



A Tradition of Stewardship
A Commitment to Service

Reorganization of Permitting, Public Works and General Services Functions

May 2012



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Executive Summary

The County Executive Officer is proposing changes to the County's organizational structure aimed at enhancing customer service and improving operational efficiencies.

The proposal would reorganize the three Departments of Conservation, Development and Planning, Public Works and Environmental Management into two departments with one department focused on permitting and land use and the other focused on public works, water resources and general services.

Since the Board gave their conceptual approval in March, staff has worked to refine the proposal presented in this report.

Following reorganization, the new Planning, Building and Environmental Services will include all permitting functions currently located in the Departments of Conservation, Development and Planning, Public Works, and Environmental Management, including restaurant inspections, wells and septic systems and other environmental management functions as well as building, planning, and conservation (vineyard, Williamson Act, mining), grading and floodplain permits. The proposed Department of Public Works will continue to include roads, construction services for County and other civil projects and water and flood control resources in addition to the creation of a General Services division to include the Animal Shelter, Purchasing, property and fleet management, the airport and the Department's fiscal and administrative services. All water and sustainability activities will shift to the Department of Public Works Division of flood control and water resources, where a new natural resources conservation unit would be created.

While the proposed reorganization results in the elimination of the position of Director of Environmental Management, the full fiscal impact is not yet known. The reorganization includes initial requests for the reclassification of three positions immediately with the review of other positions to be complete within the next year. This could result in the elimination of vacant positions and/or the reclassification of current positions.

This report includes a summary of the process used to develop the reorganization proposal, detail of all aspects of the proposed reorganization and an implementation and communications plan. If the reorganization plan is approved, initial implementation will begin on July 7, 2012 and continue through the opening of a consolidated permit center in January 2013, with an assessment and adjustment phase through June 2013.

Background

Upon the resignation of the previous incumbent, the Director of Public Works position became vacant and on December 22, 2011, the Board of Supervisors took action to contract with and appoint John E. Taylor as the Acting Director of Public Works effective January 1, 2012 pending the appointment of a permanent Director. Since Mr. Taylor was not a licensed civil engineer, the Board of Supervisors appointed the Deputy Director of Public Works-Flood Control and Water Resources, Phillip Miller, to serve as the Acting District Engineer and Deputy Director of Public Work-County Engineering, Richard Marshall, to serve as the Acting Road Commissioner.

With this transition, the opportunity presented itself to consider changes to the County's organizational structure that would build on the work that has already been done to enhance customer service and increase efficiencies in the land use permitting and public works departments. Currently, the County's permitting functions reside in three Departments: Conservation, Development and Planning, Public Works and Environmental Management. A customer seeking a development or construction permit may be required to visit up to three different offices to obtain information and/or approval. By consolidating the permitting functions in one location and under the direction of one department head it is expected that customer service will be enhanced with greater accountability, consistency and efficiency in service delivery in these programs. Similarly, placing all general service functions in one department is expected to improve oversight and internal efficiency.

On March 13, 2012, the Board of Supervisors conceptually approved and directed County staff to return with a proposal to reorganize the Department of Conservation, Development and Planning, Department of Public Works and Department of Environmental Management into two departments with one department primarily focused on land development, permitting and inspection functions and the other on transportation, public works and general services. Steve Lederer was appointed as the Interim Director of Public Works in addition to his duties as Director of Environmental Management effective March 17, 2012. As Mr. Lederer is also not a licensed civil engineer, Mr. Miller remains Acting District Engineer and Mr. Marshall remains Acting Road Commissioner. Mr. Taylor was retained as a consultant to the Department of Public Works to assist with the development of a transition plan.

County staff, led by the Director of Conservation, Development and Planning, Hillary Gitelman, and the Interim Director of Public Works and Director of Environmental Management, Steve Lederer, began working on the reorganization proposal as described in this staff report. Objectives included:

1. Enhancing customer service
2. Increasing internal efficiencies and effectiveness

3. Throughout the process, the thought was to keep the reorganization cost-neutral with the potential for long-term cost savings due to the elimination of one Department Head position. There was not an expectation of significant short term cost savings.

The Current Departmental Structure

Currently the County's permitting functions are included within the Departments of Environmental Management, Conservation, Development and Planning and Public Works. These include permits and inspections for restaurants, pools, hazardous materials, and water/septic system county-wide as well as building, planning and grading permits in the unincorporated areas. There is also one permitting function (the local enforcement of solid waste functions) in the CEO's Office. General Service functions are spread throughout several departments including Environmental Management (Purchasing and Animal Shelter) and Public Works. Water-related functions are shared by the Departments of Conservation, Development and Planning (with the Watershed Information Center and the Groundwater Resources Advisory Committee) and Public Works.

Department of Public Works

The Department of Public Works is one of the County's largest and most diverse departments with a budget of almost \$60 million, including a \$25 million capital improvement program, and over 120 employees. The Department is comprised of several divisions and responsibilities including:

- Environmental Services – The Environmental Services Division provides staffing for the Napa County Flood Control and Water Conservation District, including managing the Measure "A" funded Napa River Flood Protection Project. The Division is also responsible for a variety of watershed maintenance activities, administering the purchase of domestic water supplies and managing Measure A funded water projects in the unincorporated area. This division also provides staff support for special districts including the Lake Berryessa Resort Improvement and the Napa Berryessa Resort Improvement District.
- Property Management- Property Management provides ongoing custodial, maintenance and rehabilitation work on County facilities. It provides for the repair and maintenance of the County's mechanical equipment and other machinery including necessary upgrades arising out of inspections by fire and safety personnel. Work also includes all landscaping and groundskeeping operations on County premises.

