

Organizational Review of Inspectional Services
CITY OF SPRINGFIELD, MASSACHUSETTS

matrix 
consulting group
300 Brickstone Place, Suite 201
Andover, Massachusetts 01810
v.978.662.5335 f.650.858.0509

TABLE OF CONTENTS

	Page Number
1. INTRODUCTION AND EXECUTIVE SUMMARY	1
2. DESCRIPTIVE PROFILE OF INSPECTIONAL SERVICES	7
3. RESULTS OF THE COMPARATIVE SURVEY	27
4. SUMMARY OF FOCUS GROUP MEETINGS	58
5. BEST MANAGEMENT PRACTICES ASSESSMENT	64
6. ANALYSIS OF INSPECTIONAL SERVICES	81

1. INTRODUCTION AND EXECUTIVE SUMMARY

This initial chapter of the report introduces the approaches utilized in this study and summarizes key findings, conclusions and recommendations to be found in this report.

1. INTRODUCTION TO THE REPORT

The Matrix Consulting Group was retained by the Springfield Financial Control Board to conduct an Organizational Review of Inspectional Services. In reaching the concluding point of the study, the project team has assembled this final report, which summarizes our findings, conclusions and recommendations, where appropriate. This report represents the conclusion of analysis of the organizational structure, staffing, management and operations of the Inspectional Services.

The scope of this study was comprehensive and included the following:

- Review of inspectional services in the Building Department, Health Department, Housing Department and Fire Department.
- Comparison of the organizational structure, staffing levels, and operations with other municipal inspectional functions in New England.
- Analysis and development of recommendations for improving the organization, functions and processes of the inspectional services.

In this Organizational Review of Inspectional Services, the Matrix Consulting Group utilized a wide variety of data collection and analytical techniques. The project team conducted the following data collection and analytical activities:

- The project team initiated the project by interviewing key Department managers, including personnel from Building, Health, Housing and Fire Departments.
- The project team utilized an intensive process of interviewing staff in each of the departments providing inspectional services.

- Follow up interviews and observations were utilized by the project team.
- In addition to interviews, the project team collected detailed data from the inspectional services departments, documenting workload, processes, service levels, operations and costs.
- The project team developed a descriptive summary, or profile, of the inspectional services departments, reflecting organizational structure, staffing, workloads, services levels, and programmatic objectives. The final version of this profile is contained in this report.
- The Matrix Consulting Group compared organizational structure, staffing levels, as well as certain operational and service delivery indices against inspectional services in other municipalities.
- The project team compared the work approaches utilized in the inspectional services departments to best management practices' in government inspectional services and operations. This step served to identify issues in our analytical process.
- We analyzed identified issues, leading to this final report.

In summary, the processes utilized by the Matrix Consulting Group in this study included input from the inspectional services department, detailed data collection and analysis; and an interactive process at each key step in the process.

2. EXECUTIVE SUMMARY

The project team has prepared a summary of the key findings, conclusions and recommendations to be found in this final report. Before this summary of recommendations is provided, however, the project team dedicates the next section to the positive aspects that characterize the operations of the inspectional services.

(1) Key Strengths of Inspectional Services

A study such as this one by necessity focuses primarily on areas where improvement opportunities exist in the organization, performance and/or cost

effectiveness of the service provided by the inspectional services departments. However, this process has also identified many positive areas that should be highlighted. The following points summarize a few of the positive attributes of the inspectional services.

- Some inspectional services departments utilize tools to facilitate field work, including cell phones and vehicles. The Housing Department utilizes PDAs in the field to document violations.
- Inspectional services departments assess fees and sometimes fines. The Building Department assess permit fees, as does the Fire and Health Department. The Building and Housing Departments will issue notices of violations and fines for non-compliance.
- Inspectional services departments have adequate support staff to provide support to inspectors, including answering calls, scheduling inspections, processing inspection reports and data, etc.
- Inspectional staff in the Building and Housing Departments are assigned geographically to minimize the impact of travel on productivity.
- For complaint driven inspections, inspection requests are prioritized to ensure high priority (e.g., emergency/ life safety) issues are addressed promptly.
- Departments conduct proactive inspections as mandated by State laws and / or local ordinances.
- Departments have implemented a procedure whereby referrals of potential issues are forwarded to the appropriate department. Often referrals are sent by fax, telephone or inter-office mail.

Overall, there are a number of key strengths with respect to the City of Springfield's inspectional services.

(2) Opportunities for Improvement

The study of inspectional services also identified many improvement opportunities that will improve the efficient and effective delivery of inspectional services. The table, which follows, presents a summary of the recommendations.

The detailed analyses behind each of these recommendations are contained in the report.

Index	Recommendation	Responsibility for Implementation	Timeframe for Completion	Cost Increase/ (Savings)
6.1.1.1	The Code Enforcement – Building Department has adequate staff to meet the Department’s inspectional workload for construction.	Chief Building Official		
6.1.1.1	The Code Enforcement – Building Department should create and fill 1.0 Plan Review position.	Chief Building Official	6 to 9 months	\$51,300
6.1.1.1	The Code Enforcement – Building Department should establish and monitor performance measures relating to inspectors’ productivity.	Chief Building Official	Immediately	
6.1.1.1	The Code Enforcement – Building Department should create a formal quality control program.	Chief Building Official	Immediately	
6.1.1.1	The Code Enforcement – Building Department should utilize combination inspectors.	Chief Building Official	0 to 24 months	
6.1.1.2	The Code Enforcement – Building Department should improve its overall case management of zoning complaints and performance. This should include addressing turnaround times that exceed benchmarks.	Chief Building Official and Zoning Administrator	0 to 3 months	
6.1.1.2	The Code Enforcement – Building Department should add 1.0 Zoning Inspector. The net fiscal impact of this recommendation is \$59,463, including salaries and benefits	Chief Building Official and Zoning Administrator	3 to 9 months	\$59,463
6.1.1.3	The Code Enforcement – Building Department should take immediate steps to fill the vacant Deputy Sealer position. This position is authorized; and additional funding is not required	Chief Building Official and Sealer	6 months	

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Index	Recommendation	Responsibility for Implementation	Timeframe for Completion	Cost Increase/ (Savings)
6.1.1.4	The Code Enforcement – Building Department should work with the Human Resources Department to revise job descriptions and titles. Further, as the Department expands its use of technology, clerical positions should be transitioned from Senior Clerk / Stenographer to Permit Technician, as opportunities occur.	Chief Building Official and Human Resources Department		
6.1.2.1	The Code Enforcement – Housing Department is adequately staffed to meet its complaint driven inspectional program. However, the inspector assigned to perform functions in the office should be reclassified from an Inspector to an Inspectional Services Analyst. There is no estimated change in compensation.	Housing Director and Human Resources Department		
6.1.2.2	The Code Enforcement Housing Department should continue its focus on developing new tools to provide stronger enforcement opportunities for the inspectional services programs.	Housing Director	Ongoing	
6.1.2.3	The Code Enforcement – Housing Department should improve its response time from receipt of complaint to initial inspection. This should include expanding the prioritization of complaints, developing response time targets appropriate to the type of complaints and tracking actual performance against targeted performance.	Housing Director	0 to 6 months	
6.1.3.	The number of Fire Inspectors is adequate to meet current inspectional workload, as well as address additional job responsibilities for Fire Prevention personnel.	Fire Department		

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Index	Recommendation	Responsibility for Implementation	Timeframe for Completion	Cost Increase/ (Savings)
6.1.3.	The Fire Prevention Division should take a number of steps to improve the operation of the Division, including geographic assignment of inspectors, continued training on codes, and implementation of a quality control program. Additionally, the Fire Prevention Division should acquire two vehicles and cell phones for the Fire Inspectors.	Fire Department	3 months	\$40,000
6.1.4.1	The Environmental Health Division is adequately staffed to meet the Division's inspectional workload. The Division should expand the tools provided to the food service establishments, develop quarterly performance reports and improve coordination with other City departments to ensure the Division is aware of all new food service establishments. The Division should also assess fines to promote compliance.	Environmental Health Division		
6.2.1.	The City should acquire an automated permit information system. The net fiscal impact of this recommendation is \$60,000 for the initial cost of the system, plus \$15,000 in ongoing licensing costs.	Information Technology and Key Departments	18 to 24 months	\$60,000 initial and \$15,000 ongoing
6.2.2	The City should establish Code Enforcement Coordinating Committee to identify citywide trends with respect to complaints, request for services and increased demands on public safety services. This committee should analyze data to determine inter-departmental proactive and targeted enforcement activities to address quality of life and code enforcement issues.	Key Departments	Ongoing	
6.2.3.1	The Inspectional Services Departments should implement a number of best practices with respect to fees and revenue collection.	Key Departments	0 to 6 months	
6.2.3.2	The City should implement a proactive multi-family residential inspection program.	Code Enforcement Departments	12 to 24 months	

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Index	Recommendation	Responsibility for Implementation	Timeframe for Completion	Cost Increase/ (Savings)
6.3.1.	The Springfield Fire Department should maintain its current fire inspection program. The organization and scope of services and responsibilities should remain the same for the Fire Prevention Division as it relates to inspectional services.	Fire Department	N / A	
6.3.2.	The Health and Human Services Department should continue to maintain responsibility for the issuance of permits and related inspections. The organization and scope of services should remain the same.	Health and Human Services Department	N / A	
6.3.2	The Code Enforcement – Building Department and Code Enforcement – Housing Department and the Chief Development Officer should re-examine inspectional services program performance prior to the consideration of organizational alternatives. This should be done after the acquisition and implementation of an automated permitting system.	Chief Development Officer, Chief Building Official, and Housing Department Director	24 to 36 months	

2. DESCRIPTIVE PROFILE OF INSPECTIONAL SERVICES

This document provides a Descriptive Profile of Inspectional Services. The purpose of the Descriptive Profile is to document the project team's understanding of the Inspectional Services' organization, allocation of staff by function, and principal assigned responsibilities of staff. Data contained in the Profile was developed based on site work conducted by the project team, including:

- Interviews with Inspectional Services staff to understand roles and responsibilities, purchasing processes, etc.
- Interviews with other departmental managers in the City to discuss quality of service issues. Additional interviews are being conducted as well as follow-up interviews with staff, as needed.
- Collection of various data describing organization and staffing, workload and service levels as well as costs. These efforts are continuing over the next few weeks of the project.
- Documentation of key practices as that relates to work planning and scheduling, policies and procedures, as well as work processes.
- Observation of business processes, workflow and staff activities.

The structure of this Descriptive Profile is as follows:

- Background of the Inspectional Services.
- Organizational charts of key functions showing all staff positions by function and shift as appropriate and reporting relationships.
- Summary descriptions of key roles and responsibilities of staff for each Inspectional Services. The responsibility descriptions provided in the Descriptive Profile also summarize the team's understanding of the major programs and service activities to which staff throughout the Department are currently assigned. It should be clearly noted that responsibility descriptions are not intended to be at the "job description" level of detail. Rather, the descriptions are intended to provide the basic nature of each unit and assigned positions

including staffing levels and work schedules, program targets and service descriptions.

- Where necessary to better describe allocations and scheduling, additional charts are provided (e.g., scheduling, workload data, etc.)

The above information is presented for each Department that has inspectional services, including the Code Enforcement- Building, Fire, Health and Housing Departments.

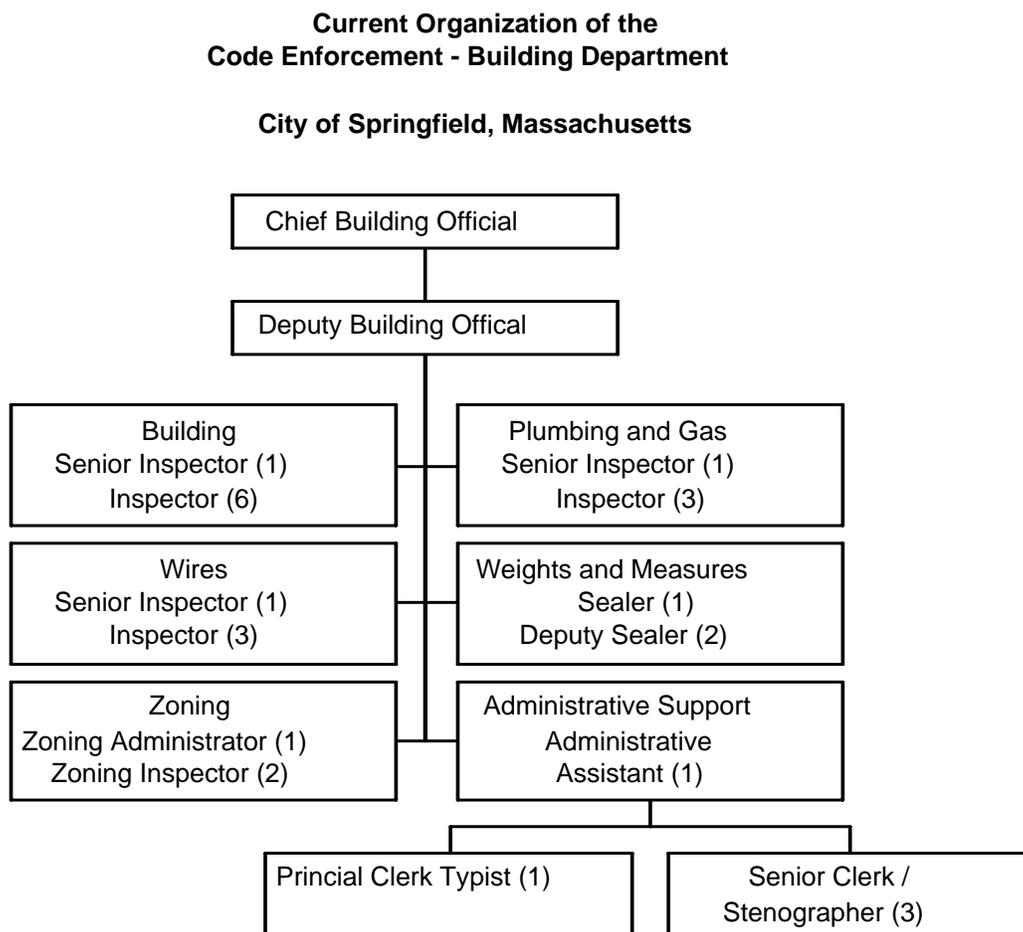
1. CODE ENFORCEMENT- BUILDING DEPARTMENT

The Code Enforcement – Building Department is responsible for enhancing public safety by enforcing, through inspection and licensing, state and city laws regulating the physical operation of businesses and to ensure that hazardous conditions that pose an imminent threat to the public are corrected.

The Code Enforcement Building's services provide the citizens of the City of Springfield with independent and impartial inspection services required by the State of Massachusetts Building, Plumbing, Electrical, Sanitary, State Zoning Codes and Local City Ordinances. Code Enforcement also plays a vital role with the enforcement of these regulations, laws, and local ordinances that enhance the quality of life and help ensure stable property values and the general economic health of the community. As well as providing enforcement of the Massachusetts General Laws pertaining to weighing and measuring devices, scanner price accuracy, motor fuel, and peddler and vendor regulations, which ensures proper equity and integrity in a multi million-dollar marketplace. Finally, Code Enforcement is responsible for ensuring that the homes and buildings that residents, the general public and the business community occupy and frequent on a daily basis meet or exceed building codes and life safety requirements.

(1) Organization

Presented below is the plan of organization for the Code Enforcement – Building Department.



(2) Roles and Responsibilities

The table, which follows, presents a summary of the key roles and responsibilities for staff in the Code Enforcement – Building Department.

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Position	No. Auth	Key Responsibilities
Chief Building Official	1.0	<ul style="list-style-type: none"> • Responsible for the day-to-day management of the Code Enforcement- Building Department. • Responsible for managing large development projects, including attending meetings with other City officials, developers and key stakeholders, reviewing plans, conducting site inspections, etc. • Manages the Departments budget. • Responsible for training staff, as well as addressing issues with interpretation of codes.
Deputy Director		<ul style="list-style-type: none"> • This position is vacant.
<u>Administrative Support</u> Administrative Assistant Principal Clerk Typist Senior Clerk / Stenographer	1.0 1.0 3.0	<ul style="list-style-type: none"> • Responsible for planning, directing, coordinating, and supervising the administrative/clerical support staff of the Department. • Staff work either from 8:15 AM to 4:30 PM or 7:00 AM to 3:15 PM Mondays through Fridays. This office is open five days per week from 7:00 AM to 4:30 PM. • Provides administrative and clerical support to the Department Director, as well as the Zoning Administrator with respect to sign permits, emergency demolitions and complaints, extensive computer work, including creating and utilizing a variety of spreadsheets. • Provide customer service and support via the front counter (walk-ins), over the phone, and by mail, acting as the supervisor. • Responsible for receipt and processing of permit fees, including calculation of fees, receipt and tracking of payments, daily reconciliation and deposits. • Principal Clerk Typist provides administrative support to the Board of Appeals, backs-up the Administrative Assistant, and provides clerical support to the 2 building inspectors assigned to the blight program, and zoning inspectors. Utilization of many spreadsheets. Provides extensive customer service. • There is one Senior Clerk / Stenographer each assigned to Building; Plumbing, Gas and Certificate of Inspection (building); and Electrical / Wires, and Occupancy Permits. This includes tagging assigning and distributing permits to appropriate inspector and the Assessor's Department, creating monthly reports, type up permits and issue them (via mail). Utilization of many spreadsheets. Provides extensive customer service.

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Position	No. Auth	Key Responsibilities
<u>Building</u> Senior Inspector Inspector	1.0 6.0	<ul style="list-style-type: none"> • Responsible for ensuring compliance with State and Local building codes. • Senior Inspector supervises inspectors, as well as reviews plans, provides front counter support and customer service, receives and reviews permit applications and when possible, issues over-the-counter permits. Additionally, the Senior Inspector carries an inspectional workload of larger projects, as well as provides supports inspectors in the field, as needed. • There are 2.0 Inspectors that are responsible ensuring compliance with building codes on new construction. The City is divided north and south for inspectors. • There are 2.0 Inspectors that are responsible for conducting the annual or semi-annual Certificate of Inspection inspections. This includes facilities such as schools, bars, nightclubs, etc. to ensure compliance with building and public safety codes. Also responsible for conducting re-inspections based on violations identified during the initial inspector. Provides overflow inspection request support. • There are 2.0 Inspectors responsible for complaints, including blighted and vacant properties, as well as properties damaged by structure fires. Part of emergency response team. This includes finding legal owner, notifying owner of complaints, documenting violations and trying gain compliance. If the owner does not voluntarily comply, property gets referred to court. Provides overflow inspection request support.
<u>Zoning</u> Zoning Administrator Inspector	1.0 2.0	<ul style="list-style-type: none"> • Staff work 7:00 AM to 3:15 PM or 8:15 AM to 4:30 PM, Mondays through Friday. • Attends court on Mondays, Wednesday, and Fridays. Responsible for serving as the Department’s representative on zoning issues. • Staffs the Zoning Board of Appeals, which meets monthly. This includes providing information on the process and application requirements, receiving and processing applications, reviewing packets for completeness and routing petitions as necessary (e.g., Planning receiving petitions and makes recommendations to the Board). In the absence of Deputy Commissioner, point person for emergency response team. • Responsible for processing condemned buildings, including receiving request from the Fire Department, sending an inspector for inspection of buildings, getting list of tenants, working with the Court to issue orders to vacate, etc., coordinate tenant vouchers. • Zoning Inspectors are assigned to the east and west sections of the City and are responsible for receiving zoning complaints, conducting inspections, generating notices of violation, issues notices, conducting re-inspections, etc. • Zoning Inspectors periodically conduct proactive inspections, such as sign enforcement, etc. Reviewing sign permits for processing.

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Position	No. Auth	Key Responsibilities
<u>Wires</u> Senior Inspector Wire Inspector	1.0 2.0	<ul style="list-style-type: none"> • Senior Inspector is responsible for supervising the Wires Inspectors. The Senior Inspector is responsible for reviewing and approving permit applications, reviewing plans and providing customer service. Additionally, the Senior Inspector conducts inspections in the field. • Staff work either 7:00 AM to 3:15 PM or 8:15 AM to 4:30 PM, Mondays through Friday. • There are 3.0 Wires Inspectors each assigned one-third of the City. Wire Inspectors are responsible for conducting field inspections, as well as responding to complaints.
<u>Plumbing and Gas</u> Senior Inspector Inspector	1.0 2.0	<ul style="list-style-type: none"> • The Senior Inspector is responsible for supervising the Plumbing and Gas Inspectors. The Senior Inspector is responsible for reviewing and approving permit applications, reviewing plans, providing customer service, troubleshooting and conducting field inspections, as needed. • Staff work either 7:00 AM to 3:15 PM or 8:15 AM to 4:30 PM, Mondays through Friday. • Inspectors are assigned geographically with the City divided into thirds. • Inspectors are responsible for ensuring compliance with State and local codes relating to plumbing and gas. This includes conducting field inspections for permits, referral inspections, responding to complaints, etc. Responsible for conducting inspections for certificates of occupancy for plumbing and gas.
<u>Weights and Measures</u> Sealer Deputy Sealer	1.0 2.0	<ul style="list-style-type: none"> • Responsible for planning, directing, coordinating, and supervising the deputy sealers to ensure the delivery of accurate quantities at the correct price for products purchased and sold in the City of Springfield. • Responsible for enforcing federal, state and local laws and ordinances relative to weights and measures, pricing, motor fuel, hawker and peddle and transient vendor regulations. • Responsible for the inspection and testing of various measuring devices, price verification inspections, and responding to complaints. • Inspections include gasoline and diesel fuel retail dispensers, small, medium and large capacity electronic and mechanical retail scales, vehicle tank meters, taximeters, pharmacies, etc. • Generate invoices for device inspections and civil penalty fees. • Receive, post, report and deposit all sealing fees and fines.

(3) Descriptive Data

This section provides the descriptive data of the Code Enforcement – Building Department. The table, below, presents the Department’s expenditures and revenues.

	FY 2005	FY 2006	FY 2007
Expenditures			
Salary	\$1,155,307	\$981,445	\$1,913,164
Non-Salary	\$73,600	\$47,715	\$65,180
Total Expenditures	\$1,228,907	\$1,029,160	\$1,978,344
Revenues			
Building Permits	\$1,027,631	\$1,090,192	\$1,090,192
Electrical Wiring Permits	\$298,264	\$327,122	\$327,122
Plumbing and Gas Fitting	\$231,340	\$232,185	\$232,185
All Others	\$329,242	\$332,648	\$332,648
Total	\$1,886,477	\$1,982,147	\$1,982,147

As shown in the above table, the Code Enforcement-Building Department’s expenditures have increased by 61% from fiscal year 2005 to fiscal year 2007. This is due to an increase in salary costs, which grew by 66% during that time period. Salary costs account for approximately 97% of the Department’s annual operating budget. It should be also noted that the Department projected revenues of approximately \$1.92 million, representing slightly more than 100% of the Department’s expenditures (i.e., meaning the Department is projecting to fully recover its cost through revenues).

The points, which follow, presents the Code Enforcement – Building Department’s objectives for fiscal year 2007:

- Decrease backlog for permit application and review time.
- Increase the percentage of permits issued within 14 days.
- Increase the number of required Code Section 106 life safety inspections in public buildings.
- Increase the number of inspections required per code by the issuance of permits.
- Accurately track the number of building and zoning complaints received and resolved.

The table, which follows, presents the Code Enforcement – Building Department measurable outcomes.

Measure	FY 2005	FY 2006	FY 2007 (Target)
Number of Permits Issued within 14 Days (Monthly)	245	2,668	2,900
Percentage of Permits Issued within 14 Days (Monthly)	5%	50%	80%
Number of Required Section 106 Inspections Conducted Out of 1,200 Total Inspections	450	1,200	1,000
Percentage of Required Section 106 Inspections Completed Within 1 Year	37%	100%	100%
Number of Total Inspections Conducted	28,500	29,500	34,800

A review of the above performance measures indicates the Code Enforcement – Building Department has increased its performance with respect to percentage of permits issued within 14 days, and percentage of required Section 106 inspections. Additionally, the total number of inspections conducted by Code Enforcement – Building have increased by 22% from fiscal year 2005 to fiscal year 2007 (target).

The Code Enforcement – Building Department has also set additional performance targets for fiscal year 2007. These are presented in the table below.

New Performance Measures / Targets for FY 2007	
Percentage of Staff Trained in Their Service Areas a Minimum of 2x	100%
Percentage of Eligible Staff Given a Performance Evaluation with Goal-Setting Process	100%
Percentage of External or Internal Customer Complaints	10%
Percentage of Processes Automated	85%
Percentage of Public Information on Major Services Provided by Web	90%
Percentage of Workflow Analysis for major Areas Conducted within the Last 6 Months	50%
Percentage of Written Procedures Done for Department	90%

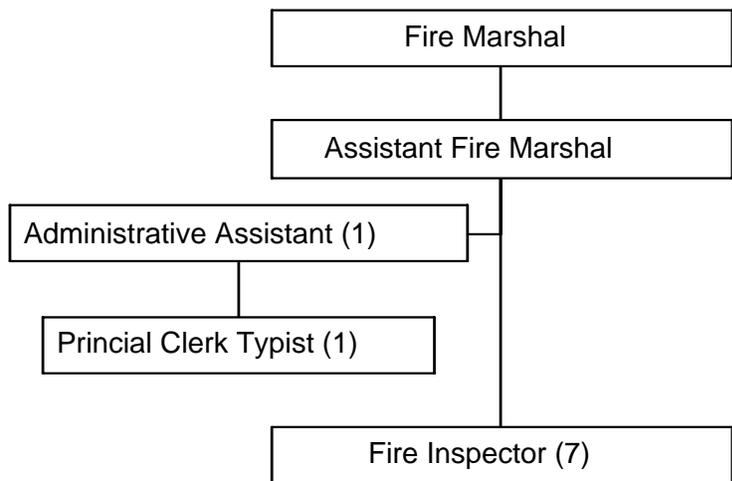
2. FIRE DEPARTMENT

The Fire Prevention Division of the Springfield Fire Department promotes the safety of the public through the enforcement of Mass General Laws – Chapter 148, City Ordinance 527 CMR (fire prevention codes) and National Fire Protection Association Standards. Fire Prevention pursues its goals through public education, the issuance of permits, plan reviews, inspections, fire drills, investigation of complaints and fire alarm and sprinkler testing.

(1) Organization

Presented below is the plan of organization for the Fire Prevention Division.

**Current Organization of the
 Fire Prevention Division
 Springfield Fire Department
 City of Springfield, Massachusetts**



The Fire Prevention Division is staffed with eleven fulltime equivalents. The section, which follows, provides a summary of the roles and responsibilities of staff assigned to Fire Prevention.

(2) Roles and Responsibilities

Position	No. Auth	Key Responsibilities
Fire Marshal	1.0	<ul style="list-style-type: none"> • Responsible for the management of the Fire Prevention Division, including understanding and interpreting fire codes, training staff, serving as the Department's liaison on interdepartmental issues related to inspections, etc. • Responsible for developing inspectional programs, as well as related policies and procedures. • Serves as the Division's liaison with other City officials and departments. • Conducts plan reviews as necessary. • Conducts site inspections. • Develops and monitors the Division's budget. • Serves as part of the Fire Department's command staff. • Manages the day-to-day operations of the Division.

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Position	No. Auth	Key Responsibilities
Assistant Fire Marshal	1.0	<ul style="list-style-type: none"> • Provides supervisory support to the Fire Marshal with respect to the day-to-day operations and management of the Fire Prevention Division. • Responsible for the reconciliation of daily receipts, as well as depositing funds weekly. • Responsible for tracking workload on a weekly and monthly basis. Generates workload reports on a quarterly basis for the Department and City. • Works with the Fire Marshal with respect to the development of Division policies and procedures, as well as troubleshooting issues. • Responsible for issuing permits.
Fire Inspector	7.0	<ul style="list-style-type: none"> • There are seven fire inspectors – each of which takes a lead in certain inspection types, including: residential buildings, gas stations, notices of violations, truck inspections, commercial inspections, etc. • Fire Inspectors are responsible for conducting inspections related to the issuance of permits, such as alarm installation, ceremonial fires, fireworks/special effects, oil burners, suppression systems, tank trucks, under/above ground tank installation or removals, etc, • Conduct home inspections for sale and / or new occupancy (e.g., to ensure smoke detectors and carbon monoxide detectors are in place and functioning). • Conduct follow-up inspections for notices of hazardous. • Conduct annual inspections of facilities, such as schools, bars, public assemblies, etc. • Conduct re-inspections, as needed. • Issue citations when necessary.
Administrative Assistant Principal Clerk Typist	1.0 1.0	<ul style="list-style-type: none"> • There are 2.0 FTEs that provide general administrative and clerical support to the Fire Prevention Division. • Work Mondays through Fridays from 8:00 AM to 4:00 PM • Responsible for answering phones, scheduling inspection requests in a manual calendar. • Responsible for periodic billing of master boxes, alarm monitoring, institution inspections, etc. • Receive and send referrals from / to other City agencies for follow-up. • Send notices of violation to tenants or property owners. • Maintain all paper records.

(3) Descriptive Data

This section provides a review of the goals and objectives of the Fire Prevention Division, as well as a summary of data. The Fire Prevention’s goal is to increase public safety awareness through education, inspection, and the discovery and elimination of

potential life safety hazards. The points, below, present a summary of the fiscal year 2007 objectives of the Fire Prevention Division.

- Perform consistent and routine monthly inspections.
- Perform timely special inspections as mandated or required

The table, below, presents the Fire Prevention Division's workload measures. As shown in the table, the Fire Prevention Division's workload estimates have remained consistent over the last two fiscal years.

Measure	2005	2006	2007
Number of Routine Inspections	1,700	1,700	1,700
Number of Special Inspections	5,100	5,100	5,100

The table, below, presents a summary of the inspections conducted in fiscal year 2005 by type of inspection.

Routine Inspections	
Type	Number
Apartments	368
Business	262
Churches	170
Complaints	72
Day Care	22
Day Camps	2
Garages	134
Routine Inspections	
Type	Number
Gas Stations	74
Group Homes	18
Miscellaneous	262
New Construction	36
Offices	23
Restaurants	100
Suppression	61
Stores	24
Un-renewed Petroleum Licenses	11
Total	1,639

Special Inspections	
Type	Number
Above Ground Removals	352
Above Ground Installations	109
Alarm Tests	119
Clinics	292
Annuals	47
Dormitory	96
Hospitals	28
Homes for the Elderly	72
Hotels-Motels	32
Liquid Petroleum Gas	218
Assemblies	325
Nursing-Rest Homes	32
Plan Reviews	84
Power Burners	186
Re-Inspections	401
Notice of Violations	172
Schools	212
Fire Drills	1,023
School House Use	53
Smoke Detectors	3,052
Sprinkler Inspections	59
Sprinkler Tests	59
Standpipe System Inspections	20
Tank Trucks	15
Theaters	12
Underground Tank Installations	15
Underground Tank W / Slurry	4
Underground Tank Removals	125
Total	7,214

The Fire Prevention Division also collects fees from the issuance of permits. The table, which follows, presents a summary of the fees collected by the Fire Prevention Division in fiscal year 2005.

Type	Amount
Smoke Detector Inspections	\$176,090
Oil Burner Permit	\$14,425
Reports	\$489
L.P. Gas Acetylene Permits	\$5,900
Annual and Quarterly Reports	\$29,100
Master Box Fees	\$80,400
Truck Inspections	\$1,500
Misc. Permits	\$65,580
Monitoring Fees	\$7,950

Type	Amount
False Alarm Fees	\$300
Total	\$381,734

3. HEALTH DEPARTMENT

The Environmental Health Division encompasses a wide variety of permits, inspections and preventive programs. Currently the Division inspects and permits the following: all food establishments; public and semi-private swimming pools; recreation, day and sports camps; health clubs and tanning facilities; body art establishments; massage establishments; mobile home and trailer parks; indoor skating rinks; and sub-surface sewage disposal systems.

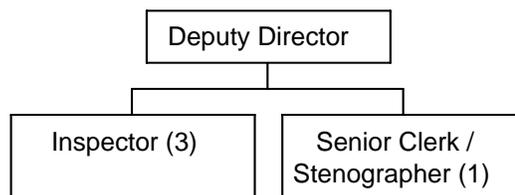
Additionally, the Division investigates food and environmental complaints, collects water samples from bathing beaches, and conducts a rodent baiting and mosquito larviciding program. Animal control duties of this division include quarantines for rabies, animal bite investigations, the trapping of sick or injured animals suspected of having rabies, and enforcement of the beaver regulations.

(1) Organization

Presented below is the plan of organization for the Environmental Health Division of the Health Department.

**Current Organization of the
Environmental Health Division
Health Department**

City of Springfield, Massachusetts



The inspectional services program in the Health Department is provided by 4.0 FTEs, which includes the Deputy Director. In addition to the inspectors, the Division has 1.0 FTE that provides clerical support.

The section, which follows, provides a summary of the roles and responsibilities for staff assigned to the Environmental Health Division.

(2) Roles and Responsibilities

Position	No. Auth	Key Responsibilities
Deputy Director	1.0	<ul style="list-style-type: none"> • Responsible for managing the day-to-day operations of the Environmental Health Division. • Serves as the Department's only Registered Sanitarian. • Responsible for conducting inspections, including body art establishments, retail / food service, tanning salons, swimming pools, mobile food units, Title V (septic tanks), etc. • Receives and assigns workload on a daily basis to inspectional staff. • Conducts re-inspections, as necessary. • Receives and processes complaints. Investigates complaints as needed. • Troubleshoots problems.
Inspector	3.0	<ul style="list-style-type: none"> • There are 3.0 food service inspectors. • Staff work Mondays through Fridays from 8:15 AM to 4:30 PM. • Receive daily assignments from the Deputy Director. • Conduct inspections, as assigned. • Conduct re-inspections. • Complete inspection reports and issue notices of violations when appropriate. • Review inspection results with business owner. • Take water samples from public bathing pools (e.g., swimming pools, lakes, etc.) • Responsible for larviciding, when assigned. • Proactively identify new businesses and food service establishments. • Investigates complaints related to food service establishments.
Senior Clerk / Stenographer	1.0	<ul style="list-style-type: none"> • Responsible for providing administrative and clerical support to the Environmental Health Division. • Maintains Division's inspection and inspectable property files. • Tracks permits for food service establishments. • Receives and processed permit fees. • Issues permits.

(3) Descriptive Data

The Environmental Health Division’s goal is to provide inspections, investigations, consultations, training, and enforcement and compliance actions for the public in order to minimize public exposure to food borne illness and other environmental and consumer health hazards. The points, which follow, present the Environmental Health Division’s objectives for fiscal year 2007.

- Continue to license retail and food service establishments, mobile food vendors and festival/carnival food vendors operating in the City.
- Inspect for compliance with State Codes all food establishments, swimming pools, recreational day/sports camps operating in the City.
- Investigate and initiate any needed corrective measures to all complaints received by this department.

The table, which follows, presents a summary of the workload and outcome measures utilized by the Environmental Health Division.

Measure	2005	2006	2007
Number of Permits Issued	1,125	1,150	1,160
Number of Food Facility Inspections	2,010	2,100	2,150
Number of Complaints Filed Against Food Facilities	170	190	190
Percentage of Complaints Responded to Within 5 Work Days	N / A	N / A	100%
Number of Swimming Pools Inspected	60	70	70

As shown in the table above, the number of permits issued increased by 3% from fiscal year 2005 to fiscal year 2007, while the number of inspections are projected to increase by 7%. This accounts for a target of two inspections per food establishment each year. Additionally, the Environmental Health Division projects the number of complaints against food service establishments to remain consist from fiscal year 2006 to fiscal year 2007.

The table, below, presents the targeted measures for the Environmental Health Division for fiscal year 2007.

New Performance Measures / Targets for FY 2007	
Percentage of Staff Trained in Their Service Areas a Minimum of 2x	100%
Percentage of Eligible Staff Given a Performance Evaluation with Goal-Setting Process	100%
Percentage of Public Information on Major Services Provided by Web	100%
Percentage of Processes Automated	100%
Percentage of Workflow Analysis for major Areas Conducted within the Last 6 Months	100%
Percentage of Written Procedures Done for Department	100%

4. CODE ENFORCEMENT – HOUSING DEPARTMENT

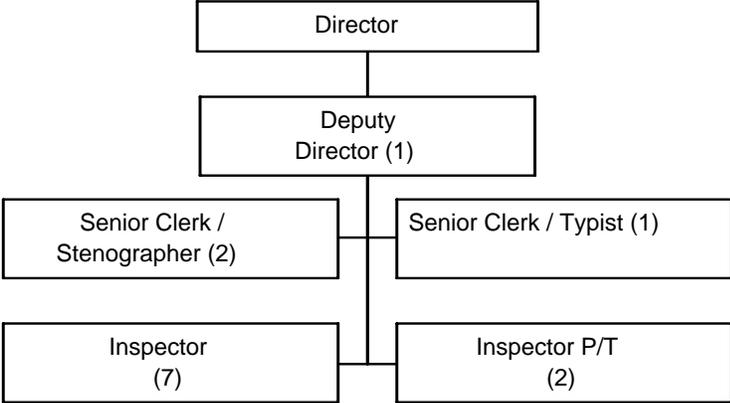
The Code Enforcement- Housing Department mission is to increase the availability of safe, affordable housing for all Springfield residents and to improve the quality of life in Springfield neighborhoods. Code Enforcement – Housing Department’s inspectional services provide on-site inspections to investigate and document violations of Municipal Ordinances and State Sanitary Codes. The program responds to emergency health issues such as housing violations, absence of heat, abandoned vehicles, and illegal dumping on private property. Violations are documented and the program seeks to have violations corrected through mediation with property owners or by legal actions.

(1) Organization

Presented below is the current plan of organization for inspectional services the Code Enforcement Housing Department.

**Current Organization of the
Code Enforcement - Housing Department**

City of Springfield, Massachusetts



The Code Enforcement – Housing Department is staffed with 7.0 fulltime inspectors, 2.0 part-time inspectors or 1.33 FTEs (at 25 hours per week), as well as 2.0 fulltime clerical and administrative staff.

(2) Roles and Responsibilities

Position	No. Auth	Key Responsibilities
Deputy Director	1.0	<ul style="list-style-type: none"> • Responsible for supervising the inspectional services program, including managing personnel and workload. • Responsible for troubleshooting problems, as necessary. • Reviews workload and performance data.

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Position	No. Auth	Key Responsibilities
Inspector	8.33	<ul style="list-style-type: none"> • There are 7.0 fulltime inspectors and 2 part-time inspectors working 25 hours per week each. • Inspectors work from 8:15 AM to 4:30 PM, Mondays through Fridays. • There are six inspection zones in the City with an inspector assigned to each zone. The two part-time inspectors serve as floaters and work in the higher volume zones, as well as provide additional coverage, as needed. • Responsible for conducting a variety of inspections relating to the Massachusetts State Sanitary Code. • Receive daily phone calls, including requests for re-inspection, complaints, etc. • Receive referrals from other City agencies for inspections. • Receive daily work assignments from the Division's clerical staff. This includes routine inspections, as well as emergency violation complaints and non-emergency complaints / referrals. • Based on daily assignments, inspectors conduct inspections of assigned properties, re-inspections and, depending on findings, issue citations and / or notices of violations. • Write reports. • Utilizes PDAs in the field to collect and issue some citations.
Inspector	1.0	<ul style="list-style-type: none"> • There is one inspector primarily assigned to the office. • This position is responsible for conducting research on property ownership data, etc. for other inspectors and the legal department. • Prepares large complaints for operation clean sweep (OCS). • Serves as the Division's liaison for Operation Clean Sweep, including follow-up, research for legal, etc. • Floats in inspection zones, as needed. • Assists with general office administrative tasks.
Senior Clerk / Stenographer	2.0	<ul style="list-style-type: none"> • Report to the Deputy Director. • Responsible for processing request for service, including walk-in, phone and internet complaints. • Receive request for service and assign to inspector based on zone. • Research title information on property ownership, as necessary. • Responsible for entering in inspectional data into the Department's database. This includes reading reports, adding code description for violations / citations, entering in field notes. • Send referrals for follow- up to other City agencies. • Receive and process inspectional reports at the end of the day, including printing and mailing notices of violations, citations. • Provide information to inspectors in the field, as needed. • Answer phone calls and take messages for inspectors.
Senior Clerk /Typist	1.0	

(3) Descriptive Data

This section provides the descriptive data of the Code Enforcement – Housing Department. The table, below, presents the Department’s expenditures and revenues. It should be noted that the Code Enforcement – Housing Department inspectional services was transferred from the Code Enforcement – Building Department.

	FY 2005	FY 2006	FY 2007
Expenditures			
Salary		\$455,624	\$465,130
Non-Salary		\$81,788	\$102,895
Total Expenditures	\$0	\$537,412	\$568,025
Revenues			
Housing Inspection Fees	\$5,200	\$6,075	\$4,600
C.D. Housing	\$5	\$0	\$0
Demolition Liens	\$0	\$0	\$0
Sprinklers	\$9,229	\$10,121	\$24,000
Housing Fines	\$4,810	\$4,810	\$5,800
Total	\$19,244	\$21,006	\$34,400

As shown in the above table, the fiscal year budget for 2007 for the Code Enforcement – Housing Department was \$568,024, an increase of 6% from the previous fiscal year. Salary costs account for 82% of the expenditures for inspectional services in the Code Enforcement – Housing Department. Additionally, the Code Enforcement – Housing Department estimates revenues of \$34,400 in fiscal year 2007, which is approximately a 64% increase from the previous fiscal year and a 79% increase from fiscal year 2005.

The points, which follow, presents the Code Enforcement – Housing Department’s objectives for fiscal year 2007:

- Respond to 70% of resident complaints within ten days the time from resident complaint to inspection for 70% of complaints.
- Resolve document violations or seek legal action within 90 days of initial report.
- Achieve resolution of 30% of complaints from pro-active deployment.

The table, which follows, presents the Code Enforcement – Housing Department measurable outcomes.

Measure	FY 2005	FY 2006	FY 2007 (Target)
Number of Inspections Conducted	5,351	7,000	8,000
Number of Re-Inspections	4,302	3,900	4,500
Number of Court Cases Filed	108	325	500
Time in Days from Complaint to Inspection	N / A	90	10

As shown in the above table, the number of inspections conducted is projected to increase by nearly 50% from fiscal year 2005 to fiscal year 2007. The number of re-inspections is projected to slightly increase during the same timeframe by approximately 5%. The table, which follows, presents a summary of the Code Enforcement - Housing Department's fiscal year 2007 performance measures.

New Performance Measures / Targets for FY 2007	
Percentage of Staff Trained in Their Service Areas a Minimum of 2x	50%
Percentage of Eligible Staff Given a Performance Evaluation with Goal-Setting Process	50%
Percentage of External or Internal Customer Complaints	10%
Percentage of Processes Automated	20%
Percentage of Public Information on Major Services Provided by Web	70%
Percentage of Workflow Analysis for major Areas Conducted within the Last 6 Months	50%
Percentage of Written Procedures Done for Department	90%

3. RESULTS OF THE COMPARATIVE SURVEY OF INSPECTIONAL SERVICES

As part of this inspectional services study the Matrix Consulting Group conducted a comparative survey focusing on the delivery of inspectional services. The survey focused on several characteristics including operations, budgets, staffing, and workload. The project team, in consultation with Springfield, developed a list of communities to which to compare the inspectional services of Springfield’s Health, Building, Housing, and Fire Departments. These communities were:

Albany, New York	Lowell, Massachusetts	Providence, Rhode Island
Bridgeport, Connecticut	Manchester, New Hampshire	Stamford, Connecticut
Cambridge, Massachusetts	New Bedford, Massachusetts	Waterbury, Connecticut
Hartford, Connecticut	New Haven, Connecticut	Worcester, Massachusetts

The corresponding departments in each community were contacted, and the following table presents the participating departments in each responding community, along with the inspectional jurisdiction of each department.

Municipality	Participating Department	Inspectional Services
Bridgeport, CT	Building Department	Building
	Housing Department	Housing
New Haven, CT	Department of Health	Health
Stamford, CT	Department of Health and Social Services, and Environmental Health Inspections	Health
	Building Department	Building, Housing
Waterbury, CT	Department of Inspection	Building, Housing
	Bureau of Fire Prevention	Fire
Lowell, MA	Inspectional Services	Building, Housing
	Health Department	Health
Worcester, MA	Department of Health and Human Services, Code Enforcement Housing Division	Housing
	Fire Department	Fire
Manchester, NH	Health Department	Health
Providence, RI	Fire Department	Fire

1. INFORMATION WAS COLLECTED REGARDING STAFFING AND FISCAL YEAR 2005- 2006 BUDGETS.

Participating departments were asked to provide information relating to staffing, including the number of managers or supervisors, inspectors, and administrative or clerical staff each department maintains. Departments were also asked to provide their fiscal year 2005 - 2006 departmental expenditures and revenues.

(1) Building Departments

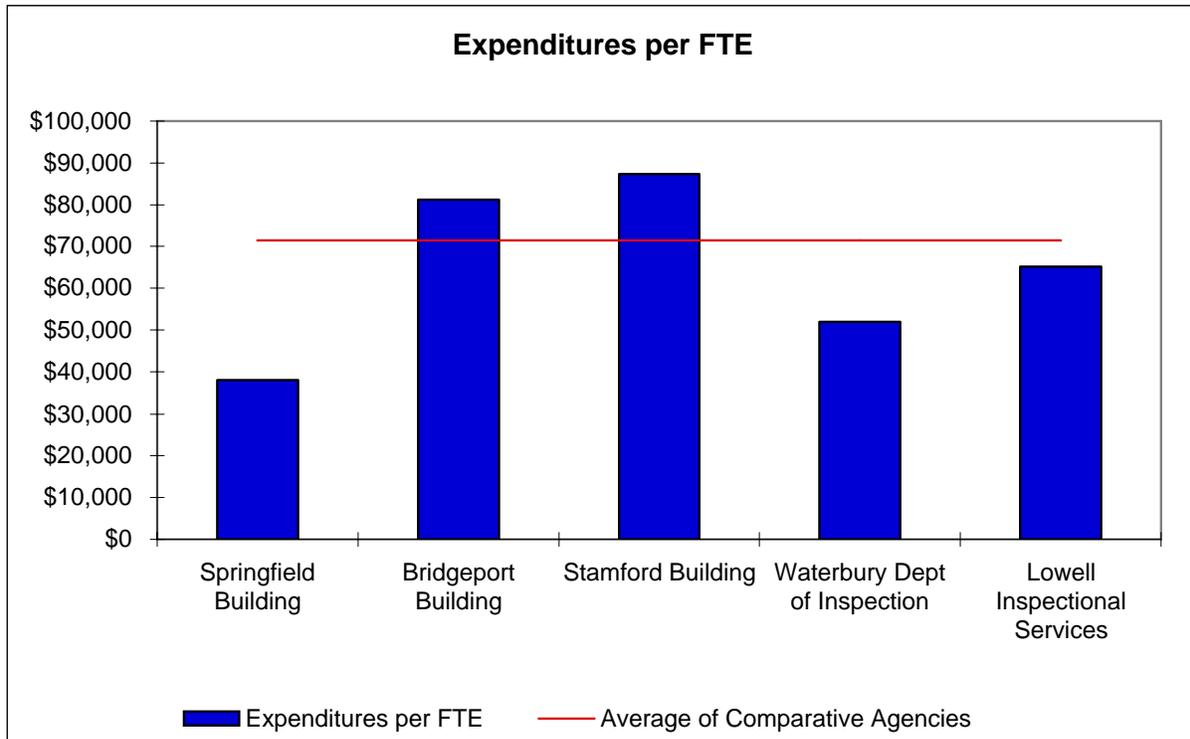
Participating Building Departments were asked to indicate the number of Managers/Supervisors, Inspectors, Zoning Administrators/Officers, Permit Technicians, Plan Examiners, and Administrative/Clerical staff in their department. The following table presents the staffing for each of the surveyed Building Departments, as well as their fiscal year 2005 - 2006 expenditures and revenues. Note that if the Department is consolidated, as it is for Stamford, Waterbury, and Lowell, the number of Building staff includes Housing staff.

Dept.	Managers/ Supervisors	Inspectors	Zoning Admin. / Officers	Admin/ Clerical	FY 06 Expend.	FY 06 Rev.
Springfield Building	5	14	3	5	\$1,029,160	\$1,982,147
Bridgeport Building	2	5	–	2	\$568,082	\$3,369,136
Stamford Building	2	6	3		\$960,000	\$7,500,000
Waterbury Dept of Inspection	1	8	–	3	\$624,121	\$1,475,373
Lowell Inspectional Services	2	4	–	4	\$68,000	\$931,685.89

The points, below, provide a discussion of the staffing levels and budgets of each of these departments.

- Springfield: The City of Springfield has a total of 27 staff providing or supporting inspectional services. This includes 5 Managers/Supervisors, 14 Inspectors, 3 Zoning Administrators/Officers, and 5 Administrative/Clerical staff. Springfield also had fiscal year 2006 Expenditures of \$1,029,160 and Revenues of \$1,982,147.
- Bridgeport: The City of Bridgeport has a total of 10 staff assigned to its Building Division providing or supporting inspectional services, including 2 Managers/Supervisors, 5 Inspectors, and 2 Administrative/Clerical staff. Bridgeport also had FY06 Expenditures of \$568,082 and Revenues of \$3,369,136.
- Stamford: The City of Stamford has a total of 11 staff assigned to its Building Division providing or supporting inspectional services, including 2 Managers/Supervisors, 6 Inspectors, and 3 Zoning Administrators/Officers. Stamford also had FY06 Expenditures of \$960,000 and Revenues of \$7,500,000.
- Waterbury: The City of Waterbury has 13 total staff assigned to its Building Division providing or supporting inspectional services, including 1 Manager/Supervisor, 8 Inspectors, and 3 Administrative/Clerical staff. Waterbury also had FY06 Expenditures of \$624,121 and Revenues of \$1,475,373.
- Lowell: The City of Lowell has 10 total staff in its Inspectional Services Department providing or supporting building inspectional services, including 2 Managers/Supervisors, 4 Inspectors, and 4 Administrative/Clerical staff. Lowell also had FY06 Expenditures of \$68,000 and Revenues of \$931,685.89.

The table, which follows, presents a comparison of expenditures per fulltime equivalents for the comparative agencies.



As shown in the table above, the average expenditure per fulltime equivalent for the comparative agencies was \$71,430 compared to \$38,174 in the City of Springfield.

(2) Housing Departments

Participating Housing Departments were asked to provide the number of Managers/Supervisors, Inspectors, and Administrative/Clerical staff in their department, The following table presents the staffing for each of the surveyed departments, as well as their fiscal year 2005 - 2006 Expenditures and Revenues.

Department	Managers/ Supervisors	Inspectors	Admin/ Clerical	FY 06 Expend.	FY 06 Rev.
Springfield Housing	1	8	2	\$538,412	\$21,006
Bridgeport Housing	1	6	2	–	\$46,981
Worcester Housing	3	10	3.5	\$489,115	\$25,000

The points, below, provide a discussion of the staffing and budgets of each of these departments.

- Springfield: The City of Springfield has a total of 11 staff in its Housing Department providing or supporting inspectional services. This includes 1 Manager/Supervisor, 8 Inspectors, and 2 Administrative/Clerical staff. Springfield also had FY06 Expenditures of \$538,412 and Revenues of \$21,006.
- Bridgeport: The City of Bridgeport has a total of 9 staff in its Housing Division providing or supporting inspectional services, including 1 Manager/Supervisor, 6 Inspectors, and 2 Administrative/Clerical staff. Bridgeport also had FY06 Revenues of \$46,981.
- Worcester: The City of Worcester has 16.5 staff in its Housing Department providing or supporting inspectional services, including 3 Managers/Supervisors, 10 Inspectors, and 3.5 Administrative/Clerical staff. Worcester also had FY06 Expenditures of \$489,115 for CDBG and \$269,745 as part of a tax levy, as well as \$25,000 in Revenues.

The section, which follows, presents a summary of information collected from health departments.

(3) Health Departments

Participating Health Departments were asked to provide the number of Managers/Supervisors, Inspectors, and Administrative/Clerical staff in their department.

The following table presents the staffing for each of the surveyed departments, as well as each department’s FY06 Expenditures and Revenues.

Department	Managers/ Supervisors	Inspectors	Admin/ Clerical	FY 06 Expend.	FY 06 Rev.
Springfield Health	1	3	1	NA	NA
New Haven Health	1	3.5	1.33	\$373,340	\$316,609.50
Stamford Health	2	11	2	–	–
Lowell Health	2	7	0	\$2,259,362	\$200,000
Manchester Health	1.5	4.5	0.5	\$551,365	\$266,653

The points, below, provide a discussion of the staffing and budgets each of these departments.

- Springfield: The City of Springfield Health Department has a total of 5 staff in its Health Department providing or supporting inspectional services, including 1 Manager/Supervisor, 3 Inspectors, and 1 Administrative/Clerical staff. Springfield's FY06 Expenditures and Revenues are not available.
- New Haven: The City of New Haven Health Department has a total of 5.83 total staff providing or supporting inspectional services, including 1 Manager/Supervisor, 3.5 Inspectors, and 1.33 Administrative/Clerical staff. New Haven had FY06 Expenditures of \$373,340 and Revenues of \$316,609.50.
- Stamford: The City of Stamford has 15 total staff in its Health Department providing or supporting inspectional services, including 2 Managers/Supervisors (which include 1 Director of Environmental Health and Inspections and 1 Inspector III positions), 11 Inspectors (which includes 8 Inspector II and 3 Inspector I positions), and 2 Administrative/Clerical staff. Stamford's FY06 Expenditures and Revenues are not available.
- Lowell: The City of Lowell has 9 total staff in its Health Department providing or supporting inspectional services, including 2 Managers/Supervisors, and 7 Inspectors. Lowell has FY07 Expenditures of \$551,365 and FY06 Revenues of \$266,653.
- Manchester: The City of Manchester has 6.5 total staff in its Health Department providing or supporting inspectional services, including 1.5 Managers/Supervisors, 4.5 Inspectors, and 0.5 Administrative/Clerical staff. Manchester has projected for FY07 \$551,365 in Expenditures and had in FY06 \$266,653 in Revenues.

The section, which follows, provides a review of the data collected for Fire Department.

(4) Fire Departments

Participating Fire Departments were asked to provide the number of Managers/Supervisors, Inspectors, and Administrative/Clerical staff in their departments. The following table presents the staffing for each of the surveyed

departments, as well as each department's fiscal year 2005 - 2006 Expenditures and Revenues.

Department	Managers/ Supervisors	Inspectors	Admin. / Clerical	FY 06 Expend.	FY 06 Rev.
Springfield Fire	2	7	2	NA	\$381,734
Waterbury Bureau of Fire Prevention	4	10	2	NA	NA
Worcester Fire	7	12	1	\$1,451,475	\$508,550
Providence Fire	5	12	3	NA	\$900,000

The points, below, provide a discussion of the staffing in each of these departments.

- Springfield: The City of Springfield has a total staff of 11 in its Fire Department providing or supporting inspectional services, including 2 Managers/Supervisors, 7 Inspectors, and 2 Administrative/Clerical staff. Springfield's FY06 Expenditures are not available, but it had \$381,734 in Revenues for FY05.
- Waterbury: The City of Waterbury has a total staff of 16 in its Bureau of Fire Prevention providing or supporting inspectional services, including 4 Managers/Supervisors, 10 Inspectors, and 2 Administrative/Clerical staff. Waterbury's FY06 Expenditures and Revenues are not available.
- Worcester: The City of Worcester has a total staff of 20 in its Fire Department providing or supporting inspectional services, including 7 Managers/Supervisors, 12 Inspectors, and 1 Administrative/Clerical staff. Worcester had FY06 Expenditures of \$1,451,475 and Revenues of \$508,550.
- Providence: The City of Providence has a total staff of 20 in its Fire Department providing or supporting inspectional services, including 5 Managers/Supervisors, 12 Inspectors, and 3 Administrative/Clerical staff. Providence's FY06 Expenditures are not available, but it had FY06 Revenues of approximately \$900,000.

