

December 12, 2003

Mr. Richard Bernhardt, Director  
Members of the Metropolitan Planning Commission  
730 2<sup>nd</sup> Avenue South  
Nashville, TN 37210

### **Report of Internal Audit Section**

Dear Mr. Bernhardt and Commission Members:

We have recently completed a performance audit of the Planning Department. *Government Auditing Standards* issued by the Comptroller General of the United States define performance audits as follows:

Performance audits entail an objective and systematic examination of evidence to provide an independent assessment of the performance and management of a program against objective criteria as well as assessments that provide a prospective focus or that synthesize information on best practices or cross-cutting issues. Performance audits provide information to improve program operations and facilitate decision making by parties with responsibility to oversee or initiate corrective action, and improve public accountability.

A performance audit is different than a financial statement audit, which is limited to auditing financial statements and controls, without reviewing operations and performance. In performing this audit, we retained Maximus to work under our direction. Their final report dated December 2003, *Performance Audit of the Planning Department*, accompanies this letter and is hereby submitted to you.

The Planning Department acts as the official planning agency for Metro and assumes the responsibilities granted to municipal, regional, or metropolitan planning agencies by state law, including general planning, zoning, and subdivision regulations. The executive director reports to the Planning Commission. The primary divisions of the Planning Department are Planning and Operations. The Planning division serves as the professional and technical staff for the Metro Planning Commission. This division processes and reviews applications for zone changes, planned unit developments, mandatory referrals, and subdivisions for consistency with adopted planning policies and conformance to regulations. They also provide technical support to the Metro Council on zoning, planned unit development, and mandatory referral matters. The Operations division prepares, administers and monitors the departmental operating budget; maintains the property maps for the Metro Government and the Geographic Information System; and provides administrative support to the department. Planning has a total of 57 budgeted positions for fiscal year 2003. Budgeted revenue is \$2,252,574, and total budgeted expense is \$5,394,627, which includes personnel expense of \$3,222,815. Additional background information is included in Chapter 1 of the Maximus report.

### **Objectives, Scope, and Methodology**

The primary objectives of this performance audit were as follows:

- Review all major aspects of Planning Department operations, including assessing the efficiency and effectiveness of operations and the effectiveness of systems and controls in place to manage and communicate the results of operations.
- Compare the Planning Department's operations and key performance measures to industry best practices and to selected peers.
- Assess the overall management of the Planning Department, including organizational structure, fee setting, customer service, and information technology.
- Review the Metro Government's development review process to determine the effectiveness with which Planning and other Metro departments coordinate among divisions for efficient and effective operations.

- Assess compliance with applicable laws, regulations and policies.
- Develop findings and recommendations for any areas where performance could be improved.

This audit focused primarily on the Planning Department's fiscal year 2002 and 2003 financial transactions and on performance and processes in place during the audit. Certain analyses required the consideration of financial results, performance and operations outside of that time period.

The methodology employed throughout this audit was one of objectively reviewing various forms of documentation, including written policies and procedures, financial information and various other forms of data, reports and information maintained by Planning and other Metro departments. Management, administrative and operational personnel, as well as personnel from other Metro departments and other stakeholders, were interviewed, and various aspects of Planning operations were directly observed. Data obtained from various sources were analyzed, and various aspects of performance, cost and practices were compared to those of peers and to best practices.

We performed the audit procedures in accordance with generally accepted government auditing standards.

### **Findings and Recommendations**

The Maximus report addresses the Planning Department's operations and the resulting findings and recommendations in detail. Following is an overview of some of the more significant findings and recommendations included in their report.

1. Metro should adopt a formal policy stating its development philosophy. This statement of philosophy should be drafted by the Planning Department with appropriate Metro department and community input and should be endorsed by the Mayor and adopted by resolution of the Council. This effort should include eliminating existing inconsistencies between the current comprehensive plan and the enforcement ordinances. The most appropriate way to formalize Metro's development philosophy would be to rewrite the General Plan with the assistance of outside consultants at an estimated cost of \$175,000 to \$250,000.

2. The current development review process lacks structure and leadership authority. Metro should develop a formal mechanism for interdepartmental coordination of development management. Metro should also establish a position within the Planning Department to coordinate the development review process among Metro departments and to assist with other interdepartmental coordination. The annualized cost for this senior level professional planning position is estimated at \$80,625 (\$64,500 base salary with 25% for related benefits), plus an additional \$3,000 one-time cost for networked computer and related equipment.
3. A detailed cost of service and fee analysis should be performed at an estimated cost of \$30,000. Revising the fee structure could result in additional annual revenue of \$265,000.

Detailed explanations of the above findings and the related recommendations, as well as several other findings and recommendations, are included in the Maximus report. A summary of each recommendation and the related fiscal impact can be found in Chapter 9 of the Maximus report. In addition to Maximus' work, Internal Audit staff reviewed procedures and controls surrounding financial and other operations and discussed issues of lesser significance noted with management.

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December 12, 2003  
Mr. Richard Bernhardt  
Page 5

Management's response to the audit recommendations is attached to this report.

We greatly appreciate the cooperation and help provided by all Planning Department staff.

This report is intended for the information of the management of the Metropolitan Government of Nashville and Davidson County. This restriction is not intended to limit the distribution of this report, which is a matter of public record.

Internal Audit Section

Kim McDoniel  
Internal Audit Manager

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David L. Manning, Director of Finance  
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Metropolitan Council Audit Committee  
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KPMG, Independent Public Accountant



**METROPOLITAN GOVERNMENT  
OF NASHVILLE AND DAVIDSON COUNTY**

Planning Department  
Lindsley Hall  
730 Second Avenue South  
Nashville, Tennessee 37201

December 9, 2003

Ms Kim McDoniel  
Metro Department of Finance  
Internal Audit Division  
222 Third Avenue North, Suite 401  
Nashville, TN. 37201

Dear Ms. McDoniel:

This is to acknowledge that we have received the Performance Audit report of the Planning Department. We are in basic agreement with the findings and will start immediately to plan implementation of the recommendations.

As you know, this audit follows the adoption of our Results Matter program. Both efforts are designed to provide better services to the general public. We believe that together these efforts will allow the Planning Department to manage its operations in a more efficient and responsive manner. We see the audit report as a valuable asset and management tool in our overall objective to improve our services.

The Planning Department and Metropolitan Planning Board will work diligently to implement the recommendations of the report. We are eager to coordinate with other Metro departments to implement certain recommendations involving outside agencies, and will strive to implement others within the department as soon as possible.

We appreciate the professionalism demonstrated by the auditing staff during the audit and your genuine interest in the Planning Department. We will keep you informed of the status of the implementation of the audit.

Sincerely,

A handwritten signature in blue ink that reads 'Richard C. Bernhardt'.

Richard C. Bernhardt, FAICP, CNU  
Executive Director

PERFORMANCE AUDIT OF THE  
PLANNING DEPARTMENT



THE METROPOLITAN GOVERNMENT  
OF NASHVILLE AND DAVIDSON  
COUNTY, TENNESSEE

DECEMBER 2003

**MAXIMUS**  
*HELPING GOVERNMENT SERVE THE PEOPLE*

**FINAL REPORT: PERFORMANCE AUDIT OF THE  
PLANNING DEPARTMENT  
December 2003**

**Metropolitan Government  
of Nashville and Davidson County, Tennessee**

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**FINAL REPORT: PERFORMANCE AUDIT OF THE  
PLANNING DEPARTMENT  
December 2003**

**Metropolitan Government  
of Nashville and Davidson County, Tennessee**

**I. INTRODUCTION AND EXECUTIVE SUMMARY**

The draft report, which follows, presents a summary of issues and recommendations developed by the project team regarding operations, organization, management systems and staffing of the Nashville and Davidson County (Metro) Planning Department. This study was conducted as part of a larger engagement reviewing both the Department of Codes Administration and the Planning Department. The Department of Codes Administration audit was released in June 2003. The major fieldwork in this study was conducted during Spring 2003 and incorporates relevant financial and operating data from Fiscal Year 2002 Actual and/or Fiscal Year 2003 Budget.

The scope of services included in this study of the Planning Department included extensive interviews, data collection, observation of work practices, as well as customer and “peer city” surveys. Further, the project team conducted three focus group interviews during which interested and involved community members were provided a forum for the expression of strengths and improvement opportunities for various operating aspects of the Department. Specifically, the study included a review and analysis of the following elements:

- An assessment of the appropriateness of current staffing levels as compared to comparable departments, and the methods of measuring employee performance and efficiency for each significant operation within each division.
- An assessment of the operating effectiveness of the current organizational structure.

- An assessment of the overall customer service in the Department, and an evaluation of the effectiveness of customer service feedback mechanisms that are currently in place.
- The appropriateness of educational and certification requirements for planning staff, and the effectiveness of the overall organizational structure.
- Current operating effectiveness and costs of providing the significant services of each division.
- An evaluation of the effectiveness of establishing fees and projecting and monitoring revenue.
- An assessment of the controls over revenue by determining and testing procedures in place surrounding cash collections and other revenue monitoring.
- A determination of how fees are established and reviewed for appropriateness.
- The degree to which Department management maintains an awareness of, and utilizes, available grants and other funding sources.
- The adequacy of information technology systems, and their abilities to provide reliable and useful information to generate meaningful management reports, and how these compare to state-of-the-art systems available to support similar operations.
- A determination of the adequacy of support for the information systems, their integration with other Metro systems and other agencies, and a determination of the adequacy of the controls surrounding these systems.
- An assessment of the Department's responsiveness to neighborhood and community group concerns.
- A determination of which significant regulatory requirements with which the Department must comply, and what controls and procedures are in place to ensure compliance.
- A determination of whether timely and useful status reports are being submitted to the administration and/or council on a regular basis.
- An assessment of the adequacy and compliance with employee safety programs in place.
- A determination of the effectiveness with which Planning and other Metro departments coordinate among divisions for efficient and effective operations and customer service and in their coordination with State agencies.

During the course of this project, Metro requested that MAXIMUS amend the scope of work to include a review of the government's development review process. That review is included as a chapter of this report.

The following information provides an overview of services provided by the Planning Department, as well as summary level budgetary and organizational profiles.

## **DEPARTMENT OVERVIEW**

The Planning Department acts as the official planning agency for Metro and assumes the responsibilities granted to municipal, regional, or metropolitan planning agencies by state law including general planning, zoning, and subdivision regulations.

The vision of the Planning Department is to enhance the quality of life for citizens of Metropolitan Nashville – Davidson County through leadership in planning and partnership with the community. The mission of the Department is to provide education, information, recommendation, and leadership products to citizens of Nashville so they can enjoy a quality of life enriched by choices in housing and transportation, efficient use of public infrastructure, distinctive community character, and a robust civic life.

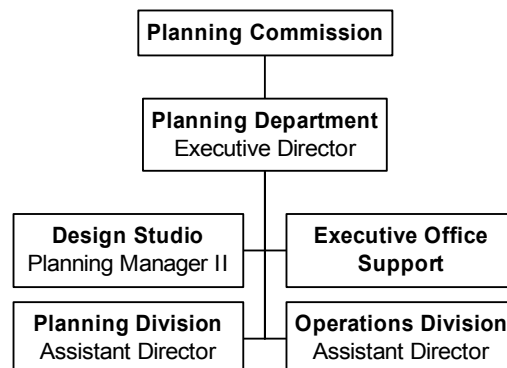
The Department's goals as presented in the FY 2004 Operating Budget presentation include the following:

- **Communication/Education Goal** - Over the next two to five years increase Metro Council's, developers', and citizens' understanding of growth-related issues and the opportunities for growing healthier; growing healthier places a premium on:
  - Livable mixed-use neighborhoods with transportation choices and housing opportunities that meet the needs of all citizens, regardless of age, income, or family status
  - Robust citizen participation that identifies and preserves distinctive community character and contributes to a shared civic life
  - Enhancement of environmental quality and environmental amenities
  - Attractive opportunities for context-responsive development in the Downtown and other neighborhoods well-served by urban infrastructure

- Highest possible quality of life to enhance economic competitiveness in the 21st century economy
- **Implementation Goal** - By the end of 2003, revise land development policies and regulations to support citizen interest in healthier growth and streamline development approvals for compact mixed-use, walkable neighborhoods, designed to provide a unifying sense of place, housing and transportation choices, usable public space, and sound environmental stewardship.
- **Real Cost Goal** - To support the most efficient long-term provision of public services and facilities, by December 2003 develop data and information about the true long-term costs of providing urban services under alternative growth scenarios.
- **Transportation Mobility Goal** - By December, 2004, fully integrate community and transportation planning in order to increase ease of transit use, ensure functionality of pedestrian and bicycle networks, advance development patterns that reduce trip lengths, and ultimately reduce citizens' dependence on the single occupant vehicle for their daily mobility needs.
- **Organization and Focus Goal** - Improve operating efficiency to meet customer demand for services that prepare them to take knowledgeable positions and make informed decisions on the healthiest ways to grow their community and achieve a high quality of life:
  - Implement recommendations from the performance audit, including work flow analysis, by December, 2003; and
  - Develop internal prioritization methodologies by December, 2003.
- The chart on the following page presents the general organization of the Planning Department and the senior management.

**PLANNING DEPARTMENT  
Current Organization**

**Nashville - Davidson County, Tennessee**

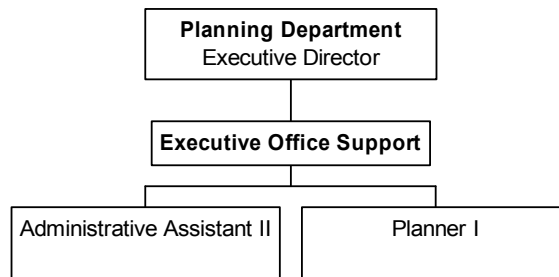


**Executive Office**

The Executive Office prepares and oversees the execution of the department work program, including specification of urban design elements, as well as promotes and assists in the promulgation of urban design programs in Davidson County. The Office is comprised of three staff, including the Executive Director. There is significant interaction with and support provided by the other Divisions.

**PLANNING DEPARTMENT  
Executive Office Support**

**Nashville - Davidson County, Tennessee**



**Planning Division**

The Planning Division serves as the professional staff for the Metropolitan Planning Commission. Specific areas of work include the following:

- Process and review applications for zone changes, planned unit development (PUD's), mandatory referrals and subdivisions for consistency with adopted planning policies and conformance with regulations.
- Provide technical support to the Metropolitan Council on zoning, planned unit development, and mandatory referral matters.
- Assist in the creation, maintenance and implementation of community plans.

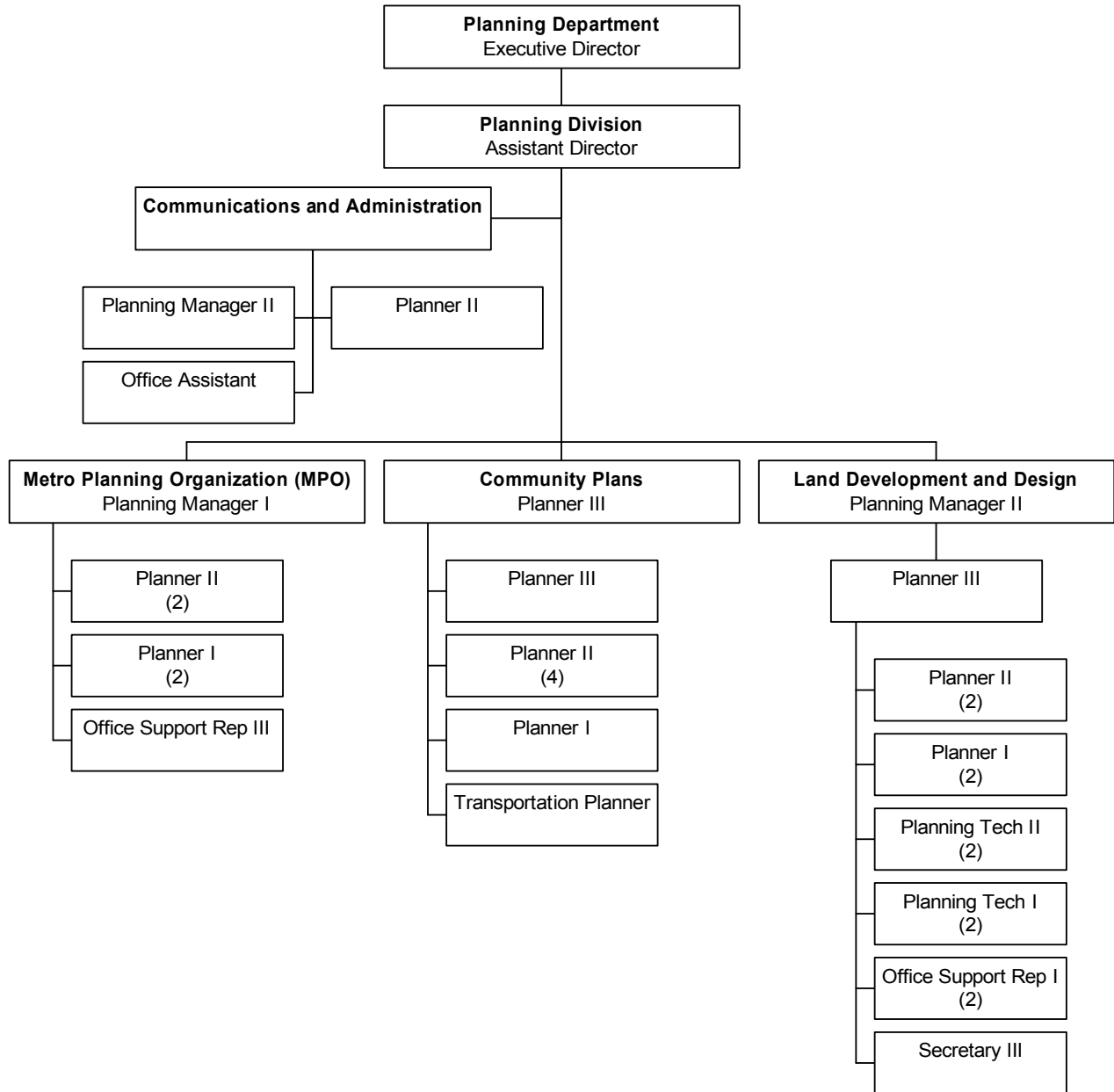
- Provide long-range planning and coordination of roadway and transit projects for the five-county Metropolitan Planning Organization (MPO).
- Provide special transportation studies as approved in the Unified Work Program.

There are three sections within the Planning Division. The first is the Land Development and Design Section comprised of thirteen total staff. It provides land development application processing and support. This function is often referred to as “current planning” in peer organizations. The second section is the Community Plans Section, comprised of eight total staff. This function is often referred to as “future planning” in peer organizations and provides longer range planning services to Metro. The Metropolitan Planning Organization (MPO) section includes six total staff and provides transportation-planning services for the entire metropolitan region. This function is conducted by Metro under contract to the State of Tennessee Department of Transportation. Three additional staff directly assist the Division Director and Executive Director with communications and administration.

The organization of the Planning Division is presented on the following page.

**PLANNING DEPARTMENT**  
**Planning Division**

Nashville - Davidson County, Tennessee





**Design Studio**

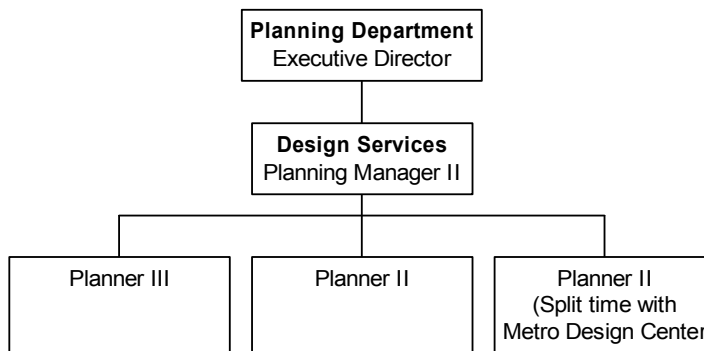
The Design Studio prepares and oversees urban design elements of the Planning Department’s work program. The office serves as an “in-house consultant” providing the following services:

- Prepares design regulations, guidelines, maps, illustrations, brochures and presentations that further the betterment of design and design awareness in the community.
- Provides staffing assistance to the Nashville Civic Design Center.
- Promotes and assists with the promulgation of urban design programs where needed within Metropolitan Government and the community at-large.

The Design Studio is comprised of three professional staff members reporting to the function manager. One of these positions is “split”, providing one-half of its time to support the Metro Design Center. The organization of the Design Studio is presented below.

**PLANNING DEPARTMENT  
Design Studio**

**Nashville - Davidson County, Tennessee**



## Operations Division

The Operations Division is responsible for cash receipts and processing, budgeting for the department, human resource liaison activities with Metro Human Resources, civil service investigations, interviewing and hiring, purchasing, and serving in the role of advisor to the Department Director regarding fiscal, personnel, administrative and operational matters.

Specific areas of responsibility include the following:

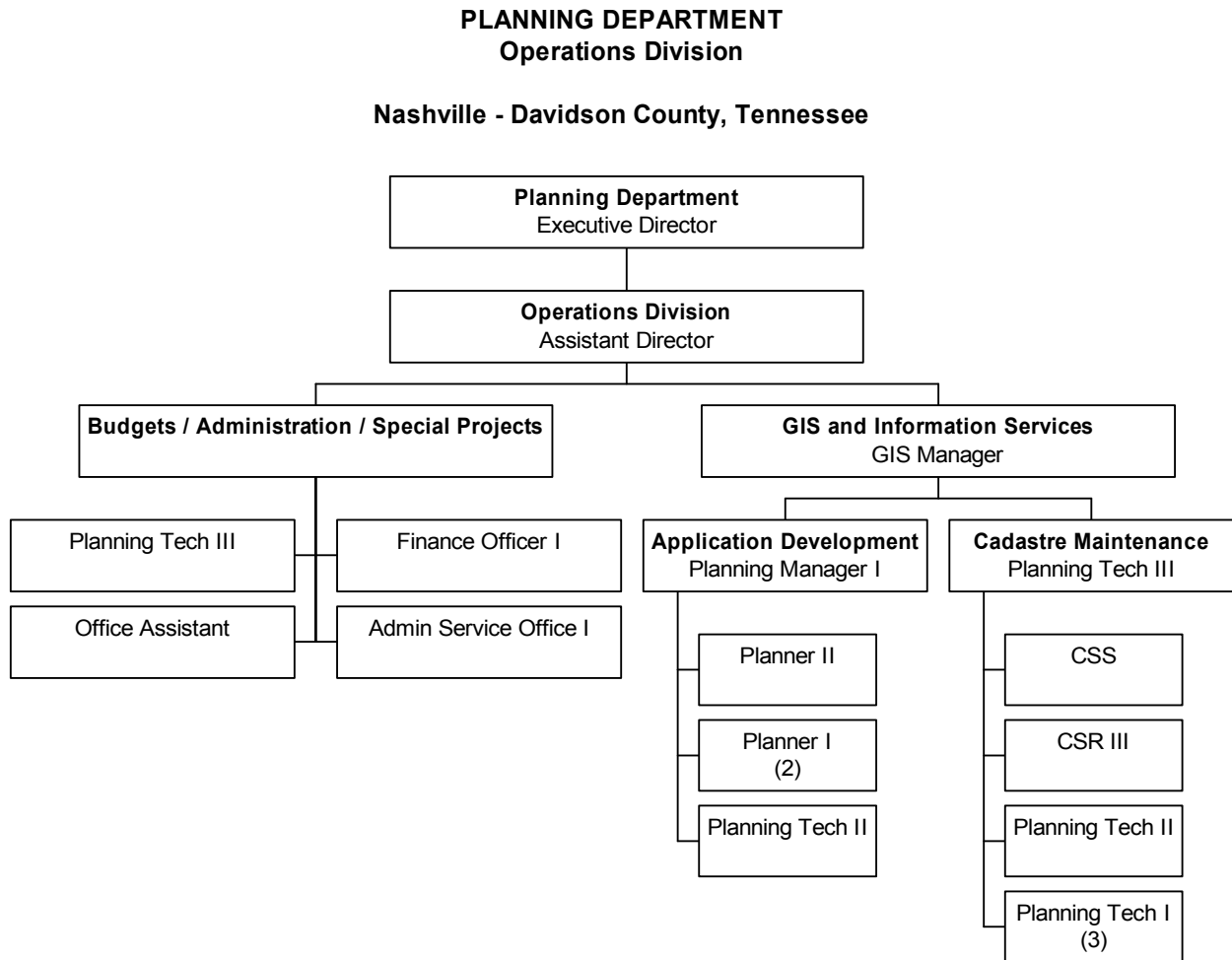
- Prepares, administers and monitors the departmental operating budget.
- Administers departmental and Civil Service rules and policies.
- Coordinates departmental purchasing and training.
- Provides administrative support functions to the department.
- Prepares the recommended Capital Improvements Budget (CIB) for the Metropolitan Government.
- Performs statistical analysis and research that is the basis for land use and other governmental decisions.
- Maintains the property maps for the Metropolitan Government and the Geographic Information System (GIS).

The Operations Division includes two sections. The first provides a wide-range of support related to budgets, administration and special projects. This section is comprised of four staff reporting to the Division Director. The second section provides GIS and information services to the Department and Metro government and is comprised of thirteen total staff members. This section is divided between GIS application development and support with five staff members and “Cadastre” maintenance with seven staff members. The International Federation of Surveyors (FIG) defines the “cadastre” as follows:

*"A cadastre is normally a parcel based and up-to-date land information system containing a record of interests in land (ie rights, restrictions and responsibilities). –Note, italics added for emphasis. It usually includes a geometric description of land parcels linked to other records describing the nature*

of the interests, and ownership or control of those interests, and often the value of the parcel and its improvements. It may be established for fiscal purposes (eg valuation and equitable taxation), legal purposes (conveyancing), to assist in the management of land and land use (e.g. for planning and other administrative purposes), and enables sustainable development and environmental protection."

The location of cadastre maintenance (real property record maintenance) in the Planning Department results from a decision made at the time of the consolidation of Nashville and Davidson County. In the State of Tennessee, this function is typically located in the County Office of the Assessor of Property.



**BUDGET**

Given the Spring 2003 schedule for most of the fieldwork, references to financial and operating data reflect Fiscal Year 2002 Actual and/or FY 2003 Budget. The total FY 2003 budget for the Planning Department is \$5,394,627, which is approximately 8.1% more than the \$4,989,388 budgeted in FY 2002. This increase is primarily driven by new General Fund positions for the Department. New approved positions for FY 2003 include the following:

- Pedestrian Coordinator (Planner I)
- Urban Designer (Planner I)
- Plans Reviewer (Planner I)
- Transportation Planer (Planner II)
- Community Communication Officer (Planner II)

This increase in General Fund staff by more than 10% yields increased General Fund expenditures of more than \$400,000 or 12.4%. Total revenues are projected to increase 1.4%. This change reflects the combined impacts of a 16.1% increase in Federal grants in the Special Purpose Funds and a 49% decrease in General Fund revenues. The General Fund revenue budget estimate is reduced to better reflect historical revenues for charges for service credited to the General Fund. The breakdowns of the FY 2001, FY 2002 and FY 2003 expense and revenue budgets are as follows:

Metropolitan Planning Commission Budgeted Position Summary	FY 2001		FY 2002 Budget	FY 2003 Budget	% Change (Annual)		
	Budget	Actual			2001-2002	2002-2003	2001-2003
GSD General Fund	46	NA	46	51	0.00%	10.87%	5.29%
Special Purpose Funds	3	NA	6	6	100.00%	0.00%	41.42%
<b>Total</b>	<b>49</b>	<b>NA</b>	<b>52</b>	<b>57</b>	<b>6.12%</b>	<b>9.62%</b>	<b>7.85%</b>

Metropolitan Planning Commission Budget Summary	FY 2001		FY 2002 Budget	FY 2003 Budget	% Change (Annual)		
	Budget	Actual			2001-2002	2002-2003	2001-2003
<b>Expenses and Transfers</b>							
GSD General Fund	2,796,527	2,556,025	3,263,771	3,669,010	16.71%	12.42%	14.54%
Special Purpose Funds	2,946,600	948,225	1,725,617	1,725,617	-41.44%	0.00%	-23.47%
<b>Total Expenses and Transfers</b>	<b>5,743,127</b>	<b>3,504,250</b>	<b>4,989,388</b>	<b>5,394,627</b>	<b>-13.12%</b>	<b>8.12%</b>	<b>-3.08%</b>
<b>Revenues and Transfers</b>							
GSD General Fund	242,416	221,718	425,921	217,000	75.70%	-49.05%	-5.39%
Special Purpose Funds	2,946,600	1,038,147	1,795,067	2,035,574	-39.08%	13.40%	-16.88%
<b>Total Revenues and Transfers</b>	<b>3,189,016</b>	<b>1,259,865</b>	<b>2,220,988</b>	<b>2,252,574</b>	<b>-30.36%</b>	<b>1.42%</b>	<b>-15.96%</b>

**ORGANIZATION OF REPORT**

This draft consists of separate sections for each of the operating units, with a separate section for the discussion of issues with general application to the operations of the Department, and a separate chapter relating to service costs and fees. Additionally, Chapters I and II summarize the results of the customer survey and peer community survey, respectively. The review and evaluation of the Metro development review process is presented as the final section of this report.

Before presenting the improvement opportunities, it is important to note that the project team found a number of positive features and recent developments within the Planning Department. These include:

- Increasing awareness of individual and group performance and their relationship to success. The Department has embraced the “Results Matter” performance initiative implemented by Metro government. Both management and staff are questioning how they do business and how they can improve service to their customers.
- Openness to change. The operating philosophy of the Planning Department has changed considerably over the last three years and staff have worked hard to understand and adapt to the new operating environment.

- The professionalism and dedication of staff. The project team noted a high degree of professionalism as well as focus on customer service and dedication to work efforts during interviews with individual staff members.

The report begins with a summary of the results of the customer survey that the project team conducted.

**II. SUMMARY OF CUSTOMER SURVEY RESULTS AND FOCUS  
GROUPS OF DEVELOPERS AND NEIGHBORHOODS**

## **II. SUMMARY OF THE CUSTOMER SURVEY RESULTS AND FOCUS GROUP OF DEVELOPERS AND NEIGHBORHOODS**

As part of its management review, the MAXIMUS project team conducted a survey of customers in the Planning Department, as well as a focus group comprised of local development professionals. This chapter of the report presents a summary and highlights of the findings resulting from a review and analysis of the data. A copy of the tabulated results is presented as an attachment to this report. The first section describes the survey methodology and response rates.

### **CUSTOMER SURVEY DESIGN AND METHODOLOGY**

The customer surveys for both the Department of Code Enforcement and the Planning Department were conducted simultaneously and were distributed to a sample of customers that have used Codes Administration and Planning Department services in the recent past. There were three different surveys mailed to five hundred customers. These three survey forms were distributed to the following sample of customers: Building Code Issues(308), Zoning Application or Change Issues (66), and Planning Department applicants (126). The Planning Department sample was drawn specifically from applications for new or revisions to existing Subdivision or PUD plans. The survey responses for the Codes and Zoning customers are presented in the report on the Department of Code Enforcement. Appropriate sample sizes were determined using established statistical formulas. MAXIMUS created the sample by assigning each customer a number and using a random number generator to choose the participants. It should be noted that twenty-four (24) total surveys within the group of five hundred were undeliverable by the U.S. Postal Service. Of the 126 surveys sent to Planning Department customers, 37 responses (29% of the surveys) were completed and returned.



The next section presents the survey responses from the Planning Department respondents.

## **SUMMARY OF RESPONSES FOR THE SUBDIVISION AND PUD PLAN REVIEW FUNCTIONS**

The following subsections contain specific analysis of customer responses in the Subdivision and PUD Plan Review functions. The responses of an individual customer are of limited value. It is the pattern of responses that provides meaningful results. To identify those patterns, the project team plotted the distribution of responses to each statement and overall. Analysis of these questions is grouped by subject categories.

### **1. OVERALL, CUSTOMERS GAVE POSITIVE RESPONSES TO SURVEY QUESTIONS.**

The “average” response from survey participants was “positive” (Strongly Agree or Agree) 50% of the time, “negative” (Strongly Disagree or Disagree) 24% of the time, “neutral” 18% of the time, or Not Applicable 8% of the time. This represents a two-to-one ratio of positive to negative feelings about the department / function.

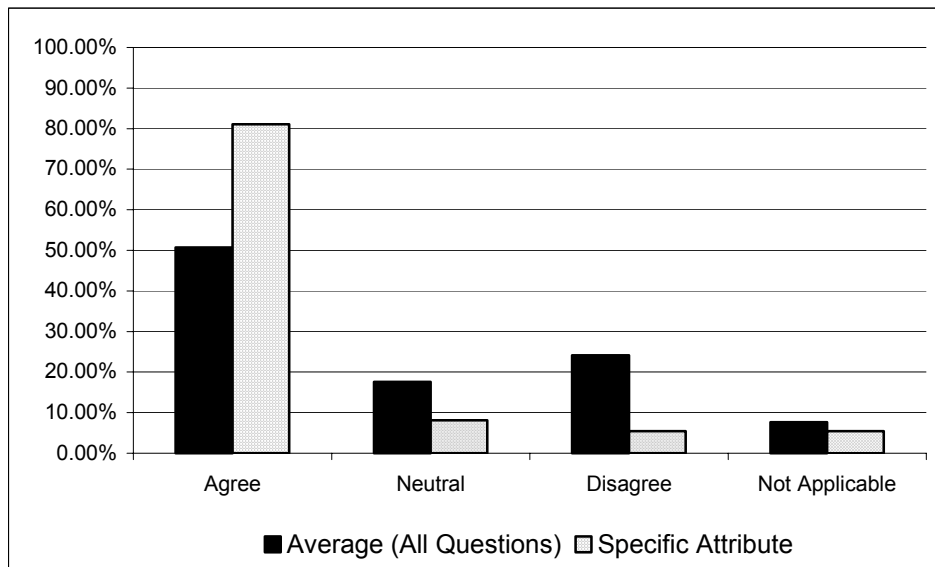
To facilitate review and comparison, we have grouped survey questions / responses by those exceeding the “50% average” for Strongly Agree or Agree, by those clustering both above and below the average, and by those falling far below this average. The survey solicited feedback on individual “attributes” of the department presented as positive statements, such as “When submitting an application, I have found the staff at the counter to be responsive and helpful.” We have presented below each attribute individually in ***bold and italics***. These results are also presented graphically to facilitate comparison with the “average” response. The “average” response from survey participants represents respondents’ general feelings towards the Department and is the aggregation of all survey responses across all by attributes (statements).

**2. CUSTOMERS RELAYED THEIR STRONGEST POSITIVE RESPONSES REGARDING PLANNING STAFF.**

There were many survey questions that asked respondents to give opinions regarding their opinions on Planning Department staff. The responses from customers to two of these survey questions were highly positive. Both questions received significantly more positive than negative feedback. The following points highlight these positive responses:

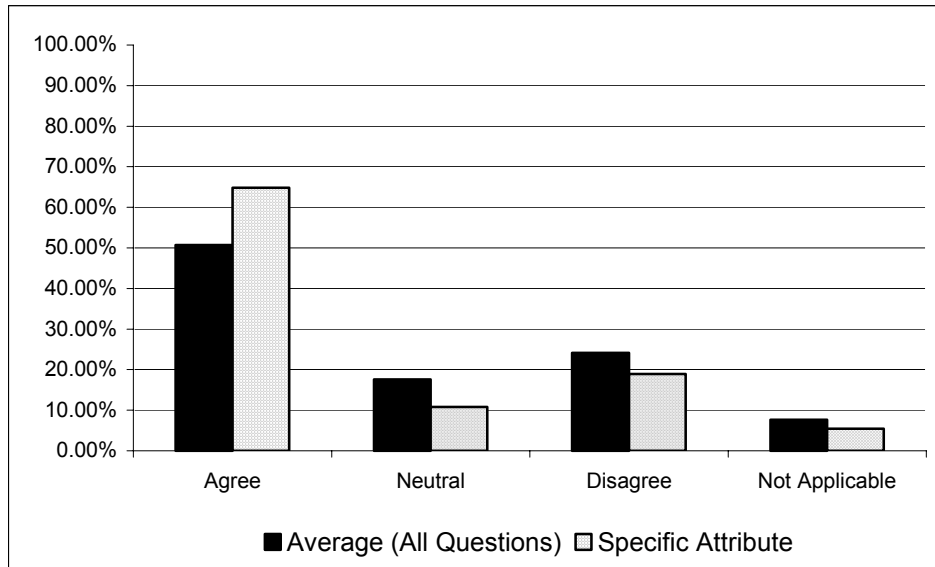
- “When submitting an application, I have found the staff at the counter to be responsive and helpful.”*** Eighty-one percent (81%) of respondents found the counter staff to be responsive and helpful during application submission. This was the highest positive response rate from the survey. Eight percent (8%) expressed neutrality. Only approximately six percent (6%) disagreed with the statement. Five percent (5%) did not express an opinion.

**Responsive / Helpful Counter Staff**



- “Planning Department staff was accessible when I needed help in resolving problems.”*** Sixty-five percent (65%) of respondents felt that the staff was accessible to help with problem resolution. Eleven percent (11%) did not feel strongly about the issue, expressing neutrality. Nineteen percent (19%) disagreed with the statement, and five percent (5%) did not express an opinion.

