process for the Commissioners. It is hard to know how much to appropriate and how large the staff should be. The Department is not expected to manage within its resources, other than living within its budget. There is no connection between the size of the budget and the workload. There is no real requirement to adjust staffing to the development cycle. The Commissioners and staff of the Department both deserve better

So do the customers. Right now, it is virtually impossible for the Department's customers to monitor the budget and determine if they are "getting their money's worth". By the same token, there is no reason for the building industry to support increases in fees if they feel they will not see the benefit in terms of improved service.

Recommendations

First, as we have previously recommended, the Department should immediately begin developing a budget in which each Division is its own cost center. This should be a true budget where both the revenues and expenditures are recorded and tracked. This will give Division Managers both more responsibility but also more control of their own Divisions. Administration costs should be apportioned among the Divisions. One result will be that expenditures and revenues can be more easily tracked. This step alone would provide a significant improvement in transparency and accountability.

A key to the success of such a change will be making the LIS and FMS systems more effective by improving documentation and training and developing needed management reports from both systems.

Second, the Department needs to "own" and retain the revenues that it collects from one fiscal year to another. This would require creation of a special fund (enterprise, special operating, special revenue or other) into which permit fees would be paid instead of the General Fund.

Third, the Commissioners need to develop formal policies with the Department and its customers that deal with what services are fee based and what percentage of costs are appropriate to be recovered from customers and what share should be covered from general tax revenues. As part of this, a process of regular review and adjustment of fees should be spelled out.

Given the current state of systems in the Department and County it is likely that the move to such a system might take a transition period of at least one biennial budget cycle. This is especially true given the workload of Department staff. Given the current lack of a Director and the imminent departure of the Manager of the Administrative Services Division, the County should consider providing outside technical assistance to the Department to transition to the new budget system. This might be temporary assignment of someone from within the County or might be outside assistance.

Fourth, once a policy is established on how fees are set, the budgeting process should be driven by forecasting actual permit loads and customer demands for those portions of the Department that are permit driven. (This need is imminent. According to the Home Builders Association of Kitsap County, there are more than 3,000 new single-family residences in the permit pipelines, the vast majority of which will occur under Kitsap County jurisdiction.) Solid permit forecasts should make budgeting more straightforward. The missing piece at this point is determining appropriate staff workloads and we hope to help answer this question in our review of comparable jurisdictions.

Fifth, once all of this is in place, the Department and its Division Managers <u>must</u> manage within the policies and budget that has been adopted. This means that the Department will have to be able to accurately forecast future workload. It also means that managers will have to adjust staffing to the expected workload. Because keeping a core of experienced, knowledgeable staff is critical, it will be appropriate for the Department to build up some kind of reserve for temporary declines in workload. But for the rest of the time, the Department and its managers would be expected to operate as a true enterprise where the activities are primarily private benefit in nature. For example, accommodating surges in permit growth may require creative approaches such as outsourcing and more use of pre-approved house designs.

Functions, such as Community Planning, Natural Resources and non-permit functions of the other Divisions, would be budgeted as in the past, either from grant revenues or General Fund appropriations.

This transition, as part of creating a new budget process for the Department would not be easy. However, a new budget process and structure with a separate fund are considered vital if the Department is to manage itself in a business-like manner and as one device to remove the subjectivity in deciding County general funding for the Department. This proposal places much greater responsibility on the Department and its managers to proactively plan and manage their work and staffing on a forward-looking basis. It also means that the Department, while inviting closer scrutiny from the development and building industry, has a greater chance of obtaining support for needed fee increases in order to provide service. Jointly, the Department and its customers can talk about service level expectations and then the Department can be held accountable for living up to those standards. County Commissioners can be at least partly relieved of the current burden they face in funding the Department and in determining what is adequate staffing and support to meet the workload.

(1) The problem of consistent and accurate data entry into LIS goes beyond financial matters. The LIS system generates information necessary for activities such as the Buildable Lands Inventory. It appears that the current effort to update the inventory as part of the ten year comp plan update is being hindered because of coding practices with LIS.

(2) It is important to note that while one Division may collect fees for a permit, several other Divisions may be required to provide services in order to review and approve that permit. Therefore, it is not accurate to assume that all of the costs associated with review and approval of a permit are limited entirely to the Division that issues the permit or collects the fees.

Customer Service and Standards
in the Department of Community Development
Kitsap County

Report by Consultants, Steve Bauer and Casey Jones
June 9, 2006

Introduction and Objectives

We present in this Report our findings and recommendations related to "Step 4: Measure Customer Satisfaction and Recommend Service Standards," which is part of our assignment to review the Department of Community Development ("DCD's") services, organization and workload, and recommend improvements.

The objectives of Step 4 were to:

- Interview and survey DCD customers to determine how satisfied they were with services and identify aspects of service needing improvement.

- Recommend service standards, considering not only the opinions of customers and local and state laws, but also the insights of DCD's employees.

- Establish a baseline and measurement method for assessing future customer service and progress.

The primary sources of information for this Report were:

- The Customer Satisfaction Survey, which we conducted in May 2006 (the sample for which we explain in the next Section).

- Suggestions about customer service we obtained in group meetings with all DCD employees, in February 2006 (as part of Step 2 of this assignment).

- Two group discussions with the Developers Council of the Home Builders Association of Kitsap County ("HBA"), in April 2006.

Comprising this Report are the following sections:

- Introduction and Objectives (page 1)
- Samples of Customers (p.2)
- What's Important to Customers (p. 3)
- Employees' Views of Ideal Customer Service (p.5)
- Customer Service Score Card (p.6)
- Better or Worse than Other Jurisdictions? (p.10)
- Customers' Views of their Experiences (p.11)
- Employees Whom Customers Remember (p.14)
- Recommendations for Strengthening Service and Standards (p.14)

Samples of Customers

The Customer Satisfaction Survey (see Appendix A) was mailed on May 2, 2006 to *all* customers whose permits had been "finalized" by DCD between July 1, 2005 and March 31, 2006, as indicated in DCD's Land Information System ("LIS"). There were 883 such customers, after eliminating multiple permits issued for the same customer and customers for whom there were no mailing addresses in LIS.

The Survey contained an explanation of its purposes and a "thank you" by Cris Gears, County Administrator, saying that completed Surveys would be accepted through May 12, 2006. Respondents could simply fold the Survey and mail it, with pre-paid postage, to DCD. We actually processed all Surveys received through May 24, 2006.

Forty-nine (49) completed Surveys were received, representing only 5.5 percent of the mailed Surveys. This was a disappointing low response rate compared to the expected 10 to 20 percent. Possible reasons for the low response might be: 1) the fast turnaround time request; 2) use of the DCD reply address (instead of our address) and fear of customers that they might be identified (despite there being no way to individually identify Survey respondents); and 3) the Survey format may have appeared too complicated and time-consuming. We elected to use the short turnaround time in order to try to get this assignment done by June 1, and based on our experience that most survey responses come in early. We used the DCD reply address to simulate how future surveys would work. We designed a more detailed Survey to assess Divisions of DCD *individually*, rather than DCD as a whole, base on pre-testing the Survey with members of the HBA Developers Council.

We sought the input of the HBA, since, as a group, they represent the largest segment of DCD's customers, aside from individual home owners. We first met with the HBA's Developers Council on April 6, 2006, primarily to explain our consulting assignment and pre-test the Survey. They said that their service experiences with DCD varied widely, depending on the particular DCD Division or section involved, and that it was very difficult for them to rate customer services provided by DCD as a whole. Therefore, we redesigned the Survey to enable customers to rate five parts of DCD separately in Question 5: 1) Building Division; 2) Development Engineering Division; 3) Environmental Review section; 4) Land Use section; and 5) Fire Marshal's Office. During this first meeting, several service issues were discussed but only briefly due to the time constraint. We offered to have a second meeting to discuss service issues further, which occurred on April 13, 2006. The results of the discussions with HBA appear in the "Customers' Views of their Experiences" section of this Report.

The HBA offered to distribute the Survey to its members. However, we declined this offer in order to hopefully obtain a sample more representative of all customers. We did, however, as a courtesy, mail the Survey to two members of the HBA Developers Council who were not already included in the Survey mailing list.

As to the Survey respondents, Table 1, below, presents how they described themselves in terms of their primary business relationship with DCD.

Table 1
Business Relationship with DCD

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Private Home Owner	22	44.9	46.8	46.8
	Home Builder	9	18.4	19.1	66.0
	Land Developer	8	16.3	17.0	83.0
	Engineer, Consultant, or Architect	6	12.2	12.8	95.7
	Other	2	4.1	4.3	100.0
	Total	47	95.9	100.0	
Missing		2	4.1		
Total		49	100.0		

Two of the 49 respondents did not indicate their primary business relationship with DCD. Of the 47 "valid" responses, nearly half were private home owners, one-fifth were home builders, and one-sixth were land developers.

Tables B1 through B3, in Appendix B, describe the Survey sample in terms of the frequencies and types of permits for which they applied.

About 40 percent of the respondents applied for only one permit in the previous 12 months, while another 25 percent applied for two permits (see Table B1).

The most frequently-applied-for permit is New Single-Family Residence Construction, representing about 18 percent of all permits (see Table B2), followed by Road Approach (10 percent), Demolition (9 percent), and New Garage/Carport/Shed for Residence (8 percent). Respectively, these permit types accounted for 22 percent, 17 percent, 4 percent, and 9 percent of the 4,039 permits issued by DCD in 2005.[1]

Because we received only 49 completed Surveys, the results are not representative of the population of customers sampled, nor can inferences about customer satisfaction be made with a high degree of precision and confidence. Nonetheless, this Survey is an important step toward measuring customer satisfaction and offers clues about service aspects that need to be improved.

What's Important to Customers

Part of Question 5 of the Survey asked customers to rate the importance to them of 16 aspects of service. For this purpose, they used a five-point scale of importance: 1 = No; 2 = Low; 3 = Medium; 4 = High; 5 = Extreme. Table 2 on the next page presents their importance ratings in rank order, based on the percent of customers rating the service aspects as "High" or "Extreme" importance.

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[1] Source: "Permit Outputs-Inputs 2001-2005 Analysis by CJ Apr 8 2006" worksheet.

Table 2
Importance of Service Aspects to Customers

Service Aspect	% Rated High or Extreme Importance	Average (mean) Rating*
The review staff took a positive, "can do" approach, rather than a negative, "*You can't do this*" approach.	94.6	4.51
There were no inconsistencies among staff members who worked on my project.	94.3	4.51
Staff was clear about the steps of the process and timelines for approval of my project(s).	92.1	4.47
When I've left phone messages, they were returned in a reasonable amount of time.	91.9	4.43
When I have called, a person, rather than a recording, usually answers the phone.	89.5	4.34
Problems didn't surface later with my project that should have been caught earlier in the review process.	88.6	4.43
Timelines given to me by staff were honored.	87.9	4.39
Written materials adequately explained the requirements I had to meet.	86.8	4.24
Staff was practical and flexible, within the codes, in reviewing and approving my project.	86.5	4.49
Coordination with other County departments went well.	85.7	4.31
Staff seemed to know the codes well and applied them properly in reviewing and approving my project.	84.2	4.34
Staff was courteous.	84.2	4.32
Review staff did not impose requirements that went beyond the codes.	83.3	4.44
Permit processing turnaround time was reasonable.	83.3	4.42
Coordination *among* parts of DCD went well.	79.4	4.18
All things considered, the permit fees (not "impact fees") for my project were reasonable.	74.3	4.23

Rating Scale of Importance to You? : 1 = No; 2 = Low; 3 = Medium; 4 = High; 5 = Extreme
Number of responses varied from 33 to 38

Employees' Views of Customer Service

During most of our group interviews of employees, in February 2006, we asked them to describe their DCD customer service ideals and actualities. Our related notes from those interviews are contained in Appendix C, "DCD Employees' Insights about Customer Service Ideals and Actualities."

Distilling from those notes, the most frequently-described customer service *ideals* were as follows.

- Consistency among staff in applying codes and rules
- Clear, correct, frank information and directions given to customers; avoiding surprises
- Competent, knowledgeable, professional staff
- Staff telling customers what they actually know; finding out what they don't know, rather than guessing
- Customers being able to believe and trust in what they are told by staff
- Staff following through on what they tell customers they will do
- Giving customers realistic service expectations and timelines
- Being helpful; going the extra mile for the customer
- Letting each customer know their project is important
- Finding solutions to customers' problems
- Timely responses to inquiries
- Respect and courtesy; avoidance of confrontation
- Listening carefully to the customer's needs
- Not rushing the customer
- Fair, equal treatment for customers
- Written records of field inspections
- Confidence in co-workers and management
- Personally getting things done for customers, not passing the task to someone else

Below, we summarize employees' views about *actual* customer service:

- Customers are treated well; staff respect and listen to them.
- Customers usually get their questions answered correctly.
- Customers usually get clear directions about how to proceed with their projects, but this could be improved during the pre-application stage.
- Staff tries to return telephone calls within 24 hours, but they need to do better.
- No one answers the phone a lot of the time.
- The Health Department slows down the final inspections and Certificates of Occupancy.
- Staff are inconsistent in applying Codes and procedures.
- Some customers tend to get preferential treatment.
- The County is not meeting some of the statutory approval deadlines for development projects due to protracted staff vacancies and increases of development activities.

- Assigning planning staff to special projects, like the Critical Areas Ordinance, interferes with them reviewing project permit applications, causing delays and reflecting poorly on DCD.

Customer Service Score Card

Table 3 on the next page presents the average ratings of the 16 aspects of service in the Customer Satisfaction Survey (in Question 5).

Respondents chose to rate one or more of five organizational parts of DCD, based on their service experiences: 1) Building Division; 2) Development Engineering Division; 3) Environmental Review section; 4) Land Use section; and 5) Fire Marshal's Office. Only the Building Division was rated by a majority (30) of Survey respondents. (The numbers of "customer raters" for each part of DCD are indicated in the bottom row of the Customer Service Score Card. Those numbers are stated as ranges, since some respondents who rated a particular part of DCD did not rate all 16 aspects of service for that part.)

Respondents rated service by indicating their agreement with statements about the 16 aspects of service using a 7-point scale, wherein: 1 = Disagree; 4 = In between; and 7 = Agree, with the opportunity to alternatively chose values of 2, 3, 5 and 6 (all of which were unlabeled). This same 7-point scale was used to rate their overall satisfaction with service. The average (mean) ratings for each organizational part of DCD appear on the Score Card. Repeated in the far-right column are the ratings of each service aspect's importance to customers.

The weighted average rating of overall satisfaction with service was 4.00, or right at midpoint—"In between"—of the rating scale."

The "box scores" are mediocre at best.

- Of the 85 "boxes" (17 rating elements x 5 organizational parts of DCD), only 7 were rated 5.0 or higher, and none reached 6.0.

- Three aspects of service were rated *below* the mid-point across *all* parts of DCD: A (When I called, a person, rather than a recording, usually answers the phone); M (Permit processing turnaround time was reasonable); and O (Coordination with other County departments went well).

- The Land Use and Environmental Review sections *apparently* received the lowest ratings: both only 3.27 overall. In terms of "box scores," 12 of 27 boxes for Land Use were below 4.0, as were 14 of 17 boxes for Environmental Review. (We say "apparently" because the numbers of respondents rating each part of DCD were too small for the differences in average ratings to be statistically significant.)

- The highest overall satisfaction rating was apparently for the Building Division (4.55), followed by the Fire Marshal's Office (4.44) and the Development Engineering Division (4.11).

Table 3
Customer Service Scorecard
7-point scale: 1 = Disagree; 4 = In between; 7 = Agree

Service Aspect	Building Division	Development Engineering Division	Environ-mental Review	Land Use	Fire Marshal's Office	Importance to Customers*
A. When I have called, a person, rather than a recording, usually answers the phone.	2.85	3.00	2.73	2.00	2.56	89.5%
B. When I've left phone messages, they were returned in a reasonable amount of time.	4.14	4.35	3.27	2.86	3.25	91.9%
C. Staff was clear about the steps of the process and timelines for approval of my project(s).	4.23	4.00	3.13	3.07	4.38	92.1%
D. Written materials adequately explained the requirements I had to meet.	4.80	4.39	4.56	4.00	5.56	86.8%
E. Staff was courteous.	5.40	5.22	4.59	4.73	5.33	84.2%
F. Staff seemed to know the codes well and applied them properly in reviewing and approving my project.	4.57	4.32	3.65	4.50	4.89	84.2%
G. Staff was practical and flexible, within the codes, in reviewing and approving my project.	4.10	3.33	2.88	2.64	3.67	86.5%
H. Review staff did not impose requirements that went beyond the codes.	5.07	4.31	3.67	3.07	4.88	83.3%
I. Problems didn't surface later with my project that should have been caught earlier in the review process.	4.96	4.18	3.88	3.23	4.67	88.6%
J. There were no inconsistencies among-staff members who worked on my project.	3.97	4.12	3.06	3.46	3.88	94.3%
K. The review staff took a positive, "can do" approach, rather than a negative, "You can't do this" approach.	4.41	3.88	2.81	2.40	3.22	94.6%
L. Timelines given to me by staff were honored.	4.54	4.06	3.85	4.08	5.00	87.9%
M. Permit processing turnaround time was reasonable.	3.41	3.61	2.64	2.64	3.33	83.3%
N. Coordination among parts of DCD went well.	4.15	4.00	3.20	3.43	2.71	79.4%
O. Coordination with other County departments went well.	3.68	3.88	3.43	3.17	2.67	85.7%
P. All things considered, the permit fees (not "impact fees") for my project were reasonable.	4.33	4.22	4.07	4.21	5.17	74.3%
Q. **Overall, I was satisfied with the service, given the codes that must be followed.**	**4.55**	**4.11**	**3.27**	**3.27**	**4.44**	
Number of Customer Raters	24-30	16-19	13-17	12-16	6-9	

* Percent of customers who rated the Service Aspect as of "High" or "Extreme" Importance to them

Across the parts of DCD, the *relatively* strong aspects of service seem to be:

- Courteous staff
- Written materials that explain requirements
- Reasonableness of permit fees

The weakest aspects of services seem to be:

- Automated versus human answering of phones
- Negative, "you can't do this" approach
- Unpractical, inflexible in reviewing and approving projects
- Excessive time processing and approving permits
- Poor coordination with County departments

Figure 1, below, shows how customers rated each part of DCD on the four service aspects they view as most important (i.e., 90 percent of the customers rated the service aspect as of "High" or "Extreme" importance).

Customers' Ratings of Their "Big 4"
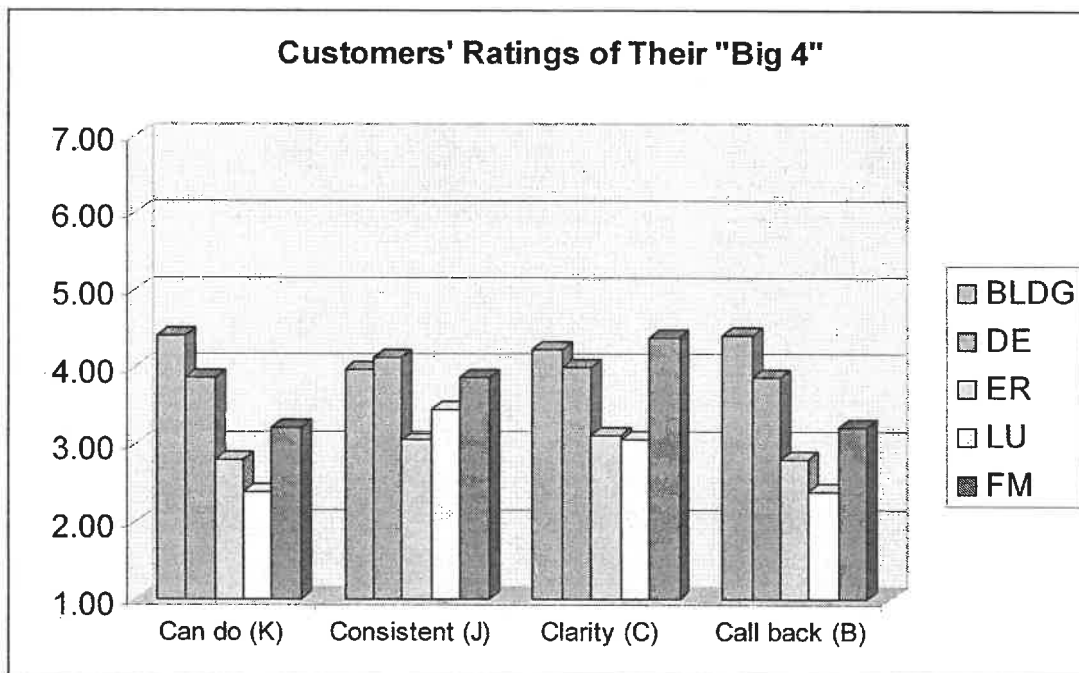
Recapped below for each part of DCD are the three highest and lowest-rated aspects of service from the Score Card. Again, a few words of interpretative caution are warranted: 1) the average ratings below are based on very small numbers, and the apparent differences are therefore not statistically significant; and 2) in many cases, the rank order service aspect ratings are due to very small differences in average ratings.

For the Building Division:

The three *highest-rated* service aspects were:
- Staff was courteous. (5.40 average rating)
- Review staff did not impose requirements that went beyond the codes. (5.07)
- Problems didn't surface later with my project that should have been caught earlier in the review process. (4.96)

The three lowest-rated service aspects were:
- When I have called, a person, rather than a recording, usually answers the phone. (2.85)
- Permit processing time was reasonable. (3.41)
- Coordination with other County departments went well. (3.68)

For the Development Engineering Division:

The three-highest rated service aspects were:
- Staff was courteous. (5.22)
- Written materials adequately explained the requirements I had to meet. (4.39)
- When I've left phone messages, they were returned in a reasonable amount of time. (4.35)

The three lowest-rated service aspects were:
- When I have called, a person, rather than a recording, usually answers the phone. (3.00)
- Staff was practical and flexible, within the codes, in reviewing and approving my project. (3.33)
- Permit processing turnaround time was reasonable. (3.61)

For the Environmental Review section:

Three highest-rated service aspects:
- Staff was courteous. (4.59)
- Written materials adequately explained the requirements I had to meet. (4.56)
- All things considered, the permit fees (not "impact fees") for my project were reasonable. (4.07)

The three lowest rated service aspects:
- Permit processing turnaround time was reasonable. (2.64)
- When I have called, a person, rather than a recording, usually answers the phone. (2.73)
- The review staff took a positive, "can do" approach, rather than a negative, "*You can't do this*" approach. (2.81)

For the Land Use section:

The three highest-rated service aspects:
- Staff was courteous. (4.73)
- Staff seemed to know the codes well and applied them properly in reviewing and approving my project. (4.50)
- All things considered, the permit fees (not "impact fees") for my project were reasonable. (4.21)

The four lowest-rated service aspects:
- When I have called, a person, rather than a recording, usually answers the phone. (2.00)
- The review staff took a positive, "can do" approach, rather than a negative, "*You can't do this*" approach. (2.40)
- Staff was practical and flexible, within the codes, in reviewing and approving my project. (2.64)
- Permit processing turnaround time was reasonable. (2.64)

For the Fire Marshal's Office:

The three highest-rated service aspects:
- Written materials adequately explained the requirements I had to meet. (5.56)
- Staff was courteous. (5.33)
- All things considered, the permit fees (not "impact fees") for my project were reasonable. (5.17)

The three lowest-rated service aspects:
- When I have called, a person, rather than a recording, usually answers the phone. (2.56)
- Coordination with other County departments went well. (2.67)
- Coordination *among* parts of DCD went well. (2.71)

Better or Worse than Other Jurisdictions?

In Question 6 of the Survey, respondents who regularly do related business with other jurisdictions were asked to rate DCD's services relative those jurisdictions.

Seventeen (17), or 35 percent, of the 49 respondents said they regularly do related business with other jurisdictions. The jurisdictions they indicated they most often do business with were: Bremerton and Poulsbo (named by 3 respondents each): followed by Bainbridge Island, Jefferson County and Mason County (name by 2 each); and King County, Pierce County, City of Tacoma, Tribes, and "Several jurisdictions" (name by 1 each).

In doing the comparative ratings, respondents used a 5-point scale:
1 = Kitsap is Worse   2   3 = About the same   4   5 = Kitsap is Better

For simplicity of analysis, we recoded responses of "2" as "1", and responses of "4" as as "5". The rating results are shown in Table 4 below.

Points of Service Comparisons	Kitsap is Worse	About the Same	Kitsap is Better	# of Responses
Permit fees	20%	67%	13%	15
Time required for plan reviews and approval	41%	41%	18%	17
Time required for inspections to occur	17%	58%	25%	12
Overall time required for permit approval	47%	35%	18%	17
Helpfulness of staff	24%	38%	38%	16
Code knowledge of staff	19%	62%	19%	16
Accessibility to staff	38%	31%	31%	16
Approval standards	36%	43%	21%	14
Thoroughness of plan reviews	25%	69%	6%	16
Thoroughness of inspections	9%	73%	18%	11
Consistency of code interpretation and administration	29%	41%	29%	17
Flexibility of code interpretations and administration	52%	24%	24%	17
Overall quality of service to customers, given the laws that must be followed	**41%**	**41%**	**18%**	**17**

The comparative strengths of DCD appear to be:
- "Helpfulness of staff," which seems to correspond with other parts of the Survey and with employees' views; and
- Time for inspections to occur.

Comparative weaknesses are:
- Inflexibility of code interpretations and administration
- Time required for plans review and approval
- Overall time required for permit approval
- Accessibility to staff
- Approval standards

Also disappointing is that 41 percent felt that the overall quality of service by Kitsap County was worse.

Customers' Views of their Experiences

Survey respondents' comments about their experiences with DCD are discussed first in this section, followed by comments of the group interviews with members of the Home Builders Association.

Survey Respondents

Transcriptions of the open-ended responses to the Survey, including descriptions of experiences with DCD, are contained in the Appendix B.

Thirty-one (31) of the 49 respondents replied with comments to which we assigned a rating ranging of: 1 = poor (or bad); 2 = fair; 3 = good; 4 =very good or excellent. Those comments tended to cluster at the extremes: slightly more than half were "poor"; about one-quarter each were "good" or "excellent."

Examples of experiences we coded as "excellent" are:

- Real good
- Easy to work with - very happy
- Very helpful and pretty easy to work with.
- We have been presently surprised at how friendly and helpful everyone has been that we've had contact with. Some even remember who I am and what I'm doing when I have a new question.
- Very good
- Very positive, you demonstrated that strict enforcement of codes & procedures does not have to be punitive.

Examples experiences we coded as "poor" are:

- Chaos
- Hell, people are slow, process is terrible.
- A very pathetic dept. too much staff turnover with too many eccentric egos.
- Poor
- Totally Frustrating
- DCD, on the whole=Poor
- Horrible, Incompetent workers, workers that could care less about the paying public, will do anything to hold up progress. I'm sorry I have to say these things, but I have had 2 bad experiences with DCD, that has cost me a lot of time and money.
- Inconsistent decisions and requirements along with extremely slow in processing applications.
- That the procedures are complex and cumbersome, poor interdepartmental coordination.
- Frustrating, difficult if not impossible to reach anyone by phone. Messages are never returned.

Other experiential comments by Survey respondents included excessive time required and other issues; for example:

- Time consuming, hurry up and wait. 5 months for permit process 30 days after approval completion.
- Basic permitting process is quick & predictable, other processing such as special use permits take too long and the procedure is somewhat a mystery.
- Time consuming, somewhat unclear as to direction.

- It took time, but I expected that.
- 05-04 Did total add on and remodel with good service a year and a half ago - all was great then.
- That is hard to get the same answer from the staff.

Question 9 of the Survey asked for other comments or suggestions, especially ideas for improving service. Transcriptions of the responses to this question are in the Appendix B. They can be summarized in terms of actions to improve services, as follows:

- Shorten time to review and/or approve project
- Faster response via phone
- Improve coordination with other DCD parts or County departments
- Need more staff
- Improve performance of particular staff
- Train staff
- Staff should follow Codes more closely

Group Discussions with Members
of the Home Builders Association

The issues that surfaced in the two group discussions with HBA members tended to center around: 1) consistency and proper interpretation and administration of the County codes by staff; 2) the lengthy time required to get projects approved; 3) capacity in DCD to accommodate future growth; and 4) decision making and leadership in DCD. Following are *our paraphrases* of some of their comments in these areas:

Inconsistent, arbitrary interpretation of Codes

- Reviews by staff are very inconsistent. This is exacerbated, because one can't pick which staff you want to work with.
- There's no clear path through DCD.
- There's no consistency in DCD.
- Staff are now doing *design* rather than *review*; and, it's personal *opinion* rather than the *Code*.
- Staff will not allow more than three lots per acre, when the Code allows up to five.
- A requirement to provide sidewalks was added after the preliminary approval, due to a change in DCD staff.

Lengthy time required

- It now takes three years to get a new development approved.
- Pre-application meetings are now [in early April 2006] scheduled for July! I applied for a pre-app March 3, 2006. I got notice on April 8, notifying me of the meeting on May 23.
- DCD is now requiring pre-apps on all projects. We don't need them for all projects; some of us have nearly 30 years experience in this field.
- Takes me about 4 – 6 weeks to get permit for a SFR custom house.

- I can go online and check status of my permit. Tells me what the status is. But, the online system is difficult to use. It may say I have 12 items: 4 done and 8 outstanding, but the system doesn't tell me where I am on the 8.

Accommodating future growth

- There are pending permits in the DCD pipeline that will total nearly 3,000 new Single-Family Residences (SFRs). We can't see how DCD will be able to handle this volume.
- Another member said that new SFR development in Snohomish County and other east side counties, has declined dramatically, and those developers are now coming to 'this side of the water.' They feel that DCD is ill-equipped to handle big swings in development volume, and that DCD needs to learn how to better accommodate those swings, similar to businesses.

Decision Making and Leadership in DCD

- There have been 11 DCD Directors in 10 years.
- Arbitrary decisions are being made by DCD staff
- There is a big void in decision making. Supervisors are unwilling to make decisions.
- There used to be internal review of lower staff decisions by their bosses, and they got resolved; but not now.
- There is a "No, I can't do it!" culture.

Despite the negative nature of most of the above comments, the HBA members we interviewed seemed genuinely concerned, patient, and desirous of helping DCD become a stronger, more efficient organization. Naturally, they would benefit by having more predictable, shorter reviews and approvals of their projects.

Employees Whom Customers Remember

Question 8 of the Survey asked respondents if they recalled the names of DCD staff who provided good service and what they did. This question was included to test one possible method recognizing employees for a job well done through feedback from customers.

Twenty-one (21) of the 49 customer respondents recalled the name of a DCD staffer who provided good service to them. (See Appendix B.)   Based on this level of response, this might be one good way of recognizing service-oriented employees.

Recommendations for Strengthening Service and Standards

Recommendations by DCD Staff

As part of the DCD Employee Opinion Survey, which we conducted in February 2006, we asked employees their ideas for improving customer service. There top-five suggestions, in order of frequency, were classified as follows:

- More or adequate staffing
- Customer service training
- Clear policies, consistent application
- Education, information for customers
- Strong, service-oriented managers

Employees' specific suggestions can be found in our earlier report, "Employees' ι. Regarding Their Quality of Work Life," April 17, 2006.

Our Recommendations

1. Create a DCD Customer Advisory Panel.

   We recommend that DCD establish a representative group of its recurring customers to serve as a sounding board to DCD regarding its business planning, budgeting, organization, fees, services, policies and procedures, staffing, new programs, and so forth. Recurring customers (such as developers, builders, engineering firms, consultants, and real estate firms) are significantly affected by how DCD conducts business. Getting their input and feedback, say bi-monthly or quarterly, would help DCD get closer to their customers and operate in ways that would benefit DCD as well as its customers. We suggest that this group could work with DCD in the implementation of our recommendations, here and elsewhere. Their advice could also be sought regarding fee increases to support service improvements.

2. Comply with existing and proposed standards in reviewing and approving permit applications:

   a. Follow, track and report timelines for responding and acting on project applications as prescribed by Kitsap County Code, Title 21, Land Use Development and Procedures, which we have outlined in Appendix D of this Report. As noted in our Step 2 Report, DCD should create, monitor and report performance measures where they are not covered by the Code.

   b. In reviewing and approving Type I and Type II project applications, new requirements should not be imposed after staff has already reviewed the project, unless: 1) staff previously identified and documented the requirement as unresolved; or 2) there is documented evidence that neighbors have registered their objections to the to specific aspects of the project related to the new requirement.

   c. Staff should not impose requirements that go beyond those in the pertinent Code. If the code is unclear or deficient, staff should recommend revisions to the BOCC.

   d. Telephone messages should be answered within 24 hours.

      e. E-mails should be answered no later than the close of business the next day.

      f. Letters should be answered within 5 business days.

3. Write procedures, including standards, for staff to follow *consistently* in reviewing and approving *all types* of project permit applications, and train staff in *consistently and appropriately* applying those procedures and standards.

4. Establish an internal appeal and review procedure for customers who believe that staff have departed from Codes and made arbitrary decisions. (At least one jurisdiction has an ombudsman.)

5. Create a central telephone answering function, with "customer service representatives" *dedicated full-time* to answering customer service questions, similar to the "Open Line" operation of the Department of Public Works. This recommendation is intended to address the vociferous customer complaints about telephone communications with DCD, while freeing up time for managers and technical staff.

      a. Write procedures for all routine customer service and informational requests.

      b. Make those procedures readily accessible to customer service representatives.

      c. Develop procedures for handling and referring requests that are not routine.

      d. Train the customer service reps and provide them with the necessary wherewithal to get the job done.

      e. Telephone calls to DCD's main number should be answered live, not by a recorded message. The only exception is when staff are on other calls.

6. Custom-design and conduct customer service training for all DCD staff, including the following topics:

      a. Active listening skills

      b. Understanding, empathizing with, and meeting customer needs

      c. Problem-solving methodology and skills

      d. Dealing with upset customers

      e. Executing the "can do" approach in a constrained environment

      f. How personality factors affect customer service

      g. Fostering a service excellence culture (for leaders)

    h.   Hiring and developing service-oriented employees (for leaders_

    i.   Measuring service results (for leaders)

7. Provide process guidance to DCD management and other staff to review all project permit systems, and to devise and implement specific system improvements, either through an outside consultant or creation of an internal county position that is available to all County departments.

8. Specify modifications that need to be made to the Land Information System in order for it to:

    a.   Automatically report actual timeline compliance versus the standards.

    b.   Provide other information to improve customer service (e.g., providing the status of project application *phases* on the web).

9. Adopt and use a simplified version of the Customer Satisfaction Survey continuously to assess and improve service. DCD managers should also interview several customers each month via phone.

    a.   Eliminate in Question 5 of the Survey the separate rating of the Divisions/Sections of DCD.. Some respondents said it was too complicated, cumbersome, or would take too long, which may be part of reason for the low response rate. (This multiple rating format also precludes conventional methods of determining whether differences in ratings among Divisions/Sections are statistically significant.) Instead, ask respondents to rate DCD as a whole, but ask them to identify which Division/Section they deal with most; this will streamline the Survey and enable conventional methods of analysis.

    b.   Ask *each* customer to *anonymously* complete the Survey as soon as their permit is finalized.

    c.   Provide the opportunity to complete the Survey using the Internet, as an alternative to hard copy. Using the Internet will require recording the e-mail addresses of permit applicants and contacts in the LIS.

    d.   If the above steps do not result in big enough samples of customers, then consider two other alternatives: 1) having results mailed and e-mailed using an outside firm; and 2) having an outside firm also conduct independent telephone interviews. (The latter will require having telephone numbers for contacts and applicants in all LIS records of finalized permits.

    e.   Regardless of which method of Survey is used, DCD managers should also personally conduct several phone surveys of recent customers each month. This has the advantage of relationship building at the same time the manager gets the "flavor" of the customer tone and comments that cannot be captured in a written survey or formal report from an outside agency.

      f.   Compile and analyze results of the Survey at least quarterly.

      g. Post the results to employees and customers can easily view the results.

      h. Use Survey results to continuously improve the operations and services of DCD.

10. Review recruiting, hiring, and promotional procedures to ensure that part of the criteria include service orientation.

11. Staffing-level recommendations will be made as part of Step 5 of our consulting assignment.

Appendices

Appendix A
Kitsap County
Department of Community Development
Customer Satisfaction Survey
May 24, 2006

Dear Customer:

The purposes of this Survey are to measure how satisfied customers are with services provided by Kitsap County's Department of Community Development ("DCD"), and to strengthen services needing improvement. Our records show that DCD issued some type of development or building permit to you (perhaps on behalf of a customer or client of yours) sometime between July 1, 2005 and March 31, 2006. I would greatly appreciate you letting the employees of DCD and me know how you feel about DCD's services by completing this Survey (it will take about 15 minutes). When you have completed it, please re-fold it, with the Business Reply Permit information on the outside, tape the three open sides closed, and mail it. Surveys will be accepted through May 12, 2006. Results will be posted on DCD's website. Thank you for your evaluation and time.

Cris Gears
County Administrator

1. In the last 12 months, how many times have you applied *for any type* of permit from DCD? (Please enter a number, such as "3". If you are uncertain about the exact number, please estimate.) [   ]

2. Please check (✓) *all* the types of permits you applied for last 12 months:

    A. ___ New Single-Family Residence Construction
    B. ___ New Garage/Carport/Shed for Residence
    C. ___ Addition to Single-Family Residence
    D. ___ Replacement of Single-Family Residence
    E. ___ New Multi-family (3 units or more) Construction
    F. ___ New Commercial Construction
    G. ___ Commercial Tenant Improvements
    H. ___ Demolition (removal of structure)
    I. ___ Fire Code
    J. ___ Forest Practice Application
    K. ___ Manufactured Home (of any type)
    L. ___ Road Approach
    M. ___ Preliminary Plat
    N. ___ Final Plat
    O. ___ Site Development Activity Permit (of any type)
    P. ___ Short Plat Subdivision
    Q. ___ Large-lot Plat Subdivision
    R. ___ Rezone or Comprehensive Plan amendment
    S. ___ Shoreline Permit
    T. ___ Conditional Use Permit
    U. ___ Other (Please specify): _____
    V. ___ Other (Please specify): _____

3. From the list immediately above, enter the *letter* (e.g., "G") of the type of permit <u>most recently approved</u> for you: [   ]

4. Which <u>one</u> of the choices below best describes your <u>primary</u> business relationship with DCD? (✓)

A. ___ Home Builder
B. ___ Land Developer
C. ___ Building Trades Subcontractor
D. ___ Engineer, Consultant, or Architect
E. ___ Lender, Real Estate Co., or Title Co.
F. ___ Private Home Owner
G. ___ Other: _____

For 5: HOW MUCH DO YOU AGREE OR DISAGREE?

1 = Disagree
2
3
4 = In between
5
6
7 = Agree
(Enter the numbers in the boxes below.)
↓

5. Evaluation of DCD's Services Please evaluate the services provided to you by DCD, first by indicating the *importance* to you of each statement below. Then, indicate how much you agree with each statement as it pertains to *each part* of DCD you've dealt with. If a statement does not apply to you or you are unsure about your evaluation, leave the item *blank*.	**IMPORTANCE TO YOU?** 1 = No 2 = Low 3 = Medium 4 = High 5 = Extreme ↓	Building Division	Development Engineering Division	Environmental Review section	Land Use section	Fire Marshal's Office
A. When I have called, a person, rather than a recording, usually answers the phone.						
B. When I've left phone messages, they were returned in a reasonable amount of time.						
C. Staff was clear about the steps of the process and timelines for approval of my project(s).						
D. Written materials adequately explained the requirements I had to meet.						
E. Staff was courteous.						
F. Staff seemed to know the codes well and applied them properly in reviewing and approving my project.						
G. Staff was practical and flexible, within the codes, in reviewing and approving my project.						
H. Review staff did not impose requirements that went beyond the codes.						
I. Problems didn't surface later with my project that should have been caught earlier in the review process.						
J. There were no inconsistencies among staff members who worked on my project.						
K. The review staff took a positive, "can do" approach, rather than a negative, "*You can't do this*" approach.						
L. Timelines given to me by staff were honored.						
M. Permit processing turnaround time was reasonable.						
N. Coordination *among* parts of DCD went well.						
O. Coordination with other County departments went well.						
P. All things considered, the permit fees (not "impact fees") for my project were reasonable.						
Q. Overall, I was satisfied with the service, given the codes that must be followed.						

