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Code Compliance Division – Out of Compliance

It's not easy, but it shouldn't be impossible

Summary

The Code Compliance Division of the Santa Cruz County Planning Department is responsible for investigating homeowners and businesses including those operating short-term rentals who may not be following applicable county codes. In response to a citizen complaint about potential conflict of interest and overreach by the department, this investigation found that the Code Compliance Division, while earnest and well meaning in carrying out their mission, was extremely short staffed, had an enormous backlog of cases, and lacked basic professional organizational procedures, practices, and policies. Because of these issues the employees are unable to carry out their work in a timely and consistent manner and are less accountable for their work. This causes mistrust from the public, inconsistencies in their work, and an inability to analyze and identify areas for improvement. It is the position of the Grand Jury that the department should run transparently, productively and efficiently.

This report highlights the areas where the department is especially lacking: documentation, procedures and policies, employee training and education, and quality assurance. In addition, the report identifies problematic issues of the Planning Department as a whole that impact the Code Compliance Division's performance.

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Background

The Santa Cruz County Civil Grand Jury received a complaint from a citizen concerning a possible conflict of interest issue and overreach by a Code Compliance Investigator (CCI) from the Planning Department. In the course of investigating this complaint the Jury found a number of issues that were problematic.

The Code Compliance Division (CCD) is responsible for the investigation and enforcement of situations involving building, environmental, and zoning violations, including work without permits, as well as enforcing regulations of the vacation and hosted rental ordinances. In addition, the division offers staff and administrative support for Neglected Property and Dangerous Building/Site Abatement Programs. The division also works closely with the Cannabis Licensing Office where illegal cultivation or manufacturing includes violations of building or zoning regulations in addition to violations of the cannabis ordinance. [1] The department currently is staffed by four Code Compliance Investigators (CCI) and one Technical Assistant (Tech), and is managed by a supervisor who currently oversees two divisions. [2]

These departments generally operate in response to citizen complaints of alleged code violations or from referrals from other public agencies, but at times investigations are initiated by department staff for issues such as unpermitted construction underway, situations of life-safety hazards, or severe nuisance activities. Cases are investigated and if appropriate, administrative citations and warning and/or violation notices are issued. Double fees are sometimes assigned to permits resulting from "Stop Work" and code compliance cases. These actions may be followed by additional legal sanctions, such as recordation, fines, or civil penalties. The overall objective of the code enforcement process is to motivate the property owner to discontinue the illegal use or activity and/or to obtain the required permits.^[1]

In 2021, in an effort to improve customer service, streamline project management, and achieve county goals in attainable housing, reliable transportation, and sustainable environment, the Santa Cruz County Board of Supervisors (BOS) directed the the departments of Public Works and Planning to integrate into a single department named the Community Development and Infrastructure Department Management. [3] [4] The Code Compliance Division of the Planning Department is housed within this new framework.

A perception that Code Compliance Investigators overstep their authority led this Grand Jury to conduct an investigation into the Code Enforcement Division. ^[5] The objective of this investigation was to determine if the problems were pervasive, if there were systemic issues that might be exacerbating the perception, and if there were solutions that could mitigate the issues. ^[6] ^[7]

Scope and Methodology

The Jury interviewed managers, supervisors, and staff from the County Planning Department Code Compliance Division, resident clients involved with the Planning Department, and land use consultants who assist resident clients and developers in their interactions with the Planning Department. In addition the Jury interviewed a member of the Santa Cruz County Board of Supervisors.

The Grand Jury sought answers to the following questions:

- What are the county policies on investigations, how they are conducted, when they are needed, and how they engage with residents?
- Does the department perform background research to understand an issue, review previous permits, and validate a complaint before they respond?
- Does the department have effective data management so they can locate previous approvals and complaints to inform their responses?
- How does the department track, monitor, and respond to complaints about inspections?
- Who provides quality control? What are the quality control standards?
- Do residents have an opportunity to question inspections and receive a timely response?
- How does the department handle potential conflicts of interest and monitor and enforce the policy?
- Are staff adequately trained on appropriate inspections and their jurisdiction?
- Does the staff acknowledge their errors and adjust their interactions with residents accordingly? What are the policies and procedures for identifying errors?
- What is the department's standardization of process? Are answers to clients' questions from staff consistent?
- What is the scope of public complaints against the Planning Department, and how are they tracked?
- Is there Board of Supervisors oversight of the Planning Department?

