

Planning Service Alternatives for the Town of Canandaigua

June, 2009

Prepared for:
Canandaigua Town Board

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EXECUTIVE SUMMARY

In February, 2009, the Canandaigua Town Board engaged The Center for Governmental Research, Inc. (CGR) to provide an analysis of alternatives for providing planning services for the Town. The Town Board requested an analysis to determine the most effective model for delivering planning services that would best meet the needs of the Town to plan for and manage current and future land use and development.

In the past decade, the Town of Canandaigua has undergone a period of significant growth. These development pressures have raised concerns of how to effectively manage growth while fulfilling the vision of Town residents as articulated in the Town Comprehensive Plan, other planning documents, and Town regulations.

Planning services are delivered to a community through a combination of four component parts: structure, process, systems, and people. To best inform our analysis, CGR focused its review on the current structure, processes and systems in place in order to develop the alternative structural model options for delivering planning services to the Town.

At this time, Town leadership has not reached agreement on the specific role a Town Planner should have, nor the scope of services the Development Department¹ should provide (e.g. economic development, grant administration, administrative oversight, long range planning, etc.). An essential first step in evaluating the suggested structural alternatives presented in this report is to clearly articulate the vision and expectations for the department. Once the vision for the department is clear, Town leadership will then be able to determine the skill sets required to accomplish that vision and staff the department accordingly. Review of

¹ The Town currently uses several terms to refer to the building, planning, and zoning functions. Throughout the report CGR refers to these functions collectively as the Development Department.

current staff performance and job descriptions were beyond the scope of this study.

CGR developed four alternative structural models based on the assumption the Town of Canandaigua wishes to continue to engage a professional planner in its development services. The four alternative structural models presented in this report are:

- A. Maintain the current model with a part-time consultant planner;
- B. Reconfigure the existing staffing model to appoint a department supervisor who will oversee all development staff, including the use of a consultant planner;
- C. Add a full-time professional planner as the Development Department Supervisor (replacing the consultant planner), while retaining the current level of staffing; or
- D. Hire a full-time professional planner as the Development Department Supervisor (replacing the consultant planner) who will be assigned additional responsibilities for either the code enforcement or zoning enforcement functions, which would allow for the reduction of other staff.

Two additional models were suggested by individual members of the Study Advisory Committee. These models are presented in Appendix F.

In reviewing the current internal systems and processes in place, CGR identified several opportunities where immediate improvements could be made to improve planning service administration for the Town. These observations are presented throughout the report.

In addition to the internal review, CGR interviewed comparable communities to understand how planning services are administered in similar settings and to benchmark workload activity and staffing levels to inform the analysis.

During the course of the three month study CGR conducted over thirty-five interviews, held one focus group, reviewed a variety of internal Town documents including prior planning and development plans, and conducted an analysis of the development department databases. The following are a few key highlights with more detailed findings and recommendations presented in the full report.

Highlights from the Internal Review

- The Town of Canandaigua has many useful tools in place to help guide its planning decisions. These tools include planning documents such as the Town's Comprehensive Plan, Hamlet of Cheshire Master Plan, Parks and Recreation Master Plan, and the Farmland and Open Space Conservation Program. In addition, the Town has the benefit of numerous planning studies for the region, specialized studies of water quality and carrying capacity of Canandaigua Lake, access to numerous technical experts, and several boards and committees devoted to planning services. Despite the availability of these planning tools, the Town struggles to manage its growth and fulfill its development vision.
- In 2000, the Town spent over \$120,000 on the Development Department compared to the 2009 budget of \$283,500 (excluding employee benefits). During the same time period, Development Department expenses increased from 7% to 10% of the total Town budget.
- Including expenses for both the Planning Board and the Zoning Board of Appeals, the overall Town expenditures for planning services has increased from \$178,000 in 2000 to over \$410,000 in the 2009 approved budget. This represents a 130% increase since 2000, with the greatest increase a result of the \$100,000 in contractual expenses to the Planning Board for 2008 and 2009. Current spending on planning services represents 17% of the total Town budget (excluding employee benefits).
- The level of building permit activity peaked in 2006 with 482 permits issued and has been declining each year with 453 permits in 2008.
- The number of applications and reviews by the Planning Board and Zoning Board of Appeals also peaked during 2005-2006 with approximately 260 applications each year, and has since been declining, with 163 total applications in 2008.
- The Development Department is not a recognized entity on the current Town organizational chart. The current organizational chart separates the zoning and code staff placing them at an equal level to the Planning Board and Zoning Board of Appeals. CGR noted this discrepancy despite the fact that the physical location, Town budgets, website presentation, and staff perceptions support this being viewed as a singular unit.
- The Development Department has not had a daily department manager since 2002. The department does not have a specific work plan with outlined performance measures and staff members could not report receiving what they understood to be performance reviews during their time of employment.

- The current application process flow chart used by staff is fairly accurate, although the systems in place to support it could be improved.
- The actual level of activity in the office is not currently monitored or managed. There is no system in place to track all applications in the department (denied, withdrawn, etc.). Applications are in hard copy form until the application is approved and the issued permit leaves the building, at which time the application information is entered into a database.
- There is a lack of consistent data entry into the main database system. The absence of a code book or documentation creates a dependence on specific staff making the Town vulnerable to losing valuable institutional knowledge during regular staff absences or staff turnover.
- The Development Department currently uses over three dozen separate application forms² - well above comparable communities.
- Current application forms do not require approval signatures from the Town Planner or the department supervisor.
- The Micro Computer Operator and the Zoning Inspector are the first stop for all office work flow. These decision-nodes are critical to the work flow process.
- The Town website receives an average of 5,600 visits a month or just over 180 visits per day. The Development page receives an average of 472 hits per month, representing a 31% increase compared to a similar time period in 2006-07.
- The current website is limited in the amount of information it provides to users. The Town code is not posted and the site posts only a small portion of department forms. The increasing traffic to the department website indicates the site can be used as an effective tool to communicate with the public and potentially save staff time by empowering residents with easy access to department information and application forms.

² Based on staff estimates.

Highlights of Comparable Communities

- Of the 12 comparable towns interviewed, 2 have a planner on staff, 6 have consultant planners, and the remaining 4 reported they did not use professional planning services.
- Development Departments are typically supervised by the Code Enforcement Officer (CEO).
- Few towns have a separate Zoning Enforcement Officer (ZEO) or Inspector. Most are combined CEO/ZEO positions.
- The Town of Canandaigua Development Department has 5 Full-Time Equivalents (FTE) plus a part-time consultant planner, while comparable Towns range from a staff of 1 to 4 FTE. Taking level of activity into account, the Town of Canandaigua is most similar to the Town of Farmington which has 4 FTE and a consultant planner at approximately 32 hours a week.
- It is a common and recommended practice for staff to meet with applicants prior to going before the various boards. Such a process is described as a way to increase customer service and board efficiency.
- Comparable towns use their websites as a main vehicle to communicate with residents, applicants, and the public. Several comparable towns post their town code in an easy and searchable format, post all applications online with detailed instructions and information on the application process, and clearly present a resident focused mission for the department.
- Comparable communities use a range of application forms from 1 universal form up to 24 separate forms. The number of forms used is considerably less than the three dozen forms currently used by the Town of Canandaigua.

Key Project Findings

1. **The Town Board needs to clearly define its expectations of the department, boards and committees involved with planning services.** Town leadership must come to agreement on where the responsibilities of daily management of administrative tasks and the leadership to achieve long range planning goals should reside. The roles and expectations of the staff, consultants, boards, and committees should be more clearly articulated.
2. **The current number of staff in the Development Department is roughly equivalent to comparables.** Adding an additional full-time planner to the department would put the Town at the high end

of the range of staff to workload; however, this would be mitigated by eliminating the need for a part-time consultant planner.

3. **The Development Department would greatly benefit by having a Department Head or day-to-day supervisor.** The current structure does not designate an individual who is ultimately responsible for the administrative activities of the department. Further, a department supervisor would be in a position to monitor the level of inputs and outputs of the department, develop work plans, identify opportunities to increase efficiency, and act as a key resource for staff and Town decision-makers.

If Town leadership wishes to appoint a department supervisor, CGR suggests the department could be structured in one of the following three ways:

- a) Reconfigure the existing staffing model to appoint a department supervisor who will oversee all staff including the use of a consultant planner; or
- b) Add a full-time professional planner as the Development Department Supervisor (replacing the consultant planner), while retaining the current level of staffing; or
- c) Hire a full-time professional planner as the Development Department Supervisor (replacing the consultant planner) who will engage with other department responsibilities, which would allow for the reduction of other staff.

Whichever model is selected, it is important to first seek a review by the Ontario County Human Resources Department and formalize the approved model on the Town organizational chart.

4. **There are several opportunities within the existing processes and procedures for Town leaders and the public to learn of pending applications before they are approved.** In addition to the mandatory public notices and hearings, the current process includes regular reports to the Town Board of approved applications and permits issued. If Town leadership wishes to be made aware of activities that are in process, such a request can become standardized into the current process. For example, a bi-weekly report of pending applications could be designed with slight modifications to the current department database and e-mailed to the members of the Town boards. This would act purely as an information sharing exercise, since the current process for review and approval remains with the Development staff and the appointed boards. However, it would give Town Board members an advance look at potential development issues.
5. **The current systems in place to support the planning, zoning, and code functions could be improved.** Our requests for

information highlighted gaps, inconsistencies, and a lack of documentation. Better management systems may include tracking all application activity not just approved permits, cross training staff, streamlining forms, and standardizing data entry.

6. **The role of the Planning Review Committee (PRC) should be clearly outlined.** In comparable communities it is common place to meet with applicants before going before the various boards; however this is typically viewed as a staff level activity. Most comparable towns interviewed do not involve board members in this process in order to maintain an arm's length from the board formal review process. Only the towns of Pawling and Skaneateles include planning board members in this process. If desired, a threshold could be established to trigger board member input during this initial application phase, such as projects above a certain square footage or those requiring special use permits.

Acknowledgements

CGR wishes to thank the many members of the Town of Canandaigua and surrounding communities who devoted the time to meet with CGR and provide the information required to prepare this report. CGR especially appreciates the many Town staff members, board members, and the individuals of the comparable communities who took the time to meet with us, gather data, and make suggestions.

In particular, CGR thanks the Study Advisory Committee members for their time and attention to this project. The Study Advisory Committee included: David Dawson, Town Councilperson; Jim Hecker, Highway Superintendent; Lloyd Kinnear, former Town Supervisor; Graham Smith, Zoning Board of Appeals Chair; Patricia VanDyne, Planning Board Chair; Ralph Brandt, Deputy Supervisor; and Jim Fralick, Interim Supervisor.

Staff Team

Charles Zettek, Jr., Director of Government Management Services, served as project director for this study.

Jaime Saunders, Senior Research Associate, served as project manager, conducted interviews, compiled and analyzed data and helped draft the report.

Michael Silva, Research Assistant, provided data analysis and developed the charts and tables for the report. Additional staff members who contributed to this project include: Kirstin Pryor, Research Associate; Katherine Bell, Information Systems Manager; and Chris Kendig, Intern.

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I. PROJECT BACKGROUND

The Town of Canandaigua has experienced tremendous growth. Between 1990 and 2007, the population for the Town has increased by 21%. In comparison, Ontario County has grown by 9 % over the same time period, while the seven-county region has increased by only 2%.³

To manage its land use and development the Town has employed a planner or Director of Development since 1987. In 2003, the Town Board eliminated the full-time Director position and engaged a part-time Planning Consultant, a relationship that continues today.

Early in 2008, members of the Town Board put forward a motion to reinstate a full-time Director of Development position. The Town Board engaged a human resources consulting firm to outline the expectations and specific duties for this position. The consultants also conducted an external market pay survey and gathered sample job descriptions from various municipalities in early 2009.

In order to help determine whether or not to move from the current part-time consultant model to a full-time Director of Development, the Town Board engaged the Center for Governmental Research (CGR) to evaluate several structural model options.

Approach to the Study

CGR was engaged to review several alternative structural models for providing planning services to the Town. Through the initial data collection process it became clear the study needed to be expanded to include a broad brush review of the mechanisms in place to support the planning services function in order to best inform the structural model alternatives.

Planning services are delivered to a community through a combination of four component parts: structure, process, systems, and people. These components are defined as:

Structure

How work is allocated and coordinated and where decision-making authority resides.

³ Seven-county region includes Genesee, Livingston, Monroe, Ontario, Orleans, Wayne, and Wyoming.

Process

How constituents interact with the department, where and when decisions are made, and where outcomes are produced.

Systems

How work flows through the department and the tools used to support the process such as application forms and methods of data management.

People

The various individuals who are part of the process, engage the systems, and can be identified as part of the formal structure.

To best inform the analysis, CGR focused its review on the current structure, processes and systems in place in order to develop the alternative structural model options for delivering planning services to the Town. CGR did not focus on the people component in that we were not engaged to conduct personnel or job evaluations.

Data Collection

Using the four components above as the framework, CGR designed a work plan to gather information based on a three-step process.

Step 1: Internal Assessment

CGR conducted an *internal assessment* to determine how planning decisions are made in the current structural context, outlined the relationship of staff, town boards and committees that affect planning and development within the Town, and identified pressures and future demands for town planning. Data was collected through the following methods:

- Interviews with Town staff, current and past board leadership, planning and zoning applicants, and citizen interest groups.
- Review of Town planning documents, including the current and prior Town Comprehensive Plans, Parks and Recreation Master Plan, Farmland and Open Space Conservation Program Report, Canandaigua Lake Peak Boat Use Inventory and Carrying Capacity Analysis, Canandaigua Regional Transportation Study, and others as identified.
- Review of internal Town documents including current department job descriptions, zoning and code database records, and Town budgets.

Step 2: External Assessment

CGR conducted an *external assessment* to understand the context the Town is working in with its planning decisions and to learn how other

communities are organized to address common development issues. Data was collected through the following methods:

- Interviews were conducted with leaders in such fields as planning and economic development.
- Interviews were conducted with 12 comparable communities' planning and/or building departments. The selection method is described in further detail below.

Step 3: Synthesize Findings

Based on the results from the two previous project steps, CGR synthesized the findings to present a range of options for the Town to consider for providing planning services in the future.

Comparable Communities Selection Process

CGR was engaged to provide information for up to five comparable towns. Through the data collection process it became clear there was great value in expanding this portion of the project. The acquisition of additional data from a larger collection of communities would present an alternative view of how planning services could be structured and provide an indication of the level of workload to staffing ratios.

Selection Process

The Study Advisory Committee helped CGR develop a list of desired criteria for selecting comparable communities. In order to allow for comparisons across a wide geographic area, CGR used data from the 2000 US Census and included the following eight criteria: population, population density, land area, water area, median household income, rural housing units, seasonal rental housing units, and proximity to a major metropolitan area.

To obtain a wide cross section of towns facing similar development pressures, CGR expanded our selection universe to include communities in New York, Connecticut, Vermont, Pennsylvania, New Jersey, Ohio, and Massachusetts. At the request of the Study Advisory Committee, the communities of Farmington, Victor, and Lake Tahoe were included for analysis. Due to the great difference in size and structure, Lake Tahoe figures are presented in the community comparison table, but the results are not included in the analysis mentioned in this report.

Using 2000 Census data, CGR established the baseline measures for the Town of Canandaigua and then identified the communities that most closely matched these measures. From this initial list, CGR researchers

compared the rankings to a map to review the type of water area present (a lake versus a reservoir) and to verify the town was within a similar distance to a major metropolitan area. Through this process CGR tested but did not find sufficiently comparable matches in New Jersey, Vermont, or Pennsylvania. CGR also measured the miles of shoreline present in each of the selected communities using Census data files to further review comparability.

CGR interviewed a total of 12 communities comparable to the Town of Canandaigua. The full listing of the selected towns, including their comparable measures, can be found in Appendix B.

Comparable Community Interview Structure

CGR conducted telephone interviews with department staff or officials. Each interview discussed the community's current structure for planning, volume of activity, systems and processes in place to handle the stated workload, and any lessons learned to help inform our findings. The comparison community interview responses are summarized in Appendix B.

Study Limitations

For the purpose of this engagement, CGR's analysis focused on recommendations for three of the four components areas: structure, process, and systems. With these three components outlined and in place, the fourth 'people component' can be properly evaluated at the discretion of Town leadership.

This report does not provide one single recommendation for structural change, but presents Town leadership with several options, background information, and data to help inform the decision-making process.

II. PLANNING CONTEXT

Community Profile

Nestled in the Finger Lakes, the Town of Canandaigua is a unique mixture of residential neighborhoods, agriculture lands, open space, lakefront development, a commercial corridor, and a vacation destination.

The Town of Canandaigua spans 57 square miles with an estimated population of 8,639 residents in 2007. The Town surrounds the City of Canandaigua which is 5 square miles with an estimated population of 11,185.⁴ Located in Ontario County, approximately 27 miles southeast of the City of Rochester, the Town of Canandaigua has increasingly become an area for residential development. The expansion of the Route 332 corridor has also improved the ease by which commuters can travel to jobs in the Greater Rochester area.

The Town of Canandaigua includes the greatest amount of shoreline of Canandaigua Lake with 9.6 miles within its' borders.⁵ The third largest of the Finger Lakes, Canandaigua Lake borders 14 municipalities, is 15.5 miles long and has a watershed that covers about half of the Town's land area.⁶ The lake provides water to over 60,000 residents in the region.⁷

Development Pressures Facing the Town of Canandaigua

The Town of Canandaigua is navigating the tensions of its growing residential development with desires for preservation and managing its lakefront development while ensuring lake quality and public access to the waterfront. To balance its growing residential base, the Town seeks to effectively compete for commercial and industrial development. Additionally, the Town strives to provide sufficient recreational opportunity areas, support its growing tourism industry, and maintain its high quality of life as an ideal community to live, work, and play.

Between 2000 and 2007, the Town's population increased by 13%, while the total county population grew at a slower rate of 4%. With its steady population growth, the Town of Canandaigua is becoming a larger portion of the overall county population.

⁴ US Census 2007 population estimates.

⁵ CGR calculated; see Appendix B.

⁶ Town of Canandaigua Comprehensive Plan, 2003.

⁷ Canandaigua Lake Watershed Management Plan, 2001.

Table 1. Total Population

	1990	2000	2007	Change 2000 to 2007
Town of Canandaigua	7,160	7,649	8,639	13%
Ontario County	95,101	100,224	103,740	4%
Percent of County	7.5%	7.6%	8.3%	

Source: U.S. Census Bureau

The number of households in the Town has increased 21% between 1990 and 2000, the most recent year data is available.

Table 2. Number of Households

	1990	2000	Change 1990 to 2000
Town of Canandaigua	2,378	2,885	21%
Ontario County	34,930	38,392	10%
Percent of County	7%	8%	

Source: U.S. Census Bureau

The bulk of new development in the Town has occurred in the Southern Corridor along the western shore of Canandaigua Lake. Since 2000, the Town has seen the development of 17 large subdivisions (considered greater than five lots) with over 1,000 of the units built and 549 units awaiting final approval as of May 2009.⁸

Sixty percent of new structure building permits during 2000 to 2008 were administered for the Residential 20,000 square foot zone (R-1-20) and the Residential 30,000 square foot zone (R-1-30). New structure building permits may include the addition of a deck, garage, or a new housing structure. The Residential Lakeshore District (RLD) represented 6% of the total new structure building permits administered over this time period.

Table 3. New Structure Building Permits by Zoning District

	2000-08	% of Total
AR	71	11%
CC	9	1%
R-1-20	196	29%
R-1-30	205	31%
RLD	39	6%
RR-3	30	4%
SCR-1	3	0%
All Other	115	17%
Total	668	100%

Source: CGR calculated from Development Access Database

Notes: AR - Agricultural Rural Res.(1 and 2 acre); CC - Commercial; R-1-20 - Residential 20,000; R-1-30 - Residential 30,000; RLD - Residential Lake District; RR-3 - Rural Res.; SCR-1 - Southern Corr. Residential.

⁸ Provided by staff documentation on 5/14/09.

Economic Development Areas

The Town of Canandaigua plays a major role in the overall economic development of the region. Its' attractive amenities as a place to "live, work and play" is a strong feature in bringing new investment in the area.

The Ontario County Office of Economic Development/Industrial Development Agency (IDA) with the County Board of Supervisors, is working at a regional level to attract investment to the area. The 2004 *Ontario County Economic Development Strategic Plan* is technology driven and focuses on enhancing the technology supports available in the region. This includes investment in the fiber-optic ring and cutting-edge research at such businesses as the Infotonics Technology Center located in the Town.

The Town's Route 332 corridor presents a growth area with a mixture of development opportunities. The investment to expand Route 332 into four-lanes has increased the ease by which users can access the area. The addition of secondary roads off of Route 332 has created a strong platform for attracting investment to the area.

CGR interviews noted a decline in investment activity and inquiries in recent months as a possible indication of the national recession slowing business investment across many areas. However, the population growth in the area will most likely continue to attract additional services and industry overtime.

Environmental Preservation

The following list represents a broad brush summary of the environmental issues related to planning decisions within the Town. This list provides a context of the environmental concerns planning services face and is not intended to be fully comprehensive, since the specifics can be found in many other studies and Town documents. All of these issues, and more, will receive thorough review and consideration as the Town begins to update its 2003 Comprehensive Plan this year.

Based on interviews the following key environmental concerns were identified:

- Maintaining water quality of Canandaigua Lake including monitoring the overall carrying capacity and addressing issues of run-off.
- Ensuring proper control of soil erosion.
- Ensuring proper storm water management.

- Preserving the watershed and following the Watershed Management Plan.
- Monitoring and protecting steep slopes and limiting their development.
- Protecting open space as outlined in the Farmland and Open Space Program Report.
- Ensuring site plans are compliant with the Town Comprehensive Plan, Watershed Management Plan, and local environmental regulations.
- Maintaining a strong enforcement program to ensure applicants are abiding by the State Environmental Quality Review (SEQR) and local environmental regulations.

III. STRUCTURE COMPONENT

The manner in which a department is structured determines how work is allocated, how tasks are coordinated, and articulates where decision-making authority resides.

To administer planning services, the Town of Canandaigua employed a full-time planner or Director of Development from 1987 to 2002. Since 2002, the Town has engaged a Planning Consultant to provide on-going services. The Development Department has grown from an office of 3.5 FTE (full-time equivalents) in 1990 to its current staff of 5 FTE plus a part-time Planning Consultant.

Current Structure

The current structure of the Town Development Department consists of the following positions:

- Code Enforcement Officer (Full-Time)
- Assistant Code Enforcement Officer (Full-Time)
- Fire Safety Inspector (Part-Time)
- Micro Computer Operator (Full-Time)
- Zoning Officer / Zoning Inspector (Full-Time)
- Office Specialist I (Part-Time; the OSI is full-time and shared with the Assessors' Office)

The Town currently uses the services of a part-time Planning Consultant for an estimated 20 hours per week and an Engineering Consultant on an as-needed-basis, including regular participation at weekly staff meetings and the monthly Planning Review Committee meetings.

Table 4. Development Department Staffing History

	1990	2000	2009
Consultant Planner (PT)			0.50
Director of Development (FT)	1	1	
Code Enforcement Officer (CEO) (FT)	1	1	1
CEO (PT)		0.50	0.50
Asst. CEO (FT)			1
Micro Computer Oper. (FT)	1	1	1
Zoning Inspector (PT)	0.50	0.50	
Zoning Inspector (FT)			1.0
Personal Services-Typist (PT)			0.50
Number of FTE	3.5	4	5 plus PT Consultant Planner

Source: Ontario County Human Resources Department; Town Budgets

Notes: Consultant Planner engaged in 2002; Zoning Inspector position became FT in 2004.

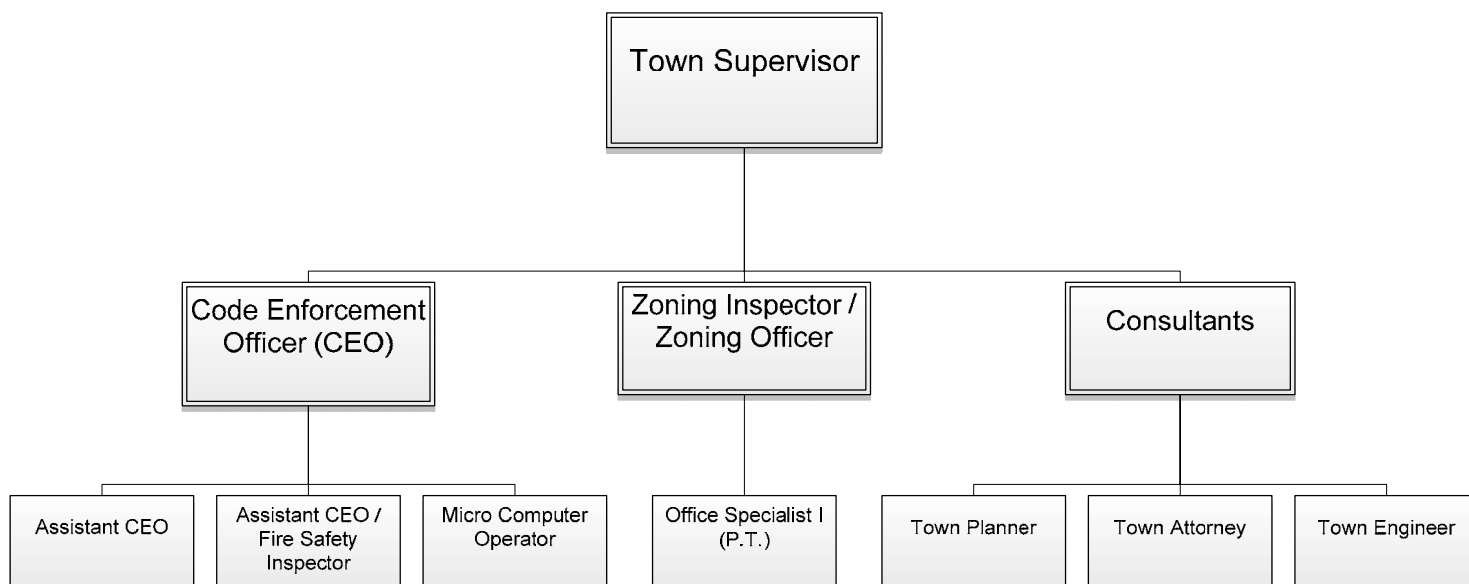
Current Reporting Structure

The Zoning Inspector, Code Enforcement Officer, Consultant Planner, and Consultant Engineer⁹, each report to the Town Supervisor. The part-time Office Specialist I (listed above as Personal Services-Typist) reports to the Zoning Inspector and the remaining development staff report to the Code Enforcement Officer.

In early 2009, the Town developed an organizational chart to reflect current operations. The sections directly related to the staff of the Development Department are reflected in Figure 1.

⁹ The Town Engineer contracted position is listed in the Town budget as a Planning Board expense and is therefore not included in CGR's staffing analysis for the Development Department.

Figure 1. Development Staff as Reflected in Current Town Organizational Chart



Not displayed in the section above is that the Town Planner and the Town Engineer are shown to report to both the Town Supervisor and the Chair of the Planning Board.¹⁰

Despite the direct oversight of the department by the Town Supervisor, the Department has not had a day-to-day department manager since the full-time Director of Development position was eliminated in 2002. Department activities are discussed regularly with department staff and formally through weekly staff meetings. However, department activities are not coordinated into a formal work plan with annual performance measures and tenured staff could not report receiving a performance review during their time with the department.

Department Expenditures

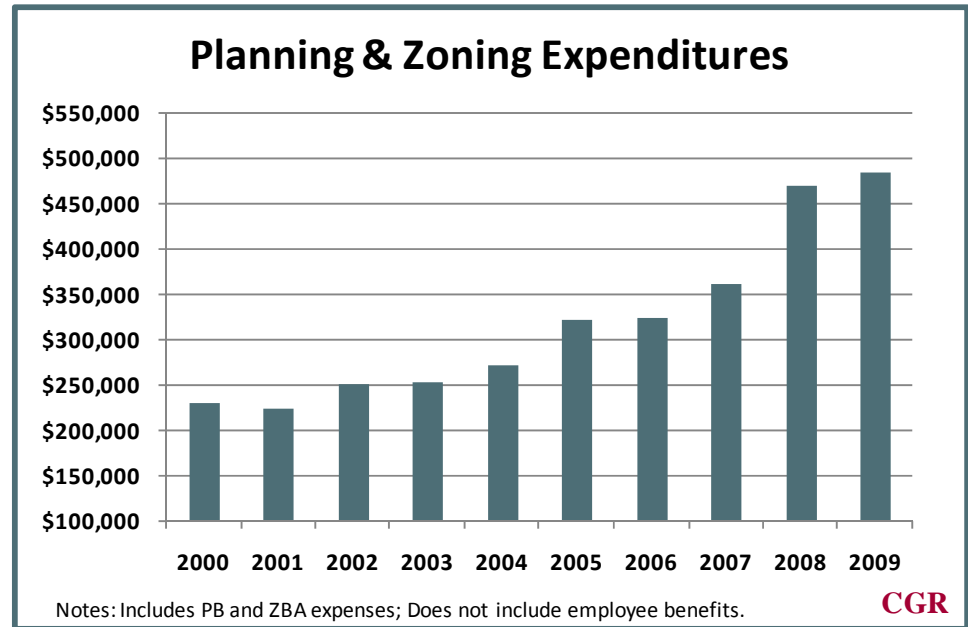
In 2000, the Town spent over \$120,000 on the Development Department compared to the 2009 budget of \$283,500 (not including employee benefits).¹¹ Including expenses for both the Planning Board (PB) and the Zoning Board of Appeals (ZBA), the overall Town expenditures for planning services has increased from \$178,000 in 2000 to over \$410,000 in the 2009 approved budget. This represents a 130% increase since 2000, with the greatest increase resulting from the

¹⁰ Draft version as of March 2009.

¹¹ CGR calculated based on figures provided by Town actual and adopted budgets.

\$100,000 in contractual expenses to the Planning Board for 2008 and 2009.¹²

Graph 1

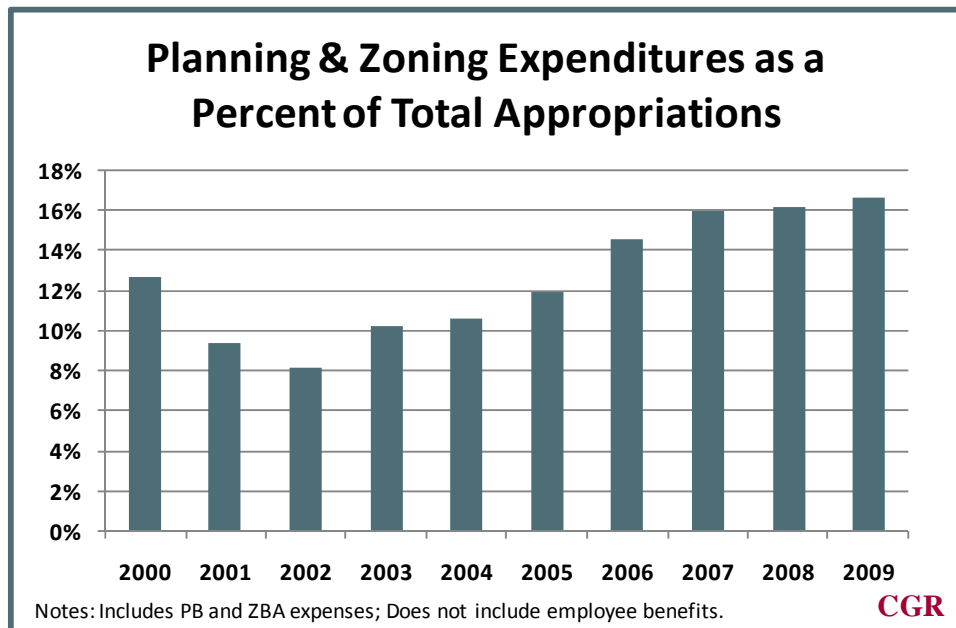


For 2009, planning and zoning expenditures, not including employee benefits, represents 17% of the total Town budget (Graph 2). This includes a small portion of professional services that are charged back to the applicant, such as the use of the Town Engineer. The Development Department also generates revenue through the collection of application and permit fees that has ranged from approximately \$16,000 to \$66,000 in a given year.¹³

¹² The two major elements of the contractual expense increase are the Town Engineer and legal fees.

¹³ Application fees are collected and processed by the Town Clerk's Office.

Graph 2

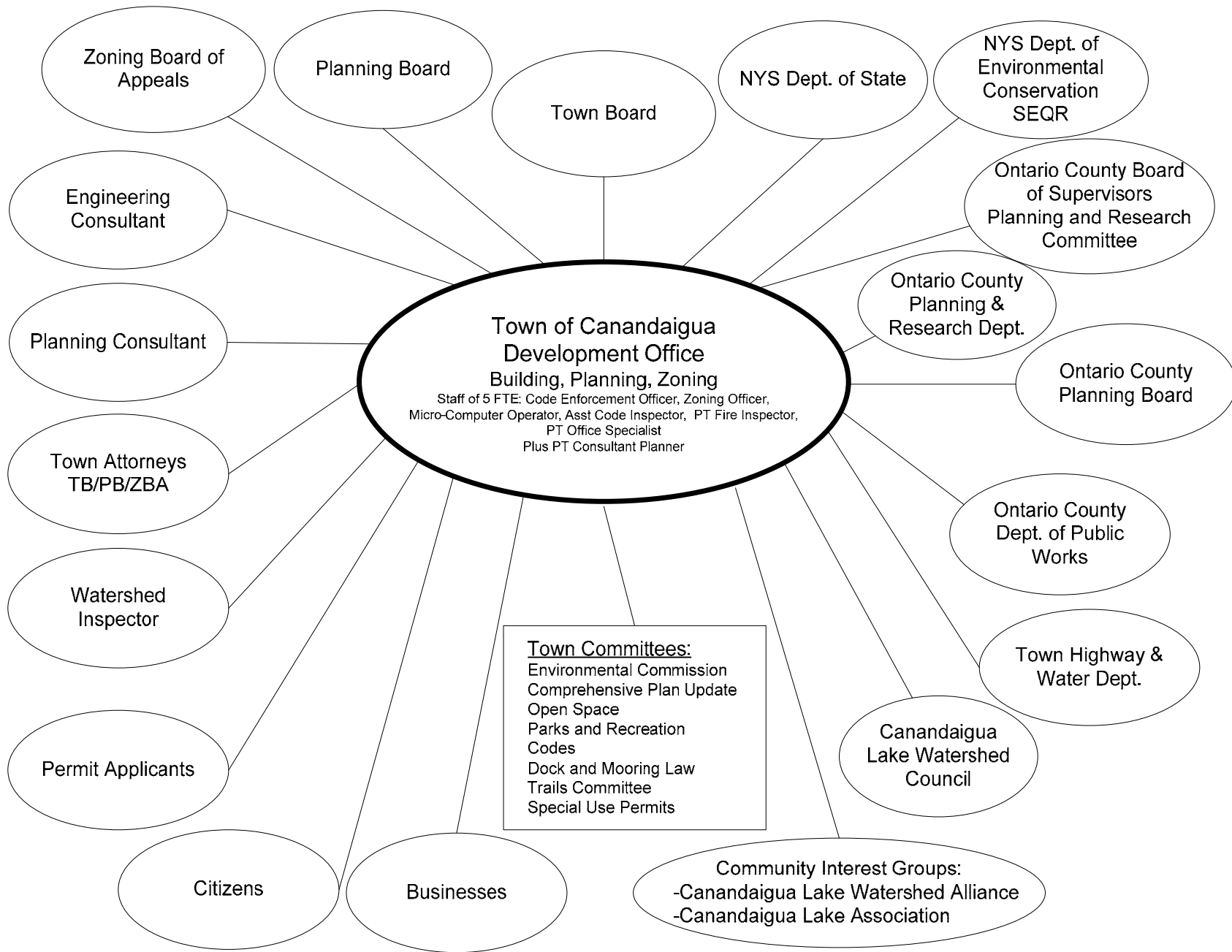


Current Development Department Constituents

The Development Department staff interact, provide support, or comply with multiple boards, state and local governmental agencies, community groups, citizens, businesses, and other interested parties.

A sampling of the variety of entities interacting with staff is represented in Figure 2.

Figure 2: Development Department Constituents



Comparison Communities Structure Highlights

Based on interviews with 12 comparison communities, the following structural highlights were found:

Each department has a department head managing daily activities.

The planning, zoning, and code functions varied from one to two separate departments. However, each model employed a day-to-day manager overseeing all activity within the respective department. Typically, the department head also served as the lead Code Enforcement Officer.

Few towns of comparable size engage a full-time professional planner.

Of the 12 communities interviewed, only one had a professionally certified planner on staff full-time,¹⁴ one employs a Land Use Administrator with an environmental background, four communities use a consultant planner as needed, two communities have a contracted part-time planner working a set number of hours each week, and four communities reported they did not use professional planning services.

Recommendations for Structural Improvements

Formally establish a Development Department.

The recently created Town organizational chart does not depict a formal department for the planning, zoning, and code functions. Both staff perception and the physical location of these functions in one office area in Town Hall reflect these activities as one unified department. The Town Budget also groups these functions together under the category of Zoning/Code Enforcement (A8010 expense codes). The Town website directs visitors to the “building, planning, and zoning” area, while the webpage refers to the Town Development Office. Creating a recognized Development Department will provide consistency, formalize the inter-connections of these functions, and reflect the team nature required for effective service delivery.

The current Town organizational chart presents the zoning and code staff separately and on an equal standing with formal groups such as the

¹⁴ Planner with AICP certification through the American Planning Association.

Planning Board, Zoning Board of Appeals, and the Environmental Commission. By creating a Development Department, this inconsistency would be resolved. The chart also inaccurately lists a combination position of the Assistant Code Enforcement Officer and the Fire Safety Inspector. The chart should be corrected to show these as two separate positions with the Assistant Code Enforcement Officer full-time and the Fire Safety Inspector part-time. Additionally, the dual labeling of the Zoning Inspector / Zoning Officer should be resolved to accurately reflect a consistent title and one staff member.

Establish a day-to-day department manager.

A direct department head should be identified to effectively coordinate department activities, establish department goals, ensure proper reporting and tracking systems are in place, and to act as the central point for communication with Town leadership. The department head should be closely involved with day-to-day activities to manage and monitor the inputs and outputs of the department. The department head should establish annual department improvement goals and develop work plans for each staff member. This manager should ensure annual performance reviews are conducted for all staff and identify individual growth opportunities such as further training and additional responsibilities.

Update Ontario County Human Services Department records to accurately reflect department staffing.

As the local authority and record keeper for civil service in the county, the Ontario County Human Service Department must approve any proposed changes to staffing prior to implementation. The information on record with the Ontario County Human Services Department does not accurately reflect the current department staffing structure and any subsequent changes should be provided to the County for civil service compliance review and approval.

IV. PROCESS COMPONENT

The processes of a department reflect where and when decisions are made, how and when information is shared, and where final outcomes are produced.

In April 2004, the Town contracted with MRB Group to document the Development Department application process. The study produced the Planning and Zoning Department Action Chart (Appendix E) which detailed the flow of an application through the approval, review and appeal process as applicable to staff, the Planning Board, and the Zoning Board of Appeals.

CGR confirmed the Activity Flow Chart is an accurate reflection of the application review, approval and appeals processes. Interviews with staff and board leadership validate this document as a useful tool for directing work flow. However, upon review of the systems in place to support these processes, CGR found several improvement opportunities as outlined in the systems component section discussed later in the report.