6. Comparing DCD to Agencies in Other Jurisdictions

Do you regularly do related business in other jurisdictions? If YES, please name the other jurisdiction with which you *most often* do business: _____. If NO, skip to item 7.

Relative to that other jurisdiction, *circle the number* corresponding to how you rate Kitsap County DCD on items below. If the item does not apply or you are unsure about your rating, leave it *blank*.

A. **Permit fees:**
   1 = Kitsap is Worse   2   3 = About the same   4   5 = Kitsap is Better
B. **Time required for plan reviews and approval:**
   1 = Kitsap is Worse   2   3 = About the same   4   5 = Kitsap is Better
C. **Time required for inspections to occur:**
   1 = Kitsap is Worse   2   3 = About the same   4   5 = Kitsap is Better
D. **Overall time required for permit approval:**
   1 = Kitsap is Worse   2   3 = About the same   4   5 = Kitsap is Better
E. **Helpfulness of staff:**
   1 = Kitsap is Worse   2   3 = About the same   4   5 = Kitsap is Better
F. **Code knowledge of staff:**
   1 = Kitsap is Worse   2   3 = About the same   4   5 = Kitsap is Better
G. **Accessibility to staff:**
   1 = Kitsap is Worse   2   3 = About the same   4   5 = Kitsap is Better
H. **Approval standards:**
   1 = Kitsap is Worse   2   3 = About the same   4   5 = Kitsap is Better
I. **Thoroughness of plan reviews:**
   1 = Kitsap is Worse   2   3 = About the same   4   5 = Kitsap is Better
J. **Thoroughness of inspections:**
   1 = Kitsap is Worse   2   3 = About the same   4   5 = Kitsap is Better
K. **Consistency of code interpretation and administration:**
   1 = Kitsap is Worse   2   3 = About the same   4   5 = Kitsap is Better
L. **Flexibility of code interpretation and administration:**
   1 = Kitsap is Worse   2   3 = About the same   4   5 = Kitsap is Better
M. **Overall quality of service to customers, given the codes that must be followed:**
   1 = Kitsap is Worse   2   3 = About the same   4   5 = Kitsap is Better

7. Describe your recent interaction, if any, dealing with DCD's Long-Range Planning Division (this is the unit responsible for the Comprehensive Plan for the County). What was the issue and how well did they perform?

8. How do you describe to others your experience in working with DCD?

9. Do you recall the name(s) of DCD staff that provided good service to you and what they did?

10. Any other comments or suggestions, especially your ideas for improving services?

Appendix B
Additional Data from the Customer Satisfaction Survey

Table B1
Permit Frequency

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	18	36.7	38.3	38.3
	2	12	24.5	25.5	63.8
	3	4	8.2	8.5	72.3
	4	2	4.1	4.3	76.6
	5	2	4.1	4.3	80.9
	6	1	2.0	2.1	83.0
	8	1	2.0	2.1	85.1
	9	2	4.1	4.3	89.4
	12	3	6.1	6.4	95.7
	17	1	2.0	2.1	97.9
	70	1	2.0	2.1	100.0
	Total	47	95.9	100.0	
Missing	System	2	4.1		
Total		49	100.0		

Mean = 4.83

Table B2
All Types of Permits Applied for in Previous 12 Months

Permit Type	Frequency
New Single-Family Residence Construction	19
Road Approach	11
Demolition (removal of structure)	9
New Garage/Carport/Shed for Residence	8
Site Development Activity Permit (of any type)	7
New Commercial Construction	6
Preliminary Plat	5
Short Plat Subdivision	5
Addition to Single-Family Residence	4
Forest Practice Application	3
Final Plat	3
Commercial Tenant Improvements	2
Fire Code	2
Manufactured Home (of any type)	2
Rezone or Comprehensive Plan amendment	2
Conditional Use Permit	2
Replacement of Single-Family Residence	1
New Multi-family (3 units or more) Construction	1
Large-lot Plat Subdivision	1
Shoreline Permit	1
Other (Please specify)	11
Total Responses	105

A 6

Table B3
Permit Type Most Recently Approved

Permit Type		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	New Single-Family Residence Construction	17	34.7	39.5	39.5
	Other	6	12.2	14.0	53.5
	Demolition (removal of structure)	4	8.2	9.3	62.8
	New Garage/Carport/Shed for Residence	3	6.1	7.0	69.8
	Addition to Single-Family Residence	3	6.1	7.0	76.7
	New Commercial Construction	2	4.1	4.7	81.4
	Road Approach	2	4.1	4.7	86.0
	Site Development Activity Permit (of any type)	2	4.1	4.7	90.7
	Fire Code	1	2.0	2.3	93.0
	Manufactured Home (of any type)	1	2.0	2.3	95.3
	Short Plat Subdivision	1	2.0	2.3	97.7
	Large-lot Plat Subdivision	1	2.0	2.3	100.0
	Total	43	87.8	100.0	
Missing		6	12.2		
Total		49	100.0		

7. Describe your recent interaction with, if any, with DCD's Long-Range Planning Division (this is the unit responsible for the Comprehensive Plan for the County. What was the issue and how well did they perform?

Good

Total failure
They are not to sharp
Very good, Mr. Greetham has been very helpful.
James Weaver did a great job on Port Orchard UGA project.
I can't express how pleased we were with Bill Nornberg and the staff I talked with when there. They were great.

Zero contact
Extremely well and responsive in explaining processing and allowable input from the public.

Difficult
Don't recall if I interacted with long-range planning

We have spent 18 months on Silverdale Sub--Area Plan, now it is being combined with 10 yr comp. SSA was led to believe density could be reduced to 3 or 4 units per acre. Now told no

None at this time.
All went well.

There is no communication between DCD and the Assessors office. DCD said we had 180 day to demo from certain date and the Assessors office said it was to be down by the time frame of the day we got the permit, of which I was told I couldn't do anything.

Gas fireplace permit, performed well.

Change to wetlands made our plan difficult

N/A

8. How do you describe to others your experience in working with DCD?

	CODE
Chaos	1
Hell, people are slow, process is terrible.	1
A very pathetic dept. too much staff turnover with too many eccentric egos.	1
Poor	1
Totally Frustrating	1
DCD, on the whole=Poor	1
Horrible, Incompetent workers, workers that could care less about the paying public, will do anything to hold up progress.	1
I'm sorry I have to say these things, but I have had 2 bad experiences with DCD, that has cost me a lot of time and money.	
Very frustrating, very in different. It took 6 months for the plans to be approved. It should take no longer than 60 days.	1
DCD is a mess	1
10-05 Garage/Carport Staff needs to be trained, staff don't try. I went to every dept and was referred to same person 3 times, back and forth...etc....It's difficult for someone handicapped. I finally answered my own questions through my own research. Next time I'll build with out a permit!!!!!!	1
Inconsistent decisions and requirements along with extremely slow in processing applications.	1
That the procedures are complex and cumbersome, poor interdepartmental coordination.	1
Difficult	1
It is a F____ing Mess!!! It's a disaster!!!!	1
Frustrating, difficult if not impossible to reach anyone by phone. Messages are never returned.	1
Very heatedly against the county period.	1
A hassle	1
The only complaint I have was from the day of my inspection. I work full time and requested a morning appt, as I had many errands to run on my only day off. The inspector arrived at my house at 4:45 pm. He saw the request on my work order and stated he was to busy to look at them before coming out. The appt took 5 minutes.	2
Good	3
Good & Fair	3
Generally positively	3
Generally fine once you get past the high price of fees, & governmental control they have on one personal properties.	3
Good	3
Good	3
Real good	4
Easy to work with - very happy	4
Very helpful and pretty easy to work with.	4
We have been presently surprised at how friendly and helpful everyone has been that we've had contact with. Some even remember who I am and what I'm doing when I have a new question.	4
Staff is great, policy on property address is ridiculous.	4
Very good	4
Very positive, you demonstrated that strict enforcement of codes & procedures does not have to be punitive.	4

Process for getting replacement home permit took too long	5
Time consuming, hurry up and wait. 5 months for permit process 30 days after approval completion.	5
Basic permitting process is quick & predictable, other processing such as special use permits take to long and the procedure is somewhat a mystery.	5
Time consuming, Somewhat unclear as to direction.	5
It took time, but I expected that.	5

Cost too much

Especially if you get caught up with wetlands
Contractor did everything, I had no interaction with anyone.
Public Works, on the whole=OK
Promoting Jeff Rowe-Hornbaker is an excellent move. It just wasn't high enough.
05-04 Did total add on and remodel with good service a year and a half ago - all was great then.

That is hard to get the same answer from the staff.

9. Do you recall the name(s) of DCD staff who provided good service to you and what they did?

Staff name code
Alire_S

Eric Baker was able to get people to do their jobs, not just sitting on papers forever.

Baker_E

Jim Barnard had two week's to make decision, he was able to make decision in three days.

Barnard_J
Barth_M
Bennon_T

Trish Bennon description of some additional work , describing SFR to be permitted.

Bennon_T
Bolger_J
Brand_J

I've dealt with Kim Dunn several times. Sh'e great, also Randy and Sandy, there great too, can't remember there last names.

Dunn_K

Patti Gaulien - Service

Gaulien_P

A+ positive attitude (all)

Greetham_D

Eric Baker, Dave Greetham, Joann Vinidahar hire her back. Jeff Smith is trainable, Everyone else stinks.

Greetham_D

Most informative, Dave Greetham, however no explanation for increasing my wetland buffer to 100' instead of the 50-60' buffer required by CAO.

Greetham_D

Dave Greetham review before application

Greetham_D

All Tries hard / Timber girl?

Greetham_D

Greetham_D

Nancy Hanson very efficient and helpful with minor fixes to my application.

Hanson_N
Jones_L
Law_Randy
Lawrence_J
Mottl_A

Bill Nornberg gets an A+++++ from us.

Nornberg_B
Oyloe_B
Oyloe_B

John Purnell helped a lot with our remodel info & what was needed.

Purnell_J

Pete Quiriarte, Inspector, very nice & informative

Quiriarte_P

Expedite calls for action (all)

RoweHornbaker_J

Jeff Rowe-Hornbaker & Jim Bolger were of great assistance in resolving code issues, design requirements and getting permits issued.

RoweHornbaker_J
RoweHornbaker_J

Jeff Smith very helpful in finding similar applications and explaining the code.

Smith_J

Smith_J
Spears_G

Ursery_D
Vaughn_G

Very good & knowledgeable
All genuinely interested in seeing our
project move through the system.

Desk personel at DCD were all helpful &
pleasant

Assessors office commercial building
dept. counter.
No

No, all of them. Call me if you need
details.
Big Sky builders 360-620-2666
No

I do not.

Sorry, do not remember.

No

No

They all where positive in helping out with
my permit.

Unfortunately, most of the staff who gave
great service is gone.

10. Any other comments or suggestions, especially your ideas for improving services?

	CODE
This section has staffing issues.	1
Very disorganized and very slow.	2
Permit sat for 3 months with no progress. Very frustrated.	2
I applied for a garage permit on 12-20-05, twice my submittal has sat on someone's desk awaiting further info while I wasn't notified of new requirements (1 month delay each time).	2
Newly found comments that come up one at a time require me to get back in line with consultants (3-4 week process each time) Respectfully submitted-Richard Prine, Architect	2
Nobody cared when they did their job, DCD held up the contractors during the job because it took to long for a few changes to be approved, what should take a few days - took weeks.	2
With today's busy world, I know very few people that can devote an entire day to a 5 min appt. Just narrowing it down to morning or afternoon would be ok (which is what I was told would happen) I missed several appts. That day which had negative consequence for the other people. I could have changed them had I known just morning or afternoon.	2
Better, and Quicker turnaround time on permitting.	2
The KC Health Dist. Is a disaster in supporting the permit process.	3
Better communication between county departments.	3
DCD needs to communicate better internally & with the county.	3
Environmental review division has been unwilling to return phone calls for review projects in a timely manner.	4
Fire Marshal's office only had records & never returned any calls I made.	4
Improve services via telephone. Whenever I deal with permits I know that I have to travel 30 miles & fight for parking yo just get information. I should be able to phone & get information.	4
Faster phone service, when leaving messages.	4
need better system.	6
He is one of the worst county staff there is.	7
The girl in road naming is mixed up, confused, dishonest, and incompetent. She needs a attitude adjustment or walking papers.	7
To much to explain, DCD needs to provide a better service and have more knowledgeable staff.	8
Rebuild staff with more help & train for same code thoughts.	8
Follow the ordinance, do not add by interpretation,	9
Help me approve my project, don't plan it for me.	9
This survey is not formatted well	

It is my opinion that we have more government in Kitsap County than we need or can afford

Environmental review needs to be looked at.

The same person who made the determination about wetlands is a private party who charges for wetland studies.

Feel very taken advantage of.

Real lack of positive attitudes, probably due to workloads.

No

Get rid of _____.

I would like to know what is going to be required at time of submittal.

Extremely poor service when someone is blocking my only access to my property. Can't express how mad I was on this.

They needed the shake down I read about in paper. Illegally.

Pay your help more money so there not always looking for better job's.

Eliminate at least 50% of the pre-app meetings which will free up staff time for project review. Need to reduce final design reqt. For preliminary approvals.

Everything went really well, Thanks.

Don't let the conservation district rewrite the CAO. They aren't the educated engineers that are working in DCD, in fact they should be reqd more education to increase buffer size from the new CAO, and not be involved in anyway on residential properties.

Commercial work over 4000sf should be require a architect, or be stamp on all pages of drawings, not just structural.

Make better use of there time.

Quit firing good people, staff has own agenda not the same.

It would fall on deaf ears.

When the applicant goes to the time, expense and effort to attend a pre-app conference, the relevant agency representative should be there and be prepared to provide pertinent comment & advice.

Keep up the good work at being so nice to us regular people that call with lots of questions.

I needed an address to see if it was even feasible to get electrical power to the site. Multiple questions are required to be answered that assume a building permit will be pursued. Puget Power will not respond to questions about availability of power with out an address. This becomes a never ending loop. Needs to be revised.

Return all property taken from people for purposes not yet used or extended for use. I'm sure I wasted my time writing this.

Manufacturing home company took care of all permits.

No

Keep up the good work, Thanks

All permits were paid & arranged through the contractors. I was at home when the plumbing & electrician inspectors checked the work being accomplished were thorogh, courteous, & professional.

You deserve your new building, we found your staff to be problem solvers, not problem makers.

Codes:

Need more staff	1
Shorten time to review and/or approve project	2
Improve coordination with other DCD parts or County depts	3
Faster response via phone, or more service available via phone	4
Improve staffing level	5
Fix systems	6
Improve performance of particular staff	7
Train staff	8
Staff follow Codes more closely	9

Appendix C
DCD Employees' Insights about Customer Service Ideals and Actualities
Obtained in Step 2, Group Interviews of Employees
by Steve Bauer and Casey Jones, Feb 2006

NOTE: Disregard the numbers below.

BUILDING DIVISION EMPLOYEES

<u>Customer Service Ideal</u>

3.6	Staff knows what they are talking about
4.0	Consistency (we support each other's responses to customers)
4.0	Customer can believe what they are told
3.0	Treated with respect
2.0	Know where to go
3.0	Listened to
3.0	Follow thru, do what they say
1.2	Ability to <u>actually reach</u> someone.
2.0	Don't pick up phone when giving face-to-face service to another customer
2.0	Up to date information (i.e., brochures, staff directories)
3.4	Positive, pleasant
2.2	Acknowledged (i.e., if customer must wait)
2.2	Timely response; time window for on-site inspections
3	Timely answers
3	Respect/make every person feel important
1	Friendly environment
3	Set realistic expectations – no surprises
1	Check for understanding
2	Be able to call and actually talk to someone
1	Referrals are correct (pointing in the right direction)
1	Fair and equal treatment – no favoritism

<u>Actual Customer Service</u>

1	Permit techs/Plans reviewers very helpful. Go out of way to help
1	Customer has questions answered when they leave
1	Front counter very good
1	Like working with public
3	Treat people well
1	Not doing very well because doesn't feel "nourished" as a person
1	Don't respond to phones well enough
1	Try to return all calls within 24 hours (each morning)
1	No one answers phone a lot of the time
1	Try to give correct referrals
1	Health Division slows down final inspection and Certificate of Occupancy.

DEVELOPMENT ENGINEERING DIVISION EMPLOYEES

How these employees described Ideal Customer Service from the customers' viewpoints:

[They rated how well the division is doing, using a scale of 1 to 5, with 1 = Poor, 3 =

Average, and 5 = Excellent; n = 6; ratings appear in parentheses after each descriptive statement.]

- Being helpful; going the extra mile for the customer (4.8)

- Ensure each customer that her/his project is important to us, and we're working to find solutions. (4.0)

- Giving clear answers (3.6)

- Timeliness in answering questions and following through (3.2)

- Keep "working the list" to get the customer's needs met (3.7)

- Consistency (2.6)

- Not feeling "rushed" when working with staff (4.3)

- Written response of field inspections (4.8)

- Fast, thorough response (4.0)

- Tell the customer what you actually *know*, don't guess about what you *don't know* but *find out.* (4.8)

- Professional, competent; not confrontational (4.0)

- Confidence in your co-workers and management (4.8)

Development Engineering Employees –Separate Session

Ideal Customer Service - Charts

7	Professional, pleasant manner
6	Correct answers (whether or not it is the one the customer wants)
7	Competence in permit processing
7	Consistency in application of rules and code
7	Timely response to inquiries
7	Direct customers to proper staff
7	Clear direction on how to proceed ·
2	Flexibility in application of rules and code (don't be too rigid)

Ideal Customer Service- Individual Responses
- A courteous interaction with County staff
- An answer they can trust (believe), whether it's the answer they want or not.
- They get to talk to the person they ask for
- That staff knows what it is talking about
- Fair and equal treatment
- No pass off or transferred calls
- A staff that listens/patient
- No confrontation
- Friendly greetings
- Willing to listen
- Helpful (Go the extra mile) problem solving

- Better access, our counter/ doorbell is confusing
- Experience is good; I think that we portray a sense that we understand <u>their</u> project is important and we strive to find solutions.
- Not rushed. Time to answer questions
- Not having to go in circles to find answers
- Belief in Dept leadership.
- Long term relationship
- Greet with a smile

Development Engineering—Separate Session

Ideal Customer Service

7	Professional, pleasant manner
6	Correct answers (whether or not it is the one the customer wants)
7	Competence in permit processing
7	Consistency in application of rules and code
7	Timely response to inquiries
7	Direct customers to proper staff
7	Clear direction on how to proceed
2	Flexibility in application of rules and code (don't be too rigid)

Actual Customer Service

5	Almost always polite treatment
5	Correct answers (Hi for Dev Eng but med for DCD overall)
4	Too much preferential treatment to some customers (low in Dev Eng but hi in DCD overall)
7	We listen to what people are saying – listen to whole story
7	Inconsistent in applying codes and procedures
6	DE returns calls; DCD does not (timely)
6	Callers get bounced around 5- times (lack of listening and asking) But NOT by DE
2	Customers get unclear direction on how to proceed with projects (early On in pre-app)
6	BOCC intervenes in complaints and undermines authority of staff.

FIRE MARSHAL'S OFFICE EMPLOYEES

Customer Service Ideal
- Be professional
- Provide or get the answer
- Courtesy and correct information
- Guidance on how to comply
- Education about safety
- Avoid appearance of being bureaucratic
- Empathize
- Humility
- Explain benefits of regulations and compliance (i.e., explaining the mission)
- Don't talk down to them
- Treat as equals

LAND USE SECTION EMPLOYEES

Ideal Customer Service – Charts

2.0   Instant approvals of plans
5.0   Support, guidance (or how to get through approval process (project manager). Pre-app conference
4.0   Clear info re: requirements
1.7   Predictability re: timeline
2.3   Clarity of code requirements
4.0   Empathy
3.0   Availability of staff at any time
3.0   Continuity

LONG-RANGE PLANNING DIVISION EMPLOYEES

Ideal Customer Service- Charts

- Quick turn around
- Centralized location to meet customers
- Feel respected, listened to , follow thru
- Clear outline of roles, expectations for citizen involvement tailored to customers
- Respect, attentiveness
- Professionalism, clear written products (Kingston Sub Area Plan)

SUPERVISORS

Customer Service

1. Define "Customer" (fellow ees or applicants?)
2. "Customer service" can be detrimental
3. Two kinds of customers = 1) casual citizen applicant and 2) experienced builder/developer. In both categories there are the willing and unwilling
4. Benefits customer and done not hinder operation at counter (don't do more for one than for all)
5. Be clear about what can/cannot do for customer
6. Customer be clear about what's expected of them (Set standards for what customer submits are clear and applied to all)
7. Don't want to design for customer. If not done right and they take the llan, then they get the blame for the delay
8. Not consistent in terms of what they expect from folks
9. Have standard response time (BUT "They want us to be Wendy's when we are KMART" We don't have a drive in window)
10. Inspectors are held to standards but the rest of the Dept is not held with "feet to fire"
11. Not meeting the 120 day statutory deadline in development approval. Due to vacancies plus the increase in development (Kitsap County is growing, vacancies, instability, new tasks come out of blue)
12. SAP/CAO moving of planning staff means that the folks who get moved didn't get their work done so reviews and permits were delayed which reflects on other Divisions and Dept.

Appendix D
Permit Timelines Required by Kitsap County Code
Title 21 Land Use and Development Procedures
Compiled by Casey Jones, June 2006

CODE/SECT	ACTION	TIMELINE REQUIREMENT
21.04.040	**Preapplication meeting:**	
21.04.040.B	Req'd for Type II and III applications, but may Type II may be waived by Director.	
21.04.040.D	Notice must be given to applicant of preapplication meeting date, time, location, and purpose of review, and nature of meeting.	Within 15 days of receipt of application for preapplication review.
21.04.040.G	Preapplication meeting shall be scheduled	At least 5 days after notice is mailed but not more than 28 days after the county accepts the application for preapplication review
21.04.040.H	Review authority shall mail to the applicant, and other parties, a written summary of the preapplication review.	Within 7 days after the date of the preapplication meeting
21.04.050	**Application completeness:**	
21.04.050.A	Review authority shall determine whether each application is complete upon its submittal according to the following schedule:	
	If a preapplication meeting was held:	within 7 days after submittal
	If a preapplication meeting was not held:	within 14 days after submittal
	If an application has been returned to the applicant as being incomplete:	within 14 days after the application has been resubmitted to the county
21.04.050.H	When the review authority determines that the application is complete, the review authority shall forward the application to the county staff member for processing it, and if a Type III, application, schedule it for a public hearing, and send notice of completeness to the applicant.	within 14 days of determining that the application is complete
21.04.050.I	A Type II or III application shall be deemed complete if a written determination has not been mailed to the applicant	within 28 days of the date the application is submitted
21.04.060	**Type I - Ministerial decision**	
21.04.060.A	The review authority shall approve, approve with conditions, or deny the application	within 21 days after the application was accepted as complete

21.04.070	**Type II - Administrative decision**	
21.04.070.A	The review authority shall issue a public notice of the application pending review per Section 21-04.100	within 14 days after the date a Type II application is deemed complete
21.04.070.C	A decision shall be made within	the timelines specified by Section 21.04.110
21.04.070.D	The review authority shall mail a notice of decision to the applicant	within 7 days of the decision

21-04-080	**Type III - Quasi-judicial decision**	
21-04-080.A	A Type III review process requires one open record public hearing before the hearing examiner.	
21-04-080.A	The public hearing must be held	within 78 days after the date the review authority issues the determination that the application is complete, and not less than 15 days following any SEPA threshold decision
	The hearing examiner shall issue a written decision regarding the application	within 14 days after the date of record closes
	The director shall mail the notice of decision to the applicant and parties of record	within 7 days from the date of decision

21.04.090	**Type IV - Legislative decision**	
21.04.090.A	A Type IV procedure may require one or more planning commission hearings and does require one or more board of commissioners hearings. All Comp Plan amendments shall be considered concurrently and cumulatively, not more than once per year, except the capital facilities element, subarea plans, and shoreline master program.	
21.04.090.B	The director shall prepare notice of the first planning commission hearing for the Type IV review, prepare a notice of application, which includes a summary of the proposal and maps, and other detailed information	at least 15 days before the date of the first planning commission hearing
21.04.090.C	The director shall issue a written staff report and SEPA evaluation, and recommendation regarding the application	at least 7 days before the first hearing of the planning commission
21.04.090.F	The director prepares an informational notice	at least 7 days before the first board of commissioners hearing

21.04.110	**Timelines and duration of approval**	
21.04.110.A	Decisions on Type I, II, and III applications shall be issued	not more than 78 days after the date of the determination of completeness
	If a determination of significance is issued, the decision shall not issue	sooner than 7 days after the final environmental impact statement is issued
	Duration of development approval	valid for a period of three years

PER STATE
RCW

| 36.70.B.070 | Project permit applications, *including building permits* | |

Within twenty-eight days after receiving a project permit application, a local government planning pursuant to RCW 36.70A.040 shall mail or provide in person a written determination to the applicant, stating either: (a) That the application is complete; or (b) That the application is incomplete and what is necessary to make the application complete.

**Kitsap County Department of Community Development
Comparison with other counties and recommendations for organizational
design and staffing
By consultants Steve Bauer and Casey Jones
June 12, 2006**

Introduction and Objectives

We present in this Report our findings and recommendations related to "Step 5: Compare DCD with other jurisdictions and Recommend an Organization Structure and Staffing Levels" which is part of our assignment to review the Department of Community Development ("DCD's") services, organization and workload, and recommend improvements.

The main objective of this step was to recommend the appropriate organizational structure and staffing levels for the Department. These recommendations are based on employee meetings, our review of the department and a survey of comparable counties. Items surveyed ranged from staffing to permit fee income, performance measures and reporting, workload, and customer service. There were many more topics that could have been covered but the daunting length of the instrument precluded further questions. It is recommended that the Department follow up where appropriate to determine more information from those counties that are of interest.

Counties that were included in this survey were Clark, Pierce and Thurston, in addition to Kitsap. Comparables were selected based on a matrix that included unincorporated land area, unincorporated population, population density, total population, housing types and others. Both the Department and County leadership reviewed the criteria and proposed comparables before the survey was implemented.

It is clear from reading the survey responses that this is a very high pressure, high volume business. While the same types of transactions and processes occur in each County, there are distinct variations between counties in how they design and process the work. This makes comparison among the counties difficult.

Overview by County

Clark County _Characteristics: 2005 unincorporated population 188,955, density 327/sq mile, 550 square miles unincorporated land, 28 miles water, 8 cities, 13.6% growth rate 2000 to 2005_

Clark County has perhaps the most detailed performance tracking and reporting system of the counties surveyed. For example, not only are total building inspections reported but also the number of stops. Clark County is similar to Kitsap County in being on the fringes of a larger metro area that generates development pressure within the County. Clark County has 8 cities but no unincorporated Urban Growth Areas.

Performance standards appear detailed (see attached Building Plans Examiner Cycle Time Report as an example). Clark County has a separate Customer Service Division that handles all intake and permit issuance, freeing the "line" departments to focus on review and inspection activities. This Division actually processes some land use permits. The Customer Services Division tracks and reports customer wait times.

Clark County generally has short target times for permit processing and claims a high level of compliance against those deadlines. Clark County regularly surveys customers and reports results in an annual report, although the survey returns are very small (for example only 36 responses were received in 2005 and only 5 have been received through April 3, 2006). Phone call return standards are in place, monitored and reported.

According to figures provided by Clark County, support from permit fees is the lowest of the counties surveyed (although this seems surprising in view of the Department's businesslike operations). In 2004, Clark County trained and certified local developers on application completeness in order to reduce completeness review from 21 to 14 days. Although there are many performance reports available, other basic information was not readily available in the system and special reports we were told they would take a week or more to prepare. Although not reported on the survey form, Clark County apparently does issue some permits using a fax system. Clark County lumps permits into Type I, Type II and Type III categories so it was not possible to compare actual permit issuance performance directly with other counties. Unincorporated population and population density is equivalent to Kitsap County. Unincorporated land area is roughly one and one-half times that of Kitsap County. Building inspectors perform the highest number of inspections of any department in this survey.

Kitsap County *Characteristics: 2005 unincorporated population 167,920, density 335 persons per square mile, 332 square miles unincorporated land area, 170 square miles water, 5% growth from 2000 to 2005*

Kitsap County has the smallest unincorporated land area but largest water area of the 4 that were compared. This explains why the Kitsap's unincorporated population density was the highest of those surveyed. The concentrated population and smaller area means it may be easier to provide on-site services than in counties with less dense population and a larger area; although the saltwater shorelines on three sides offsets this somewhat. Unincorporated growth rate of Kitsap County was significantly lower than the comparables from 2,000 to 2,005. Kitsap County has two unincorporated UGAs which must present a unique demand on DCD planning and permitting services that counties without similar areas do not face.

Staff reports that in Kitsap County fifty percent of the land area is designated as critical area or critical habitat. This means a high level of environmental review is required for land use and building activities. We did not survey other counties to determine what percentage of their land area carries similar designations.

In addition, the County apparently has a higher seismic threat designation than surrounding counties. This means that plans submitted from other counties often do not meet the higher standards here. This affects permit processing times as the plans must be returned for amendments.

The Department has implemented some improvements that reduce the work load and improve service to customers. The Building Permit Triage system was noted in our Phase II report and seems excellent. Kitsap County also certifies insulation and drywall installers to self-inspect some installations. Only Thurston County has a similar program. Kitsap also issues a number of permits over the counter. In 2005, building inspectors were only slightly lower than their counterparts in Clark County in the number of inspections performed and exceeded the number performed in Pierce and Thurston Counties. The addition of an inspection position in 2006 will improve this workload.

As noted earlier, the Department lacks meaningful performance measures or systems by which to monitor and report performance against any standards that may exist. This makes it hard to compare the Department against its counterparts in other Counties. It also makes it hard for the Department to make a case with its customers or Kitsap County leadership for additional resources.

There has not been a systematic Continuous Improvement Process in the Department. Instead, it appears that all energies have gone to just meeting production needs.

Generally, staffing in the department seems to be similar to staffing in other counties, adjusted for workload and size. The one glaring difference is that the Department seems to be significantly deficient in clerical support. This means that planners and plans reviewers are performing clerical functions that detract from their primary functions. This is consistent with what we heard from Department employees.

The survey responses suggest that the formal permit review and approval workload per staff member in Development Engineering and Land Use/Environmental may be lower than in the comparable counties. This should be explored.

Kitsap County was the only county of the four that does not have department-wide standards for return of customer phone calls.

While the Department does not generally have performance standards or track against timelines set by the Commissioners, the timelines that do exist seem reasonable compared to the other counties. Even where building permit timelines are beyond targets, the reported actual timeframes seem "within the ballpark" when compared to others. The one exception to this is in the area of Pre-App conferences where the Department ranges from two to four times as long to schedule a conference as the other counties.

At 67% support from fee revenues, Kitsap is lower than Pierce and Thurston Counties that are in the 80% and 90% range. We suspect that Clark County's recovery rate is higher than reported in the survey which would suggest that Kitsap County is well behind its peers in this regard. On the other hand, Kitsap County's fees seem generally comparable with other counties; in some cases being higher and in other cases lower than the other counties.

The lack of budget information by Division means that we could not use this in comparing functions like Land Use Planning, Natural Resources and Administration.

Pierce County *Characteristics: 2005 unincorporated population 345,940, density 208 persons per square mile, 1532 square miles unincorporated land, 128 square miles water, 9.7% growth from 2000 to 2005*

Pierce County has the highest unincorporated population (twice that of Kitsap County) and land area (four to five times that of Kitsap) of any county in the survey. The population density is about two-thirds that of Kitsap. Staff probably have farther to travel to complete on-site inspections. Pierce has 20 cities and no unincorporated Urban Growth Areas. The high number of cities places greater demands for planning and coordination on the Land Use Planning staff than in the other counties.

Pierce County recently went through an outside performance evaluation. The Department seems to have embraced that analysis and has made a number of improvements to its services. It maintains a very detailed status report for each of the report's recommendations. For example, it publishes a monthly newsletter talking about its continuous improvement process. On the cover of the newsletter is listed the current permit backlog for the current and preceding month. The Department has created a "Project Manager" program "...to track final plats and reduce the amount of time between final plat submittal and recording." Managers provide "... a single point of contact for the applicant, monitor review times, reduce interruptions for the reviewers, and improve the submittal process." The program includes new tracking software that "...alerts the project managers when reviews are due from the county staff as well as when resubmittals are due from the applicant's consultants." The program is being expanded to other project types.

Pierce County also has focused on lobby wait times with a target of 20 minutes. The County also offer appointments.

Pierce County's timeframe targets are generally longer than those in Kitsap County and the County seems to have very low compliance in meeting even those longer timeframes.

Pre App conferences are optional. Several permits are issued over the counter. Some permits are issued over the internet. Performance standards are clear, regularly monitored and reported out twice per year. There are extremely detailed inspector equipment lists spelling out, by function, what equipment each inspector should have.

Thurston County *Characteristics: 2005 unincorporated population 126,450, density 176 persons per square mile, unincorporated land area 670 square miles, water area 47 miles, 10.9% growth rate from 2000 to 2005.*

Thurston County is the smallest of the counties surveyed. Its unincorporated population is about one-third that of Kitsap County. The land area is about twice as much and the population density is half that of Kitsap County. Thurston County has 7 cities which is equivalent to Kitsap County's combination of cities and UGAs.

Thurston County's timeline standards tend to be quite short for single family residences (10 days) and the County reports meeting this deadline 100% of the time. Overall compliance with timeline standards is high, except for commercial/industrial.

Thurston certifies builders/installers for a number of self-inspections. The Fire Marshal does not do arson investigations and the building inspectors conduct Fire and Life Safety construction inspections. Land Use and Environmental Review timeline compliance is reported to be fairly high, although no actuals were provided in the survey response.

Thurston County has phone call standards but relies on citizen complaints for monitoring.

Thurston County has initiated a number of process improvements, including: 1) implementing an Integrated Voice Response system for scheduling permits, permit status, inspection results and fax or email responses 24/7. 2) Scanning over 1 million historical documents that are available to staff at their desks, and 3) Having a common development services tracking system that includes several departments.

Organizational Review and Recommendations

The following sections outline our recommendations for the Department's organizational structure, our analysis and recommendations for staffing levels and a comparison of Kitsap County with the other counties in a number of areas. Recommendations appear at the beginning of each section in bold face followed by discussion of the reasons for those recommendations.

ORGANIZATION

Recommendations

     1. Create a single Assistant Director for Development Services to coordinate Building Codes, Land Use/Environmental Review, Fire Marshal, Development Engineering and a newly created Permit Services Division.

     2. Combine Community Planning and Natural Resources into a Planning Division with a Planning Director.

     3. The new Director should be familiar with land use and development functions but should concentrate their efforts on rebuilding the organization and leave daily operation of the Department to their direct subordinates

     4. Create a limited term Improvement Process staff position (3-4 years) to report directly to the Department Director to facilitate Departmental implementation of the recommendations of this Assessment.

     5. Equalize the compensation of DCD Division Managers.

We have reviewed the Department's organizational structure with an eye to combining similar functions, focusing on production of permit reviews, providing capacity to implement the recommendations our reports, enhancing customer service and limiting the direct reports to the Department Director.

We recommend a single Assistant Director for Development. The Building Codes, Development Engineering, Customer Service Center, LUER and Fire Marshal should report to this individual. This would combine the "production divisions" together and enhance process improvements and customer service.

An Process Improvement staff position should be created and report directly to the Director. This position should facilitate implementation of the recommendations in this report as well as other internal on-going efforts at process improvement. Without this position, it is unlikely that the Department will implement most of our recommendations simply because there are no staff available to dedicate to the task. The experience of other organizations facing such fundamental change is that change this comprehensive takes several years to accomplish. Once the major changes are in place the position could be eliminated.

The Community Planning and Natural Resources Divisions should be combined in a single Planning Division. The Planning Director should be a "working" director who directly manages the planning staff. The Natural Resources Division should report to the Planning Director. The Planning Director should report directly to the Department Director.

We understand that there are differences in the functions and "customers" of the two Divisions. Nonetheless, we believe the commonalities are enough to justify re-combining them (we understand they were combined at one point). Even though Natural Resources would report to the Planning Director, the manager of the Natural Resources Division must be free to interact with external parties, just as he does now while reporting to the Assistant Director of the Department.

The Department Director should have no more than four direct reports including the Assistant Director for Development Services, the Administrative Services Manager, the Planning Director and the Process Implementation staff person.

This organizational structure requires extremely competent managers, especially in the roles of Assistant Director and Planning Director. While the Department Director needs to be knowledgeable of planning and development activities, their primary function needs to be "Championing Change"; healing and rebuilding the organization. The Director needs to be comfortable and able to delegate responsibility for the operations of these other units to the respective managers. This means the Assistant Director and Planning Director would be responsible for many relationships with outside customers and interest groups. It also means that the Division Directors assume more responsibility as part of the Department Leadership Team for the overall direction of the organization As the old adage goes, the Director "needs to steer not row".

This also means that subordinate managers need to be held accountable for meeting their obligations. There is variance between managers about the number of staff they manage but each one has significant and equal program responsibility in different aspects of DCD services. As a result, we believe that compensation for these managers should be equalized as well.

STAFFING

Administration

We do not recommend making any changes to the Administrative Services Division staffing

When the Administrative Services Division is added to the Director's Office, it appears that the Department has more administrative staff per Department Staff than any of the comparables. That may reflect the inclusion of GIS positions in the Administrative Services Division. .

Building Codes Division

We did not survey the total number of permits issued by each County. Instead, we surveyed a sample we believe represents a group that imposes the most significant time demands. For purposes of this analysis, we added up all permits in our sample to get a combined figure. Using this figure provides a general basis for adjusting or "normalizing" staff for workload in each county.

One suggestion would benefit all the areas of construction plans review and inspection. Both Greg Spears, the Lead Building Inspector and Jeannie Vaughn recommended holding workshops for prospective first-time homebuilders to familiarize them in advance with the permitting and inspection process. Jeannie went further in an email, part of which is repeated here.

I would like to see another recommendation for customer satisfaction.
Many of our customers see us only as bureaucrats, paper pushers, and creators of red tape. We are dedicated to providing community services and protecting the life, health, safety, welfare and economic well-being of our community. As employees, we have not created the codes and regulations. The codes and regulations have been created because of problems in the past. When we explain to a customer the intent and reasoning behind a code, the customer is usually satisfied and will redesign the project to meet the code. A great portion of our customers are first-time homebuilders, with the American dream of building their own home. They do not know building codes or that we live in high seismic design area requiring special construction methods. I'd like to see more outreach with classes and seminars for both first-time homebuilders and contractors, with the purposes of increasing customer relations and increasing the level of quality of permit submittals and construction. In turn, this would decrease the time spent on plan reviews and the number of reinspections. As an example, the Building division hosted a workshop on braced wall panels for contractors, architects, and engineers last fall that was extremely successful. The attendees expressed satisfaction that we were reaching out to them and taking the time to talk to them individually. We noticed an immediate increase in the quality of plans submitted by the attendees and the number of correction letters for bracing decreased for these companies.
Also, when we talked to one of the attendees about a project, the conversation was much easier because the attendee understood the reasoning.

We believe these are excellent recommendations and take the liberty of formalizing them as part of this report.

6. Conduct workshops for first-time builders and building professionals to enhance their familiarity and compliance with code requirements and the inspection process.

Building Inspectors.

<u>**Recommendations**</u>

7. Transfer *responsibility for Fire and Life Safety Construction inspections from the Fire Marshal's Office to the Building Codes Division. The FTEs in the Fire Marshal's Office associated with this function should also be transferred to the Building Codes Division.*

8. Continue to explore and expand innovative programs and technology that improve services to customers and reduces workload for staff.