The Grand Jury investigation began with a review of a document entitled "Responses to Public Comments Received at Winter 2010/2011 Community Forums and Focus Groups." [8] From November 2010 to February 2011, the Planning Department conducted several community forums and focus groups throughout the unincorporated area in order to provide an overview of the functions and services provided by the department; and to obtain public comments and input about any aspect of those services.

Additional Planning Department documents reviewed included:

- Policies and procedures regarding conflicts of interest.
- Policies and procedures regarding complaints and disputed decisions.
- Policies and procedures manual for the Code Compliance Division.
- Policies and procedures manual for the Planning Department.
- Code Compliance records of in-house training specific to job requirements and interactions with residents/clients.
- Organizational chart of the overall Planning Department.
- Records of complaints and resolutions for the past two years.
- "Applicants Bill of Rights."
- List of backlogged cases.
- Evaluation Performance Reviews.
- Personnel log of CCI education classes taken.

INVESTIGATION

Policies and Procedures

A properly written and maintained policies and procedures manual provides ease of access, cost effectiveness, responsiveness, and accountability. Policies and procedures are needed for a variety of purposes, including but not limited to, compliance with regulations, internal controls, operating requirements, risk management, and ongoing efficiencies. Effective policies and procedures are living documents that must grow and adapt with an organization. While the core elements may stay the same, the details should change according to industry standards, organizational needs, or legal requirements. This investigation found that the CCD and Planning Department do not have updated policies and procedures.

During review of policies and procedures manuals for the Planning Department and the CCD, the Jury found the documents to be largely undated, long out of date, or with no identifiable update history. In addition, there are policies in place that are not followed. Some examples of this include:

- 1. Phone calls and messages from the public are not returned within one business day. [12] [13] [14] [15]
- 2. A county resident reported to the Jury that they were directed by a Code Compliance Investigator to contact the County Assessor's Office to report unpaid taxes on a hot tub, which is contrary to policy.^[16]
- 3. Names of cardiopulmonary resuscitation (CPR) qualified staff members from 1995 who are no longer employed in the Department are listed in the policies and procedures manual.^[17]
- 4. A vaguely worded policy regarding conflicts of interest did not address personal relationship conflicts. [18] [19] Management and staff indicated that they were not aware of a policy regarding conflict of interest in the manuals, and stated, "the issue is handled with common sense". [20] [21]
- 5. There are no written policies or procedures for managing complaints from the public concerning the conduct of CCIs.^[22]
- 6. The Planning Department policies and procedures manual states that the manual is to be revised semiannually on the first Tuesday after April 30 and October 30.^[23] This is not being done and documented.
- 7. While the CCD has a rough outline for conducting investigations and an established flow chart in the three ring binder that serves as their policies and procedures manual (see Figure 1), the outline was last updated in 2010, the flow chart is undated, and there are no timelines specified for completing the work. [24] [25]

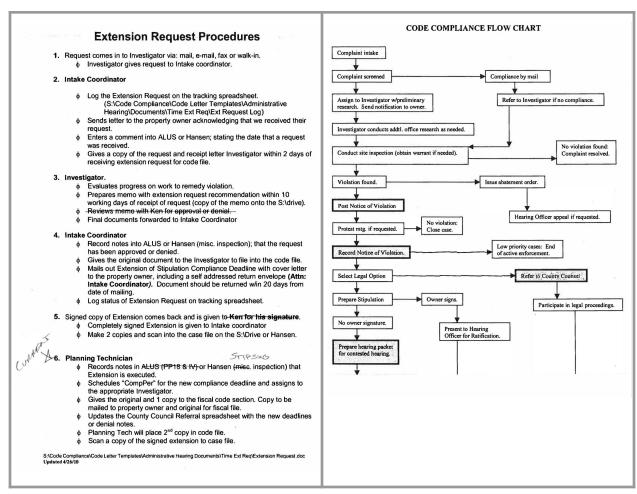


Figure 1. Pages 2 and 16 from the CCD Policy & Procedure Binder. [24] [25]

Record Keeping and Documentation

Multiple interviewees reported that it is unclear whether information shared with a resident at the desk is logged. Clients from the public can get different answers to their questions depending on which staff member they speak with. [26] [27] [28] In addition, residents and consultants report that unless they request something in writing, conversations with staff at the counter or on the phone have no value. [27] This leads to "answer shopping," misunderstandings, time delays, and added cost. [26] [29] An example of this is that one resident reported that they were told by a Planning Department staff member at the front desk that they did not need a permit for a fence they planned to build. They were later cited and fined for failure to get a permit. However, there was no record of the conversation so neither side had any evidence of what the conversation actually contained. [29]

Within the CCD, this investigation discovered that there is no requirement for CCI's to maintain a contact log for their interactions with the public. Each CCI maintains their own system of tracking calls and messages.^[30]

Staffing Down, Caseload Up

Staffing levels are problematic throughout the Santa Cruz County Government agencies. Overall Santa Cruz County staffing is down approximately 20 to 30 percent, or 500 employees in the past 10 years. [31] In the CCD, the staffing is down by 50 percent over the past 10 years. [32] The population served by the CCD is approximately 130,000. [33] Staff workload is impacted by the size of the population served. There are currently only four Code Compliance Investigators.

Interviewees reported that a lack of staffing is partly responsible for a backlog of unresolved cases. [34] There is a backlog of over 1,500 unresolved red tags that date back to 1980. [35] [36] The Grand Jury acknowledges that there are various and complex reasons for the backlog of cases, some of which are out of control of the CCIs. CCIs have an average of 75 to 80 active cases at this time. Phone calls from the public are often not returned within one business day, which is Planning Department policy. [37] [38] This seems to be the result of staff not having sufficient time due to their heavy workload. Interviewees reported that with the inability to fully staff, each CCI is doing the work of two to three people. [39]

Unfilled positions are also impacting the work of the CCD. For example, the department requires the support of a Tech. The former Tech has been promoted to a CCI position but cannot perform those duties until the Tech position is filled. ^[40] In addition, the team is currently unofficially supervised by a fellow CCI. ^[41] The department intends to officially promote him to supervisor pending a reclassification of the position, a long process. ^[42]

The addition of proactive investigations of the Short-Term Rental Program to the CCD caseload was ordered by the BOS in 2022. This took CCI's away from their regular investigations for several months. [34] [43] [44] Fortunately, the BOS authorized a new CCI position in March 2023 specifically for short term rental compliance which, once filled, should allow CCIs to focus on their regular investigations. [45]

Insufficient staffing levels prevent CCI's from being able to close old cases^[46]. An unfilled fiscal staff position and the current CCD staffing matrix does not account for time needed to clear backlogged cases.^{[32] [47]} With over 1,500 open cases, it would take one to two extra staff to resolve this backlog in a two year time frame.^[48] These old open cases represent properties that are not compliant in some manner. They could represent fire danger, health hazards, environmental hazards, misuse of property, property that might be used in a higher and better manner, and of course, uncollected civil penalties.

Staff Training & Development

Staff development and training is not mandatory in the CCD. A state organization, California Association Of Code Enforcement Officers (CACEO), provides a certification program and an annual seminar for code compliance investigators. Currently, all CCI's are CACEO certified, but the CCD does not require certification to do the job. Interviewees reported that initial training is mostly on-the-job. [49] In addition, there is no requirement for ongoing staff development of CCIs, and no documentation of employee staff development is maintained in staff files. [50] Moreover, the CCD does not currently conduct regular staff meetings, which would be a useful means of training and information sharing among investigators. [51]

Dearth of Performance Improvement & Quality Assurance

In 2023, the County adopted the Performance Measurement Initiative as part of the SCC Strategic Plan, which aims to guide county departments to be more accountable to the public through the use of data transparency, an important part of building trust with the community. And yet no apparent procedures or policies for quality assurance or performance improvement appear in the Planning Department and CCD policies and procedure manuals. Interviewees were not aware of a published CCD customer service policy or philosophy, nor a documented procedure for handling complaints about the CCD. One interviewee reported that there is a customer service survey, but it has not been utilized for quite awhile. In spite of reports from interviewees of dissatisfaction with the CCI's, only one formal complaint about the department was documented regarding the CCD for 2022. When asked if there was an internal system for tracking complaints about the CCD, the Grand Jury was told that those complaints were referred to the department manager who handled each of them individually. In Interviewees of the Interviewees of the Interviewees of Interviewees Interv

Collection of data concerning training and residents feedback could provide management with information for performance improvement. Because the CCD caseload is large, the department could also benefit from improvements to time management for which there is no system of collecting data.^[53]

Before the Board of Supervisors required the Code Compliance team to proactively investigate short-term rentals, it wasn't being done. ^[58] Upon completion of the mandated investigation the CCD found that 25 percent of the short-term rentals in operation were un-permitted. ^[59] If the CCD had processes for evaluating their own caseloads for trends and rising issues, they would be able to proactively address new problems.

Culture

Culture may be defined as "the set of shared attitudes, values, goals, and practices that characterize an institution or organization." An organization's culture represents its public image and reputation. People make assumptions about an organization based on their interactions within and outside of the organization.^[60]

The CCD shares the organizational culture of the Planning Department. For years, the culture has been noted for the slowness of the permitting process, for inconsistent

interpretation of code, and for its limited accessibility to the public. [8] [28] This investigation found that it is difficult to get access to planners even for consultants who have considerable history working with the Planning Department. [61] [62] Interviewees report general discontent with inconsistent interpretations of code, increased fees, and poor customer service. [8] [63] [64] Currently, the general information desk is only open to the public from 8 am to 12 pm, Monday through Thursday, and all appointments must be scheduled between 8 am and 11:30 am Monday through Thursday. [65] A current state dashboard reveals that long timeframes for permit processing continue up to the present. This status was confirmed by interviewees and prior Grand Juries. [66] [67] [68]

The Board of Supervisors directed the Planning Department to adopt an Applicants Rights Resolution (see Appendix A) in 1978 and revisited it in 2012. The resolution established policies to aggressively reform permit processing to make the process clearer and easier to understand. Although it was well intentioned, it has not had the desired result. In response to years of resident complaints about the "mountains of red tape," [69] the department in 2022 created the Unified Permit Center. The intended focus is on customer service, pre-application clearances, and real-time plan checking. Interviewees have not yet noticed improved access or consistent interpretation of codes. [3] [70] The effect of these issues is continued reluctance of the public to go through the permitting process creating a greater caseload for the CCD.

Conclusion

By enforcing violations of building and environmental codes, the CCD bears an important role in the health and safety of our county. This investigation found that the CCD employees work hard to carry out their mission in a professional manner. Unfortunately, the division suffers from chronic understaffing, inadequate management, and a lack of basic organizational practices and procedures. This report highlights the areas where it is especially lacking—documentation, procedures and policies, employee training and education, and quality assurance. Because the division is resolving violations of planning and building codes, they work within the larger culture of the Planning Department that is noted for its slowness, inaccessibility to the public, and inconsistent implementation, which makes the CCD's work even more challenging. As a result, the CCD has a huge backlog of unresolved violations, and public confidence in both the CCD and the Planning Department is low.

This Grand Jury recommends that the CCD division quickly increase staffing and improve processes to enable it to resolve the backlog of cases that represent potential community safety and environmental hazards, lost revenue, and county liability. In addition, the CCD needs to urgently overhaul its organizational procedures and practices to improve consistency and to increase transparency and accountability. Moreover, the Grand Jury recommends that the Planning Department increase its accessibility to the public and document all interactions with the public.

Findings

- **F1.** Understaffing over a long period of time in the Code Compliance Department means that Code Compliance Investigators are unable to complete cases in a timely manner, causing a huge backlog of cases some of which are up to 40 years old.
- **F2.** The Code Compliance Department and the Planning Department do not routinely revise and update their departmental procedures and policies, which leads to lack of accountability to the public and inconsistent implementation and interpretation of findings in investigations.
- **F3.** The Code Compliance Department of the Planning Department does not have quality assurance systems in place to evaluate their own performance and effectiveness, which contributes to lack of accountability and lack of credibility and public confidence.
- **F4.** At the present time the Planning Department has limited access for the public. It is frustrating to the public to be unable to readily communicate with the staff required to assist in dealings with building, planning, and code compliance matters.
- **F5.** There is a persistent public perception of inconsistent interpretation of code. The building and other various codes are complex and difficult to understand. When misinformation is communicated and portions of projects must be redone, it leads to time and money loss as well as frustration.
- **F6.** The Conflict of Interest policy does not include conflicts regarding family, friends, or prior relationships of a personal nature. This omission, and the optics in some situations, lead to misunderstanding and mistrust between the public and the Code Compliance Department as well as increasing the risk of liability to the County.
- **F7.** The Planning Department is by its nature supposed to be a customer-focused department, yet it operates in ways that discourage communications, undermining the public's trust in the department.

Recommendations

- **R1.** The Planning Department should fill vacant code compliance positions by the end of the calendar year 2023. (F1)
- **R2.** The Personnel Department should reclassify the job description and requirements for the Code Compliance Supervisor to allow the de-facto supervisor to become the department supervisor by the end of this calendar year 2023. (F1)
- **R3.** The Planning Department should, by the end of 2023, determine what steps and staff are needed to close out the backlog of code compliance cases within a two year time frame. (Consider including the County Auditing Department to assist with this process.) (F1)

- **R4.** The policies and procedures manuals for the Planning Department and Code Compliance Department should be completely reviewed, updated as prescribed in the policy and procedures manual, and digitized. Each section should be dated, and all future revisions should include date markings for any changes. This process should be completed by the end of 2023. (F2)
- **R5.** The Code Compliance Department should create a log system that ensures that all Planning Department and Code Compliance desk interactions, phone calls, emails, text messages, complaints, and any other interactions with the public are entered into a searchable database by the end of 2023. (F3)
- **R6.** Data regarding public complaints about Code Compliance Investigators actions should be discussed at staff meetings. Data collected by the log system should be reviewed by Code Compliance Department management no less than quarterly. This should be instituted by October 1, 2023. (F3)
- **R7.** The Code Compliance Department should institute monthly staff meetings by October 1, 2023. Meetings should include relevant educational materials, data regarding monthly activity, new challenges such as policy changes, and resolution of or issues regarding active complaints about the department. (F2)
- **R8.** The Code Compliance Department should formalize training and staff development requirements of Code Compliance Investigators through CACEO, use staff meetings to encourage cross training and continuing education, document staff development in employee files, and formalize it in the employee evaluation protocol by October 1, 2023. (F2)
- **R9.** The Planning Department should increase the hours that are open to the public and enforce their 24 hour policy of returning phone calls from the public by the end of 2023 (F4)
- **R10.** The Code Compliance Department should add recommended time frames for the Flow Chart described in the policy and procedure manual by the end of 2023. (F4)
- **R11.** Conflict of Interest policy should be rewritten to include relationships of a personal nature by the end of 2023. Use the counties of Mendocino and San Bernardino policies as a reference. (F6)
- **R12.** The Board of Supervisors and Community Development and Infrastructure Department Management should focus on the organizational culture within the planning department and refocus the culture in a way that fosters public trust. (F7)

Required Responses

Respondent	Findings	Recommendations	Respond Within/ Respond By
Santa Cruz County Board of Supervisors	F1 – F7	R1 – R12	90 Days September 21, 2023

Invited Responses

Respondent	Findings	Recommendations	Respond Within/ Respond By
Santa Cruz County Principal Planner	F1 – F7	R1 – R12	90 Days September 21, 2023
Santa Cruz County Director of Community Development and Infrastructure	F1 – F7	R1 – R12	90 Days September 21, 2023
Santa Cruz County Assistant Planning Director, Policy, Housing & Code Compliance	F1 – F7	R1 – R12	90 Days September 21, 2023
Santa Cruz County Code Compliance Investigator IV	F1 – F7	R1 – R12	90 Days September 21, 2023

Definitions

• BOS: Board of Supervisors

CC: Code Compliance

• CACEO: California Association Of Code Enforcement Officers

CCD: Code Compliance Division

• CCI: Code Compliance Investigator

• P&P: Policy and Procedure

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Appendix A - Applicant's Rights[71]



COUNTY OF SANTA CRUZ

PLANNING DEPARTMENT

701 OCEAN STREET, 4[™] FLOOR, SANTA CRUZ, CA 95060 (831) 454-2580 FAX: (831) 454-2131 TDD: (831) 454-2123

Applicant's Rights

Resolution Establishing County Policies for Permit Processing

WHEREAS, the people of the County of Santa Cruz Adopted by vote in 1978, a comprehensive growth management and environmental protection system; and

WHEREAS, the Board of Supervisors has implemented such a growth management system through a variety of ordinances, regulations, and policies; and

WHEREAS, the concepts of growth management and environmental protection continue to be critically important for and broadly supported by our community; and

WHEREAS, it is equally important that the permit processing system which, in part, implements growth management and environmental protection policies, be as broadly supported as the policies themselves; and

WHEREAS, the Board of Supervisors has undertaken an aggressive program of reforming the permit processing system of the Santa Cruz County Planning Department; and

WHEREAS, the permit processing reform effort has resulted in measurable improvements in the system; and

WHEREAS, more progress needs to be made concerning permit processing reform, and the Board of Supervisors is taking actions to achieve such progress; and

WHEREAS, an essential element of a meaningful permit processing reform effort is for the County to provide clear and helpful information to applicants for permits; and

WHEREAS, it is in the best interests of the people of the County of Santa Cruz to now set forth policies for the processing of permit applications by the County of Santa Cruz in a manner which will have the effect of upholding all of the policies of growth management and environmental protection, while, at the same time establishing a reliable set of permit processing guidelines;

NOW, THEREFORE, BE IT RESOLVED by the Board of Supervisors of the County of Santa Cruz that the following policies are hereby adopted for the processing of permit applications by the County of Santa Cruz:

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- 1. An applicant is to be provided with complete information concerning the process which will be followed regarding the application, including specific steps in the process and estimated time frames for each step;
- 2. An applicant is to receive at the earliest possible time all of the elements required by the County of Santa Cruz which would constitute a complete application;
- 3. An applicant is to be provided with clear and specific criteria which will be used by the County of Santa Cruz in making decisions pertaining to the application;
- 4. An applicant is to be provided with information concerning any and all appeals processes available concerning decisions made by the County of Santa Cruz which relate to the application;
- 5. An applicant is to be entitled to request and be provided with a "single point of contact" for processing the application;
- An applicant is to be provided, at the earliest possible time, with notice regarding any delays in processing the application beyond the time frames established by the County of Santa Cruz for processing the permit.

Permit Streamlining Act

The Permit Streamlining Act (PSA) is a state law that the legislature enacted in 1977. To review the PSA click here: (Gov Code Sec. 65920 et seq.) http://leginfo.legislature.ca.gov/faces/codes_displayexpandedbranch.xhtml

For more details, you may search the "California Home" page for information on government permit processes at: http://www.ceres.ca.gov/planning/pub notice/part2.html

Activity/Accessibility Announcement

The County of Santa Cruz Planning Department does not discriminate on the basis of a disability, and no person shall, by reason of a disability, be denied the benefits of its services, programs or activities. The Planning Department is located in an accessible facility. If you wish to participate in any Planning program or activity, or wish to receive any Planning service, and you require special assistance, please contact us at least 72 hours in advance in order to make arrangements: **Phone # 831-454-3137 (TTY phone # 831-454-2123 or 831-763-8123 from Watsonville).**

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Board of Supervisors response to Grand Jury Report Code Compliance Division

Caitlin Smith < Caitlin. Smith@santacruzcountyca.gov>

Tue, