February 9, 2021

MEMO TO: PSLU-14 File

F R O M: Tamara Paltin, Chair *Tamara M. Paltin*
Planning and Sustainable Land Use Committee

SUBJECT: **TRANSMITTAL OF INFORMATIONAL DOCUMENT RELATING TO THE REVIEW, ASSESSMENT, AND AUDIT OF THE DEPARTMENT OF PLANNING** (PSLU-14)

The attached document entitled "A Review and Assessment of the Department of Planning" pertains to Item 14 on the Committee's agenda.

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A Review and Assessment of the Department of Planning

County of Maui, Hawaii

by

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I. EXECUTIVE SUMMARY

A. BACKGROUND

This audit was initiated by the Maui County Council through the Office of Council Services for a review and assessment of the Department of Planning. Zucker Systems was selected to conduct the work and a notice to proceed was issued on October 26, 2005.

The objectives of the audit are to:

- Assess the Department's ability to effectively meet its goals, objectives, and performance measures as stated in the Mayor's Budget Proposal for Fiscal Year (FY) 2005.

- Recommend a plan of action, including goals, measures of effectiveness, and timelines, to improve the operations of the Department of Planning including possible changes to the Department's table of organization.

B. AUDIT FINDINGS

The Mission of the Maui Planning Department is to become the best Planning Organization in the State through dedication, organization, technology and communication. This Mission is repeated in each annual budget and thus we assume is endorsed by the Mayor, Council and Planning Department management.

The Department's Director and Deputy Director hired by the Mayor, state that they are committed to continuous improvement of the Department and see this audit as a useful step in that process. Their approach has been primarily to add staff and they believe that now they can work to improve the processes and training that are needed.

The audit was designed to answer a number of specific questions as follows:

Did the Department do what the Mayor and Council asked and were the appropriations wisely spent?

To answer this question, we reviewed the FY 04, 05 and 06 budgets including the changes the Council made to the Mayor's budget. In the budget discussion in this audit, we review the three budgets in detail. Based on this analysis and the reading of Council minutes, our overall answer to this question is "yes" but with a few caveats. There are some areas that may not have matched the Mayor and Department's intent or Council suggestion by the letter, but we believe the Department attempted to be responsive within the context of staffing and the evolution of the Department. The problems we found in the audit include:

- **Enforcement Program**

  The enforcement program has been a problem throughout the audit period and continues to this day. In FY 04 the Council increased the number of Zoning Inspectors from three to six. The Department later reduced this to five, evidently with the concurrence of the Council. The Department continues to have problems in hiring and training inspectors. The concern for enforcement was again discussed in the FY 06 budget actions but with no specific changes. The approaches being used by the Department have not resulted in an effective enforcement program.

- **Performance Standards**

  The Council has been requesting departments to include performance standards in their budgets. The Planning Department has been including an extensive list of standards in its budgets and the Council has been complimentary in relation to these standards. While many of the standards the Department has been using are excellent, others are not. In the audit we included an extensive discussion of the standards used in the FY 05 budget. The Department has made substantial improvement in the standards being used for FY 07. Some of the performance standards listed in the budgets we examined were not achieved. Most of these related to not meeting appropriate timelines in processing applications. The reason for this has been a shortage of staff, recruiting problems, lack of staff training, inconsistent policies and processes and inadequate management oversight. Some of these standards were too optimistic.

- **Molokai Planner**

  The FY 06 budget added a planner for Molokai. However, the Department has not been successful in finding a planner to live on Molokai. We suggest the Department consider lowering the qualifications for this position in an attempt to fill the position. In the interim, the Planning Department Deputy Director should continue to provide Molokai with the services they desire and need.

- **Wailuku Redevelopment Area**

  The Department has not met the expectation of the Council in relation to redevelopment. In response to this issue the Council appropriated funds in the FY 06 budget for the Maui Redevelopment Agency to hire their own Executive Director.

Personnel Issues

Has the Department corrected its inability to address personnel problems, including the resignation of several planners, complaints regarding employee workload, and difficulties in recruiting qualified employees?

The Department has made some progress on this issue since it was first raised. The County now allows recruiting for some planning positions on the mainland and allows appointment at the upper salary steps. This has resulted in the filling of most of the vacant planning positions.

We see a major issue in that many newly recruited staff (new employees) often leave or are terminated before a full year of employment. This may be due to how applicants are screened. Additionally, national studies show that employees often leave their jobs because of heavy workload and poor supervision and management. Both of these issues exist within the Planning Department. To address the workload issue we recommend adding three planners. To address the management issues we suggest management training and more employee empowerment.

Processing Timelines

Does the Department have delays in processing land use applications and various permits?

There are major delays in processing land use applications. The Department does not meet its own performance standards as established in its budgets. To solve this we have recommended a program to remove the backlog of cases and numerous changes in procedures. Although the size of the staff has increased each year over the last three years, (37 in FY 03 to 57 in FY 06) there is still a shortage of staff in current planning and in enforcement. We suggest adding a planner to review subdivisions and building permits and two planners for processing Current Planning applications.

Enforcement

Does the Department adequately enforce State and County zoning laws?

The lack of a comprehensive and consistent enforcement program continues to be a major problem within the Department. The Department has problems in keeping this function well staffed and managed. In addition, there is a lack of an enforcement strategy that meets the desires of both citizens and elected officials. In addition to creating a clear enforcement strategy, we recommend hiring a supervision enforcement officer, assigning from the Department of Corporation Counsel, a dedicated attorney for code violations, using administrative liens and an enforcement hearing officer.

C.   KEY PRIORITY AREAS

This full report includes 128 recommendations for improving Maui's Department of Planning and addressing the audit issues discussed above. While all the recommendations are important, we believe there are seven key areas or groupings that need the highest priority as follows:

1. MANAGEMENT ISSUES

Findings

The Planning Director and Deputy Director were appointed by the Mayor and are committed to making the Planning Department the best in Hawaii. They recognize the need for substantial additional changes and improvements and appear to welcome the potential contribution of this audit. Major progress has been made in adding staff to the Department and recreating a long range-planning and Geographic Information System (GIS) program. Nevertheless, numerous challenges lie ahead.

- The Department continues to have high staff turnover from new hires.
- Formalizing policies and procedures is barely getting started.
- Needed training of staff is just beginning.
- The Current Planning Division and Zoning Administration and Enforcement Division (ZAED) continue to have problems in meeting customer expectations for both timelines and consistency.
- The Current Planning Division and ZAED need substantial management improvement.
- There has been insufficient management training.

Recommendations

This audit makes numerous recommendations to strengthen the Department's management including:

- Having two Planner VIs in Current Planning assume some management responsibilities (Recommendations 9, 74 and 75)
- Adding strategy discussions and management training to the Department's weekly management meeting (Recommendation 18)
- Working to strengthen management of the Current Planning and ZAED divisions (Recommendation 21)

- Increasing the level of delegation and staff empowerment throughout the Department (Recommendations 53 and 54)

- Management training for all managers (Recommendation 34)

- Program Administrators to make use of Kiva reporting capabilities (Recommendations 37 and 100)

- Appoint a Supervising Enforcement Officer (Recommendation 113)

2. TIMELINES

Findings

Timelines for most application processing in Maui are some of the slowest we have experienced. In our extensive mail survey to customers, 84% said the timelines were unacceptable and 63% said they are longer than other counties where they have applied for permits. Timelines have been impacted by lack of staff, staff training, lack of clear policies and procedures, high staff turnover, and slow responses from the Water Department and State agencies. There is a substantial backlog of applications that would need to be eliminated before reasonable timelines can be established.

Deciding on reasonable timelines, in the final analysis, is a County policy decision. The Department does include timeline performance standards in the annual Mayor and Council budgets and these timelines are not being met. In some cases, state-mandated timelines are also not met.

Recommendations

The first step is for the Mayor and Council to decide what priority they place on reducing timelines and meeting performance standards. If they are a high priority, additional resources will be necessary. This audit suggests a wide variety of ways to reduce timelines including:

- Creating a special program to reduce the backlog (Recommendation 3)

- Increasing application fees to pay for needed staff (Recommendation 4)

- Adopting performance standards and timelines (Recommendation 79)

- Meeting performance standards 90% of the time (Recommendation 80)

- Reducing review times in half each time an application needs to be re-submitted with changes or new material (Recommendation 81)

- Triaging all projects so some move faster than others (Recommendation 82)

- Balancing workload and staffing (Recommendation 84)

- Implementing over-the-counter approvals for simple applications (Recommendation 103)
- Hiring an additional planner for review of subdivisions and building permits, and two additional planners for Current Planning (Recommendation 84)

3. ORDINANCES, POLICIES AND PROCEDURES

Findings

Although the Department has been working on ordinance changes, the proposed changes for Chapter 19.510 of the Maui County Code need substantial improvement. There is duplication in some procedures between Planning and Development Services in relation to finding projects complete. There is a lack of policy and procedure documents leading to different staff following different procedures as well as differences in ordinance interpretations. All of this can lead to increased timelines and lack of implementation of sound planning features.

Recommendations

Recommendations to address these issues include:

- Re-examining draft changes to Chapter 19.510 of the Maui County Code (Recommendation 58)
- Including more staff in code review (Recommendation 59)
- Clarifying the Central Coordinating Agency as required by State law (Recommendations 61, 62 and 106)
- Looking at changes to Special Management Areas (SMA) areas or SMA procedures (Recommendations 65, 66, 67 and 68)
- Developing Current Planning policies and procedures manuals (Recommendation 77)
- Preparing administrative rules and procedures for plan reviews (Recommendation 110)

4. TRAINING

Findings

There has been virtually no consistent training program in the Department. The new Director and Deputy Director recognized this need from the beginning but a program

has just now begun. Lack of training affects productivity, consistency and good customer service.

Recommendations

Suggestions include:

- Giving high priority to completing the planner training program that has just begun (Recommendation 33) and completing a training manual (Recommendations 77 and 87)

- Reviewing the customer survey responses and focus group comments as part of the training program (Recommendation 128)

5. TECHNOLOGY

Findings

While the Department has made substantial gains in technology much remains to be done.

- GIS work has been well received but the County is still below average in GIS utilization and sophistication for a county the size and significance of Maui.

- Kiva is a robust permit system but it is not being used to its full potential.

- There is no use of field computers for inspections.

- The website lacks numerous features that are being used in planning programs in other parts of the country.

- The Spatial Growth Model appears to not meet the long-range planning needs.

- There still no approved GIS zoning map.

Recommendations

Suggestions include:

- Using Kiva for email and scanned documents and having Program Administrators use its reporting capabilities (Recommendations 36 and 37)

- Linking parcel map data to Kiva (Recommendation 38)

- Using coordinate geometry for the GIS system (Recommendation 39)

- Developing a countywide GIS strategy (Recommendation 40)

- Making GIS support to the General Plan effort a key focus (Recommendation 42)

- Updating a GIS zoning map (Recommendation 43)
- Expanding the website features (Recommendation 46)

6. LONG RANGE PLANNING

Findings

The Planning Department has made substantial improvement by recreating a well-staffed Long Range Planning and GIS Division, which is well managed. The General Plan effort with the Council's leadership appears to be off to an excellent start, although it is behind the original set timelines. What is missing in long range planning is an easy-to-understand work program with labor allocations so policy makers can make decisions on the level of effort they desire.

Recommendation

We recommend the preparation of a simplified work program for Council adoption. (Recommendation 99)

7. ENFORCEMENT

Findings

Enforcement in the County continues to present many challenges. Some citizens appear to want more enforcement; others less. The Council, today and in the past, expressed numerous complaints about the enforcement program. The issue is not only how much enforcement is desired, but also how it is carried out. The Planning Department has had problems keeping this function well staffed and managed. In the final analysis, the extent of enforcement the County wants is a policy decision. However, without a good enforcement program, the major resources being used for planning and processing of applications could be called into question.

Recommendations

Several key items are needed for enforcement including:

- Agreement on an enforcement strategy (Recommendation 112)
- Appointment of a Supervising Enforcement Officer (Recommendation 114)
- Appointment of a dedicated attorney for code violations (Recommendation 116)
- Implementation of administrative liens (Recommendation 119)

- Use of a hearing officer for enforcement actions. (Recommendation 121)

II. INTRODUCTION AND SUMMARY

A. BACKGROUND AND PURPOSE

This audit was initiated by the Maui County Council through the Office of Council Services for a review and assessment of the Department of Planning. A Request For Proposals (RFP) was issued in May 2005 and proposals were due June 27, 2005. Zucker Systems was selected to conduct the work and a notice to proceed was issued on October 26, 2005.

The objectives of the audit are to:

- Assess the Department's ability to effectively meet its goals, objectives, and performance measures as stated in the Mayor's Budget Proposal for Fiscal Year 2005

- Recommend a plan of action, including goals, measures of effectiveness, and timelines, to improve the operations of the Department of Planning including possible changes to the Department's table of organization.

The audit covers the time period FY 2004 (July 1, 2003 – June 30, 2004) through FY 2005 (July 1, 2004 – June 30, 2005).

During the Council's Budget and Finance Committee meetings on the FY 2005 Budget, Council members had the following major concerns:

- The Department's inability to address personnel problems, including the resignation of several planners, complaints regarding employee workload, and difficulties in recruiting qualified employees

- The Department's delays in processing land use applications and various permits

- The inadequacy of the Department's enforcement of State and County zoning laws.

B. METHODOLOGY

Zucker Systems used a proprietary well-tested, integrated methodology for this study, as shown in Figure 1. We brought our extensive experience to the study, worked closely with County staff, and solicited input and observations from customers and policy makers. The methodology is built on interrelating records, observations, and interviews. Each is necessary for valid studies. National research has shown that each one of these three—if relied upon exclusively—can be subject to substantial error. For example, record systems are often found to be as high as 50% in error, or the wrong

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things are measured. We used observations and interviews to verify records. Records and interviews were used to verify observations. Records and observations were used to verify interviews. Each group of people, shown in Figure 1, was an important part of the process.

Figure 1
Methodology Overview

Zucker Systems staff conducted fieldwork in Maui in November and December of 2005 and January of 2006.

Specific activities conducted for this study included the following:

Customer Input
- Three customer focus groups for a total of 12 people
- A mail survey to 1,026 applicants for development approvals or permits

Policy Maker Input
- Interview with the Mayor
- Interview with the Council Chair
- Interviews with Council members
- Interview with Chair of Maui Planning Commission
- Interview with Chair of Molokai Planning Commission
- Interview with Lanai Planning Commissioner
- Meeting with two members of Board of Variances and Appeals

Staff Input

- Group meeting with eight managers who completed a short anonymous questionnaire

- Group meeting with 39 staff members who completed a short anonymous questionnaire

- A long employee questionnaire completed by 21 staff members

- Individual interviews with people listed in Appendix A

- Various meetings with staff to discuss issues and processes

Meetings, Observations and Research

- Review of the planning and permitting systems

- Review of numerous forms, handouts, policies, files, and ordinance.

- Observation of staff at work

- Observation of the public counters and reception areas

- Tour of County offices

- Observation of one County Council meeting of the Planning Committee

- Observation of two Planning Department manager's meetings

- Observation of the first meeting of the General Plan Advisory Committee

C. FINDINGS AND RECOMMENDATIONS

This assessment found many exemplary features within the Maui Planning Department as well as a number of areas where improvement is possible.

Areas of Strength

Specific strengths include:

- Under new leadership, the Department has begun to reposition itself to become a professional, proactive Planning Department

- Expanding GIS program

- Most staff are conscientious and hardworking

- The program to update the General Plan

- Good teamwork in the Long Range Planning Division

- The Planning Director and Deputy Director are receptive to change

- The Department has begun to institute a training program

- Adding 21 new positions in the last three years

- Good permitting software, Kiva

- Highly educated professional staff, more than half of which have advanced degrees

- Several long-term employees with institutional knowledge and memory

Opportunities for Improvement

Problem areas and opportunities for improvement are described throughout this report.

Table 1 summarizes the 128 recommendations and opportunities for improvement made throughout this study. To assist the reader, each summarized recommendation is cross-referenced to the page on which the supporting text appears. Although all of these recommendations are important, each was given a priority number in order to help the County with implementation. There are 47 priority number one recommendations, 51 priority number two recommendations and 30 priority number three recommendations. We assume that existing staff will implement many of the recommendations and the cost, except for new staffing, generally should be absorbed through greater efficiency.

To further help the County and departments in implementation, we have also coded all the recommendations. "Phase One Actions" are recommendations which, we believe, should be completed in the first nine months. "Phase Two Actions", we believe, should be completed within 18 months.

There are 100 Phase One Action recommendations. Some of these are given priority 1, 2 or 3. However, that does not mean that only the priority 1 recommendations should be addressed. There are 28 "Phase Two Actions" recommendations. The departments should develop a detailed implementation plan with time targets for these recommendations.

While the above priorities and action schedules should help the County with its implementation plan, we suggest seven key areas or themes should receive the highest priority. These are discussed in Chapter I, the Executive Summary.

Table 1
Table of Recommendations

#	Recommendation	Responsibility	Page	Priority	Phase One Actions	Phase Two Actions
1.	Agree on an implementation plan	Mayor, Planning Director and County Council	20	1	X	
ISSUES IMPACTING ALL FUNCTIONS						
2.	Decide on what priority should be placed on reducing application timelines	Mayor and Council	21	1	X	
3.	Consider special program to reduce backlog	Mayor and Council	22	1	X	
4.	Consider raising application fees	Mayor and Council	22	1	X	
5.	Update ordinance for map reproduction	Administrative Planning Officer	22	3	X	
6.	Review Personnel Specialist in FY 08, not FY 07	Mayor and Council	28	2	X	
7.	Change the way minutes are taken or add one Commission Support Clerk	Mayor and Council	28	2	X	
8.	Add one, not two, clerks to Current Planning	Mayor and Council	29	2	X	
9.	Add a Planner VI and one other planner to Current Planning	Mayor and Council	29	1	X	
10.	Adding staff to Long Range Planning contingent on work program	Mayor and Council	30	2	X	
11.	Add one clerk, rather than two, in ZAED	Mayor and Council	30	2	X	
12.	Revise performance measures	Deputy Director and Division Heads	30	2		X
13.	Include direct phone numbers and email addresses on business cards	Administrative Assistant II	30	3	X	
14.	Develop comprehensive email lists	Administrative Assistant II	32	3	X	
15.	Keep handouts up to date and post on website	Administrative Assistant II	32	3	X	
16.	Redesign handouts and forms	Administrative Assistant II	32	3		X
17.	Revise monthly Planning Department staff meetings	Planning Director	33	3	X	
18.	Weekly management meeting to discuss strategy and include management training	Planning Director	33	1	X	
19.	Allow adequate time for clerical meetings	Deputy Director	34	2	X	
20.	Have periodical meeting between clerical staff and planners	Deputy Director	34	3	X	
21.	Management of the Current Planning Division and ZAED should be strengthened.	Planning Director	35	1	X	
22.	Long-term option of a one-stop permit center	Mayor and Council	35	3		X
23.	Expand methods for recruiting planning candidates	Administrative Assistant II	36	2	X	
24.	Consider Molokai planner less than a Planner V	Planning Director	37	2	X	
25.	Review methods of screening new employees to increase longevity	Planning Director	39	2	X	
26.	Develop new approaches to personnel management	Administrative Assistant II	39	2	X	
27.	Move Planning Commission meetings to a larger room	Administrative Assistant II	40	3	X	

#	Recommendation	Responsibility	Page	Priority	Phase One Actions	Phase Two Actions
28.	Planning Commission to use consent calendar	Planning Commission	40	3	X	
29.	Delegate some approvals to Planning Commission	Council	41	2		X
30.	Conduct survey of telephone features	Administrative Assistant II	42	3		X
31.	Phones on voicemail no more than half the day	All Program Administrators	42	3	X	
32.	Return all phone calls before the end of the day	Planning Director	42	2	X	
33.	High priority to completing planner training program	Planner VI	43	1	X	
34.	Management training for all Planning Department managers	Administrative Assistant II	43	1	X	
TECHNOLOGY						
35.	Formal process for Kiva permit types	Current Planning Program Administrator	48	2	X	
36.	Use Kiva features for email and scanned documents	Administrative Assistant II	50	1	X	
37.	Program Administrators should make use of Kiva's reporting capabilities	All Program Administrators	50	1	X	
38.	Link parcel map data to Kiva	Long Range Planning Program Administrator	54	1		X
39.	Use coordinate geometry for GIS system	MIS Function	54	1		X
40.	Develop long-term GIS strategy	MIS and Long Range Planning Program Administrator	55	1		X
41.	Develop strategy for using coordinate geometry for parcel maps	Long Range Program Administrator	55	2		X
42.	GIS focus to be on supporting General Plan	Long Range Program Administrator	56	1	X	
43.	High priority for updating GIS zoning map	Long Range Program Administrator	56	1	X	
44.	Use team work for GIS and modeling issues	Planning Deputy Director, Long Range Planning Division and Managing Director's GIS staff	60	2	X	
45.	Expand website features	Administrative Assistant II	60	1	X	
46.	Define responsibility for website	Administrative Assistant II	60	3	X	
ADMINISTRATION						
47.	Consider database accounting program	Administrative Assistant II	64	3		X
48.	Determine who should have responsibility for Zoning rewrite	Planning Director	65	2	X	
49.	Primary responsibility for contracts should be the relevant Program Administrator	Deputy Director	65	2	X	
50.	Work with the Division's filing needs	Administrative Assistant II	65	2	X	
51.	Review how mail is handled	Administrative Assistant II	66	3		X
52.	Prepare written policy on overtime use	Deputy Director	66	3		X

#	Recommendation	Responsibility	Page	Priority	Phase One Actions	Phase Two Actions
53.	Increase level of delegation by managers	Planning Director, Deputy Planning Director and Program Administrators	67	1	X	
54.	Increase delegation and staff empowerment	Planning Director, Deputy Director and Program Administrators	68	1	X	
55.	Clarify respective Director and Deputy Director roles	Planning Director and Deputy Director	68	3	X	
56.	Staff to be sensitive to Mayor and Council requests	All Program Administrators	68	2	X	
57.	Provide information to Private Secretary	Planning Director and Deputy Director	68	3	X	
CURRENT PLANNING DIVISION						
58.	Reexamine the draft changes to 19.510	Planning Director	74	1	X	
59.	Include more staff in code review	Planning Director and Program Administrators	74	1	X	
60.	Develop code amendments regarding Central Coordinating Agency	Planning Director and Development Services Administration	76	1	X	
61.	Primary duties for Central Coordinating Agency should be in Planning	Planning Director and Development Services Administration	76	1	X	
62.	Examine staffing impacts of any Coordinating Agency changes	Planning Director and Development Services Administration	76	2	X	
63.	Allow staff and Planning Commission to approve bed and breakfasts	Council	77	3		X
64.	Pursue bed and breakfast operating without a license	Program Administrator ZAED	77	3		X
65.	Review State's Assessment Report for SMAs	Current Planning Program Administrator	79	2	X	
66.	Undertake SMA study for area and process	Current Planning Program Administrator	79	1	X	
67.	Develop SMA screening checklist less subjective than current list	Current Planning Program Administrator	79	1	X	
68.	Create a task force to work on SMA revisions	Planning Director	80	1	X	
69.	Consider action rather than verbatim minutes	Council	80	2	X	
70.	Examine staffing for Planning Department minute responsibilities and support adding one minute clerk	Administrative Assistant II	81	2	X	
71.	Articulate staff roles and responsibilities	Current Planning Program Administrator	81	2	X	
72.	Define management roles and responsibilities	Planning Director	82	2	X	
73.	Reduce the tracking of letters	Current Planning Program Administrator	82	2	X	
74.	One of new Current Planning positions should be a Planner VI	Planning Director and Current Planning Program Administrator	83	1	X	
75.	Reallocate the duties of current Planner VI	Current Planning Program Administrator	83	1	X	

#	Recommendation	Responsibility	Page	Priority	Phase One Actions	Phase Two Actions
76.	Revise Planner VI job specs as necessary	Human Resources Department	83	3		X
77.	Develop Current Planning policies and procedures manual	Planner VI	84	1	X	
78.	Complete training manual	Planner VI and relevant planners	84	1	X	
79.	Review flowcharts and adopt performance standards	Planner VI and relevant planners	88	1	X	
80.	Meet performance standards 90% of the time	Current Planning Program Administrator	88	1	X	
81.	Reduce review times in half each subsequent review cycle	Current Planning Program Administrator	88	1	X	
82.	Triage projects	Current Planning Program Administrator	88	1	X	
83.	Establish planner of the day program	Current Planning Program Administrator	89	2	X	
84.	Balance workload and staffing and add two planners	Current Planning Program Administrator, Mayor and Council	91	1	X	
85.	Add one Clerk Typist	Mayor and Council	91	2	X	
86.	Reevaluate clerical needs in 12 months	Current Planning Program Administrator	91	2		X
87.	Develop report format for compliance reports	Planner VI	92	2	X	
88.	Formalize compliance submittal requirements	Planner VI	92	2	X	
89.	Policy manual to describe compliance process	Planner VI	92	2	X	
90.	Require preliminary and final compliance reports for all discretionary projects	Current Planning Program Administrator	92	3		X
91.	Revise Suite 619 floor plan	Administrative Assistant II	93	3	X	
92.	Packets for Design Review Board should follow checklist	Current Planning Program Administrator	93	3	X	
LONG RANGE PLANNING DIVISION						
93.	Increase delegation to Planner VI and GIS Analyst VI	Program Administrator, Long Range Planning	98	2	X	
94.	Develop formal CIP process agreement	Mayor, Finance Department and Program Administrator – Long Range Planning	98	2		X
95.	Include updating of Community Plans as part of annual work program	Program Administrator – Long Range Planning	99	2		X
96.	Investigate organizing Long Range Planning geographically	Program Administrator – Long Range Planning	99	3		X
97.	Recognize Current Planning carryover assignments in planners work programs	Program Administrator – Long Range Planning	99	2	X	
98.	Work on communication issues between Long Range Planning and Current Planning	Program Administrators – Long Range Planning and Current Planning	100	2	X	
99.	Prepare simplified work program for Mayor and Council	Program Administrator – Long Range Planning	101	1		X
ZONING ADMINISTRATION AND ENFORCEMENT DIVISION						

#	Recommendation	Responsibility	Page	Priority	Phase One Actions	Phase Two Actions
100.	Conduct weekly review of Kiva application data	Program Administrator - ZAED	107	1	X	
101.	Transfer subdivision review to Current Planning	Planning Director	107	2	X	
102.	Purchase plan rack	Administrative Assistant II	107	3	X	
103.	Implement over-the-counter plan check for simple projects	Program Administrator - ZAED	107	1	X	
104.	Hire additional planner for review of subdivisions and building permits	Council	108	1	X	
105.	Construct public counter for ZAED collocated with Public Works	Administrative Assistant II	108	2	X	
106.	Consolidate completeness review in Planning	Program Administrator – ZAED and Public Works	113	1	X	
107.	Check for flood zones at intake	Program Administrator - ZAED	113	2	X	
108.	Scan old case files	Administrative Assistant II	113	2		X
109.	Update relevant GIS overlays used by ZAED	Program Administrator – Long Range Planning	113	2	X	
110.	Prepare administrative rules and procedures for plan reviews	Program Administrator - ZAED	114	1	X	
111.	Eliminate duplicate sections of the Housing and Zoning Code	Program Administrator – ZAED and Public Works	114	3		X
112.	Develop enforcement strategy	Program Administrator – ZAED, Mayor and Council	115	1	X	
113.	Transfer Beautification Code to Planning	Program Administrator – ZAED and Public Works	115	3		X
114.	Appoint a Supervising Enforcement Officer	Program Administrator – ZAED and Planning Director	116	1	X	
115.	Purchase PDAs or lab tops for code enforcement inspectors	Administrative Assistant II	116	2	X	
116.	Appoint dedicated attorney for code violations	Corporation Council	117	1	X	
117.	Issue Notice of Violation after only one Notice of Warning	Program Administrator – ZAED	117	2	X	
118.	Discontinue amnesty policy	Program Administrator – ZAED, Planning Director, Mayor and Council	117	2	X	
119.	Implement administrative liens	Program Administrator – ZAED, Planning Director, Mayor and Council and Corporation. Counsel	117	1		X
120.	Update zoning code regarding TVRs	Planning Director	118	2		X
121.	Violations and fines to be heard by Hearing Officer	Mayor and Council	118	1		X
122.	Molokai planner should conduct inspections and complaint investigations	Program Administrator – ZAED and Current Planning and Deputy Director	118	2	X	
123.	Sign master agreements with hearing officers	Program Administrator – ZAED	118	3		X
124.	Prepare administrative rules and procedures for hearing officers on zoning and enforcement cases	Program Administrator – ZAED	118	2	X	

#	Recommendation	Responsibility	Page	Priority	Phase One Actions	Phase Two Actions
EMPLOYEE PERCEPTIONS						
125.	Current Planning to have retreat to discuss employee survey responses	Program Administrator – Current Planning and Facilitator	122	2	X	
126.	Long Range Planning to have retreat to discuss low scores on employee survey	Program Administrator – Long Range Planning	122	2	X	
127.	Zoning Administration to have retreat to discuss employee survey responses	Program Administrator – Zoning Administration and Facilitator	123	2	X	
CUSTOMER PERCEPTIONS						
128.	Review customer survey responses and focus group comments and use as part of Planning Department training program	All Program Administrators and Planner VI	135	1	X	

Before the County begins implementing this study, we suggest that it take the following action:

1. *Recommendation:* **The Mayor and Planning Director should review the study and agree on an implementation plan, which should include:**

- **An agreed-upon timetable and work program**
- **Costs estimates and method of funding**
- **Confirmation by the Council as part of the FY 07 budget action**

The Planning Department already has many important tasks they are undertaking and may find the 128 recommendations overwhelming. However, as improvements take place and staff becomes empowered to change, the County may be surprised at how fast implementation can occur.

III. ISSUES IMPACTING ALL FUNCTIONS

A. BACKLOG OF APPLICATIONS

Throughout this report we have set forth changes to the way functions are managed and the way processes for the various development applications are managed. We have also suggested timelines as set by statute or included in the Planning Department's performance standards. However, it will not be possible to operate the Department as suggested until the backlog of cases is removed.

The removal of the backlog and processing application on a timelier basis in the final analysis is a Mayor and Council policy decision. Our work with customers clearly shows a high level of frustration and some of the worst customer responses we have seen in our studies. We also believe the timelines are too long. Correcting the situation will require better management of the application functions, removal of the backlog, and in some cases additional staff.

We recognize that all of this will have an impact on the budget. We do note that the application fees currently being used are far below actual costs. The trend throughout the country is to charge most applicants the full cost of processing applications. Because the fees in Maui are so low, additional revenue could be raised even without going to full cost on fees.

How to remove the backlog is another issue. It would not be prudent to simply hire more staff as they will no longer be needed once the backlog is removed. A variety of possibilities include:

- Use of overtime based on, for example, a monthly concentrated Saturday focused on processing backlog cases.

- Use of retired employees if available.

- Use of consultants from Hawaii. We are told that this may not be feasible since most consultants in Hawaii are likely to have a conflict of interest.

- If all else fails, the County might try an experimental program attracting retired or part time planners from the mainland. For example, planners might be offered an opportunity to spend 18 months on Maui working on this backlog. Some might want to work full time; others half to three quarters time.

2. *Recommendation:* **The Mayor and Council should decide what priority to place on reducing the timelines for application processing.**

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3. *Recommendation:* **If the Mayor and Council wish to reduce the timelines, a special program should be undertaken to remove the backlog of cases.**

4. *Recommendation:* **Consideration should be given to raising the application fees to cover extra Planning Department expenses.**

B. BUDGETS

The audit covers the FY04 and FY05 budget years as well as the current status of the Planning Department operating under the FY06 budget. The gross numbers for the Department are shown in Table 2. The table shows the budget and staffing as proposed by the Mayor as well as the Council's action. The specific discussion and analysis is included for each fiscal year in the sections to follow.

Table 2
Budget Summary

Expenditures	FY 02-03	FY 03-04	FY 04-05	FY 05-06
Mayor Budget		$2,491,304	$2,885,948	$3,190,200
Council Changes - Net		$143,099	$224,954	$388,512
General Fund, Adopted	$2,467,192	$2,634,403	$3,110,902	$3,578,712
Grants	$267,742	$252,281	$343,358	$306,622
Total	$2,734,934	$2,886,684	$3,454,260	$3,885,334
Employees	**FY 02-03**	**FY 03-04**	**FY 04-05**	**FY 05-06**
Mayor Budget	*	36	46	
Council Changes	*	2	2	
General Fund, Adopted	32	38	48	53
Grants	5	5	6	6
Supplementary Budget	1	3	0	0
Total	38	46	54	59

*Not researched.

Fees

The ordinance concerning the price for map reproduction is outdated with charges that are below cost.

5. *Recommendation:* **The ordinance for map reproduction should be updated.**

C. FY 2004 BUDGET

The Council took the following actions on the Mayor's proposed budget:

- Combined funds that had been shown for Current Planning, Long Range Planning and ZAED into one program. The purpose appeared to allow the Planning Department more flexibility. There was no increase in appropriation that was set at $2,055,788.

- Moved three GIS positions to the Department of Management at $135,037.

- Moved operations to the current FY 2003 level at a reduction of $112,000.

- Reduced the Tri-Isle Main Street Resource Center from $180,000 to $155,000.

- Increased the budget by $415,136, which included $155,136 for salaries and $260,000 for operations. The positions were for two GIS analysts and three zoning inspectors.

- Later in the year there was a supplemental budget increase for one CZM Planner III, and two Clerk-Typists.

The Council minutes show a variety of specific discussions not reflected in the above as follows:

- Discussed the possibility of moving the Tri-Isle Main Street Resource Center to Economic Development.

- The Planning Department confirmed that they did not have resources for the Community plans implementing actions.

- The Planning Department confirmed that because eight positions were removed from the proposed budget, current planning applications will continue to be processed slower and enforcement will have slower response.

- The Planning Department confirmed that its highest priority is in Long Range Planning and Enforcement.

- The Council noted that the budget does not include a cultural resources planner but that the code states that the professional liaison with the State Historic Preservation Office can be an employee or a member of the commission.

- The Council noted that they would have a discussion next year on the ability of the Administration to execute within the appropriations provided by Council.

Planning Department's Responsiveness to Council Budget Actions

One of the purposes of this audit is to examine how well the Department responded to the Council's budget decisions. Overall, we conclude that the Department responded well within the known budget constraints to the FY 2004 Council budget. The

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Council gave the Department some increased flexibility in the way the final budget was adopted. The Department began to emphasize Long Range Planning as discussed and as expected, this did not allow the Department to move ahead on Community Plans implementation or accelerating current planning processing. We also examined the goals included in the budget and reviewed the actual performance as shown in the FY 05 budget. However, actual results were not recorded for this budget year.

The one area where performance may have been lacking was in the enforcement area. The Council specifically increased the budget from three Zoning Inspectors to six. However, the amount of inspectors was reduced to five mid-way through FY 04 when one inspector was reallocated to a Land Use and Plans Examiner. According to the Department, this change was disclosed to the Council on the record.

We did not have the data to examine each and every Goal, Activity and Activity Output shown in the FY 04 budget, but, based on an analysis of similar statements in the FY 05 budget, the Department was overly optimistic about what they hoped to achieve in FY 04. The major highlight was the beginning re-establishment of a long range planning function.

D. FY 2005 BUDGET

The Council took the following actions on the Mayor's proposed budget:

- Added 1 Planner III to Long Range Planning for six months

- Added 1 GIS Analyst VI Database Manager for six months

- Added Ueoka Environmental Assessments $25,000; Pali to Puamana Environmental Impact Statement $80,000; four Environmental Assessments $100,000; furniture $4,600; and computer equipment $3,400 for two expansion positions

- Reduced Tri-Isle Main Street Resource Center from $200,000 to $165,000

- Granted $20,000 to Molokai Island Main Street Association

- Granted $15,000 to Maui Redevelopment Agency

The Council minutes show a variety of specific discussions not reflected in the above as follows:

- Lack of staff for both Current Planning and Enforcement

- Department fees

- Recruiting issues

- Changing the SMA rules or boundaries

- Complemented the Department on its Performance Measures
- Farm Plans

Planning Department's Responsiveness to Council Budget Actions

One of the purposes of this audit is to examine how well the Department responded to the Council's FY 2005 budget decisions. Overall, we conclude that the Department responded well within the known budget constraints. However, the Department continued to have problems with recruiting and staff turnover. Other problem areas related to slowness in processing Current Planning applications and lack of an effective enforcement program.

Planning Department's Overall Responsiveness to Budget

In FY 05, the Department had eight positions added including four planners, one GIS and three Land Use and Plans Examiners. While these positions continued to solidify the long-range planning program, major problems continued in meeting application processing timelines and conducting an effective enforcement program. We undertook a comprehensive review of the Department's FY 05 Performance Measures as discussed in Appendix E.

E.   FY 2006 BUDGET

The Council took the following actions on the Mayor's proposed budget:

- Decreased the Administrative Assistant II, Planner V-Urban Renewal and Planner V-General Plan from eight months to six months because of delays in hiring
- Increased Planner V for six months for Molokai Planner
- Increased Planner V for six months for Lahaina Planner
- Increased appropriation of $100,000 for professional services for purchase of development rights, transfer of development rights, and cost of community services
- Moved $80,000 to the Maui Redevelopment Agency
- $90,000 was added for the General Plan update
- $50,000 was added for digital flood mapping
- $75,000 was added for aerial photography
- $75,000 was added for Spatial Growth Model
- $75,000 was added for environmental assessments

- $20,000 was deleted from the grant to the Molokai Main Street Association

The Council minutes show a variety of specific discussions not reflected in the above as follows:

- Some Council members indicated that there is not enough enforcement. The Department had requested a Zoning Supervisor but this was not included in the budget.

- There was discussion concerning the possible need for a Historic Preservation Officer but no action was taken.

- Concern was expressed about the Planning Departments work on the Pali to Puamana Parkway and a feeling that they are not working cooperatively with the State Department of Transportation, but no action was taken.

A number of budget items were specifically listed as separate budget items to indicate to the Planning Department the Council's specific intent.

Planning Department's Responsiveness to Council Budget Actions

One of the purposes of this audit is to examine how well the Department responded to the Council's budget decisions. Overall, we conclude that the Department responded well within the known budget constraints to the Council's FY 2006 budget. The various authorized additional expenditures are underway and will likely be completed before the end of the FY 2006 year. It has been difficult to hire the Planner V of Molokai and consideration is being given to possibly setting this position at a lower level. The addition of the Administrative Assistant II position, which has been filled, will allow the Deputy Director to spend more time on Molokai issues as necessary.

Planning Department's Overall Responsiveness to Budget

In FY 06, the Department had five positions added including the Administrative Assistant II, and four planners. While the four planner positions continued to solidify the long-range planning program, major problems continued in meeting application processing timelines and conducting an effective enforcement program.

F.   FY 07 PLANNING DEPARTMENT BUDGET PROPOSAL

Late in our fieldwork, we received the Planning Department's budget proposal to the Mayor. Unfortunately we did not have the opportunity to review this in any detail with the Department's management. However, we assume that the Council will want our input as related to this audit.

The proposed budget has three main categories of activities: staffing, increase support expenditures and new projects. Each is discussed below.

Support Expenditures

Most of these items relate to decisions on staffing. Overall they appear reasonable and we have no comments except that we are highly supportive of:

- Training funds requested for the ZAED Program Administrator, $1,200 as well as funds for Kiva training ($960, $3,780 and $1,200)

- Expenses for the GIS Users Conference ($1,950)

- Expenses for the National and State APA conferences ($1,040, $3,950 and $22,400)

- Software and licenses ($10,000, $36,150, $17,000 and $5,000)

- Replacement computers ($22,500, $11,200 and $3,500)

- Digital projector ($3,000)

New Projects

New projects include:

- Pali to Puamana Parkway Plan Implementation ($80,000)

- Development Mitigation Fee Study ($150,000)

- Geodatabase Strategic Plan ($17,500)

- Integrated Socioeconomic Land Use Forecast Model ($15,000)

- Tri-Isle Main Street Resource Center ($225,000)

- General Plan work for Molokai and Lanai Island plans ($330,000)

- Lanai Affordable Housing ($40,000)

- Molokai Traditional Use Overlay District ($10,000)

Decisions on all of these items relate to Mayor and Council decisions and should be based on overall County priorities that are beyond the scope of this study. However, based on our understanding of the direction the County is taking, all of these items seem reasonable.

Staffing Increases

It is clear that some additional staffing for the Department can be justified. The Mayor, Council and Department have been following an approach of gradually increasing each year in order to arrive at the appropriate staffing level and we agree

with this strategy. We do have suggestions in relation to the Department's request and offer several alternatives based on this audit's analysis.

- **Administration**

  The request is for a Personnel Specialist to relieve the Private Secretary of doing personnel duties. We do not believe that the Department needs a full time Personnel Specialist. The Private Secretary estimates that she currently spends 45% of her time of this function. We note that last year the Department added an Administrative Assistant that should have some responsibilities in personnel management. The person filling this position only began in January and it is too soon to begin changing functions until the various functions can be looked at in more detail. Additionally, we believe the Program Administrators need to take a stronger hand in managing their divisions including some personnel responsibilities. We suggest the Administrative Assistant be given the responsibility to review and streamline personnel function during the FY 07 year splitting personnel activities between the Private Secretary, Program Administrators and the Administrative Assistant. The issue should then be reviewed again for the FY 08 budget.

6. *Recommendation:* **The Personnel Specialist position should be reviewed as part of the FY 08 budget instead of the FY 07 budget.**

- **Current Planning**

  Current Planning has requested two Clerk IIIs, a Planning Technician and a Commission Support Clerk.

  ✓ **Commission Support Clerk**

    Elsewhere in this report we suggest that consideration be given to going to action minutes vs. the current full minutes. Should this be accepted, there will not be a need for an additional Support Clerk. Should it not be accepted, an additional Clerk appears to be needed if the State 30 day requirements are to be met.

7. *Recommendation:* **Change the way minutes or taken or add one Commission Support Clerk.**

✓ **Clerks**

This section currently has five clerks with two vacancies. Good management practices have planners doing more direct entry and relying more on good technology systems to remove clerical work. However, as we noted elsewhere, the entire Maui government has adopted procedures that are highly paper and clerical intensive. We support the adding of one clerk but not two. Furthermore, as we discuss in the Current Planning section, the new clerk should focus on solving the Department's inadequate filing system.

8. *Recommendation:* **Add one clerk to Current Planning rather than the two requested.**

✓ **Planning Technician**

In our Current Planning staffing analysis, we recommend the need for two more planners in Current Planning. One of these planners would be a working supervisor as a Planner VI. The other planner could be a Planning Technician. However, given recruiting problems it may be appropriate to set this second position at a higher level than as a Technician.

9. *Recommendation:* **Two planners should be added to Current Planning, one of which should be a Planner VI.**

▪ **Long Range Planning**

Long Range Planning has requested a Planner V, GIS Analyst IV and a Commission Support Clerk. The need for any additional staff in Long Range Planning is highly dependent on the work program, which is a Mayor and Council policy decision. As indicated in the section of this report on Long Range Planning, we recommend that a clear work program with labor allocations be prepared for Council consideration.

It does appear that a Commission Support Clerk will be needed for the General Plan if detailed minutes are to be prepared. However, as with minutes in general, we suggest that action minutes be used instead. While the GIS program and long-range program have been highly successful and made good progress, we feel that it may be useful to let staff stabilize before expanding further. In Chapter IV of this report, we call for the County to develop a countywide GIS strategy that could impact GIS staffing. A better approach at this point in time might be using consulting resources instead of full time staff for both GIS and long-range needs.

10. *Recommendation:* **Adding any GIS or Long Range Planning staff should be contingent upon Council adoption of a detailed work program.**

- ▪ **Zoning Administration and Enforcement Division**

    ZAED has requested a Clerk II and a Commission Support Clerk. We believe clerical need for this Division will be reduced through the addition of field computers and better management of the Division. Even so, the Division could benefit by additional clerical and Commission support. We suggest adding one position instead of two with the one position sharing workload requirements.

11. *Recommendation:* **Add one, rather than two clerks, to ZAED.**

G. BUDGET PERFORMANCE MEASURES

Performance measures are extremely important in contemporary management systems. The Planning Department has been working with these in the last three budgets and Council members have indicated that they are doing a better job on these than some other functions. We completed a comprehensive review of the FY 05 budget and have included our comments and suggestions in Appendix D. The Planning Department has already incorporated some of these ideas for the FY 07 budget and additional performance measure ideas will be included in other parts of this report.

12. *Recommendation:* **The Planning Department's Performance Measures included in the annual budget should continue to be revised as indicated in Appendix E and in other parts of this report.**

H. CLERKS

We found all of Maui's processes including the Mayor, Council, Commissions and Committees as well as Department processes extremely paper extensive. This includes extensive staff reports and highly detailed minutes. We are not in a position to suggest changes to this entire system, but do feel that it might serve the County well to examine it in some detail. However, given the system, there is a need for more clerks than we would normally recommend. The Planning Department, over the last three years, has been focusing on adding planners to the staff, but three additional clerks were added as a 2004 supplemental budget request. In the FY 07 budget, the Department is requesting five additional clerks. Our specific recommendations are included in the discussion of each Division and in our comments on the FY 07 budget

proposal. In FY 06 the Department had a total of 12 clerks or secretaries to Boards and Commissions for a total staff of 57 positions or 21% clerical. This is a higher ratio than we would normally encounter.

I. COMMUNICATION

Communication is an issue found in many organizations. Several issues were brought to our attention as follows.

Business Cards

The Department receives calls from members of boards/commissions who are unaware of the name of the secretary of that particular board/commission because of changes in both members and secretaries. Also, customers can often not remember the name of a staff person they talked to. All staff, including secretaries, should have business cards with their direct phone number printed on them and should freely distribute these cards. No one should visit the Department and leave without a business card. We were told that some staff members have been reluctant to provide their direct phone number.

Many of the staff members don't put their direct phone numbers or even email addresses on their business cards. While some cards contain full information including cell phones, others only have the general department phone number. This creates two problems. First, calls are routed through one receptionist, and second, it does not provide a high level of customer service.

Applicants that are working with a specific planner should be able to reach that staff member directly. The public expects and deserves access to the planning staff. Creating a standardized business card format that includes direct phone numbers and email addresses will reduce the amount of calls to the mainline and the number of times a caller will be transferred.

13. *Recommendation:* **All staff should have business cards including direct phone numbers and email addresses and should freely distribute the cards.**

Email

Customers complain that they are not made aware of new policies, pending policies or changes in fees. An inexpensive way to handle this problem is through the use of comprehensive email lists. The Department should have a variety of email lists that include all architects, developers, citizen groups, special interest groups, etc., that are

active in Maui. These lists should be used for solving communication issues with customers. We are also told that some staff members are reluctant to give out their email addresses. Customers should have the ability to communicate directly to staff members that are handling their case.

14. *Recommendation:* **The Department should develop comprehensive email lists to be used in communication with customers and interested citizens or special interest groups.**

Handouts

Good handouts are a useful way to communicate with various customers. Handouts should be kept current at all times and should also be current on the website. Staff members indicated that this has been a particular problem with the fees handout.

15. *Recommendation:* **All handouts should be kept current at all times and should also be available on the website.**

The Department has many handouts in racks located at the front entry door and also by the entry to ZAED. Due to the design of the handouts and small font size for the topics, it is difficult for the public to find the handout that would help them. A simple way to handle this is to have the title of each handout in large bold letters immediately at the top of the handout. These should be roughly a half-inch in height.

16. *Recommendation:* **Redesign the handouts and forms to make them easier for the public to identify.**

Meetings

The free and timely flow of information through an organization is important for its health and wellbeing. One of the primary means of communication is through staff meetings. From what we can determine, there are an ample number of staff meetings within the Planning Department. Department managers meet once a week, the Current Planning Division also meets weekly. There is a monthly department-wide meeting. The meetings are for sharing information and are important. Staff indicate that significant issues effecting process or operations are often raised and discussed. However, at times, staff meetings can tend to be polite gatherings where sensitive issues are not discussed. We were not able to attend all the various meetings so have based our observations primarily on feedback we received through interviews and the staff questionnaires.

Management should work to create a cooperative and supportive meeting environment, which allows good discussions to occur. If issues cannot be fully discussed in staff meetings, they will be discussed outside the group creating further tension and division within the group. Although the Department suggests that there are very animated discussions at staff meetings regarding sensitive issues, what seems to be lacking is placing these issues in an overall department strategy framework as well as resolving inter-division issues.

Our specific thoughts include:

- **Monthly Department Meeting**

  Although we were unable to attend the monthly department meeting, we were told that it focuses on upcoming events, new employees, promotions, conferences that were attended and similar items. Given some of the issues uncovered in this study, the following items could be added to the meeting:

  ✓ Discussion of the mission and philosophy of the Department.

  ✓ Discussion of division programs – what they are doing and what they think they should be doing. This could be done on a rotating basis and could help to break down communication barriers. Some staff members believe that the Department tends to operate as three separate departments rather than one.

17. *Recommendation:* **Expand the topics for the monthly department staff meetings and use them to focus on teamwork and breaking down barriers between functions. Have clear agendas and ample time for staff to raise any concerns.**

- **Weekly Management Meeting**

  We attended two weekly management meetings. The meetings focused on bringing everyone up to date on current activities. Lacking was any serious discussion of overall Department strategy and cross-division issues. Also, given the lack of management skills, some time could be spent at each meeting for management training. This could be as simple as watching a short training film, or reading a management book together and having each manager lead a chapter discussion.

18. *Recommendation:* **The weekly management meeting should include more strategy discussion and management training.**

Clerical Meeting

The clerks have monthly meetings and also monthly meetings with their supervisors. However, because support staff are so integral to the efficient operations of the Department, they should be granted time on a weekly or bi-weekly basis to hold staff meetings.

In our surveys, clerical staff suggested that there also should periodically be a meeting with planners/supervisors and clerical staff to discuss items that would affect or improve the duties between planners and clerical staff. These relations are very important and we concur with this recommendation. Given the various levels of positions and so as not to overpower the clerical staff, we suggest that these meetings be chaired and coordinated by clerical staff, perhaps on a rotating basis.

19. *Recommendation:* **Provide clerical staff adequate time to meet as a group to discuss and work through their concerns and issues.**

20. *Recommendation:* **There should be periodic meetings of supervisors, planners and clerical staff to discuss issues of mutual concern.**

J.   MANAGEMENT AND STAFF EMPOWERMENT

The Planning Director and Deputy Director came into office with the new Mayor. They are committed to improving the Department and have made many changes including a substantial increase in staff and re-creating a long range planning function. There has been a major need to have staff training and develop better policies and procedures and consistency in application processing. These features have lagged behind, partially due to staffing and management issues and are only now beginning to be addressed.

Good management is the key to the Department's continued improvement. The Long Range Planning Division appears to have strong management and we have made a number of recommendations to enhance management of that Division. The Current Planning Division and ZAED need major management attention and improvement. We have made numerous recommendations in this report to address these issues. Additionally, managers should re-examine their management techniques and systems and focus actively on management training.

We understand that there have been two day management training sessions held at the Kaunoa Senior Center. However, some of this training may need to be repeated or additional training added to address specific concerns. Areas that need particular attention include how to appropriately delegate, motivate and train staff, establishing and monitoring performance standards and focusing on process improvement.

21. *Recommendation:* **Management of the Current Planning Division and ZAED should be strengthened.**

K. OFFICE SPACE

The Department has been severely hampered by the lack of sufficient office space. Cubicles are very substandard, there's a shortage of storage space and meeting rooms, and there are no public counters. This issue is being partially resolved through renting additional space in One Main Plaza and reorganizing the Kalana Pakui offices. The national trend for planning, building and development departments is the so-called "one-stop" permitting centers where all staff members are collocated on one floor with unified permit counters. This would be a costly solution for Maui and is not within current plans. However, this option should be considered as a long-term solution to space issues should the opportunity ever arise.

22. *Recommendation:* **Keep the option of creating a "one-stop" permit center in the County's long-term plans.**

L. ORGANIZATION

The Planning Department is organized in three main divisions consisting of Current Planning, Long Range Planning and ZAED. Additionally, six staff are in an Administration Division. This is a workable organization structure. There are a few functions that could be shifted from one division to another and some organizational issues within divisions. We believe however, that the overall structure is appropriate.

M. PERSONNEL ISSUES

The audit was specifically asked to address personnel problems including:

- The resignation of several planners
- Complaints regarding employee workload
- Difficulties in recruiting qualified employees

Employee Workload

A number of Department functions are clearly understaffed. These issues are discussed in each relevant section of this report.

Longevity of Planning Department Staff

The average and median longevity for the existing Planning Department staff is shown in Table 3. As can be seen, the average for the entire Department is 71 months or 5.9 years. However, the median is only 36 months or three years. These figures are shorter than might be expected because the staff increased from 37 employees in 2003 to 57 employees currently or 54% since 2003.

Table 3
Average and Median Length of Employment for Planning Department Employees

	Administration	Current Planning	Long Range Planning	Zoning and Enforcement	Total
Average	52	100	44	70	**71**
Median	36	47	24	78	**36**

Recruiting

The County's personnel policies required hiring at the first step in a salary range and hiring only Hawaii citizens. Given the recruiting problems in Planning, the rule has been changed for Planner Vs and Planner VIs who can now be recruited from the mainland and can be hired two-thirds up the salary scale. There is also a $5,000 incentive program, but it has not yet been used. In recent times, the Department has had some better success in hiring at least these higher-level planners from the mainland. Somewhat traditional advertising approaches have been used. There are a variety of Internet facilities now available that could be used. One of these is a weekly email site that is distributed throughout the states called Planetizen. It is reasonably inexpensive to use. Another good feature that the Department has not used to its fullest potential is the national American Planning Association annual conference held in the spring. This is an excellent forum to expose Maui opportunities to many planners.

The Department feels that in addition to salary, recruiting problems relate to inadequate salaries, crowded offices, heavy workload, argumentative applicants and extremely busy consultants. Additionally, ZAED jobs are not popular with prospective employees.

23. *Recommendation:* **The Department should expand its methods for recruiting planning candidates.**

In the FY 06 budget, the Council authorized two specific planning positions - one for Lahaina and one for Molokai. Neither of these positions has been filled but it appears

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that candidate has been found for Lahaina. The Molokai position was established as a Planner V and no candidates have been found. It may be necessary to fill this position at a lower level and emphasize training and backup support from the Deputy Director who already meets with the Molokai Planning Commission.

24. *Recommendation:* **Consider hiring a planner for Molokai at a lower position than Planner V in order to fill the position more quickly.**

Resignations and Turnover

Table 4 shows the number of staff and resignations/terminations for FY 04, FY 05 and FY 06 to date.

Table 4
Resignations/Terminations

Function	FY 04	FY 05	FY 06*
Administration	0	0	0
Current Planning	2	3	1
Long Range Planning	2	2	0
ZAED	1	3	1
Total Resignations	**5**	**8**	**2**
Total Staff	**38**	**48**	**57**
Percentage	**13.2%**	**16.7%**	**3.5%**

*To date

The percentage of annual resignations in FY 04 was 13.2% and 16.7% in FY 05. In general, organizations today are experiencing a higher rate of employee turnover. These percentages are higher than desirable but not out of line with national experience. Turnover rates vary by industry from 5% to 20%. We do not have reliable data for planning departments. One of our recent studies for a large mainland city had a rate of 10% across all city departments.

However, a more serious situation is the length of time the employees leaving had been employed by the Planning Department. As can be seen in the Table 5, the mean months of employment went down from 33 months in FY 04 to 4.75 months in FY 05. The mean for the two employees who left in FY 06 was also low at ten months.

Table 5
**Average and Mean Months of Employment for Planning Department Employees
Leaving the Department**

	FY 04	FY 05	FY 06
Average Months of Employment	58.5 Months	8.1 Months	10.0 Months
Mean Months of Employment	33 Months	4.75 Months	10.0 Months

A closer look at the data reveals an even more disturbing factor. Of the 16 employees who left in FY 04, 05 and 06, seven or 44% were employed less than six months. Nine or 56% were employed less than one year. Employees who left in FY 05 ranged from the shortest employment of 3.5 months to the longest of 18 months. The Department explains part of this data and suggest that two planners left early because they didn't pass probation, three planners left Hawaii, two planners left for less demanding jobs, four employees retired after many hears in the Department, and several others left for much better pay.

National studies show that turnover of this type is extremely costly to the organization. First, there is a double recruiting cost. Second, employees may be leaving before they are well trained and productive and all of these costs are lost and must be repeated in the transition. If it appears that a prospective employee may leave within the first year, it would be more cost effective not to hire them in the first place.

We do not have detailed data to know exactly why employees leave the Planning Department. It is obvious that some salaries are lower than the private sector and many County of Maui employees have left and are working in the private sector. However, national studies show that employees are increasingly looking for more than salary and the good organizations recognize that include:

- Employees want good training opportunities and lots of them. This has been lacking in the Planning Department.

- Employees want challenging work that contributes value. While this appears to be the case in Long Range Planning, more can be done in Current Planning and ZAED.

- Employees want task variety and rely on the immediate supervisor for task-related guidance, coaching and performance evaluation. As discussed elsewhere in this report, there are supervision problems within the Department.

- Employees anticipate a team environment. There is a lack of teamwork and communication between the three divisions in the Department.

- Employees want good working conditions. The Planning Department has been very overcrowded.

- Employees want a reasonable workload. The Department has a history of being understaffed.
- Employees want to work for good managers.

As part of the employee surveys, we received numerous complaints about how personnel issues are handle in the Department. Comments include:

- Some employees are promoted even though other employees know that their work and work ethics are less than professional.
- There is more flexibility for planners to take time off during the workday for personal errands than there is for clerical.
- Some staff members take long lunch hours out of the office but then return and still eat at their desks.
- Some staff use office equipment for personal use and have personal boxes delivered to the office or they receive personal mail and faxes.
- There is a tendency to rule via intimidation and demeaning comments
- There is favoritism in the Department

To the extent that any of these issues are true, they can lead to more Department turnover and should be addressed.

25. *Recommendation:* **Planning should review the methods it uses in screening prospective employees in order to increase longevity.**

26. *Recommendation:* **Planning should examine the factors outlined in this report that increase employee longevity and develop new approaches to personnel management.**

Vacancies

The vacancies for the Planning Department over time are shown in Table 6. As can be seen, typical vacancies run from 10% to 15%. These vacancy rates must be taken into consideration when conducting staffing needs evaluations.

Table 6
Planning Department Vacancies

Date	Adm.	Current Planning	Long Range	Zoning Enforcement	Total	Budgeted Positions	Percent Vacant
12/31/05	0	0	2	3	5	59	8.5%
9/30/05	1	1	3	3	8	59	13.6%
6/30/05	0	2	3	3	8	54	14.8%
3/31/05	0	3	2	2	7	54	13.0%
12/31/04		2	3	3	8	54	14.8%
9/30/04	1	4	3	3	11	54	20.4%
6/30/04	1	3	2	1	7	46	15.2%
3/31/04	0	4	2	3	9	46	19.6%
12/31/03			2	3	5	46	10.9%
9/30/03	0	1	2	2	5	46	10.9%
6/30/03		1			1	38	2.6%

N. PLANNING COMMISSION

The consultants attended one Maui County Planning Commission Meeting. The following observations were made about the venue, the procedures and rules:

- The room used for Commission meetings is too small with many in the audience obliged to stand outside for lack of adequate seating.

- Exhibits projected from a computer are visible to everyone in the room; however, exhibits on posters were not positioned in a way that anyone in the audience could see them.

- The agenda did not include a consent calendar. We observed deliberations on two items and one of the two was clearly a consent calendar item. The Planning Department has suggested this in the past but the Commission did not adopt the idea. We suggest that it be reviewed again.

27. *Recommendation:* **Move Commission meetings to a larger room. Place exhibits prior to meeting so public can view them.**

28. *Recommendation:* **Implement a consent calendar for non-controversial items. Items can be pulled off consent calendar if someone raises concerns.**

In order to make the meetings more efficient and improve turnaround times for some permits, the Planning Commission should explore delegating additional authority to

the Planning Director. A few permit types that staff specifically mentioned as potential candidates for delegation were Conditional Permits, Planned Development reviews (PD 3), and SMA time extensions. Staff has identified other permits for delegation in the draft code revisions discussed in this report. We would support staff efforts in this regard and encourage staff to identify other permit types where delegation might be appropriate.

29. *Recommendation:* **Examine the current code and determine which permit approvals should be delegated from the Planning Commission to the Planning Director. A list of potential permits includes, but is not limited to Conditional Permits, Planned Development reviews (PD 3) and SMA time extensions.**

O. NET ANNUAL WORK HOURS

In order to determine staffing levels it is helpful to calculate the net number of hours on the job. These calculations are shown in Table 7. Office hours are from 7:45 to 4:30 with a 45-minute lunch resulting in an 8-hour day or 40 hours per week. The net available working hours per year is 1,564.

Table 7
Net Annual Work Hours

Item	Calculation	Hours Per Year
Total Hours	8 hours per day	2,080
Less		
Vacation	1.75 days per month	-168
Holidays	14 days per year	-112
Sick Leave	1.75 days per month	-168
Subtotal		**1,632**
Rest Periods	Two ten-minute periods for 204 days at work	-68
Total Net Annual Work Hours		**1,564**

P. TELEPHONES

Equipment

We did not have the opportunity to conduct a detailed review of the telephone system or talk with the County's telephone coordination staff. However, our staff

questionnaires indicated a number of possible problems worth investigating as follows:

- Some of the phones do not have hold buttons.
- The phones used by the Department's central operator do not have lights displaying all the phone lines, which makes the operator's task more difficult.
- Voicemail is not always received on a timely basis.
- There is no tracking system for missed calls, busy signals or other data that can be used for management purposes.

30. *Recommendation:* **The Planning Department's Administrative Assistant should conduct a survey of the Department's telephone system.**

Returning Calls and Voicemail

Customers complain that they too often get voice mail and that phone calls are not returned. Some focused work time is necessary, but as a general policy, employees should put their phones on voicemail for no more than half the day. Additionally, all calls should be returned before the end of the day.

31. *Recommendation:* **Employees should put phones on voice mail no more than half the day.**

32. *Recommendation:* **All phone calls should be returned before the end of the day.**

Q. TRAINING

The Department has had an inadequate staff-training program, in relation to processes, technology and management. The Department's new management recognized the need for training when they came in, but have not been able to complete the program due to other priorities. However, the Department has now begun the design and implementation of a comprehensive process-training program. The materials are some of the best we have seen, and if the program is successful it will fill a void. This is particularly critical given the number of new staff members and staff turnover. We also saw the training need in our detailed process analysis where there are considerable inconsistencies in how staff handles a specific process.

There is also a need for management training. Most of the mangers in the Department are excellent technicians but have had insufficient management training. We suggest

that part of each week's management meeting be devoted to management training. Additionally, the Department should explore sending managers to more comprehensive external management-training programs.

33. *Recommendation:* **High priority should be given to completing the process training materials currently being prepared and with instituting ongoing staff training.**

34. *Recommendation:* **Management training should be offered to all the Department managers.**

IV. TECHNOLOGY

A. INTRODUCTION

This section addresses the Planning Division's use of information technology to support day-to-day and strategic decision-making. Because of expressed concerns at the onset of this study, particular emphases have been given to the staff's interaction with:

- The County's Kiva permitting software system
- Geographical Information Systems (GIS) and computerized mapping
- Modeling systems used for land use planning

B. INFORMATION SYSTEMS ENVIRONMENT

Description

Maui County's current information systems infrastructure can be typified as being substantially up to date. It is maintained by the Management Information Systems (MIS) Division of the Department of Management, which has a 20-person staff.

The County operates a fiber optic and copper TCP/IP network to all county offices and emergency service locations in Maui, Molokai, and Lanai, with interconnection to state offices in Oahu and operates over 40 servers for LAN file management, email distribution, and various database applications. Network bandwidth and server capacity is deemed by staff to be sufficient for current needs, and the staff continuously monitors data flow volumes to enhance capacity as needed.

The MIS Division collaborates with all departments throughout the County for selection, procurement, and maintenance of software and hardware. The Division has recently strengthened its capability for performing business process and systems analysis to support information system-related work processes. This business analysis capability is available to follow up on some of the business workflow improvement recommendations contained in this report.

There are approximately 950 desktop computers on the network. Generally, all units are less than five years old and have adequate power, storage, and software configurations to accommodate their intended usage. The County owns, rather than leases, its equipment and attempts to maintain a four-year or shorter desktop PC replacement cycle.

Desktop PCs used by the Planning Department are typically installed with XP Professional, the Corel WordPerfect Office suite of applications (word processing, spreadsheet, and presentations), and the Microsoft Office suite. Until recently, WordPerfect was the only word processing software used by the planning staff, since earlier versions of the Kiva permitting system required WordPerfect. The current release of Kiva is now compatible with Microsoft Word, which is now coming into greater use by the Planning Department.

The County uses software from a variety of vendors for its enterprise activities such as tax assessment, revenue collection, general accounting, payroll, and public safety. This multi-vendor environment allows the MIS Division to select and maintain "best of breed" applications for the various functions it supports.

MIS assists with the provision and support of Geographical Information System (GIS) software that is used by the Planning Department, but GIS data management is currently decentralized. Further discussion of GIS resources and utilization is discussed later in this section.

Finally, MIS is responsible for operation of the Kiva Development Management System (DMS) software for countywide permitting and inspections.

Observations

Responses to questionnaires and information obtained in interviews were unanimous in expressing overall satisfaction in network reliability, system performance, and MIS staff response to support requests.

A few members of the Planning Department staff, however, expressed mild negativity regarding the attitude of the MIS staff. Specific comments referred either to MIS's "inflexibility" and complaints that they were compelled to use WordPerfect rather than Microsoft Word for their routine word processing functions.

The image of MIS as being inflexible is common to many large organizations in both the public and private sectors, and a certain degree of rigidity can be justified: MIS staff face many demanding requirements from its users, and a certain degree of standardization is necessary. Because of this, maintaining and improving its image to the user community is a continuous challenge to MIS departments everywhere and, while the concerns of the Maui County Planning staff appeared mild and sporadic, this issue should be addressed by the County MIS management.

The WordPerfect vs. Microsoft Word issue is one that should gradually disappear with the course of action recently taken by the MIS and planning staff. WordPerfect was originally issued to department users because the Kiva permitting software required it for attaching documents to permit records. As mentioned above, the current release of Kiva now supports the generic .rtf (rich text format) file type for

attachments, allowing the use of any word processing software program. Also, the new versions of Microsoft Word can open WordPerfect documents, and vice versa. New PC installations provide both Microsoft Word and WordPerfect as standard issue, and Microsoft Word is available to any users of older PCs where Microsoft Word has not been installed. It appeared that most Kiva users in the Planning Department were aware that Microsoft Word is available.

C. PERMITTING SOFTWARE

Description

Maui County has been a user of the Kiva DMS *(Accela Software, Dublin, CA, www.accela.com)* suite of permitting and inspection management software since 1995. The County has recently upgraded to Kiva version 8.2, which is the most current release available at the time of this audit. It is currently deployed for use by the Departments of Public Works and Planning; the Wastewater, Water, Parks and Recreation, and Fire Departments; and all building, plumbing, electrical, and zoning permitting and inspection functions.

Kiva is a highly regarded software package and is widely used for municipal and county permit and inspection management. It also enjoys a good reputation for handling specific types of land use-related permitting processes. Modules used by Maui County include the following:

- Request for Service (RFS) – used for incidence, complaint, and compliance tracking by nearly every department in the County
- Permitting
- Inspections
- Land use
- KivaNet and KivaCitizen – provides an online public portal to selected Kiva functions via the Internet
- Accela GIS – Web-based maps showing permit locations and an approximation of the County's zoning district map, which allows printing of maps, downloading of ownership data, and distance-buffer analysis

Utilizing an HP/UX-based Oracle server, the Kiva system modules are reported to be reliable with no complaints of lapse in service or lost data. The major challenges of the system relate to its usability by Planning Department staff members involved in the review and permitting processes and some uncertainty about Accela's continuation of the product. These issues will be addressed more specifically later in this section.

Land Use Permitting Types

The Planning Department uses the Kiva Land Use module for a variety of specific permit types. A partial list is shown in Table 8.

Table 8
Kiva Permit Types

Accessory Uses	Farm Plans
Applications for Zoning Appeals	Historical Review (four different types)
Banners (temporary signs)	Landscape Plan Approvals (off-street parking trees and subdivision trees)
Bed and Breakfast accommodations (three types)	Maui Redevelopment Agency (projects in the Wailuka Redevelopment District)
Board of Appeals—Appeals and Variances	Off-site Parking
Zoning Map Amendments (Rezoning)	Planned Developments (approvals for each of 3 steps)
Cluster Housing—Preliminary and Final	Project Review (three types)
Conditional Use Permits	Conceptual Long-Range Projects
Community Plan Amendments	Overlay District Permits
Comprehensive Signage Plans	General Requests for Comments
Country/Town Business Design Appeals	Sign Permits
County Special Use Permits	Coastal Zoning Special Management Area Approvals (eight different SMA permits)
Estate District Boundary Amendments (issued by State of Hawaii)	Sign Permit Variances
Environmental Assessments	Shoreline Setback Determination, Approvals, and Variances
Environmental Assessment Letters of Exemption	State of Hawaii Special Use Permits (>15 acres and <15 acres)
Environmental Impact Statements	Zoning Violations

Kiva allows the Planning Department staff the flexibility to create and maintain any specific type of permit desired, each baring a unique mnemonic code (e.g., "CPA" for Community Plan Assessments). Over the past ten years there have been several adjustments to the array of permit types, creating some minor confusion when the use of a type is discontinued. Obsolete permit type classes and codes must remain active in the system in order to maintain historical records of previously issued permits. Thus, staff members must continue to be informed as to which types of permits can be and have been issued.

In addition to these land use permit types, the Planning Department staff members (mainly inspectors) are responsible for reviewing and signing off on any building permits issued by the Building Division involving the determination of lot setbacks, structure heights, intended use, and other zoning-related matters.

35. *Recommendation:* **A formal process should be developed to continually keep all staff up to date as to which permit types can be used.**

Data Entry and User Interfaces

Planners are expected to enter and maintain all data that is relevant to any of the 40-plus types of land use permits supported by the system. Most of the initial data is included in a standard form completed by the applicant. Staff is responsible for updating and supplementing permit records as applications proceed through the various stages of approval.

Staff members generally consider this to be inconvenient but necessary. However, it is also generally understood that this task cannot generally be delegated to subordinates, clerical staff, or full-time data entry specialists as reliable data entry requires a fairly deep understanding of the approval process and the technical aspects of the application.

Kiva's user interface is typical of most applications designed to use the Microsoft Windows environment. The data entry forms exploit many of the Windows tab and key combinations to enable rapid insertion of data with minimal use of the mouse and as few keystrokes as possible. Data entry involves the extensive use of fields with standard response items selected from a "pick list" rather than typed in. Kiva's data entry screens tend to utilize supplemental "fly-out" windows, activated by the F2 function key, rather than dropdown lists. Supplemental windows offer the advantage of facilitating the presentation of longer option lists than a dropdown, though they appear less orderly and tend to cover up other data fields on the form when they appear.

Effective use of these convenient productivity features, however, requires a naturally computer-savvy individual, extensive training, or continuing repetition of use. As with any software product, occasional or less proficient users will be less efficient.

Fee Determination and Collection

The Planning staff uses Kiva's automatic fee calculation capabilities to determine developer fees, but there is no direct electronic interface between Kiva and the County's accounts receivable system. Though this is one of the minor disadvantages of a multi-vendor software environment, the lack of this feature was not perceived as a problem.

Document Circulation and Management

Maui County's Kiva installation provides for the storage and attachment of various word processing documents that are associated with an application. This allows for the immediate online availability of proposal details, staff reviews, agency comments and other associated documents. This capability is generally used by some of the more "computer savvy" staff members.

The County's recent acquisition and widespread deployment of advanced document copier/scanner machines complements this capability: the Division has the available technology to easily scan incoming documents, development proposals, and supplementary application details; save them in digital format; and attach them to a Kiva application record for retention and circulation. This capability is not widely used.

Instead, documents and agency review comments are received as hard copy, copied, and circulated by postal mail to reviewing agencies in paper format. Even email is seldom used for solicitation and receipt of comments. Documents from other agencies are received in the mail, logged into a custom database created by a Division staff member, and distributed to the appropriate planner in charge of the project. This results in the customary accumulation and retention of paper files with the resulting complications associated with maintaining a reliable physical file system.

The Division needs to utilize the available technical resources more to better enable electronic circulation and retention of supplemental documents and large-format drawings.

36. *Recommendation:* **All functions using Kiva should use the features allowing attaching email files and scanned documents with the goal of reducing paper files.**

Reports

Another significant user interface is the production of written summary reports of permitting and inspection activity, but there were only minor concerns from staff about any difficulties in producing appropriate reports. Kiva provides an array of standard reports, has the ability to produce user-defined custom reports, and allows an individual user to create ad hoc queries on the database for specialized information requests. It does not appear that these features are widely used by Planning Department staff as the focus is on the processing of individual applications, not the production of management reports. When a Current Planning Division staff member was requested for a permitting activity summary report, for the purposes of this analysis, the Division worked with MIS and a response was immediately provided.

As noted elsewhere in this report, there is a lack of management oversight from the Program Administrators. The Kiva reports could assist the managers in this area.

37. *Recommendation:* **Program Administrators should make use of Kiva's reporting capability.**

The Future of Kiva

The Kiva software package was developed during the early 1990s, but the original founders and developers sold the company to Accela in 2001. Accela, through various stages of mergers and acquisition between 1999 and 2001, was created by means of the consolidation of three widely used permitting software products: Sierra PermitsPlus, Tidemark, and Kiva. Each of these systems enjoyed large and loyal user bases, which continue to this day – even though Accela no longer sells any of the three products to new clients.

While Kiva, PermitsPlus, and Tidemark are no longer available to new purchasers – the "Accela Automation" line of permitting software has replaced them – the company continues to maintain, support, and enhance the three original product lines. This leads to the obvious question as to how much longer the future enhancements of the "legacy" products will continue. While the company has made no disclosures regarding the long-term status of the three original brands, there is some evidence that implies the evolution toward a common product line. For example, the recent "Accela GIS" product – used for generating and printing maps – has been designed to supplement any of the three product lines. Similarly, Accela has developed new modules utilizing "thin client" and "application server provider" (ASP) technologies that purport to offer comfortable migration paths for users of the original products.

One can only predict that, as technology advances and permitting system capabilities expand among the competing vendors, Accela's family of legacy products will gradually converge toward a common brand. How this convergence is managed is the challenge that faces Accela.

Maui County is a long-time, committed user of Kiva. Planning and MIS staff members are active in the Kiva User Group and have occasionally traveled to California for user group presentations and meetings with Accela. Further, Accela frequently cites Maui County as an example of a satisfied client. Nevertheless, the uncertainty of Accela's future migration path casts a cloud on the County's comfort level. Clearly, any future changes to the permitting system – especially to the user interface – that are more than evolutionary, will create new challenges to the Planning staff. These can best be met with the recognition that continuous training and reinforcement of training are keys to the effective use of Maui's permitting software.

Permit System Issues, Challenges, and Recommendations

Questionnaire responses and staff interviews indicated only a few instances of dissatisfaction in the use of the Kiva permitting system. Technically, it is robust, reliable, and well supported by the MIS Division. While there was some planning staff annoyance and inconsistency in data entry, this was generally recognized as a necessary evil. The specific complaints dealt with the complexity of the system –

some users felt that the many menus, screens, and popup windows hampered its usability.

Continuous, effective training in permitting system usage is probably the greatest challenge facing the MIS and Planning Department. The level of planning staff turnover, varying computer skill levels among Planning staff, and the complexity of the many permit types and processes sustains the need for effective training and good communication between the MIS and Planning staff.

Kiva's capabilities for the automation of workflow management, distribution of permit-related documents, receipt of agency review comments, and retention of data are being underutilized. Essentially, Kiva is only being used for the tracking of conventional manual processes. This is particularly unfortunate since the technology resources are available to perform higher levels of electronic document management.

Although Kiva has the capacity to maintain land parcel attribute data, including land use codes, currently little or no parcel-specific data is available or kept current. The overall weakness in maintaining real property parcel data is discussed further in the GIS section of this report.

Consideration should be given to the creation of an "e-document librarian" position within the Planning Division. This person would be responsible for continuous permit system training, data integrity, summary reporting, and the awesome task of promoting electronic circulation and retention of documents and drawings.

The future of the Kiva, as a specific entity within Accela's line of products, is at best uncertain. Regardless of whether future releases or enhancements are evolutionary or revolutionary, there will probably be user perception issues related to these changes if the Kiva name is dropped.

D. GEOGRAPHIC INFORMATION SYSTEMS

The use of geographic information systems (GIS) software has been instituted within several departments and divisions of the County, most notably the Planning Department, Real Property Assessment Division, and Managing Director's Office. Although there is no officially established vendor, it appears that all GIS activities center on the use of Arcview *(Environmental Sciences Research Institute – ESRI, Redlands, California, www.esri.com)*.

While the MIS Division provides support in selection and procurement of GIS software and supporting hardware, the County's GIS and mapping functions are decentralized within the constituent organizations. Due to this fragmentation and the resulting lack of clarity in scope or mission, Maui County's program could be improved using approaches found in other programs. For example:

- Advanced GIS organizations have already laid the foundations toward distributing data for direct use by other departments through central LAN- or SDE-based repositories, simple GIS data browsers (such as ArcExplorer), Internet-based maps for the public, regular interdepartmental training programs, circulation of metadata tables, and the like. Many GIS organizations have user groups or steering committees from which they solicit strategic direction and tactical input. It appears that Maui County's GIS resources are dispersed and lacking central coordination.

- The more advanced GIS organizations we've encountered work closely with their corresponding IT departments--coordinating with server and workstation purchases, backing up and securing data; procuring software, and ensuring that network bandwidth is sufficient for handling GIS data loads. We're aware that some of this coordination is occurring in Maui County, but that relationship becomes far closer in more advanced organizations.

- We applaud any Maui commendations received for the creative use of a specific GIS map or dataset, and the support provided to the police dispatch system is a fine example of such a contribution. This represents, however, the product of a talented and highly motivated individual or small team-not a GIS organization.

- Many public-sector GIS organizations maintain a standard, enterprise-wide set of base maps and overlays that are available to all departments on the LAN in read-only mode. These datasets are carefully ascribed to their various origins and catalogued (usually in the form of a public table called a "metadata") to describe the age, level of precision, format, method of data entry, accompanying attribute data, any possible discontinuities, and other relevant data pertaining to a map layer.

Real Property Mapping

Property (parcel) mapping is the responsibility of the Real Property Assessment Division. A parcel overlay was created by digitally tracing paper plat maps with AutoCad *(AutoDesk, San Rafael, CA, www.autodesk.com)* and converted to Arcview, but it has been reported that it is at least one year out of date. This map was originally prepared and maintained by a Honolulu consultant. Due to a career change, this individual will no longer be available for continuing update services. The County has arranged for one final update, but will need to determine the responsibility and staffing for future maintenance of this vitally important overlay.

Ideally, the land parcel map should be created and maintained using coordinate geometry (COGO) data entry procedures rather than tracing. With COGO, which is considered the "gold standard" for mapping, property boundary lines are entered and

stored as bearings and distances obtained through surveys, legal descriptions, and plats. COGO-entered data is considered to be precise, while traced or scanned data is an approximation. While traced or scanned data might be adequate for general planning and presentation purposes, COGO quality is needed if the County is to rely on its GIS system for future tax appraisals and conveyance of deeds. We were told that the new data being developed by Real Property Tax Division is being created using property descriptions. So there is already an effort to create tax maps based on coordinate geometry. The County should continue to develop a strategy to upgrade the quality of land data from its current digitized or scanned state to COGO data entry.

The parcel map's underlying attribute data should be linked to the Kiva permitting system to allow planners and building officials to view the most current data that might be relevant to a land use or building permit application. The Planning Department could also maintain the land use attributes using a recognized land use coding system.

38. *Recommendation:* **The parcel map's underlying attribute data should be linked to the Kiva permitting system**

39. *Recommendation:* **The County should continue to develop a strategy using coordinate geometry as the base for the GIS system. This base map should be used as the base for all GIS layers.**

Managing Director's Office

In recent years, GIS responsibilities in the County have been in a continuing state of flux and uncertainty. It appears that, due to the increasing technical complexity and breadth of constituency, the requirements for GIS simply outgrew the resources of the original GIS group within the Managing Director's Office.

A GIS Manager (a former planner) and three staff members report to the Managing Director. They have been responsible for general data entry, County map preparation and distribution, and miscellaneous mapping assignments for other departments. With recent reallocations of mapping responsibility, increasing demands for more specialized mapping skills, and the ever-increasing complexity of GIS technology; the future mission of this group is unclear.

As GIS has become more of an enterprise-wide data management function, most counties and municipalities have assigned their mainline GIS responsibility within the span of their MIS organizations. To implement this strategy successfully, however, it requires the recruitment of a mature GIS manager with exceptional interpersonal

skills and the acceptance and support of skilled GIS professionals within the various constituent departments, particularly planning.

40. *Recommendation:* **The County should develop a long term GIS and GIS organizational strategy.**

Long Range Planning Division GIS Activities

It is appropriate to mention at the onset of this discussion that, with few exceptions, any new graduate planners entering the workforce within the past five years will have received extensive GIS training as a part of his or her degree program. GIS is an essential planning tool.

The Planning Division's GIS activities are concentrated primarily within the Long Range Division, which has been preparing to update the County's general plan. In this capacity, the group has assumed much of the responsibility formerly held by the Managing Director's office.

This group currently is licensed for 10 ArcGIS seats and two ArcInfo seats and has two large-format document scanners, miscellaneous light tables and digitizing tables, and other hardware that are considered adequate to current needs. Additional ESRI ArcGIS extension products used by the group include ArcSurveyor (for COGO data entry), ArcPublisher, 3D Analyst, and Spatial Analyst to name a few.

The group has succeeded in recruiting planners with specialized GIS skills and experience. As a result, the Long Range Group's GIS staff has begun to assume at least parts of the previous role of the GIS Manager for accommodating the needs of other County departments.

Issues include:

- **Real Property Maps**

   The County needs to complete the update of the real property parcel map and establish an organizational mechanism that will ensure that future plats, land divisions, and other changes are entered in a timely fashion.

41. *Recommendation:* **Develop a strategy for using coordinate geometry for the entering and maintaining real property maps.**

- **General Plan Focus**

   Redeployment of a major portion of GIS resources and responsibilities to the Planning Department's Long Range Division appears to be a temporary expedient—one that will probably be advantageous during preparation of the

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new general plan, but still temporary. As the group faces various mapping requests from elected official and other departments, the County needs to make sure that adequate funding is provided and that these requests do not result in undue distraction of the group's primary mission.

42. *Recommendation:* **The primary focus for Planning's GIS efforts should be on the General Plan project. During this period it may be necessary to refer requests from other departments to the MIS staff.**

▪ **Zoning Map**

Developing a digital zoning map was a joint-venture between the Managing Director's Office and Planning. In September 2005 the Digital Mapping Project was transferred to the Planning Department's Long Range Division. The current paper version is highly complicated and in physically poor condition. Completing the zoning maps and community plan maps is now a high priority for the Division. The policy had been to not release any of the zoning map data until the entire County was completed. However, there is an urgent need for these maps and the Division has now indicated that they propose to release maps as they are completed. Existing GIS renditions, available for staff and public viewing on the Internet via Accela GIS, are said to be unreliable for enforcement or permitting purposes. The redrafting effort will be additionally hampered by the lack of an up-to-date parcel map (see earlier comment).

43. *Recommendation:* **Completion of zoning maps should continue to receive a high priority and they should be released for use when completed.**

E. SPATIAL GROWTH MODELS

Overview

Spatial growth modeling (SGM) is an automated technique used in planning for the projection and allocation of future land uses on the basis of physical and social constraints, economic growth forecasts, and availability of necessary infrastructure to support growth. SGM tools can be divided into two categories: descriptive and proscriptive.

▪ **Descriptive** models rely on the planner to manually hypothesize the specific locations where future development might occur and automates the analysis of specific impacts (*e.g.*, population, water demand, school enrollment, fiscal requirements) resulting from that hypothesis. This rapid feedback of impacts

allows the planner and citizens to iteratively test alternative plans until a suitable one can be chosen.

- **Proscriptive** models work in the reverse. The planner inputs a series of detailed growth factors and physical constraints into the GIS-based model. It, then, specifies on the map the most likely and suitable locations for growth to occur based on the entered factors.

The Blueline Consulting Model

In 2003, the County contracted with Prescott College/Blueline Consulting Group, LLC (*Prescott, AZ, www.bluelinegroup.us*) to produce and deliver a proscriptive model, called the "Spatial Growth Model" (SGM) to support various planning and development review functions. Related SGM installations were provided to support a disaster mitigation planning project, performed in conjunction with NOAA, for a several non-profit and governmental agencies in other parts of the State. According to Blueline's promotional material similar models have been developed for Hawaii County and the City of Honolulu.

The Maui County SGM project was funded by and procured through the Planning Department. As the sole bidder for the Maui County project, Blueline was initially contracted for $75,000. Subsequent change orders raised the total cost to $230,000. Also, the firm has developed and will soon be installing a similar SGM system for the Maui County Department of Water Supply, intended to be used for impact analysis of water supply availability under different growth, climate change, and disaster scenarios.

Technically, the SGM software consists of a series of executable Windows programs and COM objects, developed and compiled in Microsoft Visual Basic, which interacts with ESRI Arcview and ArcGIS to generate overlays indicating the areas of impact. The programs were later converted to be compatible with ESRI ArcGIS 9.x. Using ArcGIS's three-dimensional visualization option (3D Analyzer), the SGM also has the capability of generating realistic, 3D renderings of modeled results. The SGM operates on any standalone PC (as opposed to being on a network) that already has Arcview/ArcGIS installed. The vendor allows as many copies to be installed as desired by the client – no licensing issues for multiple users.

The Planning Department's SGM engagement initially created promising results that fueled everyone's high expectations. However, two years later, there appears to be a number of serious challenges regarding the effectiveness of its implementation and use:

- While contract management has been the responsibility of the Long Range Division, routine contact with Blueline has been through the Managing

Director's GIS manager. The latest ArcGIS 9.x version was received by the Managing Director's GIS manager in early February 2006.

- No modeling has yet been performed beyond the demonstration and testing levels. The group that would most logically use the SGM for decision support purposes (Long Range Division) has had only a minor role in its development or deployment.

- The model utilizes an extensive rule set consisting of as many as 100 rules, which were observed by Long Range Division staff members as "convoluted" and hard to enter. Constraint weightings were based on land suitability, which requires a series of reliable natural resource overlay maps for the County. Bringing a complex system such as the SGM into routine productive use invariably requires a considerable amount of calibration and adjustment of the various input criteria by staff members or consultants that understand the underlying growth factors, development constraints, and intended case scenarios.

It appears that the contractor has met its contractual obligations with the County. Even if the installed SGM software technically functions as contracted, the actual implementation is far from complete. And only when the SGM has been fully deployed and commissioned for actual use will the County's investment of funds and time begin to be returned. Productive use and integration into the planning process of the $230,000 Blueline SGM is at serious risk of becoming a casualty to the political rifts between the various individuals, departments, and factions involved in this undertaking.

CommunityViz

Another proscriptive growth model is now being used by the Long Range Division. CommunityViz *(Orton Family Foundation, Weston, VT, www.communityviz.com)* is a GIS-based modeling tool that was first marketed in 2001. It was developed and supported by a nonprofit foundation until 2004 when it was spun off to Placeways, LLC *(Boulder, CO, www.placeways.com)* as the exclusive marketers of the software. CommunityViz consists of two mainline modules: Scenario 360, used for interactive analysis and site determination; and Site Builder 3D, used for three-dimensional visualization. A third module, ModelBuilder 3D, is used for creating 3D models of buildings and other objects to enhance the visualization experience, but its use is optional. As with the Blueline SGM, CommunityViz functions in conjunction with ESRI ArcGIS.