- Construction and Design Engineering- Manages the design, engineering and construction of County buildings and other civil projects including the County's roads and bridges, Airport, Resort Improvement Districts, and river/watershed projects funded by Measure "A" and other sources.
- Engineering Services-The Engineering Services Division of Public Works is the division that plays a role in the County's permitting process. Among other things, the division is responsible for reviewing private land development proposals, zoning matters and environmental impact reports to ensure compliance with County and State regulations and for issuing various permits for activities including grading, stormwater and floodplain management permits. The division also administers County surveys and maintains records of governmental surveys and lines as well as processes lot line adjustments and subdivision maps.
- Roads- Operates and maintains the 446 mile County road system including patching and sealing paved surfaces, replacing and improving regulatory and warning signs, painting pavement stripes and markings, cleaning and stabilizing roadside drainage systems, trimming roadside vegetation to maximize clearance and sight distances, encroachment permits and cleaning, mowing and treating roadside areas.
- Fleet Management- Provides for the maintenance, repair and replacement of the County-owned vehicle fleet and roads equipment.
- Administration and Business Services- Provides management, administrative, clerical and accounting support to the Public Works Department and manages County leases. This division also provides staff support to special districts including the Silverado Community Services District and the Monticello Community Services District.
- Airport- Provides for the operation and maintenance of the Napa County Airport and administers County Service Area No.3 which provides street lighting and landscape services within the Airport Industrial Area (AIA).

Department of Environmental Management

The Department of Environmental Management has 35 employees and includes two main divisions: Environmental Management and Animal Shelter. The total annual operating budget is approximately \$3.5 million.

The permitting functions of the Department are under the Environmental Management Division and include the typical environmental health responsibilities:

- Permitting and inspections of retail food facilities, public pools, labor camps and mobile home parks.
- Permitting and inspection of small water systems, on-site sewage systems and wells.
- Permitting and inspection of facilities that possess hazardous materials, medical waste and underground or above ground storage tanks.

The non-permitting functions in the Department include:

- Operating the animal shelter.
- Emergency response support and oversight of clean-up of hazardous materials release.
- Managing and supporting two joint powers authorities that oversee solid waste management operations.
- Providing leadership over the County's sustainability program
- Delegated by the CEO to perform the County's Purchasing functions.

Napa County's Department of Environmental Management was created by resolution on June 5, 1984 and in compliance with Section 101275 (then Section 1155.5) of the California Health and Safety Code. State law requires each County to designate an "Environmental Health Director" and that that Director be a Registered Environmental Health Specialist. There is no legal requirement that the Director of Environmental Management be a Registered Environmental Health Specialist or be designated the Environmental Health Director, though prior to the appointment of Steve Lederer in 2006, the Director of Environmental Management has served in this capacity. Upon the appointment of Mr. Lederer as the Director of Environmental Management, the County received approval to appoint the Assistant Director of Environmental Management as the Environmental Health Director to comport with state law. The Director and Assistant Director meet regularly and maintain ongoing communication with the Public Health Officer and her staff in the County Health and Human Services Agency.

Department of Conservation, Development and Planning

The Department of Conservation, Development and Planning has 43 staff positions (several are vacant) and a total budget of over \$7 million. The Department is organized into four main responsibility areas in addition to overall department administration and finance:

- Planning- Current and long range planning including reviewing applications for consistency with the County's Zoning Ordinance. The division prepares environmental documents associated with private development applications and public projects and provides staff for the Planning Commission and Airport Land Use Commission, and maintains the County's General Plan.
- Conservation- Reviews agricultural erosion control plans associated with vineyard development on slopes greater than 5% for consistency with the County's conservation requirements. This

division is also responsible for providing support to the Watershed Information Center and Conservancy, Wildlife Conservation Commission and Groundwater Resources Advisory Committees. Other activities include Williamson Act contracts, mining permits and maintenance of the mapping (GIS) layers used for planning purposes.

- Building and Code Enforcement- Responsibilities include issuing building permits after reviewing all construction documents, plans and specifications, for compliance with adopted codes, as well as building inspections during construction of approved projects and issuing certificates of occupancy. Code enforcement addresses compliance with building and zoning codes and public nuisances, and collaborates with other enforcing agencies.
- Parks and Open Space District- The Napa County Regional Parks and Open Space District reimburses the County for district staff.

Customer Service Survey and Consolidated Permitting Center

In 2008, the Board of Supervisors and County Executive Officer commissioned a working group consisting of several County department heads to carry out a planning effort to determine the best method for obtaining customer feedback on all County services (i.e. not just permitting or land development services). The working group established the following goals:

1. Find out how our customers think we're doing and why they come to us;
2. Educate our customers about what we do and educate ourselves about what our customers need and want;
3. Use the results of our survey to make improvements that our customers will appreciate;
4. Monitor how we're doing over time; and
5. Make sure the program doesn't become an administrative burden or cost too much.

At the time, the County developed and circulated a request for proposals and selected a consultant, however, due to worsening economic conditions no contract was completed. Between 2008 and 2010, the permitting departments (also including Fire Marshal/Fire Services), instituted a variety of processing improvements, including a "quick permit" process (7-10 days) for small building permits, an "over the counter" process (same day service) for a subset of the small building permits, and performance standards and review deadlines for the most common application types. Then on September 21, 2010, the Board of Supervisors authorized an agreement with The Halle Group for work related to customer service in the departments responsible for issuing building, planning and other permits.

On March 1, 2011, the Board of Supervisors received a report from The Halle Group on their assessment of the customer service in the permitting departments. The Halle Group's process included a 23 question survey sent to over 1,000 email addresses and focus groups with both stakeholders and staff. The survey received 165 complete responses and 64 partial responses, and 42 stakeholders expressed interest in participating in an ongoing advisory group which has met several times since then.

The results of the survey and focus groups indicated that many customers are happy with the service they receive, however there was a significant number (over 1/3), that were not satisfied with the permitting process. The most significant issues included processing times, better communication between departments and greater accessibility to and accountability of staff. Some respondents believed that more efficient processing could potentially bring fees down. The top choices for improvements identified in the survey and focus groups include quicker turnaround times, more same-day processing of minor permits, improved communication between departments involved in the permitting process, more consistent application of rules and the idea of having one staff member responsible for tracking an application from submission to completion.

As a result of the customer service survey, staff began exploring the concept of a consolidated permitting center with the thought that it would improve communication between departments and facilitate more same day permitting in the future. Staff has formed a permit center committee with staff from all land use permitting functions in the County. The committee is chaired by David Giudice and meets weekly to plan development of a consolidated permit center and concurrent process improvements. This discussion was initially completely independent from the idea of consolidating permit functions into one department, and the Fiscal Year 2011-2012 budget included funds to initiate the planning for the design of a second floor counter.

For quite some time, consolidated permitting centers have represented "best practices" in organizations where applicants routinely seek approvals from various divisions or departments in an organization. The concept provides one front door for most residents and business owners seeking to do business with the organization and increases opportunities for efficient application intake and processing.

As discussed above, one of the issues raised in the customer service surveys had to do with the amount of time that applicants must expend coordinating review of their application by multiple departments. Combining permitting functions in one center provides an opportunity to address this issue, placing county staff in a project management role, so that staff, not the applicant, coordinates reviews. Directors of other agencies, like Sonoma County, have pointed out the desirability of this approach, but have cautioned that placing staff in the project management role does not generally reduce costs to the applicant.

Structure of Environmental Management, Public Works and Planning Departments in Other Counties

While there are statutory requirements to have specific property-related positions or designated titles within the County, there is no statutory requirement as to how the departmental structures for the property and permitting programs and functions under consideration are organized. Counties throughout the State of California arrange their permitting, public works, environmental health and general services (things like facilities and fleet management, purchasing, mail services) functions in many different fashions.

The service delivery structure of environmental health functions vary from County to County more widely than public works, planning and building functions. Environmental health services in California are performed in four basic program areas:

- Consumer Protection- Includes retail food facilities, recreational health swimming facilities, housing and small water systems inspections and permitting.
- Certified Unified Program Agencies (CUPA) - Includes hazardous materials storage, hazardous waste, underground and aboveground storage tanks and site remediation.
- Solid Waste Enforcement- Oversight of open and closed landfills and other solid waste facilities.
- Land Use/Development-Includes inspecting and permitting wells, septic systems.

There are three basic organizational environmental health models currently used in California:

1. Health Agency Model (30 entities as of last survey): This model incorporates public health and environmental health in one larger health department or as a division of a health and human services agency allowing for Health Officer involvement in both public health disciplines and land use planning decisions.
2. Stand-Alone Department Model (17 entities as of last survey): This model maintains environmental health and management activities in a single, stand alone department. Some jurisdictions perceive this model to elevate local environmental health priorities, visibility and authority.

3. Resource Agency Model (13 entities as of last survey): Resource Agencies' organization varies by County. Some counties have all environmental health services in one department or agency while others split services between two or more departments. Different combinations of services are established based on the particular organizations' needs.

In Solano County, for example, the functions of environmental management (including all food facility and water and sewer system permitting functions), planning and development and public works are consolidated into one agency known as the Resource Management Agency, while the general services function (including capital projects management) is located in a standalone General Services Department. Sonoma County has a Permit and Resource Management Department (that handles property-related permits, but not restaurant inspections) with a one-stop service center, while the non-permitting public works and transportation functions are in one stand alone department, and General Services is another stand alone department. In Sonoma County, the restaurant inspection function is located in the Department of Health Services. Marin County has a consolidated Community Development Agency that includes the land planning and development functions and environmental health services and a separate, stand-alone Public Works Department that does some permitting.

Internal Reorganization Planning Process

Following the March 13, 2012 Board of Supervisors meeting, the Director of Conservation, Development and Planning and the Interim Director of Public Works/Director of Environmental Management began meeting with various staff and stakeholder groups to solicit ideas, comments and conversations related to the proposed reorganization.

A group of managers, supervisors and lead/senior staff members was convened and has since met four times. At the first meeting, participants were asked to identify the biggest challenge to achieving a successful reorganization and how staff will know if the reorganization is successful. In addition to staff participating in meetings, the County's Training and Organizational Development Officer prepared an anonymous survey for all staff in Public Works, Conservation, Development and Planning and Environmental Management. The survey received 32 responses. The following is a summary of the key themes from the staff discussions and survey responses:

- **Communication** (Developing a communication plan for internal staff and external customers)
- **Roles and Responsibilities** (Who is leading the change initiative? What are the roles and responsibilities of everyone involved? – including staff)

- **Planning and Process** (Developing a change project plan with timeline and milestones etc.)
- **Teambuilding** (Getting to know individuals from other departments – this was mentioned a few times in the results)
- **Customer Service** (Define excellence in Customer Service and “One-Stop-Shop” how will this improve customer service? What is the benefit of the change?)
- **Processes** –(Make sure all permit processes (particularly the ones that are moving) are clearly defined as to who does what.)
- **Relocation of staff** (Where are they moving to? Why are they moving? What’s the benefit of the move? How are you going to manage space wars etc.?)
- **How staff currently feels about the change** (Continue to capitalize on the positive attitude towards the change – utilize staff as change agents in the process, give them a role – and address the underlying fears of the change initiative i.e., losing jobs, adjustments in work assignments, new physical work environments, partnering with new individuals etc.)

The Director of Conservation, Development and Planning and Interim Director of Public Works/Director of Environmental Management also met with functional groups of employees to gather input and discuss ideas. The working group of managers, supervisors and senior staff were asked to review and comment on versions of the proposed organizational charts. Input from this group, the functional group meetings and individual staff members informed the final plan presented in this report. The Director of Human Resources, Suzanne Mason, took the leadership role in keeping the union apprised of potential changes and meeting with labor leaders as necessary.

External Reorganization Planning Process

On March 26, 2012, the Director of Conservation, Development and Planning and the Interim Director of Public Works/Director of Environmental Management, invited stakeholders from the planning and building community to participate in a roundtable discussion regarding the reorganization. Ten stakeholders, primarily from the building and construction industry attended. Stakeholders were asked to share their experiences with the permitting process in other jurisdictions, particularly those with one-stop centers, as well identify concerns and outcomes they would like to see from proposed reorganization. The following is a summary of the discussion.

Concerns

- Reorganization and a consolidated permit center could add wait time to the permit process if customers need to stand in the same line for different types of permits. Don't change processes that already work well.
- Some jurisdictions with consolidated permit centers have set up the counter so staff is stationary and the customer needs to move from station to station to obtain necessary approvals. This requires the shuffling of documents and puts the burden on the customer to manage their own permitting process. One stop centers where the customer sits at one station and staff moves to assist them are much more effective.
- While it is beneficial for staff in a combined permitting department to receive some cross-training, it can cause staff to give out incorrect information when answering questions. Cross-training should be limited to referrals to expert staff as opposed to informing staff on rules and regulations outside their expertise.

Opportunities

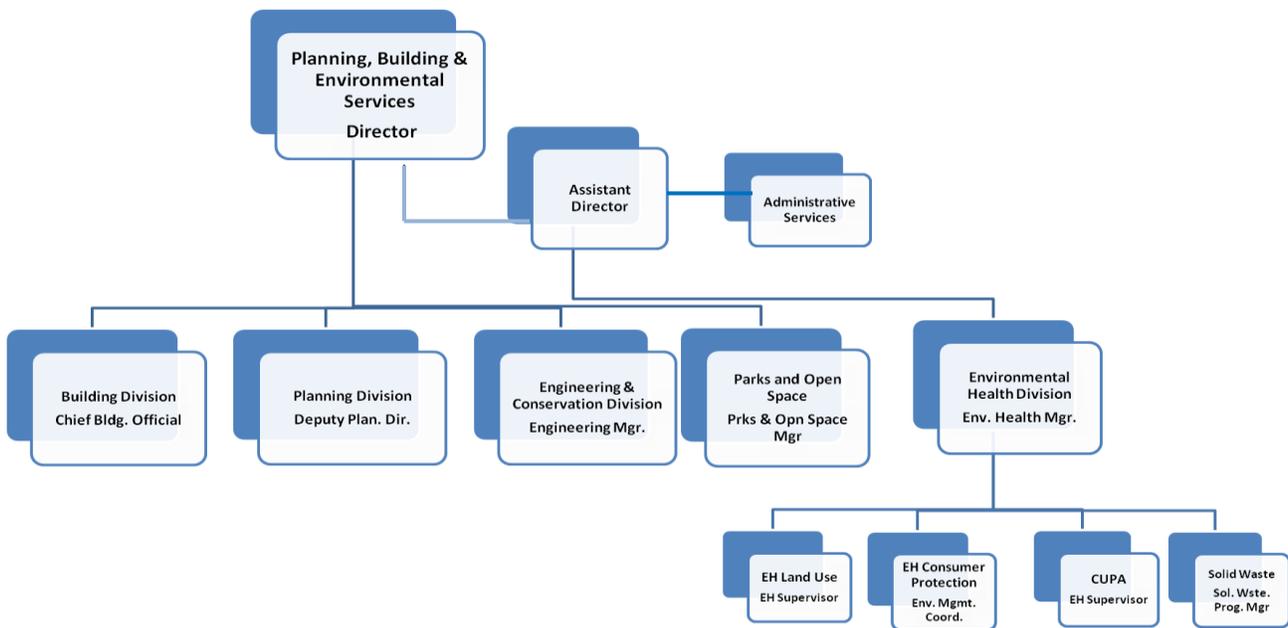
- Increase the number of specialized permits available for same day service.
- County Fire should increase counter hours at a one-stop center. If County Fire is not available, staff, not the customer should be responsible for routing documents in a timely manner.
- Separate the ministerial review process from other permit review processes to allow for quicker processing time.
- Assign a single point of contact for each permit so the customer can make one phone call to check on the status of a permit.
- Increase permitting counter hours, particularly in the morning hours.
- Create FAQ documents by type of permit.
- Clearly communicate processing timelines.

In addition to this initial meeting with external stakeholders, the Director of Conservation, Development and Planning met with the Architects Exchange, the Napa real estate community, and has solicited input/ideas from individual stakeholders via email and phone communications.

Proposed Reorganization

Based on input and planning to date, the County Executive Officer is proposing a reorganization of the Conservation, Development and Planning, Public Works and Environmental Management from three departments to two departments, with a new structure as shown in the organizational charts shown below.

Department of Planning, Building and Environmental Services (Recommended Title)



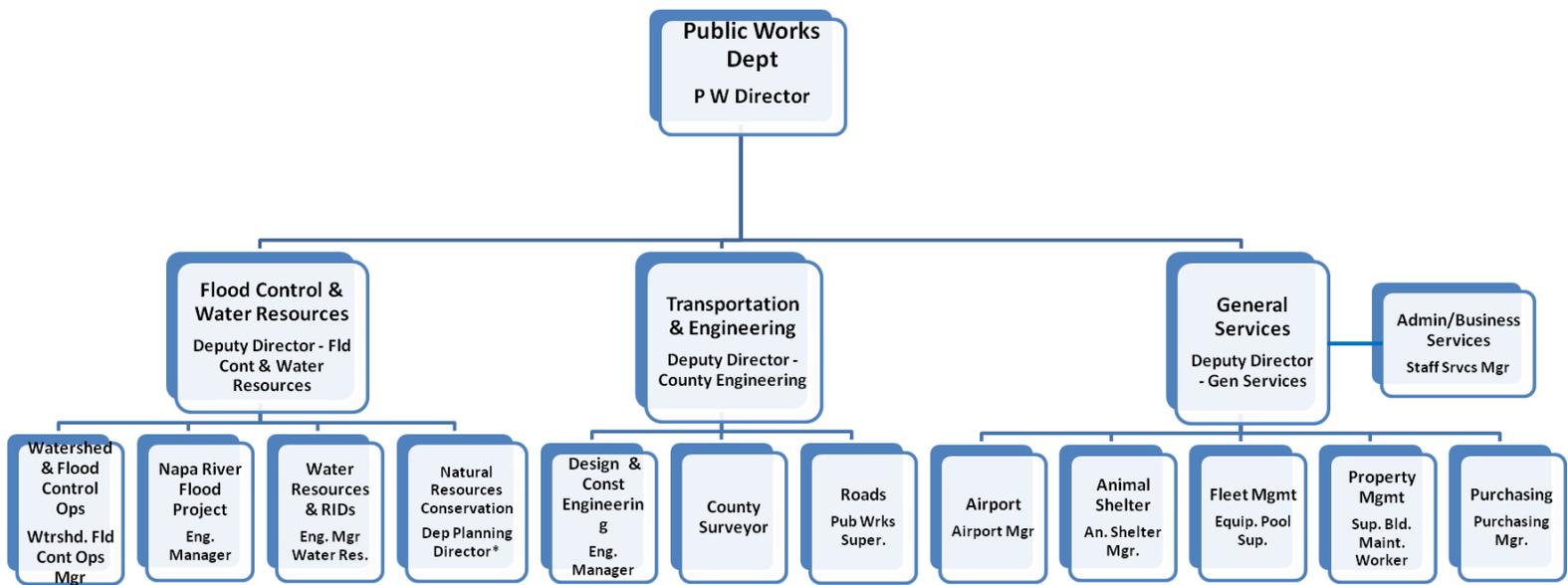
- All planning and permitting functions will be in a consolidated department with a recommended name of “Department of Planning, Building and Environmental Services”, headed by Hillary Gitelman. The current Assistant Director of Environmental Management, Christine Secheli, is proposed to be reclassified as the Assistant Director of this new Department.

- The environmental health functions of the current Department of Environmental Management will become a division of the proposed Department including consumer protection, land use development related to wells and septic systems, the Certified Unified Program Agency and solid waste enforcement. The Assistant Director will continue to serve as the Environmental Health Director to comply with state law.
- The Local Enforcement Agency, currently housed in the County Executive Office, will be transferred to this new department's environmental health division under the management of the Assistant Director. The Local Enforcement Agency operates under the authority of the State Department of Resources, Recycling and Recovery, and is responsible for ensuring that solid waste generated within Napa County is transported, handled, processed and disposed of using methods that do not create environmental, health, safety or nuisance conditions. This program is currently a subdivision of the County Executive Office because the Department of Environmental Management manages solid waste disposal contracts, thus creating a conflict of interest. Since the solid waste management functions will be moved to the Department of Public Works under this proposed reorganization, LEA (renamed "Solid Waste") can now be housed with the other environmental management professionals.
- Some of the staff members in the Engineering Services Division of the current Department of Public Works who are responsible for permitting functions will be transferred to this new Department. Planning staff currently under the Conservation Division of CDP and who are responsible for vineyard development and erosion control permitting, Williamson Act contracts, mining permits, and lot line adjustments, will join this staff in a new division of Engineering and Conservation. Application materials for lot line adjustments and certificates of compliance will be accepted at the consolidated permit center to increase convenience for customers. However, primary responsibility for review of these applications will remain in Public Works, which will include the County Surveyor and significant expertise related to these functions. This will require ongoing collaboration.
- One Deputy Director of Conservation, Development and Planning and one Principal Planner will transfer from the Conservation, Development and Planning Department to Public Works, creating a new division of Natural Resources Conservation, and consolidating water-related functions.
- All filled administrative positions in the current Department of Environmental Management will be transferred to this proposed department and assigned where appropriate. The Assistant

Director will assume responsibility for the fiscal and administrative functions of the Department. In addition to directly supervising administrative staff and the environmental management functions, the Assistant Director will have oversight of the consolidated permit center.

- One Permit Technician position will be added as a promotional opportunity to existing staff to support the environmental management and engineering services functions at the consolidated permit center. The resulting vacancy will be evaluated for deletion upon the completion of the reorganization.
- The Building, Planning and Parks Divisions of the current Department of Conservation, Development and Planning will remain essentially unchanged under the new structure.

Department of Public Works (Title Proposed to Remain Unchanged)



- Functions in the current Department of Environmental Management that are not transferred to the proposed Department of Planning, Building and Environmental Services will merge into the Department of Public Works, headed by Steve Lederer. This will include purchasing, animal shelter, solid waste and sustainability functions.
- As Mr. Lederer is not a licensed Civil Engineer, the District Engineer and Road Commissioner functions will be included in the job descriptions of the Deputy Director of Public Works-Water Resources and Flood Control and Deputy Director of Public Works-County Engineering., respectively.
- A General Services Division will be created to oversee the Airport, Animal Shelter, Fleet Management, Property Management, Purchasing, and Administration and Business Services. The position of Facilities and Fleet Manager would be deleted and replaced with a Deputy Director of Public Works-General Services.
- As mentioned above, the current Deputy Planning Director-Conservation and one Principal Planner will be transferred from the current Department of Conservation, Development and Planning to the Flood Control and Water Resources Division. The two Environmental Resource Specialists currently in the Department of Environmental Management will also join this division. This will result in the consolidation of all water functions into one Department and coordination of public works conservation activities in one division. The Flood Control and Water Resources Division will assume lead responsibility for the Watershed Information Center, Groundwater Resources Advisory Committee, recycling and sustainability programs, although planning activities related to natural resources and groundwater (including activities of Groundwater Resources Advisory Committee) will remain an area of collaboration between the two Departments.
- The Transportation and Engineering Division will continue to include design and construction for county buildings and other civil projects, roads and the County surveyor function. One vacant position in Engineering Services will be transferred to Capital Projects due to workload in that division.
- One vacant Secretary position currently allocated to the Department of Environmental Management will be deleted and replaced with a Staff Services Analyst I/II position. This position will join the General Services team to add additional fiscal support, manage the Napa-Vallejo Waste Management Agency contract and oversee and monitor the County's green activities and tracking of the County's emission reduction plan.

- All administrative and fiscal staff currently in the Department of Public Works will remain in the Department.

Finally, as a result of the proposed reorganization, the stand alone position of Director of Environmental Management would be eliminated.

Fiscal Analysis

While the primary purpose of the proposed reorganization is to enhance efficiencies and customer service, the reorganization may result in long term savings for the County. The proposal includes the elimination of the Director of Environmental Management position at a potential savings of approximately \$210,000. However, the proposed reorganization includes a request for immediate classification and compensation changes that partially offset these savings and there will be one-time costs associated with staff relocations and development of a consolidated permit center.

The current Assistant Director of Environmental Management is proposed for a reclassification to the Assistant Director of Planning, Building and Environmental Services. The reclassification of this position recognizes the additional duties assigned to it and addresses compaction issues with the Deputy Planning Director level. Per the adopted management classification structure, this position should be compensated 10% above the deputy level. The total salary and benefit cost of this reclassification is approximately \$14,000 annually. Additionally, the addition of the Permit Technician position to support the environmental management and engineering services functions with the deletion of a subsequent vacancy is estimated to result in a cost increase of approximately \$15,000.

The deletion of the Fleet and Facilities Manager and the addition of Deputy Public Works Director-General Services results in a salary and benefit increase of approximately \$28,000. Additionally, the deletion of a vacant Secretary position and addition of a Staff Services Analyst I/II will result in an increase of approximately \$25,000. As discussed above, these reclassifications will support the creation of a new General Services division in the Department of Public Works.

While the reclassifications requested as part of this reorganization result in an initial operational net savings of approximately \$128,000 annually, this may not be the long-term fiscal impact. As part of the reorganization proposal, Human Resources is recommending reviewing employees' work assignments within twelve months of implementation and expects to adjust classifications as appropriate based on new or additional duties. The fiscal impact of future changes is not yet known. Also, while certain

efficiencies that are expected to be achieved through the reorganization may reduce the need to fill some current and future position vacancies. It is difficult at this juncture to predict the level of fiscal savings directly resulting from the proposal before the Board.

The implementation of the reorganization and a consolidated permitting counter will require one-time capital costs that will be included as a placeholder in the Fiscal Year 2012-2013 requested budget. True costs will be identified upon completion of a planning process with TLCD Architecture. Staff will make every effort to reuse or reconfigure existing furniture when and where possible.

Alternatives

In addition to keeping the current departmental structure for the programs and functions discussed in this report, the County Executive Officer considered other organizational options. . These alternatives are included for discussion purposes and are not recommended, as staff believes that the proposed option will best achieve the goal of enhancing efficiency and customer service.

Alternative A

The Departments of Conservation, Development and Planning, Public Works and Environmental Management could be merged into one consolidated resources management agency under one Department Head similar to that of Solano County. While this option could save additional General Fund dollars due to the elimination of a second Department Head position and possibly other management positions, it would result in additional layoffs and impacts on staff which is counterproductive to the goal of keeping impacts to current staff minimal. Additionally, merging too many functions may cause the loss of efficiency as the scope and mission of a department grow larger. Since the primary goal of the reorganization is to improve customer service and increase efficiencies of the permitting process, this alternative may not achieve that goal. Like Solano, most counties with consolidated resource agencies maintain a separate general services department. The reorganization proposal already includes merging three departments into two and including general services functions in the Department of Public Works. Due to the size of the County, staff does not believe a stand-alone General Services Department would be efficient.

Alternative B

A second alternative could be to consolidate all land use related functions into one permitting agency and move the consumer protection functions (i. e. restaurant inspections) to the Public Health Division of Health and Human Services Agency. Staff in Environmental Management, particularly the registered Environmental Health Specialists, expressed concerns about the reorganization splitting their profession. Maintaining all registered Environmental Health Specialists in one department allows for more cross-training, career growth and the opportunity for staff to become experts in more than one functional

aspect of environmental health. Additionally, the Health and Human Services Agency has already outgrown the current facility and does not have the capacity to house additional staff.

While maintaining the current departmental structure is the most viable alternative, staff does not believe it is the most effective way to continue serving the public. As mentioned throughout this report, reorganization helps streamline the County’s permitting processes and creates accountability and consistency under one Department Head. It also capitalizes on the opportunity to increase the level of service customers receive by making staff in one department, not the customer, responsible for managing the permitting process.

Implementation and Next Steps

Transitioning from the current organizational structure to the new structure and opening a consolidated permit center will not happen overnight and will require input and communication from key stakeholders (e.g. staff and applicants), with possible adjustments along the way. This plan envisions three primary implementation phases between May 15, 2012 and January 15, 2013, followed by an evaluation and adjustment phase, with completion around July 1, 2013. (See diagram below.)

Realignment Timeline – Overview						
Authorization To Proceed	Develop Implementation Plan	Board Consideration of Implementation Plan	Phase 1: Reporting Changes	Phase 2: Budget Unit Changes; Space Planning Complete	Phase 3: Space Plan Implementation; Consolidated Permit Center	Evaluation and adjustments
Δ	Δ	Δ	Δ	Δ	Δ	Δ
March 13	March 26	May 15	July 1	Sept 1	Jan 2013	July 2013

As explained in more detail in the sections which follow, the first implementation phase would involve actions to condense the three existing departments into two, and would involve changing the reporting structure to affect the realignment of functions. It is estimated that 13 existing staff members will

report to someone new at the end of Phase 1. The second implementation phase would involve changes to the budget units to reflect the new organizational structure and would include development of a plan to relocate staff seating and create a consolidated permit center on the second floor of the Administration Building. The third implementation phase would involve actually moving the location of county staff/functions and opening the new consolidated permit center.

Pre-Implementation Tasks

As explained earlier, there has been a broad effort to gather input and develop an implementation plan that will provide for measured and deliberate change, with opportunities for adjustment along the way. The pre-implementation tasks to date can be summarized as follows:

- March 13, 2012 Board authorization to proceed with realignment & appointment of Steve Lederer as acting Director of Public Works as well as Director of Environmental Management.
- Internal communication & input, including meetings with managers, supervisors, and senior staff of the proposed “permitting department;” meetings with functional work groups in all three departments; and an on line staff survey.
- Data collection to gather information regarding laws, regulations, agreements, contracts and policies implemented by the three departments, as well as staff certifications.
- External communication and input, including a meeting with external stakeholders and meetings with union leadership.
- Weekly meetings of the consolidated permit center committee, including field trips to visit other agencies, data collection regarding existing customer contacts, and weekly discussions of desired configuration and processes associated with a consolidated permit center.
- Coordination with ITS to discuss reporting changes, data management needs, and other immediate assistance, as well as credit card acceptance and other improvements associated with the consolidated permit center.
- Coordination with ITS and the Public Information Officer to discuss the timing of website changes and responsibility for implementation.

- Coordination with Human Resources to identify any immediate changes in job specifications that are needed and a process for evaluating any changes necessitated after implementation of the consolidated permit center.
- Coordinating with County Counsel to identify any changes in County Code to implement the realignment of County functions.
- Selecting and contracting with a design firm to design the consolidated permit center, and to assist with space planning (the same firm will also help with the building lobbies and exterior).

Implementation Phase I: Department Realignment

On May 15, 2012, staff will request the Board's input on the realignment proposal and implementation plan, and will also be requesting several, specific actions needed to begin implementation of the proposal. These actions include:

- Adoption of a resolution expressing the Board's intention to change its organizational structure along the lines illustrated in the attached org charts and directing staff to prepare an ordinance for consideration at a future date that would make necessary changes to Napa County Code and a resolution making necessary changes to the County Policy Manual.
- Appointment of Steve Lederer as Director of Public Works, elimination of the Director of Environmental Management position, a Secretary and the Facilities and Fleet Manager position, creation of a new Deputy Director of General Services and Staff Services Analyst positions in the Department of Public Works, creation of a Permit Technician position in the Department of Planning, Building and Environmental Services and steps necessary to change the Assistant Director of Environmental Management position to be the Assistant Director of the new permitting department.

Should these actions be approved by the Board, there are 13 existing staff positions that would begin reporting to new supervisors or managers effective July 7, 2012, and those changes would effectively transition the three departments into two on that date. In addition:

- The new Director of Public Works would immediately begin recruiting for the new Deputy Director of General Services
- County Counsel would proceed to identify needed changes to County Code and the County Policy Manual, and would prepare necessary ordinances and resolutions for consideration by the Board at a later date.
- The Public Information Officer would implement interim (Phase 1) changes to the County website to reflect the new structure, without full consolidation of the department pages or all of the changes that will ultimately be necessary for the consolidated permit center.
- Department staff would develop new department letterhead for the permitting department, and would establish goals for consolidation and scanning of documents/files prior to establishment of the consolidated permit center.
- Weekly meetings of the consolidated permit center committee would continue, focusing on the operations and processes associated with a consolidated permit center, and in providing the designers with the programmatic information they need to complete their space planning and design work.
- Department managers, working with staff, would determine and take required actions needed to establish consistent hours of operation for the existing environmental management, engineering, and planning/building counters in anticipation of transition to the consolidated permit center, and would identify the scope and schedule of desired cross training.
- Begin work to standardize office policies.

Implementation Phase 2: Behind the Scenes

Between July 7, 2012 and mid-September, there would be work behind the scenes to complete the transition from three departments into two, and to plan for the staff relocations, construction, and opening of the consolidated permit center. These actions would include:

- The designers would complete a space plan and design-development /cost estimate for the consolidated permit center, review these with an executive committee, and prepare construction/bid documents as needed.
- The consolidated permit center committee would define and implement desired changes to the pre-application, application intake, and project review procedures, update application forms and handouts, and work with department managers to develop an operations plan for the consolidated permit center.
- Department managers, with assistance from staff, would reach out to external stakeholders and assess opportunities and expectations associated with the consolidated permit center.
- Managers and staff would implement the cross training recommendations identified in phase one.
- Budget units would be split and reorganized as needed to reflect the new organizational structure and this would be presented to the Board concurrent with a supplemental budget request in September 2012.
- Continue work with Information Technology Services and Public Information Officer to launch new departmental websites in January 2013.