2. INFORMATION WAS COLLECTED FROM THE SURVEYED DEPARTMENTS REGARDING FY06 INSPECTIONS, COMPLAINTS, AND PERMITS ISSUED.

This section provides a review of data relating to workload for each inspectional services function.

(1) Building Departments

Participating Building Departments were asked to indicate the number of Building Permits Issued; Plan Checks/Reviews Conducted, Dollar Value of Permits Issued, Inspections Completed, and Average Number of Inspections Completed per Inspector per Day, all for fiscal year 2005 - 2006. The following table presents this information for each of the Building Departments surveyed.

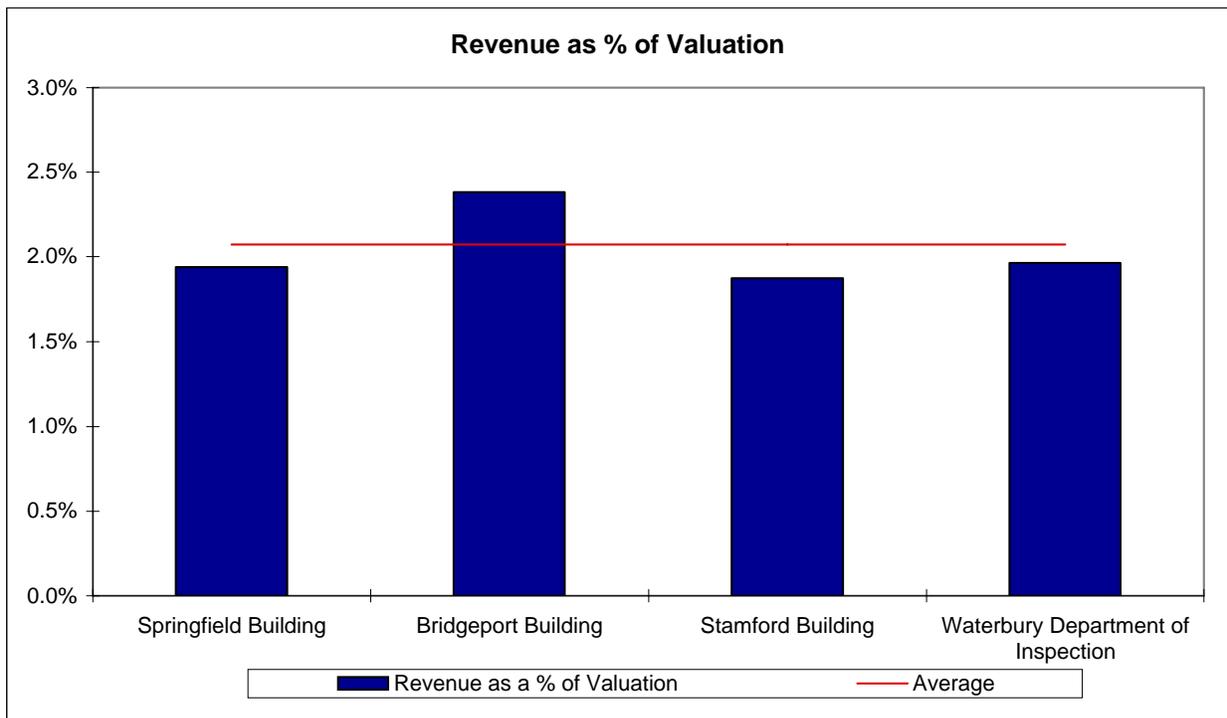
Department	FY 06 Building Permits Issued	FY 06 Plan Checks/ Reviews	FY 06 Value of Permits Issued	FY 06 Inspections	Average Inspections per Inspector per Day
Springfield Building	1,343	624	\$102,169,491	29,500	12
Bridgeport Building	2,766	NA	\$141,487,505	6,478	4.35
Stamford Building	5,000	1,500	\$400,000,000	18,000-20,000	13.5
Waterbury Department of Inspection	1,300	NA	\$56,237,441	NA	7-10
Lowell Inspectional Services	2,229	All permits reviewed	\$100,958,239.80	3,687	10

The points, below, provide a discussion of the information contained in the table. It should be noted that the project team estimated the number of inspections per inspector per day when not available (utilizing standard assumptions regarding number of works days, availability and staffing numbers as provided by the reporting agencies).

- **Springfield:** The City of Springfield Building Department completed 29,500 total inspections in fiscal year 2006. The Building Department conducts an average of 10 to 12 inspection stops per day.
- **Bridgeport:** The City of Bridgeport's Building Department conducted 6,478 inspections and issued over 2,700 permits.
- **Stamford:** The City of Stamford issued approximately 5,000 permits and conducted over 18,000 inspections.

- Waterbury: The City of Waterbury issued 3,524 building permits in fiscal year 2006.
- Lowell: The City of Lowell issued 2,229 permits and conducted 3,687 inspections.

The table, below, presents a comparison of revenue as a percentage of valuation for the building departments.



As shown in the above table, average of the participating communities revenues as a percentage of valuation is 2.1%, slightly higher than the 1.9% in the City of Springfield.

(2) Housing Departments

Participating Housing Departments were asked to provide the number of FY 06 Inspections Conducted, FY 06 Re-Inspections Conducted, FY 06 Violations Issued, Number of Days from Complaint to Inspections, and Average Number of inspections

Completed per Inspector per Day. The following table presents this information for each of the Housing Departments surveyed.

Department	FY06 Inspections Conducted	FY06 Re-Inspections Conducted	FY06 Violations Issued	Number of Days from Complaint to Inspections	Average Inspections per Inspector per Day
Springfield Housing	7,000	3,900	6,100	90	6
Bridgeport Housing	5,804 (Initial or New)	15,428	5,155	1 (policy is to make appointment for the following business day)	8
Worcester Housing	6,237	8,341	4,162 (legal notices)	3-5 (24 hours or less if it is an emergency)	8

The points, below, provide a discussion of the information contained in the table.

- Springfield: The City of Springfield Housing Department conducted 7,000 inspections and 3,900 re-inspections in FY06. It should be noted that the project team estimated the average number of inspections per day per inspection (e.g., assuming number of work days and number of inspectors).
- Springfield's Number of Days from Complaint to Inspections is 90, substantially more than Bridgeport's 1 and Worcester's 3-5 day practices.
- Bridgeport: The City of Bridgeport Housing Department conducted 5,804 Initial or new Inspections, 15,428 re-inspections, and issued 5,155 violations in FY06.
- Worcester: The City of Worcester Housing Department conducted 6,237 inspections, 8,341 re-inspections, and issued 4,162 violations in FY06.

The section, which follows, provides a summary of the results with respect to health department inspectional services.

(3) Health Departments

Participating Health Departments were asked to provide data for fiscal year 2005 – 2006, including the number of inspections and re-inspections conducted, number of violations issued, number of complaints received, number of permits issued, and

average number of inspections conducted per inspector per day. The following table presents this information for each of the Health Departments surveyed.

Department	FY06 Inspections Conducted	FY06 Re-Inspections Conducted	FY06 Violations Issued	Complaints Received	Permits Issued	Inspections Conducted per Inspector per Day
Springfield Health	2,100	230	Unknown	190	1,160	3
New Haven Health	1,233	121	100	48	1,014	2
Stamford Health	3,187	1,138	934	1,272	3,205	–
Lowell Health	11,537	3,744	2,702	Not available	2,125	7
Manchester Health	2,849	2,916	30	700	987	Unknown

The points, below, provide a discussion of the information contained in the table.

- **Springfield:** The City of Springfield Health Department conducted 2,100 inspections, received 190 complaints, and issued 1,160 permits in fiscal year 2005 - 2006.
- **New Haven:** The City of New Haven Health Department conducted 1,233 inspections, 121 re-inspections, issued 100 violations, received 48 complaints, and issued 1,014 permits in fiscal year 2005 - 2006.
- **Stamford:** The City of Stamford Health Department conducted 3,187 inspections, 1,138 re-inspections, issued 934 violations, received 1,272 complaints, and issued 3,205 permits in fiscal year 2005 - 2006.
- **Lowell:** The City of Lowell Health Department conducted 11,537 inspections, 3,744 re-inspections, issued 2,702 violations, and issued 2,125 permits in fiscal year 2005 - 2006.
- **Manchester:** The City of Manchester conducted 2,840 inspections, 2,916 re-inspections, issued 30 violations, received 700 complaints, and issued 987 permits in fiscal year 2005 - 2006.
- Of the City Health Departments that responded, Lowell has the highest number of average inspection conducted per inspector per day, with an average of 7, followed by Springfield with 3 inspections, and New Haven with 2 inspections.

The section, which follows, presents the results of the comparative survey with respect to fire department inspectional services.

(4) Fire Departments

Participating Fire Departments were asked to provide the number of fiscal year 2005 - 2006 inspections and re-inspections conducted, number of violations issued, number of complaints received and the number of permits issued, as well as average number of inspections per day per inspector. The following table presents this information for each of the Fire Departments surveyed.

Department	FY06 Inspections Conducted	FY06 Re-Inspections Conducted	FY06 Violations Issued	Complaints Received	Permits Issued	Inspections Conducted per Inspector per Day
Springfield Fire	6,800	227	155	N / A	5,128	4
Waterbury Bureau of Fire Prevention	660	1,200	150	340	660	4-6
Worcester Fire	8,410	No Data	530	925	6,435	10
Providence Fire	3,900 Inspections (625 Plan Reviews)	N / A	N / A	175	780	Varies by type; 13 Res. Smoke; 4 License; 2 full Inspections

The points, below, provide a discussion of the information contained in the table.

- **Springfield:** The City of Springfield Fire Department conducted 6,800 inspections in fiscal year 2005 - 2006. Utilizing staffing data and assumptions developed regarding net availability, the project team estimates an average of four inspections per inspector per day.
- **Waterbury:** The City of Waterbury Bureau of Fire Prevention conducted 660 inspections, 1,200 re-inspections, issued 15- violations, received 340 complaints, and issued 660 permits in fiscal year 2005 - 2006.
- **Worcester:** The City of Worcester Fire Department conducted 8,410 inspections, issued 530 violations, received 925 complaints, and issued 6,435 permits in fiscal year 2005 – 2006.

- Providence: The City of Providence Fire Department issued 3,900 inspections, including 625 plan reviews, received 175 complaints, and issued 780 permits in fiscal year 2005 – 2006.
 - Of the City Fire Departments that responded, Providence has the highest average of number of inspections conducted per inspector per day with 13 residential smoke inspections, 4 license inspections, or 2 full inspections, followed by Worcester with 10 inspections, and Waterbury with 4-5 inspections.
- 3. INFORMATION WAS COLLECTED FROM THE SURVEYED DEPARTMENTS REGARDING INSPECTIONAL STAFF DEPLOYMENT, WORK ASSIGNMENTS, THE USE OF AUTOMATED INFORMATION SYSTEMS, AND WORK LOGISTICS.**

This section provides a review of data collected regarding deployment, work assignments and the use of automated information systems for each function providing inspectional services.

(1) Building Departments

Participating Building Departments were asked to indicate the how their inspectional staff are deployed, whether inspectors are combination or specialty inspectors, whether the Department utilizes an automated permitting system, what permits are processed over-the-counter, and whether the Department utilizes permit technicians or other paraprofessionals to process permits. Further, the Departments were asked how their inspectors share information with other City Departments, whether they are provided municipal cars, reimbursed for mileage, or given cell phones, what tools they have to promote compliance, and what other departments, in any, are involved in multi-departmental inspections. The table, presented on the following page, provides a summary of the survey results.

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Department	Springfield	Bridgeport	Stamford	Waterbury	Lowell
Inspectional Staff Deployed by:	Geographically and by trade	Inspection function	Discipline, section of town	Mechanicals by function; ABI by calls received and availability	Assigned geographically, plus a separate individual who enforces zoning for the City
Are inspectors combination or specialty inspectors?	Specialty	Specialty	–	Specialty	Combination
Does department use an automated info system to track inspectional info?	No	No	No	No	Yes; GEO TMS
What permits are processed over-the-counter?	None	Trade permits (electrical, plumbing, heating), demolition, sign	None	All	None
Utilize permit technicians or other staff to review, process and/or issue permits?	No	1 plan reviewer	No	No	Para-professional conducts initial Intake; Plans-Examiner/Inspector reviews and issues permits
How does department share info with other city departments?	Paper copy (inter-office mail, fax, or phone call)	Database, paper forms	Computer	Paper	Database
Inspectors provided municipal cars? Reimbursed for mileage? Provided cell phones?	Yes	Municipal vehicles	Cell phone only; Personal cars are used and reimbursed for mileage	Mileage reimbursement, hand held radio, building official has vehicle	Mileage reimbursement, cell phone

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Department	Springfield	Bridgeport	Stamford	Waterbury	Lowell
Inspectors' tools to promote compliance or penalize violators?	Re-inspection fees; Fines/fees	Stop work, violation notices, fines, court action	CT General Statutes	\$200 penalty, Stop Work violations, Criminal action through housing courts	Cease & Desist, Stop Work, fine-double the fee, Court
Are there multi-department inspections to address trouble spots?	No	No	No	Yes; Fire Marshal, Health, Zoning, Wetland	Yes; Health, Fire, Police, DPW

The points, below, provide a discussion of the information contained in the table.

- Of the responding Departments, there is a variety of methods by which inspectional staff are deployed to perform services, including geographically, by functionally, and by calls received.
- Of the responding Departments, only Lowell utilizes combination inspectors.
- Of the responding Departments, only Lowell uses an automated information system.
- All responding Departments provide municipal vehicles, reimburse inspectors for their mileage, or provide a cell phone or hand held radio for their use. Stamford, Waterbury, and Lowell provide their inspectors with mileage reimbursement, while Bridgeport provides municipal vehicles. Both Stamford and Lowell provide cell phones.
- The Building Inspectors for all responding Departments have some tools, whether fines, court, or state statutes to promote compliance with inspectional standards and penalize violators. The most common tool is fines or fees.

(2) Housing Departments

Participating Housing Departments were asked to indicate how their inspectional staff are deployed, whether the Department utilizes an automated information system, what capability staff have to access electronic records in the field, whether the Department has a proactive inspectional component, and how it shares information with other City departments. Further, Departments were asked whether inspectors are provided municipal cars, reimbursed for mileage, or given cell phones, what tools they have to promote compliance and whether they conduct multi-departmental inspections. The following table presents this information.

Question	Springfield	Bridgeport	Worcester
Inspectional Staff Deployed by:	Geographically by zone	Census Tract, inspection history	HUD Neighborhood Stabilization Areas (geographically)

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Question	Springfield	Bridgeport	Worcester
Does Dept use an automated info system to track inspectional info?	Yes; program developed in-house	Yes; Customized Foundations Portal, web-based Housing & Commercial Code application (by TTS Systems, Inc.)	GEO/TMS Des Lavers Software database
Capability of staff to access electronic records in the field?	Can document violations for certain types; cannot access historical information or print reports	Read-only access to Housing & Commercial Code application, electronic and paper copy back-ups (from 2000 to present)	Dell PDA hardware with GEO software
Does Department have proactive inspectional component?	The Department does not have a formal proactive program.	No	Yes, for rubbish, unregistered motor vehicles and exterior housing violations
How does Dept share info with other City Departments?	Paper copy, fax/mail or phone call	MS Outlook features, read-only portal to Housing & Commercial Code application	Shared data with other departments
Inspectors provided municipal cars? Reimbursed for mileage?	Cars	City-owned vehicles	Mix of municipal cars and reimbursement
Inspectors' tools to promote compliance or penalize violators?	Fines and fees, housing court	Fees and Housing Court referrals	Fines, court, legal orders, educational tools re: rodents, TRO, rubbish collections, roaches, etc.
Are there multi-department inspections to address trouble spots?	No	No	Yes; Housing, Police, Fire Team work 40 hours together; Health & Buildings if needed

The points, below, provide a discussion of the information contained in the table.

- The Springfield Housing Department, similar to the responding Departments, provides inspectors with vehicles to use for inspectional services purposes. Only Worcester provides a mileage reimbursement and no Departments provide cell phones to their inspectors.
- All responding Housing Departments use an automated information system to track inspectional information, although only Springfield uses a system that was developed in-house.
- All responding Housing Departments can utilize fines to promote compliance with inspections standards or penalize violators. Both Bridgeport and Worcester can also utilize court as a tool.

The section, which follows, provides a summary of the results pertaining to the Health Department inspectional services.

(2) Health Departments

Participating Health Departments were asked to indicate what positions in their Department are required to be Registered Sanitarians, how inspectional staff are deployed, how work is assigned, whether the Department utilizes an automated information system, and what capability staff have to access electronic records in the field. Further, Departments were asked to indicate whether they have a proactive inspectional component, how they share information with other City Departments, whether inspectors are provided municipal cars, reimbursed for mileage, or provided cell phones, and what tools inspectors have to promote compliance. The following table presents this information.

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Department	Springfield	New Haven	Stamford	Lowell	Manchester
What positions are required to be Registered Sanitarians?	Environmental Health Manager	5 positions are required	Director of Environmental Health and Inspections; 3 Inspectors II, and 1 Inspector I	None	Environmental Health Specialist I; Environmental Health Specialist II or higher; Public Health Specialist II; Chief of EH and Emergency Response
Inspectional Staff Deployed by:	Varies based on daily assignments, as determined by the E.H. Manager	Geographically by Census Tract	All inspectors are cross trained to perform a variety of tasks; Services performed are listed in 4 categories (Septic, Restaurants, Housing, General) and assigned quarterly	Geographically	Primarily by geographic district; some inspections are functions assigned by competency
How is work assigned?	Varies-daily review	By Census	Assigned by Director of Environmental Health and Inspections and Inspector III	By area	Geographically and/or competency based

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Department	Springfield	New Haven	Stamford	Lowell	Manchester
Does Dept use an automated info system to track inspectional info?	No; Excel is used to document	Yes; Self-created system	Yes; all databases are in access; currently use 5 systems to track inspection data	No	Yes; Envision Connect (environmental health data management system offered by Decade Software Corp); Excel as back-up
Capability of staff to access electronic records in the field?	None	None	Handheld computers that can upload information from the central computer; some inspection reports can be issued from the field	None	Currently, staff must contact office for information (in future, will use tablet PC's)

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Department	Springfield	New Haven	Stamford	Lowell	Manchester
Does Department have proactive inspectional component?	No formal program	Yes; for food service inspections	Yes; Multiple Family Dwelling Licensure Program, Certificate of Apartment Occupancy Program, Operation Safe House, Housing Safety and Zoning Code Enforcement Initiative	–	Yes; conducts food service sanitation training free of charge; currently discussing implementation of non-scored "educational" inspection
How does Dept share info with other City Departments?	Paper / hard copies routed to the other departments	Shared database	Shared database, paper referrals	Paper referrals	Email and phone
Inspectors provided municipal cars? Reimbursed for mileage? Provided cell phones?	Mileage reimbursement	City vehicles	City vehicles and Nextel phones	Mileage reimbursement	Municipal vehicle, 800 MHz two-way radios, Nextel phones

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Department	Springfield	New Haven	Stamford	Lowell	Manchester
Inspector's tools to promote compliance or penalize violators?	Issue notices of violation and shut down business, no fines and fees issued	Closure (due process)	CT General Statutes and CT Public Health Code; any order issued is considered criminal matter and if not complied with, it can be sent to housing court; Director of Health's authority to close any structure that endangers the life or health of the public	Fines assessed by court; can close business for cause	Enforcement of municipal ordinances that allow fines/court summonses; closure for food service imminent health hazards and due process; closure for bathing areas; State statutory authority

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Department	Springfield	New Haven	Stamford	Lowell	Manchester
<p>Are there multi-department inspections to address trouble spots?</p>	<p>No</p>	<p>Yes; Fire, Building</p>	<p>Yes; Police, Fire Marshal, Land Use-Zoning, Social Services, Assessor and Building</p>	<p>Yes; Building, Police, Fire</p>	<p>Yes; Building, Housing, Zoning, Fire Prevention, Community Police, City Clerk, Liquor enforcement, Parks and Rec, Public Works (this group meets monthly for quality of life issues)</p>

The points, below, provide a discussion of the information contained in the table.

- Springfield, similar to the responding Health Departments except for Lowell's, requires certain positions to be Registered Sanitarians.
- Of the responding Departments, Springfield is the only Health Department that deploys its inspectional staff by daily assignments determined by the Environmental Health Manager. The most common method of deploying inspectional staff is geographically.
- The Springfield Health Department is similar to the responding Departments in that its inspectional staff do not have the capability to access electronic records in the field. Only the Stamford Health Department provides its inspectional staff with handheld computers that can upload information from a central computer.
- Springfield, like all responding Health Departments, shares information with other City Departments, including forwarding inspectional refers and potential violations that fall under the jurisdiction of other municipal agencies.
- Unlike most of the responding Health Departments, the Springfield Health Department does not provide municipal vehicles to its inspectors but rather, provides a mileage reimbursement like the Lowell Health Department.
- All responding Health Departments have some tools, whether it is fines, state statutes, or ability to close, to promote compliance with inspectional standards or penalize violators. The ability to close is the most common tool inspectors have to promote compliance, as every responding Department has the ability to close. Fines are the next most common tool, as the Stamford, Lowell, and Manchester Health Departments can enact them to promote compliance. The City of Springfield's Health Department does not use fines as a tool to promote compliance.
- Springfield is the only Health Department, of those surveyed, which does not conduct multi-departmental inspections to address trouble spots.

(3) Fire Departments

Participating Fire Departments were asked to indicate how inspectional staff are deployed, how work is assigned, to what extent Engine/Truck companies are utilized to conduct inspections, whether the Department utilizes an automated information system, and what capability staff have to access electronic records in the field. Further, Departments were asked to indicate whether they have a proactive

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

inspectional component, how they share information with other City Departments, whether inspectors are provided municipal cars, reimbursed for mileage, or provided cell phones, what tools inspectors have to promote compliance, and whether they conduct multi-departmental inspections. The following table presents this information.

Fire	Springfield	Waterbury	Worcester	Providence
Inspectional Staff Deployed by:	Type of inspection	Functionally; Code compliance	Geographically	Functionally
How is work assigned?	Based on type of inspection, daily workload, general area	Rotation	Assigned area	By Supervisor
To what extent are Engine/Truck companies utilized to conduct inspections?	They do fire pre-plan; not used to do permit inspections	No utilized; officers that identify a problem will contact Fire Marshal's Office	Commercial/Industrial occupancies; minimum of two inspections per month	Pre-Plan Fire Inspections
Does Dept use an automated info system to track inspectional info?	No; Excel database is used to track permits	Not currently (but developing database)	No	Yes; Self-developed Access database
Capability of staff to access electronic records in the field?	None	None	None	None
Does Department have proactive inspectional component?	No	Yes; Education, Haz Mat Blasting & Tanks	Yes; Specific target inspections are assigned to truck companies- approx 4 locations per company	Yes, but limited b/c of staffing; night clubs and places of assembly
How does Dept share info with other City Departments?	Paper copy, phone calls	Paper referral, shared database with tax assessor	Paper referrals	Letters of compliance/non-compliance
Inspectors provided municipal cars? Reimbursed for mileage?	There are some cars provided to inspectors (shared). No cell phones, etc.	Municipal cars	Municipal cars, radio	Municipal vehicles
Inspectors' tools to promote compliance or penalize violators?	Some fines and fees; can close business	CT General Statutes, Housing Court, Fines, ability to abate	Neighborhood group meeting, escalating fines, Cease & Desist orders	Show Cause hearings through Licensing Board, or Notice of Violation, which may be appealed to the State Fire Code Board of Appeal

Fire	Springfield	Waterbury	Worcester	Providence
Are there multi-dept inspections to address trouble spots?	No	Yes; Building, Zoning, Health, Blight	Yes, on problem properties; Fire, Police, Building, Health	Yes; Fire Prevention, Police State Fire Marshal's Office, Building Dept, Minimum Housing, Attorney General's Nuisance Task Force

The points, below, provide a discussion of the information contained in the table.

- The Springfield Fire Department, similar to most of those surveyed, does not utilize an automated information system to track inspectional information. Only the Providence Fire Department uses such a system.
- The Springfield Fire Department inspectional staff, similar to all Departments surveyed, does not have the capability to access electronic records while out in the field.
- All Fire Departments surveyed share information with other City Departments.
- The Springfield Fire Department is the only Department of those surveyed that does not provide its inspectors with municipal vehicles, reimburse for mileage, or provide cell phones. Only Worcester provides its inspectors with a radio to use during inspections.
- All Fire Departments surveyed have tools, such as fines, state statutes, or ability to close, to promote compliance with inspectional standards or penalize violators. The most common tool is fines, as Springfield, Waterbury, and Worcester are able to impose them as a means to promote compliance or penalize violators.
- The Springfield Fire Department is the only Department, of those surveyed, that does not conduct multi-department inspections to address trouble spots.

The section, which follows, provides a summary of the fees charged for inspectional services.

4. INFORMATION WAS COLLECTED FROM SURVEYED DEPARTMENTS REGARDING THE FEES CHARGED FOR INSPECTIONAL SERVICES.

This section provides a review of the data provided by the comparative agencies with respect to fees charged for inspectional services programs.

(1) Building Departments

Participating Building Departments were asked to indicate what fees they charge for inspectional services, how fees are established, and whether inspectional services costs are fully recovered through fees. The following table presents this information.

Department	Springfield	Bridgeport	Stamford	Waterbury	Lowell
What fees are charged for services?	Permit fees based on valuation	\$40 for first thousand valuation, \$20 for each additional thousand valuation	Permit Fees: \$10 per thousand for 1 & 2 families; \$16 per thousand for 3 families & commercial	\$25 for first thousand of estimated cost and \$20 for each additional thousand	Sliding scale for valuation
How are fees established?	Based on valuation of construction	Valuation utilizing ICC valuation tables	Cost per square foot	By estimated cost	Based on valuation of construction
Are inspectional services costs fully recovered through fees?	Yes	Yes	Yes	Yes	Yes

The points, below, provide a discussion of the information contained in the table.

- The Springfield Building Department, similar to the Building Departments surveyed, charge fees for services based on the monetary value of the facility.
- The inspectional services costs are fully recovered through fees for all Building Departments surveyed.
- All Building Departments collect fees based on valuation of construction.

The section, which follows, presents the data for the housing inspectional services.

(2) Housing Departments

Participating Housing Departments were asked to indicate what fees they charge for inspectional services, how fees are established, and whether inspectional services costs are fully recovered through fees. The following table presents this information.

Department	Springfield	Bridgeport	Worcester
What fees are charged for services?	None (but fines and fees apply for violations)	Rooming House: \$35/unit + \$5/room; Hotel: \$70/unit + \$5/room	None (only revenue is for rubbish hauling permits and chemical toilet permits)
How are fees established?	City ordinance	CAO/OPM recommendations, Housing & Commercial Enforcement Officer (through City Council approval)	NA
Are inspectional services costs fully recovered through fees?	No	NA	NA

The points, below, provide a discussion of the information contained in the table.

- The Springfield Housing Department, like the Worcester Building Department, does not charge any fees for inspectional services.
- Springfield establishes its fees for inspectional services through City ordinances, while Bridgeport utilizes CAO/OPM recommendations, which are then must be approved by the City Council.

The section, below, presents the results for the Health Department.

(3) Health Departments

Participating Health Departments were asked to indicate what fees they charge for inspectional services, how fees are established, and whether inspectional services costs are fully recovered through fees. The following table presents this information.

Department	Springfield	New Haven	Stamford	Lowell	Manchester
What fees are charged for services?	Based on permit (varies by type of establishment)	–	Varies-Housing License Fees: \$60-\$200 fee and \$30-\$60/unit; Food Service: \$21-\$735(based on seating capacity)	–	Varies based on facility

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Department	Springfield	New Haven	Stamford	Lowell	Manchester
How are fees established ?	By ordinance.	By Ordinance , Square footage	Office of Policy and Management and approved by the Board of Representatives	City Council	Based on estimated time spent conducting the function, based on average salary rate of the Division (including benefits and indirect costs)
Are inspectional services costs fully recovered through fees?	NA	No	NA	No, 20% recovered	No, 34% recovered

The points, below, provide a discussion of the information contained in the table.

- Of the responding Health Departments, Stamford and Manchester Health Departments indicated that they charge fees for inspectional services.
- New Haven, Stamford, and Lowell establish their fees charged for inspectional services by ordinance, approval by the Office of Policy and Management, or through the City Council, while Manchester establishes its fees based on the estimated time of the function and the average salary rate of the Division.
- Of the responding Health Departments, no Departments indicated that their inspectional services are fully recovered through fees. Lowell recovers 20% and Manchester 34% of their inspectional services fees.

The section, which follows, provides a summary of the collection of fees for the fire inspectional services.

(4) Fire Departments

Participating Fire Departments were asked to indicate what fees they charge for inspectional services, how fees are established, and whether inspectional services costs are fully recovered through fees. The following table presents this information.

Department	Springfield	Waterbury	Worcester	Providence
------------	-------------	-----------	-----------	------------

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Department	Springfield	Waterbury	Worcester	Providence
What fees are charged for services?	Varies base on type of permit and / or license.	Varies based on type of license; range from \$20-\$175	Varies based on class of liquid, type of license/permit; range from \$50-\$300	\$100 for Inspections; \$30 for Residential Smoke Inspections; Plan reviews by dollar value (range from \$150 to \$500+\$10 for each additional \$2,500 value)
How are fees established?	Ordinance	Through collaboration; set by Board of Alderman	M.G.L 148 sec.10A	State Law and City Ordinance
Are inspectional services costs fully recovered through fees?	No	NA (Costs are charged up front for services offered)	Yes	No

All responding Fire Departments indicated that they charge certain fees for inspectional services. All responding communities indicated that the fees charged vary based on the type of license or permit issued.

(5) INFORMATION WAS COLLECTED FROM THE SURVEYED DEPARTMENTS REGARDING THE TYPES OF INSPECTIONS FOR WHICH THEY ARE RESPONSIBLE.

The project team collected data from the responding agencies with respect to the types of inspections each department were responsible for conducting. The section, below, presents the results for the building department functions.

(1) Building Departments

Participating Building Departments were asked to indicate whether they were responsible for conducting various inspections. The following table presents the type of inspection and each Department’s respective response.

Type of Inspection	Springfield	Bridgeport	Stamford	Waterbury	Lowell
Building/Construction Code Compliance	Yes	Yes	Yes	Yes	Yes
Local Ordinance Enforcement	Yes (e.g. zoning, special use permit compliance)	No	Yes (some)	No	Yes

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Type of Inspection	Springfield	Bridgeport	Stamford	Waterbury	Lowell
Code Enforcement/Quality of Life	Yes (zoning)	No	No	Yes	Yes (limited)
Blight Programs	Yes	No	Yes	No	No
Multi-Unit Residential inspections	No	No	No	Yes	Yes
Smoke Alarms	No	No	No	Yes	Yes
Fire Safety Compliance	No	No	No	Yes (with Fire Marshall)	Yes (limited)
Zoning Compliance	Yes	No	No	No	Yes
Occupancy	Yes	Yes	No	Yes	Yes
Business License Compliance	No	No	No	No	Yes (limited)
Annual Business Inspections	Yes (annual certificate of inspection)	No	No	No	Yes
Food Establishments	No	No	No	No	No
Rodent/Bug Infestation	No	No	No	No	No

The points, below, provide a discussion of the information contained in the table.

- The Springfield Building Department, similar to all responding communities, conducts Building/Construction Code Compliance inspections.
- The Springfield Building Department, similar to Bridgeport and Stamford, does not conduct multi-unit residential, smoke alarms, or fire safety compliance inspections. Only the Waterbury and Lowell Building Departments conduct these types of inspections.
- The Springfield Building Department, similar to most of the responding communities, does not conduct business license compliance inspections. Only the Lowell Building Department conducts these inspections, but it does so only on a limited basis. Like the Lowell Building Department, the Springfield Department does not conduct annual inspections, as part of its annual certificate of inspection practice.
- None of the responding Building Departments conducts food establishment or rodent/bug infestation inspections.

The section, which follows, presents a summary of the scope of inspections provided by housing departments.

(2) Housing Departments

Participating Housing Departments were asked to indicate what fees they charge for inspectional services, how fees are established, and whether inspectional services costs are fully recovered through fees. The following table presents this information.

Type of Inspection	Springfield	Bridgeport	Worcester
Building/Construction Code Compliance	No	Yes	No
Local Ordinance Enforcement	Yes	Yes	Yes
Code Enforcement/Quality of Life	Yes	Yes	Yes
Blight Programs		Yes	Yes
Multi-Unit Residential inspections	Yes	Yes	Yes
Smoke Alarms	Yes, emergency inspections w/ Fire Department to follow up.	Yes	Yes (also refers to Fire Prevention)
Fire Safety Compliance	No	No	No
Zoning Compliance	No	No	Yes
Occupancy	No	Yes	No
Business License Compliance	No	No (except if structural violations, such as interior or exterior disrepair exist, dept enforces commercial code)	No
Annual Business Inspections	No	Yes (Rooming Houses/Hotels)	Yes (some lodging house license, group home)
Food Establishments	No	No (except if structural violations, such as interior or exterior disrepair exist, dept enforces commercial code)	No
Rodent/Bug Infestation	Yes (as it pertains to housing)	No	Yes

The points, below, provide a discussion of the information contained in the table.

- The Springfield Housing Department, similar to the responding Departments, conducts local ordinance enforcement, code enforcement/quality of life, multi-unit residential, and smoke alarm inspections.
- None of the responding Housing Departments conduct zoning compliance, business license compliance, or food establishment inspections.

The section, which follows, presents a summary of the data for the health departments.

(3) Health Departments

Participating Health Departments were asked to indicate what fees they charge for inspectional services, how fees are established, and whether inspectional services costs are fully recovered through fees. The following table presents this information.

Type of Inspection	Springfield	New Haven	Stamford	Lowell	Manchester
Building/Construction Code Compliance	No	No	Yes	No	No
Local Ordinance Enforcement	Yes (health code)	Yes	Yes	Yes	Yes
Code Enforcement/ Quality of Life		No	Yes	Yes	Yes
Blight Programs	No	No	Yes	Yes	Yes
Multi-Unit Residential inspections	No	No	Yes	Yes	Yes (complaint only)
Smoke Alarms	No	No	Yes	No	No
Fire Safety Compliance	No	No	No	No	No
Zoning Compliance	No	No	No	No	No
Occupancy	Yes	No	Yes	Yes	No
Business License Compliance	No	No	Yes	No	No
Food Establishments	Yes	Yes	Yes	Yes	Yes
Rodent/Bug Infestation	Yes	No	Yes	Yes	Yes

The points, below, provide a discussion of the information contained in the table.

- The Springfield Health Department, similar to the responding Departments, conducts local ordinance enforcement.
- The Springfield Health Department does not conduct blight programs or multi-unit residential inspections, although most of the responding Departments do conduct these types of inspections as Stamford, Lowell, and Manchester conduct them.
- None of the responding Health Departments conduct fire safety or zoning compliance inspections.
- The Springfield Health Department, similar to most of the responding Departments, conducts occupancy and rodent/bug infestation inspections.
- All responding Health Departments conduct food establishment inspections.

The section, which follows, presents a review of the data collected regarding the types of inspections performed by fire departments.

(4) Fire Departments

Participating Fire Departments were asked to indicate what fees they charge for inspectional services, how fees are established, and whether inspectional services costs are fully recovered through fees. The following table presents this information.

Type of Inspection	Springfield	Waterbury	Worcester	Providence
Building/Construction Code Compliance	No	No	Yes	Yes
Local Ordinance Enforcement	Yes (only related to fire)	No	Yes	Yes
Code Enforcement/Quality of Life	No	No	Yes	Yes
Blight Programs	No (but at a structure fire, will forward information to Building for blight program)	No	Yes	No
Multi-Unit Residential inspections	Yes (for safety exits, fire signs, smoke detectors)	Yes	Yes	Yes
Smoke Alarms	Yes	Yes	Yes	Yes
Fire Safety Compliance	Yes	Yes	Yes	Yes
Zoning Compliance	No	No	No	No
Occupancy	Yes (annual certificate of inspection)	No	Yes	Yes
Business License Compliance	No	Yes	No	Yes
Food Establishments	No	Yes	Yes (on certain fire code issues)	Yes
Rodent/Bug Infestation	No	No	No	No

The points, below, provide a discussion of the information contained in the table.

- The Springfield Fire Department, like the majority of respondent Departments, conducts local ordinance enforcement inspections.
- All respondent Fire Departments conduct multi-unit residential, smoke alarm, and fire safety compliance inspections.

4. SUMMARY OF FOCUS GROUP MEETINGS

As part of this study, the Matrix Consulting Group conducted citizen and applicant focus groups. The City of Springfield provided the project team with information with respect to members of the public (e.g., community contacts, neighborhood associations, etc.), as well as the development community (e.g., general contractors, architects, engineers, plumbers, electricians, etc.) that frequently interact with the City on development related issues.

The points, below, provide a discussion of the focus group process.

- The City provided the project team with a list of applicants and community contacts.
- The project team selected two days on which to hold five focus group sessions.
- The project team contacted applicants and community contacts provided by the County to seek their participation in the focus groups.
- Participants were invited to attend the focus group at 70 Tapley Street.
- Separate focus groups were held at 70 Tapley Street for applicants and community contacts, as presented below:

	Thursday, June 28, 2007	Friday, June 29, 2007
10:00 AM	Applicants	Applicants
12:00 PM		Residents
3:00 PM	Applicants	
7:00 PM	Residents	

- The project team developed a focus group agenda. This included the following:
 - Introduction of the study, scope of work, process and goals of the focus group.
 - Review of basic ground rules for the focus group (e.g., full participation, listen to one another, no side conversations, etc.)

- Introduction of focus group participants to each other.
- Questions, such as the following sample questions:

Community Members	Applicants
<ul style="list-style-type: none"> • In what ways have you personally interacted with the City’s inspectional services? Which departments and for what purposes? • How effective were those departments in addressing your questions/issue/concern? • What are the top issues that need to be addressed in your neighborhood? City-wide? • How responsive are the various departments with respect to your request for services? • Does the Department keep you informed regarding any action and / or the status of your complaint? • Does the City effectively monitor compliance with conditional use permits? • Is it clear which department is responsible for addressing specific complaints? Do you know which department to contact for various issues? • What information are you able to access online? What information would you find useful that is not available? • What are the key opportunities for improvement with respect to inspectional services? 	<ul style="list-style-type: none"> • With which Departments do you have experience? • How accessible are inspectional staff? • Based on your experience, how would you evaluate turnaround time for inspection requests? On average, how long does it take from the time you request an inspection until you receive the inspection? • Are issues identified on re-inspections that should have been caught on the initial inspection? • Are inspectors consistent in terms of code interpretations? • How have inspectional services changed in the last few years? • Compared to other jurisdictions in the region, in what areas does the City of Springfield’s inspectional services excel? • Compared to other jurisdictions in the region, in what areas could the City of Springfield’s inspectional services improve? • How are you able to access information regarding inspections (e.g., scheduling, results, etc.)? • What are the key opportunities for improvement with respect to inspectional services?

- While the focus groups were confidential, the project team took notes in order to report to the City general themes, trends and issues identified during the focus groups.

The sections, which follow, provide a summary of the themes, trends and issues identified in the focus groups.

1. SUMMARY OF COMMUNITY CONTACTS FOCUS GROUP SESSIONS

This section provides a summary of the results of the community members’ focus group sessions. As noted, the project team held two focus group sessions for the community contacts: the first session was held at 7:00 PM on Thursday, June 28, 2007

and the second session was held at 12:00 PM on Friday, June 29, 2007. In total, the project team had approximately 15 participants.

The project team walked through the purpose of the study of the City's Inspectional Services Study, as well as the rules and questions as presented in the previous section. While there were two separate community contact focus group sessions, there were common themes and issues identified by participants in both focus groups sessions. The points, which follow, provide a summary of the input provided by the community contacts with respect to inspectional services.

- **Community focus group participants expressed a desire for more proactive inspections.** Overall, residents identified limited proactive efforts of the City with respect to inspections regarding code compliance, zoning, etc., as a significant concern. Most residents perceived the code enforcement activities of the City to be reliant on (multiple) complaints made by residents (e.g., residents identifying all code enforcement issues). Residents' comments focused on the following:
 - Residents would like to see more proactive inspections that address neighborhood specific issues, such as illegal conversions to apartments, illegal businesses, unlicensed lodging houses, sanitary code compliance for multi-family / apartment buildings, etc.
 - Community members would also like to see more proactive inspections that address city-wide issues and / or seasonal issues, such as litter and debris, parking on lawns, etc.
 - Additionally, residents would like to see comprehensive proactive inspections of neighborhoods that would include multiple departments and would address all regulatory and enforcement issues (e.g., building code, zoning, Massachusetts State Sanitary Code, Fire inspections, business licensing, etc.)
- **Community members identified a need for greater availability and accessibility of information.** There were several sub-themes with respect to the community members' comments regarding information. This included the following:
 - Participants felt that there is limited information available on the City's website with respect to inspectional information, particularly as it relates to code enforcement and zoning issues.

- Community members felt that the City does not provide adequate information to the public with respect to inspectional activities, complaints, violations, status of open cases / complaints, resolutions, etc.
- Citizens expressed a desire to be able to review the City's activities geographically, (e.g., to be able to search and review all complaints, violations, active cases, etc. in their respective neighborhoods, as well as citywide.)
- Residents discussed a desire for better communication from the City with residents and neighborhood associations regarding specific issues, as well as general information and updates.
- **Citizens identified a need for a more streamlined complaint and request for service process.** Residents identified suggested streamlining the complaint process. This would include the ability to submit a complaint online, clearly information identifying the agency responsible for investigating the complaint, progress tracking of the complaint and an ability to receive notification of the resolution of the complaint.

Overall, the participants in the community focus group sessions identified proactive inspections, centralized complaint process, enhanced complaint tracking and greater data available to the public as the most significant improvement opportunities for the City of Springfield inspectional services functions.

2. SUMMARY OF THE APPLICANT FOCUS GROUP SESSIONS.

This section provides a summary of the results of the applicants' focus group sessions. As noted, the project team held two focus group sessions for the applicants: sessions were held at 10:00 AM and 3:00 PM on Thursday, June 28, 2007 and at 10:00 AM on Friday, June 29, 2007. The turnout for the applicant focus group sessions was significantly lower than expected with a total of six representatives providing input. With that said, it is still important to identify issues, concerns and themes identified by the individuals participating in the focus groups.

The project team walked through the purpose of the study of the City's Inspectional Services Study, as well as the rules and questions as presented in the previous section. While there were three separate community contact focus group sessions, there were common themes and issues identified by participants in both focus groups sessions. The points, which follow, provide a summary of the input provided by the community contacts with respect to inspectional services.

- **Participants stated that inspectional services have improved in the City.** Focus group participants perceived significant improvements in the inspectional services, particularly as it relates to Building Department inspections with respect to: (1) turnaround times; (2) consistency of code interpretation; and (3) ability to resolve code interpretation issues when they arise.
- **Applicants identified communication with inspectors and scheduling as an opportunity for improvement.** Applicants identified communication as an opportunity for improvement. Comments focused on the following themes:
 - Scheduling of inspections can be cumbersome, as inspectors are only available for a limited time in the office. As it currently works, applicants call into the office and speak with the appropriate inspector to schedule an appointment. Given that inspectors are primarily in the field and that while they are in the office they are responding to calls and requests, etc., scheduling an appointment can be cumbersome at times.
 - Participants identified opportunities for improved communication between applicants and the City, specifically as it relates to changes in codes and / or local interpretation of codes. Participants felt periodic meetings between applicants and
- **Applicants expressed concern about un-permitted work in the City and a lack of proactive inspection and enforcement activities.** Similar to the resident focus groups, the applicant focus group participants identified a lack of proactive inspections and enforcement activities as a concern. Particular areas of focus included:
 - Licenses professionals in the various trades (e.g., electrical, plumbing, general contractor, etc.) expressed concerns regarding prior work that had been un-permitted. In other words, participants continue to encounter work performed that did not meet existing code standards.

- Further, the focus group participants felt that a lack of proactive inspections (e.g., of active worksites) has resulted in the continuation of un-permitted work being performed in the City.
- **Applicants identified concerns with respect to inspectional services provided by the Fire Department.** While the participants focused on Building Department inspectional services, they did express several concerns regarding Fire Department inspectional services, including:
 - Consistency of interpretation of code, specifically on smoke and carbon monoxide detector requirements;
 - Re-inspection requirements and frequency in which changes are required after the re-inspection that should have been identified during the initial inspection;
 - Assignment of different inspectors to the same job site for re-inspection, resulting in additional or different issues arising; and
 - Accessibility of inspectional staff.
- **Applicants identified several additional key improvement opportunities.** While the applicants generally perceived the City’s inspectional programs as ‘moving in the right direction,’ the applicants identified several additional improvement opportunities, including:
 - Ability to schedule and access inspection results after hours, online, and / or an automated process;
 - Turnover of inspectional personnel, resulting in longer turnaround times and concerns about training and consistency of code interpretation, etc.; and
 - Change in fee structure to promote a more stable workforce (e.g., recruit and retain staff).

Interestingly, residents and applicants shared similar views with respect to proactive inspections and enforcement, as well as ability to view, receive and process more information over the internet (e.g., complaints, monitor activities, schedule inspections, review results, etc.)

5. BEST MANAGEMENT PRACTICES ASSESSMENT

While the organizational and management analysis of the Inspectional Services is designed to provide an analysis of operations, organizational structure, management and staffing, this report represents an important step for the project team to report its preliminary findings and issues. In order to make the assessments of operational strengths and improvement opportunities, the project team developed a set of measures or “best management practices” against which to evaluate the various inspectional services functions.

The measures utilized have been derived from the project team's collective experience and represent the following ways to identify divisional strengths as well as improvement opportunities:

- Statements of "effective practices" based on the study team's experience in evaluating operations in other cities or “standards” of the profession from other organizations such as the International Codes Council.
- Identification of whether and how divisions meet the performance targets.

The purpose of the diagnostic assessment was to develop an overall assessment of these various inspectional services functions.

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Best Practice	Strength	Opportunity for Improvement
1. CODE ENFORCEMENT		
A. Building Department		
<p>Inspection requests are responded to by a Building Inspector within one workday of the request.</p>		<p>The Department does not track time from request to schedule or conduct of inspections. With that said, interviews with staff as well as customers of the Building Department indicated that inspections are conducted within two days of request, unless it is an emergency. In other words, the Department has some flexibility in scheduling inspections same day but typically will schedule inspections two days out.</p>
<p>Inspection requests are accepted until 7:00 AM of the day inspections are to be completed.</p>		<p>The Department does not have an automated scheduling system. Customers must contact and speak with an inspector in order to place a request for inspections. Inspectional staff work from either 7:00 AM to 3:15 PM or 8:15 AM to 4:30 PM. If an inspector receives a request while in the office that morning and can accommodate the customer, an inspection will be scheduled. However, this is more the exception than the rule.</p>
<p>An automated voice-activated inspection request system is utilized to receive inspections with linkage to the permit information system.</p>	<p>Inspectors in the Building Department have voicemail. Customers may leave a voicemail with the inspector assigned to the trade and zone in the City for which they require an inspection.</p>	<p>The Building Department does not have an automated voice-activated inspection request system.</p>
<p>Inspectors are able to provide a window of time for inspections (e.g., morning, afternoon, etc.)</p>	<p>Inspectors provide a narrow window of time to customers, usually an hour block during which the inspector will show up at the job site.</p>	

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Best Practice	Strength	Opportunity for Improvement
A. Building Department (continued)		
Combination inspectors are utilized to respond to inspection requests.		Combination inspectors are not utilized. The Building Department has inspectors for the following trades: new construction and life safety, wires, plumbing and gas, zoning, etc.
Building Inspectors are crossed trained to provide inspectional services of multi-disciplines.		As noted above, the Department does not have combination inspectors. Inspectors only conduct inspections of one trade.
Inspectors allocate 85% to 90% of their available work hours to conducting inspections in the field.		Inspectors spend between 2 to 2.5 hours in the office per day or 25% to 69% of daily hours. Additionally, the Department assigns one inspector per trade to review and process permits in the office on a daily basis.
The number of inspection requests for each building permit is managed to avoid over-inspection through the use of re-inspection fees and by educating contractors regarding timing during a construction process to request an inspection.	The Building Department has the ability to assess re-inspection fees. With that said, input from their customers and staff indicate that multi-inspections are not an issue within the City.	
The Department charges fees for the issuance of permits and inspections.		The Department charges fees for the issuance of permits and inspections. Further study is required to determine if 100% of costs are recovered.
Inspectors use automated input devices to record inspection results or to display inspection history while in the field.		Inspectors do not have access to an automated information system and are unable to complete reports in the field.

Best Practice	Strength	Opportunity for Improvement
A. Building Department (continued)		
<p>An automated permit information system is to (1) accept and issue building permits; (2) assure the status of each plan submittal is visible during the plan check process; (3) manage the processing time for building permit plan checking; (4) provide a database of inspection and plan checking service; (5) enable all of the departments/divisions involved in the building permit plan check process to enter and retrieve data; and (6) facilitate customer service through access to the internet to enable customers to submit building permit and inspection requests.</p>		<p>As noted, the Department does not have an automated permit information system. The Department still utilizes MAPPER to document permits issued. However, this system is not user friendly and does not provide managers, supervisors and staff with real-time data with which to plan, schedule and manage work.</p>
<p>Proactive inspections are conducted to identify code compliance issues.</p>	<p>The Department has staff assigned to Zoning, as well as a City-wide Blight Program. In the past, the Building Department conducted target enforcement of sign violations in specific neighborhoods.</p>	<p>With that said, the Building Department is reactive, responding to requests for condemnation (Blight Program), as well as complaints on zoning violations, etc.</p>
<p>The Department performs regular risk assessments to target inspections and allocate resources by area and need (e.g., assess restaurants by traffic and food type)</p>		<p>As noted, the Department does not have a proactive component to inspections. Inspections are performed by request or are complaint driven.</p>
<p>The Department has established proactive enforcement areas for target sweeps based on such factors as complaint volume and property condition. This includes a strong, neighborhood-based code enforcement program (i.e., neighborhood associations, proactive enforcement, etc.)</p>		<p>As noted, the Department does not conduct proactive inspections on a routine and regular basis. Currently, Department inspectional services are complaint driven or by request.</p>
<p>The Department conducts regular reviews of code enforcement laws and processes, often involving interest groups (e.g., landlords or restaurants), associations or citizens affected by the laws, to determine streamlining opportunities.</p>		<p>There is no formal process in the City that has been established to review code enforcement laws and processes (either intra-departmental or inter-departmental).</p>

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Best Practice	Strength	Opportunity for Improvement
A. Building Department (continued)		
Rank code violation complaints in order of priority and schedule inspections accordingly (e.g., respond to police referrals in 8 hours)		The Building Department does not have a formal system for tracking and documenting complaints. Each complaint is addressed as an individual complaint. The Department is limited by its lack of automated information systems.
The Department has developed and monitors its performance with respect to code compliance and enforcement cases, using such benchmarks as: all calls have an initial response within 5 days of assignment; at least 80% of all assigned code compliance cases are closed within 30 days of receipt; etc.		The Department does not document or track performance data with respect to code compliance complaints.
The Building Department has in place an effective process for prosecuting for failure to comply to encourage a timely change in behavior.	The Building Department works with the City's Law Department to pursue cases through the court system.	With that said, further review of administrative processes and case closure times (e.g., time from first complaint to resolution) is needed.
Alternatives have been developed and installed to reduce the amount of time spent in the office dealing with paperwork (e.g., laptops)		As noted, the Building Department has several significant challenges with respect to access to and use of technology. The Department does not have an automated information management system.
An administrative enforcement process is utilized as a first response that includes citations and an administrative or independent hearing officer before criminal prosecution is utilized. This includes a range of tools to encourage voluntary compliance to accelerate processing time with a range of sanctions (fines, costs, and penalties) tailored to the case, designed to reduce the reliance on judicial processes, and provide stronger penalties for violators, etc	The Department has the ability to assess fines and fees for non-compliance.	A further review of fees and fines should be accomplished to ensure they are strong enough to promote voluntary compliance in a timely manner.

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Best Practice	Strength	Opportunity for Improvement
B. Housing Department		
The Housing Department receives and processes requests for inspections within one business day.	The Housing Department has administrative personnel that support the inspectional staff. Administrative personnel receive and assign inspections to the inspectors based on the location of inspection. Inspections are assigned daily.	
The Housing Department has prioritized the types of inspections conducted and has developed a response time target for inspections.	The Housing Department has prioritized inspections into two main categories: emergency (e.g., high priorities such as non-functioning smoke detectors, no heat or hot water, etc.) and regular inspections (e.g., code enforcement complaints, etc.)	
The Housing Department's inspectional staff is crossed training and able to conduct various inspections of properties for all codes and ordinances enforced by the Housing Department.	Staff are responsible for enforcing elements of the State Sanitary Code. Staff are able to conduct inspections of all issues for which complaints are received.	
The Housing Department staff are deployed geographically to minimize impact of travel time, as well as improve productivity.	Housing Department staff is assigned geographically to one of seven zones throughout the City.	
Approximately 85% to 90% of inspectional staff time is spent in the field conducting inspections.		Further study is needed to document the % of available work hours spent in the field.
The Department has an automated information management system that: (1) receives and tracks requests for inspections; (2) tracks inspectional and complaints by property; (3) tracks activities performed for specific properties (e.g., inspections, notices of violation, etc.); and documents outcomes of complaints.	The Department has an automated information system that allows the Department to track complaints by address, as well as status and disposition.	This is a homegrown system with some limitations (e.g., ease with which custom reports are generated, integration with other data systems, etc.)
The Housing Department inspectors are able to view data electronically in the field.	The Housing Department's inspectional staff have PDAs which provide the inspectors with data regarding active cases. Inspectors are able to use the PDAs to document inspections and generate notices of violations.	The Housing Department is unable to view historical data in the field on specific properties.

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Best Practice	Strength	Opportunity for Improvement
B. Housing Department (continued)		
The Housing Department inspectors are able to complete reports in the field.	Staff are able to document some report activities in the field (e.g., rubbish, cars, etc.).	Staff is not able to complete all reports in the field. Additionally, staff has to return to the office to generate citations and notices of violations.
The Housing Department inspectors are able to issue citation and / or notices of violation in the field.	The Housing Inspectors are able to utilize the PDAs to document and complete their citations and / or notices of violations.	Staff must return to the office to generate paper copies of the citations and / or notices of violation.
The Housing Department collects fees and fines for inspections, as appropriate.	The Housing Department collects fines for violations of the State Sanitary Code and / or local ordinances.	The Housing Department does not collect fees for inspections.
Generally, fees are not charged where the failure to pay prevents the delivery of inspectional services that benefit the community.	As noted, the Housing Department does not charge for inspections, particularly as inspections are complaint driven.	
The Housing Department has adopted a fine structure that promotes voluntary compliance and provides escalating fines for non-compliance.		Further analysis needs to be conduct of the Department's fine structure. Anecdotally, it appears that the fine structure does not escalate adequately to prompt voluntary compliance.
The City has linked automated systems to ensure that the Housing Department and other City departments have the most accurate and up-to-date information with respect to property ownership, contact information, etc.		The City does not have a linked automated information system that provides up-to-date information regarding property owners.
Proactive inspections are conducted to identify code compliance issues.		The Housing Department does not have a formal, ongoing proactive inspectional component.
The Department performs regular risk assessments to target inspections and allocate resources by area and need (e.g., high complaint property, frequent violations, etc.)		While the Department will identify and provide notices of violations proactively (e.g., encountered during inspections for other issues), overall the Department's inspectional program is reactive and complaint driven. Therefore, the Department has not developed a program to identify high risk properties or complaint frequencies, etc.