Because of continuing subsidy by the Orton Family Foundation, a fully supported single-user CommunityViz license (including Scenario 360 and Site Builder 3D) can be purchased for $750. Non-support licenses of the identical product cost $185 each.

(Use of Site Builder 3D requires the $1,500 "3D Analyst" add-on module to Arcview.)

The Long Range Division has begun using CommunityViz for use in supporting the comprehensive plan update project. They have purchased several licenses and have hired a planner with extensive CommunityViz project experience.

CommunityViz offers the following advantages:

- As indicated, even with the costs of the add-on modules, CommunityViz can be considered to be relatively inexpensive.

- It is compatible with the latest versions of Arcview and offers 3D visualization capabilities.

- The software is considered to be technically reliable and is in widespread use throughout the U.S.

Summary

- It appears that the contractual obligations of Prescott College/Blueline Consulting Group, LLC have been fulfilled. However, a final determination needs to be made of any outstanding commitments, pending deliverables or training, the reliability of the system under actual use conditions, and ongoing support by the vendor.

- It is unlikely that the Long Range Division will ever effectively use the Blueline Spatial Growth Model, and any attempts to impose it on them would likely fail since the group has adopted CommunityViz to support the general plan update. Any valid modeling assumptions and constraints gained from the Blueline SGM engagement should, if possible, be applied to the possible use of CommunityViz for the comprehensive plan update project.

- Limitations in the use of a proscriptive model for land use planning should be clearly understood. These models produce results that are only as reliable as the input constraints and forecasts. At best, they produce very preliminary results that should be tempered by sound planning judgment before they are presented for public scrutiny.

- Any use of these models directly in meetings or public presentations should be preceded by extensive trials and even testing with sympathetic audiences before "going live."

- Perhaps the most important point to stress is that the Managing Director's GIS function, the work Planning's Long Range Planning Division, and efforts by Planning's Deputy Director should work as a team.

44. *Recommendation:* **The Managing Director's GIS function, Planning's Long Range Planning Division, and Planning's Deputy Director should work as a team in relation to GIS and modeling issues.**

F. WEBSITE

Websites have become an important part of government departments communicating with their citizens and increasing efficiency of operations. Table 9 shows a list of items that we believe should be on the Department's website and a record of the ones that exist.

45. *Recommendation:* **The Planning Department should expand its website to include the features listed in Table 9.**

There is a lack of formal procedures and responsibilities for keeping the website current and exploring expansion opportunities. These responsibilities should likely rest with the new Administrative Assistant II position.

46. *Recommendation:* **One person should be given overall responsibility for the Department's website.**

Table 9
Website Features

Features	On Maui's Website	
	Yes	No
Overview description of department	✔	
Main phone number	✔	
Automated email contact feature	✔	
Organization chart		✔
Staff names, titles, direct phone lines and email addresses		✔
Pictures of staff		✔
General Plan	✔	
Community Plans	✔	
Special Purpose Plans	some	
Ordinances	✔	
Handouts describing processes and applications	some	
Applications and forms	✔	
Tracking of permits		✔
Various GIS maps including zoning		✔
E-government application ability		✔
Ordering plans, ordinances, handouts		✔
Use of credit cards		✔
Planning Commission		
General description	✔	
Name of members	✔	
Meeting dates		✔
Agendas	✔	
Staff reports		✔
Minutes		✔
Same information for other boards and committees	✔	

V.   ADMINISTRATION DIVISION

A.   PROFILE

Authority

The Administration Division is headed by the Planning Director who, under the Charter, is appointed and may be removed by the Mayor. Under this general authority, the Director organizes the Department. The administrative staff consists of employees that directly support the Director and manage functions that support the three divisions of the Department consisting of Current Planning, Long Range Planning and Zoning Administration and Enforcement.

Organization

The Division consists of six positions as shown in Figure 2.

Figure 2
Administration Organization Chart

The specific positions and responsibilities for Administration are shown in Table 10.

Table 10
Administration Division Positions and Responsibilities

Position	Number of Positions	Responsibilities
Director	1	Manages the entire Department, reports to and serves at the pleasure of the Mayor.
Deputy Director	1	Handles various administrative responsibilities as assigned by the Director. Is heavily involved in the Department's budget and Council relations. Reports to the Director and serves at the pleasure of the Director and the Mayor.
Private Secretary	1	Handles all private secretary functions for the Director as assigned by the Director. Has been handling personnel administration but this function is being transferred to the new Administrative Assistant position. Reports to the Director and serves at the pleasure of the Director.
Administrative Planning Officer	1	Coordinates legislative activity for the Department including new ordinances, coordinates redevelopment and handles other assignments as may be assigned. Reports to the Deputy Director.
Administrative Assistant II	1	Coordinates and manages various administrative functions as may be assigned by the Deputy Director including personnel, budget, office space, equipment and technology. Reports to the Deputy Director.
Clerk-Typist III	1	Handles payables, bookkeeping, supplies, works on budget and assists with Current Planning clerical tasks. The Administrative Assistant will be taking over the budget. Reports to the Deputy Director.

B.   DISCUSSION AND RECOMMENDATIONS

Accounting Functions

The major accounting functions are centrally handled in the County's Finance Department. However, the Planning Department has the responsibility to monitor its own expenditures and contracts. The Clerk-Typist III handles these functions and monitors activities using Excel spreadsheets. We reviewed the files and spreadsheets and they appear well organized. While the current system appears sufficient at the present time, as the Department grows and evolves it may be useful to convert from Excel to a database program specifically designed to track Department accounting needs. MIS and the Finance Department should be consulted in any consideration of a database for Planning.

47. *Recommendation:* **Consider using a database accounting program for the Department accounts.**

Administrative Planning Officer

The Administrative Planning Officer coordinates legislation and new ordinances and is writing new ordinance for the Department. Ordinance writing is very important and is a difficult task. Some of the new ordinances we reviewed seemed to lack the clarity

that is needed. As discussed in Chapter VI, Maui's zoning ordinance is in need of serious revision. A determination needs to be made as to which staff members are trained to write specific sections of the ordinances or as an option, consultants could be used for this task.

48. *Recommendation:* **A determination needs to be made as to which staff members are best trained to write specific ordinances sections, or as an option, consultants could be used for this task.**

Contracts

We received a number of concerns about how contracts are handled between the Division Heads and the Deputy Director. The Division Heads should primarily be responsible for contracts that are used for its functions. If there are differences of opinion between the Division Heads and the Deputy Director, they should be resolved by the Planning Director.

49. *Recommendation:* **Program Administrators should primarily be the responsible party for contracts that are used for its function.**

Filing Systems

The Department's filing systems along with general data collection and maintenance has many problems with hard to locate and lost files. Better use of the permitting system and GIS can assist in solving these problems. Additionally, the Department has invested in scanning equipment but is not yet actively using the equipment. All three Divisions need to work on its filing systems. Some work on this topic is underway in the Current Planning Division. The Administrative Assistant position should be assigned the responsibility to work with the Divisions on their filing needs and also to coordinate filing issues across Divisions.

The Department suffers from a lack of adequate storage space for case files. Additionally, the file drawers are in disarray. Cases are stored in a variety of methods. Some cases are stored by street address and some are stored by tax map key, while others are stored by date of approval. Additionally, some drawers are filed from front to back while others are back to front. This makes finding files a challenge. These problems will not be corrected as part of the move. The Department needs to develop a standardized system and central depository for files.

50. *Recommendation:* **The Administrative Assistant II position should be assigned the responsibility to work with the Divisions on their filing needs and also to coordinate filing issues across Divisions.**

Mail

Department mail currently comes to the Kalana Pakue Building where a clerk typists sorts mail by Division. Some staff members have suggested that it may be possible to have mail sent directly to both the Kalana Pakui Building and One Main Plaza. We were unable to examine the issue in any detail but it appears that an analysis by the new Administrative Assistant II would be in order.

51. *Recommendation:* **The new Administrative Assistant II should examine how the Department's incoming mail is handled with the goal of increasing efficiency.**

Overtime

The Department's overtime budget in FY 04, 05 and 06 was set at $34,000. FY 04 expenditures were $41,306. FY 05 expenditures were $75,000 and it appears that the FY 06 expenditures will again overspend the budget. The Department should use more realistic budget projections and has requested $120,000 for FY 07. We concur with this approach.

The overtime procedure consists of the employee making a request to the supervisor. The request is certified by the Administrative Assistant and is approved or rejected by the Deputy Director. The Deputy Director has been working to set quotas for overtime to help control the costs. Overtime has been used due to a shortage of staff, but care must be taken so that employees do not abuse the overtime and that it is effectively and efficiently used. Concerns expressed by staff include:

- Overtime should be related to a production scale.
- Some abuse overtime by calling in sick during the week and collecting overtime on the weekend.
- Some may abuse overtime by conducting personal business during the workweek.

It would be useful for the Department to prepare a policy on overtime use and procedures. This should be reviewed and discussed at a management meeting.

52. *Recommendation:* **The Planning Department should prepare a written policy on overtime use and procedures to be discussed at a management meeting.**

Planning Director and Deputy Director Positions

The Planning Department uses a somewhat standard organizational pattern that includes a Director, a Deputy Director and three Program Administrators. In this type of arrangement, there is always the issue as to the responsibilities and relations of the Director and Deputy Director. In many communities, the Director focuses on external policy and political issues and the Deputy Director handles internal organizational and process issues. However, we believe the way responsibilities are assigned should be flexible, depending on the desires of the Director.

The current system includes:

- The Director is the key to internal policy and process development. In this respect, the Program Administrators report directly to him and he signs all documents and letters for the Department. He chairs the weekly internal management meeting, attends the various relevant Council meetings and the Maui Planning Commission.

- The Deputy Director is heavily involved in Mayor and Council relations. Internally he is in charge of the budget and personnel matters. He attends the Molokai Planning Commission meetings.

Staff members complain that the Deputy requests certain items on short deadlines for data requested by the Mayor or Council members. While we understand that this can impact staff's work program, the Department's responsiveness to the Mayor and Council is important and sufficient staff time should rightly be allocated for these activities.

Some staff indicate that it is not unusual for the Director and the Deputy Director to take different positions and give different directions on some issues. While the Director and the Deputy Director feel that this does not take place, there appear to be communication issues with the staff. This is counterproductive.

Under the current system, a large percent of communication from the Department requires the review and signature of the Director. The Department is too large for this process. Additionally, it lacks staff empowerment that is the key to motivation and high productivity. The Planning Director should immediately review all items coming to him for signature and begin to delegate many of these to the Program Administrators. In a similar fashion, the Program Administrators should examine the items coming to them for signature and increase their level of delegation.

53. *Recommendation:* **The Planning Director and Program Administrators should increase their level of delegation and require fewer items for signature.**

54. *Recommendation:* **The Planning Director, Deputy Director and Program Administrators should increase their level of delegation and staff empowerment.**

55. *Recommendation:* **The Director and Deputy Director should work to clarify respective roles to remove any staff confusion.**

56. *Recommendation:* **Staff in the Department should recognize the need for the Department to be sensitive to Mayor and Council requests and be timely in response.**

Private Secretary

The Private Secretary is a key position in the Department and one of the few positions that serves at will. She attends the Department's management meeting. The personnel functions she has been handling will be transferred to the new Administrative Assistant. This was a substantial function requiring almost 50% of her time. This re-assignment should free her for additional assistance to the Director. As indicated in the Department's performance standards, there is a desire to remove some communication tasks from the Director. We are highly supportive of this because we believe too many items currently require the Directors signature. In order to properly carry out these functions, it is essential that the Director and Deputy Director keep the Private Secretary fully informed, i.e., keeping the Private Secretary in the loop. While this generally occurs, it appears that additional attention to or methods could assist in this need.

57. *Recommendation:* **The Director and Deputy Director should emphasize the importance of providing information to the Private Secretary. It will also be necessary to assure good communication from the new Administrative Assistant.**

Redevelopment

The Planning Department has operated as staff to the Maui Redevelopment Authority. At one time, the Department had a planner spending roughly half of his time working for MRA, but last year the Department reduced that to about 20%. The Council has not been happy with the progress in redevelopment, and additionally, the Agency has wanted to hire its own executive director. It is clear that more staff is needed if the County is to have an effective redevelopment program, but Planning has felt they could not add resources, given other priorities. In the FY 06 budget the redevelopment

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function was moved to the County's Economic Development function, which was authorized to hire an executive director so no further analysis for Planning is warranted at this time.

VI. CURRENT PLANNING DIVISION

A. PROFILE

The Current Planning Division is one of three divisions within the Planning Department. It is managed by a Planning Program Administrator (PPA) who is responsible for the day-to-day oversight of the Division. The PPA reports to the Planning Director and Deputy Director of Planning. Currently, there are 23 FTE's within the Division, 15 professional planners, including the Administrator, eight administrative support staff and a summer intern.

Maui County is somewhat unique in that it has planning jurisdiction over three islands: Maui, Molokai and Lanai. Additionally, unlike counties on the mainland, there are no cities. Responsibilities include review and approval of current planning projects, including but not limited to, special management area permits, conditional permits, shoreline setback variances, environmental assessments, and country town business reviews. The Current Planning Division also staffs Planning Commissions for all three islands as well ass the Urban Design Review Board, Cultural Resources Commission, and the Hana Advisory Committee. A Secretary to Boards and Commissions also currently staffs the Maui Redevelopment Agency.

Authority

The Division operates under a variety of laws and ordinances including, Hawaii State Planning Act (Chapter 226, HRS), Federal and state environmental law, state and local zoning code (Chapter 46, HRS) and (Title 19, MCC) respectively, the Coastal Zone Management Act (Chapter 205A, HRS), the 1990 General Plan Update (Bill 84) and a variety of local community plans.

Organization

Table 11 indicates specific positions and responsibilities for each position within the Division.

Table 11
Current Planning Division Positions and Responsibilities

Position	Staff Levels	Responsibilities
Planning Program Administrator (PPA)	1	Manages the day-to-day functions of the Division, sorts division's mail, assigns cases, monitors caseloads and assigns work to clerical staff. Reports to the Planning Director and Deputy Director.
Planner VI	1	Responsible for staff training and development. Serves as environmental planner and manages complex land use cases. Reports to the PPA.
Planner V	8 (2 vacant)	Handles more complex planning and zoning cases. One of the eight positions is designated and trained as the Coastal Zone Manager (CZM) reviewing all permits within the coastal zone. Reports to the PPA.
Planner IV	1	Processes land use and zoning cases for administrative or Commission approval. Reports to the PPA.
Planner III	1	Processes land use and zoning cases for administrative or Commission approval. Reports to the PPA.
Planner II	1	Processes land use and zoning cases for administrative or Commission approval. Reports to the PPA.
Planner I	2 (1 vacant)	Entry level positions within the Division. One position is responsible for maintenance of the Kiva permitting system. Reports to the PPA.
Secretary to Boards and Commissions	3	Prepares Commission notices, agendas and packets. Attends Commission meetings and prepare verbatim minutes. Staffs the Maui, Molokai, Lanai Planning Commission, the Hana Advisory Committee, County Urban Design Review Board, Maui Redevelopment Agency and the County Cultural Resources Commission. Reports to the PPA.
Clerk Typist III	5 (1 vacant)	Formats all letters sent by the Division. Responsible for accounts payable, preparing contracts, data input for the Kiva system, serving as receptionist, routing plans to other divisions and departments for comments, and coordinating travel plans. Reports to the PPA.
Total	23.0 FTE's	

Figure 3 below shows the Current Planning Division organizational chart.

Figure 3
Current Planning Division Organizational Chart

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                        ┌─────────────────────────────────┐
                        │  Planning Program Administrator  │
                        └─────────────────────────────────┘
            ┌────────────────────────┼────────────────────────┐
      ┌───────────┐            ┌───────────┐            ┌──────────────┐
      │  CLERKS   │            │  PLANNERS │            │ SECRETARIES  │
      └───────────┘            └───────────┘            └──────────────┘
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CLERKS	PLANNERS		SECRETARIES
Clerk-Typist III (CZM)	Planner VI	Planner IV	Secretary to Boards and Commissions II
Clerk-Typist III (Molokai)	Planner V	Planner IV	Secretary to Boards and Commissions I
Clerk-Typist III	Planner V	Planner IV (CZM)	Secretary to Boards and Commissions I
Clerk-Typist III	Planner V	Planner III	
Clerk-Typist III	Planner V	Planner II	
	Planner V	Planner I	
	Planner V	Planner I	

B.   POLICY ISSUES

Proposed Amendment to Title 19

During our interviews there was almost unanimous agreement that the current Zoning Ordinance needs to be overhauled. Staff has begun rewriting the code in-house a few sections at a time. This is contrasted to the original idea of rewriting the code all at once. Code writing and code development is a highly technical skill that requires the ability to synthesize large amounts of information into a straightforward, easily understood manner. The importance of the zoning code cannot be underestimated because it is also the means of implementing the County General Plan.

We have had a chance to review the PowerPoint presentation made to the Maui Planning Commission at the end of last year and a draft of the revised code. There is

still considerable work that needs to be completed even before the revisions to the implementation section (19.510) can be adopted. The draft contains a table and flowchart, which is very good start, and its further use should be encouraged to the greatest extent possible. Below are a list of issues and questions we have identified:

- Some of the cross references appear to be incorrect, particularly with respect to the application review process.

- The application review process should be more clearly defined.

- Submittal requirements and the Development Impact Checklist should be tailored to specific categories of project, or projects of a particular size. Currently, the checklist is a "one size fits all" project.

- It does not appear that the text has been revised appropriately. Much of the text is the same language; it has only been reformatted. For example, much of the text for variances and appeals remains unchanged.

- It does not appear there is a review and approval process for project master plans and development plans, even though many of the community plans require these permits for construction.

- It does not appear that the review timelines have been sufficiently defined they are still very general ranges of time, 120 or 240 days.

- The draft flowchart is not detailed enough to allow the public to understand the overall permit process.

We understand that the code revision process has been underway for several years, but the draft language should be reexamined to assure that what is put forth will serve the County for years to come. Because code amendments are so important and time consuming to process, there should be a lot of attention given to intra- and interdepartmental cooperation and input.

58. *Recommendation:* **Reexamine the draft language that replaces the current section 19.510 based upon the comments outlined above.**

59. *Recommendation:* **Include a broad cross-section of staff in the code review and revisions process to build a constituency for the new code.**

Central Coordinating Agency

The issue of who performs the duties and functions of the Central Coordinating Agency (CCA) has caused some friction between the Planning Department and the

Development Services Administration (DSA). Hawaii State law requires that an existing agency within each county be designated a CCA to perform the following:

- Maintain and continuously update a repository of all laws, rules and regulations related to permits and review criteria at the federal, state and county level.

- Study the feasibility and advisability of utilizing a master application.

- Maintain and continuously update a master file for the respective county of all applications for building permits, subdivision maps and land use designations of the state and county.

- Schedule and coordinate, upon request by the applicant and, to the extent practicable, any referrals, public informational meetings or any public hearings with those held by other federal, state and/or county commissions or agencies pursuant to existing laws pertaining to the respective county.

Section 19.510.010 (C) of the Municipal Code creates a bifurcated review process between the Director of Planning and the Director of Public Works. The current Code is also unclear as to which department is actually the CCA. Applications and plans are submitted to the Planning Department and then routed to the DSA, a division of Public Works. There, a DSA clerk performs a cursory review for completeness. Primarily, the DSA clerk is determining if the correct number and type of plans have been submitted – a quantitative check. The permit clerk prepares a letter to the applicant stating whether or not the application is complete and the plans are returned to the Planning Department. By code, this process should take no more than 20 days; however, it generally takes seven days to complete this cycle.

After applications are returned to the Planning Department for continued processing, the case planner will complete a more indepth review – a qualitative check for completeness. The routing of plans for the Planning Department to DSA back to Planning is an unnecessary step in the review process. Not only is it a waste of time for applicants, it wastes staff resources by having two departments ostensibly performing the same task.

The Planning Department's newly drafted code revisions would make the Planning Director responsible for deeming applications complete. But the draft Code does not specify who will perform the State mandated duties of the Central Coordinating Agency. This Code Amendment has also not been reviewed or discussed with DSA staff, which it will impact. Further complicating matters, DSA staff drafted a code amendment regarding CCA duties, which was not discussed with Planning Department staff. Needless to say the two Departments must work on a code amendment that each agrees with and that fulfills the State mandated requirements.

We believe that most of the duties prescribed by State law are under the jurisdiction of the Planning Department. Therefore, the Planning Department should properly be designated the CCA, with DSA performing secondary CCA duties. During the interviews, we were informed by several staff members that DSA was given additional staff when they were designated the CCA. While we could not verify that claim, it is reasonable to believe that staff were added to DSA and that if the CCA duties shift to the Planning Department, planning staff may see some increase in workload.

60. *Recommendation:* **Staff of the Planning Department and Development Services Administration should jointly develop a code amendment regarding the functions of the CCA.**

61. *Recommendation:* **Based upon the duties prescribed in State law the Planning Department should be designed the CCA. DSA would have secondary duties related to maintaining the list of current building permits and subdivision maps.**

62. *Recommendation:* **Examine the potential staffing impacts created by shifting CCA duties from DSA to the Planning Department.**

Bed and Breakfast Standards

Non-permitted bed and breakfast operations and other transient vacation rentals (TVRs) have been problematic for the County. The Code establishes three categories of B&B's, each with its own approval process. Generally the rules specify that houses with one and two bedrooms can be approved by staff; houses with three or four bedrooms can be approved by the Planning Commission; and houses with five or six bedrooms require County Council approval. While there are some exceptions for historic structures, these thresholds appear to be very low and may encourage illegal activity. If the approval process is too daunting, and the punishment for violation is low, property owners may be encouraged to operate without permits.

The Planning Commission and staff should be given authority to approve B&B's with more bedrooms than currently allowed. A survey of other Hawaiian counties and coastal cities in California should be undertaken to determine an appropriate threshold for staff approval. We believe the Director should have authority to approve up to four bedrooms and the Planning Commission authority to approve up to six bedrooms. Additional standards should also be established for staff and Commission approved permits. Coupled with these new standards should be increased enforcement of facilities without permits.

63. *Recommendation:* **Staff should be allowed to approve bed and breakfasts up to four bedrooms and the Planning Commission to approve up to six bedrooms.**

64. *Recommendation:* **In addition to granting staff and the Planning Commission more authority, code enforcement should pursue those businesses operating without permits.**

Special Management Areas

In Hawaii, each county implements the requirements of the Coastal Management Zone Act (CZMA, HRS 205A) through the creation of special management areas (SMA's). SMA's are a subset of the coastal zone where significant attention is paid to the potential impact that a development may have on coastal qualities. In December 2005, the Department released a Request For Proposal (RFP) seeking the services of a consultant to examine the current program including the SMA boundaries. However, the County was unsuccessful in getting consultants to bid on the project. Some of this may be due to the small budget which was $25,000. Another reason could be the project was asking firms to evaluate if a change in the boundary would still meet the State's goals. Evaluating a new boundary location for compliance against the objectives of the CMA is highly problematic. While no decision has been made on how the project will move forward, one idea is through the use of student interns. The County would like to develop a screening checklist against which to evaluate projects. Interns could assist in the development of that checklist.

Revisiting the SMA requirements and how they are implemented is a move we strongly support. Customers have been concerned that the County is not exempting projects that are exempt under the CZMA. However, this does not appear to be the case. Non-discretionary permits that are submitted through DSA or ZAED are exempt from further review based upon staff completing a very short check form. What does happen occasionally is that exempt projects are not deemed exempt based upon the "cumulative impacts" of the project. State law contains a caveat stating that projects that are normally exempt might not qualify based upon "cumulative impacts." The typical three issue areas where an otherwise exempt project might not qualify for exemption are: water quality/impervious surface, view protection, or beach access. Staff makes a qualitative decision based upon their professional opinion if an exemption should be moved into an SMA minor or major permit.

The flowchart below outlines the current review and approval process for SMA assessments.

Figure 4
Flowchart of the SMA Application Review and Approval Process

We reviewed 471 special management area exemption forms completed between July 2004 and July 2005 to determine the mean average processing time, which was 94 days. That is the average length of time between an assessment form being submitted to the Current Planning Division and the time the project was deemed exempt or a minor SMA permit was granted. While that time can be improved, much of the reason given by staff, which we were unable to substantiate, was the outside agency review particularly by the Department of Land & Natural Resources, State Historic Preservation Division (SHPD). It is important to note that the 94 days is for discretionary projects only. DSA and ZAED have a short form exemption that can be issued over the counter for projects that meet the State exemption requirements and

only need building and zoning approval. It appears that ZAED normally issues 70 percent of the exemptions and Current Planning 30 percent.

There has been much discussion and concern from the public and Commissioners about the SMA boundary. The Planning Department indicates that they have been working with the State for two years on reducing the SMA boundary and streamlining SMA permits. As mentioned above, this was going to be one of the tasks for the consultant. However, with the consultant work in limbo, there is no backup plan to reevaluate the SMA boundary. What can be said is that Maui County drew a wider SMA boundary than other counties in the State when it originally established the program. This was a policy decision that was presumably understood when it was adopted. Today, however, there are questions about how large the boundary should be. While some property owners may want to reduce the width of the boundary, at least one group wants to expand the boundary. The Molokai Planning Commission has stated they would like the entire island of Molokai to be considered within the SMA.

As recent as November 2005, the State of Hawaii, Office of Planning completed an assessment of the various SMA programs throughout Hawaii. The report found that there is "a difference in the substantive basis for SMA permit processing by Maui County" because Maui takes an "integrated coastal management approach which differs significantly from that of other counties in Hawaii." The report also found that the County's submittal and scope of review is broader than other counties since its SMA rules also require evaluation of impacts related to consistency with the General Plan and community plans. The report contains a number of recommendations for further studies as well as recommendations for streamlining.

65. *Recommendation:* **Thoroughly review and discuss the State's Final Assessment Report, November 2005, with the Planning Commissions to determine applicability of the recommendations.**

66. *Recommendation:* **A new work program should be developed that allows the SMA study to move forward. The work program should have an outside timeframe of six to nine months. Recognizing that adoption will take an additional two to three months after the SMA report is complete.**

67. *Recommendation:* **The work program should also focus on the development of a screening checklist that is less subjective than the current review process. A checklist would replace the current list of subjective questions asked on the SMA assessment form.**

68. *Recommendation:* **The Council should consider creating a task force of property owners and environmentalists to work with staff on revisions to the SMA program. The work of the task force should be focused and the timeframe short to assure the best results.**

Secretaries to Boards and Commissions

There are three secretaries to the boards and commissions (SBC), which are responsible for three Planning Commissions, the Urban Design Review Board, the Cultural Resources Commission and the Hana Advisory Committee to the Maui Planning Commission. Each requires verbatim minutes be prepared. Based upon the length of the meetings, a set of minutes can be 50-125 pages long per meeting. This is a tremendous workload issue for the three SBC's and the entire Department.

From time to time, court reporters are asked to attend meetings and prepare the meeting minutes. However, the idea of having verbatim minutes of each meeting is somewhat unusual in our experience. Many agencies have streamlined the meeting minutes to reflect only the actions taken – action minutes. When questions arise about the specifics of a case, video tape or audio tape is reviewed. The Department indicates that they have unsuccessfully argued for action or summary minutes but the Council, Commission and Boards want to know the reasons for actions and conditions of approval. Many planning departments handle this by having detailed findings as part of the recommendations. We suggest that this issue be re-visited. The staff, commissions and County Council should discuss the merits of verbatim versus action minutes. There should also be a discussion if every board or commission needs the same level of detail in their minutes. During our discussions with staff about shortening meeting minutes, they expressed that if minutes were shortened, they did not want to be in the position of determining which part of the meeting needed to be verbatim and which was less important. From the secretaries' point of view, minutes should either be action minutes or verbatim.

Minutes are required under State law to be completed within 30 days of the meeting. The Current Planning Division is having a hard time meeting that requirement given the length of meetings, the number of Commissions, the meeting frequency, and current staffing levels. In the FY 07 budget the Division is seeking to add a Commission Support Clerk. Based upon our review of current operations and conditions and with no change in the requirement for detailed minutes, we would support this expansion position.

69. *Recommendation:* **The Council should discuss the merits of action minutes versus verbatim minutes. Part of that discussion should include which commissions and boards need the greater detail contained in verbatim minutes.**

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70. *Recommendation:* **If the format of the minutes remains unchanged, we support the Department's FY 07 proposed budget requesting the hiring of an additional Commission Support Clerk.**

C.   ORGANIZATIONAL ISSUES

Roles and Responsibilities

During the interviews many staff members voiced concerns over knowing what their individual roles and responsibilities were, and what the roles of managers within the Department are. While each position has a defined set of job specifications, this does not appear to be enough to resolve this issue. Our experience is that clear roles and expectations are critical in an organization. Where an employee fits within the overall organization and what is expected of them is key. Employees also need to know what they can expect of others. These roles and expectations should be articulated and understood Department-wide.

One means of clarifying roles and responsibilities is to look at the process flowcharts and determine where staff members fit into the overall process and what they need to do to meet the timeframes. By understanding the overall process and your individual part in the process employees see the bigger picture. If employees understand the workflow, they will understand their part in that dynamic.

