Leadership ICMA Peer Assistance Project

One-Stop-Shop Implementation Plan



Decatur, Georgia
July 2011



TEAM DECATUR

DEVELOPMENT SERVICES ONE-STOP-SHOP IMPLEMENTATION PLAN

EXECUTIVE SUMMARY

Introduction

We are delighted to present you with Deliverable 2, as per the Leadership ICMA Peer Assistance Project Proposal, which is an implementation plan for Decatur's one-stop-shop project. The Leadership ICMA consultant team includes Robert Camareno (New Braunfels, TX), Sylvia Carrillo (Corpus Christi, TX), Margaret Williams (Savannah, GA), and Adam Brown (Jackson, MI). We have enjoyed working with Decatur staff and we hope to add value to your organization through this report.

Project Scope

For purposes of review, the project scope for the Peer Assistance Project Proposal is:

The City of Decatur is requesting a strategic plan to integrate the planning, zoning, engineering, and inspection functions into a one-stop-shop for development project coordination. The project will be aligned with the city's strategic plan and will be consistent with the city's commitment to sustain a high performance organization.

Process

♣ Project Proposal Development	Developed while in Phoenix and subsequently approved by the client.
♣ Research	Conducted through off-site research and correspondence with the Decatur staff.
♣ Site Visit	Three team members on site for 1 ½ days.
♣ Deliverable 1	Report of initial site visit and confirmation of scope.
♣ Research	The ICMA Consultant team conducted weekly team meetings and included the client on multiple occasions. A significant amount of work was done through electronic correspondence.
Prototype Development	Discussion amongst the ICMA Consultant Team and the project principle, Bob O'Neill.
♣ Review	Reviewed with Decatur management staff.
Presentation	Presentation to Decatur City Council and management staff.



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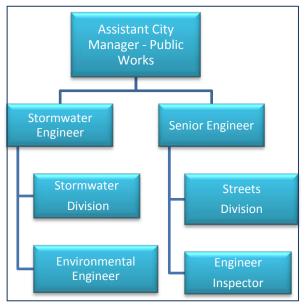
Plan of Action

I. <u>Organizational Structure</u>

As requested by the client, a new organizational structure should be considered as the functions are consolidated at a new site. Any recommended organizational structure must rely on a high level of cross-disciplinary teams with a lean management structure.

The challenge of creating an organizational structure for the one-stop-shop center is to avoid a top-heavy management structure that still provides a clear strategy for issue resolution with employees and customers. The organization's customer service philosophy and expectations for application of the policy must be clearly defined and articulated. Three alternatives of a possible organization structure

Figure 1 – Existing Public Works Structure



for the new one-stop-shop are presented below. The existing Organizational Structure is shown in Figure 1 and 2.

Decatur staff has embraced the idea of having a very consultative and participative style of management amongst employees. The crossfunctional team is the preferred method for making decisions in the participative style. The crossfunctional team is most optimal when time constraints are not a factor. Employees convene in a team environment where they can discuss the benefits and challenges of various alternatives. The most optimal alternative is chosen and the team goes forward in agreement.

When time is a factor it is not practical to convene teams to make decisions. An organizational



Figure 2 – Existing Planning Department Structure



structure must exist to solve urgent issues. A consultative management style is most appropriate for time restricted opportunities. The time management matrix, by author Steven R. Covey, shown to the right in Figure 1, illustrates the various timing of decisions made in the work environment.

A participative management style is conducive to quadrant II¹ (See Figure 3). These are important issues, but not urgent. Some type of management structure is necessary for operating in Quadrant I, or in other words the urgent and important issues. Issues need to have a resolution process and must have a path of escalation. For example, if a customer comes to the city building to be served and is not happy with answers being given, there must be an appeal process. At this point staff must know to whom the customer goes to next. The management structure is not only necessary to resolve customer issues, but also for internal personnel or process issues.

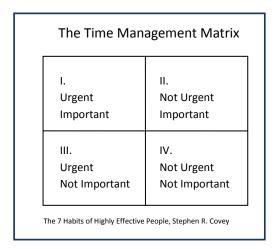


Figure 3 –Time Management Matrix

It's important to introduce the concept of business processes. All services given can be boiled down to discrete business processes. A business process is the steps followed to go from the beginning of the service to the end. Business process mapping is where each of the steps in a given process is outlined in a schematic to assist each of the persons involved in the process agree on the steps to achieve the outcome. We have identified the primary business processes in Attachment 1.

