

**COMMITTEE OF THE WHOLE
CITY COUNCIL CHAMBERS
140 WEST PINE STREET
MISSOULA MONTANA
MARCH 7, 2012, 11:00 AM**

Members present: Marilyn Marler, President; Bob Jaffe, Vice President; Ed Childers, Caitlin Copple; Adam Hertz; Mike O'Herron; Alex Taft; Jason Wiener; Jon Wilkins and Cynthia Wolken

Members absent: Dick Haines, Dave Strohmaier,

Others present: Dennis Taylor, Bruce Bender, Mike Barton, Bobbi Day

I. Administrative Business

Minutes dated March 5, 2012 will be approved at a later date

II. Public Comment on items not listed on the agenda—None

III. Regular Agenda

- A. Presentation of the "Working Together" Study by Dennis Taylor of DMT Consulting. ([memo](#))—Regular Agenda (Bruce Bender) (Referred to committee: 03/05/12)
REMOVE FROM AGENDA

Bruce Bender introduced Dennis Taylor of DMT Consulting who presented the "Working Together" study to the Mayor's Development Services Work Group last week. Mr. Bender stated since Mr. Taylor was in town for the continued discussion in the work session group this was a good opportunity for him make the same presentation to the committee.

Dennis Taylor, DMT Consulting, stated he has been in public service for 40 years and recently retired. Since that time, he has been involved in some small consulting work. While he was working as the interim City Manager of Whitefish a couple of years ago, he met Mayor Engen at the League of Cities and Towns meeting here in Missoula. He also knows Mr. Bender since they were MPA students 30 years ago. He reported the project the Mayor and Mr. Bender envisioned is described in the "Working Together" report. This is an attempt to describe a best practice approach for improving the city of Missoula's Development Review system. He interviewed over 80 people during the summer and fall of 2010. Out of the interview process, he was able to distill the information about the stakeholder's perspectives on the development review process and the key administrative and regulatory agencies involved in the process in the city and the county. About 20 years ago, John DeBoer and Mr. Taylor were co-directors of the office of Community Development. They had some of the same issues come up like the timeliness of the review and communication problems between the key departments.

Critical Issues

- **Timeliness:**
Mr. Taylor stated the people he interviewed wanted the process to be faster, more predictable, and more consistent. They wanted to know the location of their application in the process at any given moment. He also found applications are not being measured, after the application has been submitted, completed, or when it is returned.
- **Communication:**
Mr. Taylor stated he found the people in the review process do not talk to each other because they are committed to a sequential review rather than concurrent review.

Also, there are communication gaps as people are busy or have other responsibilities.

- Leadership:
The current model fractures the leadership structure. The Board of County Commissioners is responsible for the policy and frame work in one jurisdiction and the City Council has the same responsibilities in another jurisdiction. In having a fractured leadership there is also fractured accountability.
- Customer Service:
Mr. Taylor stated people felt they were not approached in a problem solving way or even valued. People were unclear of the status of their applications and who to see if they needed a business license or a permit. There was a lack of empathy.
- Organizational Cultures:
Mr. Taylor stated there are three distinct cultures:
 - County Culture
 - City of Missoula Culture
 - Office of Planning and Grants Culture

Mr. Taylor stated sometimes these three cultures are not always in sync. Not only from the policy perspective but in terms with the teamwork and coercion someone finds with an administrative agency.

Jason Wiener asked about the timeliness. In reaction to the administration initiative, the staff has generated data on timeliness. He asked Mr. Taylor if he requested any data when he did the report. Mr. Taylor stated he did ask for some reports and Permits Plus Program has some information but only for the time in the Building Inspection Department. It did not have any data as far as the other department areas like Planning and Engineering.

Jon Wilkins stated he would like to hear the cons of this report. He has some concerns about Grants Department. He asked what are some of the bad things and what can the city lose out on by splitting up the department. Mr. Taylor stated it is between the city and county.

Ed Childers mentioned a lot of things could be implemented with or without the separation of the county and city. One advantage of the separation would be the city makes it clear to the city office of planning and grants exactly what policies it wants implemented and how it wants it done. He asked if the city had not made it clear to the current Office of Planning and Grants. Mr. Taylor stated both the city and county have made their policy concerns clear with the Office of Planning and Grants. It is in the understanding of the two policy guidance's where there is tension.

Mr. Childers stated he has seen them on a fairly important occasions but the interpretation would remain, if someone tries to shop for a decision based on if they don't like what the city says then they may try to go to the county to get a different decision. Mr. Taylor stated people shop between city and county. Some applications may start in one department and another in a different department. The value of a structure change is one person would be responsible of the whole application process from the beginning through the end.

Mr. Childers asked if the Health and the Parks Departments were in report. Mr. Taylor stated in many other organizations he has reviewed both the Health and Parks Departments were less included.

Jason Wiener asked the committee if these critical issues are critical enough to address.

Recommendations:

- Structural and organizational change
Mr. Taylor stated in his recommendations he asked them to consider a structural and organizational change based on the evolution in the city of Missoula. Much of the urban built environment is in the city limits and now the city is a CDBG entitlement city.
 - Option 1: Robust department that includes planning, engineering, building inspection, economic development and redevelopment, CDBG, HOME, BID, housing, historic preservation and parking.
 - Option 2 An integrated department with engineering, planning, building inspection.

Bob Jaffe stated he spoke with Roger Millar last Monday to understand better what is needed. They discussed having a development review department for city projects to handle plan review with what OPG, Building, and Engineering currently do. Retain the city and county planning and grants department with a new name that focus' on the long range efforts to retain the continuity in planning and the city particularly in the Urban Fringe. The grants department can be combined and expanded. He would like to see the grants department include all city grants so departments would not have to write their own grants. He would like to retain the cultural connection between the city/county. He suggested separating out the people who are making the rules and the people who are enforcing the rules. Instead of having a city engineer to have separate roles to have a separate plan review engineer and project engineer.

Mr. Taft stated he has experience in reorganizing departments. He stated there is a Growth Policy focused inward and a Downtown Master Plan. Planning and development process is going to be more complex because of the developed areas and not a green field. All the critical issues can be addressed through one development department. If the city achieves their growth policy they will need to be a tight organization to respond quickly to development.

Mr. Taylor reviewed some of the structures in other cities in Montana like the City of Great Falls, Billings and Helena.

- Process Improvement
Mr. Taylor stated the process improvements can be implemented regardless of the structure but would need commitment within the organization and the stakeholders. He suggests compiling a best practice list. He also suggested moving from a sequential to concurrent development review system. There should be a multi-member inter-agency review committee involving engineering, planning, fire, health, and building codes. He also suggested establishing a project manager approach to coordinate review and projects from start to finish. Another suggestion was to create a timeline and monitor those timelines as far as how long does it take for a review.
- One-Stop Shop
Mr. Taylor stated the city is on their way to having a one-stop shop or service center. It would be ideal for everyone to be located in one area to have an environment less of us-them environment. He also suggested instead of having a counter to have an open environment.

Bruce Bender stated the best effort at this point is to bring permitting and enforcement which is a common theme among cities. By having all permitting and enforcement including the personnel in one place is the point of a one-stop shop.

Marilyn Marler stated the proposal goes beyond what the identified problems were.

Jason Wiener stated he has some mixed feelings as to why someone who wants to revise a city regulation ends up talking to county employees. If the city keeps the planning function in a consolidated department, he suggested while the interlocal agreement is open to think about how we institutionalize better city supervision and guidance of that function.

Mr. Jaffe stated he agreed the work plan and allocation resources from OPG are helpful and OPG is the only department to give this type of information while none of the other departments do. He hopes the other departments would implement the model OPG uses.

Marilyn Marler stated the planning and engineering branches do not have go under development services. She does not see a need to change the grants or the planning and in fact could expand the grants department.

Jason Wiener stated the initiatives that happen within lots of departments are not initiatives that concern the achievement of city policy goals or revision of city regulations. He asked how the engineering piece fits into the revised public works department if they decide to leave it. Public Works becomes a different entity. What are similar maintenance functions also located in other cities. He stated he is advocating for moving Public Works under Development Services.

Alex Taft stated he would argue to keep planning and implementation functions together if you are going to tackle development.

Adam Hertz stated he really likes the layout as engineering function is a piece of development services. Mr. Jaffe brought up a good point as the city and county need good communication around the “donut area”.

Caitlin Cople stated she was curious what the business and development folks thought about the structure. Mr. Bender stated they will be presenting this to the working group for the first time in the afternoon. She also asked if someone from MEP (Missoula Economic Partnership) was on the working group.

Jon Wilkins asked how does this affect UFDA? Mr. Bender stated they would need to work something out in the Interlocal Agreement with the county. It would still need joint approval between the city and county.

Bob Jaffe asked about the health department which does have an element of health that is development review. He hears about 95 percent from health, building and engineering rather than OPG. Mr. Bender stated once the core department has been developed then other department can be brought in like the Health Department and the Parks Department.

IV. Held in committee

1. Updates from Council representatives on the Health Board, Community Forum, Transportation Policy Coordinating Committee, other boards and commissions as necessary. – (Ongoing in Committee)
2. Joint meeting of the Mayor, City Council and County Commission; a facilitated quarterly OPG review as directed in the [Interlocal Agreement](#) (Agenda) —Ongoing (Mayor Engen)
3. Examination of Office Planning and Grants ([memo](#))—Regular Agenda (Lyn Hellegaard) (Referred to committee: 09/08/08)

4. Invite Dr. Barry Good, Dean of the UM College of Technology to update the committee on current plans and programs of the COT. ([memo](#))—Regular Agenda (Mike O'Herron) (Referred to committee: 02/13/12)
5. Discuss OPG reorganization proposal with Department Heads. ([memo](#))—Regular Agenda (Marilyn Marler) (Referred to committee: 02/06/12)
6. Joint meeting between the Missoula City Council and the Missoula County Public Schools' Board of Trustees ([memo](#)).—Regular Agenda (Dave Strohmaier) (Referred to committee: 09/17/07)
7. Invite James Grunke and Brigitta Freer from the Missoula Economic Partnership (MEP) to discuss with the committee on the status of recruitment of a new Director and progress made on their strategic goals. ([memo](#))—Regular Agenda (Caitlin Copple) (Referred to committee: 02/27/12)
8. Biannual meeting with Missoula Chamber of Commerce. ([memo](#))—Regular Agenda (Marilyn Marler) (Referred to committee: 02/13/12)

V. Adjournment

The meeting was adjourned at 12:10 P.M.

Respectfully submitted,

Nikki Rogers
Deputy City Clerk