71. *Recommendation:* **Clearly articulate roles and responsibilities by examining the process flowcharts and determining where individual staff fit into the overall process.**

Management duties and responsibilities must also be clarified. Organizationally there are four divisions: Administration, Current Planning, Long Range Planning and Zoning Administration and Enforcement. Administration comes under the responsibility of the Deputy Director with each of the other divisions being managed by a Planning Program Administrator (PPA).

How the Director, Deputy Director and three PPA's divide their management roles and responsibilities should be clarified. For instance, the Director is reviewing and signing some of the letters that are written by the Current Planning Division. The Current Planning Program Administrator is using a database to track all mail that comes into the Division, except for junk mail. This means that staff members are receiving assignments from the PPA and the Deputy Director, which creates workload issues for staff.

We believe the following questions among others need to be resolved. Which letters does the Director need to sign? While the PPA tracks all mail, is that necessary? Recognizing that organizations need to be flexible and not overly hierarchical, should work be assigned by multiple managers? An overarching theme that should guide the management discussions is the need to train, trust and empower staff to make the correct decisions. Again these issues should be resolved by management, and once resolved they should be followed to the greatest extent possible.

72. *Recommendation:* **The Planning Department managers should come together as a team to clearly define roles, responsibilities and expectations. Once these roles are established they should be followed to the greatest extent practicable.**

73. *Recommendation:* **The Current Planning Program Administrator should define which letters should be tracked through the Division's database. The goal should be to reduce the amount of tracking required.**

Span of Control

There are two issues covered by this topic: 1) how many employees can directly report to a supervisor or manager and still be effectively managed and 2) what is the appropriate organization within the Current Planning Division.

An appropriate span of control varies based upon the type of organization and the amount of interaction between employees. However, it is generally agreed that 8-12 direct reports for a mid-manager is appropriate. Within the Current Planning Division, there are 22 employees reporting directly to the Planning Program Administrator. Clearly, it is too many direct reports, which means that important management duties and functions are unfulfilled.

The Planner VI position is the next highest position within the Division. This position could assume more management and administrative duties, such as training, internal policy development and process monitoring. This would require other changes in the organization, because the Planner VI currently handles development projects, review of all environmental assessments and environmental impact statements. If the project duties and EA duties of the Planner VI can be shifted to other staff, that position would be able to assume increased management duties.

Below are a few options we have identified to reduce the span of control of the Current Planning PPA and modify the Division's organizational structure:

- Move the Secretaries to the Board and Commissions to the Administrative Division

- Increase the management duties of the Planner VI position and have some staff reporting to the Planner VI with some staff still reporting to the PPA

- Add a second Planner VI position. The Department has already suggested this as part of a reorganization and the union is reviewing the request.

- Create sub-sections within the Division and add supervising planning positions to lead those sub-sections.

We believe that creating two sub-sections each lead by a Planner VI makes the most sense given the current management and organizational efficiencies.

74. *Recommendation:* **One of the new planning positions should be at a Planner VI level and be a working supervisor.**

75. *Recommendation:* **Reallocate the duties and responsibilities of the current Planner VI's such that they become much more focused on management and supervision. Changes could include oversight of the environmental assessment process, staff training, and assisting in development of internal policy. Further, the Planner VI positions should spend no more than 20% of their time directly on projects.**

76. *Recommendation:* **Once the duties of the Planner VI's have been fully developed, work with Human Resources to revise the job specifications to reflect those changes, if necessary.**

Policy, Process and Training Manual

Many tasks that the Department performs are not specifically defined within the zoning code or within the Municipal Code. In order to assure staff and time consistency, a policy and procedures manual should be developed. A reoccurring criticism is that staff members are not consistent in how projects are handled, how codes are interrupted, or how conditions are written. This can be corrected through the development of a policies and procedures manual. A policies manual with a standard format should be developed that includes a protocol for the drafting and circulation of policies and procedures, a review and signing authority and a person solely responsible for its upkeep. These are duties that should be assigned to the Planner VI position.

It should also be noted that a group of planners is currently collaborating on preparing a training manual. As currently envisioned, there will be 20 modules in the training manual covering all aspects of the planning process. The first module has been

completed and is an excellent piece of work, which condenses a rather complex planning and zoning process in a series of flowcharts.

77. *Recommendation:* **Develop a policies and procedures manual including a format for policy development in the Current Planning Division. Assign responsibilities for policy development and maintenance to the Planner VI position.**

78. *Recommendation:* **The current team of planners working on the training manual should be allocated time, where possible, to continue work on the manual. All interpretations should be committed to written policy and incorporated in the manual.**

D. PROCESS ISSUES

Application Intake

Applications reviewed by Current Planning are submitted either directly to the Division receptionist or they are referred to Current Planning from ZAED. Upon receipt applications are routed to the Planning Program Administrator (PPA) for review. Following PPA review, there are two separate processes depending upon whether the project is approved by the Director or the Commission. The three flowcharts below outline the basic processes for Director approval, Commission approval without a public hearing and Commission approval with a public hearing.

Figure 5
Flowchart for Director Approved Projects

1.
Applicant submits to Current Planning counter

2.
Request forwarded from ZAED

3.
Route to Planning Program Administrator (PPA)
• Determine permit type
• Assign case planner
• File notes/background
2 days

4.
Clerk
• Enter into KIVA
• Application #
• Fee
• Create project file
• Index card
1 day

5.
Case planner
• Check for completeness
• Check land use designation
• Case research
• Agency transmittal
7 days

6.
• Receive Agency comments
• Forward to applicant
• Applicant submits additional documentation (if applicable)
45-90 days

7.
Case planner drafts approval letter and supporting documentation
1 days

8.
Draft letter to PPA
1 day

9.
Draft letter to clerical to format letter and prepare for Director's signature
2 days

10.
Director reviews and signs letter
2 days

Total time = 61-106 days

Figure 6
Flowchart for Planning Commission Approved Projects
(No Public Hearing Required)

1. Applicant submits to Current Planning	2. Route to Planning Program Administrator (PPA) • Determine permit type • Assign case planner • File notes	3. Clerk • Enter into KIVA • Application # • Fee • Create project file • Index card	4. Case planner • Completeness check • Check land use designation • Case research • Agency transmittal	5. • Receive Agency response • Applicant submits additional documentation (if necessary)
	2 days	*1 day*	*7 days*	*45-60 days*

6. Notify applicant of meeting date	7. Case planner prepares report and recommendation	8. PPA reviews and edits report	9. Director review and signs report	10. Secretary to Boards and Commissions (SBC) receives report and compiles Commission agenda
	15-21 days			

11. Planner receives and distributes extra copies of staff report	12. Planning Commission Hearing	13. Hearings Officer conducts pre-hearing conference

Total time = 70-91 days

1. Applicant submits to Current Planning	2. Route to Planning Program Administrator (PPA) to determine permit type	3. Clerk • Enter into KIVA • Application # • Fee collected • Forward application plans to Central Coordinating Agency (CCA)	4. • CCA reviews for completeness • Returns application to PPA	5. PPA • Assigns case planner • Files notes/background • Returns application to Clerk
	2 days	*1 day*	*4 days*	*1 day*

6. Clerk • Creates case file • Index card • Forwards to case planner	7. Case planner • Review quality of submittal • Check land use designation • Case research • Notice of receipt to applicant • Agency transmittal • Begin staff report
1 day	*7 days*

8. Outside agencies, Boards and Commissions • Forward their comments to applicant • Applicant submits additional documentation	9. Case planner prepares notice of hearing to applicant with PPA concurrance	10. Secretary to Board and Commission (SBC) prepares Department notice of public hearing for publication	11. Planner finalizes report with recommendation and submits to PPA	12. PPA reviews and edits report and returns to case planner (if necessary)
		45-90 days		

13. Final report forwarded to Director for final approval	14. Director signs report and sends to SBC	15. SBC compiles agenda packet and forwards extra reports to case planner	16. Planner distributes reports as appropriate and prepares for hearing	17. Commission public hearing and decision unless petition to intervene is granted (see Figure __ Petition Process)

Total time = 54-99 days

We have also mapped the process for contested cases and cases requiring County Council approval. The flowcharts below outline the basic processes.

Figure 8
Flowchart for Planning Commission Contested Cases


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┌──────────────┐   ┌──────────────┐   ┌──────────────┐   ┌──────────────┐   ┌──────────────┐
│      1.      │   │      2.      │   │      3.      │   │      4.      │   │      5.      │
│   Planning   │→  │• Staff       │→  │  Commission  │→  │Pleanner      │→  │Mediator      │
│Commission    │   │ prepares     │   │selects       │   │compiles      │   │conducts      │
│grants        │   │ decision     │   │mediator and  │   │record for    │   │sessions with │
│petition to   │   │ letter       │   │hearing       │   │mediator and  │   │parties       │
│intervene     │   │• Clerical    │   │officer       │   │notifies      │   │              │
│              │   │ inputs       │   │              │   │mediator      │   │              │
│              │   │ decision     │   │              │   │              │   │              │
│              │   │ letter and   │   │              │   │              │   │              │
│              │   │ attaches     │   │              │   │              │   │              │
│              │   │ record in    │   │              │   │              │   │              │
│              │   │ KIVA         │   │              │   │              │   │              │
└──────────────┘   └──────────────┘   └──────────────┘   └──────────────┘   └──────────────┘
                         15-60 days
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15-60 days

Figure 9
Flowchart for County Council Approved Projects

The flowcharts contain specific suggested timeframes for project review and processing. There are steps outside the control of the Department (e.g. outside agency review and Commission hearings). There appear to be particular problems with the Water Department as well as outside agency review. However, the timeframes for items within the control of the Department should be met. The flowcharts should be reviewed and adopted as a performance standard for the Current Planning Division.

79. *Recommendation:* **The flowcharts should be reviewed and timeframes validated, and they should be adopted as performance standards for the Current Planning Division.**

80. *Recommendation:* **Upon adoption of the timeframes, the Current Planning Division should strive to meet the timeframe standards 90% of the time.**

There are two additional points on processing of applications. First, projects are at different levels of complexity and the simpler projects should be removed from the system and dealt with quickly – projects should be triaged based on complexity. Second, for projects that are reviewed more than once, the review time of each subsequent review should be reduced by 50% (e.g., first review 30 days; second review 15 days).

81. *Recommendation:* **Project review time should be reduced by 50% for each subsequent review (i.e., first review 30 days; second review 15 days; third review seven days).**

82. *Recommendation:* **A triage list for projects should be developed so that simpler projects can be reviewed quickly and removed from the system queue.**

Planner of the Day

ZAED receives most of the phone calls within the Planning Department and therefore, have a planner specifically assigned to answer general questions. While Current Planning does not receive the same volume of calls for planning information, we believe the Division should still assign a planner of the day (POD). Under such a system planners would take turns serving as either the primary POD or the backup POD one day a week. This would give the public direct access to a planner during normal business hours and be a tremendous improvement in public service. Specific duties of the POD would include:

- Answering general phones calls and email about the planning or public hearing process
- Accepting applications submitted to the Division
- Serving as a resource to ZAED or DSA as questions arise

83. *Recommendation:* **A Planner of the Day (POD) system should be established within the Current Planning Division. The POD should be available to internal staff and the public during all normal business hours.**

Staffing Levels

Permit activity is the primary factor in assessing staffing needs. As part our study, we examined five years of permit data. During that time period, activity levels have increased from a total of 818 permits per year to 1,253 permits per year, or a 53.2% increase in activity. Table 12 below shows the number of permits by type for fiscal years 2001-2005.

Table 12
Number of Permits by Type – Fiscal Years 2001 - 2005

Permit Type	FY 2001	FY 2002	FY 2003	FY 2004	FY 2005	5-Year Average	Min. Processing Time (hrs./permit)	Max. Processing Time (hrs./permit)	Median Processing Time (hrs./permit)	Total Permit Processing Time FY 2005
State Boundary Adjustments >15ac (A)	0	2	2	6	6	3.2	67.0	141.0	109.0	654.0
State Boundary Adjustments <15 ac (DBA)	5	4	4	9	15	7.4	55.0	143.0	103.0	1,545.0
State LUC Special Use Permit (SUP 1 & 2)	23	25	7	14	10	15.8	33.0	90.0	64.0	640.0
Project District Review PH 1	1	3	1	1	1	1.4	132.0	180.0	156.0	156.0
Project District Review PH 2	1	5	1	4	9	4.0	52.0	60.0	56.0	504.0
Project District Review PH 3	5	5	10	19	22	12.2	4.0	8.0	6.0	132.0
Change in Zone (CIZ)	15	18	19	17	24	18.6	55.0	143.0	103.0	2,472.0
Community Plan Amendment (CPA)	9	9	4	6	11	7.8	55.0	143.0	103.0	1,133.0
Conditional Permits (CP)	28	39	13	14	13	21.4	37.0	110.0	72.0	936.0
County Special Use Permits (CUP)	6	6	5	4	12	6.6	33.0	90.0	64.0	768.0
Accessory Use Permits (ACC)	3	2	1	4	2	2.4	10.0	18.0	14.0	28.0
Planned Development (PD 1-3)	6	2	5	11	24	9.6	59.0	104.0	90.0	2,160.0
Historic District Permits (HDC)	44	17	7	9	11	17.6	15.0	31.0	23.0	253.0
Historic District Signs (HDS)	1	16	59	11	10	19.4	2.0	4.0	3.0	30.0
Historic District Approvals (HDA)	31	31	41	31	28	32.4	3.5	10.0	6.8	189.0
Bed & Breakfast Permits (BB 1-3)	7	11	3	7	5	6.6	3.0	20.0	11.5	57.5
B&B Time Extensions	4	15	10	12	20	12.2	5.0	10.0	7.5	150.0
Special Management Area Permits (SMA)										
Major Permits (SM 1)	23	24	31	34	39	30.2	20.0	75.0	47.5	1,852.5
Amendmentsto SM1	2	15	10	10	23	12.0	7.0	30.5	15.0	345.0
Monitoring & Compliance Reports (PCR & FCR)	2	14	21	13	22	14.4	1.5	10.5	5.0	110.0
Minor Permit - Maui (SM 2)	79	160	219	171	144	154.6	1.5	10.5	6.0	864.0
Minor Permit - Molokai (SM 6)	2	4	10	6	2	4.8	12.5	34.5	20.0	40.0
Minor Permit - Lanai (SM 7)	2	2	4	1	1	2.0	1.5	10.5	6.0	6.0
SMA Emergency Permit (SM 3)	0	2	1	4	4	2.2	2.5	18.5	10.5	42.0
SMA Exemption (SM 5)	378	435	478	534	525	470.0	1.5	9.0	5.3	2,756.3
SMA Appeals of Administrative Approval	5	6	5	0	4	4.0	10.0	250.0	130.0	520.0
Other Applications/Reviews										
Shoreline Setback Variances (SSV)	1	2	3	1	2	1.8	20.0	73.0	46.5	93.0
Shoreline Setback Admin Approvals (SSA)	22	21	16	20	23	20.4	3.5	25.5	12.0	276.0
Shoreline Setback Determinations (SSD)	na	na	na	4	21	12.5	3.5	25.5	14.5	304.5
Environmental Assessments (EA)	13	11	8	13	18	12.6	8.5	30.5	19.5	351.0
Environmental Impact Statements (EIS)	1	4	3	3	2	2.6	18.5	55.0	36.8	73.5
EA Exemptions (EAE)			58	96	59	71.0	1.5	8.5	3.0	177.0
Landscape Plan Approval (LPA)	56	58	62	58	86	64.0	1.0	8.0	4.5	387.0
Off-site Parking (ISP & OSP)	5	8	11	9	4	7.4	4.0	10.0	7.0	28.0
County Town Business Review (CTB)	7	5	10	6	14	8.4	6.0	12.0	9.0	126.0
Variances & Appeals for Public Hearing	31	30	18	51	37	33.4	12.0	80.0	46.0	1,702.0
Totals	**818**	**1011**	**1160**	**1213**	**1253**	**1091.0**				**21,861.3**
Percent Change Year to Year		**23.59%**	**14.74%**	**4.57%**	**3.30%**	**53.18%**				

The Current Planning Division has seen a sizeable increase in staff over the past few years. One of the issues Zucker Systems was specifically asked to address was appropriate staffing levels. We examined the permit history during fiscal years of 2001-2005 to determine trends in permit activity. Table 12 indicates that activity has increased from 818 permits per year in FY 01 to 1,253 permits in FY 05, which is an increase of 53.2% across the 5 year period. It should also be noted that these only included permits the Current Planning Division processes directly. Therefore, it did not include permits that other units, such as ZAED, processed where Current Planning may have acted as an advisor in the review of a permit.

Table 12 also indicates that there were large increases in permit activity in FY 02, (23.6% increase), and FY 03, (14.7% increase). Activity is still increasing, but at a slower pace. Looking ahead, the Planning Department has projected in their draft budget that activity will continue to increase at least to the end of FY 07.

To determine staffing levels, we used the permit activity for FY 05 as the basis. Using these numbers, staff spent a total of 21,861 hours processing permits during FY 05. We also analyzed the effective number of hours staff works during the year. By taking total potential hours and subtracting out vacation, holiday and sick time, staff has 1,564 hours available to work. However, not all that time is spent processing permits, some time is spent answering questions for the public unrelated to permits, or providing information to other departments for permits that Current Planning does not process. While the amount of time spent on other activities varies by position, staff estimates that, on average, 20% of their time is not spent processing permits. This further reduces time on cases by 313 hours (1,564 less 20%), which leaves 1,251 hours for processing all the Current planning cases. Dividing 21,861 hours (total time permit processing in FY 2005) by 1,251 hours (time per planner) yields a need for 17.5 planners, excluding management.

Currently, the Division has 15 professional planner positions, however, three are vacant. Additionally, two of the 15 are management - the Planner VI and the Planning Program Administrator. This leaves 13 planners to work on cases where our data indicates the need for 17.5 planners. However, three positions are vacant leaving only 10 planners available. The question of what to do with this information is important to existing staff who feel overworked, and the public who feel underserved. Potential options include:

- Fund and hire four additional planning positions.

- Reengineer the process.

- Have managers actually manage the system as suggested earlier in this report.

- Extend the permit processing and review timelines so the Department is not promising what it cannot deliver.

▪ Some combination of the above.

These options and others are policy discussions that the Department and the Council need to fully air. However, we would suggest the last option – that some combination of the above be pursued.

84. *Recommendation:* **In order to balance workload with staffing levels and customer expectations we suggest the following:**

- ▪ **The Planner IV position should be a true management position as discussed.**

- ▪ **Management should clarify its roles, responsibilities and expectations vis-à-vis each other.**

- ▪ **The timeframes in the process flowcharts should be adopted so there are expectations of staff.**

- ▪ **Recently hired staff should be properly trained.**

- ▪ **Two additional current planners should be hired and properly trained.**

- ▪ **One of the new current planners should be a Planner VI.**

- ▪ **The system should be monitored for 9 to 12 months before adding further staff or revising timelines.**

Clerical Support Staff

In addition to the three SBC's, there are five additional clerical positions with one vacancy. As part of the FY 07 budget, the Current Planning Division is requesting two new Clerk III positions. While we did not look specifically at clerical workload issues, it does appear there is need for at least one new clerical position. We would support one addition but not two. This position should be dedicated to filing and organizing the Division case files, which we have noted are in disarray. (Recommendation 82) specifies a planner of the day system who would be responsible for the intake of applications. This change along with the planning staff giving out their direct phone numbers will reduce the workload on the current clerical staff to some degree.

85. *Recommendation:* **An additional Clerk Typist should be hired specifically to organize the Division case files. This would be a new position.**

86. *Recommendation:* **Reevaluate the clerical staffing levels within 12 months after the other changes have been made to determine if additional clerical help is needed.**

Post-Approval Review

Following approval of discretionary permits through the Current Planning Division, construction plans and documents are submitted by the applicant to Development Services Administration for plan check and building permit issuance. How the conditions of approval are monitored and enforced, and by whom, is an issue in most large jurisdictions. In Maui a standard condition is imposed on many projects requiring submittal of a preliminary and final compliance report. The compliance reports are a self-certification process whereby the applicant states how they have met the conditions of approval. Preliminary compliance reports are submitted at the time of the building plan check and final compliance reports are submitted at the end of project construction prior to occupancy.

While self-certification can be a viable method of determining compliance, the County should develop reporting standards. Staff should develop standards outlining contents of the preliminary and final compliance reports and a procedure for staff to review and comment on the compliance reports. Additionally, staff should sign-off on the report at plan check and at building final. The degree to which projects comply with conditions of approval is hard to gauge, but if there is not a standard system for verifying condition compliance the time and effort spent reviewing projects and crafting conditions is for naught.

87. *Recommendation:* **A standard report format should be developed for preliminary and final compliance reports.**

88. *Recommendation:* **Submittal requirements should be formalized so applicants/architects know what they need to submit.**

89. *Recommendation:* **The policy manual should describe the compliance process and its implementation to assure uniform review of submittals.**

90. *Recommendation:* **Consider amending the Municipal Code requiring preliminary and final compliance reports for all discretionary projects.**

Office Space

The existing working conditions within Current Planning are substandard. There are too many staff members in too small an area and there is no reception area, or adequate public counter. Plans have been prepared for the Current Planning Division to move across the street to One Main Plaza within the next several months. The plans appear to be an improvement over the current layout. In the new location there will be

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a small lobby and a front counter area, but there is inadequate storage space. We would suggest that in order to free up the lobby area, the main door to the suite should be relocated to open against a wall and not into the middle of the lobby area.

91. *Recommendation:* **Examine the new floor plan for Suite 619 to assure there is adequate storage space and relocate the main door so that it opens against a wall.**

Design Review Board

The Department works with a voluntary Design Review Board that includes a variety of professionals. There is a checklist of what should be included in packets for the Board but the transmittals are not always complete, which makes the job of the Design Review Board members more difficult.

92. *Recommendation:* **Packets for the Design Review Board should carefully follow a checklist of required submittal items.**

VII. LONG RANGE PLANNING DIVISION

A. PROFILE

Authority

Long Range Planning receives its authority both through the State of Hawaii laws and the Charter of the County of Maui. The Charter directives for the Department of Planning include:

- Recommend revisions of the General Plan at least every 10 years to guide the development of the County.
- Prepare, administer, and enforce long-range planning programs.
- Prepare, administer, and enforce a cultural resource management program.

Staffing and overall program direction is included in the County's annual budget.

Organization

The Division consists of thirteen positions organized in two sections as shown in Figure 10. One section is primarily the focus for long-range planning and the General Plan; the other section primarily focuses on the Geographic Information System, however, there is some crossover of functions.

Figure 10
Long Range Planning Organization Chart

Planning Program Administrator	
	Clerk Typist III

Planner VI
Community Planning

GIS Analyst VI
Geographic Info Systems

Planner V	**GIS Analyst V**
Planner V	**GIS Analyst I**
Planner V	**GIS Technician II**
Planner V / Cultural Resource	**GIS Technician I**
Planner III	

The specific positions and responsibilities for the Long Range Planning Division are shown in Table 13.

Table 13
Long Range Planning Division Positions and Responsibilities

Position	Number of Positions	Responsibilities
Planning Program Administrator (PPA)	1	Manages the Long Range Planning Division, reports to the Planning Director and Deputy Director.
Clerk Typist III	1	Handles all the clerical and office management functions including receptionist duties and making travel arrangements. Reports to the PPA.
Planner VI	1	The senior person in the Community Planning section. Assists the PPA with the supervision of the Planner III and Planner V's. Develops long-range plans and policies. Reports to the PPA.
Planner VI	1	The senior person in the GIS section. Assists the PPA with the supervision of the GIS Analyst and GIS Technicians. Performs complicated GIS analysis and GIS product development. Reports to the PPA.
Planner V	3	Develops long-range plans and policies and administers special planning projects. Reports to the PPA and is tasked on a daily basis by the Planner VI.
Planner V	1	Heads the Cultural Resource program and administers the Cultural Resource Commission. Reports to the PPA and is tasked on a daily basis by the Planner VI.
Planner III	1	Conducts planning research and analysis related to long-range planning. Reports to the PPA and is tasked on a daily basis by the Planner VI.
GIS Analyst V	1	Runs GIS-based planning models and prepares GIS maps. Reports to the PPA and is tasked on a daily basis by the GIS Analyst VI.
GIS Analyst I	1	Creates, verifies, edits and maintains GIS data. Reports to the PPA and is tasked on a daily basis by the GIS Analyst VI.
GIS Technician II	1	Prepares, inputs, edits and maintains GIS data. Reports to the PPA and is tasked on a daily basis by the GIS Analyst VI.
GIS Technician I	1	Prepares, inputs, edits and maintains GIS data. Reports to the PPA and is tasked on a daily basis by the GIS Analyst VI.

B. OVERALL ISSUES

Management

This is a well-managed division with an enthusiastic staff. The Program Administrator uses a variety of work program documents and control charts and has also documented a variety of administrative procedures.

Both the long-range program and the GIS program have been of major interest to the Council. As such, the size of this function has been growing. Of major importance will be the completion of the General Plan. As the most senior member of the Long Range Planning Divisions staff, the Program Administrator will need to give substantial hands-on direction to the General Plan program. As such, he may need to consider delegating more to the Planner VI and the GIS Analyst VI.

The Program Administrator currently supervises 12 employees while being assisted by the Planner VI and the GIS Analyst VI. Twelve direct reports are as many, if not

more, than can normally be handled for this type of function. Additionally, it is likely that this function could grow in the future.

93. *Recommendation:* **The Long Range Planning Program Administrator should consider delegating more to the Planner VI and GIS Analyst VI.**

C.   LONG RANGE PLANNING ISSUES

Capital Improvement Program (CIP)

The County Charter under powers, duties and functions for the Department of Planning includes:

- ▪ *Review the list of proposed capital improvements projects contemplated by the County and recommend the order of their priority to the Mayor.*

Bill 84, which is now Chapter 2.80B, and addresses the general plan, indicates:

- ▪ *Preparation of County budgets and capital improvement programs shall implement the General Plan to the extent practicable.*

- ▪ *The implementation program shall include a capital improvement element, a financial element, and an implementation schedule.*

- ▪ *The capital improvement element shall describe regional infrastructure systems and regional public facilities and services that will be needed over the 20-year planning period.*

To the extent the Department participates in the capital improvement program the work is undertaken in the Long Range Planning Division. However, only minimal staff time is allocated to this activity. Staff indicates that they do little to prioritize CIP projects nor is there careful implementation of the policies, goals and objectives of the community plans. The Charter, along with Bill 84 implies a much greater role for the Planning Department. Bill 84 sets forth a specific emphasis for the General Plan effort as related to capital improvements. This should provide for much greater planning involvement, but the Department will need to make certain that they have adequate staffing for this function and that appropriate review procedures are established with the Mayor's office and the Department of Finance.

94. *Recommendation:* **The Planning Department should develop a formal policy agreement with the Mayor's office and the Finance Department in relation to the Department's role with the CIP program.**

Community Plans

The County has adopted community plans for nine areas which cover the entire County. This is a good approach for detailed planning for the County. Once the revised General Plan is completed, it is anticipated that these plans will be updated. The community plan updates should be included in the Division's annual work program.

95. *Recommendation:* **The Long Range Planning Division should include updating the community plans as part of its annual work program.**

Given the governmental structure of Hawaii, the Planning Department serves as both a city and county planning department. In the past, county-type issues appear to have taken on more priority than city-type issues. As the County continues to develop, it is likely that the demand for city-type issues will become more evident. As this occurs the Department may wish to consider some geographic specialization. The Council has already recognized this in requesting that a planner be assigned to Milokai and Lahaina. As resources become available, the Long Range Planning Division should look at the potential to organize some of its staff by geographic areas. In the long term this could also lead to some geographic organizing by Current Planning and ZAED.

96. *Recommendation:* **The Long Range Planning Division should investigate the potential for organizing part of the staff by geographic areas.**

Double Dipping

Two planners in the Division were transferred from Current Planning and are still completing projects from their previous positions along with work for their current positions. Although some staff feel that this in not appropriate, we support this approach as it is the most efficient approach and also can work well for the customers. However, it is important that management calculate the total workload for these employees and reflect it in their assignments. It is also reasonable to have a cutoff point for these assignments, perhaps six months.

97. *Recommendation:* **Management should review the assignments for planners transferred from Current Planning and make certain these assignments are recognized in each employees work program. Work that is required beyond a six-month period should be transferred to a Current Planning planner.**

General Plan

The Long Range Planning Division is underway on the ten-year update to the General Plan. This will be one of the most important projects for the Department and will involve numerous policy decisions. The direction for this program is outlined in Bill 84. An extensive citizen advisory group has been appointed by the Council. Plan Pacific Inc., is a consultant that is assisting in this effort with a $366,950 budget. At the time of this study, $278,027 remains in this budget. Unlike the existing plan, the new plan is intended to have land use maps. One of the big issues will be to determine if any growth boundaries will be extended.

This program appears to be off to a good start. We attended the first meeting of the General Plan Advisory and were most impressed by the members and the process being used.

Relation to Current Planning

It is not unusual that there are communication problems or other issues between the Long Range and Current Planning divisions. The employee surveys indicate that this is the case in Maui. Issues include:

- At times new plans or regulations are circulated for implementation and Current Planning claims it had no input. Examples included Greenway plans for Upcountry and the Puamana to Pali Plan, which is currently being formulated.

- Sometimes plans are not circulated to Current Planning.

- At other times, plans are circulated but Current Planning does not have time for adequate review due to other workload issues.

The Program Administrators for Long Range and Current Planning should work out how to best close this communication problem. When Current Planning establishes its staffing levels, sufficient time should be allocated for review of pending plans and regulations. Having Current and Long Range Planning in the same building with the expanded office space may help with the communication issues.

98. *Recommendation:* **The Program Administrators for Long Range and Current Planning should work out how to best close the communication issues between the two divisions.**

Work Program

In the past, there has been a lack of long-range planning for the County. The Long Range Planning Division was eliminated in 1997 but was recreated in 2002. In April

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2004, there were only three positions filled. Today there are 11 positions filled. However, given the County's long range planning needs, it is essential that the Division develop a detailed work program for Mayor and Council consideration as part of the budget process. It is not within our scope to suggest what items should be included in that program. Some areas suggested by staff include:

- Development of impact fee program
- Form-based or new urbanism codes
- Concurrency management ordinances
- Cultural overlay ordinance
- Implementation actions that will come from the General Plan effort.
- Development of a geodatabase to integrate some of the land use data that Real Property Tax, Planning and Public Works maintain.
- Affordable housing issues
- Infrastructure issues

The Division does use a Gant chart that lists all its tasks, the duration of each task and deadlines for each task. This is an excellent document for internal management and control. However it is too detailed for the Mayor and Council. What is needed is a simple list that lists all projects desired for the fiscal year along with the amount of staff required for each project. There should also be a list of other projects that could be included if the Division had more staff.

99.   *Recommendation:* **The Long Range Planning Division should prepare a simplified work program for consideration by the Mayor and Council as part of the annual budget process.**

VIII. ZONING ADMINISTRATION AND ENFORCEMENT DIVISION (ZAED)

A. PROFILE

The Zoning Administration and Enforcement Division (ZAED) was formed in 1996 as a result of the County Charter Amendment that transferred the Board of Variances and Appeals (BVA) to the Planning Department from Public Works. ZAED enforces the County's zoning and sign ordinances though plans review, inspection, investigation and enforcement activities. The unit also handles zoning inquires from the general public and acts as staff support to the BVA. The Division has 15 professional positions and two administrative support positions. Currently, 14 of these 17 positions are filled. ZAED is comprised of three sections: Plans Review, Zoning Enforcement and Zoning Administration.

In addition, ZAED acts as staff support to the BVA. The BVA consists of nine members and hears and determines applications for variances to the zoning, subdivision and building ordinance as well as contested enforcement matters. The BVA handles 30 to 40 items per year.

Authority

The division operates under a variety of laws and ordinances including, Hawaii State Planning Act (Chapter 226, HRS), Federal and State environmental law, State and Local Zoning Code (Chapter 46, HRS) and (Title 19, MCC) respectively, the Coastal Zone Management Act (Chapter 205A, HRS), the 1990 General Plan Update (Bill 84), and a variety of local community plans.

Organization

Figure 11
Zoning Administration and Enforcement Organization Chart

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                    ┌──────────────────────────────┐
                    │ Planning Program Administrator │
                    └──────────────────────────────┘
  ┌─────────────────┐          │          ┌─────────────────┐
  │ Secretary to    │          │          │ Clerk-Typist III │
  │ Boards and      │          │          └─────────────────┘
  │ Commissions II  │          │
  └─────────────────┘          │

  ┌─────────────────┐  ┌─────────────────────┐  ┌──────────────────┐
  │ Zoning          │  │ Zoning              │  │ Plan Review      │
  │ Enforcement     │  │ Administration      │  │ Section          │
  │ Section         │  │ Section             │  │                  │
  └─────────────────┘  └─────────────────────┘  └──────────────────┘
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Zoning Enforcement Section	Zoning Administration Section	Plan Review Section
Zoning Inspector II	Planner IV	Land Use & Building Plans Examiner
Zoning Inspector II	Planner III	Land Use & Building Plans Examiner
Zoning Inspector II	Planner II	Land Use & Building Plans Technician
Zoning Inspector I		Land Use & Building Plans Technician
Zoning Inspector I		Land Use & Building Plans Technician

The specific positions and responsibilities for ZAED are shown in Table 14.

Table 14
ZAED Positions and Responsibilities

Position	Staff Levels	Responsibilities
Planning Program Administrator (PPA)	1	Manages the day-to-day functions of the Division, sorts its mail, assigns and monitors workloads and assigns work to clerical staff. Reports to the Planning Director and Deputy Director.
Planner VI	1	Responsible for staff training and development, handles floodzone reviews and fields inquiries from the public. Reports to the PPA.
Planner III	1 (vacant)	Processes land use and zoning cases for administrative or Commission approval. Reports to the PPA.
Planner II	2 (1 vacant)	Processes land use and zoning cases for administrative or Commission approval. Reports to the PPA.
Land Use and Building Plans Examiner	3	Responsible for reviewing building permit applications for zoning consistency. Reports to the PPA.
Land Use and Building Plans Technician	2	Entry level position responsible for reviewing building permit applications for zoning consistency. Reports to the PPA.
Zoning Inspector II	3	Responsible for investigating zoning violations and performing zoning compliance inspections. Reports to the PPA.
Zoning Inspector I	2 (1 vacant)	Entry level position responsible for investigating zoning violations and performing zoning compliance inspections. Reports to the PPA.
Secretary to Boards and Commissions II	1	Prepares Commission notices, agendas and packets. Attends Commission meetings and prepares verbatim minutes. Staffs the Maui, Molokai, Lanai Planning Commission, the Hana Advisory Committee, County Urban Design Review Board, Maui Redevelopment Agency and the County Cultural Resources Commission. Reports to the PPA.
Clerk Typist III	1	Formats all letters sent by the Division, reponsible for accounts payable, prepares contracts, inputs data into the Kiva system, acts as receptionist, routes plans to other divisions and departments for comment, and coordinates travel plans. Reports to the PPA.
Totals	**17.0 FTE's**	

B. PLANS REVIEW AND ZONING ADMINISTRATION SECTIONS

The Plans Review Section and Zoning Administration Section handle processing of building permit applications, zoning changes, subdivision applications, farm plans and sign permits. Building permit applications constitute the majority of the workload and can range from simple remodels to large commercial projects. Any other types of land use applications are handled by Current Planning or, for simple applications, are cleared by Public Works plan check staff for zoning. The staff also provides staff support to the BVA (e.g., preparing agendas and minutes).

The two Sections reviewed and approved 3,400 building permits in 2005. In addition, the Sections approved 252 farm plans, 99 subdivision applications and 37 variances

and Appeals for Public Hearing. The Sections also handled 30,940 public zoning inquiries.[1]

Workload Management

Processing of building permit applications* is seriously backlogged. Section management does not know how many permit applications are backlogged. The current turnaround time is four months. The standard or targeted turnaround time as established in the budget is 25 days so the actual experience is significantly in excess of the standard. As will be discussed later, much of the backlog can be attributed to staffing changes and departures in the Plans Review Section.

In addition to the lack of experience, little effort is made to organize and monitor backlogged applications. Kiva has features that allow aging and monitoring of outstanding applications but these are not used. The actual plans and applications themselves are strewn around the office or stored in boxes in the hallways. There has been a total lack of space in the offices. However, with the moving of some staff it should be possible to find space for a plan rack for some of the plans. Subdivision applications are being reviewed but only on a time available basis, due to the recent departure of the planner who specialized in these projects. Farm plans and sign permits are relatively up to date. As a result of these management limitations, projects are reviewed on a first-in, first-out (FIFO) basis. This system may promote fairness yet projects are pulled out of the queue and processed faster when applicants complain about delays. In addition, FIFO makes no allowance for the complexity of the applications. The average review time for building permits is about an hour, however many applications can be addressed in a half-hour or less. These simple applications (e.g., a new deck or room addition) get in line behind new construction, coastline projects, etc.

The concept of a separate plans review unit to handle routine applications freeing up Current Planning for more complex applications is commendable. However, the Plans Review Section handles many complicated applications that would be better addressed by Current Planning. These include existing non-conforming development, major commercial projects and subdivision applications. Blending these applications with simple applications dilutes the focus of Plans Review and causes unnecessary delays given the FIFO system of treating all applications equally. This is especially troublesome given the lack of experienced staff in Plans Review. It could be many months or even years before the Plans Review staff is sufficiently trained, supervised and stable enough to be able to handle more complicated applications. Public Service can be improved dramatically by limiting the Plans Review Section to those

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[1] Figures in this paragraph have been rounded slightly.
* This discussion does not include farm plans, zone changes or subdivision applications.

applications that can be processed quickly with a minimal amount of research or extra review steps.

Many jurisdictions have implemented over-the-counter (OTC) processing of simple permits such as re-roofing, remodels, decks, etc. Where zoning issues are not in question and review steps are limited to quick checks such as ensuring that building envelopes or mass do not change an application should be approved when submitted by the applicant. In a way, this occurs now in Public Works when its plan checkers can ascertain that a project is compliant with the zoning code they clear it at that time. However, enough simple projects still go through the Plans Review Section that an opportunity is lost to improve public service and reduce turnaround times for some projects.

100. *Recommendation:* **ZAED management should conduct daily and weekly reviews of Kiva application data to determine the extent of backlogged items, check the status of older applications (e.g., is Planning still waiting for information from the applicant?), identify applications that can be pulled out of the queue and approved quickly, identify applications that should be transferred to Current Planning, etc. Aging reports should be formatted and produced frequently to determine progress towards alleviating backlogged applications.**

101. *Recommendation:* **The Planning Department should transfer responsibility for reviewing subdivisions and complicated projects (e.g., existing non-conforming, major commercial, shoreline) to the Current Planning Division.**

102. *Recommendation:* **The Planning Department should purchase a plans rack for storing and organizing pending and backlogged plans and applications. This would clean out work areas and ensure that plans are not misplaced, stolen or lost.**

103. *Recommendation:* **The Planning Department should implement an over-the-counter (OTC) approval process whereby applicants can present plans for simple projects (e.g., decks, re-roofs, remodeling) for zoning clearance at a public counter. This will require the construction of a public counter and better access to parcel data for counter staff. (Hopefully with the moving of some staff, space can be made available for the counter.) An OTC approval process will avoid adding simple projects to the backlog that would most likely be approved with only a**

cursory review freeing up the applicant to concentrate on getting structural approvals from Public Works.

Staffing Levels

ZAED has been plagued by significant staff turnover and an inability to retain experienced staff. In fact, much of the backlog in plan review can be attributed to staffing changes and departures. In the past few months, ZAED has lost an experienced planner handling subdivisions (according to the Department this was an unexpected retirement) and the lead planner that anchored the review of building applications has gone out on long-term disability and will probably not return. The tenure of those remaining is very short. Of the four planners handling building applications, none have been with ZAED for longer than a year and two are new hires. An analysis of backlog numbers and staffing levels show that the Plan Review Section is understaffed by one or two planners. In addition, an additional planner is needed to handle subdivision applications.

104. *Recommendation:* **The Planning Department should hire an additional planner for the Plan Review Section to handle subdivisions and building permits. However, this requirement can be reduced if subdivisions and/or complicated applications are transferred to Current Planning.**

Public Service

ZAED receives approximately 2,500 zoning inquiries from the public every month. Many of these inquires are from property owners or real estate agents trying to determine what can be done with a specific parcel of land. ZAED currently has a 16-day backlog in replying to these inquires in excess of the 14-day standard as established in the budget. The Planning Department is handicapped in its ability to provide good customer service by the absence of a counter where planners can meet with the public to go over plans and research zoning maps or query a GIS terminal to research zoning restrictions. Currently, planners meet with the public in the ZAED library, in a cubicle or standing up. In addition, members of the public and applicants must visit two departments to discuss a project: Public Works regarding structural questions and issues, and Planning for zoning and other land use issues. In many jurisdictions, these two functions are collocated to reduce confusion on the part of the public and to expedite customer service.

105. *Recommendation:* **The Planning Department should construct a public counter collocated with Public Works. The public counter should be**

staffed with a Planner-On-Duty (POD) rotated among Plan Review Staff.

Review Process

Figure 12 illustrates the process used for reviewing building permit applications.
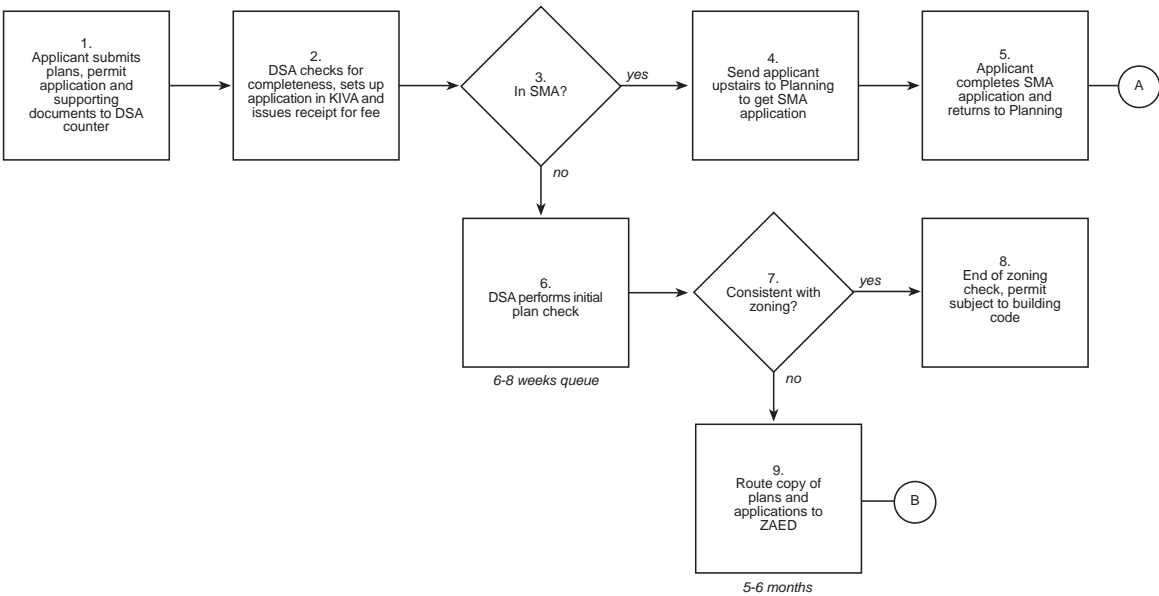
Figure 12
Flowchart for Building Permit Plans Review

Figure 12-A
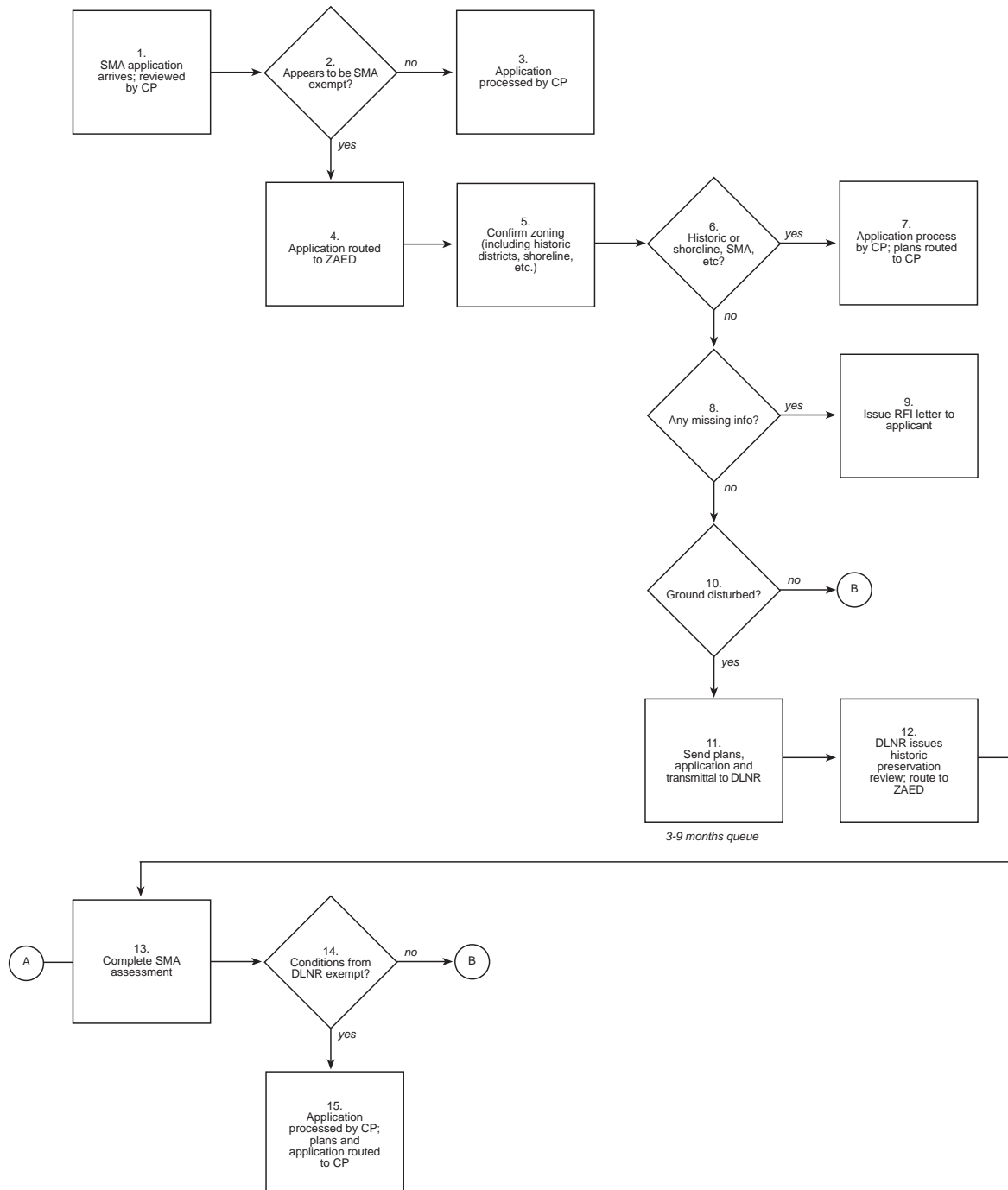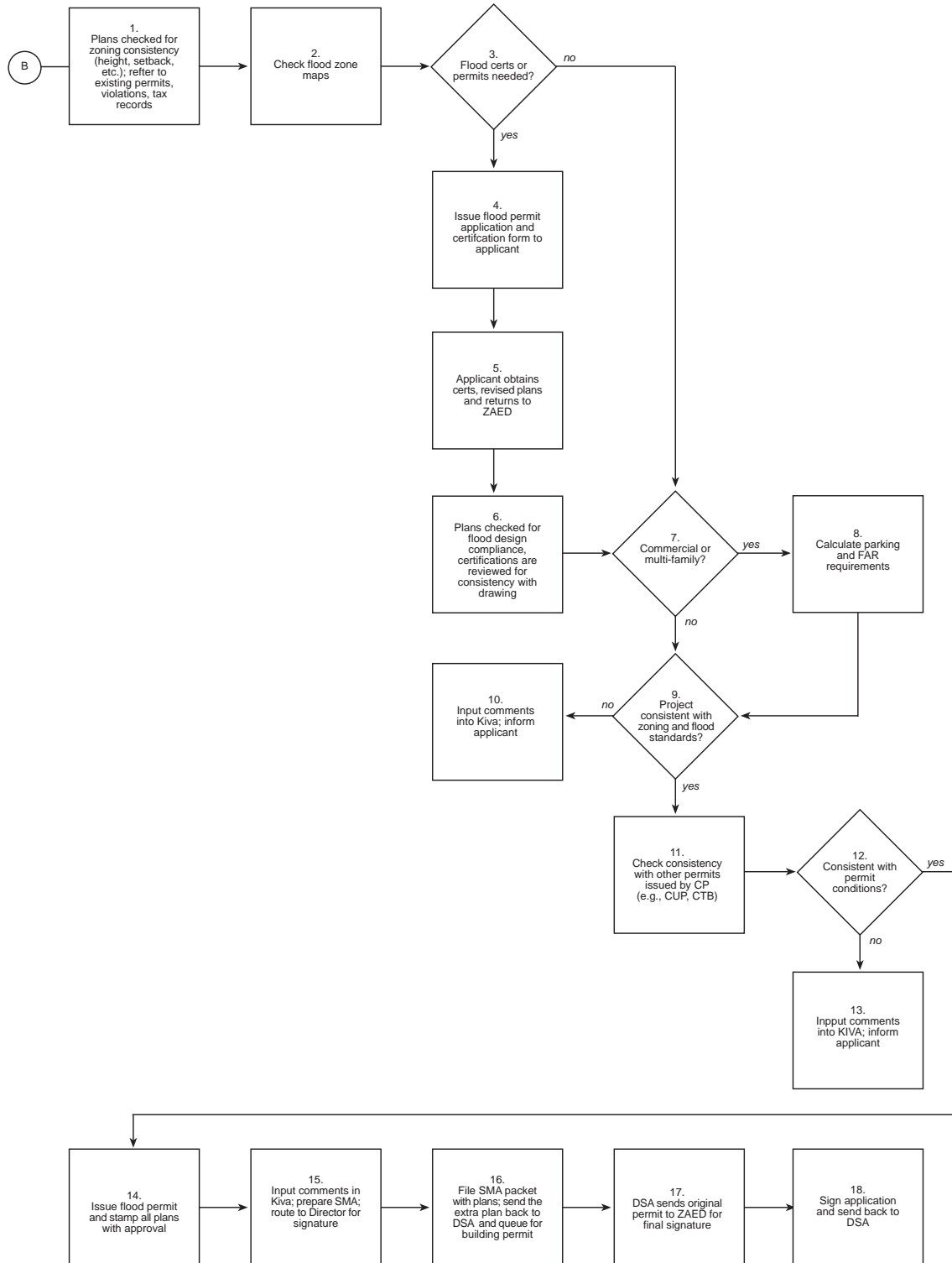**Flowchart for Building Permit Plans Review**

Figure 12-B
Flowchart for Building Permit Plans Review

The processing of development applications is hindered by the confusion inherent in Section 19.510.010 of the Zoning Ordinance. This section states (italics added for emphasis):

> C. Central Coordinating Agency.
>
> 1. Review of Applications by the Director of Planning. *All applications required by this title shall be submitted to the director of planning. Not more than five business days from the date upon which an application was submitted to the director of planning, the director of planning shall submit the application to the director of public works.*
>
> 2. Review of Applications by the Director of Public Works and the Administrator of the Land Use and Codes Division. *Not more than fifteen business days from the date upon which an application is received by the director of public works*, *the administrator of the land use and codes division of the department of public works shall review the application to determine if the application is complete or incomplete and transmit the application, if complete, to the director of planning* for further processing or to the applicant, if incomplete, with a written statement which identifies the portions of the application determined to be incomplete.

This has the effect of delaying the planning review for at least two to three weeks before anyone does any serious review. The code also seems to infer that Planning is the Central Coordinating Agency even though this responsibility is really with Public Works, even for applications that only involve land use issues such as use permits.

Another process issue is the timing of the flood review determination. In this step, a planner will determine if the project requires a more detailed structural analysis given its location in a known flood hazard zone. Currently, this step occurs late in the process creating potential delays in final approval. The determination itself is fairly straightforward and could easily be handled at the same time as the initial SMA review.

Another serious impediment to efficient plans review is the outdated reference sources such as zoning maps and case history. The County uses ArcView GIS for mapping parcels. However, the only overlays that have been installed are SMA boundaries and State Land Use Commission boundaries for agricultural preserves. Other key overlays, such as zoning designations, historic districts and community plan boundaries, are missing which force planners to refer to paper zoning maps that are deteriorating and not copied regularly to guard against fire or theft. Kiva case histories such as existing permits and conditions, is incomplete which requires planners to pull old case files for this information. However, many older files are hard

to track down. Another reference source are violations and complaints. This information is helpful in determining how an existing permit is performing and may point to the need for a condition to rectify some problem. However, planners rarely refer to the complaint history. The violation history is often checked but since very few complaints result in a formal violation, this information is incomplete at best.

106. *Recommendation:* **Consolidate intake and completeness review in Planning rather than Public Works. This will require an amendment to Section 19.510.010 of the Zoning Ordinance. By consolidating these steps and assigning the role of Central Coordinating Agency to the Planning Department. This will also consolidate all processing for permits and other entitlements such as zone changes, subdivisions, and use permits that mostly involve land use issues and are for the purview of the Planning Department.**

107. *Recommendation:* **Check for flood zones and issue flood certification paperwork at intake. This will expedite the permitting process and alert the property owner early on about any need for additional certifications or design changes.**

108. *Recommendation:* **Complete scanning of old case files back to 1980. This will make it easier to refer to existing permits and entitlements while reviewing a current application. Scanning old case files will also protect files from permanent loss due to fire or theft.**

109. *Recommendation:* **Update GIS with all relevant overlays (e.g., community plans, historic districts). Updating GIS will help during plans review for staff to determine the relevant land use standards that apply to permits and would avoid the need to refer to the deteriorating paper maps or zone change approvals as is currently the process.**

Policy Structure

A problem that became apparent during process mapping is that staff often seemed to have different views of what the process is or should be. This is attributable to the general lack of administrative policies and procedures. For example, it did not appear that plans review staff had any procedures other than a few cryptic flowcharts.

Another problem with the policy structure of Planning is that some parts of the Zoning Code is duplicated in the Housing Code, particularly height and setback

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requirements.[2] This situation is a vestige of the time when Public Works performed plans review. This can become troublesome if the two codes are not in synch such as what has happened recently regarding the height restriction on single-family residences. The one benefit to having duplicative code sections is that Public Works does inspect for zoning requirements such as setbacks and height during construction, something that Planning does not do. However, the two departments could coordinate inspections through Kiva or sharing of data rather than trying to keep two duplicate codes in force.

110. *Recommendation:* **Prepare administrative rules and procedures for plans review. This would involve preparing better process maps and accompanying text describing the required review steps. This is particularly important given the number of new staff in ZAED and the high turnover. Many of the key staff with institutional memory have already left the Department or will probably not return eliminating this source of training.**

111. *Recommendation:* **Synchronize or eliminate duplicative sections of the Housing and Zoning Codes.**

C.   ZONING ENFORCEMENT SECTION

In addition to plans review, ZAED also handles zoning enforcement. This involves fielding and investigating complaints and doing some proactive enforcement of the zoning code. In addition, enforcement staff performs final inspections for some permitted construction projects, usually those outside of SMA's.

In 2005, the Enforcement Section fielded 350 complaints, issued 14 Notices of Violation, Assessed $322,100 in fines, and collected $1,000. The Section has a staff of four inspectors who cover all three islands. One position is also unfilled.

Overall Enforcement Strategy and Culture

Overall, Maui County appears to have a permissive culture regarding land use enforcement. This is evidenced by the small number of enforcement actions taken, the lack of management attention, and the numerous loopholes and due process steps provided to alleged violators. This culture should be addressed on a strategic basis by County policy makers given that it is difficult to justify the sanctity of County codes without a serious enforcement effort.

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[2] See Title 16.08.060, Spacing of Buildings

There does not appear to be any overall strategy for enforcement. For example, enforcement efforts for land use are split between Public Works and Planning. Public Works is responsible for enforcing the Community Beautification Code[3] which deals with problems like litter, junk and weeds, yet actual enforcement is mostly complaint-based. Zoning Code enforcement, handled by Planning, is also mostly complaint-based which is perfectly fine as long as the limited degree of compliance that this entails is acceptable. The efforts of enforcement staff are unfocused and point to a lack of management.

112. *Recommendation:* **Develop a realistic countywide enforcement strategy debated and endorsed by the Mayor and Council. This strategy could be developed by staff but should be adopted by County Council in a resolution and backed up by the necessary resources. This strategy should cover:**

- **The scope of violations and problems to be addressed. For example, should enforcement continue to be primarily complaint-driven or should the County target geographic areas or types of violations to target in sweeps?**

- **Agency responsibilities. Should enforcement be consolidated within Planning, Public Works or a specialized code enforcement department? How should departments coordinate when their roles are complementary? For example, a code enforcement officer would cite an illegal storage violation and the solid waste agency would then abate the problem.**

- **Initiatives for strengthening enforcement methods and tools. This would cover items like legal strategies, hearing rights, use of liens, etc.**

- **New codes and resolutions that will be required to implement the above.**

- **Due process steps that are adequate yet not overly deliberative or permissive. For most code enforcement problems, a minimal provision of hearing rights is adequate given that the ultimate penalty is only financial.**

113. *Recommendation:* **Transfer the Community Beautification Code to Planning. This would consolidate all code enforcement dealing with improper land use to one agency.**

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[3] Chapter 9.32 of Title 9, Public Peace, Morals and Welfare

In the past the Department has requested a Zoning Enforcement Supervisor but the Council denied the position. We suggest this issue be re-visited and a Supervision Enforcement Officer be appointed.

114. *Recommendation:* **Appoint a Supervising Enforcement Officer to organize complaints, investigations, field assignments, compliance efforts, etc. This would provide the management focus that is required for a quality program.**

Staff Productivity

Enforcement staff are provided with 4WD vehicles by the County and have access to digital cameras and cell phones although they do not have land-based telephone lines. They do not have field computers or Personal Digital Assistants (PDAs). Enforcement staff spends much of their time in the field following up on complaints, ongoing investigations and conducting inspections on ZAED-approved building permits. The biggest obstacle to staff productivity is the lack of management focus on enforcement. This focus would include organizing complaints, strategizing follow-up actions, facilitating enforcement actions through other County departments and implementing a strategic focus that appears to be lacking. On a technical level, the use of PDAs or laptops may be beneficial as they allow field staff to refer to parcel, case, complaint, violation and permit data from the field; input information from inspections; and manage their schedule using digital files rather than paper binders or folders.

115. *Recommendation:* **The County should consider purchasing and deploying PDAs or laptops to enforcement staff to improve their productivity and ability to operate independently in the field.**

Enforcement Methods

ZAED enforcement staff issue Notices of Warning (NOWs) and Notices of Violation (NOVs). Fines can be assessed up to $1,000 per violation. In practice, very few NOVs are issued, partially because the Division stresses compliance. As mentioned earlier, 14 NOVs were issued in 2005 compared to 350 complaint investigations. Fines are also rarely assessed and collection is almost non-existent. Staff suggest that this is the case because of compliance to NOW's and a lengthy appeal process. The County has extensive due process steps such as the right to a hearing before the Board of Variances and Appeals. In many jurisdictions, these matters would be handled by a hearings officer with right of appeal to a board, which would have the discretion to reject the appeal.

According to unofficial policy, an NOV and fine will be waived for TVRs if a property owner submits an application to permit the violating improvement (e.g., illegal construction). If the application is subsequently denied, the process starts all over again.

Corporation Counsel provides minimal support to the enforcement process, usually limited to writing cease and desist letters to violators. On a policy level, key elements are missing in the codes. Transient Vacation Rentals (TVRs) are an acknowledged problem in the County yet the code does not have a definition of TVRs or whether they should be permitted similar to bed and breakfast establishments. Without a clear policy, taking action against TVRs can appear to be selective enforcement.

In our observations of the enforcement process and the extent of the compliance problems on Maui it was clear that the County does not have a strategic approach towards enforcement nor is there enough management attention brought to bear in focusing the efforts of staff.

116. *Recommendation:* **Appoint a dedicated attorney to handle code violations (or at least a half-time attorney). In addition to writing the usual cease and desist letters, this attorney could represent the County in any legal proceedings, help enhance investigative reports, train staff in evidence collection techniques, etc.**

117. *Recommendation:* **Issue an NOV after only one NOW (i.e., only one freebie). Many jurisdictions do not issue warnings; however, given that this practice is so ingrained in Maui County, we recommend that no more than one NOW be issued for any one violation. After that, continued non-compliance should be handled by issuing an NOV.**

118. *Recommendation:* **Discontinue practice of granting "amnesties" to property owners. An NOV and fine can be waived once the non-compliant use is either permitted or abated. There is no reason that any grace periods should be granted by the time a warning and NOV have been issued.**

119. *Recommendation:* **Implement administrative liens (approved by Corporation Counsel) for non-compliant properties. Liens are an effective tool for gaining compliance since they usually guarantee either compliance or a source of revenue for abating the problem with County resources.**

120. *Recommendation:* **Update Zoning Code to address issues such as TVRs (modeled on the B&B Code).**

121. *Recommendation:* **Appeals on violations and fines should continue to be heard and decided by a Hearing Officer subject to appeal to BVA. The BVA should have the discretion to affirm the hearing officer's decision, remand it, dismiss the violation or grant a new hearing. The current system has more due process protection than is reasonably required for these types of matters.**

122. *Recommendation:* **The Molokai-based planner should conduct inspections and complaint investigations. This will free up the Maui-based enforcement staff from having to make day trips to Molokai to investigate violations. This task is already included in the Job Description for the Molokai Planner.**

D. HEARING OFFICERS

Hearing Officers (HOs) are used in cases where a property owner is applying for a variance or is the subject of an enforcement action. HOs are typically local attorneys who are selected to a pre-qualified panel based on an RFQ. HOs still have to propose on each individual case that comes up, a process that can slow down the hearing process for several weeks.

As in the case of the Planning Commission, there are few administrative rules governing the hiring or conduct of hearings or hearing officers.

123. *Recommendation:* **Sign master agreements with hearing officers that allow HOs to be hired quickly for cases (subject to disclosure of possible conflicts, establishing not-to-exceed price).**

124. *Recommendation:* **Prepare administrative rules and procedures for hearing officers on zoning and enforcement cases.**

IX. EMPLOYEE PERCEPTIONS

Two confidential questionnaires were completed by many of the employees in the Planning Department.

A short, closed-ended questionnaire (shown in Appendix B) was completed at a staff meeting by 39 employees and collected by the consultants. The raw scores and tallies of this survey are also shown in Appendix B.

A longer, 11-paged questionnaire (shown in Appendix C) was completed by 21 employees and mailed or emailed to the consultants in San Diego to assure confidentiality. Information obtained from these questionnaires was essential to our analysis. The number of questionnaires returned is shown in Table 15. In most of our studies, only half of the employees that complete the short questionnaire take the time to complete the long questionnaire.

Table 15
Number of Employees Responding to Questionnaires

Function	# of Short Questionnaires	Average Response to Questionnaire	Responses with Averages Under 3.0		# of Long Questionnaires
			#	%	
Administration	8	3.45	6	21%	3
Current Planning	15	2.77	19	66%	9
Long Range Planning	9	2.96	16	55%	5
ZAED	7	2.65	21	72%	4
Total	39				21

The short questionnaire also asked employees to list pet peeves and give suggestions for improvements. These confidential and anonymous comments were used as part of our analysis for this report.

The short, closed-ended questionnaire consisted of a series of statements to be rated by the respondents. Responses were tallied and averaged and the raw scores are displayed in Appendix B. The statements were designed to elicit the mood and feelings of each employee about overall division or department excellence. For each of the 28 statements, the employee was asked to respond as follows:

1 – Strongly Disagree	4 – Somewhat Agree
2 – Somewhat Disagree	5 – Strongly Agree
3 – Neutral	6 – Not Applicable

Generally, the higher the rating (i.e., 4's and 5's) the better the employee perceives the subject area and the more excellent the division or department.

We've conducted this survey in many planning departments. Generally, a score below 3.0 is an indication of issues that need to be addressed. We like to see average scores in the high 3's and 4's. We believe that the scores give a reasonably accurate assessment of the employees' view of their division or department.

Overall Average Scores

The overall average scores are shown in Table 13. As can be seen, only Administration overall scores exceeded 3.0 at 3.45. The scores for all three staff divisions were under 3.0. ZAED was the lowest score at 2.65 followed by Current Planning at 2.77 and Long Range Planning at 2.96.

It is not unusual that Administration (managers) score higher on this questionnaire than employees and it is often an indication that they are somewhat out of touch with the feelings of their employees. Having all three of the employee groups score below 3.0 is unusual and an indication of considerable discontent amongst the employees. This will be analyzed further below.

Four Low Response Questions – Management and Employees

Four of the questions or 14% were scored below 3.0 by all three of the employee groups as well as the managers group. These included:

- Question 1: Permit processes in the County are not unnecessarily complex nor burdensome on the applicant.

- Question 3: Plans and permits are reviewed in this organization in a timely manner.

- Question 4: Code violation complaints are resolved in a timely manner.

- Question 5: Code violation complaints are resolved in a consistent manner.

These responses should be an indication that employees and managers are open to improving both the permit processes and code enforcement. These issues were addressed earlier in this report.

Six Low Response Questions – Employees

Six of the questions or 21% were scored below 3.0 by all three of the employee groups. These included:

- Question 12: The County's existing zoning and subdivision and coastal zone management regulations efficiently implement the General Plan and

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Community Plans. The managers also scored this question low with a score of 3.0.

- Question 13: This organization seeks to identify problems quickly. The managers scored this question quite high at 4.0
- Question 14: When problems are identified, we move quickly to solve them.
- Question 15: We have an effective process for listening to community or client concerns.
- Question 19: We have a strong emphasis on training.
- Question 29: There is good teamwork and communication between the different divisions in the Department. This question was scored below 2.0 by Long Range Planning and ZAED.

Low Management Responses

In addition to the four questions above where management and employees all scored low, managers scored low on the following two questions:

- Question 22: Our employees treat everyone with respect. (2.88)
- Question 27: I have enough time to do my work as it needs to be done. (2.25)

If employees are not treating everyone with respect, it is an issue that managers need to address. The employee narrative comments indicate further that this is a problem in the Department, indicating that some of the managers do not treat everyone with respect as well.

Managers feeling that they do not have enough time to do their work is not unusual. Most managers were good "operators" or planners before they became managers. They often continue to perform operational tasks at the expense of management tasks. Given the number of employees in the Department's various divisions, the managers should be able to control their time demands through proper delegation.

Low Current Planning Responses

In addition to the four questions where management and employees all scored low, Current Planning scored low on the following seven questions:

- Question 2: Permit review in this organization is undertaken in a consistent manner. (2.54)
- Question 10: I am aware of standard turnaround times for plans and permits as communicated by my supervisor. (2.85)
- Question 18: Managers in this organization encourage and advance new ideas from employees. (2.93)

- Question 23: This organization encourages practical risk-taking and supports positive effort. (2.67)
- Question 24: This organization has a clear sense of what its programs are trying to accomplish. (2.36)
- Question 26: I am satisfied with they type of leadership I have been receiving from my supervisor. (2.87)
- Question 27: I have enough time to do my work as it needs to be done. (2.53)
- Question 28: I am kept abreast of changes that affect me. (2.67)

Employees were asked to answer these questions as related to their Division and not the entire Department. These responses indicated numerous areas where managers need to take effective action to respond to employee concerns.

125. *Recommendation*: **An employee retreat or extended meeting should be held with the Current Planning staff to discuss the low scores on the employee survey and develop ideas to address these concerns. Given the nature of the questions, it will likely require an outside facilitator to lead this retreat.**

Low Long Range Planning Responses

In addition to the four questions above where management and employees all scored low, Long Range Planning scored low on the following four questions:

- Question 11: I am able to meet standard turnaround times for plans and permits as communicated by my supervisor. (2.75)
- Question 16: The concern for employees in this organization is more than lip service. (2.5)
- Question 21: There is free and open communication between all levels of employees about the work they are performing. (2.88)
- Question 22: Our employees treat everyone with respect. (2.78)

Employees were asked to answer Questions 16, 21 and 22 as related to their Division and not the entire Department. These responses indicated a number of areas where managers in Long Range Planning need to take effective action to respond to employee concerns.

126. *Recommendation*: **An employee retreat or extended meeting should be held with the Long Range Planning staff to discuss the low scores on the employee survey and develop ideas to address these concerns.**

Low ZAED Responses

In addition to the four questions where management and employees all scored low, ZAED scored low on the following ten questions:

- Question 17: Good service is the rule rather than the exception in this organization. (2.71)

- Question 18: Managers in this organization encourage and advance new ideas from employees. (2.14)

- Question 20: Management discusses objectives, programs and results with employees regularly. (2.43)

- Question 22: Our employees treat everyone with respect. (2.43)

- Question 23: This organization encourages practical risk-taking and supports positive effort. (2.40)

- Question 24: This organization has a clear sense of what its programs are trying to accomplish. (2.57)

- Question 25: We do our jobs very well. (2.71)

- Question 26: I am satisfied with the type of leadership I have been receiving from my supervisor. (2.71)

- Question 27: I have enough time to do my work as it needs to be done. (2.43)

- Question 28: I am kept abreast of changes that affect me. (2.86)

Respondents were asked to answer these questions as related to the division and not the entire department. These responses indicate numerous areas where managers need to take effective action to respond to employee concerns.

127. *Recommendation*: **An employee retreat or extended meeting should be held with the ZAED staff to discuss the low scores on the employee survey and develop ideas to address these concerns. Given the nature of the questions, it will likely require an outside facilitator to lead this retreat.**

X. CUSTOMER PERCEPTIONS

In today's environment, governmental performance is measured by customer satisfaction. In order to determine Maui's performance, we used several techniques consisting of interviews with the Mayor, Council Chair and Council members, three customer focus groups, and a mail survey to applicants.

This chapter includes customer comments for improving the Planning Department. The intent of this customer input was to elicit views and opinions on positive and negative aspects of activities and to seek ideas for change that will improve and enhance the Department. However, as would be expected, the focus was on perceived problems.

In considering the results, the reader must bear in mind that, unlike documents and statistics, the views expressed by individuals are subjective and may reflect personal biases. Nonetheless, these views are at least as important as objective material because it is these people with their feelings and prejudices that work with or are often affected by County activities. A second important consideration is that in analyzing the material, it may not be as important to determine whether a particular response is "correct" as it is to simply accept a response or try to determine why customers feel the way they do. Tom Peters, the noted management consultant, has said that in relation to customer service, "Perception is everything." In other words, perception is reality to the person holding the perception.

It should be noted that the purpose of this chapter is to report on the customer input so that the reader of the report can view the comments as customer perceptions without our editing. These comments are not the conclusions of the consultants. Using our methodology as described in Figure 1 of Chapter II, the customer comments are taken as one form of input to be merged by input of others and our own judgment. Our specific response is in the form of the various recommendations included in this report.

A. MAYOR AND COUNTY COUNCIL

We met the Mayor, the Council Chair and seven Council members in individual confidential meetings in order to gain a perspective on the governmental direction for the County. There was not unanimous opinion on all topics but a few points of interest, in alphabetical order, follow.

Audit

The Council has appropriated expanded dollars for the Planning Department and the audit is to examine how the dollars have been spent and how to make things better.

Employees

The lack of staff has been a problem. The Department needs to be aggressive and creative in recruiting staff – get it done. Lack of staff is burning out some employees.

Some feel that the Department is not telling Council what they need. The Council receives too many rubberstamp approvals.

There has been a lot of turnover in staff and the Department has lost some of its institutional memory. Staff members are trained and then they move on to the private sector.

Staff has received some salary increases, but they are still not competitive with the private sector.

There is an attitude problem with some of the staff. They focus on what you can't do rather than give assistance and help people come into compliance.

Enforcement

All members interviewed indicated that they would like to see more zoning enforcement. Some feel that enforcement should include more than complaints. People don't like to complain since they feel they will then be targeted. Others are concerned that the various conditions being applied to planning applications are not being enforced. Some feel the Planning Department picks and chooses what it will enforce but what is desired is consistent enforcement. The concern about vacation rentals continues to be an issue with the current policy being non-enforcement.

A question was raised as to the County having moved zoning enforcement in the Charter from Public Works to Planning and if this is structurally sound. At times there may be confusion when Public Works is enforcing a Public Works issue on a project that also has a Planning issue. However, in the past, it was also awkward for Public Works to enforce Planning conditions.

Farm Plans

Some feel that the Farm Plan approach does not meet State law; farming should take place prior to having a building permit.

General Plan

Completing the General Plan update is considered very important and some wish it could be completed sooner. The Council's Planning Committee is doing a good job of getting this organized. The General Plan will provide an opportunity for Planning to show leadership.

Housing

Housing issues are considered important. One or more requests related to housing have gone to the Planning Department with no response.

Land Use Committee

The Land Use Committee is doing a good job in catching up with the backlog of cases.

Long Range Planning

The Planning Department has created a long range planning function which is good since the Department had not been getting to the important long range planning issues.

Molokai

The Council approved a planning position for Molokai, but it has not been filled, putting that island at a disadvantage.

Office Space

There has been a lack of office space for the Planning Department.

Redevelopment

Some would like to see this move faster.

Regulation and Processes

A variety of concerns were expressed concerning regulation including:

- It would be desirable to have a one-stop system.
- The workload in Current Planning is heavy and there has been a lot of staff turnover.
- Is the Planning staff too subjective? Are they exceeding their authority and putting citizens through requirements that are not necessary?
- It is okay to delegate minor items to staff but all major items need to go to the Council.
- Tasks need to be simplified.
- Projects need a proper review before they come to the Council. Sometimes the Planning Department simply repeats what the developers give them.

- Bottlenecks have been in Planning, State Transportation and Water.
- Many of the rules and timing need to be re-done. The processes should be documented.
- Some of the rules and regulations in Planning and Public Works are contradictory.

Technology

The Council supports the use of good technology including GIS. The Department's tools have been antiquated, but they are beginning to catch up. The GIS work is highly supported.

Water

Issues related to water are becoming more important. The Water Department plan needs updating.

B. FOCUS GROUPS

Twelve people, who had been applicants in the County's development process or are familiar with the process, met in three separate meetings on December 7, 2005 for two hours. The meeting was held in confidence and no staff members were present. The groups included architects, developers, engineers, planners and representatives from two non-profit groups. Focus group comments are included below. Topics are arranged in alphabetical order.

Building Permits

It takes forever to get a building permit. The problem is mostly with slow reviews in Planning and Water. Instead of reviewing in chronological order, the major and minor permits should be reviewed separately.

Communication

The Planning Department needs to do a better job of educating the public. There is a lack of communication with the industry and new regulations are proposed or new interpretations given without communicating with the industry. Although the website has improved, it could be better if: all interpretations were on the website; zoning maps were available by GIS; and the website were kept up to date. Non-profit groups have had difficulty in obtaining needed information from the Department. The Department should create an email list of all people interested in Department issues and use it to improve communication.

Employees

The recently hired employees are qualified, but the Planning Department still needs more people. The answers you get from Planning may depend on the planner you get assigned to your project. Planners rarely return phone calls or emails

Enforcement

The enforcement staff has been there a long time and doesn't respond.

Engineering

The engineering review of planning applications is good.

Interagency Coordination

The lack of interagency coordination is a major problem. Everyone wants to go by the book, but there are seven books. Issues include:

- Current Planning and ZAED don't talk with each other. They don't share information and duplicate the reviews.
- There is animosity between Planning and Development Services Administration (DSA) in Public Works.
- Completeness review for Planning is done in DSA, but should be returned to Planning.
- Other agencies needing coordination include Fire, Health, Water and all State agencies.
- Planning doesn't coordinate with the State Department of Transportation and tells the developers to deal with them.
- There are problems with the State Historic Preservation Commission.

Management

There is a lack of communication from the Director to staff, possibly due to the following:

- Communication does not take place
- Staff may not be willing to follow the directives.
- They may not share the same objectives.

Other management issues include:

- The Director does not honor the findings of the prior administration.

- There is low morale in the Department.

Process Issues

Some feel that the Department has let the process go wild. Issues include:

- Lack of consistent reviews and interpretations. Planners make their own requirements.
- There is rarely a recommendation for denial.
- Plans are often lost.
- The lengthy process can add to the cost of the process by a third to a half.
- There is no one-stop shop.
- More collaboration is needed with the non-profit community partners.
- Preliminary comments are received on subdivisions within the required 45 days, but then things change. Planning and Water are often not part of this document.
- The zoning conformance on flood control form must be completed before you submit other applications and it may take up to five months. Items requested are often already in the County's system.
- After the Board of Variance approval, it may take three to four months to get a letter of confirmation.
- Too many duplicate documents are required.
- When forms are changed, the industry is not notified.
- Planning has assumed more and more desire to dictate good design, but it is too homogeneous, too detailed and staff is not trained in design.
- There is a lack of internal quality control.
- Approvals need to be delegated.
- The response from clerical staff is very good.
- New items keep getting added on repeated reviews.
- You must go to the Planning Commission to transfer ownership of a permit.

Regulation

Regulation issues include:

- The ordinances are not up to date. Pan Pacific was hired to update the ordinance, but it has not happened.

- The Planning Department may put forth new requirements before new regulations are adopted.

- Design guidelines are being interpreted as regulations, when they only should be guidelines.

- There are inconsistencies between community plans and zoning.

SMA's

Many projects trigger SMA review which can be slow and cumbersome. Some feel that Planning is not properly interpreting State law for SMA's and is requiring too much review.

Training

Maui is unique as is the State Land Use Laws. With new employees there is need for more training.

Water Department

There is a major problem with timing of reviews in the Water Department. There is some duplication of review and no one is guiding the ship. They may be under staffed.

C. CUSTOMER SURVEYS

Overview

A mail survey was used in this study to obtain applicant customer input. The survey was sent to 1,025 applicants for development approvals or permits. Eight surveys were returned with poor addresses resulting in a net mailing of 1,017 surveys. Two hundred and ninety nine surveys were returned for a return rate of 29%. This is the highest return rate we have experienced in our many surveys and studies. The normal return rate for this type of survey is 15%.

The overall response to the surveys is shown in Figure 13. Questions 4 through 20 were designed so that checking a "Strongly Agree" or "Agree" category is a sign of a satisfied customer. A "Disagree" or "Strongly Disagree" is a sign of a dissatisfied customer. The percentages shown in the margins to the right indicate the percent of respondents who disagreed or strongly disagreed with the question statement. The "Not Applicable" category was excluded from this calculation.

Normally, when negative responses of "Disagree" or "Strongly Disagree" exceed 15%, the responses indicate an area of possible concern. Less than 15% normally

indicates this category of question is satisfying the customers. Percentages higher than 15% but below 30% are areas that should be examined for possible customer service concerns. Negative percentages of 30% or higher indicate areas needing early attention since roughly a third or more of the customers have concerns about service.

Some believe that only customers who have problems will return a survey of this type. While it is likely that customers with problems may be more likely to return the surveys, our experience with this and dozens of similar surveys indicate that they still produce valid information. For example, we've worked in other communities where the negative responses seldom exceeded 15%.

It should also be noted that a survey of this type is not a scientific, statistically-controlled sample. Nevertheless, when high numbers of respondents express concerns, which is an indication of problems that need to be addressed.

According to the survey responses, 242 of the applications or 86% were ultimately approved. Thirty seven percent of the respondents indicated that they were one-time users of the development review and approval process. In addition to objective tallies, the surveys also asked for respondents to provide confidential comments and suggestions for approval. These comments were used as part of our analysis.

Figure 13
Response to Customer Survey

1. Please check off the types of development actions you have applied for through the County during the past year.

250	Planning Department Administrative Permit		37	Cultural Resources Commission
121	Maui Planning Commission		59	Urban Design Review Board
9	Molokai Planning Commission		44	County Council
6	Lanai Planning Commission		20	State Lands Commission
38	Board of Variance and Appeals			

2. Please indicate what the permit or approval was for.

146	New single family residence		13	Bed and Breakfast
38	New apartments or condominiums		54	Farm Plans
90	Remodel or addition to single family residence			
44	Remodel or addition to apartments or condominiums			
72	New commercial or industrial building			
62	Remodel or tenant improvement to commercial or industrial building			
84	Other (list) _____			

3. Please indicate how often you work with the County's development review and approval process.

109	One time user of the development review and approval process
185	Frequent user of the development review and approval process

QUESTION	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NOT APPLICABLE	
4. When making an application, I have generally found the County Planning staff to be responsive and helpful.	28	136	21	74	38	1	38%
5. In general, the staff has dealt with me in a positive manner, providing options where they were available and attempting to help me through the process.	30	121	25	79	43	1	41%
6. Application plan checking is complete and accurate. Additional problems did not surface later that should have been caught in the initial review.	17	118	24	66	66	9	45%
7. Application review turnaround time is acceptable. I did not have to wait an excessive amount of time to get plans back or find out about problems that needed to be corrected.	4	32	12	68	180	3	84%
8. Codes and policies are applied by staff in a fair, consistent and practical manner.	12	91	60	56	76	2	45%
9. The turnaround time for review and approval or disapproval of my application was not any longer with Maui than other counties where I have filed applications.	4	24	57	28	110	74	62%
10. Maui is just as fair, consistent and practical in its application of regulations as other Hawaii counties.	8	32	112	31	54	61	36%

Figure 13 continued

QUESTION	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NOT APPLICABLE	
11. Planning staff was courteous.	41	158	34	49	18	2	22%
12. The conditions of approval applied to my project were reasonable and justified.	12	113	53	66	48	6	39%
13. Planning staff were easily accessible when I needed assistance in resolving problems.	16	90	35	102	54	2	53%
14. I found the handouts supplied by the County to be useful and informative in explaining the requirements I must meet for Planning.	12	129	73	50	19	15	24%
15. The Maui Planning Commission treated me fairly.	16	84	73	25	23	68	22%
16. The Maui Planning Commission members were courteous during the hearing.	11	64	71	9	8	117	10%
17. The Molokai Planning Commission treated me fairly.	0	5	71	1	1	171	3%
18. The Molokai Planning Commission members were courteous during the hearing.	0	6	70	1	1	171	3%
19. The Lanai Planning Commission treated me fairly.	1	6	70	1	0	170	1%
20. The Lanai Planning Commission members were courteous during the hearing.	1	7	68	1	0	168	1%

21. Was your application ultimately approved?

[245] Yes   [40] No

22. Please add any comments or suggestions you may have that will improve our process or customer service. **Please give us at least one idea.**

_____

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Planning Commissions

Questions 15 through 20 addressed the three planning commissions. All six of the questions had negative scores below 15% except Question 15 which asked if the Maui Planning Commission treated the applicant fairly. Twenty two percent gave negative response to this question. On the other hand, most respondents felt that the Maui Planning Commission was courteous during the hearing, only 11% negative.

Planning Department

Questions 4 through 14 addressed the Planning Department. Based on surveys we have conducted elsewhere, the scores for the Planning Department are quite negative. Six of the eleven questions exceeded 40% negative, nine of the questions exceeded 30% negative and two of the questions exceeded our cut off indicator of 15%. None of the questions had negative responses of less than 15%.

These negative responses reinforce the many findings we arrived at in our review of the Department as well as other customer comments. Several topics are of particular concern including:

- **Process Times**

  84% said that review times were unacceptable. (Question 7)

  63% said review times were longer than other counties. (Question 9)

- **Staff Accessibility**

  53% said that the Planning staff was not easily accessible in resolving problems. (Question 13)

- **Initial Reviews**

  46% said that initial reviews were not complete and accurate. (Question 6)

- **Staff Attitude**

  41% said that staff didn't deal with them in a positive manner or provide options and help them through the process. (Question 5)

128. *Recommendation:* **Planning Department management should review the customer survey responses and use this material as part of the staff training programs being developed.**

Appendix A

Persons Interviewed

Board of Variances and Appeals

Glenn Kunitake, Chairperson

Tremaine Balberdi, Secretary

County Council

G. Riki Hokama, Council Chair

Michelle Anderson

Bob Carroll

Jo Anne Johnson

Dain Kane

Danny Mateo

Mike Molina

Joe Pontanilla

Charmaine Tavares

Department of the Corporation Counsel

James Giroux, Deputy Corporation Counsel

John Kim, Deputy Corporation Counsel

Jane E. Lovell, Deputy Corporation Counsel, Litigation Division

Cindy Young, Deputy Corporation Counsel

Development Services Department/ Public Works

Milton Arakawa, Director

Ralph Nagamine Development Services Administrator

Clement Enomoto, Supervising Building Plans Examiner

Sharon Norrod, Supervising Building Permit Clerk

Ernie Takitani, Building Inspector II

Mayor's Office
Alan M. Arakawa, Mayor

MIS Function
Susan Underwood, MIS

Jacob Verkerke, MIS

Office of Council Services
Ken Fukuoka, Director

Lance T. Taguchi, Legislative Analyst

Gayle Revels, Legislative Analyst

James Giroux, Legislative Attorney

Carla Nakata, Legislative Attorney

David M. Raatz, Jr., Legislative Attorney

Other
Demetreos N. Callinicos, Chairman Design Review Board

Ellen Kraftsow, Water Resources & Planning Division Manager

John Rapacz, Hearing Officer

Ian L. Suzuki, Personnel Management Specialist IV

Chris Chiesa, Pacific Disaster Center, Kihei, HI (telephone)

Wilson Orr, NASA/Blueline Consulting Group at Prescott College (telephone)

Planning Commission
Lori Buchanan, Chair Molokai Planning Commission

Butch Gima, Lanai Planning Commissioner

Susan Moikeha, Chair Maui Planning Commission

Planning Department, Administrative Division
Mike Foley, Director

Wayne Boteilho, Deputy Director

Avis Teshima-Wong, Private Secretary

Joe Alueta, Administrative Planning Officer, Administration Division

Allan Delima, Administrative Assistant

Carolyn Cortez, Clerk Typist III

Planning Department, Current Planning Division

Clayton Yoshida, Planning Program Administrator

Kivette Caigory, Planner VI

Thorne Abbott, Planner V

Ann Cua, Planner V

Jeffrey Dack, Planner V

Jeff Hunt, Planner V

Colleen Suyama, Planner V

Danny Dias, Planner I

Daniel Shupack, Planner I

Tremaine Balberdi, Secretary to Boards and Commissions I

Carolyn Takayama-Corden, Secretary to Boards and Commissions

Suzie Esmeralda, Secretary to Boards and Commissions I

Sharon Matsunaga-Berdel, Clerk Typist III

Leilani Ramoran, Secretary to Boards and Commission I

Beverly Vancil, Clerk Typist III

Planning Department, Long Range Planning Division

John F. Summers, Planning Program Administrator

Stanley Solamillo, Planner VI

Adrian Fitzgerald, GIS Analyst VI

Daniel McNulty-Huffman, GIS Analyst V

Mark King, GIS Analyst I

John Gushiken, GIS Technician I

Simone Bosco, Planner V

Dave Michaelson, Planner V

Kathleen Aoka, Planner III

Joy Paredes, Clerk Typist III

Planning Department, Zoning Administration and Enforcement Division

Aaron Shinmoto, Planning Program Administrator

Fracis Cerizo, Planner VI

Trisha Kapua'ala, Planner III

Jay Arakawa, Zoning Inspector II

Charles Villalon, Zoning Inspector II

Tammy Osurman, Zoning Inspector I

Ronald Waller, Zoning Inspector I

Avelina Cabais, Plans Examiner

Rulan Waikiki, Plans Technician

Gary Azbill, Plans Examiner

Gene Adams-Nakamura, Clerk Typist III

Appendix B

Employee Short Questionnaire and Tallies

	Emp #1	Emp #2	Emp #3	Emp #4	Emp #5	Emp #6	Emp #7	Emp #8	Ave
#1	2	2	2	2	3	4	4	1	2.50
#2	4	N/A	4	2	5	4	5	2	3.71
#3	2	2	2	4	4	4	4	1	2.88
#4	3	2	2	4	N/A	2	3	1	2.43
#5	3	N/A	2	4	N/A	4	3	1	2.83
#6	4	5	2	5	5	5	3	4	4.13
#7	4	5	4	5	4	5	5	5	4.63
#8	4	4	4	1	4	2	4	1	3.00
#9	5	4	5	4	5	4	5	2	4.25
#10	N/A	4	5	4	5	4	4	5	4.43
#11	N/A	N/A	4	4	4	5	4	4	4.17
#12	2	N/A	4	4	4	4	4	2	3.43
#13	4	2	5	5	4	5	5	2	4.00
#14	3	3	4	3	4	5	2	1	3.13
#15	4	3	4	3	4	4	3	1	3.25
#16	4	4	4	2	4	5	2	2	3.38
#17	4	5	4	4	4	5	3	1	3.75
#18	4	4	5	4	4	5	4	1	3.88
#19	2	5	2	3	2	4	4	2	3.00
#20	4	4	4	4	4	4	1	4	3.63
#21	4	5	5	2	4	5	2	4	3.88
#22	4	3	2	2	4	4	2	2	2.88
#23	3	4	4	2	4	4	4	3	3.50
#24	4	4	4	2	2	5	4	4	3.63
#25	4	4	4	4	2	5	4	2	3.63
#26	N/A	5	3	3	2	4	4	3	3.43
#27	2	4	1	1	2	2	4	2	2.25
#28	4	2	3	5	2	4	4	2	3.25
#29	4	3	2	4	4	4	4	1	3.25
Ave	**3.50**	**3.68**	**3.45**	**3.31**	**3.67**	**4.17**	**3.59**	**2.28**	**3.45**

Employee Questionnaire
Current Planning

	Emp #1	Emp #2	Emp #3	Emp #4	Emp #5	Emp #6	Emp #7	Emp #8	Emp #9	Emp #10	Emp #11	Emp #12	Emp #13	Emp #14	Emp #15	Ave
#1	2	2	1	3	2	2	2	2	3	2	1	1	2	2	1	1.87
#2	N/A	2	2	5	1	4	2	1	N/A	2	4	4	2	2	2	2.54
#3	2	3	1	4	1	2	2	1	3	1	3	2	1	2	1	1.93
#4	N/A	1	1	4	N/A	N/A	N/A	1	N/A	N/A	N/A	N/A	1	2	1	1.57
#5	N/A	1	1	1	N/A	N/A	N/A	4	N/A	N/A	N/A	N/A	1	3	5	2.29
#6	5	1	5	3	5	5	5	5	5	5	5	5	5	3	1	4.20
#7	5	2	5	3	5	5	5	5	5	5	5	5	5	5	2	4.47
#8	1	4	1	4	1	4	1	1	4	1	5	4	3	1	1	2.40
#9	1	4	5	5	1	5	5	5	4	4	4	4	4	2	4	3.80
#10	1	4	4	5	1	4	5	N/A	2	N/A	3	1	2	4	1	2.85
#11	N/A	5	5	5	N/A	5	4	N/A	1	N/A	N/A	N/A	4	4	N/A	4.13
#12	N/A	1	1	N/A	N/A	2	4	1	1	N/A	N/A	3	1	2	N/A	1.78
#13	3	1	1	2	2	2	4	1	4	1	N/A	3	2	2	4	2.29
#14	N/A	1	1	1	1	1	1	1	4	2	N/A	3	1	2	3	1.69
#15	N/A	1	1	4	N/A	2	5	1	2	1	4	N/A	2	3	4	2.50
#16	4	1	1	1	4	2	4	4	4	2	4	5	3	5	4	3.20
#17	3	2	3	3	1	2	4	4	5	2	2	4	3	4	4	3.07
#18	4	1	2	1	5	3	4	4	4	2	2	4	2	4	2	2.93
#19	4	1	2	1	2	1	4	5	4	1	4	3	1	4	1	2.53
#20	4	1	1	1	4	2	2	1	2	1	2	1	2	1	2	1.80
#21	3	2	5	2	4	2	4	3	N/A	1	1	1	5	4	5	3.00
#22	4	5	5	N/A	1	4	4	4	N/A	2	4	5	4	1	5	3.69
#23	N/A	1	3	N/A	4	4	4	1	4	2	N/A	4	2	2	1	2.67
#24	3	1	1	4	N/A	4	2	1	3	4	4	1	1	3	1	2.36
#25	4	5	5	4	3	4	4	4	5	4	3	5	4	3	3	4.00
#26	2	4	2	3	2	5	4	2	4	2	3	4	3	2	1	2.87
#27	1	4	4	3	1	2	1	1	1	5	4	4	4	2	1	2.53
#28	2	1	2	3	2	2	4	1	4	1	5	4	4	2	3	2.67
#29	2	2	1	1	4	2	1	1	1	1	4	4	2	2	4	2.13
Ave	2.86	2.21	2.48	2.92	2.48	3.04	3.37	2.41	3.29	2.25	3.45	3.36	2.62	2.69	2.48	2.75

Employee Questionnaire
Long Range

	Emp #1	Emp #2	Emp #3	Emp #4	Emp #5	Emp #6	Emp #7	Emp #8	Emp #9	Ave
#1	1	1	4	N/A	2	1	2	2	N/A	1.86
#2	4	1	N/A	N/A	N/A	4	N/A	5	N/A	3.50
#3	2	1	N/A	N/A	N/A	2	2	3	N/A	2.00
#4	1	4	N/A	N/A	N/A	4	1	4	N/A	2.80
#5	1	4	N/A	N/A	N/A	2	N/A	4	N/A	2.75
#6	5	5	N/A	3	5	5	2	4	N/A	4.14
#7	5	5	4	5	5	5	5	5	N/A	4.88
#8	2	2	3	1	N/A	2	1	1	N/A	1.71
#9	4	4	2	1	3	2	4	5	N/A	3.13
#10	2	4	2	N/A	N/A	2	3	5	N/A	3.00
#11	2	4	N/A	N/A	3	2	N/A	N/A	N/A	2.75
#12	4	N/A	1	N/A	3	2	1	2	5	2.57
#13	2	3	2	3	2	4	1	1	N/A	2.25
#14	2	3	2	2	2	1	1	1	4	2.00
#15	4	2	2	N/A	2	4	3	2	N/A	2.71
#16	4	1	2	N/A	2	2	2	3	4	2.50
#17	4	2	3	4	2	4	4	4	N/A	3.38
#18	3	2	5	4	3	2	1	4	4	3.11
#19	2	4	5	4	3	2	1	1	1	2.56
#20	4	1	5	5	4	4	2	1	5	3.44
#21	4	1	5	5	2	4	1	1	N/A	2.88
#22	4	1	2	5	2	2	2	2	5	2.78
#23	4	N/A	5	4	3	4	1	4	N/A	3.57
#24	4	4	5	3	N/A	4	1	4	3	3.50
#25	5	3	5	4	3	4	2	5	5	4.00
#26	5	4	4	5	3	4	1	5	5	4.00
#27	2	4	4	5	2	1	1	5	5	3.22
#28	5	2	2	5	4	2	2	N/A	5	3.38
#29	5	1	1	2	1	1	2	2	2	1.89
Ave	3.31	2.70	3.26	3.68	2.77	2.83	1.88	3.15	4.08	2.97

Employee Questionnaire
Zoning Administration

	Emp #1	Emp #2	Emp #3	Emp #4	Emp #5	Emp #6	Emp #7	Ave
#1	2	2	1	1	2	4	2	2.00
#2	4	1	4	4	4	4	4	3.57
#3	1	2	1	1	1	1	2	1.29
#4	1	1	1	3	5	4	2	2.43
#5	1	1	1	2	4	2	1	1.71
#6	5	2	4	2	4	5	5	3.86
#7	4	2	4	4	5	5	4	4.00
#8	1	1	2	3	1	2	2	1.71
#9	4	1	5	2	4	5	5	3.71
#10	5	1	4	3	4	4	5	3.71
#11	5	4	4	4	2	1	5	3.57
#12	4	1	4	N/A	1	1	1	2.00
#13	4	1	2	2	4	4	2	2.71
#14	3	1	4	2	1	2	4	2.43
#15	1	2	4	2	1	1	4	2.14
#16	3	5	4	5	2	4	4	3.86
#17	3	1	4	2	1	4	4	2.71
#18	2	1	2	1	3	4	2	2.14
#19	3	4	3	1	1	3	2	2.43
#20	3	1	3	2	2	4	2	2.43
#21	3	1	5	2	2	5	4	3.14
#22	3	1	4	2	1	2	4	2.43
#23	N/A	1	5	2	2	2	N/A	2.40
#24	3	2	5	2	2	2	2	2.57
#25	4	4	5	2	1	1	2	2.71
#26	4	1	4	3	1	2	4	2.71
#27	4	4	2	1	1	1	4	2.43
#28	4	1	3	3	1	4	4	2.86
#29	N/A	1	1	1	1	3	2	1.50
Ave	3.11	1.76	3.28	2.29	2.21	2.97	3.14	2.66

County of Maui

A Review and Assessment of the Department of Planning

EMPLOYEE QUESTIONNAIRE

Note the word "organization" in the questionnaire will be described before you fill out the questionnaire. Please check one of the following:

- ❑ Administration
- ❑ Current Planning
- ❑ Long Range
- ❑ Zoning Administration and Enforcement

In the boxes below, enter the appropriate number for each statement according to this guide.

1	–	Strongly Disagree	4 –	Somewhat Agree
2	–	Somewhat Disagree	5 –	Strongly Agree
3	–	Neutral	6 –	Not Applicable
7	-	Don't Know		

---

1. Permit processes in the County are not unnecessarily complex nor burdensome on the applicant. [ ]

2. Permit review in this organization is undertaken in a consistent manner. [ ]

3. Plans and permits are reviewed in this organization in a timely manner. [ ]

4. Code violation complaints are resolved in a timely manner. [ ]

5. Code violation complaints are resolved in a consistent manner [ ]

6. It should be the policy of this organization and its employees to assist any applicant in completing his/her application, see that it is complete as soon as possible, and process it without undue delay. [ ]

7. It should be the policy of this organization to make the permit process as pleasant and expeditious as possible. [ ]

8.   We have an efficient records management and documentation system.   [ ]

9.   I understand the permit process in our organization.   [ ]

10.   I am aware of standard turnaround times for plans and permits as communicated by my supervisor.   [ ]

11.   I am able to meet standard turnaround times for plans and permits as communicated by my supervisor.   [ ]

12.   The County's existing zoning and subdivision and coastal zone management regulations efficiently implement the General Plan and Community Plans.   [ ]

13.   This organization seeks to identify problems quickly.   [ ]

14.   When problems are identified, we move quickly to solve them.   [ ]

15.   We have an effective process for listening to community or client concerns.   [ ]

16.   The concern for employees in this organization is more than lip service.   [ ]

17.   Good service is the rule rather than the exception in this organization.   [ ]

18.   Managers in this organization encourage and advance new ideas from employees.   [ ]

19.   We have a strong emphasis on training.   [ ]

20.   Management discusses objectives, programs and results with employees regularly.   [ ]

21.   There is free and open communication between all levels of employees about the work they are performing.   [ ]

22.   Our employees treat everyone with respect.   [ ]

23.   This organization encourages practical risk-taking and supports positive effort.   [ ]

24.   This organization has a clear sense of what its programs are trying to

accomplish. [ ]

25. We do our jobs very well. [ ]

26. I am satisfied with the type of leadership I have been receiving from my supervisor. [ ]

27. I have enough time to do my work as it needs to be done. [ ]

28. I am kept abreast of changes that affect me. [ ]

29. There is good teamwork and communication between the different divisions in the Department. [ ]

Please briefly answer the following:

30 Please list any "pet peeves" or concerns about your job, division, department or the County.

_____

_____

_____

_____

_____

31. Please provide at least one suggestion or recommendation for improvement related to your job, division, department or the County.

_____

_____

_____

_____

_____

_____

Appendix C

Employee Long Questionnaire

<div align="center">

County of Maui

A Review and Assessment of the Department of Planning

</div>

Employee Name _____   **Job Title** _____

Division _____   **Section**_____

The following questionnaire is an important and essential part of the study being conducted by Zucker Systems. The study is aimed at improving effectiveness and efficiency in the Planning Department. Your ideas and thoughts are essential to the process. This questionnaire will supplement other work being undertaken by the consultants.

Please complete this questionnaire and return it in a sealed envelope to Zucker Systems, 1545 Hotel Circle South, Suite 300, San Diego, CA 92108-3415 <u>no later than a week from today.</u> Take your time in answering the questions and be as complete as possible. You are encouraged to include attachments or examples. If you wish you may email your response to paul@zuckersystems.com. You may obtain an email version from _____.

Your comments may be merged with others and included in our report; however, the consultants will not identify individuals in relation to specific comments. Your responses and comments will be held in confidence.

Thank you for your help.

Paul C. Zucker, President, Zucker Systems

_____

1. What do you see as the major **strengths** of the County's Department of Planning-- the things you do well?
2. What do you see as the major **weaknesses** of the County's Department of Planning and what can be done to eliminate these weaknesses?
3. What important policies, services or programs are no longer pursued or have never been pursued that you feel should be added?
4. Do you feel any of the County's ordinances, policies, plans, or procedures should be changed as related to your work? If so, list them and explain why.
5. Are there any programs, activities or jobs you would eliminate or reduce and why?
6. How would you describe (in your own words) the goals or mission of the Department of Planning and your Division?

---

7. How well do you think the Department or your Division meets the goals or mission?

8. What would help you perform your specific duties more effectively and efficiently?

9. Do you think that the Department or Division work makes a difference and that you add value to the outcome?

10. What problems, if any, do you experience with Division or Department records or files and what should be done to eliminate these problems? (Please be specific.)

11. Are there any problems in providing good service to your customers? If so, please list them and give us recommendations to solve these problems.

12. Do you feel that the processing of development reviews, permit applications should be shortened, sped up or simplified? If so, what do you suggest?

13. What suggestions do you have for improving internal communication in the Department or your Division?

14. Do you have any difficulty in carrying out your functions due to problems between other departments or divisions? If so, please explain and provide suggestions on how to correct these problems.

15. Have you received sufficient training for your responsibilities? If not, please comment and indicate areas in which you would like more training.

16. What functions are you currently handling manually that you believe could or should be automated? (Please be specific.)

17. What functions that are currently computer-automated need improvement? List your suggested improvements.

18. What problems, if any, do you have with the telephone system and what would you suggest to correct the problems?

19. What problems, if any, do you have with the email system and what do you suggest to correct these problems?

20. Is the County's Management Information Systems Division providing adequate support, training, problem resolution, reliable Internet connection, data backup/security, and other services?

21. Do you have all the equipment you need to properly do your job? If not, please list what you need.

22. Please provide comments concerning good or bad aspects of the County's organizational structure or the organizational structure of the Department. Provide any suggestions for improvement or changes.

23. Do you use consultants or should consultants be used for any of the processes or any of the other functions in the Department or your Division?

24. If you use consultants for any of your processes what problems, if any, do you experience with these consultants and what would you recommend to correct this problem?

25. Please list the major tasks or work activity you normally undertake during the course of a year and provide a rough estimated percentage of your time for each task. The percentages should total 100%. If appropriate, relate your time to specific types of development reviews, permits, enforcement activities or other Department programs.

26. Do you see any of the County's current zoning, subdivision, or coastal zone management regulations as ineffective in achieving their intended purposes?

27. Can you identify any zoning, subdivision, or development permitting issues that come up in the County that are not addressed by the County's current zoning and subdivision regulations? If so do you have any suggestions for dealing with these issues?

28. If you are short of time to do your work, what changes would you recommend to correct this problem?

29. What additional handouts to the public or changes to existing handouts to the public would be helpful?

30. What changes if any would you recommend for the County's web page or e-government applications?

31. What changes, if any, would you recommend for any current performance measures?

32. Do you have the necessary personal workspace and shared space within your Division to efficiently and effectively carry out your job? If not, what different space needs can you identify which would provide you with the optimum workspace environment?

33. Beyond the quantity of workspace, please provide any suggestion you have to improve the layout and environment of the office space.

34. What problems, if any, do you experience with the County's Planning Commissions, Board of Variances and Appeals, Cultural Resources Commission, Urban Design Review Board or any other committees you work with? What would you recommend to correct these problems?

35. List any other topics you would like the consultants to consider, or other suggestions you have for your Division, the Department or County. Take your time and be as expansive as possible.

Note: We will interview many, but not all, staff. If you would like a confidential interview we will try to do so. Let us know by phone, email or in person. Also, feel free to call us at 1.800.870.6306 or email to paul@zuckersystems.com to discuss any concerns or provide recommendations. When calling, ask for Paul.

Appendix D

Performance Measure Review for FY 05

The FY 05 Budget includes 50 performance measures for the Planning Department. These are all listed in Table E-1. The table includes the actual percent completion supplied by the Planning Department and the measures being used by the Department for the FY 06 Budget and our comments on each measure. We have numbered the measures for ease of analysis and reference.

Table E-1
Analysis of FY 05 Planning Department Performance Measures

Performance Measure	FY 05 Budget Projection	FY 05 Actual	FY 06 Budget Projection	Status and Comments
GOAL 1: REORGANIZE THE DEPARTMENT IN ORDER TO INCREASE OFFICE EFFICIENCY AND HARNESS WORK-HOURS TO ACHIEVE OTHER DEPARTMTNETAL GOALS				
Activity 1 (a): Properly maintain accounting and personnel records and documents, and disengage management and other staff from such work. Currently, personnel matters are being handled by a Commission Support Clerk, and budget paper-work by the Deputy Director.				
1. Percentage of time spent by Private Secretary providing service to Director and Deputy Director, other than personnel record keeping, which provides the Director and Deputy Director with more time to reorganize and manage the Department.	100%	50%	100%	This is an important activity. Elsewhere in this report we indicate that the Director should increase his level of delegation.
2. Number of written correspondence per month (rather than verbal and email correspondence) processed by Private Secretary on behalf of Director and Deputy Director, thus providing more professional information gathering and policy development.	75	75	25	It is not clear why this number was reduced from 05 to 06. Given the comments in 1 above we believe the number should have stayed the same or even been increased.
3. Percentage of available time spent by Director and Deputy Director on reorganization aimed at decreasing dependence on the general fund by increasing office efficiency, implementing more equitable rates and fees, and seek planning grants.	100%	30%	100%	The Director and Deputy Director need to spend more time on this category. Accomplishing only 30% of this category slows down the evolution of the Department.
Activity 1 (b): Increase computer organization and efficiency within the Department.				
4. Percentage of new software deployed, and personnel trained, to increase office efficiency.	100%	70%	100%	We have noted software and training needs in our technology section. In order to increase efficiency as well as effectiveness, it is critical that the percentage of performance be increased.
5. Percentage of document templates and an organized computer filing system developed and maintained.	100%	40%	100%	Computer filing system is not in place or organized. This needs to be a high priority for the Department.
6. Percentage of staff time saved by computer efficiency and immediate troubleshooting response.	100%	20%	100%	Given the lack of systems and training the 20% appears to be accurate. Although some attention is now being given to this activity, it is doubtful that it will reach 100% in 06.
7. Percentage of digital application forms, rules and regulations, and other public information placed on the Internet.	70%	70%	100%	?

8. Percentage of administrative time spent on computer reorganization and administration.	70%	15%	n/a	?
GOAL 2: REORGANIZE THE DEPARTMENT INTO A HIGH TECHNOLOGY ANALYSIS AGENCY SERVING THE ENTIRE COUNTY OF MAUI				
Activity 2 (a) Complete the Digital Land Mapping project				
9. Percentage of digital community plan land use maps completed.	100%	90%	100%	Good progress has been made in this area and should be completed in 06.
10. Percentage of digital state land use maps completed.	100%	90%	100%	Good progress has been made in this area and should be completed in 06.
11. Percentage of digital zoning maps completed.	100%	90%	75%	The Department didn't meet the FY05 projection and this says won't meet it in FY06 either. A higher priority should be given to this item.
Activity 2 (b): Update the County's flood maps utilizing aerial photos, geographic information (GIS) and Light Detection and Ranging (LIDAR) technologies.				
12. Update flood maps for the South Maui Community Plan District	n/a	20%	100%	?
13. Update flood maps for the west Maui Community Plan District	100%	100%	100%	Completed
14. Update flood maps for the remainder of the County	20%	20%	50%	Progress on this item continues
Activity 2: Digitize other land use maps (SMA, etc.)				
15. Convert all analog and graphic data (maps) to a digital database.	60%	60%	100%	Ask GIS staff.
16. Supply digital land use related database to public and other state and county agencies	50%	50%	100%	Ask Long Range
Activity 2 (d): Integrate digital technologies into an animated spatial growth model.				
17. Procure Spatial Growth Model and integrate data.	100%	95%	100%	We believe that the 95% completion for 05 is not accurate and based on our research doubt that 100% can be achieved in 06. We have serious concerns about this effort as discussed in our section on technology.
GOAL 3: IMPLEMENT NEW PLANNING POLICIES AND PROCEDURES WHICH INHERENTLY PROMOTE MANAGED AND BALANCE GROWTH FOR A BETTER QUALITY OF LIFE FOR ALL.				
Activity 3 (a) Expedite the update of the County's General Plan, and facilitate the use of the General Plan as a "living document."				
18. Number of public meetings required to staff the General Plan Advisory Committees.	30	0	30	The General Plan Advisory Committee process appears to be proceeding.
19. Prepare for Community Plan revision program resulting from General Plan revisions.	100%	0%	100%	Progress on this item will be contingent on progress on item 18.
20. Number of hours of clerical work per week done by Long Range planners	0	0	n/a	A combination of one clerical position and the planners has been handling this item.
Activity 3 (b): Promulgate environmental planning and strengthen training on the environmental review process.				
21. Number of training sessions for boards, commissions, agencies, and staff.	8	6	12	The Department has been attempting in increase its training programs and better progress should be expected in 06.
22. Number of environmental documents reviewed by the Environmental Planner.	30	83	100	Good progress has been made on this item.
23. Technical assistance provided by the Environmental Planner to other agencies and to the public and in review of pending legislation (Number of Instances).	32	161	80	Good progress has been made on this item.

Activity 3: (c) Increase regional planning by addressing the current work overload by Planners in the Current Planning Division.				
24. Number of Farm Plans Processed by the Planning Department.	250	248	350	This item shows a 40% possible increase in activity. Given the organization and staffing patterns we doubt that this goal can be achieved without additional staffing or process changes.
25. Number of SMA Assessments Received	760	765	1,000	This measure if for SMA Assessments received but not for the ones actually processed. As such, it is not a useful performance measure.
26. Number of bills/rule amendments introduced.	8	8	2	It can be anticipated that this number for 07 will increased based on any General Plan implementation
27. Technical assistance provided by the Coastal Processes planner to other agencies and to the public and in the review of pending legislation (Number of instances).	100	87	100	Performance is satisfactory
Activity 3: (d): Provide adequate clerical and record-keeping support for permit increases.				
28. Number of Farm Plans Processed by the Planning Department.	250	n/a	n/a	This was dropped in 05 but we feel it was a good measure that should be used.
29. Number of SMA Assessments Received.	760	n/a	n/a	This was dropped in 05.It is not a good measure and should be replaced by number of SMA assessments processed.
Activity 3 (e): Improve the County's Coastal Zone Management Program. (Is 3d in 05)				
30. Complete hearings on revised shoreline rules and monitor results. (In 05 changed to Administer revised shoreline rules and monitor results.	100%	100 %	100%	Satisfactory progress
31. Revise the SMA boundaries for the County	100%	12%	100%	The Department has issued a RFP on this item but as discussed elsewhere in this report, we doubt that the budget will be sufficient for this effort.
Activity 3 (f): Develop legislation to refine the SMA permitting system, to conduct/supervise necessary technical studies, and to work with the public.				
32. Number of bills/rule amendments introduced.	8	2	5	This item will be contingent on performance of item 31.
33. Number on instances of technical assistance provided to other agencies and the public, and in the review of pending legislation.	100	49	100	This will vary by year and is a measure of workload.
Activity 3 (g) Increase review criteria of all subdivision applications to include social impacts.				
34. Increased scrutiny of impacts of subdivision to social imacts.100%	100%	78%	100%	We are not clear on how this item has been measured. We have commented on subdivision review elsewhere in this report.
Activity 3 (h): Prepare, administer and enforce a cultural resource management program.				
35. Hold county-wide public meetings to increase awareness of the importance of a strong cultural understanding.	6	2	10	Some of this work will likely be incorporated in the General Plan effort.
36. Revise existing cultural management programs.	60%	40%	100%	Given the vacancy in the cultural management position, implementation of this item will likely be delayed.

GOAL 4: COMPLY WITH ALL DEADLINES AND MANDATES REQUIRED BY LAW OR POLICY.				
Activity 4 (a): Address the backlog of work in the Zoning Administration and Enforcement Division caused by a lack of staff positions.				
37. Number of permits process by current Land Use Building Plans Examiners.	3,800	3,435	n/a	Dropped in 06, however we feel that this is a good measure.
38. Increase efficiency in building permit processing to reduce review time. (calendar days)	25 days	120 days	25 days	Poor performance on this item is a serious concern as discussed elsewhere in this audit.
39. Process the increase in review of: subdivision applications	385	231	500	This indicates a 116% increase from 05 to 06. Given the 05 performance, we doubt that this measure can be met in 06.
40. Process the increase in review of: SMA exemptions	875	760	1,140	This indicates a 50% increase from 05 to 06. Given the 05 performance, we doubt that this measure can be met in 06.
41. Process the increase in review of: sign and Banner permits	300	196	390	Based on 05 actuals, the 06 projection seems high.
42. Process the increase in review of: zoning inquiries and correspondence	10,600	30,940	13,780	Based on the 05 actuals the 06 projection seems low.
43. Process the increase in review of: certificates of occupancy	500	370	650	This indicates a 76% increase from 05 to 06. Given the 05 performance, we doubt that this measure can be met in 06.
44. Process the increase in review of: variances and appeals	35	25	50	This indicates a 100% increase from 05 to 06. Given the 05 performance, we doubt that this measure can be met in 06.
45. Reduce time for: Correspondence and telephone inquiries. (calendar days)	14	n/a	n/a	See a, b and c below
45a. In FY05, Current Division	14	12	3	This is a good target for 06 but based on our analysis it appears that this target will not be met.
45b. In FY 05, Long Range Division	14	15	3	This is a good target for 06 but based on our analysis it appears that this target will not be met.
45c. In FY 05, ZAED	14	30	3	This is a good target for 06 but based on our analysis it appears that this target will not be met.
46. Reduce time for Subdivision review. (calendar days)	30	49	15	This is a good target for 06 but based on our analysis it appears that this target will not be met.
47. Process variances and appeals for completeness check and schedule hearing.	10	12	10	Progress appears good.
Activity 4 (b): Develop and monitor permit tracking system to provide warnings that transmittal deadlines are approaching. The addition of planning positions will free up existing staff to work on the development of such a program.				
48. Permit requests transmitted within deadlines as prescribed for in the County Charter, the Maui County Code, and the Hawaii Revised Statutes.	95%	75%	100%	These deadlines are discussed elsewhere in this report.
Activity 4 (c): Annual updates of county population forecasts; social and physical infrastructure inventories; and land use forecasts.				
49. Prioritization of proposed capital improvement projects.	100%	45%	100%	This will be part of the General Plan follow up.
50. Update all forecasts, especially for population and land use.	100%	90%	100%	This is part of the General Plan process.

Using performance measures as part of the annual budget process is a good technique. Some of the measures currently used are excellent and in the Council minutes on the

budget, the Department was complemented on the performance measures. However, the measures used in 05 and 06 could be substantially improved as follows:

- 50 measures are far too many to be workable and meaningful for the Mayor and Council as well as the public.

- Some measures project 125% or 150% for FY 06. These are in error and should be 100%. Since they were shown in the printed budget this way, is an indication that policy makers and even staff likely did not review the measures in any detail. These measures include 1, 2, 5, 7, 17, 30, 34, 49, and 50.

- The same measures tend to be repeated from year to year. While this is appropriate for some measures, others tend not to be meaningful. There is no reason to repeat most measures for FY 06 that shows 100% completion in FY 05. Measures that could be eliminated include 13 and 30. Several measures were eliminated in FY 06 including 8, 20, and 37.

- Some of the measures simply indicate the number of various applications estimated to be received during the year. This is important data that should be listed in the budget and is shown in measures 25, 29, 39, 40, 41, 42, 43, 44, and 47. However, these are not performance measures.

- Several measures are repeated including 25 and 29, 24 and 28, 26 and 32, 27 and 33.

- Several measures count actual activity for FY 05 and project the activity for FY 06. These are good measures and include 2, 7, 18, 21, 22, 23, 24, 26, 27, 35, 39, 40, 41, 42, 43, and 44.

- Some measures show specific projects to be completed in FY 06. These are excellent measures and include 12, 14, 15, 16, 36, 49, and 50.

- Some measures set processing times. These are excellent measures that should be monitored on a weekly or monthly basis and will be discussed elsewhere in this report. These measures include 38, 45a, 45b, 45c, 46, 47, and 48.

- Some of the measures were made more specific in FY 06 which is excellent including 45.

- The percent completion shown in the budget tends not to be useful since the budget is prepared before end of year data is available.