Implementation Phase 3: Consolidated Permit Center

In the late fall and winter, the final implementation phase will complete the transition to two departments and a consolidated permit center. This phase will involve relocating staff work stations and could involve some disruptions and a temporary “counter” for customer interactions during a short construction period. Principal steps would include:

- Contracting for construction and arranging for pre-construction implementation (staff moves, relocating of phones/computers, lock/key changes).

- Establishment of a temporary “counter” for customer interactions during construction and development and implementation of a staffing plan for the same period.
- Staff relocations and construction. It is expected that construction will occur during the holiday period (December 21-January 11) when the number of applications being processed is at its lowest.
- Final website changes for the new departments
- Cross training of counter staff completed
- Implementation of a consolidated permit center operations plan with process enhancements, including acceptance of credit cards, reduced plan set requirements, updated application forms and handouts, application intake procedures, consistent and publicized performance standards for review/processing times, and relocation of administrative functions (other than the receptionist function) away from the front counter.

Post Implementation Assessment & Adjustments

In early 2013, following implementation of the consolidated permit center, Department managers will evaluate the integration of department functions and determine if further adjustments are needed. Also, while managers do not anticipate changing anyone’s fundamental job functions, this is the time that Human Resources would review job classifications to see if any adjustments are needed to reflect new roles/responsibilities or to improve consistency County-wide.

If there are additional changes to County Code or Policy Manual changes, these would also occur in this period, and data collection would begin to facilitate a comprehensive review of permit fees in early 2014. With one year’s worth of data regarding the level of effort required to process different application types under the new organizational structure, we would look to make significant adjustments to the structure of the fee schedule, simplifying where possible and adjusting upward or (hopefully) downward as needed.

While the data collection and review of fees would continue to late 2013 and 2014, the reorganization would be deemed completed, with necessary adjustments and refinements, around June 30, 2013.

Communications Plan

Implementation of a new organizational structure and achieving the goals of enhanced customer service and increased organizational efficiency will only be successful if the process involves two-way communication between department managers and staff. Fortunately, staff members in all three existing departments have approached this period of change with a positive outlook and have provided great ideas about how to accomplish the changes and maximize professional growth while meeting the County's objectives.

Throughout the implementation phases and the post-implementation assessment phase, the two Department Heads plan to keep lines of communication open with staff and external stakeholders. They will want to hear how things are working, if issues are cropping up that need to be addressed, and if staff needs assistance or support to get the departments' work done. They are also keeping their staff informed as to management activities and implementation actions, requesting input and feedback when appropriate. Some of the tools that will be used to foster two-way communication include:

- Steve Lederer's "Director's Log," which is a periodic email update to Public Works staff letting them know what's going on in the department.
- The quarterly e-newsletter in Public Works that is disseminated to internal and external stakeholders.
- Biweekly staff meetings with functional groups.
- Biweekly staff meetings with department managers.
- Other staff/group meetings as needed.
- Development and dissemination of a new staff directory that can be disseminated and posted on the website.
- Periodic updates/meetings with union leadership.
- Modification of the website to provide a public "face" for the reorganized departments.
- Team building and strategic planning meetings as needed.
- Cross training & "ride-alongs" as needed.
- One-on-one outreach to external stakeholders.
- Periodic updates/meetings with external stakeholders & development of collateral materials, including Spanish language materials to explain the functions of the new consolidated permit center.
- Periodic updates/meetings with the County Executive Officer and the Board of Supervisors as needed.

Staff members who interact with the public on a daily basis are the best ambassadors for the County and the most likely to communicate effectively with external stakeholders. With this in mind, the Director of Public Works and the Director of Planning, Building and Environmental Services will work with their managers, supervisors, and staff to make sure everyone is informed and if needed, to identify “key messages” that can be used to summarize the goals and status of the reorganization.

Cross-Departmental Collaboration

As the implementation plan presented here was developed and the new departmental structures took shape, there was recognition of current collaborations across department boundaries, and possible changes that will be needed once the reorganization takes place.

For example, the code enforcement function currently involves collaboration between staff in the Conservation, Development and Planning, Public Works, and Environmental Management Departments (with assistance from County Counsel, the District Attorney, and the Sheriff). Following reorganization, the nature of this collaboration will change, since many of the staff members engaged in code enforcement efforts will be housed in one department. Similarly, staff currently located within the Conservation Division of the Department of Conservation, Development and Planning is engaged in collaboration with water conservation and resources staff in the Department of Public Works. With consolidation of functions into a new Natural Resources Conservation Division in Public Works, the nature of this collaboration will change and there will be a need to foster cross-departmental collaboration with conservation staff and planners in the new department of Planning, Building and Environmental Services. Staff in this new department is expected to maintain an active role in natural resources and groundwater planning (including activities of the Groundwater Resources Advisory Committee), as well as monitoring/implementation of requirements stemming from the Regional Water Quality Control Board’s Total Maximum Daily Load process. Engineering staff in the new Department of Planning, Building and Environmental Services will also need to collaborate with the County Surveyor and engineering staff staying within the Department of Public Works.

These and other cross-departmental collaborations will be important to achieve maximum efficiencies from the proposed reorganization, and will allow for cross training, promotional opportunities, and staff development.

Additional Information

In the course of developing this plan, managers developed the attached list of professional certifications that have been obtained by members of the staff in the affected departments. It is important to note that this list, contained in Appendix A, does not contain all of the educational degrees/attainments by staff, and some of the departments/professions represented do not require third party certifications. Nonetheless, this snap-shot of staff expertise as recognized by governmental and professional organizations is impressive.

Appendix B provides a summary of the laws, regulations, agreements, and other requirements that are implemented by staff in the affected departments. While not comprehensive, this list is also an impressive snapshot of the scope of activities within the purview of the departments.