Business process mapping can be simple or complex. Business process mapping is also called flow-charting. The process and level of detail typically dictate the complexity of the flow chart. To illustrate the idea of a business process map, we have shown a very simple example of answering the phone.

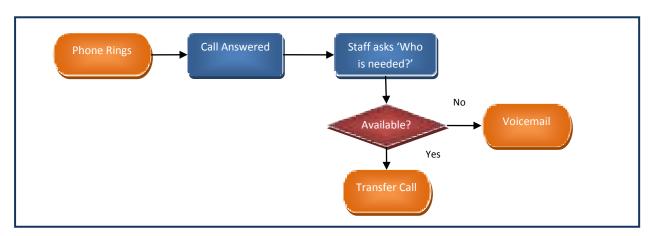


Figure 4 – Business Process Map Example for Answering a Phone Call



¹ Steven R. Covey, The 7 Habits of Highly Effective People, Time Management Matrix

Organizational Structure Alternative 1

During our site visit, we asked employees to think of the ideal organizational structure for the one-stop-shop. We received verbal feedback and three individuals provided us with a recommended structure. As individuals thinking about management structures, we typically think within the hierarchical structures we have experienced. All three employee submissions were done in a traditional hierarchical manner. Alternative 1, therefore, is a more traditional organizational structure and one that the employees will find easier to relate to simply out of familiarity.

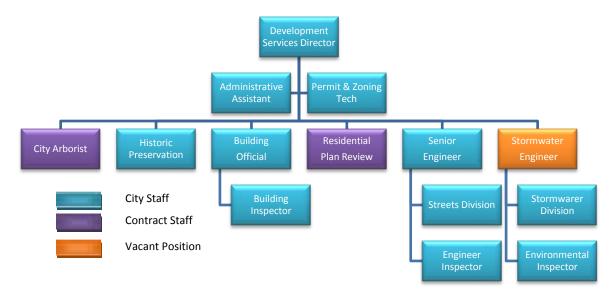


Figure 5 - Organizational Structure Alternative 1A

Alternative 1A assumes that the Planning Director position will be reclassified to be the Development Services Director and will be the supervisor of all functions within the one-stop-shop. This management structure functions similar to the existing structure. Opportunities for cross-functional problem solving, i.e. Quadrant II, still exist within the hierarchical structure. What's important to remember, is that when staff interacts in the cross-functional problem solving, all persons are equal. The day to day operations, i.e. Quadrants I and III, are done within the hierarchical structure.

The storm water engineer position is currently vacant. It's important that the facility have an on-site manager under Alternative 1A. If the Development Services Director is not on-site, then we recommend that the storm water engineer position be re-classified to be an on-site manager as show in 1B. It does not necessarily need to be a deputy director position. One of the professional level staff could be appointed as the on-site manager. Organizational Structure Alternative 1B shows some other possible restructuring to provide a more streamlined management structure.

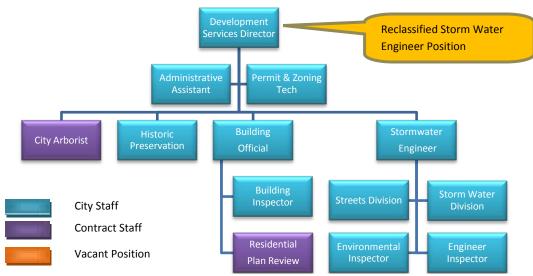


Figure 6 – Organizational Structure Alternative 1B

Organizational Structure Alternatives 2 & 3

With the next two organizational structure alternatives, the consulting team chose to explore unconventional management structures. These two alternatives are not traditional governmental management structures, but are more aligned with the organizational goals of the City of Decatur.

Attachment 1 shows the different business processes used in the development services program. Alternatives 2 and 3 assume that processes can be grouped together by similar or connected functions to form work teams. The diagram below shows the different processes that would be involved in the Compliance Team (See Figure 7).