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Best Practice	Strength	Opportunity for Improvement
B. Housing Department (continued)		
The Department has established proactive enforcement areas for target sweeps based on such factors as complaint volume and property condition. This includes a strong, neighborhood-based code enforcement program (i.e., neighborhood associations, proactive enforcement, etc.)		The Department does not conduct proactive, targeted enforcement. The Department is complaint driven and provides reactive inspectional services for most inspections.
The Department conducts regular reviews of code enforcement laws and processes, often involving interest groups (e.g., landlords or restaurants), associations or citizens affected by the laws, to determine streamlining opportunities.	Departmental managers work closely with the City's Law Department and Housing Court to ensure that enforcement activities will ensure compliance (e.g., are conducted within intent of the law).	The Department does not conduct formal, regular reviews of the code enforcement law with staff.
The Department ranks code violation complaints in order of priority and schedule inspections accordingly (e.g., respond to police referrals in 8 hours)	The Department ranks code violations either emergency or non-emergency.	The current referral system is based on faxes and or inter-departmental mail, which can impede the timeliness and effectiveness of cross-departmental referrals.
The Department has developed and monitors its performance with respect to code compliance and enforcement cases, using such benchmarks as: all calls have an initial response within 5 days of assignment; at least 80% of all assigned code compliance cases are closed within 30 days of receipt; 90% of all cases are closed within 45 days, etc.	The Housing Department tracks performance of its inspectional services to ensure that the Department addresses complaints and that complaints are closed out.	The Housing Department does not track ongoing performance of code compliance cases against targets.
The Department's website allows the public to: (1) file a complaint / report a violation; (2) track the status of a request; (3) determine the resolution; and (4) search a database of complaints.	The Housing Department's website allows the public to file a complaint, track its status and disposition.	
The Housing Department has in place an effective process for prosecuting for failure to comply to encourage a timely change in behavior.	The Housing Department works closely with the City's Law Department to ensure a well coordinated and effective court process.	

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Best Practice	Strength	Opportunity for Improvement
B. Housing Department (continued)		
Alternatives have been developed and installed to reduce the amount of time spent in the office dealing with paperwork (e.g., laptops)	As noted, the Housing Department's inspectors utilize PDAs to document some inspections in the field. They are able to print off citations and notices of violation from those PDAs once back in the office.	There are some opportunities to further automate processes (e.g., inspectional reports are completed in hard copied and then entered into the information system, etc.)
The Housing Department has establish a Landlord Training Program to help educate landlords on code violations, targeted towards older apartment complexes and other rental property		The Housing Department has not established a formal, Landlord Training Program.
For certain types of violations that have a higher rate of failure to comply or a longer time to achieve compliance (e.g., substandard buildings), the Department proceeds immediately to an independent hearing officer after the issuance of a notice of violation and failure to comply within ten days.		The Housing Department does not have a system in place where it can proceed directly to an independent hearing officer.
For certain types of cases (i.e., weed abatement, property maintenance, etc.), the Housing Department proceeds immediately to abatement after (1) the issuance of a notice of violation and failure to comply within ten days and (2) a hearing by an independent hearing officer. This includes use of a civil penalty.		The Housing Department does not have a system in place where it can proceed directly to an independent hearing officer.
2. FIRE DEPARTMENT		
Because of the importance of fire prevention, service, the Fire Department dedicates staff to fire prevention, public education, engineering / plan checking and inspection services.	The Fire Department has as dedicated Fire Prevention Division, which is staffed with fire inspectors and administrative personnel.	
A chief office is dedicated to the management of the fire prevention and inspectional services.	A Deputy Chief manages the Fire Prevention Division.	
The frequency of State mandated fire prevention inspections by the Division is in accordance with the ordinances and codes.	The Fire Prevention Division conducts inspections in accordance with state mandates.	

Best Practice	Strength	Opportunity for Improvement
2. FIRE DEPARTMENT (continued)		
In addition to the State mandated fire prevention inspections, the Division also conducts a number of non-mandated inspections based upon the risk posed by the occupancy.	In addition to the mandated inspections, the Fire Department conducts additional inspections, such as annual certificate of inspections, etc.	
Inspectors respond to requests for inspections within one business day.		The Fire Department utilizes a paper calendar to schedule inspections as they are requested. Inspections are typically scheduled several days out.
Inspectors are cross trained to conduct all inspections performed by the Department.	Inspectors are crossed trained to the extent that they can provide coverage and backup to one another, as needed.	Inspections are assigned by type to specific inspectors. All inspectors conduct some general inspections, such as smoke detector inspections which are required for the sale of homes, however, specific inspections such as gas stations, permits, truck inspections, etc. are assigned on a daily basis and to specific inspectors.
Inspectors are assigned geographical to reduce impact of travel time on productivity.		Inspectors are assigned by function and work throughout the City depending on the workload for the day.
Inspectors are able to access data regarding properties in the field.		Inspectors do not have access to data regarding properties in the field. Additionally, the Department does not have access to information collected by other Departments on specific properties (e.g., business license, code compliance violations, etc.)
Inspectors use automated input devices to record inspection results or to display inspection history while in the field.		Inspectors do not utilize automated input devices to record inspection results or display inspection history while in the field. Paper notes and reports are generated by the individual inspectors.

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Best Practice	Strength	Opportunity for Improvement
2. FIRE DEPARTMENT (continued)		
The Department utilizes an automated information system to receive, process and track permits.		The Department does not utilize an automated information system to receive, process and track permits. The Department tracks permits through an excel file and paper files.
Proactive inspections are conducted to identify code compliance issues.	The Department conducts proactive inspections as mandated by State law and local ordinances (e.g., public assemblies, certificate of inspections, etc.)	
Formal and regular training is provided to staff to ensure consistent interpretation of the fire code.	The Fire Marshall reviews codes with the Fire Prevention staff when changes occur or there are specific questions regarding interpretation of existing codes.	The Fire Department does not have a formal process in place in which the code is reviewed an ongoing, cyclical basis.
The Department performs regular risk assessments to target inspections and allocate resources by area and need (e.g., multi-family inspections, public assemblies, etc.)	The Fire Prevention Division works with the fire suppression personnel to identify high risk areas and or facilities (e.g., hazardous materials storage, etc.)	The Department does not conduct a regular risk assessment to target proactive inspections.
The Department has established proactive enforcement areas for target sweeps based on such factors as complaint volume and property condition.	The Fire Department receives referrals from other City agencies for fire code violations (e.g., non-working smoke detectors, block exits, etc.) The Department follows up each case individually.	The Department had not established regular proactive and targeted enforcement programs.
The Fire Department utilizes engine / truck companies to conduct inspections.	Suppression personnel conduct inspections of commercial and / or multi-family building in their response zones for familiarization purposes.	The Fire Department does not use suppression companies to conduct fire prevention and / or fire safety inspections.
Fire company inspections are effectively utilized to conduct many of the occupancy inspections to identify life-safety problems and fire hazards.		As noted, suppression personnel conduct familiarization inspections.
The Department charges fees for the issuance of permits and inspections.		The Department charges fees for the issuance of permits and inspections. Further study is required to determine if 100% of costs are recovered.

Best Practice	Strength	Opportunity for Improvement
2. FIRE DEPARTMENT (continued)		
Generally, fees are not charged where the failure to pay prevents the delivery of fire prevention services that benefit the community.	Fees are not charged where the failure to pay prevents the delivery of fire prevention services that benefit the community (e.g., quarterly, semi-annually, and annually public assembly inspections, etc.)	
An automated permit information system is to (1) accept and issue permits; (2) assure the status of each plan submittal is visible during the plan check process; (3) manage the processing time for permit plan checking; (4) provide a database of inspection and plan checking service; (5) enable all of the departments/divisions involved in the permit plan check process to enter and retrieve data; and (6) facilitate customer service through access to the internet to enable customers to submit permit and inspection requests.		The Department does not have an automated permit information system.
3. HEALTH DEPARTMENT		
The Health Department has clearly organized inspectional services into a centralized division.	The Environmental Health Division that is responsible for inspectional services, issuance of permits, etc.	
The Environmental Health Division has implemented the FDA National Retail Food Program Standards and has adopted the FDA's Model Food Code.	The Environmental Health Division has developed a program that focuses on ensuring compliance of food establishments to the Massachusetts State Sanitary Code.	The Environmental Health Division has not implemented the FDA National Retail Food Program Standards.
The staff assigned to the Environmental Health Division are registered environmental health specialists (i.e., Registered Sanitarians).		The Deputy Director who manages the Environmental Health Division is the Division's only registered sanitarian.

Best Practice	Strength	Opportunity for Improvement
3. HEALTH DEPARTMENT (continued)		
<p>Environmental Health Division has developed simple tools for food facilities to use in order to assist them in monitoring and controlling their own food safety practices when the environmental health inspector is not in the facility. These simple tools include a model temperature control log, procedures for self-reporting, a self-inspection report, procedures for excluding or restricting ill employees, procedures for using wiping cloths, etc.</p>	<p>The Environmental Health Division utilizes an inspection report, which outlines the standard with respect to various elements of the sanitary code.</p>	<p>The Division has not developed tools for food facilities. The Division's programs focus on annual inspections, as well as complaint driven inspections. The Division has not developed a proactive component to its inspectional program.</p>
<p>An automated permit information system is to (1) accept and issue permits; (2) assure the status of each plan submittal is visible during the plan check process; (3) manage the processing time for permit plan checking; (4) provide a database of inspection and plan checking service; (5) enable all of the departments/divisions involved in the permit plan check process to enter and retrieve data; and (6) facilitate customer service through access to the Internet to enable customers to submit permit and inspection requests.</p>		<p>The Environmental Health Division does not utilize a computer application system to track and monitor program services and activities.</p>
<p>A quarterly report is issued by Environmental Health that displays performance measures related to risk factors found in retail food facilities, number of high risk food facility inspections, etc.</p>		<p>The Environmental Health Division does not produce a quarterly report that displays performance measures related to risk factors found, etc.</p>
<p>Environmental Health recovers its costs through fees.</p>		<p>Environmental Health Division charges fees for permits. Further study is necessary to determine if 100% of costs are recovered.</p>

Best Practice	Strength	Opportunity for Improvement
3. HEALTH DEPARTMENT (continued)		
100% of food service establishments requiring permits have been permitted and inspected.	Food Inspectors will periodically identify establishments that have not been issued a permit or inspected. However, this is not formally done.	Because of the lack of integration of data among City departments, the extent to which there are un-permitted food service establishments is unknown. Additionally, the Division does not have a formal program in place whereby the Division is proactively inspecting the City to find un-permitted establishments.
Environmental Health staff are provided with adequate tools including thermometers, thermocouples, holding thermometers, infrared thermometers, safety boots, food sampling kits, chemical test kits, pH meters, black lights, flash lights, etc.	Environmental Health staff are provided with tools to perform core job functions, including thermometers, food sampling kits, pool sampling kits, etc.	
Environmental Health provides effective community outreach through brochures, mass mailings, media events, health fairs, etc.		The Environmental Health Division has not developed a public outreach component. Most activities are targeted at specific food service establishments and are part of the inspectional process.
Environmental Health uses a restaurant grading system. Restaurants are assigned a letter grade that is displayed near the public entrance at all times.		The Environmental Health Division does not utilize a restaurant grading system. Additionally, restaurants are not required to post inspection results in place where the public can view the report.
Environmental Health provides food handler training and certification. Every person who handles food in a retail food facility is required to be trained and pass an examination demonstrating knowledge of microorganisms, foodborne diseases and transmission, food protection, temperature control, washing and sanitization of food contact surfaces, and health and hygiene of food handlers.	Food handler training is provided regionally by an external agency.	The Environmental Health Division does not provide nor require training and / or a certification process for food handlers.

Best Practice	Strength	Opportunity for Improvement
3. HEALTH DEPARTMENT (continued)		
Inspections are conducted of retail food facilities at least once annually, but more frequently based upon the HACCP risk factors and interventions associated with each specific facility.	The Division targets bi-annual inspections of food service establishments.	The Division has not developed a formal process for assessing risk and identifying high risk establishments for a higher level of enforcement.
In cases where a major risk factor violation is repeated, an informal administrative hearing is conducted, problem areas are identified, and a voluntary risk control plan is developed.	The Environmental Health Division conducts re-inspections of food service establishments when violations have been identified. The Division has the ability to close restaurants in which there have been repeated and / or significant violations.	The Environmental Health Division does not utilize a tiered approach to ensuring compliance. Informal administrative hearings are not conducted.
A formal staff training program is in place. New field staff are required to complete a training program covering major topic areas outlined in the FDA National Retail Food Program Standards. Existing staff are required to participate in continuing education to maintain their certification as REHS / RS.	The Division Director is a registered sanitarian and completes training as required to remain registered. Other staff has access to regional training provided by the State.	The Environmental Health Division has not developed a formal staff training program. Staff receives on the job training, as well as access to some courses, as available.
The foodborne illness rate per 100,000 population in Springfield is not worse than the average for other local governments in Massachusetts.		Further study is necessary to determine the rate for Springfield and the State.
4. CROSS DEPARTMENTAL		
Inspectional services are centralized as allowed under Massachusetts General Law. If not centralized, there are clear lines of responsibility for inspectional services.	There are four main inspectional services organizations in the City of Springfield: Code Enforcement – Building, Code Enforcement – Housing, Fire Department and Health Department. Each department has primary responsibility over specific types of inspections (e.g., life safety, zoning, housing quality / condition, fire safety, and food service inspections, etc.)	Inspectional services are not centralized under one department or supervisory structure. While inspectional services are well organized overall with respect to areas of responsibilities, there are several ‘grey’ areas.

Best Practice	Strength	Opportunity for Improvement
4. CROSS DEPARTMENTAL		
The City's website provides clear and concise information to the public regarding inspectional services and which department to contact for specific inspections.		The City's website does not have a page that presents the departments and their inspectional responsibilities. Using the City's website, one would have to search by department to determine the appropriate agency to contact.
There is a formal process in place where by departments share relevant inspectional information with other City departments.	Most departments have implemented a procedure whereby referrals of potential issues are sent to the appropriate departments. This is typically done by hardcopy mail, fax or telephone.	While there is a process in place, with the exception of the Housing Department, there is not a process in place to ensure that the department (a) received the referral and (b) there was a resolution to the complaint. Additionally, because information is shared by interoffice mail, fax or phone calls, there can sometimes be a delay in the exchange of information.
There is an integrated, citywide automated information system that links department data regarding inspections, permits and property histories.		The City does not have an integrated, automated information system that allows departments to access all data by property, neighborhood, type of complaint, etc.
Departments have the ability to electronically access data by property for all citywide services and interactions.		Departments do not have the ability to access most data electronically. For example, departments do not have access property history such as complaints, violations, outstanding debt, etc.
Departments are able to access real time data by address for all inspectional services, historical data and issues.		Again, there is not a citywide integrated automated information system that would allow each department to access real time data from other city departments. In fact, departments lack the ability to access real time data electronically within their departments.

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Best Practice	Strength	Opportunity for Improvement
4. CROSS DEPARTMENTAL		
There is a formal program in place that includes a citywide review of issues and complaints requiring inspections (e.g., zoning, quality of life, code enforcement, fire safety, food safety, etc.) is conducted by geographical areas (e.g., high complaints areas, frequent / repeat violations, etc.)	While not routine, departments have reach out to other city departments for assistance with targeted or multi-departmental enforcement (e.g., code enforcement, fire, police, etc.)	The City does not have a formal process in place that promotes interdepartmental communication and coordination to address high problem areas and / or properties.
The City has an automated information management system that provides policy makers, department managers and supervisors with real time and trend data that enables managers to more effectively manage resources and operations to address issues.		The City does not have an automated information management system that allows the City and key departments to analyze data and generate reports to effectively manage and coordinator activities.
City departments take full advantage of M.G.L. Chapter 40: Section 21D, non-criminal disposition of ordinance, by-law, rule or regulations violations that allows for an alternative to initiating criminal proceedings for violations (e.g., administrative hearings).		The City has not established formal policies with respect to the utilization of administrative hearings. Currently, most departments issue escalating fines and for more serious complaints will work with the Law Department to pursue through court.

6. ANALYSIS OF INSPECTIONAL SERVICES

This chapter presents a review of the inspectional services provided in each of the four departments included in this study: Building Department-Code Enforcement, Housing Department-Code Enforcement, Fire Department, and Health Department. Additionally, this chapter presents an analysis and recommendations regarding citywide inspectional issues that impact the departments.

1. ANALYSIS OF INSPECTIONAL SERVICES OPERATIONS

This section provides a review of the organization, operations and staffing of each key inspectional services program in the City of Springfield. The sections, which follow, provide an analysis of opportunities for improvement in the Building, Housing, Fire and Health Departments with respect to their inspectional programs.

(1) Code Enforcement – Building Department

The Building Department is staffed with twenty-eight authorized fulltime equivalent positions. The Building Department is responsible for enhancing public safety by enforcing, through inspection and licensing, state and city laws regulating the physical operation of businesses and to ensure hazardous conditions that pose an imminent threat to the public are corrected. The Department is organized in the following way:

- **Administration** – This function consists of the Chief Building Official, the vacant Deputy Director position and administrative support positions. This function manages and directs the overall work of the Department, as well as provides direct support to customers and other divisions in the Department.
- **Inspectional Services** – This function consists of inspectional services personnel who are responsible for conducting inspections to ensure compliance

with the building codes, as well as local, state and federal rules and regulations. The table, which follows, presents a summary of inspectional services staff.

Function	Supervisory Positions	Line Positions	Services
Building	1.0	6.0	Responsible for ensuring compliance to the Building Code with respect to new construction, as well as conducting certificate of inspections and responding to complaints and addressing issues relating to blighted and vacant properties. Inspectors are assigned to specific programs and geographically (e.g., new construction, certificate of inspections and complaints).
Wires	1.0	2.0	Responsible for conducting electrical inspections, reviewing plans, issuing permits and responding to complaints. Inspectors are assigned geographically throughout the City.
Plumbing and Gas	1.0	2.0	Responsible for conducting plumbing and gas inspections, reviewing plans and issuing permits, as well as responding to complaints. Inspectors are assigned
Zoning	1.0	2.0	Responsible for ensuring compliance with the City's Zoning Ordinance, including supporting the Zoning Board of Appeals, receiving and investigating complaints, etc.
Weights and Measures	1.0	2.0	Responsible for ensuring accurate quantities at correct price for products purchased and sold in the City.

The project team identified a number of strengths in the Code Enforcement – Building Department, including the following:

- Inspectors provide a window of time for inspections to the applicant.
- The Department has the ability to assess re-inspections fees, if necessary, as a tool to avoid over-inspection.
- Staff have been assigned geographically to minimize impacts of travel times on productivity and workload.

- Inspectors have been provided some tools, such as cars and phones.
- Additionally, the Department has the ability to assess fines and fees for non-compliance.
- The Department provides a monthly newsletter on its website that presents the Department's accomplishments, as well as general workload and trend data.
- The Department continues to expand information provided to the public and development community on the Department's website, including a building permit search function,
- Applicants who participated in the focus group sessions indicated that the Building Department has improved its customer service and the delivery of its services to the development community. This included improved responsiveness of staff, consistency with respect to code interpretation, etc.

The sections, which follow, provide a discussion of the opportunities for improvement in the Code Enforcement – Building Department.

(1.1) The Code Enforcement – Building Department Should Take a Number of Steps to Improve the Inspectional Process and Utilization of Staff.

The Matrix Consulting Group reviewed the Code-Enforcement – Building Department's current operations, practices and procedures with respect to inspectional services and the utilization of inspectional staff. The points, which follow, present a summary of the key elements of inspections and staff utilization.

- Inspectional staff are responsible for conducting field inspections for permits issued by the Code Enforcement – Building Department. Staff are assigned functional areas based on certifications and licenses, training and skills. Those include:
 - Building
 - Wires (e.g., electrical)
 - Plumbing and Gas

There are additional inspectional staff responsible for the Weights and Measures program, as well as enforcement of the City's Zoning Ordinance.

- Inspectors work Mondays through Fridays from either 7:00 AM to 3:15 PM or 8:15 AM to 4:30 PM.
- Inspectors estimate an average of 1.5 hours per day is spent in the office-scheduling inspections, returning phone calls, reviewing permits, etc.
- The Code Enforcement – Building Department does not have staff dedicated to the plan check and review function. As it currently functions, inspectional staff are responsible for plan review.
- While the Code Enforcement – Building Department does not have a comprehensive automated permitting system through which it can track workload and performance data, staff identified the average turnaround time for permits and inspection requests. These perceptions were confirmed during focus group sessions with the development community and included:
 - Requests for inspections are filled within two business days; and
 - Permits are processed and issued within two weeks from application.

The project team reviewed a number of key workload data tracked by the Department. The table, which follows, presents a summary of the measures of performance utilized by the Code Enforcement – Building Department.

Measure	FY 2005	FY 2006	FY 2007 (Target)
Number of Permits Issued within 14 Days (Monthly)	245	2,668	2,900
Percentage of Permits Issued within 14 Days (Monthly)	5%	50%	80%
Number of Required Section 106 Inspections Conducted Out of 1,200 Total Inspections	450	1,200	1,000
Percentage of Required Section 106 Inspections Completed Within 1 Year	37%	100%	100%
Number of Total Inspections Conducted	28,500	29,500	34,800

The table, which follows, presents a summary of the number of permits issued by the Department. It should be noted that the project team utilized data compiled by the Department in their monthly newsletter. In order to capture a twelve-month period, the project team used data from July 2006 through June 2007. Because data for September 2006 were not available the project team annualized total permit data.

Code Enforcement – Building Department Permits Issued					
Month	Building	Wiring	Plumbing and Gas	Sprinklers	Signs
Jul-06	186	138	175	0	73
Aug-06	126	192	209	0	74
Sep-06	N/A	N/A	N/A	N/A	N/A
Oct-06	163	164	230	1	78
Nov-06	130	183	240	1	27
Dec-06	169	144	187	0	52
Jan-07	164	160	204	0	39
Feb-07	59	112	158	0	40
Mar-07	104	119	159	4	34
Apr-07	136	189	203	2	33
May-07	157	293	178	1	48
Jun-07	154	236	0	0	26
Total	1,548	1,930	1,943	9	524
Annualized	1,689	2,105	2,120	10	572

Given that the Department does not maintain ongoing data on plan review workload, the project team reviewed the number of residential and non-residential building permits issued by category. The table, which follows, provides a summary of the building permits issued by category. As noted above, because data for September 2006 were not available the project team annualized the data to determine an estimated number of building permits for a twelve-month period.

Non-Residential Building Permits				
Month	New Building	Additions and Alterations	Demolitions	Total
Jul-06	36	28	2	66
Aug-06	14	24	2	40
Sep-06	N/A	N/A	N/A	N/A
Oct-06	11	35	10	56
Nov-06	5	20	2	27
Dec-06	9	40	8	57
Jan-07	9	46	5	60
Feb-07	2	21	5	28
Mar-07	2	31	3	36
Apr-07	11	42	6	59
May-07	24	26	4	54
Jun-07	20	27	7	54
Total	143	340	54	537
Annualized	156	371	59	586

The table, below, presents the number of residential building permits issued.

Residential Building Permits							
Month	Additions & Alterations	Demolitions	1 - Family	2 - Family	3 - Family	Multi-Residential	Total
Jul-06	109	3	8				120
Aug-06	66	3	14	3			86
Sep-06							0
Oct-06	91	6	4	6			107
Nov-06	82	2	13	4		2	103
Dec-06	99	7	6				112
Jan-07	89	2	8	5			104
Feb-07	29		2				31
Mar-07	41	2	25				68
Apr-07	64	4	4	5			77
May-07	89	1	11	2			103
Jun-07	87	2	11				100
Total	846	32	106	25	0	2	1,011
Annualized	923	35	116	27	0	2	1,103

The points, which follow, present a summary of the key issues with respect to Building Department inspectional workload and staffing.

- The Building Department does not have staff dedicated to plan review. The Department, on a rotational basis, requires staff to remain in the office to receive applications, review plans and provide customer service.
- As necessary, inspectional staff conduct plan reviews for projected within their assigned geographic area.
- On average, inspectional staff conduct between 10 and 12 inspection stops per day per inspector. The project team utilizes a benchmark of 12 to 16 per day. This indicates that there is capacity in the field to handle peaks in workload with respect to inspections.
- Average turnaround time from time an inspection is requested to an inspection being conducted is next day to two days. This is an acceptable standard. Additionally, focus group participants indicated that this met their expectations and was comparable to experience with other communities.

Based on a review of the workload and the points above, the project team recommends the following:

- **Increase the availability of inspectional staff to conduct inspections in the field.** In essence, inspectors should perform most of their core work functions in

the field conducting inspections. This includes utilizing senior inspectors to do the following:

- Implement a field quantity control and quality assurance program;
 - Provide overflow coverage to other inspectors to address peaks in workload;
 - Identify and provide training opportunities and ensuring consistency in code interpretation;
 - Provide field supervisor of inspectional staff to monitor procedures, customer interaction and identify opportunities for skills enhance; and etc.
- **Create and fill 1.0 Plan Review position.** As the workload analysis illustrated, the Department has a significant workload with respect to plan review. Because the Department does not have a dedicated plan review position, inspectional staff carry this workload rather than maximize time spent in the field. Additionally, to address customer service needs, the Department staffs the office with inspectors to address walk-in customers, over-the-counter plan checks, etc. Utilizing inspectors as plan reviewers allows for: (1) the Inspectors to familiarize themselves with projects throughout the various stages; (2) maintain skill levels; and address peaks in workloads. With that said, there are opportunities to streamline the process and allow for better utilization of inspectors. The project team recommends the creation of a plan review position. Key elements of this position would include:
 - **Summary of key job function:** Under direction performs work of considerable difficulty in reviewing and checking building and site plans to ensure compliance with the City codes and ordinances pertaining to all types of commercial and residential developments. This position is responsible for performing complicated reviews on all types of commercial building and residential permit applications, construction plans and site plans. Plans are submitted by the applicants and contractors for all types of residential and commercial structures/developments to ensure compliance with building codes and ordinances.
 - **Key tasks would include:**
 - Examines plans, blueprints and specifications of all types of commercial and residential developments to ensure compliance with building codes and ordinances.
 - Reviews preliminary plans if requested to do so by other agencies or departments.
 - Meets with developers, architects and engineers, for preliminary plan reviews or to explain why submitted designs do not meet

- building code requirements.
 - Requests additional information and details to assist in making decisions and approving proposed projects.
 - Performs final review after receipt of all information and details requested to ensure that the design is fully in compliance with all code requirements.
 - Meets with inspector and/or contractor in the field to resolve problems, clarify code interpretations and any other issues pertaining to an active building project, as necessary.
 - Issues building permits after final review has been accomplished.
 - Responds to inquiries about code interpretation, requirements and technical aspects.
 - Calculate the building area and volume for commercial permit fees and answer any building code and technical questions.
 - Recommends, to the building official, changes or amendments to the commercial and residential building code that may be advantageous for the City and the safety and well being of the public.
 - Maintains accurate records on permits, plan reviews and correspondence.
- **Qualifications to include considerable knowledge, skill and / or abilities in:**
- Structural engineering principles and practices as applied to all types of commercial building design and construction.
 - Standard architectural principles and practices as applied to all types of commercial building design.
 - Building codes and ordinance requirements and their application for construction purposes.
 - Current technical developments in commercial building construction.
 - In dealing tactfully with contractors, architects and engineers on bringing the proposed building into code compliance.
 - In discussing with architects and engineers on design alternatives to bring the proposed building into code compliance.
 - Real property ownership records, mapping systems and real property transactions.
 - To secure cooperation of individuals in order to gain conformance with ordinance requirements.
 - To advise others on technical questions related to ordinance interpretations and building design and construction.
 - To work with local fire departments regarding life safety issues on all types of commercial projects.
 - To prepare concise written technical reports, correspondence and maintain accurate records.

- To read and interpret all types of commercial plans, blueprints and specifications.
 - To read, analyze, and interpret professional documents, technical procedures or governmental regulations.
 - To effectively present information and respond to questions from supervisors, customers, and the general public.
 - To add, subtract, multiply, and divide in all units of measure, using whole numbers, common fractions, and decimals.
 - To solve practical problems and deal with a variety of variables in situations where limited standardization exists.
 - To interpret a variety of instructions furnished in written, oral, diagram, or schedule form.
- **Create a quality control program.** Additionally staff resources, including a plan review position, will enable senior inspectors to provide more guidance and supervision in the field. Senior Inspectors should be responsible for ensuring consistency in building inspections. This can be accomplished through the establishment of a formal quality control program. A quality control program would assist in the development of feedback and identification of any problems with consistent, and feedback regarding expected employee performance. This program should consist of the following:
 - Senior Inspectors should ride for at least one half day each month with each Inspector to observe their inspection procedure.
 - Senior Inspectors should visit major job sites periodically to review the results of inspections and visit with contractors and architects regarding the demeanor of inspectors (e.g., attitude, knowledge, ability to ensure proper codes are cited, etc.)
 - Document the activity and findings and submit written reviews to the Chief Building Official monthly.
 - **Utilize Combination Inspectors.** As noted, the Code Enforcement – Building Department utilizes specialty inspectors (e.g., building, wires/electrical, plumbing and gas). While this is a common practice in the northeast (e.g., one municipality out of the three responding to the survey used combination inspectors), this is popular approach and an increase trend nationally. The use of combination inspectors is a standard practice among most small to mid-size cities in the Country. There are a number of advantages.
 - **Utilization of combination dwelling inspectors enhances the efficiency of inspection services.** A combination inspector increases the efficiency of inspection operations as the inspector can make all of the plumbing, mechanical, electrical, and building inspections in a single stop. With specialized inspectors, three different inspectors – a Building

Inspector, a Plumbing/Mechanical Inspector, and an Electrical (wires) Inspector – would all have to inspect the structure during three different stops. This results in increased non-productive travel time and reduces the number of potential inspections per day.

- **The combination dwelling inspector provides continuity of contact with the contractor and better public relations.** The use of a combination inspector removes stumbling blocks to the timeliness of inspection services for contractors. A combination inspector can approve the electrical, building, and plumbing/mechanical work; three different inspectors do not have to make three different inspection stops to approve the construction work performed by the contractor.
- **The use of combination dwelling inspectors will enable the Department to better accommodate inspection vacancies.** The use of a combination inspector approach rather than inspection specialists significantly reduces the workload impact of vacant inspection positions since there is a broader pool of inspectors to allocate the workload amongst.

The use of combination inspectors is not unusual. A number of cities in the northeast, including the City of Lowell, utilize combination inspectors to increase their building department's flexibility in responding to inspection requests and handling inspection workload.

While the Inspectors currently assigned to the Department possess a number of certifications, the Matrix Consulting Group recommends that Code Enforcement – Building Department fully utilize the combination dwelling inspector approach for at least two areas of inspections. These include residential construction (including multi-family) and commercial tenant improvements. The application of combination inspectors has the potential for broader application beyond these two areas depending on the complexity of the construction.

The International Codes Council (ICC) provides certification examination for combined inspection. This course concentrates on the examination questions and answers rather than field application. The Department should facilitate the completion of this certification by all of its inspectors. In addition, a system of ongoing training is needed for these inspection staff to enable these staff to function as combination inspectors. The Department should develop a training program for each of these staff based upon a training needs assessment.

The table, which follows, presents a summary of the net fiscal impact of the recommendations provided in the points above. The project team estimated the salary

costs for the new classification of Plan Reviewer. The project team also assumed a benefit rate of 35%.

Position	Salary	Benefits (@35%)	Total	Number	Net Fiscal Impact
Plan Reviewer	\$38,000	\$13,300	\$51,300	1.0	\$51,300
Total					\$51,300

Recommendation: The Code Enforcement – Building Department should create and fill 1.0 Plan Review position. The net fiscal impact of this recommendation is \$51,300, including salary and benefit costs.

Recommendation: The Code Enforcement – Building Department should establish and monitor performance measures relating to inspectors’ productivity.

Recommendation: The Code Enforcement – Building Department should create a formal quality control program.

Recommendation: The Code Enforcement – Building Department should utilize combination inspectors.

(1.2) The Code Enforcement – Building Department Should Take Steps to Improve Case Management of Complaints and Add 1.0 Zoning Inspector.

The Code Enforcement - Building Department has 3.0 authorized positions that are responsible for ensuring compliance to the City’s Zoning Ordinance. This includes performing the initial intake on applications for the Zoning Board of Appeals, providing staff support to the Board, processing condemned buildings, conducting inspections relating to the Zoning Ordinance, etc. As noted, this function is authorized 1.0 Zoning Administrator and 2.0 Zoning Inspectors.

The project team randomly sampled code compliance / enforcement cases processed by the Zoning Inspectors. The table, which follows, presents a summary of the data.

Measure	Percentile (Days)			
	25 th	50 th	75 th	100 th
Number of Days from Complaint to First Inspection	0.0	4.0	14.0	121.0
Number of Days from First Inspection to First Notice	1.0	3.0	12.5	192.0
Number of Days from Complaint to Close	8.0	24.0	56.0	273.0

Measure	Percentile (Days)			
	25 th	50 th	75 th	100 th
Number of Days from First Inspection to Law Department	78.5	104.5	153.0	437.0
Number of Days from First Inspection to First Ticket	22.8	36.5	61.8	168.0

The points, which follow, provide a summary of the code enforcement cases.

- The project team reviewed ninety-eight case files to determine the turnaround time and actions taken on the cases.
- Of the sample, the average number of inspections conducted were 5.0 per case. The table, below, presents the distribution of the sample by number of inspections.

Number of Inspections	% of Sample
2	6%
3	14%
4	27%
5	16%
6	22%
7	8%
8	2%
10	3%
11	2%
12	2%
Total	100%
Ave. No. of Inspections	5.0
Percentile	
25 th	4
50 th	5
75 th	6
100 th	12

As shown in the above table, 84% of cases received six inspections or less.

- Of the sample, the average number of tickets issued was 2.4 per case. The table, below, presents the distribution of the sample by number of tickets issued.

Number of Tickets	% of Sample
1	28%
2	37%
3	17%
4	9%
5	2%
6	7%
Total	100%
Ave. No. of Tickets	2.4

Percentile	
25 th	1
50 th	2
75 th	3
100 th	6

The International Association of City Managers (ICMA) has published a report entitled *ICMA Center for Performance Measurement*. This reports workload, staffing and the levels of service provided by other cities and counties in a variety of municipal programs. The table, which follows, presents a comparison of the City of Springfield’s performance to the benchmarks developed by the ICMA.

	Ave. No. of Calendar Days from Case Initiation to Voluntary Compliance	Ave. No. of Calendar Days from Case Initiation to Transfer to Admin./Judicial Process	Ave. No. of Days from First Complaint to First Inspection
All Jurisdictions			
Mean	79.7	53.4	7.6
Median	41.5	37.5	2.7
100,000 and Above			
Mean	72.3	60.5	9.0
Median	41	43.3	3.3
City of Springfield			
Mean	47.2	141.9	11.9
Median	24.0	104.5	4.0

The points, which follow, present a discussion of the information provided in the table above.

- The City of Springfield exceeds the performance benchmark with respect to the average number of calendar days from case initiation to voluntary compliance. The average number of days for this benchmark in the City of Springfield is 47.2 days compared to 79.7 for all jurisdictions and 72.3 for jurisdictions with a population over 100,000.
- The City of Springfield does not meet the performance benchmark with respect to the average number of days from case initiation to transfer to administrative or judicial process. The City of Springfield takes 1.65 times longer to transfer cases compared to the average of all jurisdictions and 1.34 times longer than jurisdictions with populations over 100,000.
- Additionally, the City of Springfield does not meet the performance benchmark with respect to the average number of days from first complaint to first inspection.

In the City of Springfield this takes an average of 11.9 days compared to a 7.6 days for all jurisdictions and 9.0 days for jurisdictions with a population over 100,000.

There are a number of steps the Code Enforcement – Building Department can take to improve the performance of its code enforcement program. The points, which follow, provide a discussion of the improvement opportunities.

- **Enhance case management of the code compliance functions.** There are a number of opportunities to enhance case management. As it currently functions, all systems are manual. A complaint is received, a file is created and depending on the location, the case is assigned to one of two inspectors, who are responsible for investigating the complaint and determining if a violation exists. Depending on the results of the inspection, a notice is issued to the property owner and the file is placed in the filing cabinet with a 'tickler' (e.g., placed in a filing cabinet to be reviewed by the inspector at a later pre-determined date). With that said, there are a number of opportunities to improve the management of code enforcement cases, including the following:
 - **Establish a system of prioritization of complaints** – such as emergency, most important / life safety, important / not life safety, average importance, and lowest priority. The Department should set response time targets for each priority and monitor performance.
 - **Establish formal target times and performance measures with respect to:**
 - Number of days from receipt of complaint to first inspection;
 - Number of days from first inspection to issuance of notice of violation / notice to comply;
 - Number of days from complaint to issuance of ticket'
 - Number of days from complaint to transfer to administrative / judicial process.
 - Number of days from initial complaint to closure of case.
 - Percentage of cases with which voluntary compliance was achieved.
 - **Track caseload and outcomes.** Due to manual system and limited automated information management systems in the Department, the Code Enforcement – Building Department does not have a system in place to monitor and analyze code compliance cases. With that said, the Department should develop simple case management tracking tools to monitor the following:

- Performance of cases as noted above.
 - General category of complaints.
 - Complaints in which no violations are found.
 - Summary of types of complaints and / or property owners in which voluntary compliance does not occur or falls outside benchmarks (e.g. to enable the Department to better triage and respond to complaints, such fewer opportunities for voluntary compliance, etc.).
 - Monitor open cases for exception cases that have remained open outside the benchmark of number of days to close a case.
- **Develop guidelines for screening cases.** Develop an effective system case management system that includes formal, written guidelines for the screening of code enforcement cases. As the Department collects data on code compliance cases, trends should be analyzed to determine: (1) opportunities to streamline case actions (e.g., reducing the number of inspections, notices of violations and citations issued for those types of violations with low rates of voluntary compliance and providing shorter timeframe for which those cases are forwarded to the Law Department); (2) determine types of complaints for which no violations are found to reduce the extent in which multiple inspections are performed on complaints in which violations are not found; and etc.
- **Add 1.0 Zoning Inspector.** The report by ICMA also reviewed data regarding staffing for code enforcement. The table, which follows, presents a summary of the data for jurisdictions with a population over 100,000.

	Jurisdictions Over 100,000
Average Cases per Capita	54.5
Cases per FTE	627.7

While the Zoning Inspectors provide some code enforcement inspections, there are building inspectors, as well as Housing Department Code Enforcement inspectors that address code compliance issues throughout the City. With that said, using the above as a basis, this would project an average volume of 8,300 cases citywide per year. Given that there are 8.0 fulltime inspectors in the Code Enforcement – Housing Department and 2.0 building inspectors addressing complaints, this would average nearly 700 cases per inspector. Further, focus group participants identified code compliance and zoning ordinance enforcement (e.g., compliance to conditional use permits, illegal rooming houses, etc.) as significant opportunity for improvement. The project team recommends the addition of 1.0 Zoning Inspector. The table, below, presents the net fiscal impact.

Position	Salary	Benefits (@35%)	Total	Number	Net Fiscal Impact
Inspector	\$44,047	\$15,416	\$59,463	1.0	\$59,463

Recommendation: The Code Enforcement – Building Department should improve its overall case management of zoning complaints and performance. This should include addressing turnaround times that exceed benchmarks.

Recommendation: The Code Enforcement – Building Department should add 1.0 Zoning Inspector. The net fiscal impact of this recommendation is \$59,463, including salaries and benefits.

(1.3) Staffing in the Weights and Measures Unit Is Sufficient.

The Weights and Measures Unit is responsible for enforcing federal, state and local laws and ordinances relative to weights and measures, pricing, motor fuel, hawker and peddle and transient vendor regulations. This includes the testing of various measuring devices, price verification and responding to complaints. The table, which follows, presents a summary of the Unit's fiscal year 2006 – 2007 workload.

Fiscal Year 2006 - 2007	
Unit	Total
Devices	
Scales	409
Pharmacy	348
Gasoline Pumps	815
Oil Trucks	69
Bulk Terminals	58
Taximeters	65
Rope / Cordage	2
Inspections	
Oil Delivery	10
Re-Weighments	0
Vendor & Peddler	23
Item Pricing	7,462
Price Verification	9,480
Octane Tests	0
Revenue	
Fees Received	\$111,133
Fines Paid	\$31,185
Total	\$142,318

The Weights and Measures Unit's authorized staffing is 1.0 Sealer and 2.0 Deputy Sealer of which one position is vacant. Staff in this Unit require a variety of

technical skills to perform job functions, as well as certifications. Key areas of expertise include:

- Retail scales
- Gasoline dispensers
- Vehicle tank meters
- Taximeters
- Bulk terminal meters
- Vehicle scales
- Price verification
- Motor fuel regulations
- Item price regulations
- Labeling and package regulations
- Medium capacity scales
- Unit pricing regulations

Given the variety of knowledge and skills required for this position and the volume of devices monitored and inspections completed by the Unit, the Code Enforcement – Building Department should take steps to immediately fill the vacant Deputy Sealer position.

Recommendation: The Code Enforcement – Building Department should take immediate steps to fill the vacant Deputy Sealer position. This position is authorized; and additional funding is not required.

(1.4) Given the Lack of Automated Processes, Administrative Staffing in the Code Enforcement – Building Department Is Adequate.

The Code Enforcement – Building Department has 5.0 authorized administrative positions that provide support to the Department. Staff include 1.0 Administrative

assistant, 3.0 Senior Clerk / Stenographer, and 1.0 Principal Clerk Typist positions. Key functions include the following:

- Provide extensive customer service and front counter support to applicants, as well as over the phone and by mail.
- Receive permit applications and ensure applications are complete.
- Receipt and process all permit fees for the Department. This includes calculation of fees, receipt and depositing of monies, etc.
- Support special programs, including blight program, Zoning Board of Appeals, certificate of occupancy inspectional program, etc.

The table, which follows, presents a summary of the job descriptions for the administrative positions in the Code Enforcement – Building Department.

Position	Summary of Job Descriptions
Administrative Assistant	<ul style="list-style-type: none">• Serves as private and confidential administrative Assistant to the Director.• Develops, establishes new and revised administrative and clerical policies and procedures• Composes routines correspondence for the Director, either independently or based on precedent, brief notations or oral instructions.• Analyzes, summarizes, condenses a variety of course materials, reports, statistics, and similar materials, including that which is computer generated• Assists in the implementation, operation, and maintenance of the Department's computerized programs and reporting functions.• Supervises clerical, fiscal and accounting activities

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Position	Summary of Job Descriptions
Principal Clerk and Typist	<ul style="list-style-type: none"> • Types, proofreads and cutes stencils for, materials of more than average difficulty from clerk copy, rough draft, recording machines or data personally developed. • Performs responsible clerical work of considerable complexity and decision. • Supervises and participates in the work of several employees engaged in routine clerical takes. • Plans, lays out, assigns tasks, interprets controlling policies and regulations, makes primary development of procedures. • Assists, trains, instructs employees; maintains production, makes work decisions on referred matters and reviews work for quality control. • Maintains, prepares reports from financial, accounting, budgetary, statistical and related records of considerable specialization and departmental importance involving frequency independent judgments in analyzing complex data. • Performs extensive public contact work of considerable technicality involving the interpretation of controlling laws, ordinances, policies and regulations and requiring a thorough knowledge of departmental programs, functions, operations and procedures governing work performed or supervised.
Senior Clerk and Stenographer	<ul style="list-style-type: none"> • Takes shorthand and transcribes correspondence, reports, statements, and similar material of more than average difficulty. • Types, proofreads, cuts stencils for, materials of more than average difficulty from clear copy, rough draft, recording machines or data personally developed. • Makes computations of moderate complexity by hand or machine, verifies, corrects similar computations. • Answers counter and telephone requests, inquiries, and complaints in which departmental information of moderate technicality is given and received, • Interprets law, regulations, and policies governing work performed to the public; assists the public in completing forms, statements and applications. • Prepares, verifies, process requisitions, bills, payroll schedules, warrants and similar material; maintains appropriation and expenditure accounts and reconciles bank accounts. • Conducts interviews, maintains records, prepares forms, reports and notices and performs other clerical work.

The points, below, discuss the information provided in the table above.

- Classifications and job descriptions have not be significantly updated in decades (e.g., Principal Clerk and Typist and the Senior Clerk and Stenographer job descriptions were last revised in 1961).
- Key job functions and responsibilities of administrative personnel have changed along with changes in technology, approaches to delivery of service, etc.

- As the Department increases its use of technology and updates processes to reflect best practices, the knowledge, skills and abilities of support staff will have to adjust to meet the changing needs of the Department.

The project team reviewed the current organization of administrative personnel, key job functions and assignment. The points, which follow, provide a discussion of the administrative staff.

- The Administrative Assistant is responsible for providing support to the Director, as well as supervising and directing the work of the administrative and clerical staff and managing the administrative needs of the Department (e.g., generating reports, reconciling deposits, payroll, etc.)
- The Principal Clerk Typist supports the Zoning Board of Appeals, as well as inspectional staff assigned to the blight program.
- There is one Senior Clerk / Stenographer each assigned to the following: Building; Plumbing, Gas and Certificate of Inspections; and Wires (electrical) and Occupancy Permits.

As the Department currently functions, this division of duty provide the best level of support to ensure the efficient operations of the Department. However, as the Department begins to implement process improves and uses technological solutions, the role of staff, job descriptions and classifications should be re-examined. Specifically, the Code Enforcement – Building Department should:

- Work with the Human Resources Department to update job classifications, descriptions and titles.
- Expand the technical role of the Senior Clerk / Stenographer position to receive and process permits utilizing an automated permitting system.
- Through attrition and / or formal and on-the-job training, transition clerical support positions to provide greater technical support, such as permit technicians to:
 - Advise contractors, developers, engineers, architects and the public on permit process requirements; assists the public in completing applications for building permits.
 - Interpret and applies relevant codes, regulations, policies and procedures

as they relate to the processing of permit applications.

- Review application and construction documents for completeness and compliance with requirements; monitors and assures performance of stated processing time goals; ensures that all necessary documentation and reviews are complete; issues permits after approval is secured.
- Make determination from plans and related documents on building area, occupancy group, etc; and calculates and assesses fees by measuring using the plan scale or using plan dimensions, project classification, and schedule of fees; presents and collects fees.
- Record client data, services provided and charges; reviews file content for completeness, accuracy and consistency; researches permit application status.
- Research, retrieve and review historical records as necessary; collects and compiles data and prepares reports including construction-related statistical information, fees collected, and credits used.
- Serve as liaison between building permit applicants and the referral division, department and outside agency; assists in resolving problems related to the permit review and issuance process.
- Prepare routine correspondence and supporting documentation; maintains accurate records and files.
- Conduct less complicated plan reviews such as simple room additions, tenant improvements, air conditioners, and pool/spa installations to ensure compliance with building code regulations.

Recommendation: The Code Enforcement – Building Department should work with the Human Resources Department to revise job descriptions and titles. Further, as the Department expands its use of technology, clerical positions should be transitioned from Senior Clerk / Stenographer to Permit Technician, as opportunities occur.

(2) Code Enforcement – Housing Department

The Code Enforcement – Housing Department’s inspectional services provide on-site inspections to investigate and document violations of Municipal Ordinances and State Sanitary Codes. The program responds to emergency health issues such as housing violations, absence of heat, abandoned vehicles, and illegal dumping on private

property. Violations are documented and the program seeks to have violations corrected through mediation with property owners or by legal actions. The program's successful operation is essential to improving the quality of Springfield's housing stock and to addressing neighborhood quality of life issues like illegal dumping and unregistered cars.

The Department is staffed with the following:

- 1.0 Deputy Director;
- 8.33 FTE Inspectors (includes 7 fulltime inspectors and 2 part-time inspectors at 25 hours per week each);
- 2.0 Senior Clerk / Stenographer; and
- 1.0 Senior Clerk / Typist.

The project team identified a number of best practices and strengths in the Code Enforcement – Housing Department, including:

- The Department has adequate administrative and clerical positions that support inspectional staff. This allows inspectors to maximize time in the field.
- The Department has developed a prioritization system. Inspection requests fall into two categories: emergency (e.g., high priority requests such as non-functioning smoke detectors, no heat, no hot water, etc.) and regular inspections (e.g., quality of life, rubbish / debris, overgrowth, liter, etc.)
- Inspectional staff are assigned geographically.
- The Department has developed an automated information system, which allows the Department to:
 - Receive complaints on-line;
 - Track complaints by location;
 - Track inspectors workload;
 - Use PDAs in the field to document some inspectional activities;

- Monitor and track outstanding cases; and, etc.
- Utilize the Department’s website to receive complaints.

(2.1) Code Enforcement Housing Department’s Workload and Staffing Were Analyzed.

The project team collected data from the Code Enforcement – Housing Department with respect to workload and services provided. The table, below, presents a summary of the Departments annual workload.

Measure	FY 2005	FY 2006	FY 2007 (Target)
Number of Inspections Conducted	5,351	7,000	8,000
Number of Re-Inspections	4,302	3,900	4,500
Number of Court Cases Filed	108	325	500
Time in Days from Complaint to Inspection	N / A	90	10

The points, which follow, provide a discussion of the key elements of the Department’s workload.

- As noted, the Department is responsible for enforcing the State Sanitary Code, as well as municipal ordinances.
- The Code Enforcement – Housing Department’s inspectional program is a reactive program. Inspectional staff investigate complaints.
- The Department issues tickets for code violations.
- Staff are assigned geographically throughout the City. There are six inspection zones in the City with an inspector assigned to each zone. There are two part-time staff (1.33 FTEs) that are assigned to zones with higher volumes of inspection requests.
- The Housing Department has implemented several steps to improve response time to non-emergency complaints. As shown in the table above, the average number of days from complaint to inspection shows a targeted change of 90 days to 10 days. It should also be noted that this includes **all** complaints. Emergency complaints requiring immediate response peak and, thus, impact staff’s ability to respond to non-emergency complaints (e.g., no heat / no hot water during winter months, no smoke detectors, etc.)

- There is 1.0 Inspector assigned to provide support on special projects, such as Operation Clean Sweep, maintaining the Department's online complaints (e.g., updating website, receiving and processing complaints received online, etc.)

The project team sampled inspectional productivity. The Code Enforcement – Housing Department provided the project team with a sample of daily inspections conducted by an inspector assigned to each of the Zones from July 31, 2007 through August 31, 2007. The table, which follows, presents the data. Note the columns labeled with a number represent an individual inspector. Numbers were randomly assigned.

Number of Inspections							
Date	1	2	3	4	5	6	Ave. No. Per Inspector
07/31/07	17	10	14	15	13	13	14
08/01/07	15	9	14	19	14	15	14
08/02/07	17	10	13	17	17	8	14
08/03/07	15	7	14	19	12	12	13
08/06/07	13	10	12		15	11	12
08/07/07	18	11	11		13	14	13
08/08/07		8	15		11	11	11
08/09/07	10	12	11		12	13	12
08/10/07	14	8	12		13	7	11
08/13/07		6	15	15			12
08/14/07	17	12	20	16	12		15
08/15/07	25	13	13		14		16
08/16/07	15	8	21		18		16
08/17/07	17	0	14		15		12
08/20/07	9	11	15	14	15	13	13
08/21/07		8	15	18	14	11	13
08/22/07		9	18	18	13	14	14
08/23/07	12		18	12	13	15	14
08/24/07	17		16	13	17	12	15
Average per Day	15	9	15	16	14	12	14
Percentile							
25th	13.5	8.0	13.0	14.5	13.0	11.0	12.1
50th	15.0	9.0	14.0	16.0	13.5	12.5	13.4
75th	17.0	11.0	15.5	18.0	15.0	13.8	14.4
100th	25.0	13.0	21.0	19.0	18.0	15.0	16.3

During the sample period, the average number of inspection stops per inspector per day varied from a low of 8.0 to a high of 25.0. It should be noted that a review of

days in which inspections completed were tended to include a large portion of re-inspections. The project team utilizes a benchmark of 12 inspection stops per day for new inspections and a benchmark of 18 re-inspections per day. The table, which follows, presents the workload calculation for the Code Enforcement – Housing Department inspections.

	Inspections	Re-Inspections
Number of Units FY 2007 (Projected)	8,000.0	4,500.0
Number per Day (Benchmark)	12.0	18.0
Total Number of Days Required	666.7	250.0

It should also be noted that the Housing Department also pursued induced compliance through the judicial process. The Department estimates approximately 500 cases will be sent to court. The project team assumes a net impact of one work day per court case on inspectors (e.g., research, coordination with the Law Department, pre-court inspections, court appearances, etc.) This would result in 500 staff days. The table, which follows, presents the staffing requirements for the Department’s program.

	Number
Gross Annual Work Hours	1,950
Holidays	83
Vacation	75
Sick Leave	75
Training	38
Administrative Time (e.g., Office Hours, Staff Meetings, etc.)	224
Court	
Net Availability	1,456
Hours per Day	7.5
Net Available Work Days	194.1
Days Required	
Inspections	666.7
Re-Inspections	250.0
Court	500
Total Days	1,416.7
Number of FTEs Required	7.3
Total Number of Inspectors	8.33
Plus / (Minus) Existing FTEs	1.03

The above would result in an average of 13.6 inspections per inspector per day. As shown in the above table, the Code Enforcement- Housing Department has an additional 1.03 FTEs than their current, reactive workload requires. Further, the Housing Department has 1.0 Inspector position that is primarily utilized to perform office related functions, such as receiving and processing complaints from the website, providing support on special projects (e.g., Operation Clean Sweep), as well as conducting research as needed. The project team recommends converting that position from a Code Enforcement Inspector to an administrative and management support position (such as a Housing Specialist or Inspectional Services Analyst, etc.) The key roles and responsibilities of this position would include:

- Continued support of special projects and research;
- Continued monitoring of the Department's online inspection request system;
- Data analysis, including utilization of the Department's information system to:
 - Monitor and report on turnaround time performance;
 - Monitor and report performance of inspectors, such as:
 - Average number of inspections per day;
 - Backlog of inspections (i.e., those scheduled and not completed);
 - Open cases (e.g., activity level, status, length open);
 - Average time to close cases;
 - Turnaround time from receipt of inspection request to actual first inspection by priority;
 - Analysis of voluntary compliance completion times; and etc.
 - Monitor case status, such time since last action/ activity by Department, status, length open, etc.;
 - Report average closure time for voluntary and induced compliance.
 - Monitor trends in complaints and inspection needs, such as:
 - Location of complaints;

- Type of complaints;
 - Complaints by property owner;
 - Volume of complaints;
- Analyze case closures including:
- Voluntary compliance
 - Induced compliance
 - Average closure times
 - Closure rates

The project team recommends reclassifying the position currently performing office support work from an Inspector to an Inspectional Services Analyst. The project team does not assume this will result in a change in compensation. Additionally, the key roles and responsibilities of this position should be expanded to provide greater support to the management of the inspectional services program.

Recommendation: The Code Enforcement – Housing Department is adequately staffed to meet its complaint driven inspectional program. However, the inspector assigned to perform functions in the office should be reclassified from an Inspector to an Inspectional Services Analyst. There is no estimated change in compensation.

(2.2) The Project Teams Supports a Number of Opportunities Developed by the Code Enforcement Housing Department.

The Code Enforcement Housing Department has focused on continual improvement of its inspectional programs. There are a number of proposals that were developed in-house by the Housing Department, which the project team supports. The Code Enforcement Housing Department has presented a plan to the City's administration to provide its inspectional program with more administrative tools to bring properties into compliance, including the following"

- Utilization of the City of Ordinance Section 7.16.120(T), which allows the City to bring a property into compliance and to bill the property owner for the cost of this service and, if unpaid, attaching to the charge to property's tax bill. Additionally,

this Section would be used to ensure compliance with respect to overgrown properties.

- Develop a system to remove unregistered or abandoned vehicles from properties if they vehicles are placed there without the approval of the property owner.
- Implement several other programs, such as Board and Secure for unsafe and unsecured properties, develop a revolving fund of receivership program, explore grants for restoration of historic properties rather than demolition, provide consequences for non-payment of fines, etc.

The Code Enforcement Housing Department has identified opportunities to develop stronger tools to promote compliance more efficiently and efficiently. The project team supports the City and the Department in its efforts. The project team recommends that the Department focus on elements that provide more administrative enforcement of non-compliance to allow for a quicker, less costly resolution than court actions.