This report does not deal with inspections per day. Because different counties use different numbers of days as the basis for the calculation, the total number of inspections per inspector per year is a more valid number. The number of inspections is influenced by which items a county decides to inspect. For example, Kitsap County has added two inspections in recent years to cover critical items it believed were being overlooked. In the case of Thurston County, the building inspectors also perform the Fire and Life Safety construction inspections. Two of the counties track the number of physical stops in addition to the number of inspections. This is an important number since many sites include multiple inspections, a fact that just the number of inspections overlooks.

In 2005, Kitsap County ranked at the top with Clark County in the number of inspections per inspector per year. Clark County inspectors made 4,761 inspections compared to 4,677 in Kitsap County. This was significantly higher than Pierce (3201) and Thurston (2972). At this level, we were told that inspectors had only ten minutes on site per inspection. Our experience in the field with an inspector was that the inspector was polite but efficient with builders and seemed to have more than adequate time to perform thorough inspections. Again, the fact that several inspections could be performed on some sites probably helped.

An additional inspector was added in January 2006. If that inspector had been working in 2005, the annual number of inspections per inspector would have dropped to 3898, a significant reduction.

It is important to note that Kitsap County was the only county in the survey to issue field computers to building inspectors. We presume that this will not only increase resources available to the inspector but, when finally implemented, should result in efficiencies that will allow the inspector to spend more time in the field.

The Division should explore expanding certifications for self-inspections to improve customer service and reduce workload.

We understand that Building Codes Division staff have conducted some of the Fire and Life Safety construction inspections during the recent hiatus in the Fire Marshal's Office. Although it is a separate code requiring additional certification, we believe that Fire and Life Safety construction inspections and associated staffing should be moved to the Building Code Division. It does not seem to make sense to have separate vehicles and staff visiting the same projects. This would combine similar activities and provide added inspection capacity to the Division. The fact that Thurston County does this reinforces the feasibility of the concept.

Plans Reviewers

Recommendations

      9. Transfer the Fire and Life Safety Plans review function and associated FTE from the Fire Marshal's Office to the Building Codes Division.

      10. Add one clerical position to the Building Codes Division

      11. Expand the number of permits issued over the counter, and explore permits by Fax and internet. Explore electronic submittal of construction plans.

Clark County had almost 1200 permits per reviewer followed by Pierce with 620, Kitsap with 543 and Thurston with 337. This indicates that the plan review workload per plans reviewer is higher than Thurston County, comparable to Pierce County and only half that of Clark County.

Looking at timeline performance suggests that the Division consistently fails to achieve its targets (so do the other Counties except Clark County). Again, lack of performance data does not allow complete comparison to the other counties but the few actual timelines reported by Kitsap County suggest that it is about the same or a bit slower than Clark County but significantly faster than Pierce or Thurston Counties. It may well be that Clark County receives more pre-approved base plan SFR permits; that would help explain both the higher workload and faster approval time.

The Building Division reports that one reason for missing timelines is delays in review by other DCD Divisions. Different Divisions may cause the delay at different times. Currently it appears that the backlog in Environmental Review is responsible for the delays. . We are advised that permit review staffing is generally equal to the workload but there is no "reserve" capacity to compensate for vacations, illness or vacancies.

If the stated permit processing deadlines are indeed County policy then we think consideration should be given to adding staffing where needed. Indeed, it appears that the Commissioners have added staff to the Building Codes Division, as recently as January of 2006. This Division produces the lion's share of revenues for the Department. While other Divisions provide services associated with these permits, it is appropriate to make certain that the Division has the staffing and technology necessary to meet its customer commitments.

While it appears that Plans Review technical staff is comparable to other counties, it appears that the Building Division appears woefully deficient in the area of clerical support. This means that plans reviewers are performing clerical tasks, taking time away from review functions. We believe the adding a clerical staff position to the Division would help deal with the workload and increase efficiency of the permit review process.

Recently, the insurance rating for buildings in Kitsap County was upgraded by the Washington Rating Bureau which affects premiums paid by individuals for household and business fire insurance. That should be preserved.

The County should build on innovative programs that it has now to reduce its workload. For instance issuing permits over the counter both reduces workload and improves service to customers. Clark County issues some permits by Fax. This should be explored.

Technology should be explored wherever possible to improve services to customers and reduce workload. The internet and electronic transmission of actual plans and permit information should be pursued aggressively. We understand that Pierce County currently issues some permits by internet. We were told by staff that the design of the new County building is predicated on a paperless environment. Workspaces may prove inadequate unless use of technology is improved.

We also believe that responsibility for Fire and Life Safety construction plans review should be transferred from the Fire Marshal's Office to the Building Code Division. Associated FTE should also be transferred. This would have all the construction plans review in one location and would provide some "surge" capacity for the Division.

Counter Staff

<u>Recommendations</u>

12.   Create a new Permit Services Division to include the current Permit Center operations and a new Customer Inquiry phone center. Add one phone specialist FTE.

Kitsap County had the highest ratio of permits per counter staff of 543. Pierce was next with 372 followed by Clark with 248 and Thurston with 187.

It is interesting to note that in the Customer Satisfaction Survey and industry group meetings we did not receive complaints about counter service delays. In our observations of the permit counter we never saw long lines or observed extreme wait times. Both of these facts are a tribute to the staff of the Permit Center. We note that additional Permit Center staff were not requested as part of the 2005-2006 Department Budget request.

We note that all of the other counties surveyed have separated the permit intake and customer information functions into a separate division. In the case of Clark County, the Customer Services Division actually performs some land use reviews and issues all permits for the Department. This seems to have merit. First, it would reduce the workload on the Chief Building Official who already lacks the time necessary to perform

many management functions for his Division. Second, it would allow this division to focus on the direct customer contact and permit processing for all the Divisions, allowing technical staff to focus on plans review. Finally, the physical design of the new building has LUER and Development Engineering located on a floor beneath the Permit Center. This makes it less convenient for review staff to climb the stairs to meet with the public. Therefore, anything that can be done to service the customer at the counter without calling on review staff is worth exploring.

Along that line, in our Customer Service and Standards Report, we have suggested creation of a Customer Inquiry Center with functions similar to those performed by the "Open Line" staff in the Department of Public Works. We believe that function should be part of a new Permit Services Division. Staffing for that operation could initially consist of 2 FTE, including the current position assigned to answer phones. It will be necessary to complete a comprehensive manual of common questions and answers for use by the phone inquiry specialists. We believe that manual should be prepared by the phone inquiry specialists and technical/management personnel in each DCD Division prior to formally beginning this service. This will give the phone staff first hand knowledge of the workings of the various Divisions.

In addition, we believe that the use of internet permits and submittals might reduce the workload on Permit Center staff.

Clerical

Kitsap had the highest ratio with 2714 permits per clerical position. Clark and Pierce were comparable with 2360 and 2232 respectively. Thurston had the lowest ratio of 1125. We note that one clerical position was requested for the Building Codes Division as part of the 2005 budget request but are unclear about whether that position was intended for the plans inspection function or the permit center operations.

The proposed addition of a clerical position to the Building Codes Division would help the workload of this position.

Other

This figure generally includes supervisors. In the case of Kitsap County, it includes the supervisor, permit coordinator and street addressing staff. Pierce County had the highest ratio with 1395 while Clark County had 1180 and Kitsap had 905.

When the entire Building Division staffing was compared to the total of sampled permits, Kitsap had the highest ratio of permits to staff with 142. Next highest was Pierce County at 112. This is a significant difference and suggests the appropriateness of considering the additional staff noted here.
Code Compliance.

Recommendations

No additional staffing is recommended for Code Compliance.

13. We *recommend an appropriation be included in the 2007-2008 budget for referring code complaint cases to mediation.*

11

The number of complaints per staff member ranged from 407 in Thurston County to 354 in Kitsap County to 287 in Clark County and 212 in Pierce County. Clark County uses mediation to deal with some of its complaints. We have previously recommended that Kitsap County utilize mediation as part of its code complaint resolution process. This can significantly reduce workload and achieve higher resolution of complaints.

Development Engineering Staffing

Staff of this Division were unique in DCD in telling us they felt fully staffed for the work. This seems to be supported by the survey results. The reported results from other counties show wide variation in numbers that center principally around single family residences and right of way permits. This may reflect much higher development rates, a difference in permit requirements or confusion about the question in the survey. However, based solely on the permits that were sampled, it appears that the Kitsap Development Engineering workload per staff member is significantly lower than all three of the comparables. In addition, Kitsap County reports much lower number of daily inspections per inspector than the other counties.

This disparity may be the result of confusion about the survey questions, a difference in local requirements or that this sample of permit types is not representative of the real work of the Division. In any event, the disparity should be explored.

Fire Marshal Staffing

Recommendations

     14. Consider transferring responsibility for annual Commercial Occupancy inspections to the local Fire Districts.

The wide variation in the number of permits issued in 2005 reported by the comparable counties suggests confusion about the questions or anomalies in comparable functions. The daily inspection data is more revealing and suggests that Kitsap had the lowest daily inspection load of any of the counties. If staff are compared to unincorporated land area or population density, Kitsap has the most favorable comparison of staff to either of these measures by a significant margin.

As noted above, we believe that the construction plans review and construction inspections should be moved to the Building Codes Division. We also believe that the local fire districts should be encouraged to perform the annual commercial building occupancy inspections. This can be an important public relations tool and critical to department pre-fire planning.

Land Use and Environmental Review

Recommendations

15. Add one clerical position for the Land Use and Environment Review Division, as requested by the Department in the 2005 budget process. This would still mean that the Division has less clerical support than comparable counties.

16. Transfer responsibility for land use code revisions back to Community Planning.

17. Aggressively explore moving to electronic submittals of permits and plans.

18. Make Type II Pre App conferences optional for experienced, frequent system users.

19. Consider eliminating the requirement for Hearings Officer review of Type II projects that do not have complaints from neighbors or appeals of staff conditions from the proponent.

20. Hire or contract for additional staff to "catch up" on the current backlog.

21. Review the role of Environmental Review section in review of permits of other Divisions to see if this review can be streamlined, eliminated in some cases, or staff in other divisions can be trained to conduct low level environmental reviews of some permits.

22. Make the .75 time planner position full-time, since staff has reported extreme difficulty in filling this position with a qualified professional as currently budgeted.

Kitsap County is unique in not having clerical staff to support professional land use and environmental review staff. This means that productivity of the professional staff is reduced as they handle the clerical functions of their work. Also, there are a large number of routine phone inquiries that interrupt the professional's work. We are told that many of these could be resolved by a clerical person. We believe our recommendation in our Step 4 Report that suggests implementation of a Customer Inquiry phone center can partially help address this problem.

Based on the permits sampled, it appears that this Division's workload is significantly lower than comparable jurisdictions. The number of SEPA reviews distorts the total numbers and was removed from the permit totals for an alternate evaluation. When this was done, the workload for the Kitsap LUER was even lower when compared to the other counties; about one-third of the others. This observation is in stark contrast with the feedback from staff of this Division. We believe this to be a function of several factors: 1) the Division had just been through a grueling process of developing the Critical Areas Ordinance that had required much extra work and placed daily permit work on hold, and 2) the Division lacks clerical support, in strong contrast to the comparables, 3) staff notes that about 50% of the land area in the County is designated as critical areas or critical habitat which requires a high level of environmental review. In fact, the Division advises us that they currently perform environmental review on approximately 40 percent of all Single Family Residence permits.

It appears that the Environmental Review section has many required reviews of other permits. We have earlier suggested that Development Engineering be able to sign off on final plans that comply with Environmental Review conditions. We wonder if there has been a review to determine if ER actually must review all of these applications or if ER staff can train staff in other Divisions to handle the more mundane aspects of environmental review.

In addition, responsibility for land use code revisions was transferred from Community Planning to LUER in recent history. We recommend that this responsibility be transferred back to Community Planning. Doing so will assure consistency between the policy planning function while allowing LUER to focus on their permit review responsibilities. While the lead responsibility for this function would be transferred to Community Planning, their role would be to *facilitate* the code revision effort and must actively include Land Use staff who must administer the code on a daily basis.

The Land Use review function seems to be seriously bogged down. This section recently limited Pre App meetings to one per week per planner, stretching scheduling from the County standard of 28 days to 2-3 months. Because of the different ways that each County sets time standards for permit approval we were not able to make direct comparisons between them. In general, it appears that Kitsap deadlines were longer than those of the other counties. We have no information about how the Kitsap Land Use and Environmental review actually performs against its standards. Clark County seems to have shorter timeframes and a high degree of compliance with them.

Although the code does allow Type II applications to be exempt from mandatory Pre-App conferences, this is only by agreement of the Department Director. We believe the Division should consider making Type II Pre App conferences optional for experienced developers. Perhaps the Division can conduct a training and "certify" some frequent applicants to opt to skip the Pre App if they desire.

We have been advised that the Land Use Division has initiated a program to exempt Type II Pre-Application Conferences for those Type II permits that do not have to go to the Hearings Officer. We are advised that the staff is actually calling applicants suggesting eliminating the Pre-App Conference in these cases. This is an excellent initiative.

Also, we note that all Type II land use reviews go to the Hearings Officer; even when there are no complaints from neighbors or objections from the applicant. This process adds time and expense for the developer and workload for the staff. Thurston County apparently requires mandatory Hearings Officer review for only Type III applications. Even though the remaining two comparables also require Hearings Examiner review, we believe the County should give serious consideration to modifying this requirement. Even when cases go before the Hearings Officer, it may be worthwhile to examine the level of detail that is currently included in staff reports to see if more is being done than is needed.

Currently the Division has a backlog of permits pending. Some of this is attributable to the permits put on hold while the Critical Areas Ordinance was completed. The delays in reviews by this Division create delays for other Divisions and have significant financial impact on applicants. We believe the Division should be authorized to hire or contract for additional staff capacity to catch up on the backlog.

We have been advised that the Department has recently authorized hiring of a temporary staff position to help reduce the backlog. We are also advised that the Board of County Commissioners recently authorized increasing the .75 FTE planner position to full time.

Finally, as we noted in our Step 2 report, according to staff, the new County building was apparently designed to be a "paperless" work environment. The current staff offices are filled with stacks of plans and permits. Some can even get lost from time to time. The County should place a high priority on converting its submittals to electronic form to assist staff.

Community Planning

We make no recommendations regarding staffing for the Community Planning Division

Community Planning should be combined with Natural Resources into a new Planning Division

This is a hard comparison because there is virtually no permitting involved. The level of long range planning can relate to the character of the environment, the amount of unincorporated land, the number of cities or unincorporated urban growth areas, the amount of growth occurring and the general attitude surrounding long range planning in the county. Kitsap County has the smallest land mass but also has the most water within its boundaries which adds a dimension for both the land use and natural resource planning functions. In general, it appears that the County has adequate staff for the long range planning function.

This observation also flies in the face of staff comments. We believe this is a function of two things: 1) there were a number of staff positions that had been vacant for significant periods of time, increasing the workload for remaining staff, and 2) the staff had just been involved in completion of two Sub Area Plans which compounded the problems with the vacancies.

By the end of the year, workload should have normalized with the completion of the 10 year review of the comprehensive plan, completion of the Sub Area Plans and the Critical Areas Ordinance. Therefore, we believe that the Division, with appropriate outside consulting assistance, should be able to manage land use code revisions.

We made recommendations earlier in this report for combining Community Planning and Natural Resources into a single Planning Division.

Natural Resources

We make no recommendations regarding staffing for the Community Planning Division

Natural Resources should be combined with Community Planning into a new Planning Division

There seems to be great variability in the treatment of Natural Resources functions in the different counties. Clark County reports that this function is divided among the other divisions. Pierce County has a huge Natural Resources staff while Thurston has a staff that is proportionally similar to Kitsap County. Therefore, it is not possible to make a comparison. We also looked at sources of funding for Natural Resources in the other counties. It appears that Kitsap County has the most diverse funding base for Natural Resources of any of the counties surveyed.

County Comparison by Topic

Cost Recovery
Pierce County reports 93% cost recovery through fees while Thurston reports 88%. At the direction of County Commissioners, Thurston is moving towards 100% cost recovery. Based on the numbers reported by Clark County, its cost recovery is 59% which seems low. Kitsap County cost recovery rate is 67%, well below both Pierce and Thurston Counties.

Fees
Kitsap seems to charge the highest fees for SFRs. Other Kitsap building permit fees seem to be comparable with other counties, although individual fees do vary. Fees for Development Engineering could not be compared based on survey returns. Land Use and Environmental Review fees were highest in Clark County. Kitsap and Thurston Counties were roughly comparable although Kitsap County was higher for several of the permits reviewed. Again, we did not complete a comprehensive review of all permit fees.

In the end, the permit fees are both a function of local cost recovery policy and departmental efficiency. Business cannot and will not move to another county based on fees alone. The question for customers is "Are we getting our money's worth?". Customers ultimately will measure satisfaction with fees based on review timeframes, the amount of process bureaucracy, and the competence and attitude of staff. Ultimately, the Department will need better data systems in order to monitor and report performance on which to base fee decisions.

Permit Processing Deadlines Compliance
Permit processing times were examined as another indirect measure of workload and staffing. Kitsap Building permit deadlines appeared comparable to Clark and Pierce Counties. Thurston deadlines were much longer although its deadline for SFR was the shortest and it reported 100% compliance with that 10 day standard. Clark County seems to meet most of its deadlines while Pierce County had very low compliance with its deadlines. Kitsap generally takes twice as long as its targets. The County could not provide performance data for some permits. In summary,

> Clark County deadlines were short with high compliance
> Kitsap County deadlines were short with low compliance or unknown
> Pierce County deadlines were short with very low compliance
> Thurston County deadlines were long with high compliance.

Because Kitsap County has no systems for tracking time lines on other functions, it was impossible to make comparisons with other counties that do track performance. The one exception is the very long delay in Pre-App conferences previously noted.

16

Use of Consultants for construction plan review

Only Pierce County regularly uses consultants for plan review and then only for 15% of reviews.

Contract Inspectors

No County used contract building inspectors

Certify Builders/Installers for self inspection

Only Kitsap and Thurston allowed limited self-inspection

Equipment

Only Kitsap County building inspectors are provided with field computers. This is a tribute to both staff leadership and support of the County Commissioners.

Procedures Documented

Many review procedures were documented but the practice was not complete in any county. Inspection procedures were less likely to be documented. Kitsap DCD does not have checklists for Land Use review, Environmental Review or site inspections.

Customer Service

 Standards for return of phone calls. Kitsap County was the only county not to have explicit, department-wide standards for timely return of phone calls.

Recommendation

 23. Develop, monitor and report on telephone response times

 Customer Service Surveys. Only Pierce County does not survey its customers; although the Thurston "survey" is on the internet. We have previously commented on the inadequacies of the current Kitsap county-wide customer service survey.

Performance Measures

Kitsap DCD was the only county that did not have comprehensive performance measures or systems for monitoring and reporting performance.

Continuous Improvement

Both Clark and Pierce counties report have continuous improvement efforts. Evidence of this seems clear when viewing their web sites and materials provided to us. Thurston County reported that it did not have such a process. Kitsap DCD does not have such a process. We are advised that the Kitsap Department formerly had a Permit Process Improvement Team that produced, among other things, the Permit Triage System. Perhaps the Department should consider reconfiguring this team.

HOW TO PAY FOR THE RECOMMENDED STAFFING

 24. Fill the recommended positions as soon as possible.

25. Fund the positions from the General Fund until a special Development Services Operating Fund can be created and fees are increased to cover the additional costs.

These recommendations would result in a very modest increase in funding for the Department. The recommendations will still leave many of the Divisions working at full capacity. This seems endemic among the other counties surveyed. Other investments will be necessary as the Board of County Commissioners and Department staff decide which of our recommendations to implement.

We believe that there are two approaches to funding these recommendations. A <u>vital element</u> of both these alternatives is the **creation of an enterprise or special operating fund** to manage the costs and revenues associated with operating the Department. We have made this recommendation earlier. We believe, along with a wholesale redesign of the Department's budget, this is the top priority among our recommendations.

There are two possibilities for funding these positions. The first alternative would provide General Fund support for the positions from now to sometime late in 2007 when fee increases could be implemented. This would give the Department time to transition to a new budget/fund basis and implement some of the recommendations in this report.

The second alternative would impose needed fee increases this year to become effective upon adoption.

Regardless of the alternative selected above, we believe the positions should be filled now so that the Department can turn its attention to implementing the recommendations of this report.

Summary Organizational Recommendations

The recommendations from each of the sections are combined below for easy reference and so that the reader can see them together.

1. Create a single Assistant Director for Development Services to coordinate Building Codes, Land Use/Environmental Review, Fire Marshal, Development Engineering and a newly created Permit Services Division.

2. Combine Community Planning and Natural Resources into a Planning Division with a Planning Director.

3. The new Director should be familiar with land use and development functions but should concentrate their efforts on rebuilding the organization and leave daily operation of the Department to their direct subordinates

4. Create a limited term Improvement Process staff position (3-4 years) to report directly to the Department Director to facilitate Departmental implementation of the recommendations of this Assessment.

5. Equalize the compensation of DCD Division Managers.

6. Conduct workshops for first-time builders and building professionals to enhance their familiarity and compliance with code requirements and the inspection process.

7. Transfer responsibility for Fire and Life Safety Construction inspections permanently from the Fire Marshal's Office to the Building Codes Division. The FTEs in the Fire Marshal's Office associated with this function should also be transferred to the Building Codes Division.

8. Continue to explore and expand innovative programs and technology that improve services to customers and reduces workload for staff.

9. Transfer the Fire and Life Safety Plans review function and associated FTE from the Fire Marshal's Office to the Building Codes Division.

10. Add one clerical position to the Building Codes Division

11. Expand the number of permits issued over the counter, and explore permits by Fax and internet. Explore electronic submittal of construction plans.

12. Create a new Permit Services Division to include the current Permit Center operations and a new Customer Inquiry phone center. Add one phone specialist FTE.

13. Add an appropriation in the 2007-2008 budget for referring code complaint cases to mediation.

14. Consider transferring responsibility for annual Commercial Occupancy inspections to the local Fire Districts.

15. Add one clerical position for the Land Use/Environmental Review Division, as requested by the Department in the 2005 budget process.

16. Transfer responsibility for land use code revisions back to Community Planning.

17. Aggressively explore moving to electronic submittals of permits and plans.

18. Make Type II Pre App conferences optional for experienced, frequent system users.

19. Consider eliminating the requirement for Hearings Officer review of Type II projects that do not have complaints from neighbors or appeals of staff conditions from the proponent.

20. Hire or contract for additional staff to "catch up" on the current backlog.

21. Review the role of Environmental Review section in review of other permitting functions to see this review can be streamlined, eliminated in some cases or staff in other divisions can be trained to conduct low level environmental reviews of some permits.

22. Make the .75 time planner position full-time, since staff has reported extreme difficulty in filling this position with a qualified professional as currently budgeted.

23. Develop, monitor and report on telephone response times

24. Fill the recommended positions as soon as possible.

25. Fund the positions from the General Fund until a special Development Services Operating Fund can be created and fees are increased to cover the additional costs.