**Staff Are Accessible to Resolve Problems**

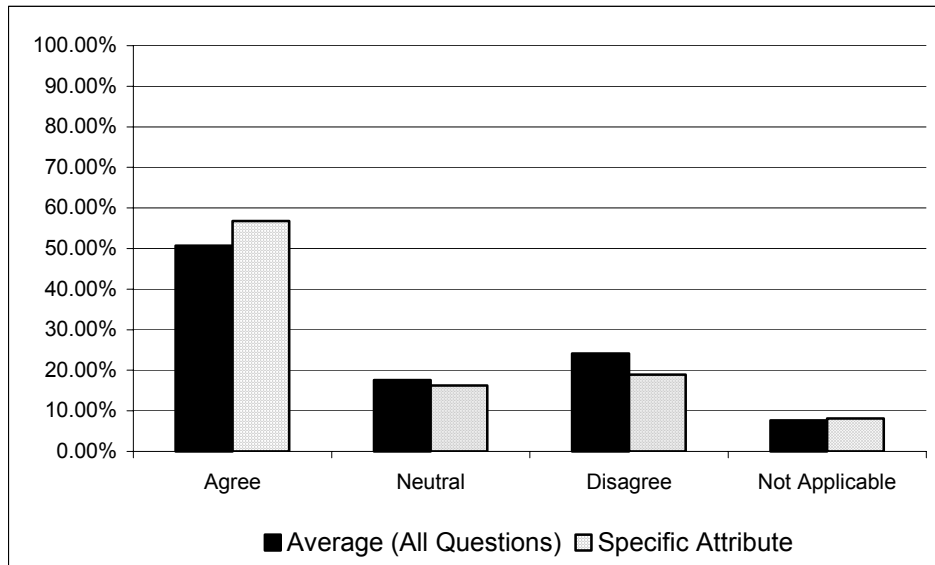


**3. RESPONDENTS TENDED TO VIEW “PROCESSES” LESS FAVORABLY THAN THEY VIEWED THE EMPLOYEES PERFORMING THEM.**

Many of the survey responses clustered both above and below the “50% average” response rate for Strongly Agree or Agree. In general, the questions concerning staff attributes received positive response rates above the average; questions concerning the overall process received positive response rates below the average. The following points highlight these various responses:

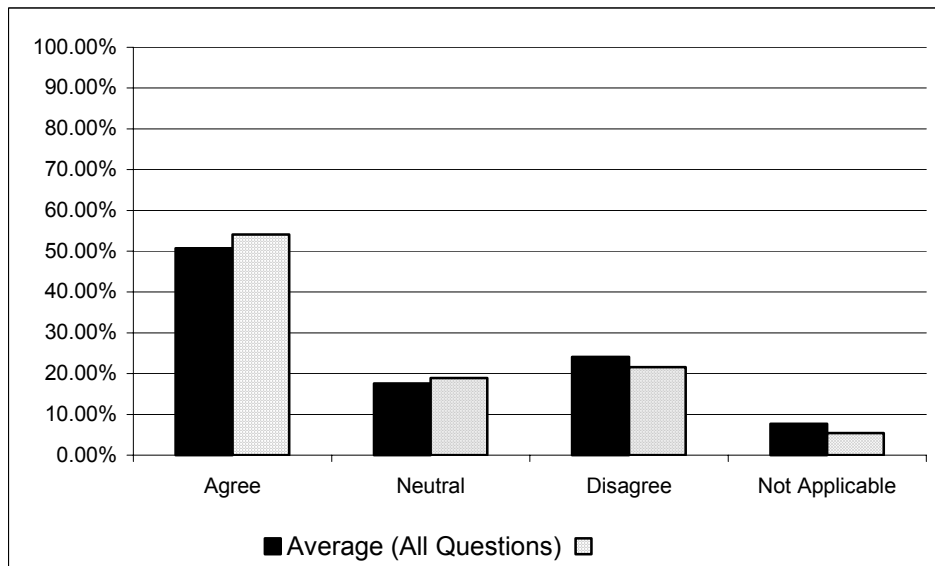
- “Staff were helpful in assisting me understand the requirements of obtaining a permit in Nashville.”* Fifty-seven percent (57%) of respondents felt that the staff were helpful in this regard. Sixteen percent (16%) expressed neutrality. Nineteen percent (19%) disagreed with the statement, and eight percent (8%) did not express an opinion.

**Staff Are Helpful**



- “Staff conducting the planning and zoning reviews were fair in dealing with my application.”*** Fifty-four percent (54%) of respondents felt that the staff were fair during application processing. Nineteen percent (19%) expressed neutrality. Twenty-two percent (22%) disagreed with the statement, and five percent (5%) did not express an opinion.

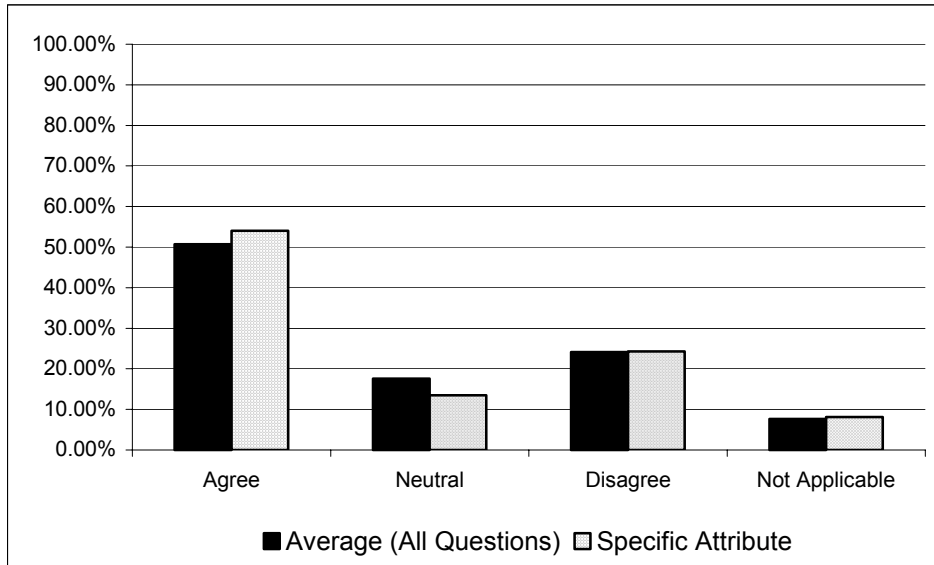
**Staff Are Fair**



- “When staff found a problem during a planning review, they were clear in explaining what I had to do to correct it.”*** Fifty-four percent (54%) of respondents felt that the staff provided clear explanations to resolve issues.

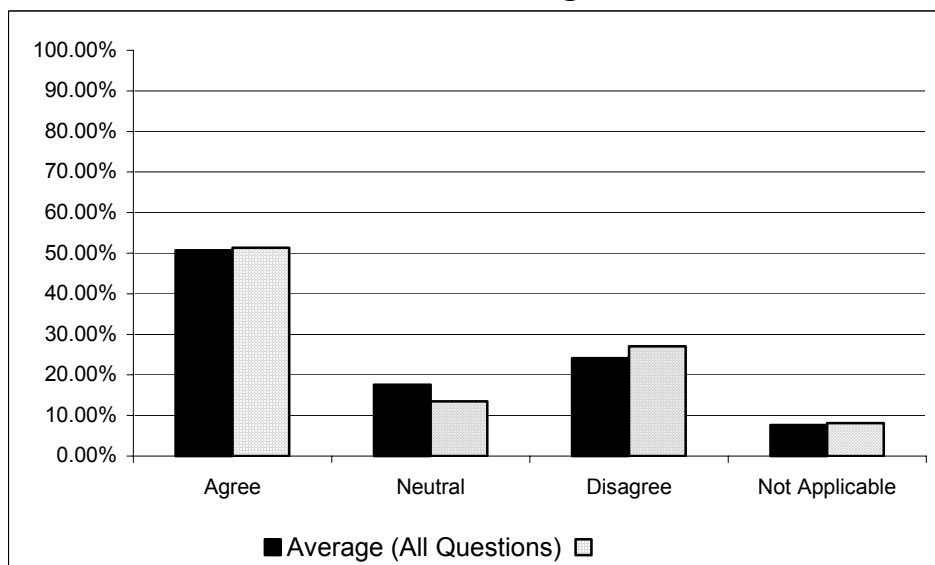
Fourteen percent (14%) did not feel strongly about the issue, expressing neutrality. Twenty-four percent (24%) disagreed with the statement, and eight percent (8%) did not express an opinion.

**Staff Provide Clear Direction / Explanation**



- “Staff were knowledgeable in conducting planning and zoning reviews.”***  
 Fifty-one percent (51%) of respondents felt that the staff were knowledgeable in conducting reviews. Fourteen percent (14%) did not feel strongly about the issue, expressing neutrality. Twenty-seven percent (27%) disagreed with the statement, and eight percent (8%) did not express an opinion.

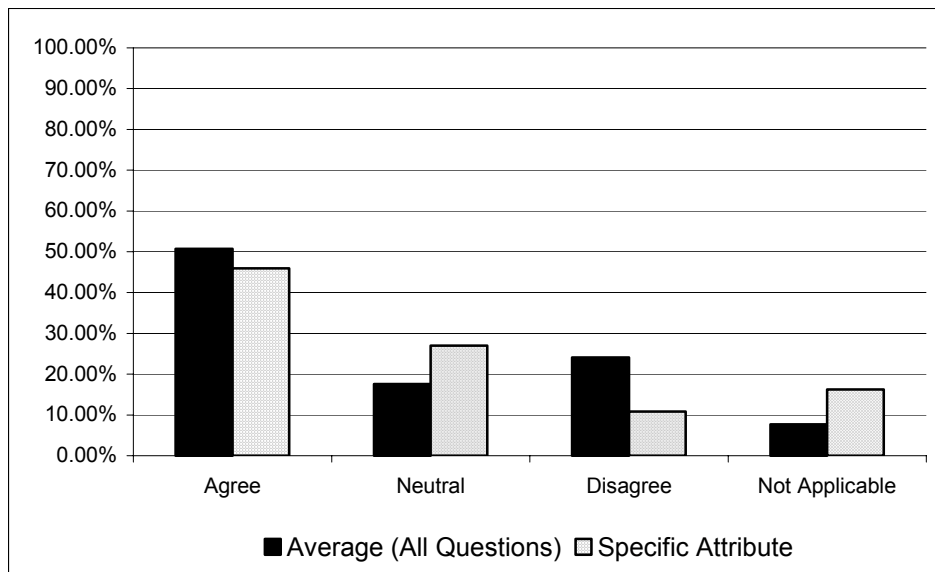
**Staff Are Knowledgeable**



Survey respondents identified areas that were close, yet below the average positive response rate of 50%. These questions generally regarded process and the Planning staff role as constrained by the existing process. The following points highlight these responses:

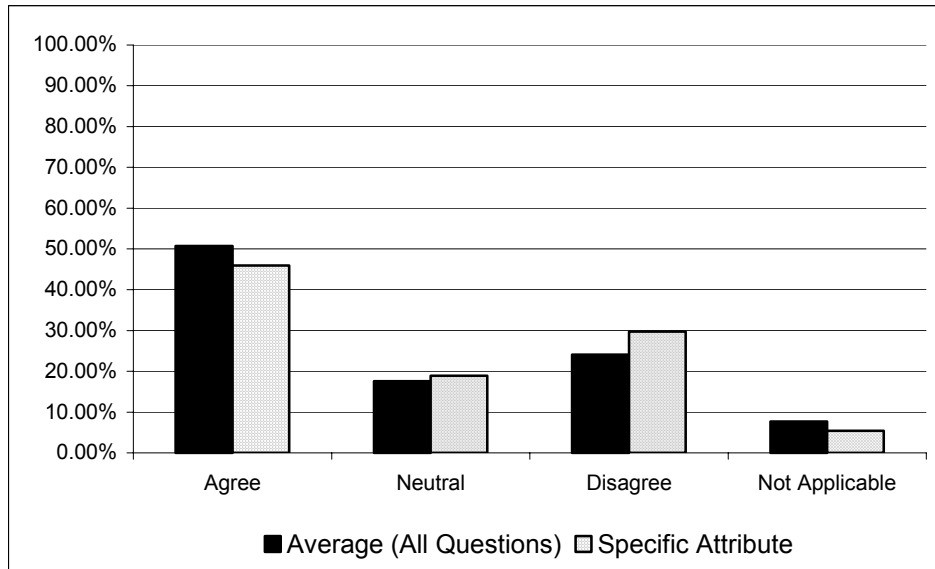
- “Handout information is helpful and informative.”** Forty-six percent (46%) of respondents felt that handout information is helpful and informative. Twenty-seven percent (27%) expressed neutrality. Eleven percent (11%) disagreed with the statement, and sixteen percent (16%) did not express an opinion.

**Handout Information Helpful / Informative**



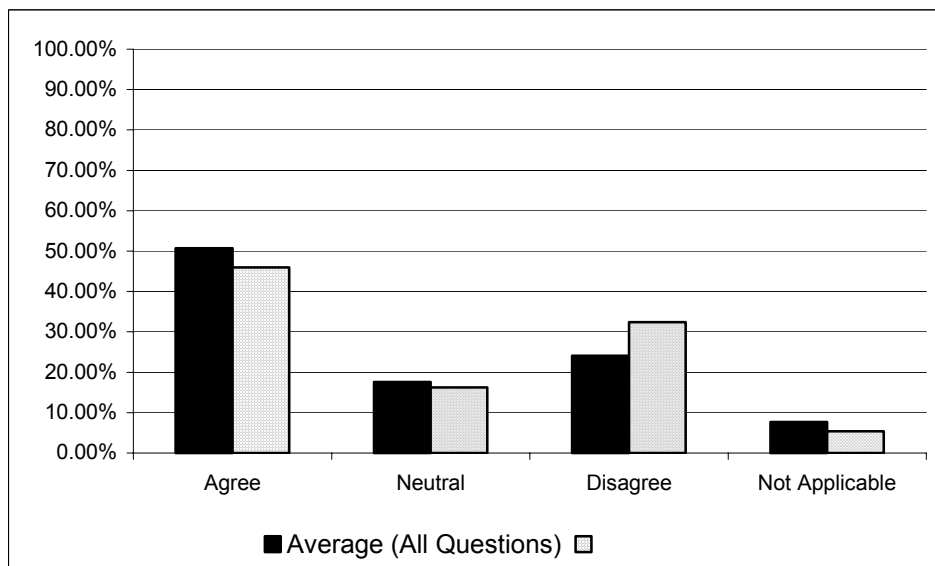
- “Within the constraints of the City's planning and zoning ordinances, staff conducting the planning and zoning reviews were practical in applying regulations.”** Forty-six percent (46%) of respondents felt that the staff were practical in applying regulations. Nineteen percent (19%) expressed neutrality. Thirty percent (30%) disagreed with the statement, and five percent (5%) did not express an opinion. For this question, the term “practical” relates to a perceptual issue. It is derived from discussions in the focus groups about the ability of the staff to apply existing ordinances to solutions that met applicants’ needs without creating an excessive financial or operational burden.

**Staff Practical In Applying Regulations**



- “Application reviews in the Planning Department are complete and accurate; problems did not surface later which should have surfaced during the plan check.”*** Forty-six percent (46%) of respondents felt that application reviews are complete and accurate. Sixteen percent (16%) expressed neutrality. Thirty-three percent (33%) disagreed with the statement, and five percent (5%) did not express an opinion.

**Application Reviews Complete / Accurate**



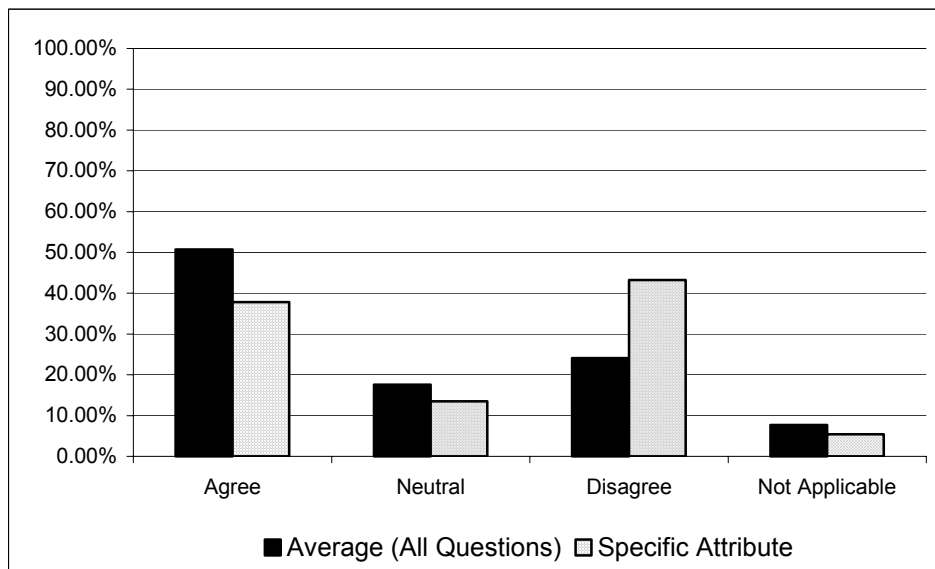
The generally favorable attitudes expressed about Planning Department staff as individuals and generally negative statements about their performance within the constraints of existing processes appears related to the existing conflicts between comprehensive planning philosophy and the enforcement ordinances. This conflict is discussed in greater detail in a following section of this report and directly affects the ability of the professional Planning Department staff to provide a timely response to development questions and applications.

**4. NEGATIVE VIEWS FOCUSED ON LACK OF TIMELY RESPONSE.**

The survey asked three questions of respondents that dealt with the timeliness of response by individuals and the process as a whole. These questions received the most negative responses. Highlights of these responses are provided in the points below:

- “I did not have to wait an excessive amount of time to find out if my original submittal was complete or needed more information.”*** Thirty-eight percent (38%) of respondents felt that they did not have to wait an excessive amount of time for feedback on their submittal. Fourteen percent (14%) expressed neutrality. However, forty three percent (43%) disagreed with the statement indicating that they did find the wait excessive. Five percent (5%) did not comment.

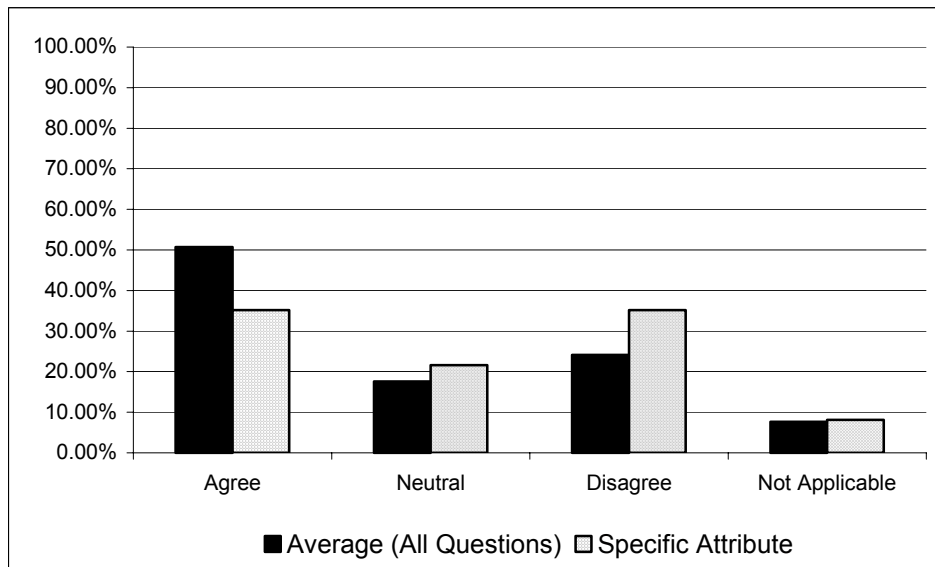
**Reasonable Time To Determine Complete Submittal**





- “The time it took to approve plans was reasonable.”** Thirty-five percent (35%) of respondents felt that the time required to approve plans was reasonable. Twenty-two percent (22%) expressed neutrality. However, as many respondents as those who agreed with the statement indicated disagreement, or thirty-five percent (35%). Eight percent (8%) did not comment. The standard of “reasonable” is subject to individual perceptions. While the work data indicate that the Department typically achieved the review timelines established by Metro ordinances and procedures, an individual customer may feel that the timing was or was not reasonable.

**Reasonable Time To Approve Plans**



It is noteworthy that respondents appeared to have distinguished in their assessment between planning staff, the planning process, and the time required to complete review. For example, questions 1,2,7,8,11 and 12 dealing specifically with respondents’ opinions of the Planning staff reflected a positive (i.e., “Strongly Agree” or “Agree”, response) rate of 60%. However, questions 3, 4, and 6, which dealt with the overall process, reflected a positive response rate of 46%, falling below the “average” positive response rate of 50%. Respondents were least complementary of the time required to complete the process. Questions 5, 9 and 10 concerning required time yielded appositive response rate of only 36%.

## **SUMMARY OF DEVELOPER FOCUS GROUP RESULTS**

The project team conducted a focus group of developers in a separate effort to develop Planning Department customer feedback. The focus group was comprised of seven individuals from the local development community. The Department of Code Enforcement, Planning Department, Mayor's Office of Neighborhoods, and the Mayor's Office of Economic and Community Development identified potential focus group participants.

The Project team used a nominal group process to solicit information from the participants. The nominal group process is a means of developing and prioritizing attitude information from individuals in an interactive, participatory group setting. The group members individually identify areas of concern that are listed on a board. The group members are then asked to raise their hands to vote for as many of the individual issues. Similar issues may then be consolidated and their votes combined with the group's agreement. The votes are tallied to determine the top ten issues of concern. The focus group members are then asked to vote, identifying the most important issues of concern to them and assigning a weight to reflect each item's relative importance. The result of this weighted voting process is tabulated to determine the most important issues to the group as a whole.

The table on the following page presents the tabulation of the focus group results for the review of the Planning Department:

**Strengths of the Planning Department**

<b>Rank</b>	<b>Attribute</b>	<b>First Weighting</b>	<b>Second Weighting</b>
<b>1</b>	<b>Vision for the long-term</b>	<b>36</b>	<b>21</b>
<b>2</b>	<b>Written ordinances to take out the political process</b>	<b>23</b>	<b>18</b>
<b>3</b>	<b>Mayor who tries to bring groups together</b>	<b>20</b>	<b>13</b>
<b>4</b>	<b>Staff well qualified, generally speaking</b>	<b>17</b>	<b>12</b>
	<b><i>Eliminate After Second Weighting</i></b>		
	Capable younger staff	17	7
	Support for Civic design center	12	2
	Desire to communicate to the public (the word "to" was expressly chosen)	12	6
	<b><i>Eliminate After First Weighting</i></b>		
	Junior staff are young and idealistic	11	
	Generally courteous	10	
	Environmental sensitivities	10	

The top ten items reflect the survey results previously discussed; specifically the recognition of a dedicated and capable professional staff whose performance may be constrained by the existing conflict between the General Plan (their “vision for the long-term”) and the enforcement ordinances (“written ordinances to take out of political process”).

The Focus Group was then asked to identify improvement opportunities for the Planning Department. The group members identified areas for improvement using the nominal group process described above. The results are presented in the table on the following page.

**Improvement Opportunities in the Planning Department**

Rank		Attribute
1		<p><b>Insensitive to invested rights philosophy</b>                      The group identified the “invested rights” philosophy as referring to the recognition that anyone developing property takes actions with associated investments based on an understanding of the community’s requirements at that time. Subsequent reinterpretation or revision of requirements with retroactive enforcement on development in progress creates additional uncertainty and costs for property owners and developers.</p>
2	tie	<p><b>Inconsistent interpretation of rules and regulations</b>                      The group identified that Metro may apply existing rules and regulations in an inconsistent manner, or that the existing rules are too vague and allow alternative interpretation.</p>
2	tie	<p><b>Disconnect between vision and reality</b>                      The group identified the apparent inconsistencies between the “vision” as expressed by general, sub-area and neighborhood planning processes and the “reality” as expressed by Metro through enforcement ordinances and subsequent decisions.</p>
4		<p><b>Lack of trust with Development Community</b>                      The group identified a perceived lack of trust between the Planning Department and the Development Community.</p>
<p><b>Additional Identified Improvement Opportunities                      (In Order of Focus Group Presentation)</b></p>		
		Leadership weakness
		Views growth as inherent evil
		Inequity to participate at the table (relative influence of individuals and/or community groups against development proposals in the process)
		Assumed superiority to other Metro Depts.
		Perception of the role Planning plays
		Obstruct in lieu of helping
		Dept. feels its job is not to help the customer but to protect the public
		Lack of customer input prior to change
		Some staff make matters personal
		Spinning communication with political leadership
		Generally unaware of practical applications of theoretical principals
		Tend to institute changes in mid-project due to personal preferences
		Unwritten rule and policy changes
		Staff's lack of actual knowledge of ordinances
		Expect exactions (changes required by Metro to be made by the Developer) that are unachievable or unaffordable
		Front line staff members lack experience
		Too susceptible to development by “referendum” (Metro efforts to build community consensus)
		Department empowers “NIMBY’s” (individuals / groups negatively responding to development proposals – <b>Not In My Back Yard</b> )
		Reinterpret regulations to suit their agenda
		Turf battles
		Lack of appreciation of history
		"My way or the highway" mindset
		Competition with outside markets

In conducting the focus group, the multiple scoring rounds were used because there was a substantial diversity of opinion at the outset. The multiple rounds allowed the participants to prioritize their perceptions. In the case of the opportunities for improvement, the participants overwhelmingly identified the top four items, so there was no need for further prioritization.

The conclusions derived from the group meeting are as follows:

- The respondents view the Department as visionary, with young talent; however, the development community looks to the Mayor's office as the vehicle for bringing together diverse interests.
- The vision of the Department is perceived as being inconsistent with the established ordinances and policies of Metro as discussed more fully in a following section of this report; as a result of the inconsistency and the inexperience of many of the staff, ordinances and policies are applied differentially.
- The effect of the problems is that the Planning Department suffers from a lack of support within the development community.

These observations are consistent with the customer survey, indicating the department's strength in professional staff but problems with elements of the planning review process such as conflicts between plans and ordinances, lack of effective project management and oversight, and inconsistent treatment between projects in terms of relative time of application, proposed location and perceived purpose.

### **SUMMARY OF NEIGHBORHOOD FOCUS GROUP RESULTS**

As a joint part of both this study and our performance audit of the Codes Administration Department, the MAXIMUS project staff also conducted a focus group with representatives of neighborhoods. This focus group covered topics relating to both departments. The primary interest of the group was neighborhood code enforcement, but the participants also addressed some planning issues. The methodology of this focus group was the same as for the developers' group.

The neighborhood focus group prioritized the following points as strengths of the two departments as follows:

- Certain staff in both Codes and Planning are outstanding.
- Both departments have been directed to listen to neighborhoods
- The departments are responsive to neighborhoods.
- The neighborhood audit process

Opportunities for improvement included the following:

- Need to minimize cumbersomeness of City processes
- Need to institutionalize the neighborhood involvement process
- Need more inspectors in Property Standards and Codes
- Suggest one phone number and one complaint system for all departments
- Metro should make code enforcement a higher priority
- Lack of uniformity in enforcement of Property Standards.

These themes were dominant in the neighborhood focus group. They attest to a strong working relationship that exists between the Planning Department and neighborhoods in Metro Nashville and Davidson County.

The dichotomy between the Planning Department's relationship with the neighborhoods and development interests is a common situation in local government. The issue that we will address in subsequent chapters is the degree to which the Department can address, and seek to alleviate, the differences.

### **III. SUMMARY OF PEER COMMUNITY SURVEY RESULTS**

### **III. METROPOLITAN NASHVILLE AND DAVIDSON COUNTY PEER COMMUNITY SURVEY RESPONSE SUMMARY**

#### **INTRODUCTION**

In conjunction with our engagement to conduct a performance audit of the Codes Administration and Planning Departments of the Metropolitan Government of Nashville and Davidson County (Metro), MAXIMUS conducted a survey of similar communities. The purpose of this survey is to provide an additional perspective on staffing levels, service volume, and work processes for further review in this study. Additionally, this comparative survey will aid in the comparison of Metro's delivery of services to those of comparable communities.

A survey of this nature is valuable in terms of indicating whether Metro Planning is generally consistent with peer communities. For example, are Metro's work volume per staff or time spent per application type in line with other jurisdictions.

However, because of serious limitations inherent in a general survey, Metro Planning should not be compared to the other jurisdictions in terms of raw numbers. There are several reasons for this. Throughout the United States, Planning Departments are structured very differently and often have significantly different tasks. For example, where one jurisdiction might have responsibility for transportation planning located in the Planning Department, another might have the same function housed in a Transportation or Public Works Department. Local, current planning might be within a Department's responsibility while comprehensive planning might be in a separate department or even assigned to another governmental jurisdiction. A second reason for limited utility to information is varying data sources. Some jurisdictions might report 2000 preliminary census data, another might report final, and yet another might use an adjusted number subsequently negotiated with the Census Bureau. Other



jurisdictions will report on-going estimates. Staffing can vary because of the ways by which various jurisdictions report staff, either by full-time-equivalents or by actual personnel; similarly budget data may include indirect costs or not, personnel fringe benefit or not, or capital expenditures. Finally, because the data are provided by the jurisdictions, it is assumed that the personnel responding to the information had access to correct information themselves.

The only means by which these potential difficulties can be overcome is to send project staff to each jurisdiction to conduct interviews and collect data independently. Given the project scope and budget, the benefits for such a level of field work would not justify the cost that would be required.

In conducting the analysis, the MAXIMUS project staff are looking for substantial variations from norms as guides that the Metro Planning Department might be performing at either a higher or lesser level than peers. For example, if a performance value for Metro varies by a factor of several times from the normal range of the peer communities, then we suspect either a performance issue or a data issue. If such a case were to occur, then the project staff would follow-up with further investigation. In the case of Metro Planning, our observations indicate that Metro is directionally consistent with the peers. Thus, while a given number may be suspect in terms of accuracy, the general trend—which is the important consideration—indicates that Metro performs in the same range as its peers.

To facilitate the collection of relevant common data to be used in this study, a one-page survey document was developed to collect, summarize and report for each of the following areas:

- Construction Plan Review, Permitting and Inspections
- Zoning, Property Standards and Nuisance Code Enforcement
- Planning

Note that this summary contains the results of the responses for the Planning function listed above. The survey of the selected communities’ Construction Plan Review, Permitting and Inspections function and Zoning, Property Standards and Nuisance Code Enforcement function was provided in the Codes Administration Department report completed by MAXIMUS in May 2003.

**Conduct of the Comparative Analysis**

The MAXIMUS project team, working in conjunction with Metro, developed a list of eight (8) communities to be included in the survey. The table below reflects communities which were considered to be comparable in selected characteristics, or which provide examples of well-regarded governmental organizations. The population and area figures represent United States Bureau of the Census data from “Population, Housing Units, Area and Density: 2000” (GCT-PH1).

<b>Location</b>	<b>Population</b>	<b>Area (sq. mi.)</b>
Jacksonville, Florida	735,617	758
Indianapolis, Indiana	856,938	362
Memphis, Tennessee	650,100	279
Charlotte, North Carolina	540,828	242
<b>Nashville-Davidson County, Tennessee</b>	<b>565,352</b>	<b>473</b>
Austin, Texas	656,562	252
Raleigh, North Carolina	276,093	115
Louisville, Kentucky	256,231	63
Norfolk, Virginia	234,403	54

We contacted the communities to determine their willingness to participate and to identify a survey contact point. Of the above communities, the cities of Austin, Charlotte, Indianapolis, Norfolk and Jacksonville agreed to participate and responded to the survey in whole or in part.

Once the communities were selected, the project team developed a series of survey instruments for distribution. The focus of the survey instrument was staffing mix, volume, work

process and level of financial resources. We e-mailed the surveys to the identified contact personnel, then followed up with telephone calls to verify their understanding of the survey instrument and ability to collect the information. The contact points prepared the responses and returned them electronically to the project staff. Because there is no practical means of verifying the information provided by the individual jurisdictions, we are reporting the data as received from the communities. In some instances, other independent information indicates possible completeness issues; so, our caution about relying on the individual data points rather than directional trends is appropriate.

In the sections that follow, a brief summary of the categories contained in each survey instrument utilized is discussed. The tabular results of all survey responses are provided in *Attachment D* of this report.

## **NUMBER OF STAFF**

The following data present analyses of the staffing components of each of the surveyed communities.

A total of five communities responded with data in this area. The average staffing, excluding Nashville, for personnel providing professional services was 29 employees. Examples of professional services staff includes planners, Plan reviewers, planning technicians, and GIS staff. The lowest level of professional staffing was in Indianapolis with 10 employees. Charlotte had the highest with 55 employees. By comparison, Metro Planning has a total of 46 professional service employees. We suspect that some of the reported numbers may be incomplete and may exclude some specialized planning functions.

The average staffing, excluding Nashville, for all personnel (professional and support) was 40 employees. The lowest level of staffing was in Indianapolis and Austin, each reporting a

total of 16 Planning employees. Louisville had the highest number with 76 employees. By comparison, Metro Planning has a total of 57 Planning employees.

Highlights of a review of the personnel and staffing data include the following:

- The ratio of total planning staff per 10,000 property parcels in the service area ranged from a low of 0.5 in Indianapolis to a high of 4.7 in Norfolk. Metro Planning currently uses 2.7 total planning staff per 10,000 property parcels, a figure that decreases to 2.4 if the Cadastre maintenance function staff are excluded (a unique function included in Metro Planning). This is slightly higher than the peer group average of 2.1 staff per 10,000 property parcels, indicating a relatively greater staffing level in Nashville.
- The ratios of support personnel to direct staff varies from a low of 0.07 to 1 in Austin, to a high of 0.60 to 1 in Indianapolis. Nashville's ratio of 0.23 support staff to 1 direct staff member (excluding Casastre maintenance function) is approximately equal to the peer community average of 0.28 support staff for every direct staff member.

## **BUDGET AND REVENUE DATA**

Based on the five responses received, the average budget for Planning was \$2,166,729. The community with the highest budget for this area was Charlotte with \$4,168,816. Indianapolis had the lowest budget of \$962,901. By comparison, the total Metro Planning General Fund budget for FY 2002 was \$3,263,771. Highlights from the analysis of these figures include the following:

- Based on the five responses received, the average fee collected was \$360,790. The community with the highest fees collected was Indianapolis with \$529,288. Norfolk had the lowest fees collected, which totaled \$149,000. Metro Planning reported actual fees received in FY 2001 of \$221,718.
- Percentages of department budgets recovered through fees displayed wide variations between locations. Indianapolis reported that it recovers 55% of its budget through fees. Both Charlotte and Norfolk reported recovering 7% of their respective budgets through fees. Nashville collects approximately 7% of its General Fund budget through fees charged.
- Budgetary figures for each of the survey respondents displayed similar ratios as compared to the population served. In this regard, the following

figures represent the total budgetary amounts per population of the respective cities:

- Indianapolis, IN \$1.12 per person
- Austin, TX \$1.55 per person
- **Nashville, TN \$6.28 per person**
- Charlotte, NC \$7.02 per person
- Norfolk, VA \$8.53 per person
- Louisville, KY \$10.48 per person

**WORK VOLUME**

This area of our survey instrument quantifies the volume of certain activities by the respective departments in their communities. Responses of varying detail were received from four communities – Charlotte, Indianapolis, Louisville, and Norfolk. Highlights of a review of these work volume measures are presented in the following table:

Characteristic	High Response	Low Response	Average	Metro
Number of Text Amendments Processed (Annual)	26 (Charlotte)	1 (Louisville)	12	24
Number of Plan Amendments Processed (Annual)	12 (Norfolk)	1 (Louisville)	5	3
Number of Zoning Applications Processed (Annual)	200 (Indianapolis)	106 (Louisville)	144	127
Number of Final Subdivision Plat Applications Processed (Annual)	591 (Charlotte)	78 (Louisville)	253	342

**WORK PROCESS**

**(A) Average time for plan review**

Responses were received from five communities included in the survey. The time reported on average varied from as little as 15 days to as much as 12 months. Metro Planning does not currently track plan review time.

**(B) Average time for preliminary plat review**

Responses were received from four of the communities included in the survey. The average time varied from as little as 15 days to as much as 60 days. Metro Planning does not currently track preliminary plat review time. Metro Planning's objective is to complete all reviews within a six-week processing cycle.

**(C) Responsibility for GIS administration**

Responses were received from five communities included in the survey. GIS is located in a separate information technology department in Norfolk, Indianapolis and Louisville. GIS is located within the Department of Transportation, Planning and Sustainability in Austin. There is a GIS Coordinator for the Planning Commission in Charlotte. GIS activities in Metro are centered in the Planning Department.

**(D) Use of a Design Review Board in planning process**

Responses were received from five communities included in the survey. Charlotte and Norfolk do not use a design review board in their respective planning processes. Austin uses review boards for historic districts and the central business district. Louisville uses review boards in overlay and historic districts. Metro Planning uses a design review function for development in the central business district, overlay districts and historic districts.

**(E) Co-location of codes administration, zoning, nuisance code enforcement and planning functions.**

Responses were received from five communities included in the survey. All functions are co-located in Austin and Indianapolis. In Charlotte, the nuisance enforcement function is located in a separate Neighborhood Development Department. The Neighborhood Development, Land Management, and Planning Departments for the City are located in separate buildings as much as a half mile away from each other in downtown Charlotte. In Louisville, code

administration and nuisance enforcement is located in a separate Department of Inspections. In Norfolk, nuisance enforcement is located in a separate Department of Neighborhood and Leisure Services. The respective functions are co-located in Nashville at the Howard School Office Complex, although housed in two different buildings.

## **IV. GENERAL ISSUES**



#### IV. GENERAL ISSUES

In the conduct of the study, the MAXIMUS project team noted numerous issues that relate to multiple facets of the Planning Department. These are discussed in the following pages.

1. **DEVELOP CONSENSUS OPINION ON ACCEPTABLE DEVELOPMENT POLICY IN COMMUNITY.**

The Department in particular, and the community in general, would benefit from a policy review of development guidelines for the Metro area. The development community views the Department as an advocate for a development philosophy (New Urbanism / Smart Growth) that lacks decisive and visible executive and/or legislative support, and may be inconsistent with legal requirements. The continuing lack of consensus will lead to the return of ambitious “plans” with little impact on development (disconnect between comprehensive planning and the enforcement ordinances).

##### **Smart Growth / Sustainable Development / New Urbanism**

To understand the current practices of the Planning Department, it’s necessary to first understand the relationships between “smart growth”, “sustainable development”, and “New Urbanism”. These terms are often used interchangeably in the ongoing debate over community development philosophy.

The American Planning Association (APA) defines “smart growth” as “... the planning, design, development and revitalization of cities, towns, suburbs and rural areas in order to create and promote social equity, a sense of place and community, and to preserve natural as well as cultural resources. Smart growth enhances ecological integrity over both the short- and long-

term, and improves quality of life for all by expanding, in a fiscally responsible manner, the range of transportation, employment and housing choices available to a region.”<sup>1</sup>

“‘Sustainable development’ integrates long-term environmental viability; non-exploitative economic development; and equity across populations, space, and time. It also features engagement of affected stakeholders in both planning and implementation. Put most simply, sustainable development is ‘development that meets the needs of the present generation without compromising the ability of future generations to meet their needs’.”<sup>2</sup>

The President’s Council on Sustainable Development was created in June 1993. The Council was directed to “...bring people together to meet the needs of the present without jeopardizing the future”<sup>3</sup>. The Council identified “three legs of the stool” that supports sustainability:

- Environmental Health
- Economic Prosperity
- Social Equality and Well-being

Fundamental to this relationship is the idea that economic prosperity will not occur without protecting natural resources, while distributional fairness requires that the well being of all people be considered.<sup>4</sup> The core of both “sustainable development” and “sustainability” is the consideration of both present and future needs. The difference between the concepts concerns the concept of economic development. “Whereas ‘sustainable development’ suggests that development is inevitable and the question is how (not whether) it will occur, ‘sustainability’

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<sup>1</sup> Planning For Smart Growth: 2002 State of the States, American Planning Association, Chicago, IL, February 2002, pp. 22-23.

<sup>2</sup>“Development Planning”, The Practice of Local Government Planning, International City/County Management Association, Washington, DC, 2000, pp.150-151.

<sup>3</sup> Sustainable America: A New Consensus, President’s Council on Sustainable Development, February 1996, p.2.

<sup>4</sup> Smart Growth for Tennessee Towns and Counties: A Process Guide, Waste Management Research and Education Institute, Energy, Environment and Resources Center, University of Tennessee – Knoxville, February 1999, p.4.

suggests that economic development is a means to an end, not an end in itself, and may not always be the most prudent course. Philosophically, smart growth aligns more closely with sustainable development, but in fact, all three [smart growth, sustainable development, and sustainability] may play out in much the same way.”<sup>5</sup> “Smart growth” and “sustainable development” thus share similar implied rationales for their respective goals and strategies with which to achieve them. For the purposes of this review, we will consider the terms as roughly equivalent and will refer to both when using the term “smart growth”.

“New Urbanism” (or neo-traditional design) is an approach to physical design that may be incorporated into sustainable development plans and reflects renewed interest in community design. New urbanist plans may feature transit-oriented, higher density, mixed-use neighborhoods. New urbanist subdivisions usually include a neo-traditional latticework of walkable streets with houses situated on smaller lots. These developments also give particular attention to the architectural design of the buildings, which may feature elements such as front porches, gable roofs, and fenced yards.

New Urbanism evolved as a response to four basic criticisms of existing practices in community planning<sup>6</sup>:

1. Contemporary cities are built for the convenience of automobiles, rather than for pedestrians.
2. Most suburban areas are built with only one type of housing (such as single-family detached), rather than offering a choice.
3. The design of many suburbs results in sprawl that isolates residents rather than promoting social contact. Suburban areas lack centers (such as schools, shops, parks) where people can meet and interact.

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<sup>5</sup> Smart Growth for Tennessee Towns and Counties: A Process Guide, Waste Management Research and Education Institute, Energy, Environment and Resources Center, University of Tennessee – Knoxville, February 1999, p.4.

<sup>6</sup> “Neighborhood Planning”, Planning the Built Environment, American Planning Association, Chicago, IL, 2000, p. 183.

4. There is a lack of “sense of design” in individual structures in cities, and in the relationships among structures.

The Congress for the New Urbanism has responded to these criticisms through their Charter for the New Urbanism that advocates “...the restructuring of public policy and development practices to support the following principles: neighborhoods should be diverse in use and population; communities should be designed for the pedestrian and transit as well as the car; cities and towns should be shaped by physically defined and universally accessible public spaces and community institutions; urban places should be framed by architecture and landscape design that celebrate local history, climate, ecology, and building practice.”<sup>7</sup> The Congress for the New Urbanism advocates 27 principles to guide public policy, development practice, urban planning and design. These guiding principles are included as **Attachment E** to this report.

### **Comprehensive Planning in Tennessee**

The Tennessee General Assembly joined the “growth management movement” in April 1998 by passing a statute to create a “comprehensive growth policy for the state.” Public Chapter 1101 (PC 1101) mandates the development of growth boundaries and includes penalties for local governments that do not comply. The new planning law merges land-use planning and annexation by requiring Tennessee municipalities and counties to develop 20-year joint growth plans. These plans must identify urban growth boundaries for cities, planed growth areas for unincorporated areas, and rural areas for agricultural use. PC 1101 was enacted with the assistance of the American Planning Association (APA) and incorporates language from APA’s *Growing Smart Legislative Guidebook*.<sup>8</sup>

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<sup>7</sup> Charter of the New Urbanism, Congress for the New Urbanism, Leccese, Michael (Editor), McCormick, Kathleen (Editor).

<sup>8</sup> Planning for Smart Growth: 2002 State of the States, American Planning Association, February 2002, p. 118.

The stated purpose for PC 1101 is "... to establish a comprehensive growth policy for this state that:

1. Eliminates annexation or incorporation out of fear;
2. Establishes incentives to annex or incorporate where appropriate;
3. More closely matches the timing of development and the provision of public services;
4. Stabilizes each county's education funding base and establishes an incentive for each county legislative body to be more interested in education matters; and
5. Minimizes urban sprawl."

PC 1101 specifically exempts any county having a metropolitan form of government (Davidson County and Moore County), stating that metropolitan governments shall receive full benefit of all incentives while escaping sanctions possible under the law relating to the allocation of certain funds for counties and municipalities with or without approved growth plans. PC 1101 also made it relatively easier for other counties and their municipalities to consider adopting a metropolitan form of government. Under previous law, the first step towards consolidation required the county and principal city to call for the creation of a consolidation commission. PC1101 allows the creation of a commission upon petition of ten percent of the county's voters. Seven additional Tennessee counties have taken some steps towards consolidation under PC 1101.

PC 1101 states that the purpose of a growth plan "...is to direct the coordinated, efficient, and orderly development of the local government and its environs that will, based on an analysis of present and future needs, best promote the public health, safety, morals and general welfare. A growth plan may address land-use, transportation, public infrastructure, housing, and economic development. The goals and objectives of a growth plan include the need to:

1. Provide a unified physical design for the development of the local community;
2. Encourage a pattern of compact and contiguous high density development to be guided into urban areas or planned growth areas;
3. Establish an acceptable and consistent level of public services and community facilities and ensure timely provision of those services and facilities;
4. Promote the adequate provision of employment opportunities and the economic health of the region;
5. Conserve features of significant statewide or regional architectural, cultural, historical, or archaeological interest;
6. Protect life and property from the effects of natural hazards, such as flooding, winds, and wildfires;
7. Take into consideration such other matters that may be logically related to or form an integral part of a plan for the coordinated, efficient and orderly development of the local community; and
8. Provide for a variety of housing choices and assure affordable housing for future population growth.”

### **Department Efforts**

The eight goals and objectives of the growth plan required under PC 1101 include both concepts generally accepted among professional planners as well as issues under continuing debate. The latest Metro long-range plan, *Concept 2010* issued in February 1992, includes some of these elements. The Metro Planning Department’s most recent staff analysis of the general plan—the *Concept 2010 Checkup*--presents a reshuffling of the general plan concepts into “community values” that have expanded their scope and impact by including all of the eight PC1101 growth plan elements.

The *Concept 2010 Checkup* presents five “community values as seen through the Concept 2010 Plan”. This internal planning document was presented to the Planning Commission at its September 2003 Retreat. The “community values” and their component

elements detailed in the document are consistent with the Planning Department's re-focused efforts on behalf of neighborhood / community planning. These "community values" include the following:

- Efficient, Attractive, Compatible Land Use Pattern
  - Mixed use urban neighborhoods, including affordable housing
  - Compatible mix and arrangement of uses
  - Central Business District (CBD) as central urban neighborhood with residential component and neighborhood services
  - Infill development and redevelopment of obsolete urban land uses
  - Compact new development with densities to support cost-effective urban services
  - Avoidance of leapfrog and scattered development (maintain urban edges)
  - Pedestrian friendly design
  - Transit supportive nodal development
  - Compact, well-delineated commercial areas instead of strips
- Best Economic Development Choices
  - Up-to-date knowledge of best opportunity industries
  - Appropriate land to site them
  - Area planning for future markets and needs
  - Positive visual image for city including design controls for arterials
- Open Space Conservation
  - Accessible and centrally-located parks
  - Floodplains as greenways connecting major open space
  - Conservation of land structurally or environmentally unsuited for development
- Clean, Functional, Aesthetic Environmental Systems
  - Comprehensive plan for Cumberland River
  - Preservation of natural floodplain
  - Innovative development strategies to protect sensitive terrain
  - Preservation of vegetation
  - Urban structure supportive of alternative modes of transportation, including public transit, pedestrians and cyclists
- Coordinated Development and Infrastructure
  - Growth forecasting
  - Timing growth with the capacity of transportation and other infrastructure
  - Area planning for future markets and needs

- Capital Improvements Budget (CIB) reflecting development forecasts and area plans

Although clearly exempted from the requirements of PC 1101 as a metropolitan form of government, the Metro Planning Department has voluntarily moved in the same direction as is required of other counties in Tennessee under PC 1101. Metro Planning has also proposed moving beyond the PC 1101 requirements in regards to urban design standards and requirements.

### **Implications for Metro**

The Planning Department has refocused its efforts to include enhanced neighborhood and sub-area planning as components of its regular work plan. To this end, the Department has developed a 2004 Results Matter “implementation goal” to “...revise land development policies and regulations to support citizen interest in healthier growth and streamline development approvals for compact, mixed-use, walkable neighborhoods, designed to provide a unifying sense of place, housing and transportation choices, usable public space, and sound environmental stewardship.”<sup>9</sup> The Department is now acting to secure, through individual code amendments, broad public acceptance of the mission of the Department and implementation of community planning.

Leadership of the Planning Department are aware that there is no consensus within Metro on the application of these development concepts. Department management contend that they are placing forth a concept for discussion and adoption, with the objective of providing the community with additional choices concerning the form and content of development. However, interviews with other departments and agencies of Metro and development of external information indicate that others in Metro believe that the Planning Department has adopted the New Urbanism planning philosophy and is attempting to implement the philosophy unilaterally.

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<sup>9</sup> Nashville.gov Website, Metro Planning Department, Mission Statement and Goals, July 2003.



This difference of opinion manifests itself in actions and perceptions that minimize the ability of Metro to have a consistent approach to planning and development. It is important to review the overall structure of Metro's planning and regulation documents to place this discussion into the proper context.

Entitled *Concept 2010*, the City's General Plan was adopted by the Planning Commission in February 1992. As the City's comprehensive plan, this document is "a policy guide to decisions about the physical development of the community. . . . Rather than formatting a plan in one document that might remain static for twenty or even thirty years, this Commission has chose a general plan consisting of a twenty year overview, which is the guiding document, and various functional plans, locational or subarea plans and various implementation tools that would be reviewed on a more frequent basis." (Concept 2010, pp i-ii). By reference, the Concept 2010 Plan as originally adopted incorporates the plans for Subareas 6, 9, 12, 13, and 14 and the Master Street Plan Map; other subarea plans have been incorporated by reference as they have been completed.

During interviews, staff of the Planning Department described the Concept 2010 plan as a series of "enduring concepts" that should not require change in the short term. They classified the subarea plans as strategic, and the implementation tools, i.e. the subdivision regulations, zoning ordinances, capital improvement budget, and mandatory referrals, as tactical elements.

Appendix B of the Concept Plan lays out the general structure and timing for review.

This is as follows:

- Overview: 20-year plan consisting of themes, goals, and objectives
- Functional Plans to be reviewed every five years, including concepts (land use policy, economic development, and housing), Systems (transportation, parks, utilities), and informational (including forecasts and environmental)

- 14 Subarea Plans and implementation tools (zoning ordinance, subdivision regulations, capital improvements budget, and mandatory referrals), to be reviewed up to every one to six years.

The role of the subarea plans is important to the overall understanding of Concept 2010. As described by the plan, “Davidson County has been divided into fourteen subareas. Each is being studied with the help of a citizen advisory committee from that subarea. Through about six months of study for each subarea, a detailed plan for future land use, utility extension, and road improvements is developed. These plans, which must be consistent with the General Plan overview and the functional plans, will form a mosaic covering the entire county, and will become the land use policy map, a part of the General Plan.” (*Concept 2010*, page 98).

Much of the discussion that has occurred in the course of this study has related to the role of the Planning Department in fostering debate over planning and development review. The Planning Department staff believe that the Department is proposing a planning and development strategy that is consistent with the Concept 2010 Plan and that provides a range of options including the concepts of “New Urbanism” as discussed earlier in this report. Our interviews and focus group sessions with neighborhood representatives indicates that those representatives are in general agreement with the Planning Department and are very supportive of the Department’s activities. However, representatives of other Metro Departments and the development community have a different perception. They contend that the Planning Department’s developmental preference is inconsistent with the Concept 2010 plan and implementing ordinances. Our direct review of *Concept 2010* in the context of this discussion concludes that there is merit to both sides. This is because the Plan itself is so general that it provides little substantive guidance.

The Plan's treatment of neighborhood streets is a typical example. The following is a complete list of excerpts from the Concept 2010 Plan that can generally be understood as relating to neighborhood streets:

- Introduction Chapter: “A subarea plan will rely on the transportation functional plan for information about changes in the area's roads....Suppose the transportation functional plan indicates that a certain road should be widened, as a refinement of the overview policy of reducing traffic congestion. That subarea plan will incorporate the policy of widening the street.”
- Residential Environment Chapter:
  - “Among the challenges ahead will be ...creating a transportation system which is sensitive to the demands of a growing population and the need to enhance environmental quality.”
  - “Neighborhoods refers not only to dwelling units, but to the synergy of residential uses with other neighborhood components such as local commercial sales and service outlets, recreational facilities, school, roads, and public utilities, which together comprise a cohesive living area. To maintain a stable living environment, neighborhoods may need protection from disruptive or blighting influences such as heavy traffic, obsolete public facilities, high crime rates, and land use conflicts.”
  - “Create and preserve stable neighborhoods through the identification and abatement of blighting influences.” (This is an goal/objective statement)
  - “Traditionally, traffic problems have been dealt with solely through the expansion of infrastructure. For example, if a major road becomes so heavily used that traffic jams were daily occurrences, the traditional approach would have been to widen the road to accommodate extra lanes. More recently, public policy has been to include ‘demand management’ strategies which emphasize changing people's travel behavior as a way of more efficiently utilizing existing capacity. Changes in travel behavior include coordinating growth with the capacity of the transportation system, increasing mass transit ridership, staggering work hours to reduce peak hour demand, and encouraging ride sharing.”
  - “Demand management strategies are desirable approaches to managing traffic problems in terms of protecting environmental quality, as they tend to reduce reliance on automobile travel and require less new construction. As such, related strategies should be included in the Major Street Plan and other transportation policies.”

- “Provide for safe and convenient roadway travel....Promote the use of transportation demand management strategies, including staggered work hours, ridesharing, greater provision of flexible paratransit services, and balanced growth management.” (This is a goal/objective statement).
- “Reduce traffic congestion associated with commuting to the workplace.” (This is a goal/objective statement).
- Urban Structure Chapter: “Promote a more efficient urban structure through the use of the activity center concept.....Develop Principles of Land Use Policy Application to guide activity center development and ensure that the following elements are addressed: compact, internally focused and easily delineated form, adequate access to minimize traffic congestion.” (This is a goal/objective statement).

Given the lack of any substantive direction within these statements, it is necessary to look at other planning elements to determine if Metro has any clearly defined goals relating to residential street systems. The master street planning document relates principally to thoroughfare management and adds little to the discussion of neighborhood streets. The subdivision and zoning regulations of Metro provide essentially industry-standard street requirements. Additionally, the subdivision regulations generally adopt the AASHTO engineering standards.

This leaves the subarea plans as the most definitive documents relating to Metro’s policies regarding neighborhood street development, insofar as the Planning Commission is authorized to establish such policies. And it is here that differing opinions develop.

The adopting resolution for *Concept 2010* establishes that the subarea plans are incorporated by reference as part of the comprehensive planning document. To that extent, those plans provide definition to the generalities of the comprehensive plan. The resolution requires that the subarea plans must be consistent with the Concept Plan and the Planning Department posits that this is the case. However, given the generality of the Concept Plan—again focusing on neighborhood streets as an example—it is easy to define most anything as being consistent.

While this sample has discussed neighborhood streets, it could apply to a variety of other planning and development considerations.

- In our interviews with other Metro departments and the focus groups, as well as the survey responses of the development community, various other parties involved in community development contend that their respective involvement in the subarea planning activity is insufficient to assure proper consideration of their areas of responsibility and/or public interest. Departmental interviews indicate concern that the departments are not involved in the subarea planning early enough to provide proper input and that their review typically occurs only after the plan has been prepared and submitted to the neighborhoods. Similarly, the development community expressed concerns in the survey responses and focus groups that the Planning Department applies the broadly defined standards. In summary: Neighborhood support for the initiatives of the Planning Department is strong, based on perceived responsiveness by the Department to local issues and concerns.
- As noted in the preceding chapter, there is a perception that planning review takes too long; interviews indicate a perception that the problem stems from the Department staff seeking to secure development agreements that implement “New Urbanism” standards.
- Complaints from the development community directly point to a belief that the Department is seeking to apply development standards that are not included in current ordinances and regulations.
- Departments are concerned that the Planning Department is developing and fostering a series of neighborhood plans that do not provide for appropriate departmental input in the early development stages and which are inconsistent with the respective departmental planning. For example, the Public Works Department recently expressed concern over particular statements contained in the Subarea 13 Plan that appear to require actions contradictory to existing Metro policy and codes.
- Because of these differences, developers and other Metro departments have expressed in their interviews declining support for the Planning Department and a growing trend to seek other political venues for resolving their concerns.

**Recommendation: Metro should adopt a formal policy stating its development philosophy. This statement of philosophy should be drafted by the Planning Department, endorsed by the Mayor, and adopted by resolution of Council. This statement of philosophy should be drafted with appropriate Metro department and community input. The most appropriate vehicle would be a rewrite of the General Plan, which would cost an estimated \$175,000 to \$250,000 (planning costs only), based on the approach taken and the use of external planning consultants.**

There are several vehicles by which such a policy statement can be developed. The most appropriate vehicle would be a rewrite of Metro's General Plan. Other jurisdictions typically refer to their general plan as the "comprehensive" plan. Metro government prefers the use of the term "general plan". This report uses the two terms interchangeably. The current Plan needs to be rewritten since it is approximately ten years old, and best management practices indicate that ten years is the effective useful life of a comprehensive / general plan. Although comprehensive / general plans are more typically land use master plans, they serve as an important vehicle for the establishment of planning philosophy and direction and serve as the guide for implementing ordinances. While Tennessee law provides that the Planning Commission is responsible for the adoption of the comprehensive / general plan, such an important statement of public policy should be subject to the review and concurrence of the elected officials.

MAXIMUS' principal recommendation, therefore, is that Metro undertake the effort to develop a new comprehensive / general plan, using a community based planning effort that provides a vehicle for all community interests, as well as other departments of Metro, to participate in the planning effort. The first task of the effort should be the development of a statement of development philosophy adopted by the elected leadership of Metro. The remainder of the task would then follow the lead of that policy statement. Depending on Metro's use of external planning consultants to assist in the project, the cost for such a planning effort could range between \$175,000 and \$250,000 for planning facilitation and support services and would require approximately a twelve to eighteen months to complete.

This type of work requires significant effort and a comprehensive approach. There would be three main elements of work:

1. **Develop a new General Plan.** This requires a holistic approach that incorporates both professional and community input to create an actionable community vision. Important considerations in this phase of work:
  - The policy leadership of Metro needs to be involved in all aspects of the comprehensive planning process. This should include participation in the design of the planning process, receiving and reviewing regular project updates, and ultimately endorsing the plan by resolution or other appropriate memorialization as provided by state law and the Metro Charter.
  - Draft plans that tell a clear and compelling story that people will want to read and follow. The Plan should bring together facts, values, recommendations, and implementation in an attractive and readable format.
  - Strengthen plan credibility by describing assumptions, information sources, and methods of reasoning. The Department should identify priorities to demonstrate commitment to goals and policies, and use graphics and maps to show links between goals and impacts.
  - Move the plan content beyond visioning to include specific implementation strategies so that participants understand that their goals will be achieved in practice. The Department should break down goals into measurable objectives to be achieved through adopted policies. The level of detail should be sufficient to provide clear guidance in the development of subarea plans and design of implementation tools, but should not be the subarea planning or implementation tools themselves.
  - Establish appropriate standards of service as guides to development and land use planning. For example, it would be appropriate to establish road volume standards as guides for transportation planning. Similarly, standards for parks and recreation facilities would assist in guiding community recreation needs.
  - Include procedures for monitoring and evaluating progress in both policy implementation and results. The Department should assign responsibility for policy implementation and provide benchmarks for monitoring and adjusting implementation over time.
  - It is important all parties involved in the planning process agree on the scope, content, and meaning of the general plan. Therefore, Metro needs to make certain that the process includes both

neighborhoods, development interests, Metro departments, and other external parties that have an interest in Metro's planning strategies.

2. Assess "gaps" between the new statement of community vision (General Plan) and the community's ability to act / respond to reach this vision. These gaps may involve: temporal considerations (inadequate or inappropriate development review time frame requirements); organizational considerations (necessary or advisable reallocation of responsibility and work effort); situational considerations (community input and incorporation) and, legal considerations (conflicting enforcement ordinances).
3. Develop and implement action plan to address identified gaps. This plan should include assignment of responsibility, appropriate participation, schedules for implementation, and reporting of results.
4. So long as the subarea plans continue to be the principal means of translating the general plan into actionable items, it is important that the subarea planning process be as inclusive as possible. For that reason, we recommend that the Planning Department amend the process to address the following:
  - The subarea planning process should be modified to create an interdepartmental planning committee for each subarea plan project. The interdepartmental committee should include representatives of each affected Metro department who will be involved from the initiation of the project to the conclusion in all aspects of the effort.
  - To the extent that the subarea plans are used by the Planning Department as standards for the Concept Plan, each subarea plan has Metro-wide implications. The community involvement aspects of the planning process should be expanded to include both neighborhood representation and Metro-wide interests.

2. **MAKE ENFORCEMENT ORDINANCES AND THE GENERAL PLAN MUTUALLY CONSISTENT.**

The Planning Department staff have expressed concern that the General Plan, Sub-Area Plans and Neighborhood Plans are not always consistent with the enforcement ordinances, including zoning, subdivision, planned unit development (PUD), urban overlay district (UOD) or with other Metro ordinances and accepted design standards (road / highway design). The Department is aware of this problem and has sought to address it through several venues



including amendments proposed to the Metro Council. The original package of suggested amendments was approved by the Planning Commission and introduced to the Metro Council as BL 2000-560. The Council expressed reservations about the package and the matter was withdrawn several months later. The Department understands that a plan written in opposition to existing ordinances will fail unless the plan incorporates formal efforts to affect changes to these ordinances.

Most local jurisdictions have adopted subdivision regulations and zoning ordinances that establish “building envelopes” within which landowners may develop their property. These ordinances typically establish minimum lot sizes; minimum front, rear and side yard requirements; maximum heights; and put limits on the intensities of use of the properties. There are typically no design restrictions within these prescribed limits.<sup>10</sup>

Regardless of the progress towards development of consensus on growth policy, the Department should aggressively pursue required amendments to the enforcement ordinances (zoning, subdivision, PUD, UOD, etc.) to make them consistent with the approved or amended objectives of the General Plan. This effort should extend to the ordinances developed by other Metro agencies relating to growth and development. Should the enforcement ordinance amendments required by the General Plan not pass, the Department must accept this action as a statement of a revised development philosophy by the Council and make appropriate changes to the General Plan. The effort should incorporate the Department’s current approach to facilitating “smart-growth” project, the development of “hybrid” overlay districts that provide development philosophy for a specific area.

**Recommendation: The Department should continue to work with all interested parties to identify any specific areas of inconsistency between the current comprehensive planning**

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<sup>10</sup> “Neighborhood Planning”, Planning the Built Environment, American Planning Association, Chicago, IL, 2000, pp. 184-185.

**and enforcement ordinances. The Department should develop action plans to reconcile each of these differences and incorporate this collective experience in the recommended re-development of the general plan as a strategic planning tool.**

The Department should solicit information from other Metro agencies regarding enforcement ordinances and/or design standards in use that may be inconsistent with the general, sub-area or neighborhood plans. The Department should work with these Metro agencies to ensure that all enforcement provisions provide consistent direction and requirements to the citizens of Nashville – Davidson County regarding land development and use.

**3. TREAT THE PRECEDING RECOMMENDATIONS AS INTERRELATED COMPONENTS TO A TOTAL COMMUNITY PLANNING SYSTEM.**

The preceding recommendations together comprise a holistic and interrelated system for developing community consensus on needs and growth, creating a comprehensive planning tool that provides strategic direction to meet these community needs, and crafting tactical plans expressed through community development enforcement ordinances.

The planning philosophy revision is, by necessity, sequential – consensus must precede strategy that, in turn, must precede tactics. However, the elements are inherently interrelated and comprise three legs to support the same stool. Changes that are made to any one of the three elements (consensus / strategy / tactics) that conflicts with the other two elements will require consequent revisions to bring all three elements back into balance.

**Recommendation: Metro should require that the General Plan development include mechanisms that acknowledge the interrelationships between consensus, strategy, and tactics and provide regular and dynamic feedback loops to make necessary revisions resulting from change. The Plan development should include procedures and assignments to anticipate, acknowledge, advise and adjust the planning system.**

**4. IMPROVE DEPARTMENT MANAGEMENT POLICIES AND PRACTICES.**

Consistent with feedback from clients and other Metro departments, there appears to be both general satisfaction with individual Planning Department employees and general dissatisfaction with Planning Department practices. The Department is currently lacking in effective management policies and practices that promote better understanding of, and ability to change, Department management practices at the employee and program levels. Immediate areas of concern include the following:

- Program Management
- Effort Reporting
- Performance Benchmarking
- Continuous Process Review

**A. Invest in Program and Project Management**

There has been an almost absolute absence of program / project management and effort reporting in the Planning Department in recent years. Interviews with Planning Department staff indicate that they do not know what is expected of them. There were no mechanisms to establish individual / group goals or to measure relative success at goal achievement. The lack of meaningful performance measures in support of project management objectives made it very difficult for the Department to recognize changing conditions and shift resources to meet changing needs.

Program / project management should occur on multiple, inter-related levels of the organization. Individual employees should be trained in project management skills to effectively forecast and allocate their time and skills to defined tasks that support larger program, group and department objectives. Mid-level department managers should be trained to communicate,

develop and implement the individual employee management plans in support of department objectives with defined means of assessing individual and group performance. Senior department management have already received training through the Results Matter initiative in the comprehensive development of a strategic plan and implementation strategies. Department management have worked to incorporate the program / project management plans and feedback tools at the individual, program / project, group and department levels. The current form of the Department's detailed work plan does include identification of goals and objectives, as well as the data to use to evaluate success. The work plan elements also include a gross breakdown of staff time among major work plan objectives. This current work plan represents a significant improvement over previous efforts. However, the work plan must also include additional elements that provide the capability of assessing individual and group performance throughout the work plan period.

**Recommendation: The Planning Department should continue its development of a detailed annual work plan that allocates available resources to meet expected demands. This work plan should be communicated to staff with clear linkages to performance appraisal. In addition, the Planning Department should continue its current practice of assigning a "lead" analyst to each project / application / issue until a decision is reached on the application of a "Case Planner" concept as discussed in a following recommendation..**

This facilitates effective communication with the applicant regarding their submission. This effort should be supported through project management training. The Planning Department should identify and implement project management training and appraisal as a component to a larger professional development program. The professional Planning Department staff are an impressive collection of individuals who need and are looking for project direction, management tools and feedback. If left to their own talents, the staff will develop their own tools that may not match the ultimate objectives of department management.

**B. Effort Reporting System**

The Planning Department does not measure in a continuing and meaningful way its activities, let alone the efficiency or effectiveness of its actions. Department management has little or no information on which to base resource allocation decisions.

In any professional services organization, the ultimate product is the service provided by the professionals and support staff. Lacking any project management systems, Planning Department management are left to the “good will” of the staff to get the job done on time and in an effective manner. This is an unacceptable imposition on the employees.

In tandem with effective project management systems, the Planning Department should institute an effort-reporting system to provide management and staff with relative project tracking information and provide data to further improve processing systems.

**Recommendation: The Planning Department should institute effort-reporting system(s) to provide management and staff with relative project tracking information and provide data to further improve processing systems. The systems should collect data sufficient to assess work effort related to individuals, particular projects, and functional areas of work. The information should be structured to complement project planning and management systems.**

**C. Benchmark Performance**

Planning Department staff believe that they are providing good services, but are hard pressed to show what they are doing and how well they are doing it. Every request for information requires an independent investigation and development of data to respond to the query. This is an inefficient use of time and staff resources to meet the continuing need for performance metrics.

Through the Results Matter process, Planning Department staff are forcing themselves to meet the difficult challenge of identifying what they do, how they do it, which is responsible, and who benefits. This effort must move beyond the development of goals and objectives to include

development of measures of relative performance in meeting objectives. These metrics should include activity measures, measures of efficiency and measures of effectiveness. The first step is to identify measures to benchmark Planning Department performance against past results and current objectives. The effort should expand later to include carefully developed and conditioned comparisons with other public and private sector entities involved in the development process.

**Recommendation: The Planning Department should institute practices to identify, record and report on key benchmark performance indicators related to community planning and application processing.**

The community planning area has not generally embraced nor applied performance measurement. Practitioners contend that professional performance may be impacted by a host of subjective and/or political considerations as important choices are made concerning community development. The application of the performance measures listed below would represent a “best practice” in the planning field. Potential measures should include the following:

1. Develop and track indicators to measure the quality of various planning activities:
  - Maximize % of planning staff decisions upheld by on appeal by various boards and hearing officers.
  - Minimize % of staff recommendations requiring alteration or failed to meet approval by the planning commission.
  - Maximize % of cases passed by commission as consent items.
2. Develop and track processing speed as one aspect of performance quality:
  - Maximize % of cases by type reviewed within set time periods.
  - Track and report actual average hours to process zoning, planned unit development and subdivision requests.
3. Develop, track and promote policies to maximize the percentage of expenditures recouped through permit fees and other revenues.

**D. Continuous Process Review**

The Planning Department has no internal means to assess its performance and the outcomes associated with its efforts on a continuing basis. Staff have no idea whether the requirements imposed on a development were implemented and, more importantly, whether the requirements derived the anticipated result. Lacking even a subjective review of their efforts, the staff continue with “business as usual” until someone yells loud enough or some unintended result occurs. Unintended results can often lead to an organizational over-reaction and a deteriorating cycle of crisis management can result. Every quasi-regulatory body with influence over the development of the community deserves and can benefit from some level of institutional introspection.

**Recommendation: The Planning Department should institute policies and procedures to review a sample of planning / application cases in order to determine both the efficiency and effectiveness of the Department’s planning and regulatory processes.**

Efficiency and effectiveness should be measured in terms of the relative success of a project or activity in meeting the organization’s operational plans and ultimately, the strategic objectives. This sampling and review procedure should continue throughout the year and across multiple years to assess results and identify possible changes in the Department’s approach. The “Case Planner” position proposed in a following recommendation would have primary responsibility for working with other Department staff to identify appropriate and valuable measures of effectiveness. This position would also have primary responsibility for maintenance of the reporting system and analysis of results.

**V. PLANNING DIVISION**



## V. PLANNING DIVISION

The Planning Division serves as the professional staff for the Metropolitan Planning Commission. This Division has primary responsibility for the following activities:

- Process and review applications for zone changes, planned unit development (PUD's), mandatory referrals and subdivisions for consistency with adopted planning policies and conformance with regulations.
- Provide technical support to the Metropolitan Council on zoning, planned unit development, and mandatory referral matters.
- Assist in the creation, maintenance and implementation of community plans.
- Provide long-range planning and coordination of roadway and transit projects for the five-county Metropolitan Planning Organization (MPO).
- Provide special transportation studies as approved in the Unified Work Program.

The following issues present impediments to optimum customer service in the Planning Division of the Department.

### 1. **PROMOTE PRE-APPLICATION MEETINGS.**

The Department should consider increasing its emphasis on pre-application meetings as a tool to guide development submissions and ultimately reach consensus among process participants. Although current Department practice is to hold pre-application meetings on request, there is no commitment to the concept or promotion of the meetings by Metro Planning.

The Department should offer pre-application conferences at which developers can meet with Metro department staff to discuss regulatory concerns. Staff should review the process, fees, and provide feedback on proposed plans. This approach can reduce uncertainty for developers and increase the likelihood that development plans will meet regulatory requirement.

**Recommendation: The Planning Department should develop a program encouraging pre-application meetings with developers. The Department should establish a mechanism for applicants to obtain early input on projects from key administrative representatives. Concurrently, Metro Planning should discontinue the practice of accepting incomplete applications.**

These procedures may include:

- Meetings between the applicant and staff at the conceptual design stage, before a formal application is submitted.
- Review of plans and constructive feedback by staff before application is submitted.
- Meetings before formal public hearing is held to include neighborhood groups, nearby residents, property owners and the applicant.
- Study session with the Planning Commission before the first public hearing to hear informal and non-binding comments from commissioners.

In recognition of the long-term benefits derived from early vetting of issues and ideas, there should be some financial inducement for applicants to participate such as a rebate of a portion of the required fees at the conclusion of the development review process. The Department should develop performance objectives and associated measures to measure program participation and success in meeting objectives.

Metro Planning staff occasionally accept partial or incomplete applications for review. They do so as a measure of customer service and cooperation. However, this practice often has two undesirable effects. The first is that applicants continue to submit insufficient applications; in fact, many jurisdictions that have allowed this practice find that the deficiencies tend to expand. The second impact is that additional staff time is spent correctly deficient applications rather than reviewing complete ones. The net effect is that overall staff time for application review expands and review times are longer than would otherwise be the case. Therefore, we recommend that Metro Planning discontinue accepting incomplete or inaccurate applications.

The experience of most jurisdictions which have implemented, and sustained, this policy is that the number of deficient applications drop noticeably and that application reviews proceed in a more timely fashion.

2. **REVISE THE MECHANISM TO EVALUATE PERFORMANCE OF THE POSITION OF METROPOLITAN PLANNING ORGANIZATION (MPO) DIRECTOR.**

The Metropolitan Planning Commission, under contract with the Tennessee Department of Transportation, fulfills the transportation planning roles and responsibilities of the metropolitan planning organization (MPO) for a five-county region including Nashville-Davidson County. The Director and professional staff of the MPO are hired under contract (as are all professional staff members in the Planning Department) and operate as a distinct unit within the Planning Division.

The members of the MPO include all eligible local governments, the state DOT and, typically, other transportation-related agencies such as transit authorities and airports. Through the MPO, those members receive and program federal funds for various transportation projects and programs.

The Nashville Area MPO functions under a committee structure comprised of an Executive Board and Technical Coordinating Committee (TCC). The Executive Board consists of elected officials representing Davidson, Rutherford, Sumner, Wilson and Williamson counties, as well as cities in those counties with a population of over 5,000. Additional board members include the Governor and an elected official from the Greater Nashville Regional Council. The Board provides policy direction and a forum for transportation and air quality decisions. The Board meets as needed to approve major planning reports and documents.

The TCC consists of professional planners and engineers from local governments and other transportation related agencies. The basic responsibilities of the TCC include directing staff in the development of plans and documents such as the Long-Range Transportation Plan. They provide recommendations to the Executive Board.

The MPO technical staff is housed in the Metropolitan Planning Department of Nashville-Davidson County. The staff provides professional transportation planning services and ongoing administration of projects.

When an MPO was first established in the Nashville area in the 1960s, it consisted only of Nashville-Davidson County. The agency operated for many years under the name of "Nashville Urban Transportation Study." Over the years the membership and scope of the MPO expanded in response to demographic changes and federal requirements. On December 16, 1992, the governing Board of the Nashville Area MPO voted to expand its membership to cover Davidson, Rutherford, Sumner, Wilson, and Williamson counties, the area that was designated at the time by the Environmental Protection Agency as non-attainment for air quality standards. The MPO functioned as a five-county organization until 2002, when the Nashville urbanized area was expanded to include several additional cities based on the 2000 Census. The Nashville Area MPO now includes portions of two additional counties: the part of Maury County that lies within the City of Spring Hill, and the part of Robertson County within the City of Springfield.

In response to the changing composition of the MPO, government members outside of Nashville-Davidson County have placed additional demands on the organization. At the same time, the Planning Department has made additional demands on the MPO professional staff for transportation planning services directly in response to growth in the Metro area. Metro has responded to this additional need for transportation planning services by creating a new Transportation Planner position that works with the MPO but is dedicated to Metro needs.

The MPO Director is ultimately responsible to the MPO members. However, the MPO Director reports directly to the Assistant Director of the Planning Division and the Executive Director of the Planning Department. The annual performance appraisal of the MPO Director is completed by the Assistant Director of the Planning Division and approved by the Executive Director. The competing demands for service and existing performance appraisal system create a conflict of interest for the Director of the MPO and diminish the Director's credibility and objectivity among other MPO members.

Creation of a stand-alone MPO would require duplicated administrative support and operating costs. This extreme response is not cost effective and is counter to the practice of locating the MPO in the respective planning departments in other Tennessee cities.

**Recommendation: The MPO is operated by the Planning Department under contract with the Tennessee Department of Transportation. The Planning Department has ultimate responsibility to fulfill the requirements of that contract and should exercise some level of control / influence to ensure that contract requirements are met. However, the performance appraisal of the MPO Director should be changed to include participation of the other MPO members in addition to continued participation of Nashville-Davidson County through the Executive Director of the Planning Department. This will reassure MPO members that they have influence over professional staff in the development of the annual technical program.**

**VI. OPERATIONS DIVISION**

## VI. OPERATIONS DIVISION

The Operations Division is responsible for a variety of support functions. In the course of completing its annual work program, this Division:

- Prepares, administers and monitors the departmental operating budget.
- Administers departmental and Civil Service rules and policies.
- Coordinates departmental purchasing and training.
- Provides administrative support functions to the department.
- Prepares the recommended Capital Improvements Budget (CIB) for the Metropolitan Government.
- Performs statistical analysis and research that is the basis for land use and other governmental decisions.
- Maintains the property maps for the Metropolitan Government and the Geographic Information System (GIS).

The following issues present impediments to optimum customer service in the Operations Division of the Department.

### 1. **REDUCE BACKLOG IN PROPERTY RECORD UPDATE.**

The Planning Department was delegated responsibility for the development and maintenance of the “Cadastre”, or the property record system, by a 1963 court order. The International Federation of Surveyors (FIG) defines the “cadastre” as follows:

"A cadastre is normally a parcel based and up-to-date land information system containing a record of interests in land (ie rights, restrictions and responsibilities). It usually includes a geometric description of land parcels linked to other records describing the nature of the interests, and ownership or control of those interests, and often the value of the parcel and its improvements. It may be established for fiscal purposes (eg valuation and equitable taxation), legal purposes (conveyancing), to assist in the management of land and land use (eg for planning and other administrative purposes), and enables sustainable development and environmental protection."

Nashville-Davidson County is the only county in the Tennessee with this function resident in the Planning Department. County Assessors fulfill this responsibility in other Tennessee counties.

The Planning Department states that they are currently running approximately 39 calendar days (approximately 25 business days) behind the recording date before updates are made to a property record. Two staff members are handling between 70 – 115 simple “Same – As Is” deed change forms per day, a comparable level of productivity from our experience assessing property record transactions in other jurisdictions across the country. The Department admits lagging as much as one year behind in update of zoning change information to the Land Information System (LIS) during certain periods of the year. The Trustee’s Office reports typical delays of three months for land record updates.

**Recommendation: The Planning Department should institute procedures to ensure that timely updates to the new Land Information System (LIS) are made and that this information is available to all Metro departments. The Planning Department should consider the use of temporary help to reduce the continuing backlog in update of property records from 39 calendar days (approximately 25 business days) to 5 business days and to improve processing performance in the update of zoning changes. Assuming a daily “temp” rate of \$65, the one-time fiscal impact of this recommendation could range from \$3,250 (two temps for 25 business days) to \$8,450 (two temps for 65 business days).**

2. **CLARIFY THE ROLE OF THE PLANNING DEPARTMENT IN THE DEVELOPMENT OF ANNUAL CAPITAL IMPROVEMENT BUDGET (CIB).**

The Charter specifies that the Planning Commission will prepare an annual capital improvement budget (CIB) on behalf of the Finance Department for review and approval by the Mayor and for presentation and approval by the Metro Council during the annual budget process. This process resulted in a “wish list” of capital projects but did not result in a capital funding/spending plan.

The CIB process has undergone a series of changes during the last three years. In preparation for the current year’s CIB development, the Office of Management and Budget



(OMB) recently implemented an intranet site to facilitate the collection of information for operating budget development. The system includes the functionality to collect the capital budget requests from Metro departments as well. During the current CIB development cycle, this automated function was used for collection and presentation. The Planning Department continued to fulfill the statutory requirement to produce the CIB using the data compiled from the system. OMB anticipates the same process will occur in the following CIB development cycle.

This change provides an opportunity to reconsider the role of the Planning Department in the CIB process and possible re-assignment of staff effort to other matters.

**Recommendation: Metro should pursue one of two possible alternatives regarding annual CIB development.**

**Alternative 1: Maintain Charter provision stipulating Planning involvement in CIB development and clearly define relative roles given implementation of new technologies.**

The Planning Department should continue to support the Planning Commission to meet its Charter requirements relating to capital improvement budget development. However, the level of Department involvement should be limited to those actions providing real value to the capital budget decision process.

The Planning Department should limit its role to providing an objective assessment of the projects as developed by the request originators. The CIB intranet collection instrument should provide the capability for the Planning Department to add appropriate narrative detail prior to consideration by the Finance Department, the Mayor and the Council.

**Alternative 2: Revise Charter to eliminate Planning involvement in CIB development and review.**

Many governments recognize the difficult decisions incumbent on capital program development and have centralized these responsibilities / actions with a central Finance function

and the Chief Executive. Metro should revise its Charter to eliminate the required involvement of the Planning Department in a decision process that is beyond their practical scope of influence and action. The CIB development and review process should be centralized in the Metro Finance function in support of executive decision-making.

## **VII. PLANNING SERVICE COST ASSESSMENT**

**VII. PLANNING SERVICE COST ASSESSMENT**

The objective of this portion of the performance audit was to compare the revenues received from fees for services with the full costs of services provided and assess whether the revenues received were covering the full costs of services provided and whether the current fee structure is adequate and equitable. The detailed Planning Service Cost Assessment is presented in **Attachment F** to this report.

**COST / REVENUE SUMMARY**

As shown in the following table, the full cost of fee related services to be provided by the Planning Commission in Fiscal Year 2002-2003 is estimated to be \$871,781. The revenue for the Planning Commission in Fiscal Year 2002-2003 is estimated to be \$259,407. This would leave the general fund subsidizing fee related current planning services by \$612,374. The resulting revenue recovery rate of the estimated full cost of services is approximately 30%. The following table provides table provides the amounts of additional revenue that could be recovered at varying recovery rates.

<b>Allocation of Planning Division Costs</b>			
<b>(Costs In Dollars)</b>			
	<b>Total</b>	<b>Planning Division</b>	<b>Planning Division</b>
	<b>Planning Division</b>	<b>Fee Related</b>	<b>Non-Fee Related</b>
Number of Budgeted Positions (Excluding Assistant Director)	31.0	11.3	19.7
Percent of Budgeted Positions (Excluding Assistant Director)	100.00%	36.45%	63.55%
	<b>Total</b>	<b>Planning Division</b>	<b>Planning Division</b>
	<b>Planning Division</b>	<b>Fee Related</b>	<b>Non-Fee Related</b>
	<b>Costs</b>	<b>Costs</b>	<b>Costs</b>
Planning Division Salaries (Excluding Assistant Director)	1,026,727	456,837	569,890
Planning Division Fringe Benefits (Excluding Assistant Director)	256,162	113,978	142,184
Planning Division Supervisory & Admin	114,804	41,846	72,958
Departmental Supervisory & Admin Allocated to Planning Division	118,174	43,074	75,100
Departmental Supply & Service Allocated to Planning Division	364,004	132,679	231,325
City/County Indirect Allocated to Planning Division	228,715	83,367	145,348
<b>Total</b>	<b>2,108,586</b>	<b>871,781</b>	<b>1,236,805</b>

Additional Revenues at Varying Full Cost Recovery Rates								
(In Dollars)								
	At Current	At 40% of	At 50% of	At 60% of	At 70% of	At 80% of	At 90% of	At 100% of
	Recovery	Full Cost	Full Cost	Full Cost	Full Cost	Full Cost	Full Cost	Full Cost
	Rate of 30%	Recovery	Recovery	Recovery	Recovery	Recovery	Recovery	Recovery
Full Cost	871,781	871,781	871,781	871,781	871,781	871,781	871,781	871,781
Revenue	259,407	348,712	435,891	523,069	610,247	697,425	784,603	871,781
Subsidy	(612,374)	(523,069)	(435,890)	(348,712)	(261,534)	(174,356)	(87,178)	-
Additional Revenue	-	89,305	176,484	263,662	350,840	438,018	525,196	612,374

**FEE STRUCTURE CONSIDERATIONS**

In considering the fee structure for the Planning Commission, it should be understood that the scope of this study was limited to an overall assessment of revenues and costs for fee related services rather than determining the full costs of specific services provided and recommending fees for each service as would be the case with a detailed user fee study. There are several observations, however, that merit serious consideration regarding the potential for recovering additional revenue. These observations are based on findings from interviews conducted during this study, a review of a February 2000 Metropolitan Planning Department study, and a telephonic survey conducted during this study of other metropolitan planning departments in Tennessee and neighboring states regarding fees for GIS services.

**GENERAL OBSERVATIONS**

While few governmental entities achieve full cost recovery for land development fees, the recovery of 30% of cost currently being achieved by the Metropolitan Planning Commission is low. These fees have not been raised in over 13 years (since 1989) and the Consumer Price Index cost of living increase of over 50% since that time for urban consumers in the southern United States for cities the size of Nashville alone would justify a significant fee increase. In

addition, there are service areas for which fees currently are not being charged and could be charged. This includes services for reviewing preliminary submissions of urban design overlays and for critical lot plan reviews, mostly for single-family residences.

### **METROPOLITAN PLANNING DEPARTMENT SURVEY**

During 1999 and 2000, the Metropolitan Planning Department, with assistance of *The Municipal Technical Advisory Service*, conducted a survey of 21 jurisdictions to compare the land development fees charged in Nashville/Davidson County with fees being charged in those jurisdictions. The survey found that 18 of the 21 jurisdictions had increased land development fees within the preceding 10 years and 13 had increased those fees in the five years between 1994 and 1999. The study report noted that:

- The overall processing of applications became more time intensive and costly during the 1990's.
- Since the development of the current fee structure, several additional types of project review have been initiated to include reviewing plan amendments and design overlays, and more closely monitoring developments on critical lots.

The study report recommended:

- Raising current fees to be more in line with similar Southeastern communities.
- Initiating new fees for service areas for which no fees are being charged.
- Replacing the complex acreage-based fee structure with a fee structure based on flat or per-lot fees.
- Streamlining the development review fees to reduce the required staff hours involved in determining the required fees and to reduce the margin of error in the fee determination process.

The study report further recommended specific fees to be charged for 13 fee categories of fees pertaining to zone changes, PUD's, subdivisions, mandatory referrals, plan amendments and

overlay districts. These recommendations all appear to have merit based on the comparisons with other jurisdictions. MAXIMUS usually takes fee studies a step further by conducting a detailed cost of service analysis for each specific service area to provide equity in developing a fee structure based on charging a consistent percentage of full costs for all service in addition to consideration of what the market appears to allow in other jurisdictions.

## GIS SERVICE SURVEY

At the request of Planning Commission staff, the study team conducted a survey of the fees charged by other jurisdictions for GIS services. These services are relatively new and state laws vary as to what jurisdictions are allowed to charge. Currently, the Metropolitan Planning Commission of Nashville and Davidson County charges \$6.00 for a map; \$71.00 for a 400 scale map tile; \$8,100 for maps and GIS data for the entire county with updated data for a three year period; and an \$18.00 an hour labor charge for customized GIS maps or data. The results of the survey are as follows:

### ***City of Chattanooga, Tennessee: County provides GIS services and charges fees.***

- Maps: 8 ½ by 11 inch—\$3.00; 11 by 17 inch—\$5.00; 24 inch—\$20.00;
- 36 inch—\$25.
- All data—\$100.
- Special project labor—\$30 an hour.
- Aerial photography: Image format—\$1,000; Ortho-photography, compressed image—\$1,500; All aerial photography loaned on CD—\$2,000; All aerial photography to keep—\$4,000.

### ***City of Knoxville, Tennessee: County provides GIS services and charges fees. (See web site [KGIS.org](http://KGIS.org))***

- Parcel Plot Maps: \$8.00 per map sheet.
- Standard map with scale of 1:1200 or 1:2400: \$53 for standard service; \$86 for priority service; \$20 for second copy.
- Standard map with aerial photography: \$86 for standard service; \$119 for priority service; \$53 for second copy.
- Customized map: \$20 plus \$33 per hour for standard service; \$40 plus \$66 an hour for priority service; \$20 for second copy.
- Customized map with aerial photography: \$53 plus \$66 an hour.

- Planimetric, topographic, orthophoto and property data: Digital data—\$200 per map sheet; data conversion—\$15 per map sheet.
- IDS-GIS viewing product on CD: Initial license—\$600; second copy—\$300; orthophoto option—\$225.
- Special project labor: Not rushed—\$33 an hour; rushed—\$56 an hour.

***City of Indianapolis, Indiana: City, county, private agencies consortium provides services and charges fees.***

- Customers can receive services with a license costing \$.04 per acre per layer.
- All GIS data for county except aerial photos: \$4,000.
- Aerial photos for county: An additional \$5,000.
- Electronic predefined base map (one square mile): \$25.
- Plots: \$25 plus \$50 an hour for labor.
- Special project labor: \$50 an hour.

***City of Louisville, Kentucky: Consortium of Local Government provides services and charges fees:***

- Countywide map: \$25.
- Map grid: \$8.00 a page for black and white maps; \$25 a page for color maps.

***City of Augusta-Richmond County, Georgia:***

- Special project labor: \$50 an hour.
- GIS for entire county showing roads, parcels and topography: \$300.
- Aerial photography for 800 photos: \$300.
- Maps: 8 ½ by 11 inches—\$5.00 plus labor cost; 3 by 4 feet—\$40 plus labor cost.

***City of Raleigh, North Carolina:***

- Made practically all GIS information (topographic, planimetric, and public utility) available on web site; do not sell much.
- Maps: 8 ½ by 11 inch maps for \$5.00.
- All digital data available on CD for \$100.
- Special project labor: \$30 an hour.

***City of Winston-Salem, North Carolina:***

- Limited GIS information available on web site.
- Only charging for special project labor: \$65 for first hour and \$35 for additional hours.

***City of Atlanta, Georgia:***

- No centralized GIS function. City code does not allow release of information to public.
- Only sell maps for \$35 each.



**City of Memphis, Tennessee:**

- Not doing large maps.
- Charge \$5.00 for 11 by 17 inch maps.
- Contract out aerial photography.

**Glynn County, Georgia:**

- Tax maps: From \$1.25 to \$5.00 depending on size.
- Orthographic maps \$4.25 to \$11.50 depending on size.
- CD with GIS data: \$80.
- CD with parcel layer: \$80.
- CD with parcel layer with digest: \$120.
- CD with orthographic maps: \$150.
- Special project labor: \$18 an hour.

The following conclusions are drawn from the survey:

- The services provided, the type of GIS information provided on web sites and the fees charged for services vary considerable by jurisdictions. In light of recent terrorist considerations, some jurisdictions have either already or are considering limiting services due to infrastructure security considerations.
- The \$8,100 fee charged by the Metropolitan Planning Commission of Nashville and Davidson County for countywide maps and GIS data appears a bit high exceeded only by the \$9,000 fee charged in Indianapolis for that service.
- The fees charged for maps and map sheets are in the lower range of fees charged by other jurisdictions.
- The special project labor fee charged for customized work is very low compared with fees charged by other jurisdictions.

**RECOMMENDATIONS: The following study recommendations are made regarding Planning fees:**

- **Conduct a detailed cost of service analysis to determine the full cost of service for each service provided. The estimated cost is \$28,000 to \$30,000.**
- **Increase fees to achieve 100% recovery of the full amount of recoverable fees to equal the \$871,781 in related costs identified in this report, giving consideration to the costs of services for each service provided and an updated survey of fees charged by other jurisdictions**

similar to the one conducted in 1999-2000. If a minimum of 60% of full fee costs is recovered, that would yield approximately \$265,000 in additional revenue.

- Implement fees for design overlays, plan amendments and critical lot plan reviews.
- As recommended in the 1999-2000 Metropolitan Planning Department Study, replace the acreage-based fee structure with a fee structure based on flat or per-lot fees and streamline the fee structure to reduce staff administrative time and reduce the chance for error in fee calculations.
- Increase the hourly rates for customized GIS labor since the \$18 an hour fee is far lower than the rate that would be established in a full cost of service analysis to recover full costs and is far lower than what most jurisdictions are charging for this service.

## **VIII. DEVELOPMENT PROCESS REVIEW**

## VIII. DEVELOPMENT PROCESS REVIEW

Metro requested a separate, holistic review of the development process confronting citizens and business in the area. The purpose of this review was to consider and investigate issues that may fall beyond the scope of responsibilities in the Planning Department and the Codes Enforcement Department.

The following issues present impediments to the efficient and effective governance of development in the Metropolitan region.

1. **ALTHOUGH THE PLANNING DEPARTMENT IS RESPONSIBLE FOR THE PROGRESSION OF PLAN REVIEWS THROUGH THE SYSTEM AND THE COMPLIANCE WITH SCHEDULED MILESTONE DATES, SYSTEMS ARE NOT ADEQUATE TO REFLECT INFORMATION RELATING TO REVIEW STATUS AT SPECIFIC TIMES.**

Project team interviews indicate that Metro departments involved in plan reviews employ a variety of systems to record to the dates of receipt of plans, comments made on these plans, dates of completed review, as well as other information. These systems are described, by reviewing agency, in the exhibit at the end of this chapter.

Although the Planning Department issues a schedule with which departments are expected to comply in order to assure applicants' plans are discussed prior to formal meetings of the Preliminary Review Committee (PRC), the Design Review Committee (DRC) and the Planning Commission, the Department does not formally monitor the progress of any specific set of plans through the system of review by external departments and agencies due to the lack of a centralized automated plan tracking system. This results in the loss of central control over the progress of plans through the system and limits the ability of other departments to react, as well as a loss of control over ensuring customer satisfaction with the process. A sample review

schedule is presented below which indicates actual dates for scheduled review, and responsibility, in order that a particular development proposal may be reviewed by the Planning Commission on June 12, 2003.

**Review Schedule for Proposed Development  
For Presentation to Planning Commission  
Meeting Date of June 12, 2003**

Event	Schedule Date
Plan filing deadline	May 1
Plans distributed to agencies and departments (Monday the week after filing deadline)	May 5
Captions entered into system (Monday the week after filing deadline)	May 5
Sketch packet distribution (Tuesday the week after filing deadline)	May 6
PRC Meeting (8:00 a.m. on Wednesday after filing deadline)	May 7
Letters to Council members re: applications (Wednesday the week after filing deadline)	May 7
DRC Meeting (9:00 a.m. – one week after plans are distributed. This is the deadline for application completeness and for staff comment submittal)	May 12
Revised plans from applicants due	May 19
Public hearing notices mailed – signs picked up by applicants.	June 2
Revised/final agency comments due (Monday prior to MPC)	June 2
Plats for staff reports due	June 3
Public notice information to news media	June 6
Staff report packets mailed	June 6
Planning Commission Meeting	June 12

An analysis of the above schedule indicates that reviews are completed, and recommendations are made to the Planning Commission, within approximately six (6) weeks, which is well within accepted benchmarks for performance, which indicate a 4 to 8 week process. There is, however, no central mechanism or information system to ensure the compliance either by external agencies or internal Planning Department staff with the proposed schedule.

The proliferation of information systems that track the progress of review within each of the involved departments is a symptom of the lack of a centralized information system within the

Planning Department for this purpose. The institution of a development review tracking system would decrease the need for, and reliance upon, the disparate systems in existence currently. The project review tracking system should include the following elements:

- The name of the Case Planner (see analysis below for a discussion of this concept)
- The project number and name.
- The date the application was accepted at the counter.
- The date the application was assigned to the Case Planner.
- The scheduled and actual dates for completion of initial environmental determination.
- The dates of referral to (and identification of) the departments assigned for review.
- The scheduled and actual dates for (and comments by) the Design Review Committee, Board of Zoning Appeals, Planning Commission, etc.
- The number of staff hours allocated and expended by the Case Planner, as well as to others in reviewing departments. This will require the establishment of performance measures related to appropriate schedules and review times for the various departments and agencies, as well as for individuals within these organizations, which will necessarily be functions of historical data which are not easily retrievable currently.

The planning and scheduling system should be utilized to:

- Evaluate employee (and departmental) efficiency.
- Balance the workload among Case Planners.
- Determine the amount of staff time that could reasonably be expected to be consumed on various types of cases and/or activities within these cases.
- Determine the probable backlogs and anticipated completion dates for various applications given the staff and departmental workloads.
- Project probable workloads in upcoming budgetary and planning periods based on historical trends and their correlation with specific predictive factors related to economic conditions and others.

**Recommendation:** The project team understands that the Planning Department has been authorized to purchase a new automated tracking system that incorporates the above-recommended elements. In the set-up of this system, the Department should ensure that this is accomplished through the new land management system.

**2. THE CURRENT DEVELOPMENT REVIEW PROCESS LACKS STRUCTURE AND LEADERSHIP AUTHORITY.**

Observations, interviews and focus group comments indicate that, although the respective departments involved in the development review process are knowledgeable and aware of their individual responsibilities, there is no agency or individual in whom authority is vested to resolve conflicts between “competing” organizations and interests. This was most apparent in interviews in the conflicts between the Planning and Engineering Departments in the interpretation and implementation of the “Smart Growth” philosophy, however, developers in focus group meetings did not make this particular distinction, but rather were critical of differing interpretations of Metro requirements for development in general. Specific comments from focus group participants and interviews included the following:

- “The Planning Department obstructs in lieu of helping.”
- “The Department tends to institute changes in mid-project due to personal preferences.”
- “We (the development community) are placed in the middle of turf battles.”
- “There are unwritten rules and policy changes.”

Although the project team recognizes that many comments received during focus group meetings are not necessarily representative of consensus feelings, there were nevertheless many comments received which reflected a common theme of disunity and lack of central authority. These comments are symptomatic of the lack of central authority for the administration of the development review process, and were reinforced during interviews by the project team with

members of the various departments involved in the review process. One recurring theme in this regard focused on the differing viewpoints of the Planning and Public Works Departments in the interpretation and implementation of the “Smart Growth” philosophy. The latter department views the Planning Department’s interpretation of this philosophy as dictatorial regarding street widths and other facets of design believed to be under the general purview of engineering. The Planning Department, conversely, views Public Works’ comments in this regard as unnecessarily delaying progress toward change.

**Recommendation: Metro should develop a formal mechanism for interdepartmental coordination of growth management issues.**

Within the development review process, Metro has several different mechanisms for project review. These tend to be based on specific applications or planning initiatives rather than on overall coordination of Metro’s growth management strategies. The absence of coordinating leadership compounds issues of interpretation—discussed earlier—and of resolution of interdepartmental differences. We recommend that Metro establish a formal committee of department directors whose departments are directly involved in the development review process, with the Mayor’s Office serving as an ex officio member. To assure that the work of the Committee is considered high priority, the Committee should be implemented through an executive policy or order of the Mayor. The role of the Directors’ Committee would be to meet on at least a monthly basis to discuss issues and interpretations of planning and development standards, resolve differences in specific development reviews (subject to timing considerations), and develop mutually acceptable policy recommendations. This Committee would not replace existing project review mechanisms, but would, instead, be a formal means of issue resolution and longer range interdepartmental coordination.



Since the Committee's role would broadly cover development issues in Metro, it would be appropriate for the Chair of the Committee to rotate among the participating departments. The Planning Department would serve as the staff to the Committee.

**Recommendation: Metro should establish a position within the Planning Department that is responsible for the coordination of application review. The annualized cost for this senior level professional planning position is estimated at \$80,625 (\$64,500 base salary plus 25% for related benefits). An additional \$3,000 is estimated for one-time start-up costs for relating to office equipment, networked computing, and related costs.**

The role of this position would be to facilitate application reviews as they proceed through various departments. The focus of the review would not be individual applications, since the Department's lead planners serve that role. The duties of the position would be to monitor the general flow of work, assuring the accuracy, timeliness and standardization of all reviews. This position would also serve as the principal staff for the departmental coordinating committee in the preceding recommendation.

**3. THE GEOGRAPHICAL DISPERSION OF REVIEW LOCATIONS, AS WELL AS THE LACK OF CENTRAL MANAGEMENT OF THE PROCESS, PRESENT THE CUSTOMER WITH A FRAGMENTED VIEW OF DEVELOPMENT REVIEW PROCESSES IN METRO.**

There are a number of locations to which a developer or engineer may be required to transport plans for review within Metro. These include (in addition to the relatively centralized locations for Codes, Planning, Stormwater Engineering and Fire Marshal) the Water Services Department, Health Department, Historic Planning Commission, ADA Compliance, MDHA and Public Works. Although the Codes Enforcement Department and Planning Department are co-located in different buildings within the Howard School Office complex, the other offices are housed in different locations. From the viewpoint of the customer, these multiple potential locations at which he or she may be required to seek out expertise and submit requests, presents a fragmented view of the development review process, and may leave the customer with the

impression that there is no central Metro organization for decision-making (see above issue) and no single point of contact for communication of plan review results.

Many municipalities have instituted “One Stop Shops” at which customers may make a single stop to drop off plans and obtain permits, as well as receive communication regarding plan review status. And, in fact, the Codes Administration Department serves this role in the permitting process. New development review, however, presents the customer with a time-consuming and sometimes confusing array of Metro organizations from which various levels of input must be obtained.

In the project team’s view, the establishment and institution of a true “One Stop Shop”, whereby representatives of the major Metro departments which are integral to the development review process are present in one location is unnecessary given that the major concerns voiced in focus group meetings primarily centered around the prevalence of conflicting opinions and requirements related to potential development, rather than the actual time expended in the review process. Therefore, the establishment of a geographically-centered location for development review appears to be a solution to a non-existing problem from the customer’s viewpoint.

An alternative to the geographically-centered “One Stop Shop” in Metro is the establishment, within the Planning Department, of the resident expertise to provide customers with the basic requirements of the principal organizations involved in development review. This may take the form of the designation of a “Case Planner” concept, whereby a designated Planner is positioned at the modified Front Counter for the convenience of the customer. The Planning Department has already moved to assign a Planner I to the front counter to provide a higher level of customer service. The Case Planner would be responsible for a variety of functions, including answering specific questions related to a development project, obtaining answers to those questions which the Case Planner cannot immediately answer, conducting land management

research, providing general answers to the development potential of a property in question, tracking the progress of a specific set of plans in the development review cycle, and contacting the customer at the completion of review.

The existing “Lead Planner” concept used by the Department assigns responsibility for each application / issue to individual professional Planners who are to “shepherd the application / issue through the review process. The Case Planner concept differs in that a single individual would provide this function with requisite authority to proactively engage parties to the development process and manage for results. The improvements in the process through the establishment of the Case Planner concept include the following:

- Potential to evaluate employee (and departmental) efficiency.
- The applicant is provided the maximum amount of accurate information regarding the problems that they are likely to encounter with the proposed project as well as the requirements that the applicant must meet before project completion.
- Control and management of each application is maximized through the application process, minimizing the potential for “lost” applications.
- The applicant is treated with a consistent level and degree of customer service.

The implementation of the Case Planner concept will require broader training and expertise than Planners currently receive. However, designating a Case Planner with primary responsibility for application management would facilitate the coordination of development review not only internally, but with other departments and agencies involved in the process, thereby providing a more “seamless” appearance to the customer. The purpose of a “Case Planner” system is to improve communication and eliminate unnecessary or duplicated effort and waste that add nothing to the process, while providing a participative and interactive

environment that promotes the sharing of information and the anticipation of problems for the benefit of the customer.

**Recommendation: Metro should begin the multi-disciplinary training of Planners to assist customers submitting new development applications.**

These Planners would be responsible for project management related to specific plans, including answering specific questions related to the disciplines involved, the tracking of the plans through the development review process, the setting of a pre-application meeting if requested, communication of redesign requirements, the establishment of schedules of review as well as the assurance of schedule compliance by Metro Departments, and the periodic communication with the customer during review. A cross-trained generalist(s) should work the counter to “triage” the incoming work and identify the appropriate staff support for the issue. Metro should develop performance objectives and appraisal methodology to review Case Planner activities and to determine required changes to operations. The project team believes this recommendation may be implemented with no additional staff. The additional management information system components are included elements in an ongoing system procurement by Metro government.

Specific implementation steps may include:

- Identification of all regulatory agencies involved in the development process.
- Establishment of a comprehensive application submission checklist for all categories of building occupancy and construction types.
- Establishment of the processes for routing and coordinating all affected agency reviews and approvals.
- Establishment of responsibilities for inter-agency coordination and documentation of permits.

The Planning Department currently assigns specific types of applications to specific professional staff to act as “lead” and provide liaison with other Metro departments. The incoming phone calls are currently routed through mid and senior management to facilitate case assignment and resource allocation. A “Case Planner” system is a proven method of communicating, coordinating and controlling the development process for a community. Although this mechanism may not decrease total costs, it certainly increases the efficiency and effectiveness of the entire process and yields customer service / customer relations benefits. The Case Planner concept should not require additional staff. Our recommendation contrasts with the “planner of the day” system whereby professional staff rotate through the front counter assignment. Our recommendation is to retain the permanent assignment of a Planner at the front counter augmented by additional management information systems to facilitate response to client inquiries and the efficient assignment of limited Planning Department resources.

**EXHIBIT VIII-1  
DEVELOPMENT REVIEW WORK FLOWS BY DEPARTMENT**

<b>HEALTH DEPARTMENT</b>					
<b>Intake</b>	<b>Tracking/Timing</b>	<b>Standards of Review</b>	<b>Communications with Customer</b>	<b>Coordination with Other Departments</b>	<b>Where Does Work Go?</b>
<p>Health Dept. receives plans via e-mail, fax, personal delivery by contractors, owners, managers and engineers.</p> <p>Types of plans reviewed:</p> <p>Plans are received by various divisions within the Department. These include:</p> <ul style="list-style-type: none"> <li>- Air Quality Services</li> <li>- Environmental Engineering Services</li> <li>- Public Facilities</li> <li>- Food</li> </ul>	<p>No established targeted service levels for turnaround times for specific types of plans review. Department establishes review schedules with customers at time of personal visit if customer is submitting plans prior to submitting preliminary plat to Planning. The Health Department ensures that it reviews plans in accordance with established review schedule if plan is on Planning Commission review</p>	<p>Standards for review for Air Quality Services are outlined in operating permits, fuel burning permits, incinerator permits, storage tank permits, etc. These requirements are available to applicants, and may be downloaded, at the Department's web site.</p> <p>The Department utilizes internal checklists for the review of plans for Environmental Engineering, Food Protection and Indoor Air Quality.</p>	<p>Preliminary plats are marked up with Health Department comments and forwarded to the Planning Dept. Applicants may contact the Health Department individually with specific questions.</p> <p>The Department reports that the vast majority of its reviews are conducted at the request of customers approaching the Department in person with specific questions about such items as the</p>	<p>For Air Quality Services:</p> <ul style="list-style-type: none"> <li>- Fire Department</li> <li>- EPA</li> <li>- State Air Pollution Dept.</li> <li>- MPO</li> <li>- Metro Planning</li> <li>- Metro Codes</li> <li>- Metro Legal</li> </ul> <p>For Environmental Eng. Svcs., Public Facilities and Food Protection Services:</p> <ul style="list-style-type: none"> <li>- Other State and Local governmental agencies</li> </ul>	<p>Preliminary plats are marked up with Health Department comments and forwarded to the Planning Department.</p> <p>Informal site drawings may be marked up or, in some cases, created by Department personnel for use by walk-in customers.</p>

<b>HEALTH DEPARTMENT</b>					
<b>Intake</b>	<b>Tracking/Timing</b>	<b>Standards of Review</b>	<b>Communications with Customer</b>	<b>Coordination with Other Departments</b>	<b>Where Does Work Go?</b>
Protection Services	<p>schedule for review by PRC.</p> <p>Internal reporting and monitoring of workloads is accomplished through various Excel spreadsheets and monthly reports.</p>		<p>determination of required elevations for septic tanks, locations of crossovers, etc. These questions are answered to the greatest possible degree in an informal manner, occurring at the Health Department facility.</p>		

FIRE DEPARTMENT					
Intake	Tracking/Timing	Standards of Review	Communications with Customer	Coordination with Other Departments	Where Does Work Go?
<p>Fire Marshal has two offices:</p> <p>One is in Fire Dept. location on South 5<sup>th</sup>, where hydraulic plans are reviewed.</p> <p>Other office is co-located with Codes Administration at Howard School Bldg., where plans are reviewed for conformance to life safety codes.</p> <p>At Howard School Bldg., plans are placed in "in box" for Fire Marshal to review.</p> <p>Developers, architects and engineers must</p>	<p>Fire Marshal requires daily activity reports from plans review personnel. These reports capture project name and address, job function code (1. a. for plans review, 1. b. for sprinkler plan review, etc.), occupancy code. These reports are tallied at end of month and end of year for summary purposes. The Dept. reports that it will be installing "Fire House" software in the future, however this is not currently in use.</p>	<p>Fire Marshal's office has no internal checklists for plans review, but follows Life Safety Code to ensure conformance of plans for such items as minimum numbers of exits, minimum heat tolerances of doors, presence of access roads, etc.</p>	<p>Preliminary plats are marked up with Fire Department comments and forwarded to the Planning Dept. Applicants may contact the Fire Department individually with specific questions.</p> <p>Other plans are brought directly to the Fire Marshal for "walk up" reviews. On occasion, the Fire Marshal makes site visits to determine the degree to which there may be potential issues with life safety codes prior to the applicant's formal</p>	<p>Primary contacts are with Codes Administration Plans Examiners and with Planning Dept.</p>	<p>Preliminary plats are marked up with Fire Department comments and forwarded to the Planning Department.</p> <p>Comments are recorded on Department-created "comment sheets" and are forwarded to either the Planning Dept. or Codes Administration.</p>



FIRE DEPARTMENT					
Intake	Tracking/Timing	Standards of Review	Communications with Customer	Coordination with Other Departments	Where Does Work Go?
<p>physically transport plans to the Fire Dept. as hydraulics are required for review.</p> <p>Types of plans reviewed:</p> <p>Commercial properties, tri-plex and above (i.e., no review of plans for single family or duplex homes). Plans are reviewed for conformance to Life Safety Codes.</p> <p>Sprinkler and hydraulic plans</p>	<p>The Fire Marshal's office is, like all other affected departments, notified of plan review requirements by the Codes Administration Department's Zoning Examiner on existing construction, and by the Planning Department for preliminary plat review.</p>		<p>submission of plans to the Planning Department.</p>		

PUBLIC WORKS DEPARTMENT					
Intake	Tracking/Timing	Standards of Review	Communications with Customer	Coordination with Other Departments	Where Does Work Go?
<p>Engineering Division receives notification of rezoning requests, PUD Plans and Subdivision plans from Planning Department.</p> <p>Applicants bring construction plans directly to Engineering Division.</p> <p>Types of plans reviewed:</p> <p>Rezoning requests</p> <p>PUD Plans</p> <p>Subdivision plans</p>	<p>Engineering ensures review of plans and makes comments on all plans which will be discussed at the Design Review Meeting prior to the Meeting.</p> <p>Engineering Division tracks the review process by plan number (assigned by the Planning Department) in a stand-alone Access database program.</p> <p>The Engineering Division reports that it reviews construction plans within 10 days of receipt and notifies the customer that</p>	<p>Within the Access database tracking program, the Engineering Division lists items that are reviewed for Plats, Plan Reviews, Sidewalk Reviews.</p>	<p>Engineering communicates directly to the customer on construction projects.</p> <p>Comments are communicated to Planning on preliminary plats, and are discussed during the Design Review Meeting.</p>	<p>The Engineering Division communicates with Planning (on reviews which require Planning Commission action), Water Services (during pre-construction meetings to ensure proper erosion control, etc.), with ADA Compliance (to ensure proper sidewalk construction), Traffic and Parking Division (to determine whether traffic impact studies will be required), and the Zoning Administrator (on sidewalk issues).</p>	<p>The Department submits comments to Planning Department on those reviews which require Planning Commission action.</p> <p>The Department submits comments directly to the customer on construction plan reviews.</p>

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<b>PUBLIC WORKS DEPARTMENT</b>					
<b>Intake</b>	<b>Tracking/Timing</b>	<b>Standards of Review</b>	<b>Communications with Customer</b>	<b>Coordination with Other Departments</b>	<b>Where Does Work Go?</b>
	plans, and comments, are available for pick-up.				

<b>WATER SERVICES</b>					
<b>Intake</b>	<b>Tracking/Timing</b>	<b>Standards of Review</b>	<b>Communications with Customer</b>	<b>Coordination with Other Departments</b>	<b>Where Does Work Go?</b>
<p>Water Services receives notification of new commercial, residential, church, schools, etc., development plans from Planning Department.</p> <p>Applicants bring construction plans directly to Water Services.</p> <p>Types of plans reviewed:</p> <p>Commercial, residential and church plans. Any type of plan which proposes connection to existing water/sewer line.</p> <p>New development requiring</p>	<p>Internal Excel spreadsheet tracks development review status by:</p> <ul style="list-style-type: none"> <li>- Map &amp; parcel no.</li> <li>- Subdiv. No.</li> <li>- Water bond amounts</li> <li>- Notes and comments</li> </ul> <p>The Department ensures through this tracking device that it reviews all plans within one week of receipt in order to meet Planning Dept. requirements for review prior to Development Review Meeting.</p>	<p>The Department utilizes a checklist of items for review.</p>	<p>The Department utilizes e-mail, personal contact and telephone communications with customers.</p>	<p>Comments and suggested changes to preliminary and final plats are routed through the Planning Dept.</p> <p>Interface with Fire Marshal in ensuring that adequate fire flows can be delivered to sites and to properly locate fire hydrants.</p> <p>Interface with Health Dept. to resolve issues related to septic systems.</p> <p>Interface with Public Works on erosion control issues.</p>	<p>The Department submits comments to Planning Department on those reviews which require Planning Commission action.</p> <p>The Department submits comments directly to the customer on construction plan reviews.</p>

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<b>WATER SERVICES</b>					
<b>Intake</b>	<b>Tracking/Timing</b>	<b>Standards of Review</b>	<b>Communications with Customer</b>	<b>Coordination with Other Departments</b>	<b>Where Does Work Go?</b>
establishment of water and sewer line. Erosion control plans.					

ADA COMPLIANCE					
Intake	Tracking/Timing	Standards of Review	Communications with Customer	Coordination with Other Departments	Where Does Work Go?
<p>Personal deliveries of plans from developers proposing development in ROW.</p> <p>Plans may be transmitted to ADA Compliance Division from Bd. Of Educ., Water Svcs., or DPW when plans involve development in ROW.</p> <p>Types of plans reviewed:</p> <p>All plans which involve construction on public property or within the public rights of way. Plans Review personnel review all plans for</p>	<p>DOJ requires extensive reporting on status of projects, by Metro Dept., project cost, federal, State, Metro and private funding amounts and sources, which are reported to DOJ periodically.</p> <p>Extensive tracking sheet on each project provides details regarding each comment, dates comments were made, location of project, anticipated construction start and completion dates, and tracking data such as plan no., Metro Records Log no., etc.</p>	<p>The Division utilizes proposed guidelines in the Federal Register. DOJ will reportedly issue design standards in the Americans With Disability Act Guidelines (ADAG), which will be utilized for review standards.</p>	<p>The Division primarily relies upon telephone and personal contact with customers submitting plans.</p> <p>Comments on plans received from Metro Departments are transmitted to those organizations directly for incorporation into their comments.</p>	<p>Comments and suggested changes to preliminary and final plats are routed through the Planning Dept.</p> <p>Other primary contacts are made with Bd. Of Education, Water Svcs. and DPW.</p>	<p>The Division submits comments to Planning Department on those reviews which require Planning Commission action.</p> <p>The Division submits comments directly to the customer on construction plan reviews.</p>

ADA COMPLIANCE					
Intake	Tracking/Timing	Standards of Review	Communications with Customer	Coordination with Other Departments	Where Does Work Go?
<p>conformance to design standards as outlined in DOJ-issued Americans With Disability Act Guidelines (ADAG).</p>	<p>Division is able to track time spent per review, per reviewing staff member.</p> <p>Division reports average turnaround time for plans review is 48 hours.</p>				

**CODES ADMINISTRATION**

<b>CODES ADMINISTRATION</b>					
<b>Intake</b>	<b>Tracking/Timing</b>	<b>Standards of Review</b>	<b>Communications with Customer</b>	<b>Coordination with Other Departments</b>	<b>Where Does Work Go?</b>
<p>Personal delivery of site plans which propose new construction or additions/modifications to existing structures.</p> <p>The permitting process begins with the Codes Administration Zoning Department. Zoning Examiners review each proposed site plan to make determinations as to which departmental reviews are necessary.</p> <p>Types of plans reviewed:</p> <p>One and Two Family dwellings, Non-Residential and Multi-family construction, and Accessory</p>	<p>In-house developed software tracking and monitoring system identifies departments whose reviews are necessary for permitting.</p> <p>Zoning Examiners assign application numbers. These numbers are utilized by reviewing departments for internal monitoring purposes.</p>	<p>Zoning Examiners utilize Zoning Review Checklists for One and Two Family dwellings, Non-Residential and Multi-family construction, and Accessory Structures for the determination of applicant conformance to Metro standards.</p>	<p>Zoning Examiners and Plans Review personnel have extensive personal interactions with customers to determine construction requirements and the degree to which submitted plans conform to Metro standards.</p>	<p>Zoning Examiners utilize telephone and network systems to communicate with all Metro Departments which are involved in the plans review process.</p>	<p>Plans are reviewed by Codes Administration personnel and are typically transferred back to the customer after collection of all comments.</p>



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<b>CODES ADMINISTRATION</b>					
<b>Intake</b>	<b>Tracking/Timing</b>	<b>Standards of Review</b>	<b>Communications with Customer</b>	<b>Coordination with Other Departments</b>	<b>Where Does Work Go?</b>
Structures. Plans Review personnel ensure conformance to Metro standards.					

**IX. CONCLUSIONS**

In this chapter, we summarize the recommendations that we have made throughout the report, provide suggestions regarding the relative priorities of the recommendations, and identify any implementation issues that Metro will need to address.

IV.1	<b>RECOMMENDATION</b>	<b>FISCAL IMPACT</b>	<b>PRIORITY</b>	<b>IMPLEMENTATION ISSUES</b>
	<p>DEVELOP CONSENSUS OPINION ON ACCEPTABLE DEVELOPMENT POLICY IN COMMUNITY.</p> <p>Metro should adopt a formal policy stating its development philosophy. This statement of philosophy should be drafted by the Planning Department, endorsed by the Mayor, and adopted by resolution of Council. This statement of philosophy should be drafted with appropriate Metro department and community input. The most appropriate vehicle would be a rewrite of the General Plan.</p>	<p>Est. Cost: \$175,000 to \$250,000 (planning costs only) depending upon the project scope and use of external planning consultants.</p> <p>Est. Benefit: Community discussion and agreement on Metro's planning and development philosophy and approach.</p> <p>Enhanced General Plan that will provide clear direction on community planning and development.</p>	<p>High</p>	<p>MAXIMUS' principal recommendation is that Metro undertake the effort to develop a new comprehensive / general plan, using a community based planning effort that provides a vehicle for all community interests, as well as other departments of Metro, to participate in the planning effort. The first task of the effort should be the development of a statement of development philosophy adopted by the elected leadership of Metro. The remainder of the task would then follow the lead of that policy statement.</p> <p>Metro would also need to review its existing development ordinances and regulations to assure compliance with the statement of development philosophy.</p> <p>This type of work requires significant effort and a comprehensive approach. There would be three main phases of work:</p> <p>Develop the new General Plan. This requires a holistic approach that incorporates both professional and community input to create an actionable community vision.</p> <p>Assess "gaps" between the new statement of community vision (General Plan) and the community's ability to act / respond to reach this vision.</p> <p>Develop and implement action plan to address identified gaps.</p>

	<b>RECOMMENDATION</b>	<b>FISCAL IMPACT</b>	<b>PRIORITY</b>	<b>IMPLEMENTATION ISSUES</b>
IV.2.	<p><b>MAKE ENFORCEMENT ORDINANCES AND THE GENERAL PLAN MUTUALLY CONSISTENT.</b></p> <p>The Department should continue to work with all interested parties to identify specific areas of inconsistency between the current comprehensive planning and enforcement ordinances. The Department should develop action plans to reconcile each of these differences and incorporate this collective experience in the recommended re-development of the general plan as a strategic planning tool.</p>	<p>Est. Cost: None</p> <p>Est. Benefit: Efficiency savings from elimination of general confusion.</p>	High	<p>The Department should solicit information from other Metro agencies regarding enforcement ordinances and/or design standards in use that may be inconsistent with the general, sub-area or neighborhood plans. The Department should work with these Metro agencies to ensure that all enforcement provisions provide consistent direction and requirements to the citizens of Nashville – Davidson County regarding land development and use.</p>
IV.3.	<p><b>TREAT PRECEDING RECOMMENDATIONS AS INTERRELATED COMPONENTS TO A TOTAL COMMUNITY PLANNING SYSTEM.</b></p> <p>Metro should require that the General Plan development include mechanisms that acknowledge the interrelationships between consensus, strategy, and tactics and provide regular and dynamic feedback loops to make necessary revisions resulting from change. The Plan development should include procedures and assignments to anticipate, acknowledge, advise and adjust the planning system.</p>	<p>Est. Costs: See Rec. IV.2.</p> <p>Est. Benefits: Efficiency savings from elimination of general confusion.</p>	High	<p>The preceding recommendations together comprise a holistic and interrelated system for developing community consensus on needs and growth, creating a comprehensive planning tool that provides strategic direction to meet these community needs, and crafting tactical plans expressed through community development enforcement ordinances.</p> <p>The planning philosophy revision is, by necessity, sequential – consensus must precede strategy that, in turn, must precede tactics. However, the elements are inherently interrelated and comprise three legs to support the same stool. Changes that are made to any one of the three elements (consensus / strategy / tactics) that conflicts with the other two elements will require consequent revisions to bring all three elements back into balance.</p>

IV.4.A	<p><b>RECOMMENDATION</b></p> <p>IMPROVE DEPARTMENT MANAGEMENT POLICIES AND PRACTICES. Invest in Program and Project Management The Planning Department should develop a detailed annual work plan that allocates available resources to meet expected demands. This work plan should be communicated to staff with clear linkages to performance appraisal. In addition, the Planning Department should continue its current practice of assigning a "lead" analyst to each project / application / issue.</p>	<p><b>FISCAL IMPACT</b></p> <p>Est. Cost: None Est. Benefit: Staff productivity enhancement.</p>	<p><b>PRIORITY</b></p> <p>Medium</p>	<p><b>IMPLEMENTATION ISSUES</b></p> <p>This effort should be supported through project management training. The Planning Department should identify and implement project management training and appraisal as a component to a larger professional development program.</p>
IV.4.B	<p>IMPROVE DEPARTMENT MANAGEMENT POLICIES AND PRACTICES. Effort Reporting System The Planning Department should institute effort-reporting system(s) to provide management and staff with relative project tracking information and provide data to further improve processing systems. The systems should collect data sufficient to assess work effort related to individuals, particular projects, and functional areas of work. The information should be structured to complement project planning and management systems.</p>	<p>Est. Cost: None Est. Benefit: Staff productivity enhancement.</p>	<p>Medium</p>	<p>In tandem with effective project management systems, the Planning Department should institute an effort-reporting system to provide management and staff with relative project tracking information and provide data to further improve processing systems.</p>
IV.4C	<p>IMPROVE DEPARTMENT MANAGEMENT POLICIES AND PRACTICES. Benchmark Performance The Planning Department should institute practices to identify, record and report on key benchmark performance indicators related to community planning and application processing.</p>	<p>Est. Cost: None Est. Benefit: Staff productivity enhancement.</p>	<p>Medium</p>	<p>This effort must move beyond the development of goals and objectives to include development of measures of relative performance in meeting objectives. These metrics should include activity measures, measures of efficiency and measures of effectiveness. The first step is to identify measures to benchmark Planning Department performance against past results and current objectives. The effort should expand later to include carefully developed and conditioned comparisons with other public and private sector entities involved in the development process.</p>

	RECOMMENDATION	FISCAL IMPACT	PRIORITY	IMPLEMENTATION ISSUES
IV.4.D	<p>IMPROVE DEPARTMENT MANAGEMENT POLICIES AND PRACTICES.</p> <p>Continuous Process Review</p> <p>The Planning Department should institute policies and procedures to review a sample of planning / application cases in order to determine both the efficiency and effectiveness of the Department's planning and regulatory processes.</p>	<p>Est. Cost: None</p> <p>Est. Benefit: Staff productivity enhancement.</p>	<p>Medium</p>	<p>Efficiency and effectiveness should be measured in terms of the relative success of a project or activity in meeting the organization's operational plans and ultimately, the strategic objectives.</p> <p>This sampling and review procedure should continue throughout the year and across multiple years to assess results and identify possible changes in the Department's approach.</p>
V.1.	<p>PROMOTE PRE-APPLICATION MEETINGS.</p> <p>The Planning Department should develop a program encouraging pre-application meetings with developers. The Department should establish a mechanism for applicants to obtain early input on projects from key administrative representatives. Concurrently, Metro Planning should discontinue the practice of accepting incomplete applications.</p>	<p>Est. Cost: None</p> <p>Est. Benefit: Process enhancement.</p>	<p>Low</p>	<p>In recognition of the long-term benefits derived from early vetting of issues and ideas, there should be some financial inducement for applicants to participate such as a rebate of a portion of the required fees at the conclusion of the development review process. The Department should develop performance objectives and associated measures to measure program participation and success in meeting objectives.</p>
V.2.	<p>REVISE THE MECHANISM TO EVALUATE PERFORMANCE OF THE POSITION OF METROPOLITAN PLANNING ORGANIZATION (MPO) DIRECTOR.</p> <p>The MPO is operated by the Planning Department under contract with the Tennessee Department of Transportation.</p>	<p>Est. Cost: None</p> <p>Est. Benefit: Process enhancement.</p>	<p>Low</p>	<p>The Planning Department has ultimate responsibility to fulfill the requirements of that contract and should exercise some level of control / influence to ensure that contract requirements are met. However, the performance appraisal of the MPO Director should be changed to include participation of the other MPO members in addition to continued participation of Nashville-Davidson County through the Executive Director of the Planning Department. This will reassure MPO members that they have influence over professional staff in the development of the annual technical program.</p>

	<b>RECOMMENDATION</b>	<b>FISCAL IMPACT</b>	<b>PRIORITY</b>	<b>IMPLEMENTATION ISSUES</b>
VI.1.	<p><b>REDUCE BACKLOG IN PROPERTY RECORD UPDATE.</b></p> <p>The Planning Department should institute procedures to ensure that timely updates to the new Land Information System (LIS) are made and that this information is available to all Metro departments.</p>	<p>Est. Cost: Assuming a daily "temp" rate of \$65, the one-time fiscal impact of this recommendation could range from \$3,250 (two temps for 25 business days) to \$8,450 (two temps for 65 business days).</p> <p>Est. Benefit: More efficient and effective availability of data.</p>	Medium	<p>The Planning Department should consider the use of temporary help to reduce the continuing backlog in update of property records from 39 calendar days (approximately 25 business days) to 5 business days and to improve processing performance in the update of zoning changes.</p>
VI.2.	<p><b>CLARIFY THE ROLE OF THE PLANNING DEPARTMENT IN THE DEVELOPMENT OF ANNUAL CAPITAL IMPROVEMENT BUDGET (CIB).</b></p> <p>The Office of the Mayor should pursue one of two possible alternatives regarding annual CIB development.</p> <p>Alternative 1: Maintain Charter provision stipulating Planning involvement in CIB development and clearly define relative roles given implementation of new technologies.</p> <p>Alternative 2: Revise Charter to eliminate Planning involvement in CIB development and review.</p>	<p>Est. Cost: None</p> <p>Est. Benefit: Process enhancement.</p>	Medium	<p>Alternative 1: The Planning Department should limit its role to providing an objective assessment of the projects and ratings as developed by the request originators. The CIB intranet collection instrument should provide the capability for the Planning Department to add appropriate narrative detail prior to consideration by the Mayor's staff.</p> <p>Alternative 2: Metro should revise its Charter to eliminate the required involvement of the Planning Department in a decision process that is beyond their practical scope of influence and action. The CIB development and review process should be centralized in the Metro Finance function in support of executive decision-making.</p>
VII.1	<p><b>PLANNING FEES</b></p> <p>Conduct a detailed cost of service analysis to determine the full cost of service for each service provided.</p>	<p>Est. Cost: \$28-30,000 for recommendations VII.1 through VII.5</p> <p>Est. Benefit: If a minimum of 60% of full fee costs is recovered, that would yield approximately \$265,000 in additional revenue, for recommendations VII.1 through VII.5</p>	High	

	RECOMMENDATION	FISCAL IMPACT	PRIORITY	IMPLEMENTATION ISSUES
VII.2	<p><b>PLANNING FEES</b>                      Increase fees to achieve 100% recovery of the full amount of recoverable fees to equal the \$871,781 in related costs identified in this report, giving consideration to the costs of services for each service provided and an updated survey of fees charged by other jurisdictions similar to the one conducted in 1999-2000.</p>	See above	High	
VII.3	<p><b>PLANNING FEES</b>                      Implement fees for design overlays, plan amendments and critical lot plan reviews.</p>	See above	High	
VII.4	<p><b>PLANNING FEES</b>                      As recommended in the 1999-2000 Metropolitan Planning Department Study, replace the acreage-based fee structure with a fee structure based on flat or per-lot fees and streamline the fee structure to reduce staff administrative time and reduce the chance for error in fee calculations.</p>	See above	High	
VII.5	<p><b>PLANNING FEES</b>                      Increase the hourly rates for customized GIS labor since the \$18 an hour fee is far lower than the rate that would be established in a full cost of service analysis to recover full costs and is far lower than what most jurisdictions are charging for this service.</p>	See above	High	
VIII.1.	<p><b>APPLICATION TRACKING</b>                      Although the planning department is responsible for the progression of plan reviews through the system and the compliance with scheduled milestone dates, systems are not adequate to reflect information relating to review status at specific times.</p>	Est. Cost: Already incurred. Est. Benefit: Process enhancement.	High	The project team understands that the Planning Department has been authorized to purchase a new automated tracking system that incorporates the above-recommended elements. In the set-up of this system, the Department should ensure that this is accomplished through the new land management system.

	<b>RECOMMENDATION</b>	<b>FISCAL IMPACT</b>	<b>PRIORITY</b>	<b>IMPLEMENTATION ISSUES</b>
VIII.2.	<p>THE CURRENT DEVELOPMENT REVIEW PROCESS LACKS STRUCTURE AND LEADERSHIP AUTHORITY.</p> <p>Metro should develop a formal mechanism for interdepartmental coordination of growth management issues.</p>		Medium	<p>We recommend that Metro establish a formal committee of department directors whose departments are directly involved in the development review process, with the Mayor's Office serving as an ex officio member. To assure that the work of the Committee is considered to be high priority, the Committee should be implemented through an executive policy or order of the Mayor.</p>
VIII.2.	<p>THE CURRENT DEVELOPMENT REVIEW PROCESS LACKS STRUCTURE AND LEADERSHIP AUTHORITY.</p> <p>Metro should establish a position within the Planning Department that is responsible for the coordination of application review.</p>	<p>Est. Cost: The annualized cost for this senior level professional planning position is estimated at \$80,625 (\$64,500 base salary plus 25% for related benefits). An additional \$3,000 is estimated for one-time start-up costs for relating to office equipment, networked computing, and related costs.</p>	Medium	<p>The role of this position would be to facilitate application reviews as they proceed through various departments. The focus of the review would not be individual applications, since the Department's lead planners serve that role. The duties of the position would be to monitor the general flow of work, assuring the accuracy, timeliness and standardization of all reviews. This position would also serve as the principal staff for the departmental coordinating committee in the preceding recommendation.</p>



VIII.3	<b>RECOMMENDATION</b>	<b>FISCAL IMPACT</b>	<b>PRIORITY</b>	<b>IMPLEMENTATION ISSUES</b>
	<p>THE GEOGRAPHICAL DISPERSION OF REVIEW LOCATIONS, AS WELL AS THE LACK OF CENTRAL MANAGEMENT OF THE PROCESS, PRESENT THE CUSTOMER WITH A FRAGMENTED VIEW OF DEVELOPMENT REVIEW PROCESSES IN METRO.</p> <p>Metro should begin the multi-disciplinary training of Planners to assist customers submitting new development applications.</p>	<p>Est. Cost: The project team believes this recommendation may be implemented with no additional staff. The additional management information system components are included elements in an ongoing system procurement by Metro government.</p> <p>Est. Benefit: Increased efficiency / effectiveness savings.</p>	<p>Medium</p>	<p>These Planners would be responsible for project management related to specific plans, including answering specific questions related to the disciplines involved, the tracking of the plans through the development review process, the setting of a pre-application meeting if requested, communication of redesign requirements, the establishment of schedules of review as well as the assurance of schedule compliance by Metro Departments, and the periodic communication with the customer during review. A cross-trained generalist(s) should work the counter to "triage" the incoming work and identify the appropriate staff support for the issue. Metro should develop performance objectives and appraisal methodology to review Case Planner activities and to determine required changes to operations.</p> <p>A "Case Planner" system is a proven method of communicating, coordinating and controlling the development process for a community. Although this mechanism may not decrease total costs, it certainly increases the efficiency and effectiveness of the entire process and yields customer service / customer relations benefits. The Case Planner concept should not require additional staff. Our recommendation contrasts with the "planner of the day" system whereby professional staff rotate through the front counter assignment. Our recommendation is to retain the permanent assignment of a Planner at the front counter augmented by additional management information systems to facilitate response to client inquiries and the efficient assignment of limited Planning Department resources.</p>

**ATTACHMENT A**

**SERVICE ASSESSMENT OF THE  
PLANNING DEPARTMENT**

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## PLANNING DEPARTMENT

### DEPARTMENT OVERVIEW

The Planning Department acts as the official planning agency for the Metropolitan Government and assumes the responsibilities granted to municipal, regional, or metropolitan planning agencies by state law including general planning, zoning, and subdivision regulations.

Vision: To enhance the quality of life for citizens of Metropolitan Nashville – Davidson County through leadership in planning and partnership with the community.

Mission: The mission of the Planning Department is to provide education, information, recommendation, and leadership products to citizens of Nashville so they can enjoy a quality of life enriched by choices in housing and transportation, efficient use of public infrastructure, distinctive community character, and a robust civic life. The Department's goals as presented in the FY 2004 Operating Budget presentation include the following:

- **Communication/Education Goal** - Over the next two to five years increase Metro Council's, developers', and citizens' understanding of growth-related issues and the opportunities for growing healthier; growing healthier places a premium on:
  - Livable mixed-use neighborhoods with transportation choices and housing opportunities that meet the needs of all citizens, regardless of age, income, or family status
  - Robust citizen participation that identifies and preserves distinctive community character and contributes to a shared civic life
  - Enhancement of environmental quality and environmental amenities
  - Attractive opportunities for context-responsive development in the Downtown and other neighborhoods well-served by urban infrastructure
  - Highest possible quality of life to enhance economic competitiveness in the 21st century economy
- **Implementation Goal** - By the end of 2003, revise land development policies and regulations to support citizen interest in healthier growth and streamline development approvals for compact mixed-use, walkable neighborhoods, designed to provide a unifying sense of place, housing and transportation choices, usable public space, and sound environmental stewardship.
- **Real Cost Goal** - To support the most efficient long-term provision of public services and facilities, by December 2003 develop data and information about the true long-term costs of providing urban services under alternative growth scenarios.
- **Transportation Mobility Goal** - By December, 2004, fully integrate community and transportation planning in order to increase ease of transit use, ensure functionality of pedestrian and bicycle networks, advance development patterns that reduce trip lengths, and ultimately reduce citizens' dependence on the single occupant vehicle for their daily mobility needs.

- **Organization and Focus Goal** - Improve operating efficiency to meet customer demand for services that prepare them to take knowledgeable positions and make informed decisions on the healthiest ways to grow their community and achieve a high quality of life:
  - Implement recommendations from the performance audit, including work flow analysis, by December, 2003; and
  - Develop internal prioritization methodologies by December, 2003.

### **Divisional Organization and Duties**

#### **Executive Office**

Prepares and oversees the execution of the department work program including specification of urban design elements, as well as promotes and assists in the promulgation of urban design programs in Davidson County.

#### **Planning Division**

Serves as the professional staff for the Metropolitan Planning Commission.

- Process and review applications for zone changes, planned unit development (PUD's), mandatory referrals and subdivisions for consistency with adopted planning policies and conformance with regulations.
- Provide technical support to the Metropolitan Council on zoning, planned unit development, and mandatory referral matters.
- Assist in the creation, maintenance and implementation of community plans.
- Provide long-range planning and coordination of roadway and transit projects for the five-county Metropolitan Planning Organization (MPO).
- Provide special transportation studies as approved in the Unified Work Program.

#### **Design Studio**

- Prepares and oversees urban design elements of the Planning Department's work program.
- Prepares design regulations, guidelines, maps, illustrations, brochures and presentations that further the betterment of design and design awareness in the community.
- Provides staffing assistance to the Nashville Civic Design Center.
- Promotes and assists with the promulgation of urban design programs where needed within Metropolitan Government and the community at-large.

#### **Operations Division**

- Prepares, administers and monitors the departmental operating budget.
- Administers departmental and Civil Service rules and policies.

- Coordinates departmental purchasing and training.
- Provides administrative support functions to the department.
- Prepares the recommended Capital Improvements Budget (CIB) for the Metropolitan Government.
- Performs statistical analysis and research that is the basis for land use and other governmental decisions.
- Maintains the property maps for the Metropolitan Government and the Geographic Information System (GIS).

**Total Staff and Budget**

Metropolitan Planning Commission Budgeted Position Summary	FY 2001		FY 2002 Budget	FY 2003 Budget	% Change (Annual)		
	Budget	Actual			2001-2002	2002-2003	2001-2003
GSD General Fund	46	NA	46	51	0.00%	10.87%	5.29%
Special Purpose Funds	3	NA	6	6	100.00%	0.00%	41.42%
<b>Total</b>	<b>49</b>	<b>NA</b>	<b>52</b>	<b>57</b>	<b>6.12%</b>	<b>9.62%</b>	<b>7.85%</b>

Metropolitan Planning Commission Budget Summary	FY 2001		FY 2002 Budget	FY 2003 Budget	% Change (Annual)		
	Budget	Actual			2001-2002	2002-2003	2001-2003
<b>Expenses and Transfers</b>							
GSD General Fund	2,796,527	2,556,025	3,263,771	3,669,010	16.71%	12.42%	14.54%
Special Purpose Funds	2,946,600	948,225	1,725,617	1,725,617	-41.44%	0.00%	-23.47%
<b>Total Expenses and Transfers</b>	<b>5,743,127</b>	<b>3,504,250</b>	<b>4,989,388</b>	<b>5,394,627</b>	<b>-13.12%</b>	<b>8.12%</b>	<b>-3.08%</b>
<b>Revenues and Transfers</b>							
GSD General Fund	242,416	221,718	425,921	217,000	75.70%	-49.05%	-5.39%
Special Purpose Funds	2,946,600	1,038,147	1,795,067	2,035,574	-39.08%	13.40%	-16.88%
<b>Total Revenues and Transfers</b>	<b>3,189,016</b>	<b>1,259,865</b>	<b>2,220,988</b>	<b>2,252,574</b>	<b>-30.36%</b>	<b>1.42%</b>	<b>-15.96%</b>

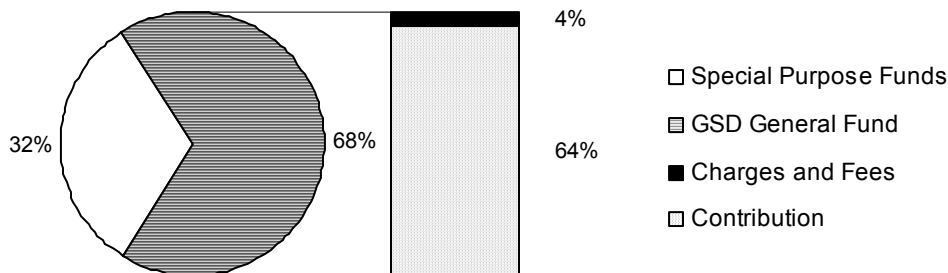
New approved positions for FY 2003 include the following:

- Pedestrian Coordinator (Planner I)
- Urban Designer (Planner I)
- Plans Reviewer (Planner I)
- Transportation Planer (Planner II)
- Community Communication Officer (Planner II)

**Funding Source(s)**

The financing plan for the Planning Department is provided by a variety of sources. General revenues provided by the Metropolitan Government (64%), charges and fees (4%), and special purpose revenues derived primarily from federal grants (32%) support Department operations.

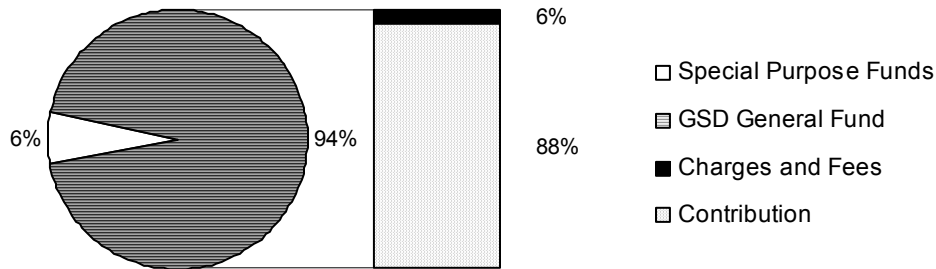
**Planning Department Funding  
All Divisions – All Funds**



GSD General Fund

This includes general purpose funds provided by tax revenues and charges for service. General Fund sources account for approximately 68% (\$3,669,010) of total financial resources. The total public contribution to the Planning Department considering all revenue sources is approximately 64%. This relative general purpose revenue contribution rate increases to approximately 88% of total operations if the financing associated with the MPO is removed.

**Planning Department Funding  
Exclude MPO – All Funds**



Advance Planning Research Fund

The Advance Planning Research Fund is a special purpose fund that provides resources for the long-range planning and coordination of roadway and transit projects for the five-county Metropolitan Planning Organization (MPO). This fund also supports special transportation studies as approved in the Unified Work Program. FY 2003 Budget amount of \$1,695,674 represents approximately 75.3% of non-tax resources and 31.4% of all resources (including contribution).

Top Grant

Top Grant is special purpose fund that provides funding from the U.S. Department of Commerce to integrate the World Wide Web, Geographic Information Systems (GIS), demographic databases, translation software and photo realistic technologies to provide a user-friendly system to share government information. This direct federal grant totaling \$424,000 provides three years of training to community groups. The local match is provided with in-kind staff time. FY 2003 Budget amount of \$250,000 represents approximately 11.1% of non-tax resources and 4.6% of all resources (including contribution).

Metropolitan Planning Commission All Funds	FY 2001		FY 2002 Budget	FY 2003 Budget	% Change (Annual)		
	Budget	Actual			2001-2002	2002-2003	2001-2003
<b>Total Budgeted Positions</b>	49	NA	52	57	6.12%	9.62%	7.85%
<b>EXPENSE AND TRANSFERS</b>							
<b>PERSONAL SERVICES:</b>							
Salary Expense	2,024,268	1,895,528	2,287,766	2,605,505	13.02%	13.89%	13.45%
Fringe Benefits	496,437	441,898	547,377	617,310	10.26%	12.78%	11.51%
<b>TOTAL PERSONAL SERVICES</b>	<b>2,520,705</b>	<b>2,337,426</b>	<b>2,835,143</b>	<b>3,222,815</b>	<b>12.47%</b>	<b>13.67%</b>	<b>13.07%</b>
<b>OTHER SERVICES:</b>							
Utilities	1,000	857	0	0	-100.00%	NA	-100.00%
Professional Services	1,683,670	775,851	1,197,062	1,269,090	-28.90%	6.02%	-13.18%
Purchased Services	960,370	27,530	38,750	52,800	-95.97%	36.26%	-76.55%
Travel	52,563	38,905	56,760	46,660	7.98%	-17.79%	-5.78%
Communications	32,600	15,609	35,600	35,600	9.20%	0.00%	4.50%
Printing	31,500	33,633	35,000	35,000	11.11%	0.00%	5.41%
Advertising & Promotion	19,000	23,826	23,500	23,500	23.68%	0.00%	11.21%
Subscriptions	501	590	1,000	1,000	99.60%	0.00%	41.28%
Tuition, Registration & Dues	22,500	18,601	26,500	38,500	17.78%	45.28%	30.81%
Repairs & Maintenance Services	35,000	21,333	40,000	40,000	14.29%	0.00%	6.90%
Internal Service Fees	130,713	95,601	410,808	333,347	214.28%	-18.86%	59.69%
<b>TOTAL OTHER SERVICES</b>	<b>2,969,417</b>	<b>1,052,336</b>	<b>1,864,980</b>	<b>1,875,497</b>	<b>-37.19%</b>	<b>0.56%</b>	<b>-20.53%</b>
<b>OTHER EXPENSE:</b>							
Supplies and Materials	80,900	79,031	111,865	113,365	38.28%	1.34%	18.38%
Misc. Other Expenses & Payments	0	20	0	0	NA	NA	NA
Fixed Charges	720	76	1,000	1,000	38.89%	0.00%	17.85%
Licenses, Permits & Fees	42,885	29,683	42,900	47,950	0.03%	11.77%	5.74%
Taxes	0	0	0	0	NA	NA	NA
Grant Contributions & Awards	0	0	0	0	NA	NA	NA
<b>TOTAL OTHER EXPENSE</b>	<b>124,505</b>	<b>108,810</b>	<b>155,765</b>	<b>162,315</b>	<b>25.11%</b>	<b>4.21%</b>	<b>14.18%</b>
<b>PENSION, ANNUITY, DEBT &amp; OTHER COSTS</b>	0	0	0	0	NA	NA	NA
<b>EQUIPMENT, BUILDINGS &amp; LAND</b>	128,500	0	133,500	133,500	3.89%	0.00%	1.93%
<b>SPECIAL PROJECTS</b>	0	0	0	0	NA	NA	NA
<b>TOTAL OPERATING EXPENSE</b>	<b>5,743,127</b>	<b>3,498,572</b>	<b>4,989,388</b>	<b>5,394,127</b>	<b>-13.12%</b>	<b>8.11%</b>	<b>-3.09%</b>
<b>TRANSFERS TO OTHER FUNDS &amp; UNITS:</b>	0	5,678	0	500	NA	NA	NA
<b>TOTAL EXPENSE AND TRANSFERS</b>	<b>5,743,127</b>	<b>3,504,250</b>	<b>4,989,388</b>	<b>5,394,627</b>	<b>-13.12%</b>	<b>8.12%</b>	<b>-3.08%</b>
<b>REVENUE AND TRANSFERS</b>							
<b>PROGRAM REVENUE:</b>							
<b>Charges, Commissions &amp; Fees</b>							
Charges for Current Services	242,416	276,016	478,046	256,800	97.20%	-46.28%	2.92%
Commissions and Fees	0	0	0	0	NA	NA	NA
<b>Subtotal Charges, Commissions &amp; Fees</b>	<b>242,416</b>	<b>276,016</b>	<b>478,046</b>	<b>256,800</b>	<b>97.20%</b>	<b>-46.28%</b>	<b>2.92%</b>
<b>Other Governments &amp; Agencies</b>							
Federal Direct	424,000	61,510	424,000	250,000	0.00%	-41.04%	-23.21%
Federal Through State	2,472,600	740,988	1,251,617	1,695,674	-49.38%	35.48%	-17.19%
<b>Subtotal Other Governments &amp; Agencies</b>	<b>2,896,600</b>	<b>802,498</b>	<b>1,675,617</b>	<b>1,945,674</b>	<b>-42.15%</b>	<b>16.12%</b>	<b>-18.04%</b>
<b>Other Program Revenue</b>							
Contributions and Gifts	0	37,033	0	0	NA	NA	NA
Miscellaneous Revenue	0	0	75	100	NA	33.33%	NA
Use of Money or Property	0	20,161	17,250	0	NA	-100.00%	NA
<b>Subtotal Other Governments &amp; Agencies</b>	<b>0</b>	<b>57,194</b>	<b>17,325</b>	<b>100</b>	<b>NA</b>	<b>-99.42%</b>	<b>NA</b>
<b>TOTAL PROGRAM REVENUE</b>	<b>3,139,016</b>	<b>1,135,708</b>	<b>2,170,988</b>	<b>2,202,574</b>	<b>-30.84%</b>	<b>1.45%</b>	<b>-16.23%</b>
<b>NON-PROGRAM REVENUE:</b>	0	0	0	0	NA	NA	NA
<b>TRANSFERS FROM OTHER FUNDS:</b>	50,000	124,157	50,000	50,000	0.00%	0.00%	0.00%
<b>TOTAL REVENUE AND TRANSFERS</b>	<b>3,189,016</b>	<b>1,259,865</b>	<b>2,220,988</b>	<b>2,252,574</b>	<b>-30.36%</b>	<b>1.42%</b>	<b>-15.96%</b>



Metropolitan Planning Commission GSD General Fund	FY 2001		FY 2002 Budget	FY 2003 Budget	% Change (Annual)		
	Budget	Actual			2001-2002	2002-2003	2001-2003
<b>Total Budgeted Positions</b>	46	NA	46	51	0.00%	10.87%	5.29%
<b>EXPENSE AND TRANSFERS</b>							
<b>PERSONAL SERVICES:</b>							
Salary Expense	1,868,562	1,759,644	2,009,524	2,327,263	7.54%	15.81%	11.60%
Fringe Benefits	468,693	414,231	481,567	551,500	2.75%	14.52%	8.47%
<b>TOTAL PERSONAL SERVICES</b>	<b>2,337,255</b>	<b>2,173,875</b>	<b>2,491,091</b>	<b>2,878,763</b>	<b>6.58%</b>	<b>15.56%</b>	<b>10.98%</b>
<b>OTHER SERVICES:</b>							
Utilities	1,000	857	0	0	-100.00%	NA	-100.00%
Professional Services	84,830	74,849	61,972	134,000	-26.95%	116.23%	25.68%
Purchased Services	37,370	27,530	38,750	52,800	3.69%	36.26%	18.87%
Travel	40,303	37,641	48,500	38,400	20.34%	-20.82%	-2.39%
Communications	15,500	14,694	18,000	18,000	16.13%	0.00%	7.76%
Printing	28,500	20,716	33,000	33,000	15.79%	0.00%	7.61%
Advertising & Promotion	15,000	12,406	17,500	17,500	16.67%	0.00%	8.01%
Subscriptions	501	590	1,000	1,000	99.60%	0.00%	41.28%
Tuition, Registration & Dues	18,500	17,329	18,500	30,500	0.00%	64.86%	28.40%
Repairs & Maintenance Services	35,000	21,333	40,000	40,000	14.29%	0.00%	6.90%
Internal Service Fees	115,413	94,467	394,908	317,447	242.17%	-19.61%	65.85%
<b>TOTAL OTHER SERVICES</b>	<b>391,917</b>	<b>322,412</b>	<b>672,130</b>	<b>682,647</b>	<b>71.50%</b>	<b>1.56%</b>	<b>31.98%</b>
<b>OTHER EXPENSE:</b>							
Supplies and Materials	39,600	30,035	72,500	74,000	83.08%	2.07%	36.70%
Misc. Other Expenses & Payments	0	20	0	0	NA	NA	NA
Fixed Charges	720	0	1,000	1,000	38.89%	0.00%	17.85%
Licenses, Permits & Fees	27,035	29,683	27,050	32,100	0.06%	18.67%	8.97%
Taxes	0	0	0	0	NA	NA	NA
Grant Contributions & Awards	0	0	0	0	NA	NA	NA
<b>TOTAL OTHER EXPENSE</b>	<b>67,355</b>	<b>59,738</b>	<b>100,550</b>	<b>107,100</b>	<b>49.28%</b>	<b>6.51%</b>	<b>26.10%</b>
<b>PENSION, ANNUITY, DEBT &amp; OTHER COSTS</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>
<b>EQUIPMENT, BUILDINGS &amp; LAND</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>
<b>SPECIAL PROJECTS</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>
<b>TOTAL OPERATING EXPENSE</b>	<b>2,796,527</b>	<b>2,556,025</b>	<b>3,263,771</b>	<b>3,668,510</b>	<b>16.71%</b>	<b>12.40%</b>	<b>14.53%</b>
<b>TRANSFERS TO OTHER FUNDS &amp; UNITS:</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>500</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>
<b>TOTAL EXPENSE AND TRANSFERS</b>	<b>2,796,527</b>	<b>2,556,025</b>	<b>3,263,771</b>	<b>3,669,010</b>	<b>16.71%</b>	<b>12.42%</b>	<b>14.54%</b>
<b>REVENUE AND TRANSFERS</b>							
<b>PROGRAM REVENUE:</b>							
<b>Charges, Commissions &amp; Fees</b>							
Charges for Current Services	242,416	221,718	425,846	216,900	75.67%	-49.07%	-5.41%
Commissions and Fees	0	0	0	0	NA	NA	NA
<b>Subtotal Charges, Commissions &amp; Fees</b>	<b>242,416</b>	<b>221,718</b>	<b>425,846</b>	<b>216,900</b>	<b>75.67%</b>	<b>-49.07%</b>	<b>-5.41%</b>
<b>Other Governments &amp; Agencies</b>							
Federal Direct	0	0	0	0	NA	NA	NA
Federal Through State	0	0	0	0	NA	NA	NA
<b>Subtotal Other Governments &amp; Agencies</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>
<b>Other Program Revenue</b>							
Contributions and Gifts	0	0	0	0	NA	NA	NA
Miscellaneous Revenue	0	0	75	100	NA	33.33%	NA
Use of Money or Property	0	0	0	0	NA	NA	NA
<b>Subtotal Other Governments &amp; Agencies</b>	<b>0</b>	<b>0</b>	<b>75</b>	<b>100</b>	<b>NA</b>	<b>33.33%</b>	<b>NA</b>
<b>TOTAL PROGRAM REVENUE</b>	<b>242,416</b>	<b>221,718</b>	<b>425,921</b>	<b>217,000</b>	<b>75.70%</b>	<b>-49.05%</b>	<b>-5.39%</b>
<b>NON-PROGRAM REVENUE:</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>
<b>TRANSFERS FROM OTHER FUNDS:</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>
<b>TOTAL REVENUE AND TRANSFERS</b>	<b>242,416</b>	<b>221,718</b>	<b>425,921</b>	<b>217,000</b>	<b>75.70%</b>	<b>-49.05%</b>	<b>-5.39%</b>

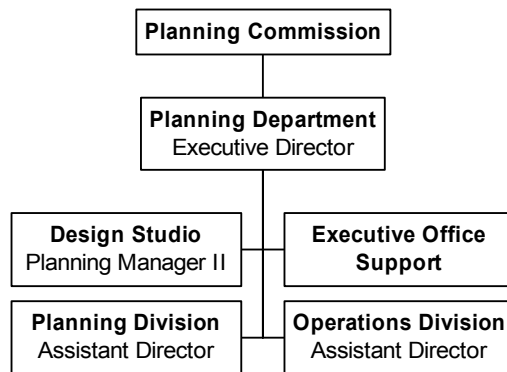
Metropolitan Planning Commission Special Purpose Funds	FY 2001		FY 2002 Budget	FY 2003 Budget	% Change (Annual)		
	Budget	Actual			2001-2002	2002-2003	2001-2003
<b>Total Budgeted Positions</b>	3	NA	6	6	100.00%	0.00%	41.42%
<b>EXPENSE AND TRANSFERS</b>							
<b>PERSONAL SERVICES:</b>							
Salary Expense	155,706	135,884	278,242	278,242	78.70%	0.00%	33.68%
Fringe Benefits	27,744	27,667	65,810	65,810	137.20%	0.00%	54.01%
<b>TOTAL PERSONAL SERVICES</b>	<b>183,450</b>	<b>163,551</b>	<b>344,052</b>	<b>344,052</b>	<b>87.55%</b>	<b>0.00%</b>	<b>36.95%</b>
<b>OTHER SERVICES:</b>							
Utilities	0	0	0	0	NA	NA	NA
Professional Services	1,598,840	701,002	1,135,090	1,135,090	-29.01%	0.00%	-15.74%
Purchased Services	923,000	0	0	0	-100.00%	NA	-100.00%
Travel	12,260	1,264	8,260	8,260	-32.63%	0.00%	-17.92%
Communications	17,100	915	17,600	17,600	2.92%	0.00%	1.45%
Printing	3,000	12,917	2,000	2,000	-33.33%	0.00%	-18.35%
Advertising & Promotion	4,000	11,420	6,000	6,000	50.00%	0.00%	22.47%
Subscriptions	0	0	0	0	NA	NA	NA
Tuition, Registration & Dues	4,000	1,272	8,000	8,000	100.00%	0.00%	41.42%
Repairs & Maintenance Services	0	0	0	0	NA	NA	NA
Internal Service Fees	15,300	1,134	15,900	15,900	3.92%	0.00%	1.94%
<b>TOTAL OTHER SERVICES</b>	<b>2,577,500</b>	<b>729,924</b>	<b>1,192,850</b>	<b>1,192,850</b>	<b>-53.72%</b>	<b>0.00%</b>	<b>-31.97%</b>
<b>OTHER EXPENSE:</b>							
Supplies and Materials	41,300	48,996	39,365	39,365	-4.69%	0.00%	-2.37%
Misc. Other Expenses & Payments	0	0	0	0	NA	NA	NA
Fixed Charges	0	76	0	0	NA	NA	NA
Licenses, Permits & Fees	15,850	0	15,850	15,850	0.00%	0.00%	0.00%
Taxes	0	0	0	0	NA	NA	NA
Grant Contributions & Awards	0	0	0	0	NA	NA	NA
<b>TOTAL OTHER EXPENSE</b>	<b>57,150</b>	<b>49,072</b>	<b>55,215</b>	<b>55,215</b>	<b>-3.39%</b>	<b>0.00%</b>	<b>-1.71%</b>
<b>PENSION, ANNUITY, DEBT &amp; OTHER COSTS</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>
<b>EQUIPMENT, BUILDINGS &amp; LAND</b>	<b>128,500</b>	<b>0</b>	<b>133,500</b>	<b>133,500</b>	<b>3.89%</b>	<b>0.00%</b>	<b>1.93%</b>
<b>SPECIAL PROJECTS</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>
<b>TOTAL OPERATING EXPENSE</b>	<b>2,946,600</b>	<b>942,547</b>	<b>1,725,617</b>	<b>1,725,617</b>	<b>-41.44%</b>	<b>0.00%</b>	<b>-23.47%</b>
<b>TRANSFERS TO OTHER FUNDS &amp; UNITS:</b>	<b>0</b>	<b>5,678</b>	<b>0</b>	<b>0</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>
<b>TOTAL EXPENSE AND TRANSFERS</b>	<b>2,946,600</b>	<b>948,225</b>	<b>1,725,617</b>	<b>1,725,617</b>	<b>-41.44%</b>	<b>0.00%</b>	<b>-23.47%</b>
<b>REVENUE AND TRANSFERS</b>							
<b>PROGRAM REVENUE:</b>							
<b>Charges, Commissions &amp; Fees</b>							
Charges for Current Services	0	54,298	52,200	39,900	NA	-23.56%	NA
Commissions and Fees	0	0	0	0	NA	NA	NA
<b>Subtotal Charges, Commissions &amp; Fees</b>	<b>0</b>	<b>54,298</b>	<b>52,200</b>	<b>39,900</b>	<b>NA</b>	<b>-23.56%</b>	<b>NA</b>
<b>Other Governments &amp; Agencies</b>							
Federal Direct	424,000	61,510	424,000	250,000	0.00%	-41.04%	-23.21%
Federal Through State	2,472,600	740,988	1,251,617	1,695,674	-49.38%	35.48%	-17.19%
<b>Subtotal Other Governments &amp; Agencies</b>	<b>2,896,600</b>	<b>802,498</b>	<b>1,675,617</b>	<b>1,945,674</b>	<b>-42.15%</b>	<b>16.12%</b>	<b>-18.04%</b>
<b>Other Program Revenue</b>							
Contributions and Gifts	0	37,033	0	0	NA	NA	NA
Miscellaneous Revenue	0	0	0	0	NA	NA	NA
Use of Money or Property	0	20,161	17,250	0	NA	-100.00%	NA
<b>Subtotal Other Governments &amp; Agencies</b>	<b>0</b>	<b>57,194</b>	<b>17,250</b>	<b>0</b>	<b>NA</b>	<b>-100.00%</b>	<b>NA</b>
<b>TOTAL PROGRAM REVENUE</b>	<b>2,896,600</b>	<b>913,990</b>	<b>1,745,067</b>	<b>1,985,574</b>	<b>-39.75%</b>	<b>13.78%</b>	<b>-17.21%</b>
<b>NON-PROGRAM REVENUE:</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>
<b>TRANSFERS FROM OTHER FUNDS:</b>	<b>50,000</b>	<b>124,157</b>	<b>50,000</b>	<b>50,000</b>	<b>0.00%</b>	<b>0.00%</b>	<b>0.00%</b>
<b>TOTAL REVENUE AND TRANSFERS</b>	<b>2,946,600</b>	<b>1,038,147</b>	<b>1,795,067</b>	<b>2,035,574</b>	<b>-39.08%</b>	<b>13.40%</b>	<b>-16.88%</b>

## ORGANIZATION CHARTS

The organization charts presented below represent a summary-level depiction of the project team’s understanding of the relationships among the various functions within the Planning Department. Detailed organization charts applicable to each of the functional divisions and units within these divisions are presented following the overall departmental organizational structure chart.

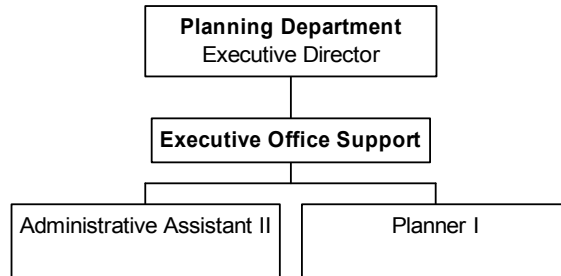
### PLANNING DEPARTMENT Current Organization

Nashville - Davidson County, Tennessee



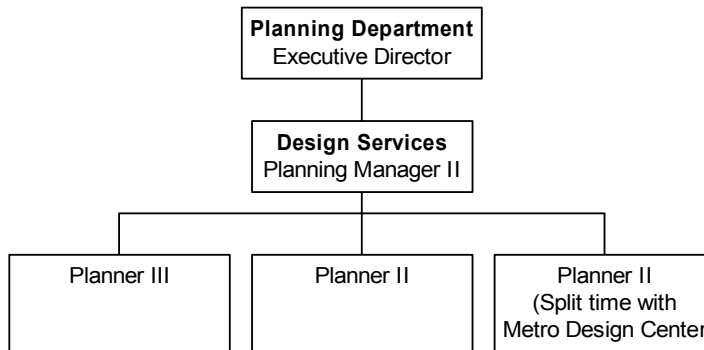
**PLANNING DEPARTMENT  
Executive Office Support**

**Nashville - Davidson County, Tennessee**



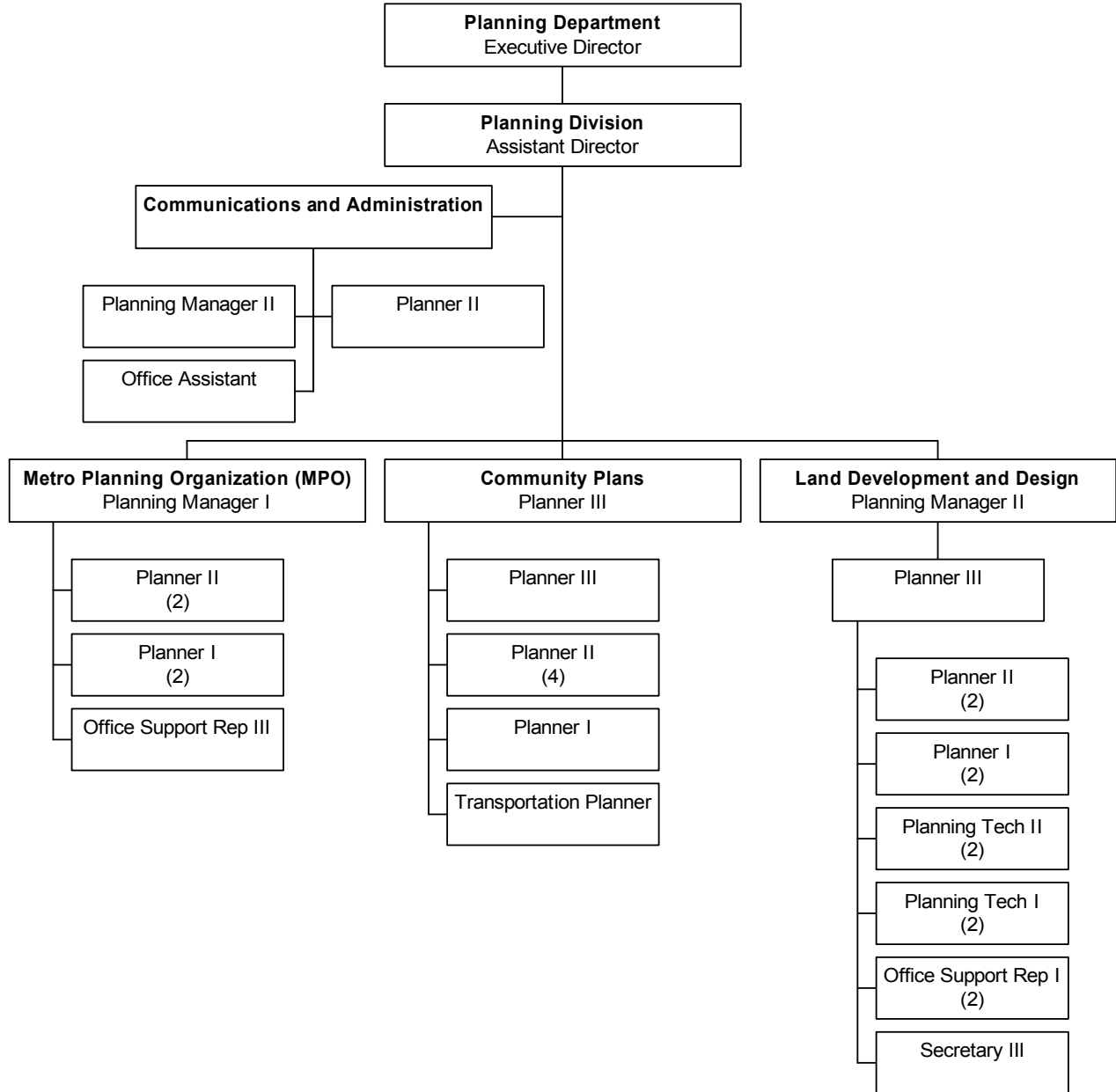
**PLANNING DEPARTMENT  
Design Studio**

**Nashville - Davidson County, Tennessee**



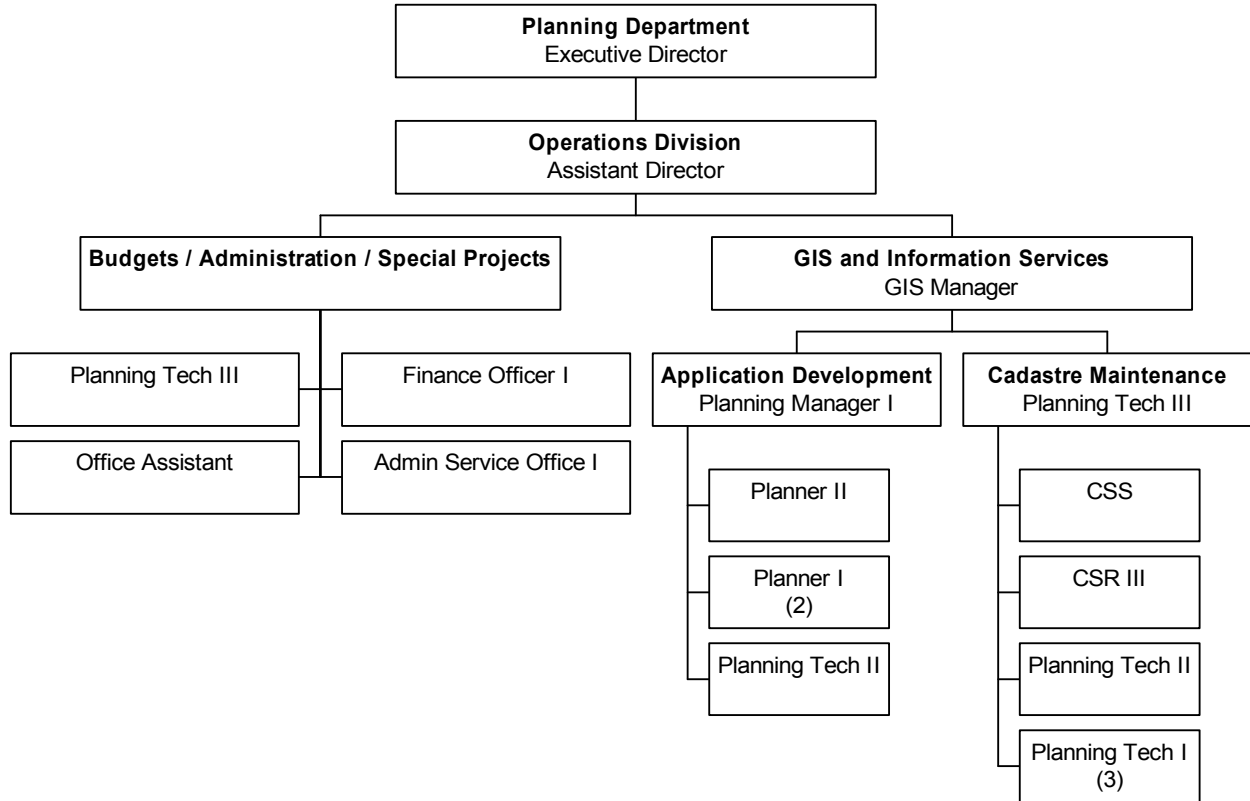
**PLANNING DEPARTMENT**  
**Planning Division**

**Nashville - Davidson County, Tennessee**



**PLANNING DEPARTMENT  
Operations Division**

Nashville - Davidson County, Tennessee



**SUMMARY OF WORK ACTIVITY**

The tables presented on the following pages describe the work activity of the Planning Department. These summaries are presented at the Division or Division / Section level of detail as appropriate.

<b>Department:</b>		<b>PLANNING DEPARTMENT</b>			
<b>Division:</b>		<b>EXECUTIVE OFFICE</b>			
<b>FTE</b>	<b>Total:</b>	3.0	<b>Filled:</b>	3.0	<b>Vacant:</b> 0.0
<b>Summary of Principal Activities:</b>					
<ul style="list-style-type: none"> <li><input type="checkbox"/> Located in Planning Department Headquarters in Lindsley Hall (Howard Office Complex).</li> <li><input type="checkbox"/> Staff available during regular business hours.</li> <li><input type="checkbox"/> Frequent interaction with external parties and other policy-making organizations.</li> <li><input type="checkbox"/> Consult and coordinate with the Mayor, the Metropolitan Council and other officials, government agencies, community stakeholders, and private organizations concerning planning-related issues.</li> <li><input type="checkbox"/> Encourage and attend meetings with public officials and groups such as neighborhood organizations, developers, chambers of commerce, and other members of the public to enlist their participation and to advise them on various planning policies, issues and projects.</li> <li><input type="checkbox"/> Prepare and oversee the Department work program.</li> <li><input type="checkbox"/> Oversee development and specification of urban design elements.</li> <li><input type="checkbox"/> Promote and assist in the promulgation of urban design programs in Davidson County.</li> <li><input type="checkbox"/> Prepare regulatory amendments.</li> <li><input type="checkbox"/> Improve opportunities for coordination of development and infrastructure through comprehensive development monitoring techniques.</li> <li><input type="checkbox"/> Monitor proposed state and federal legislation affecting planning and advise staff on its effect and needed actions.</li> <li><input type="checkbox"/> Perform special studies and provide statistical and analytical capability to the department.</li> <li><input type="checkbox"/> Process Department payroll (twice / month).</li> <li><input type="checkbox"/> Provide Human Resource functional services to Department (liaison / file maintenance).</li> <li><input type="checkbox"/> Develop and maintain Planning Commission agendas / minutes.</li> </ul>					
<b>Summary of Principal Performance</b>					
<ul style="list-style-type: none"> <li><input type="checkbox"/> Presentations to civic and other government organizations.</li> <li><input type="checkbox"/> Representation of Department and County at regional and national planning organizations.</li> <li><input type="checkbox"/> Number of prepared subdivision regulation amendments for consideration by June 30 (FY 2003 target of 3 amendments).</li> <li><input type="checkbox"/> Number of Zoning Code amendments researched and prepared for consideration by June 30 (FY 2003 target of 3 amendments).</li> <li><input type="checkbox"/> Develop evaluation standards for traffic impact studies in rural settings (FY 2003 completion).</li> <li><input type="checkbox"/> Develop transportation demand modeling capability to assess proposed developments (FY 2003 completion).</li> </ul>					

<b>Department:</b>		<b>PLANNING DEPARTMENT</b>					
<b>Division:</b>		<b>DESIGN STUDIO</b>					
<b>FTE</b>	<b>Total:</b>	3.5	<b>Filled:</b>	3.5	<b>Vacant:</b>	0.0	
<b>Summary of Principal Activities:</b>							
<ul style="list-style-type: none"> <li>❑ Located in Planning Department Headquarters in Lindsley Hall (Howard Office Complex).</li> <li>❑ Staff available during regular business hours.</li> <li>❑ Frequent interaction with external parties and other policy-making organizations.</li> <li>❑ Prepare urban design elements of the Planning Department's work program.</li> <li>❑ Manage the preparation and maintenance of neighborhood, subarea and other community-based plans and provide opportunities for effective and representative citizen participation in the preparation of plans.</li> <li>❑ Assist in organization, preparation and execution of "charettes" as part of the community participation process.</li> <li>❑ Prepare design regulations, guidelines, maps, illustrations, brochures and presentations that further the betterment of design and design awareness in the community.</li> <li>❑ Research best urban design practices and prepare studies, proposals, design guidelines and regulations that incorporate these practices into community planning and design review programs.</li> <li>❑ Provide staffing assistance to the Nashville Civic Design Center (0.5 FTE)</li> <li>❑ Promotes and assists with the promulgation of urban design programs where needed within Metropolitan Government and the community at large.</li> <li>❑ Significant interaction with Planning Division, Community Plans Section through review of urban design overlays (UDO) for compliance with Zoning Codes.</li> <li>❑ Research and develop methods, techniques and standards that are effective in establishing and maintaining a high level of urban design quality in the build environment.</li> <li>❑ Prepare studies, proposals, graphic illustrations, conceptual designs, design guidelines and regulations that incorporate the best urban design practices into community planning, design review programs and presentations of the department, related programs of other Metro departments and programs initiated by community groups.</li> <li>❑ Conduct ad hoc research projects as directed by Executive Office.</li> </ul>							
<b>Summary of Principal Performance</b>							
<ul style="list-style-type: none"> <li>❑ Volume and status of in-house requests for design services.</li> <li>❑ Volume and status of UDO reviews (four existing UDO's; three proposed UDO's).</li> <li>❑ UDO creation creates new continuing need for UDO compliance reviews.</li> <li>❑ No project tracking system.</li> <li>❑ Limited efforts towards project prioritization / scheduling.</li> </ul>							



<b>Department:</b>		<b>PLANNING DEPARTMENT</b>			
<b>Division:</b>		<b>PLANNING DIVISION</b>			
<b>Section/Function:</b>		<b>COMMUNICATIONS AND ADMINISTRATION</b>			
<b>FTE</b>	<b>Total:</b>	3.0	<b>Filled:</b>	3.0	<b>Vacant:</b> 0.0
<b>Summary of Principal Activities:</b>					
<ul style="list-style-type: none"> <li><input type="checkbox"/> Located in Planning Department Headquarters in Lindsley Hall (Howard Office Complex).</li> <li><input type="checkbox"/> Staff available during regular business hours.</li> <li><input type="checkbox"/> Provide promotions, communication, and support products to the media to facilitate production of stories for the public that accurately describe planning issues.</li> <li><input type="checkbox"/> Research / redraft Zoning Codes.</li> <li><input type="checkbox"/> Research / redraft Subdivision Codes.</li> </ul>					
<b>Summary of Principal Performance</b>					
<ul style="list-style-type: none"> <li><input type="checkbox"/> 240 responses to media inquiries; 300 responses (projection).</li> <li><input type="checkbox"/> Media contacts / responses.</li> <li><input type="checkbox"/> Newspaper (radio) display ads.</li> <li><input type="checkbox"/> Press conferences / media kits.</li> <li><input type="checkbox"/> Press releases.</li> <li><input type="checkbox"/> Public service announcements.</li> <li><input type="checkbox"/> Code revisions.</li> </ul>					

<b>Department:</b>		<b>PLANNING DEPARTMENT</b>				
<b>Division:</b>		<b>PLANNING DIVISION</b>				
<b>Section/Function:</b>		<b>COMMUNITY PLANS</b>				
<b>FTE</b>	<b>Total:</b>	8.0	<b>Filled:</b>	8.0	<b>Vacant:</b>	0.0
<b>Summary of Principal Activities:</b>						
<ul style="list-style-type: none"> <li><input type="checkbox"/> Located in Planning Department Headquarters in Lindsley Hall (Howard Office Complex).</li> <li><input type="checkbox"/> Staff available during regular business hours.</li> <li><input type="checkbox"/> Prepare land use and related plans to guide future development, redevelopment, and improvement of various communities and neighborhoods in Metropolitan Nashville and assist in their implementation.</li> <li><input type="checkbox"/> Develop and update community plans, process and advise on proposed plan amendments, participate in development review process.</li> <li><input type="checkbox"/> Conduct special studies, prepare reports and make recommendations on planning-related matters.</li> </ul>						
<b>Summary of Principal Performance</b>						
<ul style="list-style-type: none"> <li><input type="checkbox"/> Zoning text amendments.</li> <li><input type="checkbox"/> Development potential maps.</li> <li><input type="checkbox"/> Site selection study reports.</li> <li><input type="checkbox"/> Urban Design Overlays (UDO's)</li> <li><input type="checkbox"/> Subdivision text revisions.</li> <li><input type="checkbox"/> Subarea plans / amendments.</li> <li><input type="checkbox"/> Detailed neighborhood design plans.</li> <li><input type="checkbox"/> Design concept maps.</li> <li><input type="checkbox"/> Number of publications distributed and number of neighborhood tours</li> <li><input type="checkbox"/> Miscellaneous citizen consultations.</li> <li><input type="checkbox"/> Community consultations.</li> <li><input type="checkbox"/> Education presentations.</li> <li><input type="checkbox"/> Citizen informational presentations.</li> <li><input type="checkbox"/> Community education presentations.</li> <li><input type="checkbox"/> Community meeting presentations.</li> <li><input type="checkbox"/> Neighborhood profiles.</li> <li><input type="checkbox"/> Community mediation sessions.</li> <li><input type="checkbox"/> Neighborhood audit training workshops.</li> <li><input type="checkbox"/> Appearance preference surveys.</li> <li><input type="checkbox"/> Capacity building workshops.</li> <li><input type="checkbox"/> Consultation with State on transportation issues and projects.</li> <li><input type="checkbox"/> Subdivision plat inquiry responses.</li> <li><input type="checkbox"/> Design research reports.</li> <li><input type="checkbox"/> Design review reports.</li> <li><input type="checkbox"/> Alternate design recommendation reports.</li> <li><input type="checkbox"/> Developer consultations.</li> </ul>						

<b>Department:</b>		<b>PLANNING DEPARTMENT</b>			
<b>Division:</b>		<b>PLANNING DIVISION</b>			
<b>Section/Function:</b>		<b>LAND DEVELOPMENT AND DESIGN</b>			
<b>FTE</b>	<b>Total:</b>	13.0	<b>Filled:</b>	13.0	<b>Vacant:</b> 0.0

**Summary of Principal Activities:**

- Located in Planning Department Headquarters in Lindsley Hall (Howard Office Complex).
- Staff available during regular business hours.
- Review, analyze, research and distribute PUD, zoning, mandatory referral, Board of Zoning Appeals (BZA) cases, and subdivision applications (including plat recordations) according to established regulations and policies.
- Attend Development Review Committee (DRC) meetings and review all applications.
- Provide information to public, development community, internal departments, Metro Council, and other governmental agencies on subdivision, zoning, PUD, mandatory referral, and related matters.
- Develop and maintain effective communications and coordination with other department divisions and other Metro departments, including Codes, Metro Clerk, Metro Council staff, Metro Legal, Public Works, and Water and Sewer.
- Provide information to Mapping and Operations staff to update the Official Zoning Map and LIS after council bills become effective.
- Create, update and prepare the MPC agenda.
- Create, produce, revise, mail the MPC public hearing notices.
- Review, copy, organize and coordinate the mail-out of MPC agenda packets.
- Create, produce, distribute, revise, copy, and distribute council bills for all zone change applications, new / amend / cancel overlay district applications (PUD, UDO, Neighborhood Landmark)
- Update council bill, LIS, and zoning map databases.
- Create, maintain and update spreadsheets concerning sidewalk variances and sidewalk relief (granted / denied by BZA and MPC) and greenway easements (approved through subdivision plats and mandatory referral process).
- Scan completed and approved plats and coordinate with Register of Deeds Office to record plats.
- Prepare, coordinate and administer subdivision bonds with other Metro departments and outside utilities.

**Summary of Principal Performance**

- Conduct neighborhood planning, subarea planning, and Urban Design Studio functions.
- Participate and contribute to neighborhood planning, subarea planning, and Urban Design Studio functions of the Department.
- Slide shows for Metro Council public hearings.
- Metro Council Planning & Zoning staff reports.
- Council Bills for zoning text changes and other matters.
- Consultations at Metro Council public hearings.
- Zoning public hearing notices for Metro Council.
- Zoning public hearing signs for Metro Council.

<b>Department:</b>	<b>PLANNING DEPARTMENT</b>
<b>Division:</b>	<b>PLANNING DIVISION</b>
<b>Section/Function:</b>	<b>LAND DEVELOPMENT AND DESIGN</b>
<ul style="list-style-type: none"> <li><input type="checkbox"/> Letters to Council members regarding proposals in their districts.</li> <li><input type="checkbox"/> Metro Council member consultations.</li> <li><input type="checkbox"/> Metro Council information requests / presentations.</li> <li><input type="checkbox"/> Consultations to Metro Council Planning Committee.</li> <li><input type="checkbox"/> Zoning / Subdivision / PUD's application consultations</li> <li><input type="checkbox"/> UDO compliance certification.</li> <li><input type="checkbox"/> Critical lot plan approvals.</li> <li><input type="checkbox"/> PUD and zoning letters for Codes.</li> <li><input type="checkbox"/> Administrative plat approvals.</li> <li><input type="checkbox"/> Performance agreements for public infrastructure bonds.</li> <li><input type="checkbox"/> PUD building permit approvals.</li> <li><input type="checkbox"/> Administrative PUD approval letters.</li> <li><input type="checkbox"/> Subdivision review recommendations.</li> <li><input type="checkbox"/> Objective: 28-day application processing.</li> <li><input type="checkbox"/> Slide show for MPC (includes aerial photos, sketches and maps).</li> <li><input type="checkbox"/> Variance request reviews.</li> <li><input type="checkbox"/> FY 2001-2002:</li> <li><input type="checkbox"/> Zone Changes                    127</li> <li><input type="checkbox"/> Subdivisions                    362</li> <li><input type="checkbox"/> PUD's                                117</li> <li><input type="checkbox"/> Plan Amendments                3</li> <li><input type="checkbox"/> Text Amendments                24</li> <li><input type="checkbox"/> Mandatory Referrals            149</li> </ul>	

<b>Department:</b>		<b>PLANNING DEPARTMENT</b>				
<b>Division:</b>		<b>PLANNING DIVISION</b>				
<b>Section/Function:</b>		<b>METROPOLITAN PLANNING ORGANIZATION (MPO)</b>				
<b>FTE</b>	<b>Total:</b>	6.0	<b>Filled:</b>	6.0	<b>Vacant:</b>	0.0
<b>Summary of Principal Activities:</b>						
<ul style="list-style-type: none"> <li><input type="checkbox"/> Located in Planning Department Headquarters in Lindsley Hall (Howard Office Complex).</li> <li><input type="checkbox"/> Staff available during regular business hours.</li> <li><input type="checkbox"/> Develop, assemble and maintain three-year Transportation Improvement Programs that budget available federal funds for various improvements to existing facilities and new projects.</li> <li><input type="checkbox"/> Manage the policies and finances of the five-county Metropolitan Planning Organization.</li> <li><input type="checkbox"/> Staff the regular biweekly meetings of the MPO Technical Coordinating Committee and the MPO Executive Board by compiling agenda, preparing item reports, presenting material, maintaining minutes and other required records.</li> <li><input type="checkbox"/> Prepare an annual work program for the 19 jurisdictions of the MPO.</li> <li><input type="checkbox"/> Develop and maintain the MPO's Long-Range Transportation Plan and Transportation Improvement Program.</li> <li><input type="checkbox"/> Develop and maintain the annual budget for the Department's APR business unit.</li> <li><input type="checkbox"/> Prepare the transportation functional plan for Nashville-Davidson County and manage its implementation.</li> <li><input type="checkbox"/> Supervise employees in implementation of transportation-related items in the Planning Department's work program including a regular program or traffic data collection / analysis, responds to citizen inquiries, performance of special studies, and review of traffic / circulation issues in development plans.</li> <li><input type="checkbox"/> Develop and implement Unified Planning Work Programs that describe the ongoing transportation planning activities and special studies to be conducted by the MPO during the current year.</li> <li><input type="checkbox"/> Provide short- and long-term recommendations, budget, coordination, and educational products to state, regional and local governments to allow provision of diverse and effective mobility options for citizens.</li> </ul>						
<b>Summary of Principal Performance</b>						
<ul style="list-style-type: none"> <li><input type="checkbox"/> Maximize the MPO's allotment of federal transportation funds and ensure that all federal eligibility guidelines are met.</li> <li><input type="checkbox"/> Develop annual three-year Transportation Improvement Program.</li> <li><input type="checkbox"/> Develop and validate annual Long-Range Transportation Plan.</li> <li><input type="checkbox"/> Develop and implement annual Unified Planning Work Program.</li> <li><input type="checkbox"/> Staff reports / minutes for biweekly MPO meetings.</li> <li><input type="checkbox"/> Compliance with air quality standards report.</li> <li><input type="checkbox"/> Modeling of transportation air quality impacts report.</li> <li><input type="checkbox"/> Transportation Improvement Program Report.</li> <li><input type="checkbox"/> Travel / traffic / transit reports.</li> </ul>						

<b>Department:</b>		<b>PLANNING DEPARTMENT</b>					
<b>Division:</b>		<b>OPERATIONS DIVISION</b>					
<b>Section/Function:</b>		<b>BUDGETS / ADMINISTRATION / SPECIAL PROJECTS</b>					
<b>FTE</b>	<b>Total:</b>	4.0	<b>Filled:</b>	4.0	<b>Vacant:</b>	0.0	
<p><b>Summary of Principal Activities:</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Located in Planning Department Headquarters in Lindsley Hall (Howard Office Complex).</li> <li><input type="checkbox"/> Staff available during regular business hours.</li> <li><input type="checkbox"/> Prepare annual Operating Budget Request.</li> <li><input type="checkbox"/> Prepare annual Capital Improvements Budget Recommendation that prioritizes the use of Metro’s resources in the most effective and efficient manner.</li> <li><input type="checkbox"/> Maintain database of CIB projects, perform quality controls for data entry and organization of submittal process and production of various budget documents.</li> <li><input type="checkbox"/> Maintain Land Information System (LIS) database for zoning.</li> <li><input type="checkbox"/> Prepare demographic forecast of public school students and total population.</li> <li><input type="checkbox"/> Maintain financial records and prepare financial reports.</li> <li><input type="checkbox"/> Prepare requisitions, vouchers, and reconcile invoices and purchase orders.</li> </ul>							
<p><b>Summary of Principal Performance</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Develop capital ranking system to score submittals against an established set of general principles.</li> <li><input type="checkbox"/> Complete annual operating budget request by deadline.</li> <li><input type="checkbox"/> Complete Capital Improvements Budgets by April 30.</li> <li><input type="checkbox"/> Played marginal role in development and approval of last year’s capital plan. Focus may shift to Metro Executive staff.</li> <li><input type="checkbox"/> Number of sets of high school cluster specific student generation rates and student forecasts for a five-year period.</li> <li><input type="checkbox"/> OMB / Finance Department initiated Capital Budget amendments.</li> <li><input type="checkbox"/> Development scenario evaluator (INDEX).</li> </ul>							

<b>Department:</b>		<b>PLANNING DEPARTMENT</b>			
<b>Division:</b>		<b>OPERATIONS DIVISION</b>			
<b>Section/Function:</b>		<b>GIS AND INFORMATION SERVICES</b>			
		<b>Application Development</b>			
<b>FTE</b>	<b>Total:</b>	5.0	<b>Filled:</b>	5.0	<b>Vacant:</b> 0.0

**Summary of Principal Activities:**

- Located in Planning Department Headquarters in Lindsley Hall (Howard Office Complex).
- Staff available during regular business hours.
- Manage all mapping and MPC office automation systems; ensure proper system operation and backup.
- Recommend, develop and lead training for MPC and other Metro staff.
- Develop AML, Avenue, Visual Basic and related programs to improve the functionality of all GIS systems and expand dissemination of information.
- Coordinate with Information Systems and other departments to insure adequate support of network operations and data sharing.
- Create, document and manage Metadata for all Metro data sets.
- Administer all geographic databases, in particular the spatial database engine (SDE) / spatial extender databases.
- Calculate student generation ratios for use by Planning staff, Planning Commission and Metro School Board.
- Perform periodic reviews of liquor store permit requests in accordance with regulations and policies.
- Conduct three-dimensional analysis.
- Collect and disseminate census data and other socioeconomic data for use by staff and the general public.
- Maintain on-line mapping site.
- Provide technical support for re-design of website.
- Provide technical support for mainframe migration RFP.
- Provide technical support for aerial photography vendor RFP.
- Provide custom mapping products as requested.
- Respond to ad hoc research requests from Executive management.

**Summary of Principal Performance**

- Metro Department use of geographic information to meet business objectives.
- Number of software applications requested / implemented.
- Number of reports automated.
- Number of map products sold.
- Number of custom map products developed.
- Use of on-line mapping service.
- Number of census data reports developed.
- School District recommendations.
- Database maintenance (traffic, neighborhoods, actions, traffic, greenway easement, subdivision, PUD, zoning, mandatory referrals)
- 1,143 maps distributed; 1,500 maps demanded (projection).

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<b>Department:</b>	<b>PLANNING DEPARTMENT</b>
<b>Division:</b>	<b>OPERATIONS DIVISION</b>
<b>Section/Function:</b>	<b>GIS AND INFORMATION SERVICES Application Development</b>
<input type="checkbox"/> 153 CD's distributed; 200 CD's demanded (projection). <input type="checkbox"/> Goal: 95% of information requested provided within one hour.	



<b>Department:</b>		<b>PLANNING DEPARTMENT</b>			
<b>Division:</b>		<b>OPERATIONS DIVISION</b>			
<b>Section/Function:</b>		<b>GIS AND INFORMATION SERVICES</b>			
		<b>Cadastre Maintenance</b>			
<b>FTE</b>	<b>Total:</b>	7.0	<b>Filled:</b>	7.0	<b>Vacant:</b> 0.0
<b>Summary of Principal Activities:</b>					
<ul style="list-style-type: none"> <li>❑ Located in basement of Howard Office Building (across street from Planning Department Headquarters in Lindsley Hall).</li> <li>❑ Staff available during regular business hours.</li> <li>❑ Maintain accurate and complete database of property in Metro GIS for efficient and effective tax appraisal and general analytical uses.</li> <li>❑ Insure that property maps and Land Information System (LIS) meet all state and local legal requirements.</li> <li>❑ Provide research in instances of disagreement with Metro property records.</li> <li>❑ Review recorded deeds and subdivision plats for correctness and insure that they are processed in the prescribed workflow.</li> <li>❑ Maintain Land Information System (LIS) database for zoning.</li> </ul>					
<b>Summary of Principal Performance</b>					
<ul style="list-style-type: none"> <li>❑ Number of property transfers logged in system according to Assessor of Property's mandate (FY 2003 target = 23,000).</li> <li>❑ Number of areas reviewed for positional accuracy (FY 2003 target = 6).</li> <li>❑ Number of annual plans instituted for updating photo library and changes to structural environment (FY 2003 target = 2).</li> <li>❑ The only county mapping service in Tennessee NOT located in the Assessor's Office.</li> <li>❑ Deed, property and title searches.</li> </ul>					

**ATTACHMENT B**  
**COMPARISON TO BEST MANAGEMENT PRACTICES**

<b>Department:</b>	<b>PLANNING DEPARTMENT</b>	
<b>Division:</b>	<b>EXECUTIVE DIRECTOR</b>	
	<b>Best Management Practice</b>	<b>Nashville – Davidson County Performance</b>
	<p><b>Department Organization</b></p> <ul style="list-style-type: none"> <li>□ The Department is organized and work responsibility divided into divisions. Separate division for long-range planning to dedicate desired level of staff effort not responsible for immediate agency needs.</li> </ul>	<ul style="list-style-type: none"> <li>□ A recent reorganization has separated long-range planning to dedicate resources for this purpose.</li> <li>□ Reorganization also recognized importance of urban design through separate group reporting directly to Department Director.</li> </ul>
	<p><b>Strategic Planning</b></p> <ul style="list-style-type: none"> <li>□ The Department identifies its long-range strategic objectives and plans the tasks that are needed to accomplish those objectives.</li> </ul>	<ul style="list-style-type: none"> <li>□ Results Matter effort represents first step in a holistic strategic planning effort.</li> </ul>
	<p><b>Work Program</b></p> <ul style="list-style-type: none"> <li>□ The Department develops a detailed work program to allocate the financial resources and staff that will be required to complete its annual objectives.</li> </ul>	<ul style="list-style-type: none"> <li>□ The Department continues development of work plan components as part of the Results Matter Initiative. The current work program seeks to identify goals, specific objectives, required data to assess performance, and presents a gross allocation of staff effort to meet objectives. Department should continue development to incorporate dynamic reporting of Department effort to provide management with the information necessary to adjust work effort to meet changing conditions, performance and priorities.</li> </ul>
	<p><b>Communication of Goals</b></p> <ul style="list-style-type: none"> <li>□ The Department Director ensures that staff members fully understand and act on Department objectives. The Department Director also ensures that staff develop personal objectives that support those of the Department.</li> </ul>	<ul style="list-style-type: none"> <li>□ Significant in-house training in New Urbanist / Smart Growth concepts and practices with change in department management.</li> <li>□ Results Matter effort develops functional area linkages to agency mission.</li> <li>□ No explicit linkage of individual performance objectives to Results Matter or Department mission.</li> </ul>
	<p><b>Streamline Permitting Procedures</b></p> <ul style="list-style-type: none"> <li>□ The Department involves elected and appointed officials, developers, and citizens in ongoing education and evaluation programs to increase their understanding of current development review practices, solicit their opinions on the permitting process, and develop new strategies to better achieve growth</li> </ul>	<ul style="list-style-type: none"> <li>□ No formal mechanism of process review.</li> <li>□ Staff are responsive to individual circumstances / situations / issues and provide professional advice.</li> </ul>

<b>Department:</b>	<b>PLANNING DEPARTMENT</b>
<b>Division:</b>	<b>EXECUTIVE DIRECTOR</b>
management goals.	
<p><b>Motivation of Staff</b></p> <ul style="list-style-type: none"> <li>□ The Department Director instills a desire to get the job done through both the quantity and quality of staff work. May use personal example, incentive or direction.</li> </ul>	<ul style="list-style-type: none"> <li>□ There is a high level of professional admiration for the Executive Management Team among staff.</li> <li>□ Staff appear driven more by peer pressure and example to perform at higher levels.</li> </ul>
<p><b>Coordination of Effort</b></p> <ul style="list-style-type: none"> <li>□ The Department Director allocates work to ensure that sections function in mutually supportive ways. Can occur through timing of work assignments to ensure that products are ready when required and/or maintaining common goals to prevent overlapping or conflicting work effort.</li> </ul>	<ul style="list-style-type: none"> <li>□ There is general consensus that program Project management is absent in this Department.</li> <li>□ Very little overall coordination of effort.</li> <li>□ Coordination / communication issues with other involved Metro departments.</li> </ul>
<p><b>Effort and Accomplishment Reporting</b></p> <ul style="list-style-type: none"> <li>□ The Department Director reports periodically to political leaders, the planning commission and the public to ensure that agency objectives continue to reflect community objectives.</li> </ul>	<ul style="list-style-type: none"> <li>□ Management personnel are generally responsive to civic and community information needs.</li> <li>□ The Department has proposed New Urbanist / Smart Growth policies; however, the Metro government has not yet approved this philosophical approach and associated practical applications.</li> </ul>
<p><b>Commission Support</b></p> <ul style="list-style-type: none"> <li>□ All planning commission members should receive support from the Department on a regular basis regarding general planning subject matter and the conduct of meetings.</li> </ul>	<ul style="list-style-type: none"> <li>□ Commission receives general staff support.</li> </ul>
<p><b>Commission Support</b></p> <ul style="list-style-type: none"> <li>□ New Planning Commissioners receive an orientation.</li> <li>□ The Planning Commission attends annual training sessions.</li> <li>□ The Planning Commissioners attend state / national conferences.</li> </ul>	<ul style="list-style-type: none"> <li>□ Commission receives general staff support.</li> <li>□ Frequent changes in composition of Commission requires continuing education / orientation effort.</li> </ul>
<p><b>Streamlining – Routine Actions</b></p> <ul style="list-style-type: none"> <li>□ Routine waivers and exceptions from development regulations are decided administratively rather than by board action.</li> </ul>	<ul style="list-style-type: none"> <li>□ All exceptions and variances go before the Commission.</li> </ul>
<p><b>Streamlining – Coordination</b></p> <ul style="list-style-type: none"> <li>□ One agency, such as planning or economic development, coordinates interagency reviews and keeps projects</li> </ul>	<ul style="list-style-type: none"> <li>□ The Planning Department routinely coordinates interagency reviews according to proscribed data checklists and approval timetables.</li> </ul>

<b>Department:</b>	<b>PLANNING DEPARTMENT</b>	
<b>Division:</b>	<b>EXECUTIVE DIRECTOR</b>	
	moving through the approval pipeline.	
<b>Central Coordination</b>	<ul style="list-style-type: none"> <li>□ Individual assignment of central coordination of entire development process across departments.</li> </ul>	<ul style="list-style-type: none"> <li>□ Individual assignments are made within Planning Department.</li> <li>□ Planning Department staff coordinate the distribution of submitted materials and subsequent aggregation of review decisions from appropriate Metro Departments.</li> <li>□ Planning Department staff have no authority over other staff in other Metro Departments.</li> </ul>
<b>Comprehensive / General Plan adopted.</b>		<ul style="list-style-type: none"> <li>□ The Metro Government adopted the latest General Plan approximately 10 years ago.</li> <li>□ The current General Plan provides conflicting guidance on development.</li> <li>□ The current General Plan does not specifically address New Urbanist / Smart Growth policy or practice.</li> <li>□ The Department is developing “hybrid” overlay districts to make it easier for developers to pursue and complete “smart-growth” projects.</li> </ul>
<b>Zoning Ordinance</b>	<ul style="list-style-type: none"> <li>□ Zoning Ordinance is consistent with Comprehensive / General Plan.</li> <li>□</li> </ul>	<ul style="list-style-type: none"> <li>□ The Zoning Ordinance is not necessarily consistent with all elements of the General Plan.</li> <li>□ The Department proposed and the Council approved one significant change; the Department is currently drafting additional proposed amendments to address inconsistencies.</li> </ul>
<b>Subdivision Ordinance</b>	<ul style="list-style-type: none"> <li>□ Subdivision Ordinance is consistent with Comprehensive / General Plan.</li> </ul>	<ul style="list-style-type: none"> <li>□ The Subdivision Ordinance is not necessarily consistent with all elements of the General Plan.</li> <li>□ The Department proposed and the Council approved one significant change; The Department is currently drafting additional proposed amendments to address inconsistencies.</li> </ul>
<b>Policy and Procedure Handbooks</b>	<ul style="list-style-type: none"> <li>□ The Department uses and updates a central policy and procedures handbook to guide employees. The handbook should be reviewed regularly for modification / elimination of policies (drive uniform decisions) and procedures (drive uniform methods).</li> </ul>	<ul style="list-style-type: none"> <li>□ The Department maintains a Policy and Procedures Handbook in electronic format</li> </ul>

<b>Department:</b>	<b>PLANNING DEPARTMENT</b>
<b>Division:</b>	<b>EXECUTIVE DIRECTOR</b>
<b>Improvement Opportunities</b>	
<b>Develop Consensus Opinion on Acceptable Growth in Community.</b>	
<ul style="list-style-type: none"> <li>□ The Department in particular, and the community in general, would benefit from a policy review of development guidelines for the Metro area. Third parties view the Department as an advocate for a development philosophy (New Urbanism / Smart Growth) that lacks decisive and visible executive and/or legislative support. The continuing lack of consensus will lead to the return of ambitious “plans” with little impact on development (disconnect between comprehensive planning and the enforcement ordinances).</li> </ul>	
<b>Invest in Program Management</b>	
<ul style="list-style-type: none"> <li>□ The Department continues development of work plan components as part of the Results Matter Initiative. The current work program seeks to identify goals, specific objectives, required data to assess performance, and presents a gross allocation of staff effort to meet objectives. Department should continue development to incorporate dynamic reporting of Department effort to provide management with the information necessary to adjust work effort to meet changing conditions, performance and priorities.</li> </ul>	
<b>Develop General Plan Format / Content Consistent with Strategic Planning Tool</b>	
<ul style="list-style-type: none"> <li>□ The current General Plan addresses so many issues in a non-specific manner that conflicting interpretations result. The Department should re-design the General Plan for use as a strategic planning tool. This effort would also provide the opportunity to address strategic issues surrounding the application of development philosophy. The effort should be linked to the subarea and neighborhood plan development and review to ensure consistency. This effort rejects the current practice of suggesting change to the General Plan as a consequence of sub-area and neighborhood plan development.</li> </ul>	
<b>Make Enforcement Ordinances Consistent with the General Plan</b>	
<ul style="list-style-type: none"> <li>□ The Department should aggressively pursue required amendments to the enforcement ordinances (zoning, subdivision, PUD, UOD, etc.) to make them consistent with the approved objectives of the General Plan. The Department is currently developing “hybrid” overlay districts to provide development philosophy for a specific area and facilitate “smart-growth” projects.</li> </ul>	

<b>Department:</b>	<b>PLANNING DEPARTMENT</b>	
<b>Division:</b>	<b>PLANNING DIVISION</b>	
<b>Section/Function:</b>	<b>COMMUNITY PLANS</b>	
<b>Best Management Practice</b>	<b>Nashville – Davidson County Performance</b>	
<p><b>Work Program</b></p> <ul style="list-style-type: none"> <li>□ The Department develops a detailed work program to allocate the financial resources and staff that will be required to complete its annual objectives.</li> </ul>	<ul style="list-style-type: none"> <li>□ The Department continues development of work plan components as part of the Results Matter Initiative. The current work program seeks to identify goals, specific objectives, required data to assess performance, and presents a gross allocation of staff effort to meet objectives. Department should continue development to incorporate dynamic reporting of Department effort to provide management with the information necessary to adjust work effort to meet changing conditions, performance and priorities.</li> </ul>	
<p><b>Effort and Accomplishment Reporting</b></p> <ul style="list-style-type: none"> <li>□ The Department Director reports periodically to political leaders, the planning commission and the public to ensure that agency objectives continue to reflect community objectives.</li> </ul>	<ul style="list-style-type: none"> <li>□ Management personnel are generally responsive to civic and community information needs.</li> <li>□ The Department has proposed New Urbanist / Smart Growth policies; however, the Metro government has not yet approved this philosophical approach and associated practical applications.</li> </ul>	
<p><b>Plan Making</b></p> <ul style="list-style-type: none"> <li>□ The Department should create and promote a planning process that goes beyond participation. The end-result should be a constructive, consensus-seeking process for resolving disputes and creating joint gains. The Department should structure the process to facilitate community engagement throughout the plan-making cycle – from the assessment of existing conditions, to the selection of plan alternatives, to plan implementation. The Department should ensure that the process offers a fair way of hearing, recording, discussing, and incorporating the concerns, values, and proposal of all stakeholders.</li> </ul>	<ul style="list-style-type: none"> <li>□ The Planning Department has instituted planning processes that maximize opportunities for community input and involvement on subarea and neighborhood plan development.</li> <li>□ The Planning Department makes use of “charettes”, an intensive community involvement process that seeks to maximize input while minimizing time commitments.</li> <li>□ The Planning Department provides informal opportunities for community involvement in plan implementation.</li> </ul>	
<p><b>Plan Making</b></p> <ul style="list-style-type: none"> <li>□ The Department should open the process to information contributed by</li> </ul>	<ul style="list-style-type: none"> <li>□ The Department is perceived as being responsive to input from neighborhood-based groups through the formal plan development</li> </ul>	

<b>Department:</b>	<b>PLANNING DEPARTMENT</b>	
<b>Division:</b>	<b>PLANNING DIVISION</b>	
<b>Section/Function:</b>	<b>COMMUNITY PLANS</b>	
citizens from their direct experience and to technical information developed by professional analysts. The Department should ensure that residents have convenient access to the database and planning analyses.	<ul style="list-style-type: none"> <li>□ processes.</li> <li>□ Some builders and developers assert that they don't know what happens in the process.</li> <li>□ There appears to be some level of confusion over the relative importance of community opinions and technical staff planning recommendations.</li> </ul>	
<b>Plan Making</b>	<ul style="list-style-type: none"> <li>□ The Department should balance the needs of all stakeholders, including neighborhoods, developers, environmental activists, the business community, elected officials, and the community at large.</li> </ul>	<ul style="list-style-type: none"> <li>□ Plan development processes solicit involvement and information from a variety of sources.</li> <li>□ The Planning Department proactively attempts to bring different parties together in anticipation of development issues.</li> </ul>
<b>Plan Content</b>	<ul style="list-style-type: none"> <li>□ The Department should draft plans that tell a clear and compelling story that people will want to read and follow. The Plan should bring together facts, values, recommendations, and implementation in an attractive and readable format. The Department should strengthen plan credibility by describing assumptions, information sources, and methods of reasoning. The Department should identify priorities to demonstrate commitment to goals and policies, and use graphics and maps to show links between goals and impacts.</li> </ul>	<ul style="list-style-type: none"> <li>□ Planning Department is in the process of changing the community (subarea) planning program. The Department is moving away from text to a map- and graphics- based system in order to create user-friendly sources of information.</li> </ul>
<b>Plan Content</b>	<ul style="list-style-type: none"> <li>□ The plan content should move beyond visioning to include specific implementation strategies so that participants understand that their goals will be achieved in practice. The Department should break down goals into measurable objectives to be achieved through adopted policies.</li> </ul>	<ul style="list-style-type: none"> <li>□ As part of their continuing effort to transform the community (subarea) planning process, the Department is striving to improve implementation tools, such as various regulations, street designations and standards, and interdepartmental cooperation.</li> </ul>
<b>Plan Content</b>	<ul style="list-style-type: none"> <li>□ The plan should include procedures for monitoring and evaluating progress in both policy implementation and results. The Department should assign responsibility for policy</li> </ul>	<ul style="list-style-type: none"> <li>□ Revised format community (subarea) plans distinguish between actions that the Planning Department can affect and those recommended changes that are the primary responsibility of another agency.</li> <li>□ No established procedures to monitor and</li> </ul>



<b>Department:</b>	<b>PLANNING DEPARTMENT</b>	
<b>Division:</b>	<b>PLANNING DIVISION</b>	
<b>Section/Function:</b>	<b>COMMUNITY PLANS</b>	
implementation and provide benchmarks for monitoring and adjusting implementation over time.		evaluate progress following plan.
<b>Development Planning Management</b> <input type="checkbox"/> The Department should take responsibility for designing the planning process, drafting and enforcing rules, and facilitating cooperation among participants in pursuit of community-wide goals.	<input type="checkbox"/>	Department has attempted to develop an alternative development approach (New Urbanism / Smart Growth) and associated development requirements with mixed success. <input type="checkbox"/> Department is generally reactive to issues developed through the existing legal and Commission operating requirements.
<b>Development Planning Management</b> <input type="checkbox"/> The Department should be proactive in assessing stakeholders' interests, actions, and alliances and to suggest solutions that can produce consensus.	<input type="checkbox"/>	Department is generally reactive. <input type="checkbox"/> Proactive efforts may occur on an ad hoc basis.
<b>Improvement Opportunities</b>		
<b>Invest in Program Management</b>		
<input type="checkbox"/> The Department continues development of work plan components as part of the Results Matter Initiative. The current work program seeks to identify goals, specific objectives, required data to assess performance, and presents a gross allocation of staff effort to meet objectives. Department should continue development to incorporate dynamic reporting of Department effort to provide management with the information necessary to adjust work effort to meet changing conditions, performance and priorities.		
<b>Continuous Process Review</b>		
<input type="checkbox"/> Planning Department should institute policies and procedures to review sample of planning / application cases in order to determine both the efficiency and effectiveness of Department's planning and regulatory processes		
<b>Effort Reporting System</b>		
<input type="checkbox"/> Planning Department should institute effort reporting system to provide management and staff with relative project tracking information and provide data to further improve processing systems.		
<b>Benchmark Performance</b>		
<input type="checkbox"/> Planning Department should institute practices to identify, record and report on key benchmark performance indicators related to community planning and application processing.		

<b>Department:</b>	<b>PLANNING DEPARTMENT</b>	
<b>Division:</b>	<b>PLANNING DIVISION</b>	
<b>Section/Function:</b>	<b>LAND DEVELOPMENT &amp; DESIGN</b>	
<b>Work Program</b>	<ul style="list-style-type: none"> <li>□ The Department develops a detailed work program to allocate the financial resources and staff that will be required to complete its annual objectives.</li> </ul>	<ul style="list-style-type: none"> <li>□ The Department continues development of work plan components as part of the Results Matter Initiative. The current work program seeks to identify goals, specific objectives, required data to assess performance, and presents a gross allocation of staff effort to meet objectives. Department should continue development to incorporate dynamic reporting of Department effort to provide management with the information necessary to adjust work effort to meet changing conditions, performance and priorities.</li> </ul>
<b>Effort and Accomplishment Reporting</b>	<ul style="list-style-type: none"> <li>□ The Department Director reports periodically to political leaders, the planning commission and the public to ensure that agency objectives continue to reflect community objectives.</li> </ul>	<ul style="list-style-type: none"> <li>□ Management personnel are generally responsive to civic and community information needs.</li> <li>□ The Department has proposed an alternative development philosophy incorporating New Urbanist / Smart Growth policies; however, the Metro government has not yet approved this philosophical approach and associated practical applications.</li> </ul>
<b>Informational Brochures and Handouts</b>	<ul style="list-style-type: none"> <li>□ The Department should make available brochures and handouts that describe the purpose, requirements and deadlines of each major process.</li> </ul>	<ul style="list-style-type: none"> <li>□ The Planning Department has a limited number of handouts developed that contain this information by major process.</li> <li>□ The Planning Department has user-friendly information available via its web site for major processes.</li> </ul>
<b>Pre-Application Conference</b>	<ul style="list-style-type: none"> <li>□ The Department should offer pre-application conferences at which developers can meet with Metro department staff to discuss regulatory concerns. Staff should review the process, fees, and provide feedback on proposed plans. This approach can reduce uncertainty for developers and increase the likelihood that development plans will meet regulatory requirements.</li> </ul>	<ul style="list-style-type: none"> <li>□ Planning Department staff are available for pre-application meetings as requested.</li> <li>□ There is no formal pre-application conference policy or guidelines on the conduct of the meetings.</li> </ul>
<b>Early Assistance Program</b>	<ul style="list-style-type: none"> <li>□ Establish a mechanism for applicants to obtain early input on projects from key administrative representatives.</li> </ul>	<ul style="list-style-type: none"> <li>□ No formal program.</li> <li>□ Staff are available by request to meet individually or will pull together inter-department meeting to discuss particular</li> </ul>

<b>Department:</b>	<b>PLANNING DEPARTMENT</b>	
<b>Division:</b>	<b>PLANNING DIVISION</b>	
<b>Section/Function:</b>	<b>LAND DEVELOPMENT &amp; DESIGN</b>	
<p>Procedures may include:</p> <ul style="list-style-type: none"> <li>❑ Meetings between the applicant and staff at the conceptual design stage, before a formal application is submitted.</li> <li>❑ Review of plans and constructive feedback by staff before application is submitted.</li> <li>❑ Meetings before formal public hearing is held to include neighborhood groups, nearby residents, property owners and the applicant.</li> <li>❑ Study session with the Planning Commission before the first public hearing to hear informal and non-binding comments from commissioners.</li> </ul>	<p>issues.</p> <ul style="list-style-type: none"> <li>❑ Staff appear hesitant to make preliminary recommendations outside of the formal review process.</li> </ul>	
<p><b>“One-Stop” Permit Assistance Center</b></p> <ul style="list-style-type: none"> <li>❑ In order to streamline application procedures, create a “one-stop” permit assistance center where all departments involved in development review are available to the applicant. Implementation steps include:</li> <li>❑ Identification of all regulatory agencies involved in the development process.</li> <li>❑ Establishment of a comprehensive application submission checklist for all categories of building occupancy and construction types.</li> <li>❑ Establishment of the processes for routing and coordinating all affected agency reviews and approvals.</li> <li>❑ Establishment of responsibilities for inter-agency coordination and documentation of permits.</li> <li>❑ Centralized processing allows for concurrent review in which regulatory agencies process only applicable portions of a permit application necessary for approval.</li> </ul>	<ul style="list-style-type: none"> <li>❑ The Planning Department has participated in a multi-department evaluation of options; however, Metro government does not currently use a “one-stop” process.</li> <li>❑ The Codes Enforcement Department and the Planning Department are currently housed in different buildings within the same office complex.</li> </ul>	
<p><b>Pre-application Community Feedback</b></p> <ul style="list-style-type: none"> <li>❑ The Planning Department staff should facilitate meetings between</li> </ul>	<ul style="list-style-type: none"> <li>❑ The Planning Department proactively facilitates meetings and encourages this type of interaction through professional staff</li> </ul>	

<b>Department:</b>	<b>PLANNING DEPARTMENT</b>	
<b>Division:</b>	<b>PLANNING DIVISION</b>	
<b>Section/Function:</b>	<b>LAND DEVELOPMENT &amp; DESIGN</b>	
development applicants and affected citizen groups during the design stage and prior to application.		dedicated for this purpose.
<p><b>Application Checklists / Flowcharts</b></p> <ul style="list-style-type: none"> <li>□ The Department should provide clear and objective standards for development review to help ensure that planners, developers, and citizens have shared expectations. Use easy to read / understand checklists and flowcharts that display the steps in the permitting and planning processes can help citizens and developers understand and comply with land development regulations.</li> </ul>	<ul style="list-style-type: none"> <li>□ General information letter accompanies all applications.</li> <li>□ The Planning Department does not provide a checklist for the overall process.</li> <li>□ Some checklists are incorporated into certain types of applications.</li> <li>□ There is inconsistent formatting between checklists and no crosswalk to link required materials from one checklist to another.</li> </ul>	
<p><b>Standard Application Forms</b></p> <ul style="list-style-type: none"> <li>□ The Planning Department should use standard forms for developers and applicants to complete in the initial application process to shift work burden to the applicant, ensure that complete information is submitted, and to make information easier to use.</li> </ul>	<ul style="list-style-type: none"> <li>□ Department uses standard forms by application type.</li> </ul>	
<p><b>Consolidated Application Forms</b></p> <ul style="list-style-type: none"> <li>□ The Department should use a single form for a variety of permits to simplify application procedures. Additional required information relative to a particular permit can be collected on following pages.</li> </ul>	<ul style="list-style-type: none"> <li>□ Each major development review process has a unique application form.</li> </ul>	
<p><b>Screen Applications</b></p> <ul style="list-style-type: none"> <li>□ The Department formally reviews applications at time of submittal for required information.</li> </ul>	<ul style="list-style-type: none"> <li>□ Planning Department staff review applications following submittal.</li> <li>□ Planning Department staff follow-up with applicants as necessary following initial reviews by all responsible Metro departments.</li> </ul>	
<p><b>Application Appointments</b></p> <ul style="list-style-type: none"> <li>□ The Department should require appointments when submitting major applications and make appointments available for all other applications to provide opportunity for immediate review and feedback.</li> </ul>	<ul style="list-style-type: none"> <li>□ Planning Department staff are available for appointments.</li> <li>□ Staff may / may not be available for consultation at time of submission.</li> </ul>	
<p><b>Application Fees</b></p> <ul style="list-style-type: none"> <li>□ The Planning Department should</li> </ul>	<ul style="list-style-type: none"> <li>□ Application fees and supporting calculations are specified in Metro Code.</li> </ul>	

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<p>establish application fees that are clear and easy to calculate</p>	<input type="checkbox"/> The existing fees are reasonably easy to calculate with consistent size thresholds for differential fee levels.	<input type="checkbox"/> Planning Department has proposed significant fee restructuring that would simplify the fee system further.
<p><b>Project Identification</b></p> <input type="checkbox"/> The Planning Department should assign a unique project identifier application at the time of submittal for filing and tracking purposes.	<input type="checkbox"/> Subdivision numbers and PUD numbers are assigned and recorded in system.	
<p><b>Hearing / Action Dates</b></p> <input type="checkbox"/> Both hearing and action dates for the application should be set at the time the Department receives the application.	<input type="checkbox"/> Tentative hearing and action dates are set at the time of submittal. These dates may change pending review of the application materials.	
<p><b>Combined Permit Use</b></p> <input type="checkbox"/> The Department should use a combined permit (where appropriate) when one project requires several permits (i.e., use permit, variance and subdivision) to simplify the process for the applicant, staff, and Commission.	<input type="checkbox"/> No combined permits in use.	
<p><b>Concurrent Reviews</b></p> <input type="checkbox"/> The Department should structure application reviews to facilitate concurrent review by multiple bodies to reduce overall processing times.	<input type="checkbox"/> The Planning Department uses a set six-week review cycle with specified response dates. Metro departments affected by the particular application process their reviews concurrently.	
<p><b>Review Material Distribution</b></p> <input type="checkbox"/> The Department should distribute applications on the day of receipt or the next day. The Department should complete a distribution checklist for each application at the time of distribution and placed in the file.	<input type="checkbox"/> The Planning Department distributes materials to affected Metro departments prior to the third day following receipt.	<input type="checkbox"/> The Planning Department does not use a distribution checklist, but does make notations in the application file.
<p><b>Review Periods</b></p> <input type="checkbox"/> The Department should set the review time for each reviewing department with each department head.	<input type="checkbox"/> The Planning Department uses a set six-week review cycle with specified response dates. All review departments comment on the application by the 11 <sup>th</sup> day of processing following the interdepartmental Design Review Committee meeting.	
<p><b>Application Assignment</b></p> <input type="checkbox"/> The Department should assign the application to a planner at the time of application or distribution.	<input type="checkbox"/> Middle management makes staff assignments based on time of submission, relative workloads and functional application area.	

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<b>Application Management</b>	<ul style="list-style-type: none"> <li>□ The Department should assign one professional staff member with responsibility for all aspects of application management including planning and associated reviews, integrating all comments and resolving inter-departmental disputes, and acting as the lead negotiator with the applicant.</li> </ul>	<ul style="list-style-type: none"> <li>□ The planner assigned responsibility by the Department coordinates and aggregates material with minimal management supervision.</li> <li>□ Individual cases are assigned to individual planners based on application type.</li> <li>□ Planning staff act as coordinators and contact names / numbers are provided to applicants.</li> <li>□ Assigned planner assumes responsibility for technical review; negotiation typically handled by middle / top Department management.</li> </ul>
<b>Application Noticing</b>	<ul style="list-style-type: none"> <li>□ The Planning Department should handle noticing, advertising and posting tasks related to applications. The Department should establish and communicate clear procedures and timelines for public participation.</li> </ul>	<ul style="list-style-type: none"> <li>□ Department handles noticing and advertising.</li> <li>□ Applicants are responsible for posting. There is no legal requirement for the Department to verify posting and no verification system is in use.</li> <li>□ The Department is responsible for posting of Metro Council zoning hearings; the Department prepares the notice and the Codes Administration Department does the actual posting.</li> </ul>
<b>Response to Incomplete Applications</b>	<ul style="list-style-type: none"> <li>□ The Department should establish a standard policy for dealing with incomplete applications. The Department should determine the application status and notify the applicant as soon as comments are received from other Metro departments.</li> </ul>	<ul style="list-style-type: none"> <li>□ Some applications may receive review at time of submission if applicant poses questions to Planning Department staff.</li> <li>□ Assigned professional staff from Planning Department contact applicant with application comments received from Planning / other Metro departments following the 11-day review cycle.</li> </ul>
<b>Use Application Review Checklists</b>	<ul style="list-style-type: none"> <li>□ The Planning Department should develop and use staff review checklists for each type of permit to avoid mistakes of omission and to train new planners.</li> </ul>	<ul style="list-style-type: none"> <li>□ The Planning Department incorporates submission checklists into different types of applications.</li> <li>□ Tracking system requires entry of certain fields for amendments and subdivision applications.</li> <li>□ Department uses review checklists for preliminary subdivision plat and final subdivision plat.</li> </ul>
<b>Use Multiple Approaches</b>	<ul style="list-style-type: none"> <li>□ The Planning Department should review applications at submittal and provide mechanisms for differential processing based on size or degree of</li> </ul>	<ul style="list-style-type: none"> <li>□ All applications initially follow the same six-week review process.</li> <li>□ Department management may elect to delay consideration due to insufficient information to base a recommendation.</li> </ul>

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difficulty.		
<b>Exception Processing</b> <input type="checkbox"/> Department should use prioritized processing of applications requiring review beyond accepted cycle time due to incomplete information or other review issues.	<input type="checkbox"/> No established processing priority. Agenda process drives processing and review priorities. <input type="checkbox"/> Tracking program does not regularly report status of applications beyond the six-week review cycle.	
<b>Expedited Permit Processing</b> <input type="checkbox"/> The Planning Department provides mechanisms for differential processing of applications for proposed developments (such as planned unit developments, neotraditional communities, and mixed-use developments) that increase the efficiency of land use.	<input type="checkbox"/> No differential or expedited processes based on development type currently available.	
<b>Analysis – Conflict Resolution</b> <input type="checkbox"/> The Department should follow established procedures to resolve differences between other Metro departments and/or the applicant.	<input type="checkbox"/> No established procedures for conflict resolution. Applicant provided with opportunity to respond to Metro department requests for information / clarification during six-week review cycle. <input type="checkbox"/> Time constraints minimize Planning Department capabilities on this issue.	
<b>Review Period</b> <input type="checkbox"/> The Department should establish review periods and hearing dates for each application when submitted.	<input type="checkbox"/> The Planning Department coordinates a six-week review cycle and communicates this information to the applicant and other reviewing Metro departments. These review times are set based on Commission agenda development.	
<b>Joint Review Committee</b> <input type="checkbox"/> The Planning Department should make use of a standing committee comprised of representatives from other Metro departments to facilitate application review.	<input type="checkbox"/> The Planning Department chairs a Design Review Committee (DRC) meeting on the 11 <sup>th</sup> day of every review cycle to discuss application materials previously distributed to the Committee members. <input type="checkbox"/> Design Review Committee meets on 25 <sup>th</sup> day of review cycle to consider additional / revised information from applicant and final recommendations from all reviewing Metro departments. <input type="checkbox"/> No overall management of DRC process for effort assignment, completion and additional needs.	
<b>Application Staff Reports</b> <input type="checkbox"/> Planning Department staff should use standard report formats and make staff	<input type="checkbox"/> Planning Department reports and presentations follow a standard format to facilitate communication and understanding.	