Recommendation: The Code Enforcement Housing Department should continue its focus on developing new tools to provide stronger enforcement opportunities for the inspectional services programs.

(2.3) The Code Enforcement – Housing Department Should Take Steps to Improve the Response Time From Initial Complaint to Inspection.

As shown in the Code Enforcement- Housing Department's annual budget, the Department estimated in FY 2006, it took an average of 90 days from complaint to initial inspection. For FY 2007, the Department targeted a turnaround of 10 days. The Code Enforcement – Housing Department has a system of prioritization of complaints and inspections with emergency inspections (e.g., no heat / hot water, non-functioning smoke detector, etc.) and non-emergency inspections (e.g., litter, unregistered vehicles, etc.) The Code Enforcement – Housing Department should implement a number of steps to improve response time performance and monitoring, including the following:

- Expand the complaint prioritization process and develop response time targets for each priority. The table, below, provides an example of how the Housing Department could prioritize complaints.

Priority Code Level	Description
Priority 1	Emergency, or “In the Act” Status Examples: No heat or hot water, Malfunctioning Smoke Detectors, Dangerous Buildings
Priority 2	Most Important in Normal Course Examples: Substandard Housing, Illegal Boarding House
Priority 3	Important Buy Not Life Safety Concern Examples: Auto Repair Related, Noise,
Priority 4	Average Importance Examples: Unregistered vehicles, Litter, Overgrowth
Priority 5	Lowest Priority Signs, Outdoor Merchandise, Fence Height

- Monitor and report actual performance against targeted performance to ensure the Code Enforcement – Housing Department is meeting the established target, monitor staff workload and performance, and to adjust deployment of staff as necessary.
- Track response time by priority to ensure that the highest priority complaints receive the most appropriate response.

The Code Enforcement Housing Department should take steps to improve its overall response time to complaints.

Recommendation: The Code Enforcement – Housing Department should improve its response time from receipt of complaint to initial inspection. This should include expanding the prioritization of complaints, developing response time targets appropriate to the type of complaints and tracking actual performance against targeted performance.

(3) Fire Department

The Springfield Fire Department’s Fire Prevention Division promotes the safety of the public through the enforcement of Mass General Laws – Chapter 148, City Ordinance 527 CMR (fire prevention codes) and National Fire Protection Association Standards. Fire Prevention pursues its goals through public education, the issuance of permits, plan reviews, inspections, fire drills, investigation of complaints and fire alarm and sprinkler testing. The Fire Prevention Division is staffed with 1.0 Fire Marshal, 1.0

Assistant Fire Marshal, 7.0 Fire Inspectors, 10 Administrative Assistant and 1.0 Principal Clerk Typist.

There are a number of best practices utilized by the Fire Prevention Division, including:

- The Department conducts proactive inspections as mandated by State law and local ordinances, such as public assemblies and certificate of inspection, etc.
- The Fire Marshal reviews code s with Fire Prevention staff when changes occur or there are specific issues with respect to interpretation of code.
- The Fire Prevention Division works with the suppression functions to identify high risk areas and / or facilities in the City.
- Suppression personnel conduct some inspections of commercial and / or multi-family buildings for familiarization.
- While the Fire Prevention Division charges fees, the Division does not charge fees where the failure to pay prevents the delivery of fire prevention services that benefit the community.

The table, which follows, presents a summary of the inspectional workload for the Fire Prevention Division.

CITY OF SPRINGFIELD, MASSACHUSETTS
Organizational Review of Inspectional Services

Inspections	2003	2004	2005	2006	2007 (Jan. to Jul.)	2007 (Annualized)
Routine	1,942	1,452	1,639	5,185	3,305	5,666
Special	4,181	5,253	7,214	2,947	1,861	3,190
Total	6,123	6,705	8,853	8,132	5,166	8,856
Revenue Inspections						
Smoke Detectors	2,868	2,957	3,052	2,630	1,227	2,103
Oil Burner (Permit & Inspect).	214	195	278	268	145	249
Misc. Fire Reports	164	54	87	67	63	108
L.P.Gas & Acetylene	133	148	118	169	79	135
Annual & Quarterly	140	165	223	217	230	394
Master Boxes	210	256	267	274	251	430
Truck	3	0	14	84	12	21
Monitoring		0	53	294	299	513
Dumpster				370	68	117
Misc. Permits	363	813	928	825	520	891
Total Revenue Inspections	4,095	4,588	5,020	5,198	2,894	4,961

The project team reviewed workload relating to inspectional services. The project team utilizes a benchmark of 8 inspections per Fire Inspector for those inspections performed by Fire Prevention personnel. The table, which follows, presents the workload calculating using the annualized FY 2007 inspections data.

	Number
Number of Inspections	8,856
Average Number of Inspections per Day	8
Total Number of Days Required	1,107
Hours	
Gross Annual Work Hours	2,080
Holidays	88
Vacation	80
Sick Leave	80
Training	80
Administrative Time (e.g., Office Hours, Staff Meetings, etc.)	224
Net Availability	1,528
Net Days	191
Total Number of FTEs Required for Inspections	5.80

The points, which follow, provide a discussion of the information presented in the table above, as well as opportunities for improvement in the Fire Prevention Division with respect to inspectional services.

- As shown in the above table, the project team estimates the required number of Fire Inspectors to address the inspectional workload to be 5.80. The Fire Department has a total of 7.0 Fire Inspectors. With that said, Fire Inspectors are responsible for a number of additional functions, including:
 - Reviewing and issuing permits;
 - Completing inspection reports, notices of violations, etc. The Division's systems and processes are manual;
 - Participating in the Springfield Fire Department's public education program, including attending special events, performing out reach, etc.;
 - Participating in a variety of Department training to ensure suppression skills and certifications are kept current; and etc.

The project team does not recommend any changes to the number of Fire Inspectors.

- Given the input received the focus group participants regarding perceptions of inconsistency of code interpretation and promote additional efficiencies with respect to operations, the Fire Prevention Division should implement the following steps:
 - Assign inspectors geographically. The Fire Prevention Division should assign Fire Inspectors geographically. The City should be divided into inspectional zones with a Fire Inspector cross-trained to perform all fire inspections. This promote the following efficiencies:
 - Reduction in the impact of travel time on the productivity of inspectors;
 - Promote consistency by increasing likelihood of receiving the same inspector for re-inspections;
 - Promote familiarization of Fire Inspectors of characteristics and activities in geographic zones and increase the likelihood of identifying changing conditions that could present a hazard;

The Assistant Fire Marshal should be responsible for reviewing inspectional workload, adjusting inspection assignments as request for

inspections occur balance workload on an ongoing basis (i.e., to adjust for peaks in workloads and balance workload among inspectors).

- Conduct formal and periodic code reviews with inspectional staff to ensure consistency of interpretation and to identify areas in which clarification might be required. The Fire Marshal should continue to provide formalized code review with inspectional staff as part of their continuing training.

- Implement a quality control program for inspectional staff. Similar to the Senior Inspectors in the Code Enforce – Building Department, the Assistant Fire Marshal should periodically conduct field inspections with the Fire Inspectors to identify additional training needs, ensure consistency of code interpretation among Fire Inspectors and review employee performance. This should be focused on annual and reoccurring inspections, as well as inspections relating to development and real estate.

- Acquire additional equipment and tools to enhance the productivity of inspectional staff. There are 7.0 Fire Inspectors who share 5 vehicles. Fire Inspectors will remain in the office until a vehicle is available or will double up (e.g., two inspectors per vehicle). Additionally, Fire Inspectors are not provided cell phones to facilitate communication in the field. This limits the ability of inspectors to coordinate inspections in the field, contact supervisory staff or other inspectors for clarification on code or procedures or to troubleshoots, etc.
 - Given that the nature of inspectional services requires inspectors to spend a significant portion of their workday in the field and the importance of a vehicle to the performance of daily job functions, the Fire Department should acquire two additional vehicles.

 - Further, for the reasons mentioned above, Fire Inspectors should be provided cell phones.

The table, below, presents a summary of the estimated fiscal impact of the above recommendations.

Item	Cost per Unit	Number of Units	Net Fiscal Impact
Vehicle	\$15,000	2.0	\$30,000
Operating Cost	\$1,500	2.0	\$3,000
Cell Phones	\$75	7.0	\$525
Annual Plans (@ \$75 per Month)	\$900	7.0	\$6,300
Total			\$39,825

Recommendation: The number of Fire Inspectors is adequate to meet current inspectional workload, as well as address additional job responsibilities for Fire Prevention personnel.

Recommendation: The Fire Prevention Division should take a number of steps to improve the operation of the Division, including geographic assignment of inspectors, continued training on codes, and implementation of a quality control program. Additionally, the Fire Prevention Division should acquire two vehicles and cell phones for the Fire Inspectors. The net fiscal impact of the recommendations is approximately \$40,000.

(4) Health Department

The Environmental Health Division encompasses a wide variety of permits, inspections and preventive programs. Currently the Division inspects and permits the following: all food establishments; public and semi-private swimming pools; recreation, day and sports camps; health clubs and tanning facilities; body art establishments; massage establishments; mobile home and trailer parks; indoor skating rinks; and sub-surface sewage disposal systems.

Additionally, the Division investigates food and environmental complaints, collects water samples from bathing beaches, and conducts a rodent baiting and mosquito larviciding program. Animal control duties of this division include quarantines for rabies, animal bite investigations, the trapping of sick or injured animals suspected of having rabies, and enforcement of the beaver regulations.

The project team identified a number of strengths in the Environmental Health Program, including:

- The Health and Human Services Department has centralized responsibilities for the issuance of permits and inspections for food establishments and other services in the Environmental Health Division.
- The Environmental Health Division has developed a program that focuses on ensuring the compliance of food establishments to Massachusetts State Sanitary Code.

- The Environmental Health Division Director is a registered sanitarian.
- The Environmental Health Division utilizes a standard inspection form, which outlines the standard with respect to the various elements of the sanitary code.
- While in the field, Food Inspectors will identify establishments for which there are no active permits (e.g., new businesses, etc.).
- When violations have been found, the Environmental Health Division conduct re-inspections.

The Division is staffed with 1.0 Deputy Director (the only Registered Sanitarian), 3.0 Food Inspectors and 1.0 Senior Clerk / Stenographer. The table, which follows, presents a summary of the Environmental Health Division's workload.

Measure	2005	2006	2007
Number of Permits Issued	1,125	1,150	1,160
Number of Food Facility Inspections	2,010	2,100	2,150
Number of Complaints Filed Against Food Facilities	170	190	190
Percentage of Complaints Responded to Within 5 Work Days	N / A	N / A	100%
Number of Swimming Pools Inspected	60	70	70

The points, which follow, present a discussion of the above information.

- As the table shows, the Environmental Health Division issues approximately 1,160 permits per year. This includes permits for food establishments, as well as special event permits, vendors, etc.
- The Division conducts approximately 2,150 inspections per year. The Environmental Health Division targets a minimum of two inspections per establishment per year.
- The Environmental Health Division is responsible for inspecting approximately 1,250 food service establishments.
- In addition to inspecting permitted establishments, the Environmental Health Division responds to complaints (e.g., suspected food borne illness, cleanliness / sanitation complaints, etc.)
- The Environmental Health Division is also responsible for conducting inspections of swimming pools, water samples from bathing ponds, and a variety of other establishments.

In addition to the above information, the project team sampled inspection files of 85 establishments that the Environmental Health Division inspections. Data collected included address, permit status (e.g., active or expired), date of last inspection, number of violations sited, date of previous inspection and number of violations sited. The points, which follow, provide a discussion of the data.

- Of the files sampled, 15% had permits which had expired at the time the files were sampled (August 10, 2007).
- The table, below, presents the distribution of the sample by number of days between inspections. This shows the distribution of intervals between inspections. For example, 25% of the sample is on a 2.5 inspections per year cycle.

	Number of Days Between Inspections	Inspection Cycle (Number per Year)
Average	321.1	1.14
Percentile		
25th	153.0	2.4
50th	241.0	1.5
75th	410.0	0.9
100th	1,348.0	0.3

- Less than half the sample had received inspections within 193 days. In other words, for less than half of the sample, the Environmental Health Division was within 13 days of reaching its target of biannual inspections.
- The project team also collected data from the sample regarding the number of critical and non-critical violations were found during the inspections. The table, which follows, presents the data. It should be noted that the project team collected data for the two most recent inspections for each establishment included in the sample. As noted, not all establishments had inspection documents (e.g., misfiled, new establishment/new permits, no date, etc.)

Number of Violations	Critical	Non-Critical	Total
1	32	11	43
2	34	17	51
3	7	10	17
4	2	7	9
5	1	2	3
Total	76	47	123
% of Total	62%	38%	100%

With respect to the above table, the following observations can be made:

- Critical violations represented 62% of all violations found in the sample.
- Of those inspections that identified critical violations, 87% had two or fewer critical violations.
- Of those inspections that identified non-critical violations, 60% had two or fewer critical violations

The project team reviewed the inspection workload for the Environmental Health Division and developed staffing requirements based on existing workload. The project team utilized several assumptions in the development of the workload for the Environmental Health Division, including:

- The Division issues approximately 1,210 permits per year. The project team assumed that 95% of those would require the biannual inspections. The remaining 5% would include special event permits, business closures, etc. The project team assumed that up to 7 of these types of inspections could be conducted per business day per inspector.
- It is assumed that given the high level of incidents found (both critical and non-critical) that approximately 50% of initial inspections would result in a re-inspection.
- The Division conducted 190 swimming pool inspections. It is assumed that the Inspectors could conduct up to 5 per day due to water sampling and testing requirements.
- It is assumed that between 10% of staff time is dedicated to other Environmental Health Divisions services, such as larviciding, etc.

The table, which follows, presents this analysis.

	Number
Gross Annual Work Hours	1,950
Holidays	83
Vacation	75
Sick Leave	75
Training	38
Administrative Time (e.g., Office Hours, Staff Meetings, etc.)	224
Net Availability	1,456
Hours per Day	7.5
Net Available Work Days	194.1

	Number
Number of Inspections	3,025
Ave. No. Inspections / Inspector	7
Total Staff Days for Food Establishment Inspections	432
Number of Swimming Pool Inspections	70
Ave. No Inspections / Inspectors	5
Total Staff Days for Swimming Pool Inspections	14
Number of Complaint Investigations	190
Total Staff Days for Complaints	27
Total Staff Days for Misc. Environmental Health Activities (@10% per Inspector)	58
Total Staff Days Required for Inspections	473
Total Staff Days Required	532
Total FTEs Required	2.74
Plus / (Minus) Existing FTEs	0.26

The points, which follow, discuss the staffing needs and improvement opportunities for the Environmental Health Division.

- The Environmental Health Division has adequate staff to address the workload demands of its inspectional services program.
- There are opportunities to expand the skill level of staff and programs provided by the Environmental Health Division, as well as productivity of staff, including:
 - Develop simple tools for food facilities to use in order to assist them in monitoring and controlling their own food safety practices, such as model temperature control log, procedures for self-reporting, self-inspection reports, procedures for restricting ill employees, etc. These tools should be distributed to food establishments at the issuance of permits, as well as during inspections, as needed.
 - Produce a quarterly report that displays performance measures and tracks inspectional activities and inspection results.
 - Work with other City Departments to develop a process to ensure the Environmental Health Division is made aware of all new food service establishments in the City (e.g., through business certificates, License Commission, etc.)
 - Development of a formal staff training program to include in the field training and supervision.
 - Plan out and schedule work. Currently, work is assigned daily. Given the number of food service establishments in the City, the Environmental

Health Division should: (a) assign staff geographically; (b) develop a weekly and monthly inspectional program which presents targeted workload (e.g., which food service establishments to be inspected by month), and (c) develop reports to track and monitor targeted performance to actual performance.

- The Environmental Health Division should implement a program whereby the Division assesses fines for food service establishments which are not in compliance. The Division should use fines as a tool to promote compliance with the State Sanitary Code. This is a best practice among the surveyed communities.

Recommendation: The Environmental Health Division is adequately staffed to meet the Division's inspectional workload. The Environmental Health Division can better meet its goal of bi-annual inspections by developing work plans for inspectional staff. The Division should expand the tools provided to the food service establishments, develop quarterly performance reports and improve coordination with other City departments to ensure the Division is aware of all new food service establishments.

2. ANALYSIS OF CROSS DEPARTMENTAL ISSUES

There are a number of cross departmental issues facing inspectional services. Currently, there are four department responsible for conducting the majority of inspections in the City, including:

- Code Enforcement – Building Department
- Code Enforcement – Housing Department
- Fire Department (Fire Prevention Division)
- Health and Human Services (Environmental Health Division).

During the course of the study, the project team identified a number of cross-departmental issues relating to inspectional services. This chapter addresses the opportunities for improvement with respect to cross-departmental issues.

(1) Technology

The Matrix Consulting Group reviewed the use of automated information systems and technology to plan, schedule, process and track work performed by each department. The points, which follow, provide a summary of the information systems utilized by the departments.

- **Code Enforcement – Housing Department is the only department with an automated information system in place to manage inspectional services.** The Housing Department has developed an in-house information management system to manage its inspectional services. Key elements of this system include:
 - Ability to submit requests for inspection online;
 - Ability to assign inspections to inspectors by geographic area (e.g., zones);
 - Allows for some limited inspection results and report entry in the field through the use of PDAs.
 - Ability to track dates associated with inspection requests (e.g., date opened, closed, last action, etc.)
 - Monitor workload by inspector and / or zone (e.g., number of inspections scheduled, number performed, outstanding inspections, etc.)
- **While the Code Enforcement – Housing Department has an automated information system, there are some limitations to the system.** This system is cumbersome with respect to the extraction of data. While there are some canned reports managers can use to monitor workload and status, the ability of managers to customize reports, aggregate data and establish and track actual performance against targets is limited. For example, the project team requested summary reports that showed average turnaround times from request to inspection, length of open cases, number of inspections, etc., which were not available or easily generated. Additionally, this database is operating in a silo- only the Code Enforcement – Housing Department has access to the information and it is not linked to other information systems in the City (such as GIS).
- **Most departments rely on the Microsoft Office Suite to automate and streamline some functions.** The Fire Department utilizes Excel to track number of inspections, permits issued and revenue collected. The Health Department utilizes Excel to track permits issued. The Building Department utilizes Excel to track workload (e.g., number of inspections, revenue, etc.), Outlook to schedule inspections, and Word to issue reports, notices of violations, etc.

- **Mapper still serves as the warehouse of data for some departments.** The Building Department utilizes Mapper to document and issue permits. This includes documenting applications and relevant data. This information is also used to provide data to other departments, such as the Assessor's Office.
- **Many departments still have significant manual processes.** Several departments still utilize manual processes to document and track workload. For example,
 - The Fire Department uses a paper calendar to schedule requests for inspections. This is a cumbersome and confusing process: There is one book in which all inspection requests are scheduled. Therefore, only one person can schedule an inspection at a time. With over 8,000 inspections annually, this can present a challenge. Additionally, because the calendar is a paper document, cancellations and reschedules are removed by using white out and new appointments are written in over the white out. This creates a hard to read document.
 - The Health Department maintains paper case files for food establishments. This includes permit information, as well as copies of inspectional reports. Inspection reports are hardcopy, paper forms of the completed inspection.
 - The Building Department maintains case files of code enforcement cases. This includes documents regarding the initial complaint, inspection log, notices of noncompliance, etc. Re-inspection and active cases are placed in 'tickler' files at the discretion of the employee for monitoring and follow up. Additionally, inspection reports are completed manually.

The lack of a citywide automated permitting and inspections software program linked to the City's GIS and financial management systems has significant impacts on the efficiency and effectiveness of inspectional services. This includes the following impacts:

- **Limits the ability of managers to use data to manage operations.** Automated information systems allow for the centralized collection of data for system participants. Good automated information systems have reporting capabilities that allow managers to define performance targets and service levels and to measure actual performance and service levels against those targets.
- **Limits the ability of policy makers to make citywide decisions.** Because each department currently functions in silos with respect to data and that the data

available is often in hardcopy and would require significant investments of labor hours to review and analyze, the best information is not necessarily readily available decision makers. For example, data that are not readily available include productivity of staff, cost of providing services, effectiveness of inspectional programs, compliance rates closure rates, etc. Data would enable policymakers to make more informed, fact based decisions and would allow them to better measure and understand the impact of various alternatives on desired outcomes.

- **Does not promote and foster information sharing among departments.** There are a number of reasons departments benefit from sharing of information, including statutory requirement to enforce State laws and / or City ordinances, ability to identify issues impacting services, prevent issuance of permit /license / inspection approval for delinquent accounts; etc.
- **Limits the support provided to customers.** An automated information system would allow City departments to provide better and more efficient customer services. For example,
 - Provide information on the City’s website;
 - Ability to search for information on the City’s website;
 - Ability to submit requests for inspections over the internet;
 - Ability to schedule inspections utilizing an IVR (integrated voice recognition) system, which is linked to the permitting system, 24 hours a day / 7 days per week;
 - Ability to submit permit applications over the internet;
 - Ability to pay fines and fees over the internet; and etc.
- **Impacts productivity of inspectional services staff.** Automated information systems can promote efficiency and effective business practices by streamlining processes, reducing duplicative data collection and entry efforts, produce reports, letters, etc.

(1.1) The City Should Acquire an Automated Permitting Software System.

Permitting software has changed the way communities do business, speeding the permit process for the people most involved – applicants, contractors, neighborhoods, and staff - and providing better and more timely information to decision-

makers, managers, and staff throughout city hall and the communities.

Initiated by a few pioneering jurisdictions in the early 1980s, permitting software has become mainstream. Software vendors offer a variety of permitting software and systems that can be tailored to a jurisdiction's needs. Many can be integrated into larger, citywide information technology systems such as ArclInfo. Progressive local governments have adopted permitting software.

Regardless of the catalyst for change, permitting software can provide a broad range of benefits, including:

- Standardized building site and parcel information;
- Improved record keeping and reliable archiving of permitting activities;
- Enhanced communication between customer and staff that produces higher quality plan submissions and reviews, permit applications, and customer service;
- Defined workflow and project tracking that results in more timely review of plans and permits;
- Higher quality inspections (since the inspectors can readily retrieve conditions of approval associated with discretionary permits) with better scheduling and improved reporting;
- More efficient use of staff time and less duplication of effort;
- Better internal management tools for gauging permitting efficiency and service levels and spotting problems;
- Improved financial tracking of permitting, plan review, and inspection fees; and
- Flexible reporting capabilities that document the volume of work completed and the revenue generated by the departments/divisions involved in the permit, plan check, inspection, and code enforcement process.

However, the investment that a city makes in permitting software can only be worthwhile if the software itself is effectively utilized.

The automated permit information system should be designed to serve all of the

City's staff and outside agencies involved in the City's permitting process. This includes:

- Planning Department;
- Public Works Department;

- Code Enforcement;

- Fire Department;

- Health and Human Services Department.

(1.2) Utilize the Permit Software to Manage the Permit Process.

Complex permits should be routed to several individuals at various divisions and departments in Springfield to provide the applicant with full and comprehensive feedback regarding conditions of approval and to provide a "one stop shop" for the applicant. Automating the permit process means that the permit will not sit on a desk too long or get misplaced as it is being reviewed.

Workflow within permitting software would allow the City of Springfield to automate its routing processes among the various divisions and departments. For example, when Planning receives a permit application, these tools automatically route the application to the next functional unit such as the Conservation Commission. Workflow tools can route documents either in serial or parallel sequence to eliminate float time, (the time it takes to transfer the document between divisions/departments), automatically notifies divisions/departments of pending work, and automatically makes decisions based on established business rules.

Workflow tools can also support communication between the Springfield and the architect, contractor, or permit applicant. For example, a construction professional applies for a permit and waits for the results. Traditionally, they cannot begin to resolve problems until the permit application has made its rounds. With an integrated workflow,

the construction professional learns about a problem when it is identified by each division or department and can begin to resolve the issue immediately. Through the use of automated routing and standard data exchange formats, construction professionals and Springfield can integrate their processes and exchange project-related information in real-time, over the Internet. (There is some risk to the applicant in responding to these corrections piecemeal; corrections could potentially conflict with each other. The consolidation of these corrections was an element of previous improvements. But this was a service that some customers identified as desirable in the focus groups.)

In utilizing workflow aspect of the permitting software for the permit, plan check, and inspection process, the City would take the steps identified below:

- Identify workflow coordinators for the various processes such as building permit plan check in Code Enforcement, discretionary permit plan check in Planning, etc. and utilize this group to coordinate the installation of workflow and represent their division or department;
- Utilize the group to define workflow details including mapping the permit, plan check, and inspection process;
- Managers for the permit, plan check, and inspection process should define timelines for the various permits; and
- Test the workflow.

Workflow aspects of the permitting software automate the routing of permits and enable the City to manage the process based upon procedures established by the City. It can record personnel assignments and monitor turnaround time. Tracking software follows the project from the initial application to the certificate of occupancy and records when project documents entered the system, how long they took to be processed, and their current standing. Workflow software links the project to the history of the property held in the database.

(1.3) All of the Departments Involved in the Issuance of Permits Tied to an Address or Parcel Number Should Utilize the Permitting Software to Meet All of Their Permit Requirements.

The City will make an important investment in permitting software. The permitting software will be capable of a broad range of tasks including the following:

- Plan review tracking;
- Permitting including the issuance and tracking of permits;
- Inspections scheduling and tracking;
- Workflow management;
- Fee calculation and collection;
- Customer communications through web-based customer services;
- Telephone-based voice response services; and
- Inter- and intra-departmental communication and management.

All of the divisions and departments that issue substantive numbers of permits on behalf of the City that are tied to a property address or assessor parcel number divisions need to utilize the permitting system for all aspects of the permit, plan check, and inspection process.

(1.4) Plan Check and Permit Annotations, Corrections, and Comments Should Be Stored in the Permitting Software Database.

Once permits are plan checked, annotations and comments can be added to the permitting software, shared among the review team, and forwarded to the applicant. This is an essential element of permitting software: to facilitate collaboration, integration, and cooperation among staff, applicants, architects, and the neighborhoods. Use of the permitting software for these annotations and comments provides the potential for 24/7 access to staff, applicants, architects, and the neighborhoods.

(1.5) Staff Reports and Application Plans Should Be Stored in the Permit Software Database.

Document management tools within permitting software offer the capacity to transform paper documents into digital documents and files, allowing staff to store, manage, and access documents and applicants and the public to access these documents using a standard interface. Using these document management tools, any information associated with the permit process is digital and indexed to the permit application. In addition to the electronic documents that can be stored in permitting software, hard copy documents, photos and drawings can be scanned and converted to digital files. Cities are beginning to integrate document management tools into their permit processes because this technology improves the linkages between related information and provides a single point of access to multiple sources of permit information.

The City should use a number of approaches to accomplish this goal. These approaches are presented in the paragraphs below.

- **All documents created by staff regarding permits, plan checks, and inspections should be archived in the permitting software so that they can be stored and located more easily and efficiently.** The permitting software will have the capacity to store electronic documents (such as those created by Microsoft Word or Excel), legacy documents imaged or scanned from paper or microfiche, and documents and images from databases. In addition, city staff can scan non-electronic documents to add them to the document management database.
- **The City should scan plans submitted to the City.** The City should accomplish this through a document imaging fee. This is not an uncommon approach. Other cities and counties have already taken this step.
- **Plans that are scanned should be archived in the permitting software database.** All plans should be labeled and archived for future reference. There are a number of public agencies that are not only archiving these architectural plans, but also receiving these plans from applicants over the Internet.

(1.6) Applicants Should Be Provided with the Ability to Obtain Simple Permits On-Line Using the Permitting Software.

Permits that do not require a plan check, such as single trade permits, often known as over-the-counter permits, are well suited to online permit processing, as well as some permits issued by other City departments. Similar to e-commerce transactions, such as buying products from a Web site, this activity involves credit card processing and the printing of a permit. On-line processing of permit applications can be as basic as automating only the front-end information collection process or as complete as full automation of the entire over-the-counter permit transaction.