Proposed Organization Chart for Kitsap Department of Community Development

```
                          ┌─────────────┐
                          │     DCD     │
                          │   Director  │
                          └──────┬──────┘
                                 │
                ┌────────────────┼────────────────┐
                │                │                 │
        ┌───────┴──────┐  ┌──────┴──────┐          │
        │ Organizational│  │Administrative│          │
        │     Dev       │  │  Assistant  │          │
        │   Advisor     │  └─────────────┘          │
        └───────────────┘                           │
                                                     │
   ┌─────────────────────────┬─────────────────────┴──────┐
   │                         │                             │
┌──┴───────────┐    ┌────────┴────────┐         ┌──────────┴──────┐
│  Assistant   │    │    Planning     │         │ Administrative  │
│ Director for │    │    Director     │         │    Services     │
│ Development  │    └────────┬────────┘         │    Manager      │
│   Services   │             │                  └─────────────────┘
└──────┬───────┘     ┌───────┴────────┐
       │             │                │
       │      ┌──────┴──────┐  ┌──────┴──────┐
       │      │    Comm     │  │   Natural   │
       │      │  Planning   │  │  Resources  │
       │      └─────────────┘  └─────────────┘
       │
┌──────┼──────┬──────────┬──────────┐
│      │      │          │          │
┌──────┴──┐┌──┴────┐┌─────┴──┐┌──────┴──┐┌────────┐
│Building ││Dev Eng││ LUER   ││  Fire   ││ Permit │
│ Codes   ││       ││        ││ Marshal ││Services│
└─────────┘└───────┘└────────┘└─────────┘└────────┘
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Copy of State Timeline Report
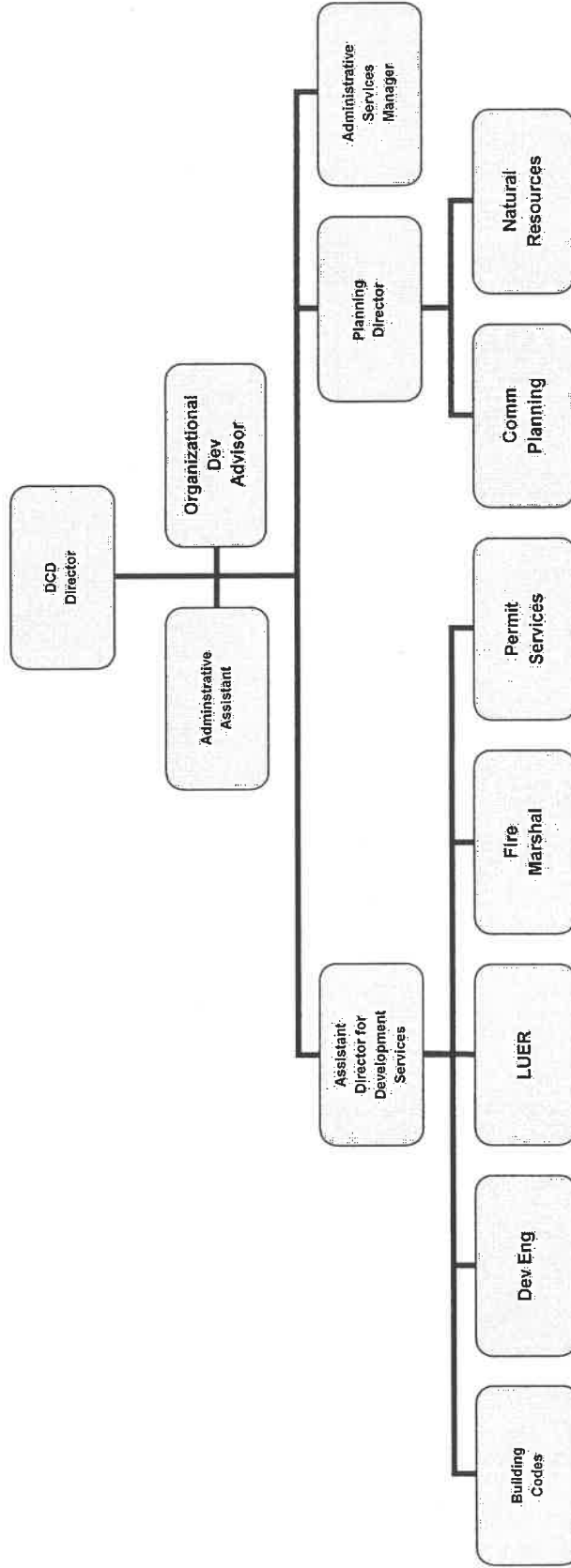
Kitsap Comparables Survey Results
Final

Quest #

	Clark	Kitsap	Pierce	Thurston
				X
Work Unit	FTE	Dept	Budget	Permit Revenues
Clark County				
Administration	8	DCD	$1,900,000	$1,200,000
Building Codes	35	DCD	$3,200,000	$3,200,000
Code Compliance	9.5	DCD	$800,000	$100,000
Development Engineering	19	DCD	$2,100,000	$1,900,000
Fire Marshal	9	DCD	$1,000,000	$200,000
LUER	24	DCD	$2,200,000	$2,000,000
Long Range Planning	12	DCD	$1,600,000	$0
Natural Resources	*a	DCD		
Permit Center	19	DCD	$1,603,096	
Totals	135.5		$14,403,096	$8,600,000	60%

*a Located in other divisions

Work Unit	FTE	Dept	Budget	Permit Revenues
Kitsap County				
Administration	9	DCD		
Building Codes	19	DCD		$4,042,671
Code Compliance	4	DCD		
Development Engineering	15	DCD	$1,276,354	$260,927
Fire Marshal	7	DCD		$32,872
LUER	12.75	DCD		$302,805
Long Range Planning	8	DCD	$807,487	
Natural Resources	5	DCD		
Totals	79.75		$6,846,624	$4,639,275	68%

Pierce County

	FTE	Dept	Budget	Permit Revenues
Pierce County				
Administration	5 PLS		*	$0
Building Codes	31 PLS		*	$8,161,296
Code Compliance	6 PLS		$644,290	$0
Development Engineering	32 PLS		*	$3,795,505
Fire Marshal	15 Fire		$1,492,470	$485,000
LUER	21 PLS		*	$1,831,686
Long Range Planning	17 PLS		$1,357,220	$0
Natural Resources	18 PLS		*	$439,534
Permit Center	19 PLS		*	$0
Totals	164		$15,788,280	$14,713,021	93%

* Total for these is 12,294,300

Thurston County

	FTE	Dept	Budget	Permit Revenues
Thurston County				
Administration	12	Dev Svcs	$1,098,829	$0
Building Codes	16.5		$1,325,212	$3,775,859
Code Compliance	4.5		$311,167	$0
Development Engineering	9.61	Road and Trans	$859,328	$291,955
Fire Marshal	1	Dev Svcs	$87,122	$24,905
LUER *b	11		$1,209,565	$1,202,760
Long Range Planning	5		$401,947	$0
Natural Resources	2		$186,815	
Permit Center	9		$533,669	
Totals	70.61		$6,013,654	$5,295,479	88%

* non permit
*b plus 514,013 GF

		Clark	Kitsap	Pierce	Thurston
2	Fund Type	SOF	GF	GF	GF/SOF *a

*a BOCC eliminating all GF for Permitting

3	Attach org charts	x	x

BUILDING CODE COMPLIANCE

Clark

	# Permits	Fee 2005	Total Value	Av Value
New SFR	2142	$1,634	$350,228,928	$163,506
SF Addition	1428	$287		$0
Garage/shed for SFR		$54		#DIV/0!
New MF	2	$10,171		$0
New Commercial	433		$160,162,397	$369,890
Commercial TI	102	$818		$0
Manufactured home	163	$105		$0
Values includes all commercial				

Kitsap

	# Permits	Fee 2005	Total Value	Av Value
New SFR	884	$1,982	$159,568,043	$180,507
SF Addition	194	$696	$8,398,519	$43,291
Garage/shed for SFR	364	$322	$11,269,890	$30,961
New MF	824	$6,198	$31,309,674	$37,997
New Commercial	91		$76,374,091	$839,276
Commercial TI	218	$438	$10,716,336	$49,158
Manufactured home	139	$300		$0
Other Residential Permits	954		$24,676,979	$25,867

Pierce

	# Permits	Fee 2005	Total Value	Av Value
New SFR	3742	$1,282	$564,328,403	$150,809
SF Addition	200	$312	$15,459,175	$77,296
Garage/shed for SFR	714	$216	$14,016,077	$19,630
New MF (# of units)	389	$543	$42,896,820	$110,275
New Commercial	70	varies	$430,030,007	$6,143,286
Commercial TI	n/a	$1,539	Bank	#VALUE!
Manufactured home	465	$200	$7,037,917	$15,135

Thurston	# Permits	Fee 2005	Total Value	Av Value
New SFR	1087	$1,576	$220,410,467	$202,770
SF Addition	141	$555	$7,790,804	$55,254
Garage/shed for SFR	247	$245	$5,405,556	$21,885
New MF	0			#DIV/0!
New Commercial	51	$5,298	$4,993,380	$97,909
Commercial TI	40	varies	$1,053,768	$26,344
Manufactured home	121	$533	$279,349	$2,309
	Clark	Kitsap	Pierce	Thurston
1 Total Inspections	85691	23386	48,016	34177
Number of Inspection stops	40850			
Number Annual Inspections/Inspector	4761	4677	3201	2972
2 Staffing				
Inspectors	18	5	15	11.5
Counter Staff	19 *a	5	14 *1	9
Plan Reviewers	4	5	9	5
Clerical	2	1	2.5	1.5
Other	4 *b	2 *c	4 *2	N/A
*1 = 12 plus 2 tech support				
*2 4 supervisors				
*a In permit services				
*b Leads				
*c Permit coord plus addressing				
4 Consultants for Plan Review	N	y	Y	N
What Percent		<1*a		15

How Monitor

*a Only specific problem cases sent out

Review comment letter and check for key elements

5 Plan Review Times

Clark

Type	Target	Average	% w/in target
New Commercial/Indust	4 wks	4 wks	90
New SF	2 wks	2.5 wks	50 *a
New Multi	4 wks		100
Comm/Indust/MF additions	2 wks	2 wks	90*b
TI	2 wks	2 wks	90
Resid additions	1 wk	1.5 wks	75

*a seasonal spike makes it lower

*b estimate

Kitsap

Type	Target	Average	% w/in target
New Commercial/Indust	30		
New SF	14	33	28
New Multi	30		
Comm/Indust/MF additions	30		33
TI	7		33
Resid additions	14		30
Resid garages/shed etc	7		26

Pierce

Type	Target	Average	% w/in target
New Commercial/Indust	28	60+	10
New SF	14	40+	5*1

Type	Target	Average	% w/in target
New Multi	28 60+		10
Comm/Indust/MF additions	28 60+		10
TI	28 60+		10
Resid additions	14	6	95

*65% is base plans reviewed within 3 days

Thurston

Type	Target	Average	% w/in target
New Commercial/Indust	90	140	40
New SF	10	10	100
New Multi	90	100	75
Comm/Indust/MF additions	90	100	75
TI	30	30	100
Resid additions	10	5	100

*1 65% resid is base plans which are reviewed in 3 days

	Clark	Kitsap	Pierce	Thurston
6 Use Contract Inspectors?	N	n	n	n
What percent				
How review				
7 Allow self inspection?	N	Y	N	y
Which functions?		Insul/drywall		Plumb, drywall, roof nailing, blow cert insul
8 Average # inspections/day *a sites May have sev insp at same site	21	19		15 10 *a
9 Next day inspections?	Y	y	Y	Y
10 Inspectors furnished with				

Kitsap

Permit Type	# permits 2005	Fee
Grading Permits	37	$500 if <500cy, $750 500 to 5000, $2,500 over 5,000 cy
ROW	7	1500
SFR SDAP	59	750
All other SDAP	89	3000
Driveway Approach		
Public Road Construction		
Private Road Construction		
Commercial Site Dev Permits		
Traffic Signal Permits		
Clearing Permits		
Floodplain det/certs		
Traffic Impact Analysis		
Geotech Applications		
Gate Permits		
Variances		

Pierce County

Permit Type	# permits 2005	Fee
Grading Permits	92	277
ROW	38	

		Clark	Kitsap	Pierce	Thurston
	Cell phones?	Y	y	y	y
	Radios?			y	
	Field computers?		y		pager *a
	Other				
	*a Only fire inspector has field computer				
12	Plan Review Proced in writing?	Y	y	n	y
	Inspections proceed in writing?		n*a	y	y *b
	*a provide checklists				
	*b On going, Not complete				

CODE ENFORCEMENT

		Clark	Kitsap	Pierce	Thurston
1	# of complaints	2725	1414	1379	1626
	Code enforcement			456	
	All other sections			923	
2	Number of Code Compliance Staff	9.5	4	4	4
3	Use Dispute Resolution?	Y	n	N	N
	Who does it?	Community			
	*a Combines animal control and code enforce				

DEVELOPMENT ENGINEERING

Clark

Permit Type	# permits 2005	Fee
Grading Permits	90	191>100cy, 524 >100 but <10,000 CY, 1429 >10,000 cy
ROW	216	
SFR SDAP	104	4158 subdiv
All other SDAP	40	
Driveway Approach		
Public Road Construction		
Private Road Construction		

SFR SDAP

Permit Type	# permits 2005	Fee	Clark	Kitsap	Pierce	Thurston
SFR SDAP			4018	441		
All other SDAP						
Driveway Approach						
Public Road Construction	1661					
Private Road Construction	40					
Commercial Site Dev Permits	64					
Traffic Signal Permits	144					
Floodplain det/certs	5					
Clearing Permits	22					
Floodplain det/certs	45					
Traffic Impact Analysis	58					
Geotech Applications	309					
Gate Permits	21					
Variances	51					

Thurston County

Permit Type	# permits 2005	Fee
Grading Permits	122	219
ROW	1041	31
SFR SDAP	2708	
All other SDAP	1496	
Driveway Approach		
Public Road Construction		
Private Road Construction		
Commercial Site Dev Permits		
Traffic Signal Permits		
Clearing Permits		
Floodplain det/certs		
Traffic Impact Analysis		
Geotech Applications		
Gate Permits		
Variances		

Staffing	Clark	Kitsap	Pierce	Thurston

	6	5	10	2
Plans Reviewers				
Professional Engineers	3	1	4	3
Number of Inspections Annually	8472	1650	23463	15000
Inspections per day by inspector	4.66	1.4 *a		15-30
*a 15.6 resid site devel (12 sites)				
4-6 for gen'l develop (has fallen as size and complexity have increased.)				
Inspectors furnished with				
1 cell phones	y	y	y	
radios	y	n	y	
field computers	y	n	n	
other		n	n	
Proceedures Documented?				
2 Plan Review	N	y	y	
Inspections	N #a	y	y *b	
*a Use checklists				
*b On going project. Not complete				
Checklists for Plans Review	Y	Y	y	
3 Checklists for Inspections	N	N	y *a	
*ba On going project. Not complete				
FIRE MARSHAL				
Bldg plans review	Y	Y	y	
1 No, who does?				
Bldg constr Inspections?	Y	Y	y	
2 No, who does?				
Commercial Occup Inspect	Y	Y	y	
3 No, who does?				
Arson Investigations	Y	Y	n	
4 No, who does?			fire districts	
Clark				

Permits

	# 2005 permits	Fees
Constr Permits	924	191
Commercial Occupancy	2376	varies with square feet

Kitsap

Permits

	# 2005 permits	Fees
Constr Permits	88	
Commercial Occupancy	304	100

Pierce

Permits

	# 2005 permits	Fees
Constr Permits	3274	schedule
Commercial Occupancy	1334	schedule

Thurston

Permits

	# 2005 permits	Fees
Constr Permits	24	5321
Commercial Occupancy	20	

Staffing	Clark	Kitsap	Pierce	Thurston
Fire Inspectors	3	2	2	1
Plans Reviewers	1	2	3	4
# Construction Inspections	968		113	0 *d
Daily constr inspections/inspector	1.4 *a	<1	*1	*e
Daily occup inspections/inspector	3.5 *b	<1	*1	7
Number of arson investigations		305	39	0
Number of arson investigators		4	2	0

Number cause and origin invests (non arson)	175	83
*1 5+ combined		
*a based on 968 insp and 3 DFM who also do plans review, fire systems plans review and fire investigations		
*b based on 2376 total and 3 inspectors		
*d Performed by bldg inspectors		
*e See Bldg Inspect Info		

LUER

Clark

Permits	# Permits 2005	Fee
Site Plan Review	76	295
Short Plats	44	2966
SEPA Reviews	200	391
Variances	25	Type 1 828, 2 is 1429, 3 is 8056
Conditional Uses	8	Minor is 5015, major is 15005
Home Business	156	T1 is 86, T2 is 2831, T3 is 5548
Large Lot Subdivisions		6037
Shoreline Permits	25	3632
Total	534	

Kitsap

Permits	# Permits 2005	Fee *a	Dev Eng # Permits
Site Plan Review	15	2316	10
Short Plats	12	2103	24
SEPA Reviews	92	N/A	
Variances	1	585	
Conditional Uses	7	2800	
Home Business	12	418	12
Large Lot Subdivisions	9	2024	15

Shoreline Permits	12	1446
Plats		15
Total	160	

*a Figures provided were annual. Divided total revenues by total permits to get approximation of permit fees

Pierce

Permits	# Permits 2005	Fee *a
Site Plan Review	14	$882
Short Plats	86	$2,268
SEPA Reviews	306	sched
Variances	29	$715
Conditional Uses	27	$3,276
Home Business	38	$252
Large Lot Subdivisions	4	$2,772
Shoreline Permits	58	$1,892
Total	562	

*a Fees taken from schedule

Thurston

Permits	# Permits 2005	a
Site Plan Review	5	2696
Short Plats	40	1351
SEPA Reviews	139	307
Variances	67	239
Conditional Uses	21	2271
Home Business	5	260
Large Lot Subdivisions	64	2661
Shoreline Permits	52	294
Total	393	

*a Derived from dividing total revenues by
total permits

Staffing	Clark	Kitsap	Pierce	Thurston
Land use review staff	13	8 8*1		
Environmental Review Staff	3	4.75 9*2	13 *a	
Clerical Support	8	0	7	3

*1 case planners both land use and
environmental review

*2 8 case planners + 1 Env Official

*a All do both land use and environmental

	Clark	Kitsap	Pierce	Thurston
Offer Pre-Apps?	Y	y	Y	
Mandatory or Optional?	both	M	O	y

1 *a Reqd for prelim plats, special use and cell towers   *a

	Clark	Kitsap	Pierce	Thurston
Time to wait for Pre App	3 wks	2 to 3 mos	4 to 5 wks	
Target time?	3 wks	3 weeks	4 wks	2 to 6 wks
2				4 wks

Permit Timelines	Target	Actual	% W/in target

Clark

Site Plan Reviews	
Short Plats	Land Use Type I target is 21 days to decision with 44% compliance
SEPA Reviews	Dev Eng Type II target is 21 days to decision with 100% compliance
Variances	Type II target is 78 days to decision with 100% compliance
Conditional Uses	Type III target is 78 days to hearing with 100% compliance
Home Business Applications	
Large Lot Subdivisions	
Shoreline Permits	

Kitsap

Permit Timelines	Target	Actual	% W/in target
Site Plan Reviews	120		

Short Plats	90
SEPA Reviews	30
Variances	90
Conditional Uses	120
Home Business Applications	45
Large Lot Subdivisions	60
Shoreline Permits	120

Pierce

Permit Timelines	Target	Actual	% W/in target
Site Plan Reviews		10 hrs *1	
Short Plats		8 hrs	
SEPA Reviews		5 hrs	
Variances		10 hrs	
Conditional Uses		20 hrs	
Home Business Applications		2.5 hrs	
Large Lot Subdivisions		8 to 10 hrs	
Shoreline Permits		15 hrs	

*1 see notes

Thurston

Permit Timelines	Target	Actual	% W/in target
Site Plan Reviews	58		83
Short Plats	58		81
SEPA Reviews	128		89
Variances	58		78
Conditional Uses	148		57
Home Business Applications	58		60
Large Lot Subdivisions	58		88
Shoreline Permits	58 or 148		84

*a Track only those over target. Revising system for 2006

	Clark	Kitsap	Pierce	Thurston
Proceedures documented?	Y	y	n	
Plan Review?	Y	n	n	y
4 Environmental Review?				

| Site Inspections? | | n | n | y |
| | | | | n |

How Assure Consistency?	Clark	Kitsap	Pierce	Thurston
	Supr review, regular debriefs	Weekly staff meetings	*a	Critiques posted on Intranet for review

*a all reviews by supervisors

		Clark	Kitsap	Pierce	Thurston
5	Checklists for				
	Plans review?	Y	n	n	
7	Environmental Review?	Y	n	y	y
	Site Inspections?	Y	n	n	y
					n

LONG RANGE PLANNING

6 Clark

Permits	# permits 2005	Fee
Rezone Requests	12	7626
Comp Plan Amendment Requests	12	7626

Kitsap

Permits	# permits 2005	Fee
Rezone Requests	2	
Comp Plan Amendment Requests	0	

Pierce

Permits	# permits 2005	Fee
Rezone Requests	27	0
Comp Plan Amendment Requests	141	0

Thurston

Permits	# permits 2005	Fee
Rezone Requests	1	1
Comp Plan Amendment Requests	11	11

Recd 22 comp plan amend/rezone requests. 12 were approved by BOCC. No fees collected.

11 amends proposed by cities or BOCC

	Clark	Kitsap	Pierce	Thurston
How Many Unincorporated UGAs?	0		2	1

NATURAL RESOURCES	Clark	Kitsap	Pierce	Thurston
% of Budget from				
General Fund			22	14
1 Other County Funds	100		48	100
Fees or Charges			0	
Grants			30	1

HEARINGS EXAMINER	Clark	Kitsap	Pierce	Thurston
1 Require hearings w/no appeals or complaints	Y	y	Y	
*type III				y *

CUSTOMER SERVICE	Clark	Kitsap	Pierce	Thurston
Stds for return of phone calls	Y	n *a	y	
Yes, what is standard	24 hrs		95% by end of next day	y
How monitor and report	Phone logs		phone logs	24 hours

	Col1	Col2	Col3	Col4
1 *a Varies by division. Generally one day				citizen complaints
Survey customers?	Y	y *a	N	
*a Not all divisions. Sent out with COP				y *b
*b County website solicits feedback				
Accept permit apps electronically?	N	N	N	
1				
Accept Construction plans electronically?	N	N	Y *1	N
*1 Setups Base plan				N
2				
Over the Counter Permits	None	reroof, plumb, res, mech, res Demolitions, res	sign mech, demo, plumb, res plats, res plumbing and Baseplans in	roofing, mech, certain agricultural bldgs
3				
Issue Permits over Internet?	N	N	Res plumb, mech, reroof	N
4 PERFORMANCE MEASURES				
Do You have performance measures?		For budget	y	N
5 *a Plan to implement in 2007				N *a
Monitor performance?		Y *a	Y	
6 *a to BOCC on their priorities	Y	Y *a	Y 2x per year	NA
Report Performance				
*a Milestone reports to BOCC				NA
1				
MISCELLANSEOUS				

		Y	Y *a	Y	
2	Departmental CIP?				
	*a Weekly staff meetings				n
3					
	Specific actions taken		Building Permit Triage System	Project Fast Forward	
	*a 1. Implementing Integrated Voice Response system for sched, cancelinging and getting inspec *a Get project status, have info faxed or emailed to cust 24/7				
	2. Scanned 1 million historical documents. Avail to staff at desktops				
	3. Single permit tracking system for Env. Health, Roads Dev Review, Water, waste management, BOCC				

Appendix C

Kitsap County
Department of Community Development Comparables Survey

Background Information

1. Name of your jurisdiction _____

2. Name of contact person for this survey_____

3. Telephone number:_____

4. Email: _____

5. Do you have a combined Planning and Development Department? ____ Yes ____ No

6. Please attach a copy of your most recent report on permit timelines as required by RCW 36.70B.080

Budget and Staffing Information
(Please see attached glossary for descriptions of each work unit)

Fiscal Year 2005

Work Unit	Budgeted FTE	Department	Expenditure Budget	Permit Revenues
Administration	_____	_____	_____	_____
Building Codes	_____	_____	_____	_____
Code Compliance	_____	_____	_____	_____
Development Engineering	_____	_____	_____	_____
Fire Marshal	_____	_____	_____	_____
Land use and Environmental review	_____	_____	_____	_____
Long range planning	_____	_____	_____	_____
Natural Resources	_____	_____	_____	_____

1. Please attach organization charts for these work units/Departments.

2. How are your permit operations budgeted? ____ In a separate enterprise/special operating fund ____ General Fund ____ Other (please explain): _____

Building Code Compliance

For the following permits issued in 2005, assume a 2,000 square foot home, a 400 square foot addition, a 400 square foot garage, a ten unit apartment with 800 square foot units, and a 1,000 square foot Tenant Improvement

Permit	Number of Permits	Fee 2005	Valuation of all permits issued in this category
New Single Family Residence			
Single Family Addition			
Garage/carport/shed for SFR			
New Multi-family (total # Units)			
New commercial construction			
Commercial tenant improvements			
Manufactured home installation			

1. Total number of inspections performed in 2005 _____

2. Number of employees (full-time equivalents) in 2005

Inspectors   ____

Counter staff   ____

Plan reviewers   ____

Clerical   ____

Other staff   ____

(Please list titles) _____

---

4. Do you use consultants for plan reviews? ___Yes ___No If yes, what percent of plans reviews are completed by consultants? _____ How do you review the consultant's work?_____

---

5. What is your target and actual average plan review time in days for:

Type of Permit	Target	Average	% Within Target
New Commercial/Industrial			
New single family			
New multi-family			

Commercial/Industrial/Multi-family additions   _____   _____   _____
Tenant improvements   _____   _____   _____
Residential Additions   _____   _____   _____

6. Do you use any consultants to conduct inspections? ___Yes ___ No If yes, what percent of inspections are conducted by consultants? _____ How do you review the consultant's work?

_____

_____

7. Do you certify builders or subs for self inspection of certain functions like insulation and drywall?
___ Yes ___ No. If yes, for which functions do you allow self-inspection?

_____

_____

8. What is the average number of inspections per inspector per day? _____

9. Do you inspect properties the next day after a request is made? ___Yes ___ No

10. Are inspectors furnished with ___ cell phones, ___radios, ___field computers, _____ other (please specify_____

12. Are your procedures for plan review and inspections documented in writing?
Plan Review _____Yes ___No   Inspections ___Yes ___No

Code Enforcement

         2005 ___

1. Number of code complaints   _____
2. Number of Code Compliance staff   _____

3. Does your jurisdiction use Dispute Resolution Services (mediation) for Code complaints?
___ Yes ___ No. If yes, is this a County program or do you use a community-based Progam? _____

_____

Development Engineering

Permit Activity	# of Permits 2005	Fee
Grading Permits	_____	_____
Right of Way Permits	_____	_____
SFR Site Development Activity Plan	_____	_____
All other SDAP	_____	_____

Staffing Detail	2005
Number of Plans Reviewers	_____
Number of Professional Engineers	_____
Number of Inspections annually	_____
Daily # inspections per Inspector	_____

3

1. Are inspectors furnished with ___ cell phones, ___radios, ___field computers, ____ other (please specify_____

2. Are your procedures for plan review and inspections documented in writing?
Plan Review ____Yes ___No   Inspections ___Yes ___No

3. Do you use checklists for plans review?   ___ Yes ___ No

4. Do you use checklists for inspectors?   ___ Yes ___No

Fire Marshal

1. Does your Fire Marshal's Office review construction plans for Fire and Life Safety Code
___ Yes ___ No If answer is No, please indicate what organization performs this review.
_____

2. Does your Fire Marshal's Office conduct construction inspections for Fire and Life Safety items?
____Yes ___ No. If answer is No, what organization conducts these inspections? _____
_____

3. Does your Fire Marshal's Office conduct annual commercial occupancy inspections?
___Yes ___ No. If answer is No, what organization conducts these inspections? _____
_____

4. Does your Fire Marshal's Office conduct Arson Investigations? ___ Yes ___ No. If answer is No, please indicate what organization conducts these investigations _____
_____

Permit Activity	# of Permits 2005	Fee
Fire Code Construction Permits		
Commercial Occupancy Permits		

Staffing Detail	2005
Number of Fire Inspectors	
Number of Plans Reviewers	
Number of construction inspections	
Daily # of construction inspections per inspector	
Daily # of occupancy inspections per inspector	
Number of arson investigations	
Number of Arson Investigators	

Land Use and Environmental Review

Permit Activity	# of Permits 2005	Fee
Site Plan Review		
Short Plats		
SEPA Reviews		

Variances _____ _____
Conditional Uses _____ _____
Home Business Applications _____ _____

<table>
<tr><td></td><td># of permits
2005___</td><td>Fee _____</td></tr>
<tr><td>Large Lot Subdivisions</td><td>_____</td><td>_____</td></tr>
<tr><td>Shoreline Permits</td><td>_____</td><td>_____</td></tr>
</table>

<u>Staffing Detail</u>   2005____
Number of land use review staff   _____
Number of environmental review staff   _____
Clerical/support staff   _____

1. Does this Division or the Department offer pre-application conferences? ___ Yes ___ No. If yes, are Pre-App Conferences mandatory or optional? ___ Mandatory ___ Optional
(Explanation?) _____
_____
_____

2. From receipt of a complete Pre-App application, how long must applicants wait for a Pre-App Conference?_____ What is your target timeline for this conference? _____

3. What is your average timeline in days for review and approval of various permits?

Permit Timelines	Target 2005	Actual 2005	% Within Target
Site Plan Review	_____	_____	_____
Short Plats	_____	_____	_____
SEPA Reviews	_____	_____	_____
Variances	_____	_____	_____
Conditional Uses	_____	_____	_____
Home Business Applications	_____	_____	_____
Large Lot Subdivisions	_____	_____	_____
Shoreline Permits	_____	_____	_____

4. Are your procedures for plan review and site inspections documented in writing?
   Plan Review ___Yes ___No   Environmental Review ___ Yes ___ No
   Site inspections ___Yes ___No

5. What do you do to insure consistency among plans reviewers?
_____
_____
_____
_____

7. Do you use checklists for plans review? ____ Yes ___ No

8. Do you use checklists for environmental review? ___ Yes ___ No

9. Do you use checklists for site inspections? ___ Yes ___ No

Long Range Planning

	# of Permits 2005	Fee
Permit Activity		
Rezones requests		
Comp Plan Amendments requests		

1. How many unincorporated Urban Growth Areas not adjacent to cities are located in the County? ____

Natural Resources

1. What percentage of this Division's budget comes from the following:

General Fund? _____ Other County Funds _____ Fees or charges _____ Grants _____

Hearings Examiner

1. Do you require Hearing Examiner review of land use developments when there are no appeals or complaints about the proposals? ___ Yes ___ No (Please explain) _____

_____

_____

_____

Customer Service

1. Do you have standards for timely return of phone calls? ___ Yes ___ No. If yes, what is the standard? _____ How do you monitor and report performance? _____

_____

_____

_____

2. Do you routinely survey customers about their satisfaction with your services? ___ Yes ___ No If yes, please attach a copy of the survey and any report you produce.

3. Do you accept applications for permits electronically? ___ Yes ___ No

4. Do you accept construction plans electronically? ___ Yes ___ No

5. What types of permits do you issue over the counter? (Please be specific)

_____

_____

_____

_____

6. Can applicants receive permits over the internet? ___ Yes ___ No (If Yes, please list) _____

_____
_____
_____
_____

Performance Measures

1. Do these Divisions/Departments have Performance Measures? (If so, please attach a list of Performance Measures by Department or Division)

2. Do you monitor actual performance against these standards? ___ Yes ___ No

3. Do you report your performance results to County leadership and the public? ___ Yes ___ No   (If Yes, please attach a copy of your most recent report.)

Miscellaneous

1. Does your Department have a Continuous Improvement or similar program where staff regularly review all business processes to seek efficiencies and improved customer service? ____ Yes ___ No

2. What specific actions have been taken to increase productivity or service

_____
_____
_____
_____
_____

3. Please provide a copy of the approved budget for 2006.

Please return completed survey to Steve Bauer either by mail at PO Box 325, Hansville, Washington 98340 or fax at 360-638-2227.
For questions, please contact Steve at hansville@centurytel.net or by phone at 360-638-1583

Please complete and return the survey no later than May 17, 2006

Description of Kitsap DCD Divisions

Administration includes the Director's office and the Administrative Services Division

Building Division includes residential and commercial plans review and construction inspections. This Division is also responsible for the County Building Code. Other duties include: 1) street addressing,

Code Compliance is responsible for responding to citizen complaints about compliance with County codes and is located in the Building Division.

Community Planning manages the Comprehensive Plan and Zoning Ordinances. This Division develops Sub Area Plans for unincorporated Urban Growth Areas not located adjacent to cities. The Division provides staff to the Planning Commission.

Development Engineering is responsible for development engineering aspects of the County Storm and Surface Water management system and for Site Development Activity Permits.

Fire Marshal is responsible for Fire and Life Safety Plans review and inspections, commercial occupancy inspections, arson investigations and County-wide burn bans.

Land Use and Environmental Review reviews all subdivision proposals, sign permits, administration of the Critical Areas Ordinance, and SEPA reviews. The Division provides support to the Hearings Officer.

Natural Resources oversees watershed analysis and planning, salmon recovery planning and project funding, Puget Sound and Hood Canal protection planning and the Stream Team

Building Plans Examiner Cycle Time Report
2004

Clark County Building Division, 2004
Cycle Time for Residential Building Plan Reviews**

Process	Q1	Q2	Q3	Q4	2004	Process Notes
Average # days Received to Routed	0	0	0	1	0.25	Elapsed time from date the application is received at the front counter to the date it is routed to reviewers in all divisions.
Average # days Plans Examiner Received to Assigned	3	7	9	5	6	Elapsed time from the date the application is routed to the date the lead plans examiner assigns the plan set to a building plans examiner.
Average # days Assigned to Reviewed	2	2	4	3	2.75	Elapsed time from the date the plan set is assigned to a plans examiner to the date the plans examiner completes the review. This calculation includes all hold times necessitated by insufficient applicant information.
Average # days Notified to Issue	0	0	6	4	2.5	Elapsed time from the date the examiner completes the review and notifies the applicant than the plan set is complete, to the date the applicant picks up a building permit.