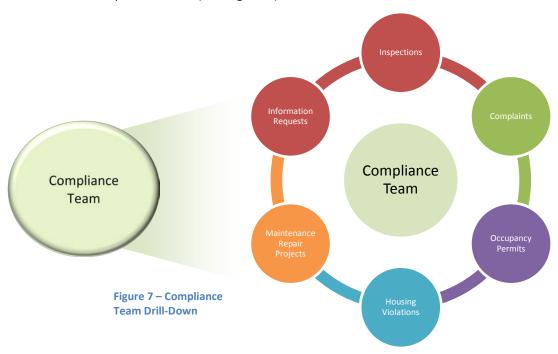


Figure 8 - Organizational Structure Alternative 2

Attachment 2 shows those work processes grouped and color-coded in to three functions,

namely Compliance, Administrative and Review. The second alternative then is to group employees into overlapping teams that are based on the business processes as shown in Figure 5.

Alternative 2 divides the work processes into three teams: Compliance, Review, and Administrative (See Figure 8). Employees are a part of each team their process falls under, which means individuals will more than likely be a part of multiple teams. Team members are derived from Attachment 2. Each employee would be a part of each team in which they are involved with the process.

Compliance
Team

Administrative
Team
Team
Team

The purpose of the compliance team is to ensure city standards are met. The Compliance Team includes the building official, building inspector (Safebuilt), administrative assistant, arborist, storm water engineer and engineer inspector. Compliance include processes

Position	Review	Compliance	Administrative
Building Official	Х	Х	Х
Permit and Zoning Tech	Х		X
Building Inspector (Safebuilt)		Х	
Administrative Assistant	Χ	Х	X
City Arborist	Χ	X	
Residential Plan Reviewer (Safebuilt)	Χ		
Historic Preservation Planner	Χ		X
Senior Engineer	Χ		X
Storm Water Engineer	Χ	Х	X
Environmental Engineer	Χ		X
Engineer Inspector		Х	Х

Table 1 – Team Design for Alternative 2

inspections, complaint responses, and housing violations.

The purpose of the Review Team is to facilitate development through consistent and fair review. The Review Team includes the building official, permit and zoning tech, administrative assistant, city arborist, residential plan reviewer (Safebuilt), historic preservation planner, senior engineer, storm water engineer, and environmental engineer. Review Team processes include all plan reviews, permitting, zoning, and variances.

The Administrative Team includes the building official, permit and zoning tech, administrative assistant, historic preservation planner, senior engineer, storm water engineer, environmental engineer, and engineer inspector (See Table 1).

In Table 1, we have placed Decatur staff in the appropriate teams based on the information received from our first site visit and Attachment 1, which was completed by the Planning Director, as



shown in Table 1. Decatur staff will want to review the team assignments and should revise assignments to those that make the most sense based on how the processes function.

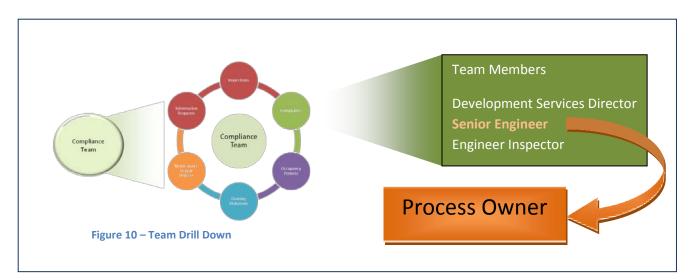
Alternative 3 is designed to be similar to Alternative 2 except with a focus on value added services. Value added services refer to direct services to development services customers. There are two teams in Alternative 3: the compliance team and the review team (See Figure 9). Administrative staff support both value added services and are therefore a part of both teams (See Table 2).