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reports available to the applicant several days before the hearing date.	<ul style="list-style-type: none"> <li><input type="checkbox"/> The Planning Department communicates initial findings to the applicants on the 11<sup>th</sup> day of the review period.</li> <li><input type="checkbox"/> Applicants receive final MPC staff recommendations at the same time as the Planning Commission, either by regular mail or by electronic mail, if requested.</li> </ul>	
<p><b>Application Staff Report Development &amp; Approval</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> The Planning Department should train and empower professional staff to make appropriate decisions and support their judgment in the application review and approval process. Considerable discretion should be given to front counter staff.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Planning Department staff reports are developed at the Planner level with review and approval by middle management.</li> <li><input type="checkbox"/> Relative levels of staff empowerment vary based on tenure / experience. Certain staff exercise considerable discretion through information provided to applicants.</li> </ul>	
<p><b>Application Processing</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> The Planning Department should institute systems to monitor the application review process and facilitate any necessary action by management staff.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> The Planning Department uses a project indexing system for data collection.</li> </ul>	
<p><b>Mandatory Referral Relationships</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> The Planning Department should maintain good working relationships with other Metro departments regarding mandatory referrals requiring Planning Department review of and comment on other department development plans. This can ensure meaningful review before project plans become so detailed that the other department is reluctant to alter them.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Good working relationships with other Metro departments on Mandatory Referrals.</li> <li><input type="checkbox"/> Other departments relate that the processing time has lengthened.</li> <li><input type="checkbox"/> Other departments relate that Planning treats their requests in an identical fashion to non-government applicants.</li> </ul>	
<p><b>Standard Recommendation Forms</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> The Planning Department should use standard reporting formats for each type of agenda item to extract information from applications, and to save staff and commissioner time.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> The Planning Department uses standardized report formats associated with Commission agenda items.</li> <li><input type="checkbox"/> The professional staff may vary supporting information content based on the history / complexity of a particular application.</li> </ul>	
<p><b>Multimedia Presentation</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Planning Department staff should develop a cost-effective system to obtain, supply, reproduce and display graphic materials related to the Commission's agenda.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> The Planning Department centralizes development of graphic materials related to agenda items.</li> <li><input type="checkbox"/> Graphic presentation elements are reviewed prior to Commission presentation.</li> </ul>	



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<b>Development Planning Management</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> The Department should provide the necessary resources, including third-party facilitators or mediators if needed to reach consensus. The Department should acknowledge conflict and use it as an opportunity to create new coalitions and trade-offs among stakeholders.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Department is reactive as regulator of development process.</li> <li><input type="checkbox"/> Outside Parties elevate disputes to Metro Council or Mayor’s Office.</li> </ul>
<b>Process Review</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> The Department examines a random sample of applications and related projects on a regular and continuing basis to determine whether or not they met the intent of the application approval or if proscribed conditions proved useful.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> No evidence of application or project case post mortem.</li> </ul>
<ul style="list-style-type: none"> <li><input type="checkbox"/> Planning Department uses indicators to measure the quality of various planning activities.</li> <li><input type="checkbox"/> Maximize % of planning staff decisions upheld by on appeal by various boards and hearing officers.</li> <li><input type="checkbox"/> Minimize % of staff recommendations requiring alteration or failed to meet approval by the planning commission.</li> <li><input type="checkbox"/> Maximize % of cases passed by commission as consent items.</li> </ul>		<ul style="list-style-type: none"> <li><input type="checkbox"/> The Department does not track these or similar “best practice” benchmarks.</li> </ul>
<ul style="list-style-type: none"> <li><input type="checkbox"/> Planning Department tracks processing speed as aspect of performance quality.</li> <li><input type="checkbox"/> Maximize % of cases by type reviewed within set time periods.</li> </ul>		<ul style="list-style-type: none"> <li><input type="checkbox"/> The Department does not track these or similar “best practice” benchmarks.</li> </ul>
<ul style="list-style-type: none"> <li><input type="checkbox"/> Planning Department reports actual average hours to process zoning, planned unit development and subdivision requests.</li> </ul>		<ul style="list-style-type: none"> <li><input type="checkbox"/> The Department does not track these or similar “best practice” benchmarks.</li> <li><input type="checkbox"/> Department operates with standard six-week application processing cycle.</li> </ul>
<ul style="list-style-type: none"> <li><input type="checkbox"/> Planning Department tracks average staff hours required for processing of various application types.</li> </ul>		<ul style="list-style-type: none"> <li><input type="checkbox"/> Only anecdotal information available.</li> <li><input type="checkbox"/> No effort reporting system in use at Department.</li> </ul>
<b>Improvement Opportunities</b>		
<b>Invest in Program Management</b>		
<ul style="list-style-type: none"> <li><input type="checkbox"/> The Department continues development of work plan components as part of the Results Matter Initiative. The current work program seeks to identify goals, specific objectives,</li> </ul>		

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<p>required data to assess performance, and presents a gross allocation of staff effort to meet objectives. Department should continue development to incorporate dynamic reporting of Department effort to provide management with the information necessary to adjust work effort to meet changing conditions, performance and priorities.</p> <p><b>Continuous Process Review</b></p> <ul style="list-style-type: none"> <li>□ Planning Department should institute policies and procedures to review sample of planning / application cases in order to determine both the efficiency and effectiveness of Department’s planning and regulatory processes</li> </ul> <p><b>Effort Reporting System</b></p> <ul style="list-style-type: none"> <li>□ Planning Department should institute effort reporting system to provide management and staff with relative project tracking information and provide data to further improve processing systems.</li> </ul> <p><b>Benchmark Performance</b></p> <ul style="list-style-type: none"> <li>□ Planning Department should institute practices to identify, record and report on key benchmark performance indicators related to community planning and application processing.</li> </ul> <p><b>Pre-Application Meetings</b></p> <ul style="list-style-type: none"> <li>□ The Department should consider increasing its emphasis on pre-application meetings as a tool to guide development submissions and ultimately reach consensus among process participants.</li> <li>□ The Department should discontinue acceptance of incomplete applications in order to foster application completeness and to reduce staff time required for review.</li> </ul>	

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<p><b>Work Measurement</b></p> <ul style="list-style-type: none"> <li>□ The agency uses some type of effort reporting or record keeping system to categorize work, manage current efforts and plan future work.</li> </ul>	<ul style="list-style-type: none"> <li>□ The Department continues development of work plan components as part of the Results Matter Initiative. The current work program seeks to identify goals, specific objectives, required data to assess performance, and presents a gross allocation of staff effort to meet objectives. Department should continue development to incorporate dynamic reporting of Department effort to provide management with the information necessary to adjust work effort to meet changing conditions, performance and priorities.</li> </ul>	
<p><b>Effort and Accomplishment Reporting</b></p> <ul style="list-style-type: none"> <li>□ The Department Director reports periodically to political leaders, the planning commission and the public to ensure that agency objectives continue to reflect community objectives.</li> </ul>	<ul style="list-style-type: none"> <li>□ Management personnel are generally responsive to civic and community information needs.</li> <li>□ The Department has proposed an alternative development philosophy incorporating New Urbanist / Smart Growth policies; however, the Metro government has not yet approved this philosophical approach and associated practical applications.</li> </ul>	
<p><b>CIP Development / Management</b></p> <ul style="list-style-type: none"> <li>□ Department should use automated systems for development and review of Metro Capital Improvement Program (CIP). Systems should include capability to track performance of CIP in achieving stated goals and objectives.</li> </ul>	<ul style="list-style-type: none"> <li>□ Finance Department taking lead in development and implementation of intranet site for budget development (including capital requests).</li> </ul>	
<p><b>CIP Development / Management</b></p> <ul style="list-style-type: none"> <li>□ Department should use objective scoring mechanism to provide “first cut” recommendations to elected / appointed boards.</li> </ul>	<ul style="list-style-type: none"> <li>□ Planning Department managers currently use scoring criteria during recommendation development (this did not occur last year).</li> <li>□ New CIP capability on intranet will incorporate scoring methodology.</li> </ul>	
<p><b>Web Page</b></p> <ul style="list-style-type: none"> <li>□ Contains planning applications, ordinances and general information.</li> </ul>	<ul style="list-style-type: none"> <li>□ Applications, worksheets, instructions and background information are available for download from the Department web site.</li> </ul>	
<p><b>GIS Location</b></p> <ul style="list-style-type: none"> <li>□ Locate GIS effort as close as possible to local agency responsible for changes to street centerline spatial data. Street data is important because it expresses the fundamental relationships between</li> </ul>	<ul style="list-style-type: none"> <li>□ The Metro GIS function is located with and responsible to the Metro planning function.</li> <li>□ Public Works maintains street centerline data on the Planning server.</li> <li>□ Water Services may decide to locate data on their own server and create a separate GIS</li> </ul>	

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	street addresses and coordinates or other locational links. The best sources of information on new streets and subdivisions resulting in the need for street data updates are the local government agencies that approve new development or that maintain the local planning map.	function (data security concerns). Water has not determined whether their data will be available to any other users.
<b>GIS Data Standards</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> All source data ESRI compatible. Data should meet minimum standards prior to acceptance into a public data library to ensure integrity of the data.</li> <li><input type="checkbox"/> All production data should be checked for projection, precision and topology prior to insertion to a public library.</li> <li><input type="checkbox"/> Data already existing on a public server should be reviewed to ensure compliance with data standards.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> All data sources integrated into the Metro GIS are ESRI compatible. Current GIS platform is ARCInfo.</li> <li><input type="checkbox"/> Planimetric data sourced from outside vendor.</li> <li><input type="checkbox"/> All other data developed within Metro government.</li> </ul>
<b>GIS Communication</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Keep all GIS users, maintainers, developers and system administrators informed about events that may impact data, systems, applications and staff.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> GIS Users Group Meeting occurs monthly (during last 2-3 years).</li> <li><input type="checkbox"/> Planning is developing (with IT assistance) intranet page for GIS to communicate news and updates for users.</li> </ul>
<b>GIS Data Quality Assurance</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> All production data on a public server should meet minimum quality standards. Data submitted for posting to a public server should be tested for compliance prior to posting.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Planimetric and topographic data meets ASPRS standard for 200 scale map.</li> <li><input type="checkbox"/> Parcel information is not considered a legal document but is as accurate as survey data.</li> <li><input type="checkbox"/> Specific items (e.g. hospitals) are mapped to the parcel.</li> </ul>
<b>GIS Data Access</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Manage user access to GIS data with the understanding that not all people need the same access. Give the appropriate people the appropriate roles and access for interacting with GIS data to prevent duplication of effort and conflicting data layers. Control and provide separately maintained access to production and non-production data. Catalogue and index shared data to ensure compliance with minimum metadata requirements.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> All spatial database engine (SDE) data available to Metro government.</li> <li><input type="checkbox"/> There are some limitations on data use.</li> <li><input type="checkbox"/> Some Planning layers are segregated for internal use but the Department is moving to make these available over time.</li> <li><input type="checkbox"/> Public use is limited to the data available through the Internet server.</li> </ul>
<b>GIS Data Currency</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Use data currency standards to ensure that data posted on public servers is</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Planimetric data updated every five years (from outside vendor).</li> <li><input type="checkbox"/> Ortho photo data updated annually.</li> </ul>

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maintained with the most up-to-date information, is clearly identified as historical data, or is removed / archived. Data that can become obsolete or inaccurate over time should be updated at an appropriate interval. Update to a derivative data set should be handled concurrently with update of the source data set.	<ul style="list-style-type: none"> <li><input type="checkbox"/> Parcel data updated daily.</li> <li><input type="checkbox"/> Different layers are assigned to specific Planning staff with responsibility for periodic update.</li> </ul>	
<b>GIS Data Publication</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Data published to high traffic / visibility venues should be the most current available to prevent confusion among staff and the public. Data published on the web should be refreshed on a regular schedule with dates noted on the site to inform users of currency.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Nightly protocol to refresh data published to the Web via Internet server.</li> <li><input type="checkbox"/> Data developed internally is checked for currency prior to publication.</li> </ul>
<b>GIS Data Duplication</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Use data duplication standards to ensure that duplication of information in different data sets occurs only when the data sets have clearly divergent and defined differences in purpose. If data sets covering similar information must coexist, coordinate data updates to avoid duplication of effort and clearly define in the metadata which data set is appropriate for which conditions and uses.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> This used to be a problem when multiple systems were used in Metro government.</li> <li><input type="checkbox"/> Planning operates SDE as an enterprise and data is no longer duplicated.</li> </ul>
<b>GIS Mirrored Data</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Data copied from a primary public server to a secondary public server for purposes of security, safety or other business needs should be refreshed on a weekly basis to maintain data currency and keep datasets in sync. Mirrored data should not be modified on the secondary public server.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> No mirrored data.</li> <li><input type="checkbox"/> Metro agencies check with Planning prior to creating dataset.</li> <li><input type="checkbox"/> Planning and agencies develop protocol to move dataset to enterprise SDE.</li> </ul>
<b>GIS Documentation</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Recurring procedures should be well documented to ease the transfer of job responsibilities between employees or across working groups. Recurring, predictable procedures should be identified from annual work programs</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Planning maintains documentation on daily effort to update information to the Web server.</li> <li><input type="checkbox"/> No system-wide documentation maintained by Planning (ITS manages system).</li> <li><input type="checkbox"/> Functional job descriptions of individual employees include specific responsibilities.</li> </ul>

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	and procedural documentation prepared and maintained in as much detail as possible.	
<b>GIS Data Stewardship</b>	<ul style="list-style-type: none"> <li>❑ The primary identification for GIS data stewardship is by agency and within that agency by person. The goal of data stewardship is to have a clear point of contact and responsibility for each data layer.</li> </ul>	<ul style="list-style-type: none"> <li>❑ Metro government looks to Planning to continue overall management of GIS.</li> <li>❑ Public Works maintains street centerline data on Planning server.</li> <li>❑ Planning staff have indicated the possibility that Water Services may develop either their own GIS function or a separate, secured data layer due to security concerns. Planning believes that Water has not determined whether any of their data (no longer subject to FOIA) will be available to any other users.</li> </ul>
<b>GIS Metadata Content</b>	<ul style="list-style-type: none"> <li>❑ Current, descriptive metadata adhering to the Content Standard for Digital Geospatial Metadata (CSDGM) should be maintained for all shared data sets. Metadata are a valuable resource of information about the data so both users and maintainers have a clear understanding of the who, what, when, why, and where issues relative to data maintenance.</li> </ul>	<ul style="list-style-type: none"> <li>❑ Planning is in the process of instituting metadata requirements and collecting this data.</li> <li>❑ New data layers are required to meet metadata requirements.</li> <li>❑ Recent planimetric update completed – Planning is using opportunity to develop and insert metadata.</li> <li>❑ Planning is working with ITS to develop Web site access to metadata information for general users.</li> </ul>
<b>Self-Help Area</b>	<ul style="list-style-type: none"> <li>❑ Department lobby incorporates self-help area for customers.</li> </ul>	<ul style="list-style-type: none"> <li>❑ Limited information available.</li> <li>❑ Staff available for questions.</li> </ul>
<b>Automation</b>	<ul style="list-style-type: none"> <li>❑ Use computerized permitting system that ties together all relevant departments.</li> </ul>	<ul style="list-style-type: none"> <li>❑ No interdepartmental computer system for permit review.</li> </ul>
<b>Land Records</b>	<ul style="list-style-type: none"> <li>❑ Information stored in common mainframe of network relational database to facilitate its use by multiple departments / government agencies.</li> </ul>	<ul style="list-style-type: none"> <li>❑ Metro Land Records are migrating from current “flat file” format to relational database.</li> <li>❑ Data input to “old” Land Information System (LIS). Data exchange to “new” LIS may not always occur on timely basis.</li> </ul>
<b>Land Records Update</b>	<ul style="list-style-type: none"> <li>❑ Change in ownership records should be input to system within 10 business days or receipt from Register of Deeds.</li> <li>❑ Zoning changes should be input within 10 business days.</li> </ul>	<ul style="list-style-type: none"> <li>❑ Property ownership records are currently updated 39 days following recording date.</li> <li>❑ Zoning changes may fall far behind due to other responsibilities (up to one year behind during budget development cycle).</li> </ul>
	<ul style="list-style-type: none"> <li>❑ The Planning Department tracks and promotes policies to maximize the</li> </ul>	<ul style="list-style-type: none"> <li>❑ Raw data exists but Department does not track or analyze this benchmark.</li> </ul>

<b>Department:</b>	<b>PLANNING DEPARTMENT</b>	
<b>Division:</b>	<b>OPERATIONS DIVISION</b>	
percentage of expenditures recouped through permit fees and other revenues.	<input type="checkbox"/>	Department seeks to increase fees based on review of actual costs.
<b>Improvement Opportunities</b>		
<b>Invest in Program Management</b>		
<input type="checkbox"/> The Department continues development of work plan components as part of the Results Matter Initiative. The current work program seeks to identify goals, specific objectives, required data to assess performance, and presents a gross allocation of staff effort to meet objectives. Department should continue development to incorporate dynamic reporting of Department effort to provide management with the information necessary to adjust work effort to meet changing conditions, performance and priorities.		
<b>Continuous Process Review</b>		
<input type="checkbox"/> Planning Department should institute policies and procedures to review sample of planning / application cases in order to determine both the efficiency and effectiveness of Department's planning and regulatory processes		
<b>Effort Reporting System</b>		
<input type="checkbox"/> Planning Department should institute effort reporting system to provide management and staff with relative project tracking information and provide data to further improve processing systems.		
<b>Benchmark Performance</b>		
<input type="checkbox"/> Planning Department should institute practices to identify, record and report on key benchmark performance indicators related to community planning and application processing.		
<b>Property Record Update</b>		
<input type="checkbox"/> Planning Department should institute procedures to ensure that timely update to the new Land Information System (LIS) are made and that this information is available to all Metro departments.		
<input type="checkbox"/> Planning Department should consider use of temporary help to reduce continuing backlog in update of property records from 39 days to 5 business days and to improve performance in update of zoning changes.		

**ATTACHMENT C**

**Tabulated Results of the Customer Surveys**



**Planning Survey Results**

		Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	N/A	Total Responses
	Please check the box stating how strongly you agree or disagree with the following statements. If you have not had experience with a particular item, please check "N/A" for the Statement. If you have had experience with a topic, but so not have a strong feeling, please check "Neutral." Thank you for your help with this survey of the Metro Codes Administration and Planning Departments.							
1	When submitting an application, I have found the staff at the counter to be responsive and helpful.	9	21	3	2		2	37
2	Staff were helpful in assisting me understand the requirements of obtaining a permit in Nashville.	10	11	6	5	2	3	37
3	Handout information is helpful and informative.	5	12	10	3	1	6	37
4	Application reviews in the Planning Department are complete and accurate; problems did not surfac later which should have surfaced during the plan check.	6	11	6	7	5	2	37
5	I did not have to wait an excessive amount of time to find out if my original submittal was complete or needed more information.	6	8	5	11	5	2	37
6	Within the constraints of the City's planning and zoning ordinances, staff conducting the planning and zoning reviews were practical in applying regulations.	6	11	7	5	6	2	37
7	Staff conducting the planning and zoning reviews were fair in dealing with my application.	8	12	7	4	4	2	37
8	Planning Department staff was accessible when I needed help in resolving problems.	9	15	4	2	5	2	37
9	The time it took to approve plans was reasonable.	7	6	8	7	6	3	37
10	Inspectors were timely in responding to my request for planning Staff were knowledgeable in conducting planning and zoning reviews.	5	8	12	6	2	4	37
11		8	11	5	6	4	3	37
12	When staff found a problem during a planning review, they were clear in explaining what I had to do to correct it.	7	13	5	4	5	3	37
	<b>TOTAL RESPONSES</b>	<b>86</b>	<b>139</b>	<b>78</b>	<b>62</b>	<b>45</b>	<b>34</b>	<b>444</b>

**ATTACHMENT D**

**Tabulated Results of the Peer City Surveys**

### Peer City Survey Response Summary

The following table presents information provided by the respective jurisdictions in response to the project survey. The accuracy of the information provided has not been independently verified.

Responding Community:	Norfolk, VA	Indianapolis, IN	Austin, TX	Charlotte, NC	Louisville, KY
<b>TIME PERIOD FOR DATA</b>	FY 7/1/01-6/30/02	Year of 2002	FY 2002-2003	FY 2001-2002	FY 2002
Population	234,403	856,938	656,562	594,176	256,231
Total Number of Parcels	68,545	345,000	186,562	307,000	290,000
Total Real Property Value	\$9,252,150,000	\$20,820,046,000	\$51,174,017,303	\$66,268,264,614	\$31,035,914,439

**SURVEY AREA:**  
Planning

SURVEY ITEM	Norfolk, VA	Indianapolis, IN	Austin, TX	Charlotte, NC	Louisville, KY	AVERAGE
<b>Staffing</b>						
No. plan reviewers	0	0	N/A	N/R	17	6
No. planners	8	9	13	47	25	20
No. planning technicians	2	0	0	0	4	1
No. G.I.S. staff	2	1	1	8	8	4
<b>Subtotal - Direct</b>	<b>12</b>	<b>10</b>	<b>14</b>	<b>55</b>	<b>54</b>	<b>29</b>
No. support personnel	5	6	1	7	10	6
No. other personnel	15	0	1	0	12	6
<b>Totals</b>	<b>32</b>	<b>16</b>	<b>16</b>	<b>62</b>	<b>76</b>	<b>40</b>

**Work Volume - Applications**

No. text amendments	8	Varies	Unknown	26	1	12
No. plan amendments	12	Varies	Unknown	2	1	5
No. zoning applications	111	200	N/A	160	106	144
No. preliminary plat applications	N/A - performed by Public Works	100	N/A	125	341	189
No. final plat applications	N/A - performed by Public Works	90	N/A	591	78	253
No. site plan reviews	80	50	N/A	2,640	303	768
<b>Totals</b>	<b>211</b>	<b>440</b>	<b>0</b>	<b>3,544</b>	<b>830</b>	<b>1,005</b>

SURVEY ITEM	Norfolk, VA	Indianapolis, IN	Austin, TX	Charlotte, NC	Louisville, KY	AVERAGE
<b>Budget vs Actual Revenue Data</b>						
Total budget for Planning	\$2,000,000	962,901	\$1,017,728	\$4,168,816	\$2,684,200	\$2,166,729
Total Fees collected by Planning	\$149,000	529,288	Amount to be charged still under discussion	\$282,170	\$482,700	\$360,790
<b>Totals</b>	<b>7%</b>	<b>55%</b>		<b>7%</b>	<b>18%</b>	<b>17%</b>

**Work Process**

Average time for plan review	Initial Review - 14 days	35-60 days	9-12 months	Large - 15 days Small - 3-5 days	1-6 months	70 days
Average time for preliminary plat review	N/A - performed by Public Works	35-60 days	N/A	15 days	45 days	36 days
Responsibility for G.I.S. administration?	Information Technology Dept.	GIS/Information Services	Kristen Strobel	Jan Whitesell - GIS Coordinator for the Planning Commission	IS Manager & GIS Supervisor	N/A
Policy for turn around on inspection request	N/A - Inspections are through Zoning Dept.	N/R	N/A	CO's get priority - 24 hours Others 3-5 days	N/R	60 hours
Use of Design Review Board as part of planning process?	Yes	No	Yes (For Historic & CBD cases)	No	Yes (In Overlay & Historic Districts)	N/A
Are Codes Admin., Zoning and Nuisance Code Enforcement and Planning in the same or different departments? If yes, please list departments.	Nuisance - Dept. of Neighborhood & Leisure Services. Codes & Zoning - Dept. of Planning & Community Development.	Same (Dept. of Metropolitan Development)	Same	Nuisance - Neighborhood Development Dept.	Zoning - Planning & Design Services. Code Enforcement & Property Maintenance - Dept. of Inspections.	N/A

**ATTACHMENT E**

**Principles of the Charter for the New Urbanism**

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## ATTACHMENT E

### Principles of the Charter for the New Urbanism

#### *The region: Metropolis, city, and town*

1. Metropolitan regions are finite places with geographic boundaries derived from topography, watersheds, coastlines, farmlands, regional parks, and river basins. The metropolis is made of multiple centers that are cities, towns, and villages, each with its own identifiable center and edges.
2. The metropolitan region is a fundamental economic unit of the contemporary world. Governmental cooperation, public policy, physical planning, and economic strategies must reflect this new reality.
3. The metropolis has a necessary and fragile relationship to its agrarian hinterland and natural landscapes. The relationship is environmental, economic, and cultural. Farmland and nature are as important to the metropolis as the garden is to the house.
4. Development patterns should not blur or eradicate the edges of the metropolis. Infill development within existing urban areas conserves environmental resources, economic investment, and social fabric, while reclaiming marginal and abandoned areas. Metropolitan regions should develop strategies to encourage such infill development over peripheral expansion.
5. Where appropriate, new development contiguous to urban boundaries should be organized as neighborhoods and districts, and be integrated with the existing urban pattern. Noncontiguous development should be organized as towns and villages with their own urban edges, and planned for a jobs/housing balance, not as bedroom suburbs.
6. The development and redevelopment of towns and cities should respect historical patterns, precedents, and boundaries.
7. Cities and towns should bring into proximity a broad spectrum of public and private uses to support a regional economy that benefits people of all incomes. Affordable housing should be distributed throughout the region to match job opportunities and to avoid concentrations of poverty.
8. The physical organization of the region should be supported by a framework of transportation alternatives. Transit, pedestrian, and bicycle systems should maximize access and mobility throughout the region while reducing dependence upon the automobile.
9. Revenues and resources can be shared more cooperatively among the municipalities and centers within regions to avoid destructive competition for tax base and to promote rational coordination of transportation, recreation, public services, housing, and community institutions.

***The neighborhood, the district, and the corridor***

1. The neighborhood, the district, and the corridor are the essential elements of development and redevelopment in the metropolis. They form identifiable areas that encourage citizens to take responsibility for their maintenance and evolution.
2. Neighborhoods should be compact, pedestrian-friendly, and mixed-use. Districts generally emphasize a special single use, and should follow the principles of neighborhood design when possible. Corridors are regional connectors of neighborhoods and districts; they range from boulevards and rail lines to rivers and parkways.
3. Many activities of daily living should occur within walking distance, allowing independence to those who do not drive, especially the elderly and the young. Interconnected networks of streets should be designed to encourage walking, reduce the number and length of automobile trips, and conserve energy.
4. Within neighborhoods, a broad range of housing types and price levels can bring people of diverse ages, races, and incomes into daily interaction, strengthening the personal and civic bonds essential to an authentic community.
5. Transit corridors, when properly planned and coordinated, can help organize metropolitan structure and revitalize urban centers. In contrast, highway corridors should not displace investment from existing centers.
6. Appropriate building densities and land uses should be within walking distance of transit stops, permitting public transit to become a viable alternative to the automobile.
7. Concentrations of civic, institutional, and commercial activity should be embedded in neighborhoods and districts, not isolated in remote, single-use complexes. Schools should be sized and located to enable children to walk or bicycle to them.
8. The economic health and harmonious evolution of neighborhoods, districts, and corridors can be improved through graphic urban design codes that serve as predictable guides for change.
9. A range of parks, from tot-lots and village greens to ballfields and community gardens, should be distributed within neighborhoods. Conservation areas and open lands should be used to define and connect different neighborhoods and districts.

***The block, the street, and the building***

1. A primary task of all urban architecture and landscape design is the physical definition of streets and public spaces as places of shared use.
2. Individual architectural projects should be seamlessly linked to their surroundings. This issue transcends style.

3. The revitalization of urban places depends on safety and security. The design of streets and buildings should reinforce safe environments, but not at the expense of accessibility and openness.
4. In the contemporary metropolis, development must adequately accommodate automobiles. It should do so in ways that respect the pedestrian and the form of public space.
5. Streets and squares should be safe, comfortable, and interesting to the pedestrian. Properly configured, they encourage walking and enable neighbors to know each other and protect their communities.
6. Architecture and landscape design should grow from local climate, topography, history, and building practice.
7. Civic buildings and public gathering places require important sites to reinforce community identity and the culture of democracy. They deserve distinctive form, because their role is different from that of other buildings and places that constitute the fabric of the city.
8. All buildings should provide their inhabitants with a clear sense of location, weather and time. Natural methods of heating and cooling can be more resource-efficient than mechanical systems.
9. Preservation and renewal of historic buildings, districts, and landscapes affirm the continuity and evolution of urban society.



**ATTACHMENT F**

**Planning Service Cost Assessment Detail**

**ATTACHMENT F**

**Planning Service Cost Assessment Detail**

**PROJECTED REVENUES**

The study team reviewed the revenues received for the last three fiscal years and, with concurrence of commission staff, estimated the revenue to be received for this fiscal year and years in the near future by taking a weighted average of revenues for the last three years by assigning weighting factors of 1 for Fiscal Year 1999-2000; 2 for Fiscal Year 2000-2001; and 3 for 2001-2002. The weighted average method for fee calculations was used because of the cyclic nature of development projects and the requests for GIS maps and data. The following table provides the derivation of the estimated revenues for this fiscal year. The weighted average annual revenue for the three-year period is \$259,407.

<b>Three Year Weighted Average Revenues by Source</b>											
<b>(In Dollars)</b>											
<b>Fiscal</b>	<b>Weighting</b>		<b>Map</b>	<b>Publication</b>	<b>Zone</b>	<b>PUD</b>	<b>Subdiv</b>	<b>Street/</b>	<b>Vending</b>	<b>MACMF</b>	
<b>Year</b>	<b>Factor</b>	<b>Bonds</b>	<b>Sales</b>	<b>Sales</b>	<b>Change</b>	<b>Fees</b>	<b>Fees</b>	<b>Alley</b>	<b>Receipts</b>	<b>Receipts</b>	<b>Total</b>
2000	1	10,000	577	3,274	72,868	68,176	130,521	4,050	88	42,365	331,919
2001	2	7,600	1,091	2,314	58,624	53,974	101,447	2,500	-	54,008	281,558
2002	3	10,600	290	1,127	53,180	48,814	86,008	3,900	57	16,493	220,469
	Weight Av	9,500	605	1,881	58,276	53,761	98,573	3,458	43	33,310	259,407

**PROJECTED COSTS**

The budgeted expenditures for Fiscal Year 2002-2003 were used as the basis for the determination of departmental costs. The following methodology was used for the allocation of those costs.

- Salary and fringe benefit costs were determined for staff members in the Executive Director’s Office who provide supervisory and administrative services throughout the department. These costs were distributed to the Operations, Design Services and Planning Divisions.

- Departmental service costs were allocated to the Operations, Design Services and Planning Divisions.
- City/county indirect costs were allocated to the Operations, Design Services and Planning Divisions.
- Planning Division current planning functional responsibilities were separated from other responsibilities and the percent of fee related current planning staff time for each individual was determined for each position. From this determination, the number of full time position equivalent fee related current planning positions was calculated.
- The total salary and fringe benefit costs associated with fee related current planning positions was calculated.
- Executive Office supervisory and administrative costs, departmental supply and services costs, and city/county indirect costs were allocated from the Planning Division to the fee related current planning positions.
- All costs allocated to the fee related current planning positions were added to determine the full cost of fee related services.

#### **Executive Director's Office Salary and Fringe Benefit Costs**

The salaries of the staff members in the Executive Director's Office providing supervisory and administrative throughout the department were separated from those of staff members providing services for specific functions. The fringe benefits for the Executive Director's Office were then distributed to the supervisory and administrative positions and other staff positions based on the salary and fringe benefit distribution as shown by the following table.

<b>Executive Director's Office Salaries &amp; Fringe Benefits</b>				
<b>(Business Unit 07102000 in Dollars)</b>				
	<b>Annual</b>	<b>Percent of</b>	<b>Annual</b>	<b>Total</b>
	<b>Salaries</b>	<b>Salaries</b>	<b>Fringe Ben</b>	<b>Sal &amp; FB</b>
Supervisory & Administrative Positions	164,564	36.61%	34,854	199,418
Other Positions	284,992	63.39%	60,360	345,352
<b>Total</b>	<b>449,556</b>	<b>100.00%</b>	<b>95,214</b>	<b>544,770</b>

The supervisory and administrative salaries and fringe benefits were then distributed to divisions within the Planning Commission based on the number of budgeted staff positions for each division as shown by the following table.

<b>Supervisory &amp; Administrative Salaries &amp; Fringe Benefits</b>			
<b>(Allocation in Dollars)</b>			
		<b>Percent of</b>	
	<b>Budgeted</b>	<b>Budgeted</b>	<b>Allocated</b>
	<b>Positions</b>	<b>Positions</b>	<b>Sal &amp; FB</b>
Design Division	4	7.41%	14,772
Operations Division	18	33.33%	66,473
Planning Division	32	59.26%	118,174
<b>Total</b>	<b>54</b>	<b>100.00%</b>	<b>199,419</b>

**Departmental Supply and Service Costs**

Departmental supply and service costs are budgeted only in Business Unit 07102000. It was therefore necessary to distribute those costs to the Planning Division and other divisions in order to determine the costs associated with Planning Division operations. Based on an analysis of budgeted expenditures by Planning Commission staff, the budgeted expenditures were separated into expenditures that are projected to be incurred only by the Planning Division, expenditures that are not projected to be incurred by the Planning Division and expenditures that may either be incurred by the Planning Division or other divisions. The following table provides the distribution of budgeted departmental expenditures in accordance with this methodology.

Allocation of Departmental Costs								
(In Dollars)								
		Planning	Other	Planning	Other	Planning	Other	Planning
	Department	Division	Divisions	Division	Division	Division	Division	Division
Line Items	Total	Only	Only	Positions	Positions	Allocation	Allocation	Total
Flight Services	27,000	27,000						27,000
Public Hearing Signs	14,000	14,000						14,000
Computer Hardware	9,000	2,628	6,372					2,628
Management Consultant	80,000		80,000					-
Software Consultant	53,000		53,000					-
Temporary Services	5,000		5,000					-
Film Developing/Framing	200		200					-
Transport Non-employee	7,400		7,400					-
Tuition	3,500		3,500					-
Other Repair & Maint Svc	40,000	-	40,000					-
All Other Dept Costs	550,647	-	-	32	23	320,376	230,271	320,376
Total	789,747	43,628	195,472			320,376	230,271	364,004

The \$550,647 in other departmental expenditures was allocated based on the number of positions in the Planning Division and the number of positions in other divisions, excluding two supervisory/administrative positions in the Executive Director’s Office. As shown in the table, there are 32 Planning Division positions budgeted compared with 23 other positions. The Planning Division positions therefore represent 58.18% of the total of 55 positions. Consequently, 58.18% of the \$550,647 in other departmental expenditures or \$320,376 was allocated to the Planning Division. The total departmental expenditure allocated to the Planning Division is \$364,004 as shown by the above table.

**Indirect Cost Allocation**

Indirect costs from the Metropolitan Government of Nashville and Davidson County full cost indirect cost allocation plan were allocated to departmental divisions, with exception of the supervisory and administrative elements of the Executive Director’s Office, in accordance with the number of budgeted staff positions. These costs were therefore split with 58.18% going to the Planning Division based on 32 positions and 41.82% going to other organizational elements

based on 23 positions as shown by the following table. The total indirect cost allocated to the Planning Division is \$228,715.

<b>Distribution of Nashville/Davidson County Indirect Costs</b>			
<b>(Costs In Dollars)</b>			
		<b>Planning Division</b>	<b>Other Divisions</b>
<b>Staff Positions</b>		32	23
<b>% of Staff Positions</b>		58.18%	41.82%
	<b>Total</b>		
<b>Central Service</b>	<b>Central Service</b>		
<b>Departments</b>	<b>Costs</b>		
Employee Benefit	170,108	98,969	71,139
Post Audits	3,598	3	,
Insur/Judgements	777	452	
Legislative	9,124	5,308	3,816
Mayor	9,072	5,278	3,794
Empl Benefit Bd	7,968	4,636	3,332
Empl Assistance	443	258	185
Civ Svc Med Exam	728	424	304
Personnel	11,184	6,507	4,677
Div of Buildings	61,120	35,560	25,560
Central Printing	3,330	1,937	1,393
Motor Pool	56	33	23
Postal Service	3,835	2,231	1,604
Payroll	1,436	835	601
Internal Audit	593	345	248
Div of Accounts	7,563	4,400	3,163
Purchasing	13,163	7,658	5,505
Treasury	1,906	1,109	797
Budget	1,142	664	478
Public Property	190	111	79
FASTNET	6,789	3,950	2,839
Data/Computer	13,435	7,816	5,619
Office Supply	2,381	1,385	996
Dept of Law	63,094	36,708	26,386
Central Records	82	48	34
<b>Total</b>	<b>393,117</b>	<b>228,715</b>	<b>164,402</b>

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## Planning Division Current Planning Work

Planning Division Land Development supervisors overseeing current planning work were interviewed to determine the involvement of their staff with current planning functions that have the potential charging fees to recoup the costs of services provided. The following describes the staff positions involved with those functions, the functional responsibilities of the positions and the estimated percentage of time the incumbents of the positions spend on current planning functions for which fees are currently charged or could be charged.

- Planner II: Reviews mandatory referrals; reviews PUD and critical lot plans; 100% involved with current planning.
- Planner I: Reviews zone change applications; reviews preliminary and final subdivision plats; reviews preliminary and final PUD's; enters zone change cases; 100% involved with current planning.
- Planning Technician I: Takes in permit applications at front counter; enters all subdivision applications; provides general research for customers; tracks money and receipts; 75% involved with current planning.
- Planning Technician II: Reviews PUD and critical lot plans; enters PUD applications; provides telephone research and research for walk-in customers; provides backup for taking in permit applications at the front counter; 85% involved with current planning.
- Planning Technician I: Organizes sketch packages; provides sketches for public hearings; provides maps for public hearings; orders and prepares public hearing signs; prepares power point presentations for Planning Commission meetings; prepares power point presentations for Council public hearings; takes aerial and ground photos of project sites; prepares mailing labels; 100% involved with current planning.
- Planner I: Reviews planning cases; 100% involved with current planning.
- Planner II: Reviews preliminary and final plats; 100% involved with current planning.
- Planning Technician II: Process bonds for final plats; works with Legal Department and other city/county departments to ensure infrastructure compliance with bond requirements; 100% involved with current planning.

- Secretary III: Prepares Planning Commission agenda; prepares public hearing notices; prepares Council bills; 100% involved with current planning.
- Office Support Representative I: Provides current planning administrative support; enters Planning Commission notices; sends out notices; sends staff reports to Planning Commission; tracks current planning issues; 100% involved with current planning.
- Planner II: Supervises current planning projects; provides back up for other Land Development positions; does some work with long range planning; 90% involved with current planning.
- Planning Manager II: Supervises Land Development and Design unit operations; attends a large number of intra and inter-departmental meetings; 80% involved with current planning.

The following table provides a listing of fee related current planning positions, the current salaries of the incumbents of those positions, the estimated percent of time the incumbents are involved with fee related current planning work, and the salary amounts that can be attributed to fee related current planning work based of the estimated percentage of time so allocated.

<b>Allocation of Fee Related Current Planning Salaries</b>				
	<b>Current</b>	<b>% Time for</b>	<b>Current Planning</b>	<b>Salaries for</b>
<b>Positions</b>	<b>Salaries</b>	<b>Current Planning</b>	<b>FTE Positions</b>	<b>Current Planning</b>
Planner II	\$ 45,223	100%	1.00	\$ 45,223
Planner I	\$ 37,379	100%	1.00	\$ 37,379
Planning Technician I	\$ 37,597	75%	0.75	\$ 28,198
Planning Technician II	\$ 41,543	85%	0.85	\$ 35,312
Planning Technician I	\$ 28,412	100%	1.00	\$ 28,412
Planner I	\$ 37,379	100%	1.00	\$ 37,379
Planner II	\$ 45,223	100%	1.00	\$ 45,223
Planning Technician II	\$ 38,615	100%	1.00	\$ 38,615
Secretary III	\$ 37,597	100%	1.00	\$ 37,597
Office Support Representative I	\$ 24,667	100%	1.00	\$ 24,667
Planner II	\$ 52,522	90%	0.90	\$ 47,270
Planning Manager II	\$ 64,453	80%	0.80	\$ 51,562
Total	\$ 490,610		11.30	\$ 456,837



As shown by the above table, the total fee related current planning salary cost is \$456,837; and, there are 11.3 full time equivalent positions involved in that work.

**Planning Division Administration**

A total of \$91,880 in salary and \$22,924 in fringe benefits are associated with Planning Division administration. The total of Planning Division administration salary and fringe benefits is \$114,804.

**Allocation of Planning Division Costs**

The following table distributes all costs previously allocated to the Planning Division between the fee related current planning and non-fee related planning costs. Fringe benefits are allocated on the basis of salaries while the remaining costs are allocated on the basis of the full time equivalent positions. As previously discussed the number of full time equivalent positions for fee related current planning is 11.3. That leaves 19.7 of 31 full time equivalent positions for non-fee related planning functions. (There are actually 32 Planning Division budgeted positions; however, the salary and fringe benefits of the Assistant Director for Planning position are costs being allocated to the remaining positions.)

<b>Allocation of Planning Division Costs</b>			
<b>(Costs In Dollars)</b>			
	<b>Total</b>	<b>Planning Division</b>	<b>Planning Division</b>
	<b>Planning Division</b>	<b>Fee Related</b>	<b>Non-Fee Related</b>
Number of Budgeted Positions (Excluding Assistant Director)	31.0	11.3	19.7
Percent of Budgeted Positions (Excluding Assistant Director)	100.00%	36.45%	63.55%
	<b>Total</b>	<b>Planning Division</b>	<b>Planning Division</b>
	<b>Planning Division</b>	<b>Fee Related</b>	<b>Non-Fee Related</b>
	<b>Costs</b>	<b>Costs</b>	<b>Costs</b>
Planning Division Salaries (Excluding Assistant Director)	1,026,727	456,837	569,890
Planning Division Fringe Benefits (Excluding Assistant Director)	256,162	113,978	142,184
Planning Division Supervisory & Admin	114,804	41,846	72,958
Departmental Supervisory & Admin Allocated to Planning Division	118,174	43,074	75,100
Departmental Supply & Service Allocated to Planning Division	364,004	132,679	231,325
City/County Indirect Allocated to Planning Division	228,715	83,367	145,348
<b>Total</b>	<b>2,108,586</b>	<b>871,781</b>	<b>1,236,805</b>

**COST / REVENUE SUMMARY**

As shown by the preceding table, the full cost of fee related services to be provided by the Planning Commission in Fiscal Year 2002-2003 is estimated to be \$871,781. The revenue for the Planning Commission in Fiscal Year 2002-2003 is estimated to be \$259,407. This would leave the general fund subsidizing fee related current planning services by \$612,374. The resulting revenue recovery rate of the estimated full cost of services is approximately 30%. The following table provides the amounts of additional revenue that could be recovered at varying recovery rates.