Average # days Received to Issue	19	24	19	19	20.25	Elapsed time from date the application is received at the front counter to the date the applicant picks up a building permit. This includes holds and time between notification and issuance. Represents the customer's perception of the length of the process.
Average # days on Hold	16	22	15	8	15.25	Number of days applications are on hold. Due to need to applicants to submit additional or corrected information.
Average # days Received to Issue Minus Holds	11	10	8	11	10	Elapsed time from the date the applicant is received a the counter to the date the building permit is issued, minus holds generated by the applicant.

** Excludes plans submitted under the same as designation. Includes the review of the original plan set that yields "same as" plans

Review and Recommendations Regarding
Kitsap County Department of Community Development's
Services, Organization and Staffing: Final Report
by Consultants Steve Bauer and Casey Jones
June 12, 1006

We were retained in December of 2005 to conduct a comprehensive review of the Department of Community Development ("Department" or "DCD"). County leadership was concerned about the high turnover rate, heavy workload, reports of low morale, missed deadlines, complaints from customers and requests from the Department for significant staff increases.

There were four basic elements to this Review: 1) Interviewing and surveying all Department employees about workplace issues; 2) an overall review of the Department including organization and procedures; 3) a survey of the Department's customers; and 4) a survey of comparable counties to see how they compare with the Department. The results of these steps are contained in several reports inside in this overall Final Report.

We want to thank the staff for their help in completing this Review. In the midst of meeting their very pressing workload demands, they responded to many, many requests for information. The failure of the Department's and County's data systems to record historical information means that many of these requests required extensive "hand mining" of the information we requested.

The Department provides essential services, which most everyone understands are necessary for the greater public good. But not very many "customers" really want those services because they require complying with complex regulations that are time-consuming, cumbersome, and costly.

As one Department staffer so eloquently stated: "Many of our customers see us only as bureaucrats, paper pushers, and creators of red tape. We are dedicated to providing community services and protecting the life, health, safety, welfare and economic well-being of our community."

Edward Deming, father of Total Quality Management, once said that problems in organizations are 85% systems problems and only 15% people problems. That has certainly proven to be the case in our review of the Department of Community Development. We have found the staff to be hard working, diligent, smart, competent and committed to both the public in general and their customers. The work is demanding, the workload is high and there are plenty of folks ready to criticize them and too few ready to acknowledge their efforts and results. The Department has been in turmoil for years with constant turnover of leadership. High turnover rates have meant that those that remained had to carry extra heavy workloads to compensate for the vacancies. The Department has created some innovative programs like the Building Permit Triage system and Kitsap County is the only county we reviewed that has issued field computers to its inspectors. Actual processing timelines, for the permits we reviewed, seem comparable or better in some cases than the three other counties we surveyed. In spite of all the impediments, the Department has produced a lot of work.

That's the good news. The most important component for creating a truly high performance organization – committed, motivated and competent staff - exists within DCD.

As Deming predicted, the biggest problems facing DCD lies in the almost total absence of functional systems. We highlight them below.

Financial Systems

- There is no real budget process for the Department. Managers do not prepare budgets for their Divisions nor do they have a Division budget to manage.
- There is no ability to track costs by Division.
- The County budget system makes it very hard for the Department to obtain historical information on revenues and expenses for the Department or its Divisions.
- The timekeeping system was widely regarded as "broken" at the beginning of this Review and was subsequently abandoned by the Department.
- The Department is part of the General Fund which diminishes accountability for use of permit revenues

Human Resources

- Evaluations are not performed on a timely basis
- There are concerns among staff that compensation is not comparable with surrounding jurisdictions
- Recruiting for vacancies was inefficient and some positions were vacant for extended periods. This seems to have improved since our initial reports.
- Staff were "borrowed" from one Division to help on projects of another Division. This resulted in a backlog of permits.
- There is no career development
- Training is inadequate

Land Information System (LIS)

- The LIS system was installed several years ago as a permit processing record keeping system. There has been no Department-wide, systematic development of the LIS system to meet recording, reporting and management needs.
- Data is entered inconsistently and the system is not designed to meet basic needs for performance monitoring. Any performance reports that are generated have to be done by custom reports or by hand.
- The Department cannot produce consistent, reliable performance information or have expectations about the efforts required to process each kind of permit.

Performance Measures

- There are almost no real performance measures in the Department
- Where performance measures are in place, staff seems largely unaware of them
- There is virtually no tracking and very little reporting of actual performance against the few measures that do exist.

Process Improvement

- There is no systematic Business Process Improvement effort in the Department. As a result, there are built in inefficiencies in permit review procedures that increase the workload and decrease efficiency of staff
- An earlier Permit Process Improvement Team produced some positive results but was abandoned.

As one can see, virtually every system in the Department has major deficiencies that make it very difficult to manage the organization. Trying to manage with these systems is a little like riding the back of a tiger in the dark. It is the obligation of management in the broadest sense to see that proper systems are in place to support the staff. Put simply, this is a high volume, production organization and it doesn't have the critical tools to do the job.

Next, we summarize some of the human issues in the organization.

Management

- The Department has been characterized by a either a "top down" management style
- There has been constant turnover of Directors with resulting turmoil
- Divisions operate as individual silos that don't always cooperate as well as they should
- Division Managers have not been empowered within their own Divisions and have not participated in setting the direction of the overall organization
- Employees have felt they were not informed or consulted

Relations with the Board of Commissioners

- The Board has recognized there were problems in the Department but didn't feel it had accurate or reliable information that pointed to solutions.
- Staff has felt dis-connected from the Board

Staffing

- The staff are working hard and many believe additional staff is necessary.
- There has been so much instability in the organization with the constant, high volume of vacancies and the loaning of staff from one Division to another that the organization has not "stood still" long enough to actually measure the adequacy of staff for the workload.

Financial System Recommendations

- When compared to 3 comparable counties, it appears that DCD has comparable staff with the exception of the Permit Center function where DCD actually seems to outperform other counties in spite of smaller staff
- The Department seems to be deficient in clerical staffing which means that the professional staff is less efficient when they have to perform clerical functions.
- The workload can be reduced and customer service improved with a comprehensive and on-going system of Business Process Improvement.
- Until DCD creates meaningful Performance and Financial Management systems and develops some historical performance data, it really cannot identify the actual workload for each review process in order to determine appropriate staffing.

Overview of Highest Priority Recommendations

We have attached a compilation of all the recommendations contained in the various reports submitted in this Review. There are two versions. One simply lists the recommendations as they occur in each report. The other lumps recommendations together by the priority we have attached to them. We believe all of these recommendations deserve serious consideration by the Board of Commissioners, County Administrator and the Department. The lower priorities assigned to some recommendations does not mean they are unimportant. Rather, it suggests they are not as time urgent as those ranked higher.

While we believe that the highest priority overall is rebuilding systems, there are critical human priorities as well. Of the 98 recommendations we make in our combined reports, here are the recommendations that we believe need immediate attention.

1. Begin the search for a new Department Director who will focus on building the organization.

2. Authorize and hire the five new positions we recommend in these reports.

3. Create a Department Budget that assigns cost centers to each Division.

4. Create a Development Services Operating Fund and separate Department finances from the General Fund. (A General Fund appropriation to the Department would still be required).

5. Establish a system of Department-wide performance measures, monitoring and reporting.

6. Create a working group with representatives of each Division to define the Department's needs from the LIS system and begin immediately to implement those changes.

7. Establish the DCD Leadership Team and Internal Advisory Group and involve them in preparation of the 2007-2008 budget and in beginning to implement the recommendations in this Report.

8. Create a Customer Advisory Group.

9. Implement our recommendations concerning personnel issues: a) Administrative Leave for managers and professionals: b) reviewing labor markets and compensation for mission-critical jobs (professional planners and managers); c) monitoring and filling vacant positions; d) promoting from within whenever possible; e) making more effective use of Extra Help; and f) doing the performance evaluations of staff on time.

10. As soon as possible begin reviewing business processes for possible improvements and efficiencies.

When we first met with staff, some were reluctant to participate in our interviews because of skepticism that anything would actually change. We are pleased to report that we have seen a number of positive changes just during the process of our evaluation. Still, staff will watch critically to see if the leadership of the County indeed embraces these recommendations and supports the changes necessary to create a stable, challenging and rewarding work environment where both the citizens and customers get excellent service.

The conduct of this Report has been an intensive one for staff, County Leadership and the consultants. We appreciate the opportunity to have worked with the Department, the County Administrator and the Board of Commissioners. We hope that these reports and recommendations provide adequate information and guidance to the Commissioners to make the prudent investments that are necessary to make the Department of Community Development a true high performance organization.

Dept Budget

Appendix A
Combined Recommendations – All Phases
Ranked by Priority
Kitsap County Department of Community Development
Organizational Assessment
June 12, 2006

#	Page	Priority	Recommendation
1	1	1	Fill unfilled planner positions
4	3-1	1	Create a DCD Leadership Team,
8.c	3-3	1	Implement major recommendations of this report
8.d	3-3	1	Acknowledge and reward staff performance even when Commissioners disagree with a mandated task
8.e	3-3	1	Minimize inquiries and requests for extra work. Channel through the DCD Director
8.f	3-3	1	Let DCD staff know that BOCC acknowledges and respects staff knowledge, integrity and commitment to citizens, County and customer service
8.h	3-3	1	When there are customer complaints, assume staff acted properly until proven otherwise
8.i	3-3	1	The BOCC and DCD staff need to see themselves as part of the same team
8.j	3-4	1	Focus on planning and policy; leave implementation to County Administrative Officer and DCD staff
8.b	3-3	1	Meet annually with DCD to set work plan
8.g	3-3	1	Create an environment where staff can question BOCC requests
9	3-4	1	Develop Organizational Core Values
11	3-5	1	The Leadership Team should create annual work plans for DCD and each Division prior to the start of the year
12	3-5	1	Create a DCD Performance Management System
16	3-8	1	Adopt a policy of promoting from within whenever possible
19	3-10	1	The Department of Human Resources should review its lists of comparables used for determining DCD salaries
20	3-10	1	Make more effective use of Extra Help
21	3-11	1	Fill position vacancies promptly
22	3-11	1	Review the County Policy on Administrative Leave
24	3-11	1	Develop Mission Statements, Policies and Procedures for the entire DCD
29	3-13	1	Build a budget that has cost centers for each Division
31	3-13	1	Create an internal Department Advisory Group to work on implementation of this report
36	3-14	1	Develop and implement priorities for improving utility of the Land Information System
37	16	1	Develop a budget that provides each Division with its own

			Cost Center
38	16	1	Create an Enterprise or Special Operating Fund for DCD
41	17	1	DCD should function as an enterprise and must manage within the policies and adopted budget.
42	15	1	Create a DCD Customer Advisory Panel
43	15	1	Establish and Comply with standards in reviewing and approving permit applications
52	18	1	Create an Assistant Director for Development Services to oversee Building Codes, Land Use/Environmental Review, Fire Marshal, Development Engineering and a newly created Permit Services Division
53	18	1	Combine Community Planning and Natural Resources into a Planning Division with a Planning Director
54	18	1	The new DCD Director should be familiar with planning and development but should be a "champion" for rebuilding the Department
55	18	1	Create a Process Improvement staff position to facilitate implementing the recommendations in this report
61	19	1	Add one clerical position to the Building Codes Division
63	19	1	Create a new Permit Service Center to include the current Permit Center operations and a new Customer Service Inquiry phone center
86	19	1	Add one clerical position for the Land Use/Environmental Review Division
89	19	1	Transfer responsibility for coordinating land use code revisions back to Community Planning
91	19	1	Make Type II Pre-Application Conferences optional for experienced, frequent system users
93	19	1	Hire or contract for additional staff to "catch up" on the current backlog
97	20	1	Fill the recommended positions as soon as possible
98	20	1	Fund the new positions from the General Fund until a special Development Services Operating Fund can be created and fees are increased to cover the additional costs.
2	2	2	Review the County's policy on Administrative Leave
3	2	2	DCD and the Board of County Commissioners need to match workload expectations to staffing.
5	3-2	2	Strengthen the leadership competencies of managers and supervisors
6	3-2	2	Make time for managers to manage
7	3-2	2	Clarify the respective roles and responsibilities of the DCD Director and Assistant Director
8.a	3-2	2	Review and improve efforts to inform County employees about the Commissioners' Vision and Goals for the County
10	3-5	2	Create a DCD culture of recognition and reward
13	3-6	2	Link employee evaluations to DCD goals, performance measures, crucial job competencies, and to individual career development plans. Do evaluations when due.
15	3-7	2	Create Training Policies and prepare a bi-annual Training Plan

Formalize (handwritten annotation next to row 52)

* (handwritten annotations next to rows 55, 61, 86, 93)

18	3-10	2	Strengthen teamwork and cooperation within DCD
25	3-12	2	Develop a policy on acquisition and use of technology and equipment
26	3-12	2	Prepare User Manuals and documentation for the Land Information and GIS systems
27	3-12	2	Emphasize equipment/technology that increases productivity, quality of work and improves customer service
34	3-14	2	Use mediation whenever possible on code compliance complaints to improve satisfaction of complainants, improve compliance, and reduce the workload of the staff
35	3-14	2	Consider moving Fire and Life Safety plans review and construction inspection functions to the Building Codes Division
39	16	2	Set policies for cost recovery of DCD services
40	17	2	Build the DCD budget on forecasting of future activity.
44	16	2	Write procedures, including standards, for staff to follow *consistently* in reviewing and approving *all types* of project permit applications and train staff in *consistently and appropriately* applying those procedures.
45	16	2	Establish an internal appeal and review procedure for customers who believe that staff have departed from Codes and made arbitrary decisions.
48	17	2	Hire a business systems analyst to work with staff to review all project permit systems and recommend specific system improvements
49	17	2	Adopt and use a simplified version of the Customer Satisfaction Survey used in the review of DCD
50	17	2	Specify modifications to that need to be made to the Land Information System
56	18	2	Equalize the compensation of DCD Division Managers
58	19	2	Transfer responsibility for Fire and Life Safety construction inspections from the Fire Marshal's Office to the Building Codes Division
60	19	2	Transfer Fire and Life Safety Plans review from the Fire Marshal's Office to the Building Codes Division.
62	19	2	Expand the number of permits issued over the counter and explore issuing permits by Fax and the internet. Explore electronic submittal of construction plans.
84	19	2	Add an appropriation in the 2007-2008 budget for referring code complaint cases to mediation
85	19	2	Consider transferring responsibility for annual Commercial Occupancy fire inspections to local fire districts
90	19	2	Aggressively explore moving to electronic submittals of permits and plans
92	19	2	Consider eliminating the requirement for Hearings Officer review of Type II projects that do not have complaints from neighbors or appeals of staff conditions from the applicant
94	19	2	Review the role of the Environmental Review section in the review of other permits to see if this review can be streamlined or eliminated in some cases or if staff in other

				Divisions can be trained to conduct low level environmental reviews of some permits
95	20	2		Make the .75 FTE planner position full time.
96	20	2		Develop, monitor and report on telephone response times
14	3-6		3	Establish a career development system
17	3-9		3	Enrich job content for DCD staff
23	3-11		3	DCD and the Department of Human Services should develop a "Performance Contract".
28	3-12		3	Limit meetings
30	3-13		3	Protect the ability of each Division to complete its own work
32	3-13		3	Certify each building inspector for the inspections which they conduct
33	3-14		3	Refrain from using Plans Examiners to conduct building inspections and using Building Inspectors from reviewing plans without appropriate certification
46	16		3	Create a central telephone answering function with "customer service representatives" *dedicated full time* to answering customer service questions, similar to the "Open Line" operation of the Department of Public Works
47	16		3	Custom-design and conduct customer service training for all DCD staff.
51	17		3	Review recruiting, hiring and promotional procedures to ensure that part of the criteria include service orientation.
57	19	3		Conduct workshops on codes and inspection procedures for first time builders and professional to enhance awareness and compliance
59	19	3		Continue to explore and expand innovative programs and technology that improve service to customers and reduce workload for staff

Appendix B
Combined Recommendations – All Phases
Kitsap County Department of Community Development
Organizational Assessment
June 12, 2006

From Interim Report to Cris Gears, February 8, 2006

#	Page	Priority	Recommendation
1	1	1	Fill unfilled planner positions
2	2	2	Review the County's policy on Administrative Leave
3	2	2	DCD and the Board of County Commissioners need to match workload expectations to staffing.

From Employee Insights Regarding Their Quality of Work Life, April 17, 2006

#	Page	Priority	Recommendation
			Department Leadership
4	3-1	1	Create a DCD Leadership Team,
5	3-2	2	Strengthen the leadership competencies of managers and supervisors
6	3-2	2	Make time for managers to manage
7	3-2	2	Clarify the respective roles and responsibilities of the DCD Director and Assistant Director
			Commissioners Leadership
8.a	3-2	1	Review and improve efforts to inform County employees about the Commissioners' Vision and Goals for the County
8.b	3-3	1	Meet annually with DCD to set workplan
8.c	3-3	1	Implement major recommendations of this report
8.d	3-3	1	Acknowledge and reward staff performance even when Commissioners disagree with a mandated task
8.e	3-3	1	Minimize inquiries and requests for extra work. Channel through the DCD Director
8.f	3-3	1	Let DCD staff know that BOCC acknowledges and respects staff knowledge, integrity and commitment to citizens, County and customer service
8.g	3-3	1	Create an environment where staff can question BOCC requests
8.h	3-3	1	When have customer complaints, assume staff acted properly until proven otherwise

8.i	3-3	1	The BOCC and DCD staff need to see themselves as part of the same team
8.j	3-4	1	Focus on planning and policy; leave implementation to County Administrative Officer and DCD staff
			Core Values and Culture
9	3-4	1	Develop Organizational Core Values
10	3-5	2	Create a DCD culture of recognition and reward
			Performance Management
11	3-5	1	The Leadership Team should create annual work plans for DCD and each Division prior to the start of the year
13	3-6	2	Link employee evaluations to DCD goals, performance measures, crucial job competencies, and to individual career development plans. Do evaluations when due.
			Individual and Career Development
14	3-6	2	Establish a career development system
15	3-7	3	Create Training Policies and prepare a bi-annual Training Plan
			Career Advancement and Enrichment
16	3-8	1	Adopt a policy of promoting from within whenever possible
17	3-9	3	Enrich job content for DCD staff
			Team Work
18	3-10	2	Strengthen teamwork and cooperation within DCD
			Compensation and Other Human Resource Issues
19	3-10	1	The Department of Human Resources should review its lists of comparables used for determining DCD salaries
20	3-10	1	Make more effective use of Extra Help
21	3-11	1	Fill position vacancies promptly
22	3-11	1	Review the County Policy on Administrative Leave
23	3-11	3	DCD and the Department of Human Services should develop a "Performance Contract".
			Managing Resources
24	3-11	1	Develop Mission Statements, Policies and Procedures for the entire DCD
25	3-12	2	Develop a policy on acquisition and use of technology and equipment
26	3-12	2	Prepare User Manuals and documentation for the Land

			Information and GIS systems
27	3-12	3	Emphasize equipment/technology that increases productivity, quality of work and improves customer service
28	3-12	3	Limit meetings
30	3-13	3	Protect the ability of each Division to complete its own work
31	3-13	1	Create an internal Department Advisory Group to work on implementation of this report
32	3-13	3	Certify each building inspector for the inspections which they conduct
33	3-14	3	Refrain from using Plans Examiners to conduct building inspections and using Building Inspectors from reviewing plans without appropriate certification
34	3-14	2	Use mediation whenever possible on code compliance complaints to improve satisfaction of complainants, improve compliance, and reduce the workload of the staff
35	3-14	2	Consider moving Fire and Life Safety plans review and construction inspection functions to the Building Codes Division
36	3-14	1	Develop and implement priorities for improving utility of the Land Information System
12	3-5	1	Create a DCD Performance Management System
29	3-13	1	Build a budget that has cost centers for each Division

Phase II Working Paper, April 14, 2006

#	Page	Priority	Recommendation
37	16	1	Develop a budget that provides each Division with its own Cost Center
38	16	1	Create an Enterprise or Special Operating Fund for DCD
39	16	1	Set policies for cost recovery of DCD services
40	17	2	Build the DCD budget on forecasting of future activity.
41	17	2	DCD should function as an enterprise and must manage within the policies and adopted budget.

Customer Service and Standards in the Department of Community Development, June 12, 2006

#	Page	Priority	Recommendation
42	15	1	Create a DCD Customer Advisory Panel
43	15	1	Establish and Comply with standards in reviewing and approving permit applications
44	16	2	Write procedures, including standards, for staff to follow consistently in reviewing and approving all types of project permit applications and train staff in consistently and appropriately applying those proceures.
45	16	2	Establish an internal appeal and review procedure for customers who believe that staff have departed from Codes and made

#	Page	Priority	Recommendation
			arbitrary decisions.
46	16	3	Create a central telephone answering function with "customer service representatives" *dedicated full time* to answering customer service questions, similar to the "Open Line" operation of the Department of Public Works
47	16	3	Custom-design and conduct customer service training for all DCD staff.
48	17	2	Provide process guidance to DCD management and other staff to review all project permit systems, and to devise and implement specific system improvements, either through an outside consultant or creation of an internal county position that is available to all County departments.
49	17	2	Adopt and use a simplified version of the Customer Satisfaction Survey used in the review of DCD
50	17	2	Specify modifications to that need to be made to the Land Information System
51	17	3	Review recruiting, hiring and promotional procedures to ensure that part of the criteria include service orientation.

Comparisons with other counties and recommendations for organizational design and staffing

#	Page	Priority	Recommendation
52	18	1	Create an Assistant Director for Development Services to oversee Building Codes, Land Use/Environmental Review, Fire Marshal, Development Engineering and a newly created Permit Services Division
53	18	1	Combine Community Planning and Natural Resources into a Planning Division with a Planning Director
54	18	1	The new DCD Director should be familiar with planning and development but should be a "champion" for rebuilding the Department
55	18	1	Create a Process Improvement staff position to facilitate implementing the recommendations in this report
56	18	2	Equalize the compensation of DCD Division Managers
57	19	3	Conduct workshops on codes and inspection procedures for first time builders and professional to enhance awareness and compliance
58	19	2	Transfer responsibility for Fire and Life Safety construction inspections from the Fire Marshal's Office to the Building Codes Division
59	19	3	Continue to explore and expand innovative programs and technology that improve service to customers and reduce workload for staff
60	19	2	Transfer Fire and Life Safety Plans review from the Fire Marshal's Office to the Building Codes Division.
61	19	1	Add one clerical position to the Building Codes Division
62	19	2	Expand the number of permits issued over the counter and

			explore issuing permits by Fax and the internet. Explore electronic submittal of construction plans.
63	19	1	Create a new Permit Service Center to include the current Permit Center operations and a new Customer Service Inquiry phone center
84	19	2	Add an appropriation in the 2007-2008 budget for referring code complaint cases to mediation
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93	19	1	Hire or contract for additional staff to "catch up" on the current backlog
94	19	2	Review the role of the Environmental Review section in the review of other permits to see if this review can be streamlined or eliminated in some cases or if staff in other Divisions can be trained to conduct low level environmental reviews of some permits
95	20	2	Make the .75 FTE planner position full time.
96	20	2	Develop, monitor and report on telephone response times
97	20	1	Fill the recommended positions as soon as possible
98	20	1	Fund the new positions from the General Fund until a special Development Services Operating Fund can be created and fees are increased to cover the additional costs.