At their own personal computer, applicants can apply for a building permit, schedule an inspection, and print the permit and receipt. Credit card payments are secured through the use of encryption technology. Applicants can setup their access so that basic information does not need to be re-entered for multiple transactions.

Permitting software provides the capacity for applicants to complete a permit application via the Internet. Applicants complete online forms and hit a “send” button to transmit the application to the City’s permit database. The permitting software processes, reviews, approves, and stores completed permits. The permit system then generates a permit for the applicant. Applicants can pay for permits using a credit card.

There are a number of public agencies throughout the United States that are using this capacity within permitting software. These cities range from Albany, Oregon to Miami-Dade County, Florida to Alameda, California.

The City should implement this feature within the permitting software for simple building permits including the full automation of the entire over-the-counter permit

transaction. Initially, this would include only single trades permits such as plumbing, mechanical, and electrical permits. Longer-term, this should be expanded to other types of permits such as re-roof permits.

(11.7) The Public and Applicants Should Be Provided with Access to the Permitting Software Over the Internet.

Permitting software provides the capacity for the public and for applicants to access the permitting software through the Internet. This capacity would make information from the City's permit database accessible via the Internet by permit applicants, residents, and other interested parties. In this instance, the City's Web site would provide a search form where citizens enter a property address or permit number to receive current information on that permit, 24 hours a day, seven days a week, from any computer with Internet access. The City can control the amount of information that is accessible by the public and can limit the amount of users by incorporating password protection, if it chooses to do so.

This feature should be utilized to enable applicants to check the status of their permits. Giving applicants the ability to check the status online reduces telephone and walk-in traffic and allows applicants and city residents to review this information even when City Hall is closed.

It should also be utilized to enable citizens to review proposed projects online. By placing information about proposed developments on the Web, citizens have increased opportunity to participate in planning the City.

Overland Park, Kansas, for example, enables citizens to access development activity in their neighborhood through a marriage of their permitting software and geographical information system. The City's Web site contains "What's Happening In

My Neighborhood.” The site lets users enter their home address and desired search radius, to retrieve listings of all active Planning Commission cases, special event permits, building permits, and Public Works projects. Users can click on each case number for more detail from the permit system, and click further to send email and comments directly to the case planner for the permit application.

The cost of the system, in terms of software, installation assistance, and training, should approximate \$60,000, and \$15,000 in ongoing licensing costs.

Recommendation: The City should acquire an automated permit information system. The net fiscal impact of this recommendation is \$60,000 for the initial cost of the system, plus \$15,000 in ongoing licensing costs. This is a high priority recommendation and should take place prior to the implementation of any organizational changes.

(2) Inspectional Services Coordination

There are a number of areas in which the departments interact with respect to inspectional services. As it currently functions in the City, as departments receive requests for inspections they either: (a) complete an initial inspection or (b) refer the request to another department. At times, while they have completed an initial inspection, department either: (a) determine that another department is responsible for enforcing or regulating the issue or (b) identify a need for another department to become involved with property (e.g., non-working smoke detectors, zoning noncompliance, rodent infestation, etc.) Because City department do not share an automated information system, referrals are either sent to department via inter-departmental mail, or by fax or phone. There are a number of issues associated with this process:

- The time from an initial identification of additional inspectional services to receipt and action by second department can be a drawn out process.

- Because referrals are often sent hardcopy, the ability of departments to track referrals is limited (e.g., date sent, date received, action taken by department, resolution, etc.)
- There is no formal system for tracking referrals, which impacts the ability of departments to ensure they are addressing inspection requests and needs.
- The City has limited ability to determine citywide issues relating to inspectional needs. For example, the City cannot determine by geographical area (whether a neighborhood, street, specific property, etc.) has generated a certain level of activity among City departments (e.g., type of complaints / requests for inspections, police or emergency medical responses, etc.). In other words, given a lack of automated information sharing linked to parcel identification the City cannot identify trends that would allow the City to more proactively address issues impacting quality of life.

The City should designate a committee consisting of inspectional services functions, as well as representatives from public safety departments to monitor and identify trends by geographic area and to identify areas in which joint inspections and / or proactive inspections can positively impact neighborhoods. Key elements of this committee include:

- Representatives from several City departments, including Code Enforcement – Building Department, Code Enforcement – Housing Department, Fire (EMS) Department, Health and Human Services Department, and Police Department.
- The Code Enforcement – Building Department should lead the committee.
- Once the City acquires and implements a permitting software system, data should be analyzed and standard reports developed to determine:
 - Requests for inspections by volume by geographic area by complaint type;
 - Historical inspection volume;
 - Public safety calls for service and activities by geographic area;
 - Outstanding violations and open cases;
 - Citizen initiated complaints by volume, type and geographic area; and etc.

- The committee should determine areas in the City in which proactive and targeted enforcement activities should be focused to address high volume of complaints, high priority complaints, etc.
- Additionally, the committee should be used to implement the automated permitting information system, as this system will better enable the committee for function and would allow key members to help in the design of standard reports to be utilized for enforcement activities.

Recommendation: The City should establish Code Enforcement Coordinating Committee to identify citywide trends with respect to complaints, request for services and increased demands on public safety services. This committee should analyze data to determine inter-departmental proactive and targeted enforcement activities to address quality of life and code enforcement issues.

(3) Revenue Collection and Enhancement

There are a number of issues with respect to the City's revenue collection on inspectional services. The points, which follow, provide a discussion of revenue for inspectional services.

- All departments charge fees for some inspections, including:
 - Building Department: permit related inspections;
 - Housing Department: fees for conducting housing inspections for subsidized housing programs (e.g. Housing Authority, Section 8, etc.)
 - Fire Department: for fees relating to issuance of (most) permits; and
 - Health Department: permit fees, which include inspections.
- Departments provide inspections for which fees are not charged. For example, Code Enforcement – Building and Housing Departments do not charge fees based on complaints (e.g., quality of life, zoning compliance, etc.) Similarly, the Health Department does not charges fees to conduct inspections relating to complaints of food establishments.
- Departments have the ability to assess fines for noncompliance. However, the assessment of fines is discretionary (i.e., most departments have not developed a formal policy for assessing fines; rather most departments embrace a philosophy of voluntary compliance and will determine when to assess fines on a case-by-case basis).

(3.1) Inspectional Services Departments Should Implement a Number of Best Practices With Respect to Fees.

It is important to note that it is not a best practice to impose fees for inspection that would negatively impact life safety issues (e.g., non-functioning smoke detectors, structurally unsound buildings, etc.) With that said, there are a number of best practices associated with the assessment of fees, which inspectional services departments should implement, including:

- A cost recovery philosophy has been established.
- The actual costs of providing the service are developed to assist policy makers in determining whether to charge full cost or less than full cost for the service.
- The City regularly reviews fees charged to determine the actual cost of providing services and the actual cost recovery of the fees.
- Fees are charged in accordance with the most current department fee schedules, as approved by the City Council or other appropriate entity.
- Each person responsible for charging the fee is provided with the most current fee schedule and there is a person designated to periodically review the fees being charged to verify that they agree with the most current fees and are consistently applied.
- Computer software programs that calculate fees are reviewed periodically to ensure that they are in agreement with the most current fee schedule.
- Current fee schedules are posted in a public area and on the City's website.
- Fees are reviewed annual. Changes in costs of services are calculated and fees are updated to reflect changes in costs. Fees are revised and approved by the City Council annually.

Recommendation: The Inspectional Services Departments should implement a number of best practices with respect to fees and revenue collection.

(3.2) The Code Enforcement – Housing Department Should Create a Proactive Inspectional Unit That Is Supported by Fees.

As noted, the City of Springfield has several departments providing inspectional services to the City. This includes the following:

- **Building Department – Code Enforcement.** This Department is responsible for inspecting new construction and / or development related construction for compliance with State and local codes and ordinances. Additionally, this Department receives requests for inspection of issues relating to enforcement of the City's Zoning Ordinance, as well as blighted and vacant properties.
- **Housing Department – Code Enforcement.** This Department is responsible for inspecting residential properties in the City with respect to compliance to the State Sanitary Code, as well as enforcement of quality of life issues (e.g., litter, cars parked on lawns, etc.) This Department primarily provides reactive inspectional services (i.e., responds to complaints and requests for inspections by residents in the City).
- **Health Department.** The Environmental Health Division of the Health Department is responsible for conducting inspections of food service establishments, as well as swimming pools, etc.
- **Fire Department.** The Fire Prevention Division of the Fire Department is responsible for conducting inspections for Fire Department related permits, as well as smoke detectors, new construction, public assemblies, certificates of inspections, etc.

While there are four departments that provide a variety of inspectional services, there are circumstances in which each department could inspect a multi-family property, such as:

- Zoning violations, such as illegal rooming house, illegal third floor apartment, illegal use, etc.;
- Building safety issues, including illegal performance of work (e.g., plumbing, electrical, etc.), blighted property, structural issues, etc.;
- Violations of the State Sanitary Code, such as unsafe facility, non-functioning smoke detectors, no heat or hot water;
- Complaints regarding quality of life / code enforcement, including litter, vegetation overgrowth, improperly parked vehicles, unregistered vehicles, etc.

- In response to referrals from other City agencies for inspections, including functioning and appropriate location / number of smoke detectors, etc.

The City of Springfield has several inspectional services functions that could provide reactive inspectional services of multi-family housing throughout the City.

Other cities in the State have chosen to initiate a proactive inspection program for multi-family residential units. Examples of these cities and their programs are cities below.

- **Boston.** The ordinance (CBC 9-1.3) was first adopted in 1984 by the Boston City Council and amended in 1995 and 2003. CBC 9-1.3 requires that rental housing units be inspected for compliance with Commonwealth of Massachusetts State Sanitary Code, whenever they are being re-rented to new occupant(s). Rental housing owners can request a 5-year exemption from turnover requirements. Such exemption requests may be granted based on a review of the Owners property management history, as well as the past and current management and upkeep of the property. The fees for the program are \$50 per unit for 1-3 unit dwellings, and \$75 per unit for 4 units and above dwellings.
- **Merrimac.** Merrimac requires that no dwelling unit or rooming unit shall be occupied without a valid Certificate of Compliance. This is accomplished by an inspection of the unit, after it is vacated by a tenant, to verify that the unit meets the applicable State Sanitary Codes. The owner of the rental unit can apply for a variance from the regulations, but the variance can only be granted after a public hearing. The cost of each compliance inspection is \$40.
- **Barnstable.** Anyone who rents or offers to rent a dwelling unit or rooming unit, regardless of whether the unit is offered for year-round, seasonal, weekly, or as a daily rental is required to register the rental unit(s) with the Town on an annual basis. The fee is \$40 per application and \$10 per unit for any dwelling with two or more units on the property. Upon application for the registration, there will be an inspection of the rental unit(s).
- **Gloucester.** Gloucester requires that each rental unit be inspected every two years when the tenant changes, or every six years if the tenant remains the same. The fee is \$90 per apartment or rental unit.

There are clearly a number of examples within Massachusetts in which a town or a city have chosen to initiate a proactive inspection program for multi-family residential units to assure these units meet the State Sanitary Code.

A challenge faced by cities and town, such as those cited previously, is maintaining the quality of the housing stock of multi-family residential properties, particularly in communities in which multi-family residential properties are used for investments and property owners reside outside of the community with little to no ties to the neighborhood, the community and the day-to-day requirements of tenants and property management. Some communities, such as those cited previously, with large numbers of multi-family units have developed proactive inspection programs to address the maintenance and upkeep of these properties.

Key elements included in these proactive inspection programs are presented below.

- Proactive inspections of multi-family and rental units in the City. These inspections could be tied to the turnover of the unit, the termination of occupancy by a tenant, or could be based upon a cycle of conducting random inspection of a sample of these units (<10%) on a three to four year cycle.
- A fee supported program, which required property owners to pay a per unit fee for these inspections.
- The ability to identify failure to meet State Sanitary Code requirements early and frequently to prevent deterioration of quality of life issues and housing stock.
- The Ability to decrease the volume and frequency of reactive requests, over time, for inspection by requiring ongoing, annual inspections and enforcement of codes.

The experience of one city that initiated an inspection program was that 85% of the residential units failed to meet property maintenance standards upon the initial

inspection, but that 77% of the 85% met standards upon a re-inspection within 30 calendar days. However, this city’s housing stock is younger than that of Springfield.

The project team collected data from the City regarding the number of multi-family units in the City. The table, which follows, presents the distribution of housing units in the City of Springfield.

Type of Residential Property	Number of Properties	% of Total
SFH	27,585	75.9%
2 to 4 Units	8,232	22.7%
5 to 19 Units	351	1.0%
20+ Units	172	0.5%
Total	36,340	100.0%

As the table indicates, multi-family residential properties account for 24% of the City’s housing stock.

The project team recommends the City establish a proactive multi-family residential inspection program. The recommended content of that program is presented below.

- Code enforcement inspectors from the Building Code Enforcement Department should be responsible for the enforcement of the State Sanitary Code and local ordinances.
- Initially, this program should focus on those multi-family residential properties with five (5) or more units.
- Proactive inspections would be conducted of multi-family residential properties on a four - year cycle.
- Well-maintained residential rental units with no existing violations of state sanitary codes should be eligible to participate in the self-certification program. Eligibility should require that the property owner or management of the property conduct inspections of all rental units and certify that conditions achieve the interior and exterior standards adopted by the City. The Building Code Enforcement Department should inspect approximately 10% of the residential rental units that self-certify to verify compliance.
- Those properties that meet these standards based upon their self-certification and compliance checks by the Code Enforcement Section, should be removed

from the inspection program for a period of four years. These should include exemption from annual fees with the exception of the application fee for self-certification.

- The code enforcement inspectors should inspect for exterior and interior conditions. Interior conditions should be inspected through a sample of not less than 10% of the apartments. If violations are found in the sample, the extent of apartments that are inspected would likely need to be increased.
- The Building Code Enforcement Department should develop, in consultation with the City's apartment owners, maintenance standards for exterior and interior conditions. These standards should be published to the City's web site.
- The Building Code Enforcement Department should provide a minimum of twenty-one (21) calendar days notice of inspection to the apartment owner or property manager. The Department should work with the Fire Department to coordinate the inspections of the residential units with the Fire Department's inspection of common areas to mitigate the impact on the apartment owner or property manager.
- Subsidized residential rental units should be exempt from this program when annually inspected by another government agency or entity.
- Whenever a violation is found, a Notice of Violation should be issued and an Order to Repair. The notice should be in writing and describe in reasonable detail the violation. The notice should provide a reasonable amount of time to correct the violation.
- The Building Code Enforcement Department should charge an annual fee for those residential units with five or more units that do not self-certify and prove, by inspection by the Code Enforcement Section, to meet the maintenance standards developed by the City. Those residential units with five or more units that have self-certified should be exempt from this fee, with the exception of a self-certification application processing fee. The application would be required once every four years.

The project team estimated a cost for this program. The project team assumed the midpoint number of units to estimate the total number of units (e.g., for 2 – 4 Units, the project team assumed a midpoint of 3 units each for the total of 8,232 properties). The tables, which follows, presents the costs calculations for three alternatives: proactive inspections of (1) all multi-family properties and (2) five or more units and (3)

twenty or more units. It should be noted that further costs analysis should be done based on the actual total number of units – as mentioned above, the project team estimated number of actual apartment units.

The table, which follows, presents a summary of the workload associated with a multi-family residential inspections program by category of multi-family and the calculation of net availability per fulltime equivalent.

Type of Properties	Assumption of No. of Units Per Property	Number of Properties	Total No. of Units
2 to 4 Units	3	8,232	24,696
5 to 19 Units	12	351	4,212
20+ Units	20	172	3,440
Total Number of Units to be Inspected			32,348
Average Number of Inspections per Day			16
Total Number of Staff Days Required for a 4-year cycle			505
Staff Availability			
Gross Annual Work Hours			1,950
Holidays			83
Vacation			75
Sick Leave			75
Training			38
Administrative Time (e.g., Office Hours, Meetings, etc.)			224
Net Availability			1,456
Hours per Day			7.5
Net Available Work Days			194.1

The table, which follows, presents, by alternative, the number of full-time equivalents required for each scenario.

	(1) All Multi-Families*	(2) 5 or More Units*	(3) 20 or More Units*
Total No. of Units	32,348	7,652	3,440
Total No. of Units To be Inspected On a 4-Year Cycle	8,087	1,913	860
Average Number of Inspections Per Day	7	7	7
Total Number of Staff Days Required	1,155.29	273.29	122.86
Total Number of Net Available Work Days	194.1	194.1	194.1
Number of FTEs Required	5.95	1.41	0.63

The project team recommends that the City initiate the inspection of multi-family residential properties with five or more units. The resources required to initiate this program are presented below.

- The City would need to authorize an additional two (2) Building Inspectors. The estimated annual cost for these two positions would approximate \$104,000.
- Each Building Inspector would require a compact sedan, a cell phone, and operating supplies. The estimated one-time capital outlay cost for two compact sedans would approximate \$30,000. The annual operating costs for this building Inspector, including replacement charges for the two compact sedans, would approximate \$7,500 annually per Inspector

The table, below, presents the cost for this program per property for each of the two alternatives: those properties with five or more units, and those properties with twenty or more units.

Item	5 or More Units	20 or More Units
Salary and Benefits	\$104,000	\$52,000
Operating and Maintenance	\$15,000	\$7,500
Total Annual Costs	\$119,000	\$59,500
Total Number of Properties	351	172
Cost per Property per Year	\$339.03	\$345.93

Recommendation: The City should implement a proactive multi-family residential inspection program.

3. ANALYSIS OF ORGANIZATION AND MANAGEMENT

The project team reviewed the plan of organization for the inspectional services in the City of Springfield. The sections, which follow, present a discussion of the current plan of organization, as well as recommendations to streamline the organization of inspectional services.

(1) Review of Current Organization

As discussed in this report, there are four primary inspectional services functions in the City of Springfield. Those include the following departments:

- Code Enforcement – Building Department
- Code Enforcement – Housing Department
- Fire Department (Fire Prevention Division)
- Health and Human Services Department (Environmental Health Division).

The table, which follows, presents a summary of the core inspectional responsibilities of each function.

Type of Inspection	Building	Housing	Fire	Health
Building/Construction Code Compliance	Yes, responsible for ensuring development adheres to Building Codes.	No	No	No
Local Ordinance Enforcement	Yes, responsible for enforcing zoning ordinance and some quality of life issues.	Yes, responsible for enforcing local ordinances addressing quality of life issues.	Yes, pertaining to Fire.	Yes, pertaining to health.
Blight Programs	Yes, pertaining to zoning ordinance, structurally unsound buildings and vacant properties.	Yes, the extent to which the Department can identify and record funds for demolition of blighted or vacant buildings.	Yes, works with the Building Department to identify structural unsound buildings resulting from structure fires.	No
Multi-Unit Residential inspections	Yes, only as it relates to development / construction.	Yes, based on requests for services. However, individual units and not a comprehensive program	No	No

Type of Inspection	Building	Housing	Fire	Health
Smoke Alarms	No	Yes, typically receives initial complaints.	Yes, receives referrals from Housing, as well as inspects smoke detectors at sales, as well as relating to construction.	No
Fire Safety Compliance	No	No	Yes	No
Occupancy	Yes	No	Yes	Yes
Annual Business Inspections	Yes (annual certificate of inspection)	No	Yes	Yes
Food Establishments	Yes, only as it relates to development	No	Yes, as it relates to development and fire life safety issues.	Yes, enforces State Sanitary Code.
Rodent/Bug Infestation	No	Yes, will sometimes receive initial complaint.	No	Yes

(2) The Project Team Evaluated the Current Plan of Organization.

In evaluating the plan of organization for the inspectional services functions in the City of Springfield, the Matrix Consulting Group utilized a number of principles for organizational structure. These principles are presented in the paragraphs below.

- **The inspectional services functions are organized on a ‘form follows function’ basis with a clear, distinct and comprehensive sense of purpose or mission for each functional area.** Functions should be grouped consistent with their periodic interaction, common information systems, delivery of services which are linked in some way, etc., resulting in functional cohesion.
- **The organizational structure fosters accountability.** The organizational structure should foster accountability among departments and their management and supervisory staff. While this criteria needs to consider the performance management systems utilized, the organizational structure itself can facilitate or impede the performance of an organization through various means including excessive fragmentation, inconsistency among functional units, etc.

- **The plan of organization enhances communication and coordination.** The number of handoffs/exchanges required among different divisions/departments providing service to the public should be minimized. The structure should enhance shared knowledge and understanding among divisions and departments. The channels of communication should be clear and consistent.
- **Staff resources are utilized efficiently.** The plan of organization should minimize administrative overhead. Workload should be distributed/shared to maximize the productivity of staff through peaks and valleys and offer cross-functional capabilities (e.g., to balance workload of staff across current planning and long-range planning). Processes should be standardized to enhance the efficiency and customer responsiveness of services (e.g., the permit, plan check, inspection, and code enforcement processes).
- **The potential of human capital is enabled.** The plan of organization should enhance career development opportunities, training and recruitment and retention.
- **The quality and responsiveness of services provided to customers is improved.** The plan of organization should enable staff to provide better service to the public in terms of cycle times, user friendliness, performance management, quality control, and consistency in the application of policies and procedures. Customers are the hub – with the organization designed around them.
- **Each function that provides inspectional services has been placed at a level in accordance with its importance in achieving city-wide goals.** Departments or divisions have not been placed too high in the organizational structure or too low, relative to their importance.
- **The span of control for any manager or supervisor does not exceed the number which can be feasibly and effectively supervised.** The trend is to widen span of control. In the last decade, the introduction of information technology has not only spurred the trend toward wider spans of control, but enabled these to put in place without impacting the services provided.
- **The number of layers of management does not result in a tall, narrow configuration.** Organizations with many layers are associated with centralized decision-making. Flatter organizations tend to have decentralized decision-making, as authority for making decisions is given to the front line employees.

Each of these broader principles was considered in the development of the recommendations that follow.

The table, which follows, presents a discussion of the advantages and

disadvantages of the current plan of organization for inspectional services.

Summary of Advantages	Summary of Disadvantages
<ul style="list-style-type: none"> • Inspectional services are decentralized providing for mission focused inspectional services in each of the functions. • Because of focused inspectional responsibilities, staff received appropriate training (formal and on-the-job) to keep skills current. • Focused inspection responsibilities allows departments to become 'experts' in services provided and allows departments to set priorities that directly impact outcomes and services. • For the most part, staffing and organization in each of the functions is adequate. • Overall, spans of control fall within appropriate benchmarks. 	<ul style="list-style-type: none"> • Decentralized of inspectional services presents several challenges: <ul style="list-style-type: none"> – There are some grey areas of responsibilities, such as rodent infestation, smoke detector complaints (e.g., Housing performs initial inspection with Fire performing follow-up inspections), quality of life inspections, etc. – Departments are operating in silos with little inter-departmental coordination of inspections. – Does not present clear inspectional responsibilities to public (e.g., know which department to report complaint, etc.) • Decentralized of some inspectional services, given their narrow focus, required skill levels, and training, makes sense, such as Fire Inspections and Environmental Health Inspections. • There is limited formal data sharing. This is in part due to a lack of a comprehensive automated information system.

A review of the current organization of inspectional services illustrates that there are a number of advantages and disadvantages. With that said, the project team recommends a number of changes to the citywide organization of inspectional services, including the following:

- The Springfield Fire Department should maintain its current fire inspection program. The organization and scope of services and responsibilities should remain the same for the Fire Prevention Division as it relates to inspectional services.
- Additionally, the Health and Human Services Department should continue to maintain responsibility for the issuance of permits and related inspections. The organization and scope of services should remain the same.
- The Code Enforcement – Building Department and Code Enforcement – Housing Department should evaluate merging inspectional programs after the acquisition and implementation of an automated permitting information system. Prior to evaluating re-organization, the departments along with the Chief Development Officer should review inspectional services program performance (e.g.,

responsiveness to reactive workload, case management of zoning enforcement complaints, timeliness from complaint to issuance of fines, proactive workload and inspectional levels, etc.) If the technological solutions have not lead to improvements in services and the management of those services, the key participants should re-evaluate the plan of organization for Code Enforcement inspections, including:

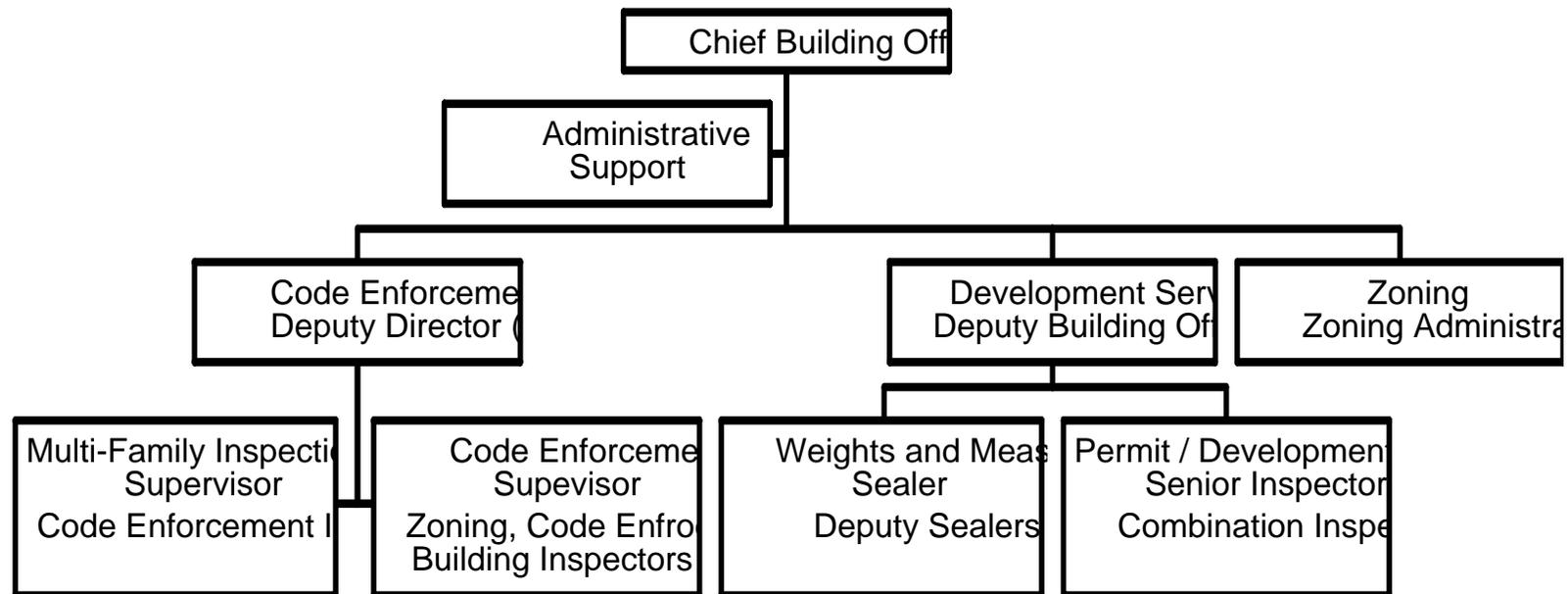
- Transfer of all Code Enforcement and clerical support staff from the Housing Department to the Building Department.
- As discussed, create a multi-family proactive inspectional unit. This should be organized in the Building Department.
- Fill the Deputy Director position in the Building Department.
- Merge Zoning Inspectors and Building Inspectors responsible for complaints, blight program, etc. into a unit with the Housing Code Enforcement Inspectors.

The plan of organization for the Code Enforcement – Building Department is presented on the page which follows.

It should be noted that there are a number of recommendations contained in this report that impact the overall organization and operations of inspectional services in the four departments. Most significantly is the recommendation to acquire and implement an automated permitting system. With that said, given the various functions performed in each of the key departments, as well as an immediate need to automate functions, the project team recommends the acquisition and installation of an automated permitting system prior to any re-organization of inspectional services functions (e.g., the transferring of housing inspectional functions to the Building Department).

**Current Organization of the
Code Enforcement - Building Department**

City of Springfield, Massachusetts



Recommendation: The Code Enforcement- Building Department and the Code Enforcement- Housing Department should merge inspectional functions under the Code Enforcement – Building Department. Prior to merging inspectional programs, the City of Springfield should acquire and implemented an automated permitting system.