Figure 9–	Organizational	Structure	Alternative 3

Position	Review	Compliance
Building Official	Х	Х
Permit and Zoning Tech	Х	Х
Building Inspector (Safebuilt)		Х
Administrative Assistant	Х	Х
City Arborist	Х	Х
Residential Plan Reviewer (Safebuilt)	Х	
Historic Preservation	Х	
Senior Engineer	Х	
Storm Water Engineer	X	Х
Environmental Engineer	X	
Engineer Inspector		X

Table 2 – Team Design for Alternative 3



The organizational structure for Alternatives 2 and 3 are focused around processes. To make these systems work, each process will need what is referred to as a process owner. A process owner is someone who has the authority to change the process, authorize exceptions, and serve as the first appeal for customers. This requires a high level of empowerment to process owners. The process owner is a senior team member with a high technical aptitude for that particular process, but who also



demonstrates excellent team and problem solving skills (See Figure 10). Changing a business process should be a team exercise. The process owner facilitates the discussion between team members to ensure that each key part of the process is represented. This can be done in a participative management style. Ultimately, it is the process owner who authorizes a change to the process. Situations are as diverse as people and will always require exceptions. The process owner has the authority to make exceptions to the process as circumstances dictate. Lastly, the process owner is the first appeal for customers who are dissatisfied with a particular outcome. The last appeal would be to the Planning Director (See Figure 11).

The Development Services Director, or on-site manager as previously discussed, is assumed to be the manager of the one-stop-shop. In Alternatives 2 and 3 however, many managerial roles can be pushed to the Even supervision, for purposes of process owners. mentoring and performance evaluations may be assigned to senior staff or process owners.

As said previously, Alternatives 2 and 3 are consistent with the ideas that employees are capable professionals, enjoy autonomy in their work, and want to be empowered. The assumption is that employees do not need to be continually supervised. The team environment is consistent with Decatur's values.

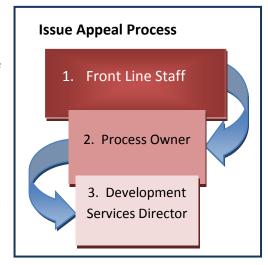


Figure 11 – Issue Appeal Process

To transition to Alternatives 2 or 3, management should identify process owners. Teams meet regularly together to ensure that they function as a unit. The co-location of all development services staff requires them to act as one unit of multiple teams. So not only should teams meet often, but the unit as a whole should focus on operating as a single unit.

The consultant team recommends Alternative 3 as the preferred organizational structure for the development services one-stop-shop. We believe this is the most efficient model and is most consistent with Decatur's value of teamwork. It also most-closely meets the objectives of having a lean management structure.

Recommendations Section I:

- 1. Adopt Alternative 3 Organizational Structure.
- 2. Establish teams and begin work of establishing process owners.
- 3. Establish standard operating procedures through business process mapping.



II. Maintain Current Service Delivery

Going forward, the challenge for Decatur is to facilitate the change to a one-stop-shop for purposes of efficiency while maintaining the level of service the customers currently appreciate. The current service delivery structure meets, and in some areas, exceeds the expectation of its customers. In a High Performing Organization understanding your customer and what they value is a primary need. The City of Decatur's customers, in the development community, overwhelmingly expressed satisfaction with the services provided by the planning, zoning, inspections, and permitting process.

The team recommends creating a standing customer focus group composed of a cross-section of users that will communicate their expectations and be open to discussions with staff about the reality of those expectations. Service level expectation can be set, documented, and adjusted for transparency and consistency based on on-going focus group input within City resources.

The appropriate tools need to be in place to ensure the customer can be successful at any point in the process. This means appropriate checklists, complete and simple to understand forms, brochures, self-help information, and fact sheets. A more detailed discussion is included in Section III.

Continual review of input and output performance measures will be required to ensure that metrics are being met, but also that services continually meet expectations and do not remain static. Metrics for customer satisfaction will also need to be established. This can be achieved through customer survey tools such as SurveyMonkey.com or other third party vendors. Given the volume of permits and customers, the team would suggest starting with a simple online survey tool or feedback post card which could be done at minimal cost.

Recommendations Section II:

- 4. Establish standing customer focus group.
- 5. Establish performance measures.
- 6. Use performance measures to evaluate progress.
- 7. Survey customers.

III. Clearly Define Customer Service Level

It appears that the expected customer service response varies amongst staff. For example, intake staff is very proactive in the submittal process, by thoroughly reviewing plans and other documents for completeness and accuracy. While this assists in the review process by ensuring only those plans and documents ready for review are moved forward, it may be in conflict with intake responsibilities such as taking care of walk-in or phone customers.