Current Staff and Town Leadership Reporting Process

Several processes are in place to communicate building, zoning and planning activities with Town leadership. The Consultant Planner presents regular updates during Town Board meetings and the board receives a monthly building permit report and yearend report from the head Code Enforcement Officer. The written reports reflect the building permit activity of the Department for a given period including breakdowns of approved permits for residential, commercial, industrial and special use.

Since 2006, the Planning Board submits an annual “Status Report on the Town Comprehensive Plan” to the Town Board. This memo outlines the actions taken during the course of the year to accomplish the goals outlined in the Comprehensive Plan, documents issues identified during the year and recommends changes to Town code, the Comprehensive Plan, or other administrative areas in need of attention.

In addition, development staff and the current Consultant Planner serve on or provide support to a series of special committees established by the various town boards including: the Codes Committee, Boat and Mooring Committee, Open Space Committee, Comprehensive Plan Update Committee, and the Parks and Recreation Committee. Each committee may produce status reports for the Town Board as requested.

Application Review Process

The Zoning Inspector and the Code Enforcement Officer are presently the two staff members responsible for application review and approval. When an application requires board approval, or technical input, the staff uses the following resources:

The Planning Review Committee

The Planning Review Committee (PRC) was created in 2003 to help prepare applications to go before the Planning Board (PB) and the Zoning Board of Appeals (ZBA). The PRC meets monthly, following the application filing date to be listed on the upcoming board agendas. The PRC consists of the Consultant Planner, the Zoning Inspector, the Planning Board Chair, and additional staff as needed for a specific application review including the Highway Superintendent and the Code Enforcement Officer.

During these meetings, the applications are reviewed for completeness and recommended changes are outlined for the applicant. Applicants and/or their representatives may attend the PRC meetings to discuss their particular application. Following the PRC meetings, the applicant is advised on specific changes to make on their application or additional documentation required before they can move ahead in the process to the various boards.

Ontario County Planning Board

Project applications must be referred to the Ontario County Planning Board for review when it is inter-municipal or is determined to have county-wide impact. Each referral is submitted to the County Planning and Research Department to be processed and presented to the County Planning Board for action.

Referrals to the County Planning Board are an indicator of the level of development and zoning activity in a particular area. The Town of Canandaigua consistently has the greatest number of county planning board referrals each year compared to all other municipalities. From 2000 to 2008, the Town had a total of 740 referrals, followed by the Town of Victor with 342 referrals, and the Town of Farmington with 289. The Town of Canandaigua had 55 referrals in 2008 - down from a high of 101 in 2006 (a complete breakdown can be found in Appendix C).

In addition to processing referrals, the Ontario County Planning and Research Department is a resource available to all county municipalities. Each municipality receives forty-hours of free technical assistance each year, with additional services generally provided free of charge or negotiable for specific project work.

Canandaigua Lake Watershed Council

The Canandaigua Lake Watershed Council is the lead public organization charged with protecting the Canandaigua Lake watershed. About half of the Town of Canandaigua's land area is covered by the watershed. The council is comprised of publicly elected representatives from each of the fourteen municipalities in the watershed. Each municipality, including the Town of Canandaigua, contributes financially to the council. The staff of the council is available to Town development staff to provide education, research, and technical assistance regarding the impact of specific projects to the watershed.

Comparison Communities Process Highlights

Of the 12 comparison communities interviewed, the following process highlights were found:

It is a common practice for department staff to meet with applicants before they present to the various town boards or commissions.

All twelve communities interviewed meet with applicants to review applications prior to going before the respective boards or commissions. This review is seen as a purely administrative staff review and kept at arm's length from the reviewing body such as the Planning Board. Only the towns of Pawling and Skaneateles involve town board members in their initial review process.

Several communities have established a threshold in their review process to elevate large or environmentally sensitive projects for review by a higher level of authority before moving along in the application process.

The Town of Skaneateles requires all large development projects, defined by a threshold of square footage or specified number of units, to be approved by the Town Board before moving through the standard application process. The Town of East Haddam, Connecticut, requires all board applications to go before the Town's Wetlands Commission for review of environmental impact prior to moving ahead for review by the Planning Commission.

Recommendations for Process Improvements

Update the Planning and Zoning Department Action Chart.

The Planning and Zoning Department Action Chart is an accurate reflection of the current application process. The Department of State in a letter from February 2007, confirmed the outlined process is in accordance with New York State law, however, it advises the Town to add applicable time periods of review associated with the various steps in the process.

Employ opportunities to encourage further transparency of the planning and zoning process.

There are several opportunities within existing processes and procedures for Town leaders and the public to learn of pending applications before they are approved. In addition to the mandatory public notices and hearings, the current process includes regular reports to the Town Board of approved applications and permits issued. If Town leadership wishes to be made aware of activities that are in process, such a request can become standardized into the current process. For example, a bi-weekly report of pending applications could be designed with slight modifications to the current department database and e-mailed to the members of the Town boards. Although, this would act purely as an information sharing exercise, as the current process for review and approval remains with the Development staff and the appointed boards, it would give Town Board members and other public officials an advance look at potential development issues.

Establish regular feedback channels between the various Town boards and staff.

To increase communication and collaboration, CGR recommends implementing the 2003 Comprehensive Plan recommendation for quarterly joint board meetings. Additionally, CGR encourages the Town Board to formally respond to and provide feedback on the reports regularly made by Development staff and the various boards.

Conduct a review of all customer touch-points to identify improvement opportunities.

CGR recommends staff be engaged to follow the application action chart and outline the multiple places a consumer interacts with the department. Once the interactions are outlined, staff should explore opportunities to gather customer service feedback to identify areas in need of improvement.

Explore adding a Town environmental review into the current process for specific application categories.

In addition to the mandatory State Environmental Quality Review (SEQR) process, the Town should consider instituting an environmental review at the Town level to assess the long range and collective impact of proposed projects. This town level environmental review could be designated to provide consultation on site plan reviews or other specified categories of development as defined by the Town leadership to ensure compliance with the Town Comprehensive and Watershed Management Plans. The Town's current Environmental Commission could be engaged to serve this function when staffed with the necessary volunteer technical advisors. The Town must be careful this additional step of review does not prolong the application process.

Effectively integrate the technical skills and services available to the Department.

CGR encourages the Town to explore opportunities to engage the County Planning and Research Department and Watershed Council technical assistance services into the formal process. Town leadership may define certain triggers for staff to automatically engage with technical experts. Such projects may include reviewing the impact of applications within the watershed, consultation on special projects, or assistance with code enforcement activities following significant rain events. Engaging these inter-municipal players would provide a valuable outside perspective that is well-versed in the technical requirements and issues facing similar communities in the region.

Both the County Planning Department and the Watershed Council should continue to be engaged for on-going board and staff trainings.

V. SYSTEMS COMPONENT

Systems are how work flows through the department and the tools used to support the formal processes such as application forms and the methods of data management.

Level of Activity

The level of activity in the Development Department has steadily increased from 2000 to a peak in 2006 with 482 permits issued. The Department staffing has ranged from 4 FTE in 2000 handling 258 permits to 5 FTE plus a Consultant Planner in 2008 processing 453 permits. In the most recent year, the number of permits has declined slightly, with 2009 starting off slowly as a possible indication of the local impact of the recession.

Table 5. Number of Building Permits Issued, by Type and Year

	2000	2001	2002	2003	2004	2005	2006	2007	2008
New Structures	47	47	58	91	82	101	114	111	71
Accessories	90	93	102	37	108	119	100	89	123
Additions	74	73	78	5	74	90	120	119	92
All Other	47	62	63	245	145	155	148	146	167
Total	258	275	301	378	409	465	482	465	453

Notes: 2000-07 from permit database; 2008 figures from Year End Report.

The office workload experienced the greatest increase from 2002 to 2003. During this time, the Town eliminated its full-time Director of Development position and instituted the current consultant planner model. In 2004, the part-time Zoning Inspector position became full-time.

Table 6. Change in Number of Building Permits Issued from Previous Year

	2000	2001	2002	2003	2004	2005	2006	2007	2008
Total	-13%	7%	9%	26%	8%	14%	4%	-4%	-3%

Applications that went before the Planning Board and the Zoning Board of Appeals peaked during the time period of 2005 through 2007. It has since declined to similar levels prior to 2005.

Table 7. Planning and Zoning Board Utilization

	2002	2003	2004	2005	2006	2007	2008
Planning Board	70	89	59	173	172	135	104
Zoning Board	27	24	45	67	64	52	52
Total	145	174	150	261	259	209	163

Note: Years 2000 and 2001 not available in the database.

System for Handling Applications

Applications are available at the development office located at Town Hall. After entering the office, an applicant is greeted by the Micro Computer Operator who is able to answer preliminary questions and help the applicant select the proper application form from the racks located directly across from the main counter. Thirteen building permit application forms can be accessed from the Town's website on the Building, Planning and Zoning page.¹⁵ As of this report, zoning application forms are not available online. The department uses over three dozen separate application forms for specific activities and board action. Forms are continually reviewed and updated by staff.

Once a completed application is received, the Micro Computer Operator applies a date stamp and sends the hard copy application to the Zoning Inspector (ZI).¹⁶ The ZI reviews the application for compliance with local zoning laws and determines if it needs to go before the Planning Board or Zoning Board of Appeals. If the application does not require board action, the ZI makes a zoning determination and signs the document. After the ZI review and approval, the application is then directed to the Micro Computer Operator who creates a permit. The hard copy file is then directed to the Code Enforcement Officer (CEO) who reviews the application for compliance with New York State building and fire code.

Once the CEO signs the application and issues the permit, it is returned to the Micro Computer Operator to prepare for the applicant to pick-up. Once the applicant physically receives the permit, the Micro Computer Operator manually lists the permit information on a log sheet and creates an electronic record in the Building database. Staff estimates that application review, without requiring board action, takes approximately seven to ten business days.¹⁷

When an application must go before either the Planning Board or the Zoning Board of Appeals (ZBA), the Micro Computer Operator assigns the application a project number and enters the applicant information into the Planning and Zoning database. The ZI then sends the appropriate Planning Board or ZBA application packet to the applicant. The department currently has eleven separate board application packets depending on the type of action required. Once completed by the applicant, the application follows the process outlined by the Action Chart

¹⁵ <http://www.townofcanandaigua.org/planbuildzone.htm>

¹⁶ This description reflects the most common sequence of steps and personnel; however additional staff may initiate the outlined activities.

¹⁷ Current record keeping procedures do not include the data necessary to confirm that this perception is accurate.

paths 3 and 4 (see Appendix E). Completed Planning Board and ZBA application materials are scanned into the computer by the Office Specialist and posted to a password protected server, accessible by Planning Board and ZBA members two weeks before their respective meetings. Staff estimates that the process to go before the boards takes approximately six to eight weeks.

System for Tracking Applications

Permit activity is currently recorded in a Microsoft Access Database. In 2004, the main Access database was separated into two separate Planning/Zoning and Building databases. By separating the database into two, multiple staff could be working within the databases simultaneously. As of April 2009, the two databases had a total of 4,800 records. The office has recently started a transition to a new Integrated Property System (IPS) software package. The new IPS software is designed to allow multiple users to work from a centralized database and to improve the level of data management for the department.

Only applications that have been through the complete permit process are entered into the Access database. Therefore, the total number of records listed does not accurately reflect the overall level of activity for the department. General inquiries, withdrawn applications, denied applications, and permits which are not picked up by the applicant are not recorded in the database.

Each application is filed by the location of the property identified by the tax parcel number. This system of record keeping follows the recommended guidelines by the New York State Department of State.¹⁸

Currently, no manual or code book exists to document the system of data entry in the separate department databases. The databases lack consistent entries in the data fields (such as combining text and numerical entries), which restricts the types of reports which can be generated. Further, the department is dependent upon the institutional knowledge of the current database staff as the supervisors have limited knowledge of the system. This reliance on a single staff member makes the department vulnerable to the loss of this information subject to routine staff absences or staff turnover. The new IPS software provides an opportunity for additional staff to be trained in the system and to standardize data entry procedures.

¹⁸ *Record Keeping Tips for Zoning Administration*: James A. Coon Local Government Technical Series, New York State Department of State, Division of Local Government Services; 1996 and 2008.

System for Tracking Enforcement

The Code Enforcement Officer (CEO) monitors inspection and enforcement activity. The office is currently in transition to the new IPS software to keep track of its inspections. Prior to the IPS software, inspections were tracked both electronically and manually by staff. The new software package will provide a centralized electronic location for all enforcement, zoning, and application activities for the history of each parcel in the Town.

Building, Planning, and Zoning Webpage

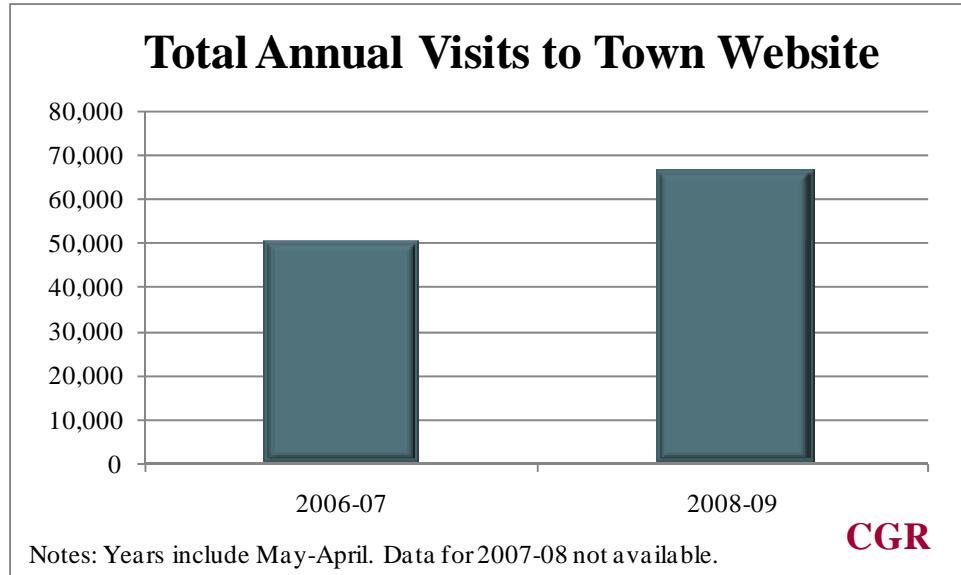
Information regarding building, planning and zoning activities and procedures can be accessed through the Town's website www.townofcanandaigua.org. The site was redesigned in 2002 with the following features:

- Contact information of the Zoning Inspector and Code Enforcement Officer
- Downloadable forms for various types of building permits
- Zoning Board of Appeals and Planning Board meeting dates and prior meeting minutes
- Application filing calendar to appear before the various boards
- Posts of changes to local laws and resolutions
- Links to various planning studies, zoning maps, and other documents of interest.

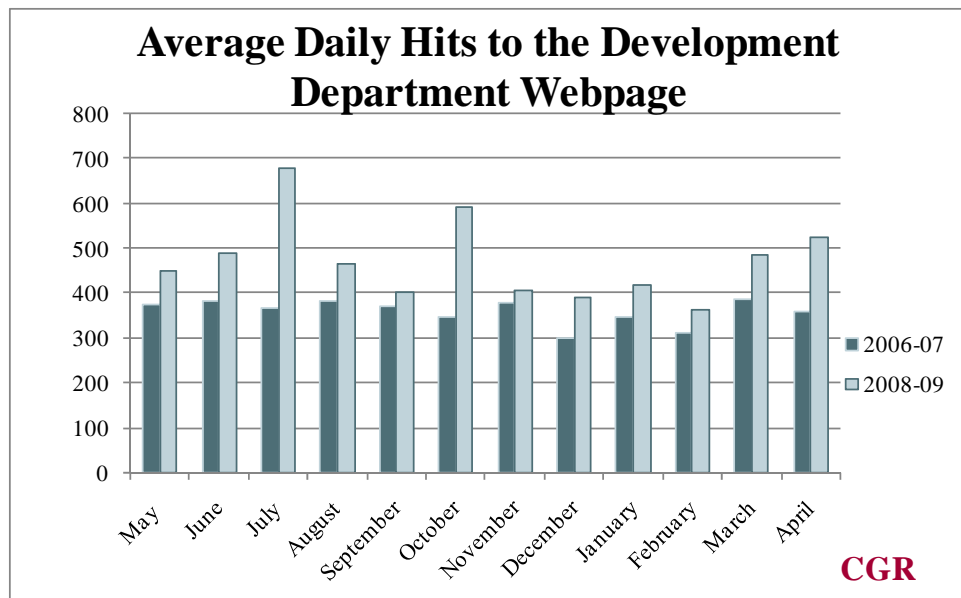
As part of the data collection process, CGR requested web statistics to track the activity of the Town website over time. Based on our request, the website hosting firm found an error in the tracking system that began in April 2007 as a result of the website changing its URL address to .org.¹⁹ The web hosting firm has corrected the tracking system for the site; however the error limited the amount of data available for review to nonconsecutive years.

The Town website received over 66,900 visits during the 12-month period of May 2008 to April 2009. This represents a 32% increase in activity compared to May 2006 to April 2007 with just over 50,650 visits.

¹⁹ Prior to April 2007, the Town website used .us and .gov domain names.



The Development Department webpage on average receives nearly 472 hits each month. This is a 31% increase from two years earlier with a daily average of 359.



Due to the restrictions of the current website tracking software, the number of downloads of department forms and documents, unique visitors and the average length of visits to the site could not be obtained.

Comparison Communities Systems Highlights

Of the 12 comparison communities interviewed, the following system highlights were found:

The number of application forms used by comparable communities ranged from one universal form up to twenty-four separate forms.

Seven of the twelve communities interviewed use six or fewer application forms. Several comparable communities use a common application form with specific project instruction inserts for activities such as installing a pool, a fence or requesting a special use permit.

Department software ranged from basic office products to industry-specific packages.

Comparison communities use a range of software packages to track department activities including Microsoft Access, Microsoft Word, Basic Gov, and Integrated Property Systems (IPS).

Comparable communities use the web as a key communication tool.

The Town of Skaneateles just recently updated their building, planning and zoning webpage to include all of their application forms, zoning code, and the ability to accept fee payments online. The Town of Victor's website is also quite extensive and includes all of their application forms, plans, useful guides and checklists. The Towns of Victor, Farmington, and Livonia each post their town zoning code online through a searchable interface called General Code eCode360.

Recommendations for Systems Improvements

Recommendations for Data Management

Track all application activity.

In order to effectively manage office workload it is important to monitor the level of activity through the system. Currently, the Department tracks and reports on completed applications only. To capture applications throughout the process staff would need to assign a project log number for each application as recommended by the New York State Department of

State.²⁰ The Town of Victor's tracking system could provide a useful model for this method in practice.

Standardize Data Management Procedures

CGR strongly encourages the staff to standardize and document the system of data entry in the department databases. Documenting the current process will help with staff training and ensure institutional knowledge of this critical department system is preserved. The staff is encouraged to define the specific data to be entered into each database field to ensure consistency and the opportunity to generate more meaningful reports over time.

Several fields could be standardized with drop-down menus to disallow narrative text and reduce errors in data entry. For example, to track the status of an application a field with a drop-down menu could display the options of the application as pending, approved, denied, or withdrawn. With standard data entry, a "status report" could be designed to pull the status of applications at any given point in time. Drop-down menus could also be added for the specified zoning district and the type of board action required.

Additional staff in the department, including the supervisors, should be trained in how to manage and use the department databases. This type of cross-training will enhance the overall quality of the database by educating staff on its requirements and structure while providing protection against the impacts of staff absences and turnover.

CGR was recently made aware of the transition from the current Access Databases to the Integrated Property System (IPS). The department staff received training at the end of March and has begun to track enforcement activities in the new software. The permit information in the Access databases will be transitioned to IPS overtime. CGR strongly encourages the establishment of clear data management procedures for the new IPS package to ensure the problems identified in the current Access database system are not carried forward.

²⁰ *Record Keeping Tips for Zoning Administration*: James A. Coon Local Government Technical Series, New York State Department of State, Division of Local Government Services; 1996 and 2008.

Recommendations for Application Forms

Streamline the number of application forms.

The Town of Canandaigua uses a higher number of application forms compared to other communities. The Town should explore reviewing forms from sample communities to determine if there are opportunities to reduce its current level to minimize confusion, ensure consistency, and streamline the process. Further, the Town is encouraged to develop explicit instructions and application guidelines to assist applicants through the process.

Require the Town Planner or department supervisor to provide the final approval signature on applications involving high priority issues.

The current department forms require the signatures of both the Zoning Inspector and the Code Enforcement Officer (CEO), with the exception of a few forms that only require the signature of the CEO such as a site development / building permit application. The Town may wish to consider requiring the signature of the professional planner (whether full-time, part-time or consultant), to review and sign-off on applications involving high priority issues such as special use permits, lake development, or others as identified. Many of the comparable towns interviewed use this practice of requiring the department head to sign off on application forms. This additional step in the staff application review process establishes a final review point for accountability and an opportunity for further checks and balances. The Town must be careful this additional step of review does not prolong the application process.

Recommendations for Communicating with Town Leadership

The Town Board should determine the type of information it would like from staff and when.

The current systems in place provide ample opportunity for the Town Board or other public officials to identify the number and type of applications in process. To increase communication, the Town Board could request a standard report from the Development Department which can be created using their Access Database or IPS system and emailed to appropriate Town leadership on a weekly or monthly basis. Such an activity report could include specific information regarding the location of permits issued to complement the monthly figures already provided and include information on the number of applications in process, but yet to be approved.

Provide Town Board members access to the Town secured web server where pending Planning Board and ZBA Application materials are stored.

In order to provide additional transparency in the process, Town leadership will have an opportunity to view complete board applications by accessing the Town's secure server. This will allow the Town leadership the opportunity to stay informed of Planning Board applications, without adding to staff workload. This activity would act purely as an information sharing exercise, since the current process for review and approval remains with the Development staff and the appointed boards. However, it would give Town Board members an advance look at potential development issues.

Recommendations to Enhance the Building, Zoning and Planning Webpage

Use the Town website as a key communication tool.

With over 5,600 visits to the Town website each month, there is tremendous potential to increase communication with the public and provide enhanced service to residents. By effectively using the website as a tool to aid in the planning process, the department can recognize efficiencies while better meeting the needs of its consumers.

Post all department forms to the website.

Currently, only a limited number of building permit applications are available online. The Town is encouraged to provide all of its forms online for consumers, including zoning and board applications.

Post the Town code to the website.

The Town should post its current Town code in text form immediately. The Town is encouraged to explore implementing an online searchable Town code database similar to the Towns of Farmington, Victor, and Livonia.

Appoint a department website information coordinator to proactively keep the department webpage up-to-date.

Designate a department staff person to oversee the Building, Code and Planning web presence to ensure the information is up-to-date and to identify opportunities to build in features to help end users. This person would also be responsible for reporting monthly usage statistics to department staff and Town leadership.

VI. PEOPLE COMPONENT

When the structure, process and systems are in alignment and reflect the desires of Town leadership, evaluating performance of personnel becomes quite straightforward.

CGR was not engaged for the purposes of this study to conduct evaluation of personnel. However, based upon our interviews and observations CGR makes the following general recommendations:

Institute annual performance reviews and work plans for staff.

Annual performance reviews provide an opportunity to reflect on the work produced over a certain time period and to strategize improvements going forward. Personal development goals should be articulated in the form of work plans to encourage growth and continued job satisfaction.

Establish annual business reviews with department consultants.

Prior to the contract renewal of consultant services, the department supervisor and/or Town leadership should provide a written evaluation of services received through the year and develop the next contract work plan including prioritized tasks with specified measurable results. The annual business review should include feedback gathered from a variety of stakeholders including the department staff, board members who interact with the consultants, and consumers input when possible.

Continue investing in staff and board development activities.

The Town has intentionally made investments in staff and board training opportunities. CGR encourages on-going support of staff development opportunities, including cross-training on the department database system. The Town should continue to engage the services of such groups as the County Planning and Research Department, New York State Department of State, and the Watershed Council for regular trainings throughout the year for both staff and the various Town boards.

VII. ALTERNATIVE PLANNING SERVICE MODELS

CGR was engaged to provide the Town of Canandaigua with several structural models for delivering planning services. The core assumption, articulated by the Town Board, was to retain some level of professional planning services. Based on this assumption, CGR presents the following four alternatives for consideration:

- A. Maintain the current model with a part-time consultant planner;
- B. Reconfigure the existing staffing model to appoint a department supervisor who will oversee all development staff, including the use of a consultant planner;
- C. Add a full-time professional planner as the Development Department Supervisor (replacing the consultant planner), while retaining the current level of staffing; or
- D. Hire a full-time professional planner as the Development Department Supervisor (replacing the consultant planner) who will be assigned additional responsibilities for either the code enforcement or zoning inspector functions, which would allow for the reduction of other staff.

Table 8 outlines the estimated costs associated with each of the four alternative models. Two additional models were suggested by individual members of the Study Advisory Committee. These are presented in Appendix F.

Table 8. Development Department Structural Alternatives

	A	B	C	D
	Current Model	Reconfigure Existing Staffing	Add FT Director of Development to Current Model	FT Director of Development with Additional Resp.*
Number of FTE	5.5	5.5	6	5
Consultant Planner (PT)	67,500	55,000	-	-
Director of Development (FT)	-	-	70,000	75,000
Code Enforcement Officer (CEO) (FT)	52,000	-	52,000	52,000
CEO as Department Supervisor (FT)	-	60,000	-	-
CEO (PT)	12,612	12,612	12,612	12,612
Asst. CEO (FT)	36,400	36,400	36,400	36,400
Micro-Computer Oper. (FT)	32,291	32,291	32,291	32,291
Zoning Inspector (FT)	37,698	37,698	37,698	-
Personal Services-Typist (PT)	12,260	12,260	12,260	12,260
Fringe (estimated 35%)	59,727	62,527	84,227	72,783
TOTAL COST ESTIMATE	\$ 310,488	\$ 308,788	\$ 337,488	\$ 293,346
% Change from Current Model		-1%	9%	-6%

Source: 2009 Adopted Town Budget; Public Sector HR Consultants LLC Market Pay survey results.

Notes: Includes direct department staff expenses only. Fringe rate applied to PT staff with benefits; Fringe not applied to consultant fee.

* Table 8 assumes the Director of Development assumes responsibilities for the zoning function. However, this could also be modeled on the Director of Development assuming responsibility for the code enforcement function.

At this time, Town leadership has not reached agreement on the specific role a town planner should have, nor the scope of services the Development Department should provide (e.g. economic development, grant administration, administrative oversight, long range planning, etc.). An essential first step in evaluating the suggested structural alternatives presented is to clearly articulate the vision and expectations for the department. Once the vision for the department is clear, Town leadership will then be able to determine the skill sets required to accomplish that vision and staff the department accordingly.

A: Maintain current model

Description

The Development Department retains its 5 FTE and a Consultant Planner for 20 hours a week. The Code Enforcement Officer (CEO), Zoning Inspector and planner report to the Town Supervisor.

Benefits and Costs

This option would require no change in current operations. The Development Department would continue without a daily manager and would lack a central point for accountability.

Other considerations

The Town should consider instituting language in its existing consultant contracts that requires full disclosure of current, prior or new consultant engagements that may present a conflict of interest with Town business.

B: Reconfigure existing staffing model*Description*

The Town designates a department supervisor from within the current staff and retains a Consultant Planner. In comparable communities the Code Enforcement Officer most often serves as the department supervisor. The Consultant Planner would report to the department supervisor, but will continue to be available to the Town Supervisor or the Planning Board as needed.

Benefits and Costs

CGR estimates the Town would realize minimal savings with this model compared to its current structure. The non-monetary benefits would be realized through increased efficiencies of the department as a whole with the expectation of improved customer service and accountability to Town leadership.

The CEO would require additional compensation for the department supervisory function. Based on CGR interviews and the recent market pay study conducted for the Town by Public Sector HR Consultants, CGR believes the Town could negotiate contract planning services for a lower fee than its current engagement.

Other considerations

Current staff skill sets and the level of interest in new responsibilities would need to be evaluated. Additional staff training may be required. The Ontario County Human Resources Department would need to review and approve all changes in job responsibilities.

Once workload is assessed the Town may require increased code enforcement personnel to off-set the managerial responsibilities transferred to the head CEO.

C: Addition of full-time planner to current staffing model

Description

The Town hires a professionally certified planner, or comparable professional, to supervise the current Development Department.

Benefits and Costs

CGR estimates the addition of a full-time professional to the staff would increase department expenses by approximately 9%. Adding a full-time planner to the department would put the Town at the high end of the range of staff to workload; however this would be mitigated by eliminating the need for a part-time Consultant Planner. The addition of a new staff position to the department would result in approximately 20 additional staff hours per week.

Other considerations

If the Town elects to create a Director of Development staff position, it must first seek approval through the County Human Resources Department. The County must review the proposed job description, and if there is little variation to the 2002 position on file, the position can be reestablished in approximately 10 business days.

D: Employ a full-time planner who would assume other department responsibilities

Description

The Town hires a professionally certified planner, or comparable professional, to supervise the current Development Department with the added responsibilities of zoning inspector or code enforcement, which would allow for a reduction of other staff.

Benefits and Costs

CGR estimates the Town would see a savings of approximately 6% based on a model of combining the planning and zoning enforcement functions.

Other considerations

The Town must be realistic in its expectations of a professional planner to address both the daily administrative tasks of the department and the long-range planning goals it desires.

CONCLUSION

This report presents several structural options and improvement opportunities for providing planning services to the Town of Canandaigua. Restructuring is often used to address dissatisfaction with current outcomes. A transition can be costly in terms of producing confusion, resistance, and an initial decline in effectiveness. However, the weight of the evidence accumulated in the process of this report suggests that the Town would benefit from restructuring and reorganizing its Development Department operations. First, the Town Board needs to ensure there is a clear vision of the role of the Development Department, staff, a professional planner and the various boards. Then, as this report suggests, there are many opportunities to improve the Town planning function to help ensure the Town remains the “chosen spot.”

APPENDIX A

- List of interviews and focus group participants

List of Interviews and Focus Group Participants:

Bob Brancato, Canandaigua Lake Association

Ron Brand, Consultant Planner to the Town of Canandaigua, RLB Consulting

Ralph Brandt, Deputy Supervisor, Town of Canandaigua

Marion Cassie, Councilperson, Canandaigua Town Board

Jean Chrisman, Zoning Inspector, Town of Canandaigua

Edith Davies, Canandaigua Lake Watershed Alliance

Maureen Duggan, Economic Development Specialist, Ontario County Office of Economic Development / Industrial Development Agency

Ted Fafinski, Supervisor, Town of Farmington

Terry Fennelly, Former Planning Board Chair, Town of Canandaigua

Jim Fralick, Interim Supervisor and Chair Environmental Commission, Town of Canandaigua

Oksana Fuller, Councilperson, Canandaigua Town Board

John Garvey, Director, Ontario County Human Resources

Mary Clare Hamlin, Resident

Jim Hecker, Highway Superintendent, Town of Canandaigua

Kristen Hughes, Director, Ontario County Planning and Research Department

Tom Knap, Planning Board Member, Town of Canandaigua

Leanna Landsman, Canandaigua Lake Watershed Alliance

Steve Lewandowski, Canandaigua Lake Watershed Alliance

Mike Manikowski, Executive Director, Ontario County Office of Economic Development / Industrial Development Agency

Carol Maue, Town Attorney, Town of Canandaigua

Dan O'Bine, Code Enforcement Officer, Town of Canandaigua

Kevin Olvany, Program Manager, Canandaigua Lake Watershed Council

Sal Pietropaolo, Director, Canandaigua Business Improvement District

Mary Smith, Micro Computer Operator, Town of Canandaigua

Graham Smith, Chair, Zoning Board of Appeals, Town of Canandaigua

Lynn Thurston, Planner

Rocco Venezia, Venzia Surveyors

APPENDIX B

- List of Comparable Community Measures
- Comparable Community Shoreline Miles
- Response Summary of 12 Comparable Communities

List of Comparable Community Measures

Name	Land Area (sq. miles)	Water Area (sq. miles)	Population (2000)	Population Density	Miles to Nearest Large City	Rural Housing Units	Seasonal Rental Housing Units	Median Household Income
Canandaigua, NY	57	6	7,649	135	27	2,229	242	\$57,978
Ashburnham, MA	39	2	5,546	143	28	2,204	205	\$55,568
Cazenovia, NY	50	2	6,481	130	18	1,242	123	\$57,232
Douglas, MA	36	1	7,045	194	15	1,662	91	\$60,529
East Haddam, CT	54	2	8,333	153	24	3,671	706	\$62,304
Gorham, NY	49	4	3,776	77	32	1,158	397	\$43,138
Granby, NY	45	2	7,009	156	23	2,489	64	\$36,610
Great Barrington, MA	45	1	7,527	167	43	1,130	252	\$45,490
Hurley, NY	30	6	6,564	219	57	1,184	156	\$51,055
Ione, CA	127	6	10,391	82	30	1,105	162	\$46,588
Jackson, CA	76	2	6,997	92	38	1,150	148	\$40,644
Lake George, NY	30	2	3,578	118	110	2,456	782	\$42,145
Lake Tahoe, CA	74	79	12,158	165	81	3,844	6,330	\$48,583
Lakeville, MA	30	6	9,821	328	25	1,828	282	\$70,495
Litchfield, CT	56	1	8,316	148	15	2,612	196	\$58,418
Livonia, NY	38	3	7,286	190	24	1,723	197	\$51,197
Milo, NY	38	6	7,026	183	49	1,204	400	\$31,102
Pawling, NY	44	1	7,521	170	30	2,048	183	\$61,380
Porter, NY	33	5	6,920	208	22	1,570	109	\$50,425
Skaneateles, NY	43	6	7,323	172	16	1,714	202	\$57,550
Sodus, NY	67	2	8,949	133	31	2,943	453	\$39,528
Ulysses, NY	33	4	4,775	145	44	2,052	109	\$45,066
West Monroe, NY	34	5	4,428	131	18	1,401	92	\$42,043
Wilson, NY	50	2	5,840	118	21	2,489	121	\$44,557
Woodstock, CT	61	1	7,221	119	24	2,839	178	\$55,313

Source: U.S. Census Bureau

Response Summary of 12 Comparable Communities

	County	State	Planner	Planner Part-time/Full-Time	Planner Hrs/Wk	# FTE	Staffing	2008 Building Applications	2008 Board Applications	Est. Number of Application Forms Used*
Canandaigua	Ontario	New York	Consultant	PT	20	5	1 Code Enforcement Officer (CEO); 1 Assistant CEO; 1 Fire Safety Inspector (PT); 1 Micro-Computer Operator; 1 Zoning Enforcement Officer (ZEO); 1 Zoning Clerk (PT)	452	162	36
East Haddam	Middlesex	Connecticut	Staff	FT	40	5 in 2 depts = Building and Land-Use	Land-Use = 1 Land Use Administrator/Town Manager; 1 ZEO; 1 Zoning Clerk Building Office = 1 Building Official 1 Building Clerk	130	30	1
Farmington	Ontario	New York	Consultant	PT	32	4	3 Code Enforcement Officers; 1 Secretary	413	71	24
Granby	Oswego	New York	None	NA	NA	2	2 Combined Code/ZEO at 30hrs a week; 1 Secretary (PT)	280	42	19
Lakeville	Plymouth	Massachusetts	None	NA	NA	2.5	1 Building Commissioner (combined Code/ZEO); 1 Clerk; 1 Inspector (PT);	850	19	20
Litchfield	Litchfield	Connecticut	Consultant	As needed	NA	4 in two depts. = Planning/Zoning and Code	Planning = 1 Land Use Administrator; 1 Clerk; Building = 1 Building Inspector; 1 Clerk	433	60	5
Livonia	Livingston	New York	Consultant	As needed	NA	3	1 Department Director; 1 Assist CEO; 1 Secretary (all work for Town and Village)	249	57	1
Pawling	Dutchess	New York	Consultant	As needed	NA	4.5 in two depts. = Planning and Code	Planning = 1 Secretary to board; 1 Staff working on master plan update; Code = 1 CEO; 2 CEO (PT); 1 PT clerk	115	37	6
Skaneateles	Onondaga	New York	Consultant	PT	20	3	1 Department Supervisor/CEO; 1 CEO (PT); 1 Clerk; 1 Clerk (PT)	168	134	12
Sodus	Wayne	New York	None	NA	NA	1.5	1 CEO/ZEO; 1 Secretary (PT)	178	22	1
Victor	Ontario	New York	Consultant	As needed	As needed	8	Planning = 1 Planning and Zoning Supervisor; 1 Secretary; Building = 1 CEO; 1 Fire Marshall; 1 Asst. Fire Marshal (PT); 1 Sr. Building Inspector; 1 Building Inspector; 1 Building Inspector (PT); 1 Secretary	720	61	21
Wilson	Niagara	New York	None	NA	NA	1.5	1 Building Inspector; 1 Clerk (PT)	200	35	6
Woodstock	Windham	Connecticut	Staff	FT	40	3	1 Combined Planner/ZEO; 1 Building Official; 1 Administrative Assistant	175	42	6

Notes: NA - Not Applicable; CEO - Code Enforcement Officer; ZEO - Zoning Enforcement Officer; PB - Planning Board; ZBA - Zoning Board of Appeals; FTE - Full-Time Equivalent

* Includes permit and board applications

Comparable Communities Shoreline Miles

Name	County	State	Shoreline (miles)
Canandaigua	Ontario	New York	9.6
East Haddam	Middlesex	Connecticut	18.1
Farmington	Ontario	New York	0
Granby	Oswego	New York	11.5
Lakeville	Plymouth	Massachusetts	16.1
Litchfield	Litchfield	Connecticut	7.8
Livonia	Livingston	New York	10.2
Pawling	Dutchess	New York	17.9
Skaneateles	Onondaga	New York	12.8
Sodus	Wayne	New York	14.5
Victor	Ontario	New York	0
Wilson	Niagara	New York	7.8
Woodstock	Windham	Connecticut	8.9

Source: CGR calculated using ArcView and Census Tiger 2008 data files.

Note: May include multiple bodies of water.

APPENDIX C

- Planning and Zoning Expenditures
- Planning Board and Zoning Board Actions by Zoning District
- Building Permits by Zoning District
- New Structure Building Permits by Zoning District
- Ontario County Planning Board Referrals

Planning and Zoning Expenditures by Year

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Planning & Zoning	\$228,209	\$222,046	\$249,405	\$252,204	\$269,848	\$320,394	\$321,898	\$361,223	\$467,955	\$484,338
Total Appropriations	\$1,803,414	\$2,368,193	\$3,067,928	\$2,489,416	\$2,565,573	\$2,708,227	\$2,217,720	\$2,265,870	\$2,898,641	\$2,923,369
Percent of Total	13%	9%	8%	10%	11%	12%	15%	16%	16%	17%

Notes: Includes expenses for the department, Planning Board, and ZBA. Employee benefits are not included.

Planning and Zoning Board Actions by Zoning District

	2002	2003	2004	2005	2006	2007	2008
AR	14	18	21	49	45	47	32
CC	26	28	26	33	31	29	8
R-1-20	9	3	11	14	34	27	16
R-1-30	20	34	31	62	55	21	21
RLD	51	60	36	57	49	31	29
RR-3	5	12	5	10	17	26	20
SCR-1	0	0	0	0	5	5	7
All Other	20	19	20	36	23	23	30
Total	145	174	150	261	259	209	163

Notes: Years 2000 and 2001 not available in the database. 2008 figures incomplete for August - December.

Zoning District Definitions

AR	Agricultural Rural Residential 1 and 2 Acre lots
C	Community Commercial
R-1-20	Residential 20,000 Sq. Ft.
R-1-30	Residential 30,000 Sq. Ft.
RLD	Residential Lakeshore District
RR-3	Rural Residential
SCR-1	Southern Corridor Residential - 1 acre lot

Note: Districts were grouped by CGR based on level of activity.

Building Permits by Zoning District

	2000	2001	2002	2003	2004	2005	2006	2007	2008
AR	57	52	58	62	52	65	71	78	50
CC	27	29	31	28	46	27	14	24	14
R-1-20	34	34	29	36	66	78	98	127	81
R-1-30	63	67	93	135	118	145	146	70	63
RLD	40	48	45	46	65	62	46	51	31
RR-3	19	28	31	30	30	27	30	47	29
SCR-1	0	0	0	0	0	0	12	9	2
All Other	18	17	14	41	32	61	65	59	53
Total	258	275	301	378	409	465	482	465	323

Note: 2008 figures incomplete in database for August - December.

New Structure Building Permits by Zoning District

	2000	2001	2002	2003	2004	2005	2006	2007	2008
AR	36%	26%	16%	7%	8%	10%	8%	6%	3%
CC	0%	6%	6%	0%	3%	0%	0%	1%	2%
R-1-20	26%	13%	14%	14%	27%	28%	37%	48%	32%
R-1-30	17%	32%	41%	49%	43%	34%	22%	17%	25%
RLD	5%	10%	14%	1%	6%	3%	8%	6%	3%
RR-3	12%	13%	4%	6%	3%	4%	2%	4%	3%
SCR-1	0%	0%	0%	0%	0%	0%	2%	1%	0%
All Other	5%	0%	4%	23%	11%	20%	21%	17%	32%
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%

Note: 2008 figures incomplete in database for August - December.

Ontario County Planning Board Referrals

	2000	2001	2002	2003	2004	2005	2006	2007	2008
City of Canandaigua	8	9	17	19	22	29	7	11	7
City of Geneva	8	3	11	15	8	12	5	19	6
Town of Bristol	4	8	4	7	5	10	7	4	4
Town of Canadice	6	2	3	3	0	1	0	3	1
Town of Canandaigua	84	67	108	72	109	92	101	52	55
Town of East Bloomfield	1	2	0	2	0	3	1	0	2
Town of Farmington	48	31	31	31	30	31	27	39	21
Town of Geneva	13	8	8	17	4	13	19	16	22
Town of Gorham	19	16	15	14	13	12	24	19	14
Town of Hopewell	0	2	0	4	5	20	6	4	5
Town of Manchester	9	4	5	0	4	0	7	11	6
Town of Naples	10	2	8	2	6	9	15	4	2
Town of Phelps	7	3	5	4	6	3	2	3	2
Town of Richmond	12	4	11	7	7	6	2	2	1
Town of Seneca	0	2	13	18	17	5	5	7	6
Town of South Bristol	3	1	1	4	7	9	6	2	1
Town of Victor	34	31	33	43	38	39	63	43	18
Town of West Bloomfield	1	5	2	0	3	5	3	3	3
Village of Bloomfield	0	0	0	2	0	2	1	3	0
Village of Clifton Springs	3	1	4	9	1	8	2	4	2
Village of Manchester	0	3	1	2	2	1	1	10	3
Village of Naples	14	13	6	3	13	6	15	6	7
Village of Phelps	2	0	2	0	1	4	0	4	7
Village of Rushville	1	1	0	0	0	1	3	0	0
Village of Shortsville	2	1	1	0	0	0	0	0	0
Village of Victor	6	11	6	6	9	3	2	14	6
TOTAL	295	230	295	284	310	324	324	283	201

Source: Ontario County Planning and Resource Department

APPENDIX D

- Town Website Statistics
- Development Department Webpage Statistics

Monthly Visits to Town of Canandaigua Website

	May	June	July	August	Sept	Oct	Nov	Dec	Jan	Feb	March	April	Total
2006-07	4,601	4,929	4,876	4,598	3,549	3,577	3,734	3,958	4,109	3,747	4,408	4,569	50,655
2008-09	6,622	7,303	8,227	6,571	5,183	5,128	4,168	4,199	4,952	4,545	5,217	4,794	66,909
% Change	44%	48%	69%	43%	46%	43%	12%	6%	21%	21%	18%	5%	32%

Notes: Vists are the number of times a person accessed the site. 2007-08 data not available. Does not represent unique visitors.

Monthly Hits to Development Department Webpage

	May	June	July	August	Sept	Oct	Nov	Dec	Jan	Feb	March	April	Total
2006-07	376	382	365	381	372	348	380	301	345	311	388	357	4,306
2008-09	448	490	676	465	402	590	406	391	419	363	483	525	5,658
% Change	19%	28%	85%	22%	8%	70%	7%	30%	21%	17%	24%	47%	31%

Notes: Hits include requests of the server by a search engine or user, including during the same vist to the site. 2007-08 data not available. Does not represent unique visitors.

APPENDIX E

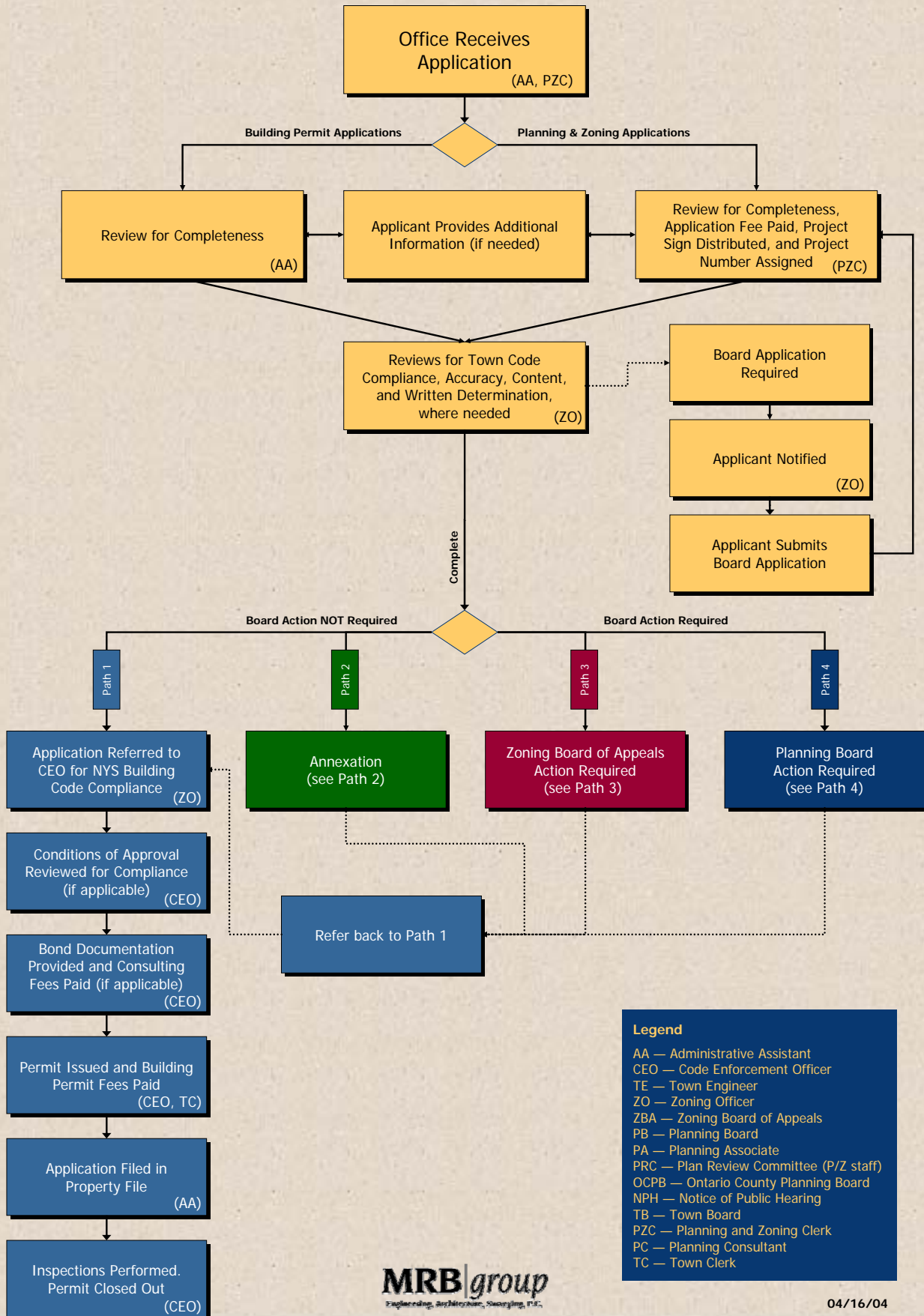
- Town Planning Documents and Prior Studies Listing
- MRB Application Process Action Chart

Town Planning Documents and Prior Studies

- Canandaigua Lake Peak Boat Use Inventory and Carrying Capacity Analysis (September 2008)
- Town of Canandaigua Parks and Recreation Master Plan (October 2007)
- Canandaigua Lake Watershed Council Land Use Subcommittee Local Laws Project (May 2007)
- Canandaigua Regional Transportation Study (May 2006)
- Hamlet of Cheshire Master Plan (May 2004 addendum to Comprehensive Plan)
- Farmland and Open Space Conservation Program Report (February 2004)
- Town of Canandaigua Comprehensive Plan (2003)
- Southern Corridor Study (January 1999 addendum to Master Plan 1987-2010)
- Town of Canandaigua Master Plan (April 1987)

Planning and Zoning Department Action Chart

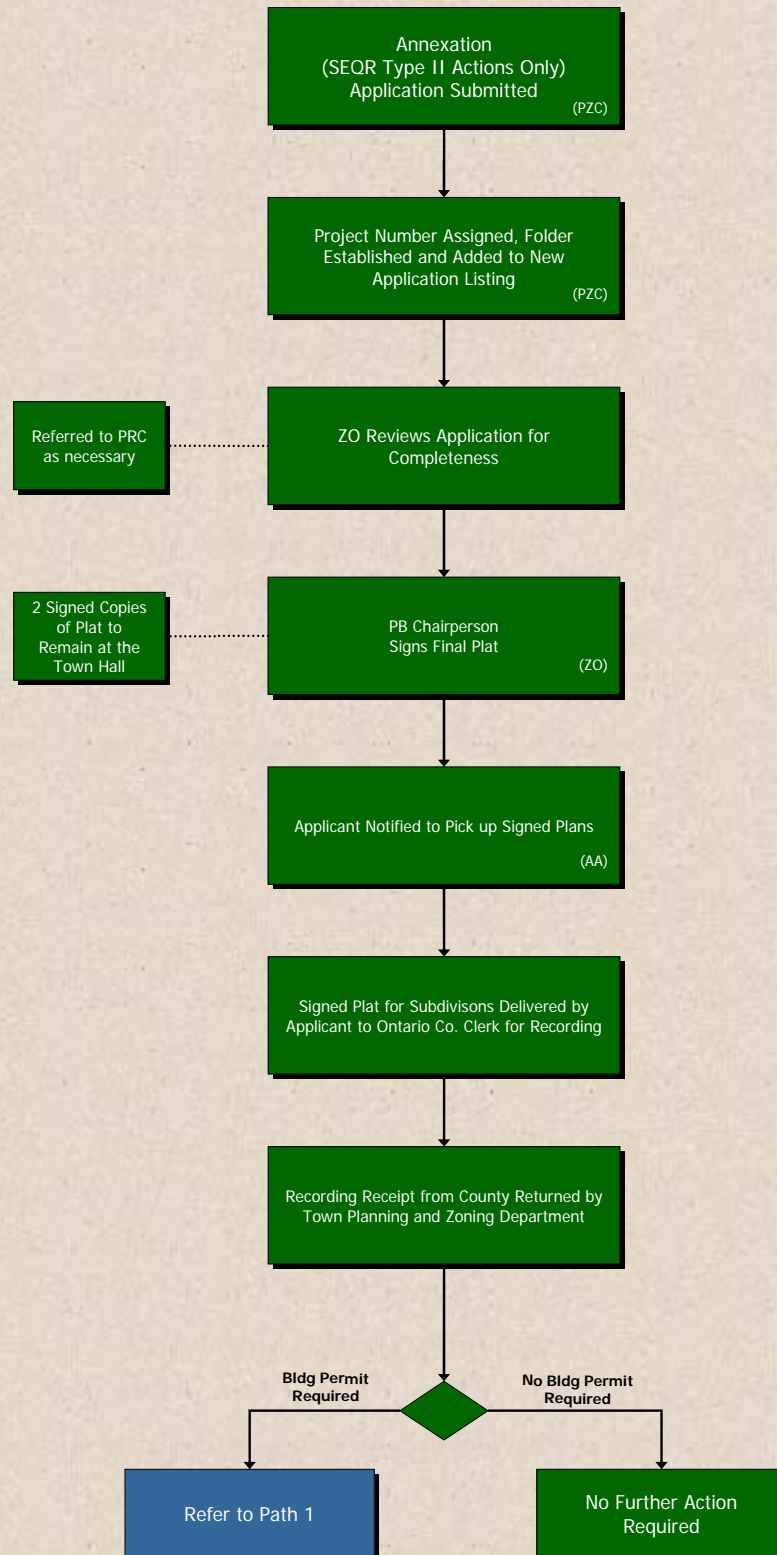
Application Process



- Legend**
- AA — Administrative Assistant
 - CEO — Code Enforcement Officer
 - TE — Town Engineer
 - ZO — Zoning Officer
 - ZBA — Zoning Board of Appeals
 - PB — Planning Board
 - PA — Planning Associate
 - PRC — Plan Review Committee (P/Z staff)
 - OCPB — Ontario County Planning Board
 - NPH — Notice of Public Hearing
 - TB — Town Board
 - PZC — Planning and Zoning Clerk
 - PC — Planning Consultant
 - TC — Town Clerk