Other employees observed that staff could be creating unrealistic expectations by training the customer to rely on staff instead of ensuring the documents and plans required are complete prior to submittal or rejected at intake. The customers however, are extremely satisfied with the level of service because they do not have to wait days or weeks in review only to find out they are missing a required document. The challenge is finding an acceptable level of customer intake assistance for all especially given the current level of resources available to Decatur.



The High Performance Organization (HPO) model discusses having the correct business strategy, structure, and systems in place. To determine this, staff should work through the following questions in a facilitated group.

- 1. What level of service can we provide, given the customers' expectations and our constraints?
- What does this customer service look like in terms of employee behaviors?
- 3. How do we ensure that the customer has a clear understanding of the expectations of an appropriate and complete submittal, as well as an understanding of why the requirement exists?

Once staff has worked through these questions, they should document this through business process mapping. To develop consistency in the service delivery process which in turn leads to better customer service, a set of standard operating procedures will need to be established. These documents will consist of clear checklists the staff can use to determine if the required minimums have been met. In addition, a cross training exercise (and continued scheduled training) will need to occur. Widely shared knowledge among staff reduces the reliance on a select few.

Recommendations Section III:

8. Facilitate an exercise with employees to establish and document service level for customers in terms of employee behaviors.

IV. Change Management/Communication

Because change is difficult, communication during the change management cycle is essential. In response to the inherent difficulties of change, the ICMA consultant team recommends that Decatur staff develop a communications plan. Remember to communicate clearly, communicate often, and communicate across all levels.

ADKAR is a successful change management model developed in 1998. ADKAR focuses on change management for the purpose of achieving specific business results. It is a useful framework for teams in the planning and execution of their business processes. Borrowing from the ADKAR Change Management Model, the communications plan should include:

- Specific activities required by senior leaders to communicate
- An outline of how managers will engage employees in the process
- A proactive approach to address objections and key areas of concern for employees

Part of that communication plan should be that employees meet together on a regular basis to discuss progress on the new facility, changes related to the co-location process, and the employees concerns (See Figure 12). These meetings should be formal and regular with greater frequency as the project nears completion. These meetings are an opportunity to discuss very practical things related to operations. Consistent with Decatur's value of engaging employees, it will be more beneficial for staff to resolve issues by working together as peers. Inclusion in the change will create the most ideal



circumstances for the co-location. These regular meetings will bring to the surface issues related to the co-location. Some of these issues can be resolved in the meetings; others can be referred to a parking lot to address in a cross-functional group.

Once the services are located in the new facility, staff should work to continue a culture of change. Staff should be trained on how a High Performance Organization works, specifically stressing the learning, thinking, changing, and Figure 12 renewing employees' personal investment into the

Change Management Meeting Frequency							
9-12 months to Completion	Monthly						
3 months to Completion	Bi-weekly						
1 month to Completion	Weekly						

organization. Using tools such as best practices and benchmarking are good, however, the challenge for Decatur, is to support a learning environment where individuals and teams invest in personal learning, renewal, and growth that helps the organization stay on the cutting edge. This happens when the vision of the organization has transformed into the employees' value system.

Recommendations Section IV:

- 8. Create communication plan.
- 9. Establish change management meetings.
- 10. Create a parking lot for discussing co-location process issues.

V. **Customer Management**

The current customer entry into the system comes from a wide variety of sources and with little way for staff to manage what can become quite hectic for in-take staff. Figure 10 shows the various challenges faced by the administrative staff at the point of entry.

To effectively manage the resources of both staff equipment, Decatur must discuss the flow of customers into the development system.

While the intent is not to restrict how the customer enters the system or create a bottleneck, the staff Figure 13 – Intake Pressures must be able to manage their daily



workload and still provide good customer service.



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If a single point of entry is the most practical way to take care of customers, consideration should be given on how to support intake when the system is overwhelmed. This plan could include how to prioritize customers and who will provide back-up for the primary intake. All employees share the responsibility for excellent customer service by providing support to the intake process.

Recommendations Section V:

11. Design process for "all hands on deck". Decide how staff will handle intake when it exceeds normal capacity.

VI. Co-Location Process Issues

The communications plan previously mentioned should alleviate many of the co-location process issues. At a minimum, the communication plan will bring to light challenges to processes and provide staff the opportunity to resolve them. Optimally, it will provide staff the opportunities to participate in the improvement process. From the high performance organization material we learned that "Suprasystem integration, or gluing parts of the organization back together to accomplish the vision, requires a stewardship role from individuals; rising above the "turf" to serve the larger whole, linking with others to address cross organizational issues... steward of the whole vs. owner of the piece."

The co-location of staff has the potential to provide greater efficiency and better economies of scale if a good business process map is developed and redundancies are identified. Moving into one location without a good process map will prove to be a futile effort and may discourage staff and hinder progress improvement if they feel nothing has changed other than their presence in a new location.

Recommendations Section VI:

12. Work through co-location process issues from change management parking lot or other identified issues.

VII. Vendor Assimilation

The integration of the city's' outside residential inspections contractor into the one-stop-shop and the move to a central facility, is critical in building an effective team and maintaining customer satisfaction. Staff and customers want a seamless operation between city and contracted staff.

Cultural Assimilation - Outside vendors must subscribe to the same values, philosophy, and culture of the City of Decatur. The inspectors need to attend team meetings and engage staff. Under the current structure, a representative from the company interacts with senior management. This may be needed for contract issue resolution and negotiations but the person in the field should interact and communicate with others in the field. Additionally, they should adhere to the same guidelines and performance measures set for inspection response time.



Physical Assimilation - When the one-stop-shop is established in its central location, workspace should be allocated to the contracted vendor consistent with what is provided for Decatur inspections staff. This will reinforce that they are part of the team and integral to the process.

Visual Assimilation – Customers noted that it was evident when an inspector was an outside contractor and not city staff. In addition to the contractors being identified as Decatur staff, i.e. uniform shirts and equipment, they should be seen as a part of the Decatur team.

Recommendations Section VII:

13. Engage vendor in discussion on how to create a seamless approach to contracted labor.

VIII. Technology

One of the issues discussed during the course of the visit was the inconsistent access to technology in the field due to connectivity problems. Many of the staff were not able to log on or would lose connection in the field causing inspections or code violations almost impossible to record until they returned to the office. This was not an efficient use of time or technology resources. A more robust wireless connection must be developed in order to allow the field personnel not only the ability to result inspections in real time, but also giving them access to information as needed.

Another possible improvement as time and other resources permit is a GIS tracking system that logs calls into the system and where they were dispatched to. This would promote more effective use of staff already in the field by sending the closest inspector to the problem area rather than the current method. The current method has a staffer call the inspector assigned to the issue, i.e., fire, environmental, etc rather than the closest "team member". As discussed in Section 1, if all of the field staff were adequately cross trained in multiple business processes, the GIS system could send the closest staffer to the issue and promote a more effective use of staff time and resources.

Electronic plan review should also be considered as time and resources allow. The electronic plan review function would allow customers the ability to submit plans electronically to the plan review coordinator who would then assign the plans and ensure quality review and permitting. This may further alleviate some of the intake issues discussed above.

Recommendations Section VIII:

- 14. Troubleshoot existing wireless issues in the field and in the facility.
- 15. Explore workflow routing of field calls.
- 16. Explore feasibility and cost benefit analysis of electronic plan submission.



Summary of Recommendations

Section I - Organizational Structure

- 1. Adopt Alternative 3 Organizational Structure.
- 2. Establish Alternative 3 teams and begin work of establishing process owners.
- 3. Establish standard operating procedures through business process mapping.

Section II – Maintain Current Service Delivery

- 4. Establish standing customer focus group.
- 5. Establish performance measures.
- 6. Use performance measures to evaluate progress.
- 7. Survey customers.

Section III – Clearly Define Customer Service Level

8. Facilitate an exercise with employees to establish and document service level for customers in terms of employee behaviors.

Section IV - Change Management/Communication

- 9. Create communication plan.
- 10. Establish change management meetings.
- 11. Create a parking lot for discussing co-location process issues.

Section V – Customer Management

12. Design process for "all hands on deck." Decide how staff will handle intake when it exceeds normal capacity.

Section VI - Co-Location Process Issues

13. Work through co-location process issues from change management parking lot or other identified issues.

Section VII - Vendor Assimilation

14. Engage vendor in discussion on how to create a seamless approach to contracted labor.

Section VIII - Technology

- 15. Troubleshoot existing wireless issues in the field and in the facility.
- 16. Explore workflow routing of field calls.
- 17. Explore feasibility and cost benefit analysis of electronic plan submission.



Projected Timeline for Recommendations

	Communication Plan	Performance Metrics	Define Customer Service Level ²	Co-location Process Issues	Vendor Assimilation	Technology
1 Year Before	Design					
11 Months Before	Implement					
10 Months Before	O	Design				
9 Months Before	O			Begin		
8 Months Before	O			U		
7 Months Before	U			U		Begin
6 Months Before	O		Begin	U		U
5 Months Before	U		O	U		U
4 Months Before	O		U	U	Design	U
3 Months Before	U			U	U	U
2 Months Before	U			U		U
1 Month Before	U			U		U
Co-Location	U			U		U
1 Month After	U			U		
2 Month After	U			U		
3 Month After	U			U		



² A facilitated exercise.

Attachment 1: Process Inventory

Process Inventory	Planning Director	Building Official	Permit and Zoning Tech	Building Inspector (Safebuilt)	Admin. Assistant	City Arborist	Res. Plan Reviewer (Safebuilt)	Historic Preserv.	Senior Eng.	Storm Water Eng.	Envir. Engineer	Engin. Inspector
Single Family Dwelling Submittal Process		J	J		J		J					
Plan Review	√ - PC/ZBA	J	J			J	J	√ - hpc	J	J	J	
Inspections	√ - zoning	J		J		J		√ - hpc	J	J	J	J
Plan Intake			J		J							
Answering the Phone			J		J							
Fee Collection			J		J							
Issuing Permits			J		J			√- COA/COE	J		J	
Responding to Complaints	J								J			J
Issuing Certificates of Occupancy		J	J									
Special Permits: LARP, Capital Construction/bond projects, FEMA mapping		J							J			
Building Code Updates	J	J										
Housing Violations	√- ZBA appeals	J										
Zoning Letters	J											
Crew Supervision									J	J		
Staff resident board and Commissions	J				√ - packet assistance			J				
Traffic calming petitions and improvements	J								J			
Planning projects	J							J		J		
Maintenance/Repair Projects									J	J		
Variance requests	J								J	J		
Records Maintenance	J	J	J		J			J	J	J	J	J
Information Requests	J	J	J		J			J	J			



Review Team
Compliance Team
Administrative Team

Attachment 2: Process Inventory – Team Breakout

Process Inventory	Planning Director	Building Official	Permit and Zoning Tech	Building Inspector (Safebuilt)	Admin. Assistant	City Arborist	Res. Plan Reviewer (Safebuilt)	Historic Preserv.	Senior Eng.	Storm Water Eng.	Envir. Engineer	Engin. Inspector
Single Family Dwelling		J	J		J		J					
Submittal Process												
Plan Review	√ - PC/ZBA	J	J			J	J	√ - hpc	J	J	J	
Inspections	√ - zoning	J		J		J		√- hpc	J	J	J	J
Plan Intake			J		J							
Answering the Phone			J		J							
Fee Collection			J		J							
Issuing Permits			J		J			√- COA/COE	J		J	
Responding to Complaints	J								J			J
Issuing Certificates of Occupancy		J	J									
Special Permits: LARP, Capital Construction/bond projects, FEMA mapping		J							J			
Building Code Updates	J	J										
Housing Violations	√- ZBA appeals	J										
Zoning Letters	J											
Crew Supervision									J	J		
Staff resident board and Commissions	J				√ - packet assistance			J				
Traffic calming petitions and improvements	J								J			
Planning projects	J							J		J		
Maintenance/Repair Projects									J	J		
Variance requests	J								J	J		
Records Maintenance	J	J	J		J			√	J	J	J	J
Information Requests	J	J	J		J			J	J			