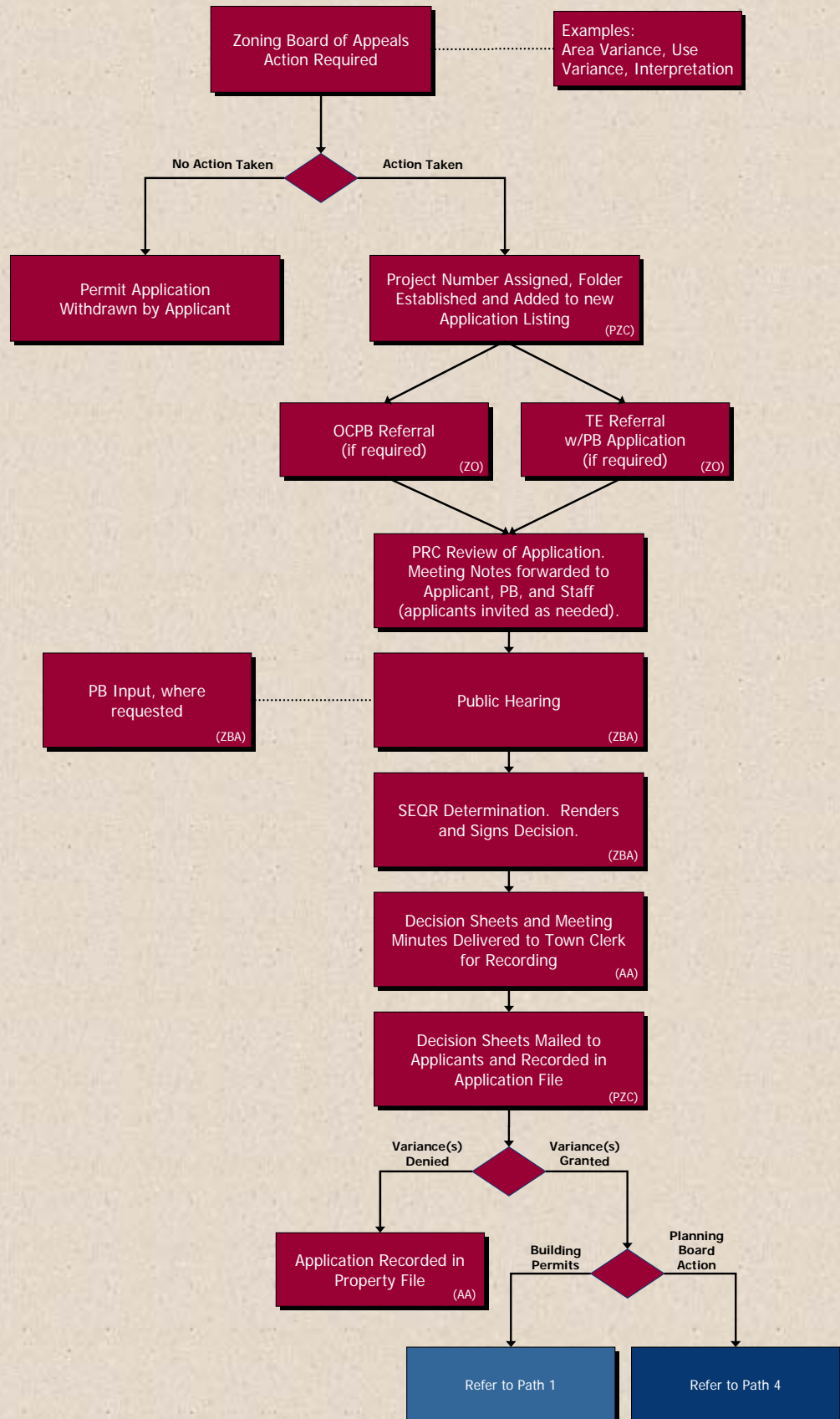
Planning and Zoning Department Action Chart

Annexation (Path 2)



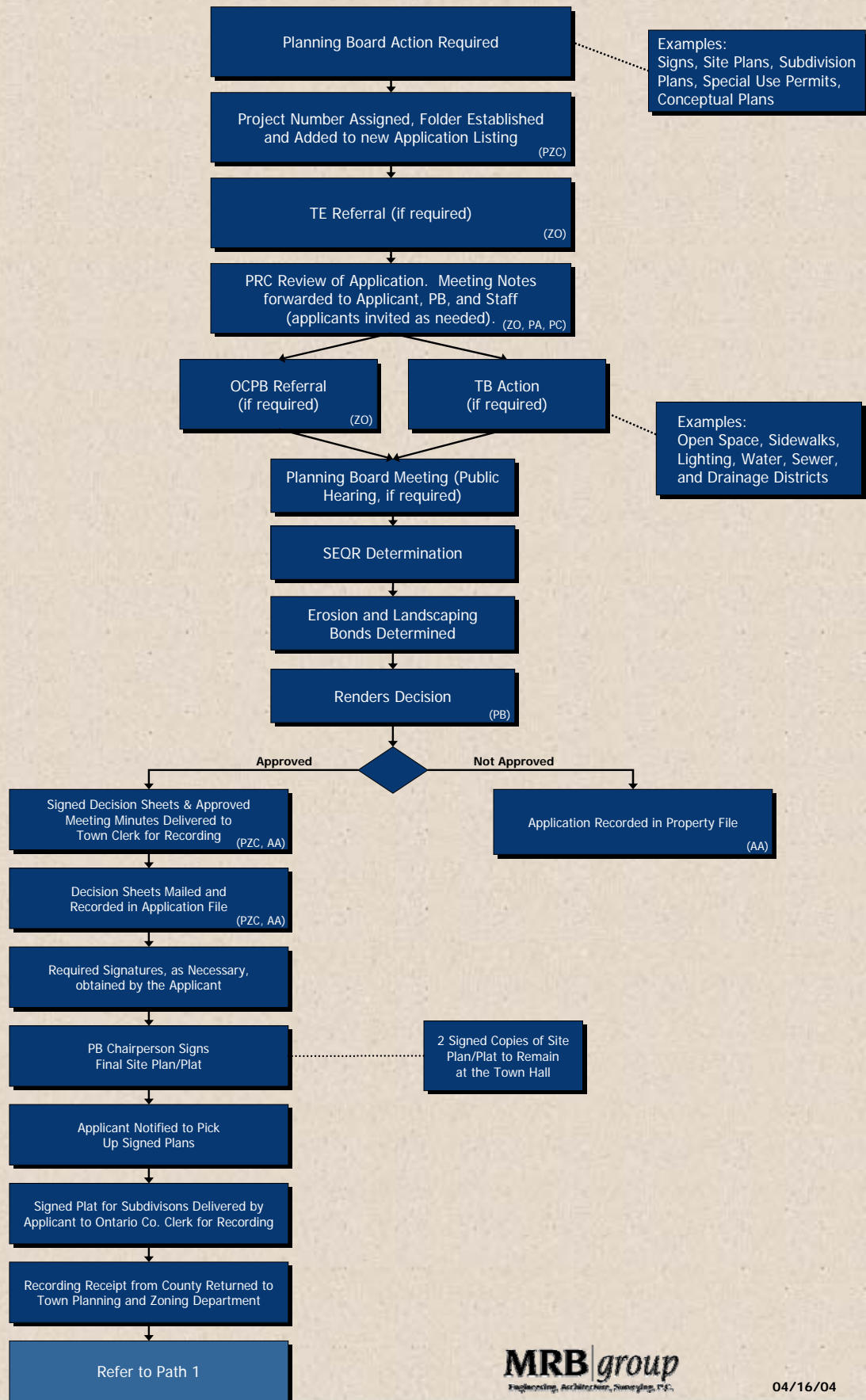
Planning and Zoning Department Action Chart

Zoning Board of Appeals (Path 3)



Planning and Zoning Department Action Chart

Planning Board (Path 4)



APPENDIX F

- Study Advisory Committee Feedback

Study Advisory Committee Feedback

During the draft report review process two members of the Study Advisory Committee proposed additional structural models for consideration. The following are excerpted comments which have been minimally edited for clarity and to protect confidentiality. CGR has provided additional information that could be helpful in evaluating the options.

The data provided in the report can be used to cost out numerous potential staff combinations for restructuring the Development Department. The essential first step is for Town leadership to determine its goals and expectations for the department and then staff it accordingly.

Feedback from Jim Fralick, Interim Supervisor, Town of Canandaigua

“... I believe that another model could be added...of a 1/2 time Planner and 1/2 time Town Manager (all rolled into one person)...individuals with this background are out there in the community. They typically, have Masters Degrees in both Planning and Public Administration.

This option is appealing to me for the following reasons:

1. The Town manager could, to use your words, assume ‘the responsibilities of daily management of administrative tasks and the leadership ‘needed’ to achieve long range planning goals.’
2. ‘The current structure does not designate an individual who is ultimately responsible for the administrative activities of the department. Further, a department supervisor would be in a position to monitor the level of inputs and outputs of the department, develop work plans, identify opportunities to increase efficiency.....’

‘The Development Department would greatly benefit by having a Department Head or day-to-day supervisor.’

The combined Planner and Town Manager could do this.

3. In addition, the Planner could begin to do what the Town desperately needs -- long term planning.
4. The costs would be little changed, as the elimination of the PT Planner's salary could be folded into the FT Planner/Manager's salary and the salary of the Supervisor could be cut in half because of the elimination of his/her administrative duties.

I believe that this is another option that the Board should consider...”

CGR findings for a Town Manager / Director of Development Position:

CGR did not include the Town Manager / Director of Development option as a fifth structural model as it went beyond the planning function and the current study did not include a review of the impact this type of change would have on the rest of the Town functions.

Following the committee member recommendation for a combined Town Manager/Director of Development position CGR conducted subsequent interviews and suggests the Town Board may wish to consider the following points:

- A Town Manager, as chief administrative officer, would be the highest appointed official of the Town. As such, that person would be responsible for making the final administrative determination in any internal conflicts or questions of staff authority. If the manager also has planning responsibility, the manager would have to recuse himself/herself from any appeals regarding administrative process questions. Given the importance of planning, zoning and code enforcement decisions which are made by internal staff, there is a lot to be said for the chief administrative officer not being the head of planning/zoning/code enforcement, precisely so that problems could be resolved internally by the administration through due process. This is something that should be thought through in more detail, perhaps with input from the Town attorney.
- Currently there are no active Town Manager positions within Ontario County.
- The creation of a combined Town Manager / Director of Development position would be subject to a formal review of the proposed duty statement by both the Ontario County Department of Human Resources and the New York State Civil Service Commission. The position would be reviewed to determine if it will be considered competitive and subject to an examination, or if it would be considered exempt.
- Town law would need to be updated to reflect a reduction of duties and hours of the Town Supervisor position.
- It is likely to be very challenging to find one individual with the combination of skill sets required to fill this position (e.g. the skills to effectively manage a growing town and the specialized training of a professional planner).

Feedback from Patricia VanDyne, Chair, Town of Canandaigua Planning Board

“Let me address certain portions of the report. Creating a recognized Development Department would definitely provide consistency to the folks employed within, to the Boards that are part of the Department, to the Executive Board of the Town, and to the community as a whole. I definitely feel, as I've stated, both in my interview with you and above, that this Department needs a day-to-day supervisor who can, as you suggest, serve not only as a supervisor but fills a portion of the CEO function. The answer may be a PT Planning Consultant, with reduced hours, a FT Department Supervisor with other duties...and maybe taking over the PT CEO who is currently Fire Inspector. I note that...under [the] Systems Component you report that when the current consultant was hired was during the 2002-03 period of greatest increase in the Development Department activity. This tells me with creative Department Employee changes the Department can effectively act positively.

[The] suggestion to 'Explore adding a Town environmental review into the current process for specific application categories' has been explored peripherally...when I was on the Environmental Conservation Commission prior to my current Planning Board position. We, at that time, did not take it any farther but...think now is the time to pursue this avenue.

Under 'Recommendations for Systems Improvements' I firmly agree that it is important to monitor the level of activity throughout the system...the Planning Department changed the application process recently from an application which covered both preliminary and final information to a 2 part process with individual applications for both to comply with the Town Code. This has extended the time of final approval an additional 2 weeks to 1 month...a definite hardship for some applications for simple site plan approval for a single family home. I wholeheartedly approve of ...the reduction in number of applications and putting them on the Town Web site.

Under 'Recommendations for Communicating with Town Leadership' it should a be a relatively simple function to form a standard report after each Planning and Zoning Board meeting for the Town Board. Our current Planner provides a report of the larger applications before the Planning Board at each Town Board meeting.

...I believe the model to be instituted should be a Full Time Department Supervisor who takes over responsibility of the PT CEO and the hiring of a PT Planner Consultant with realistically reduced hours.”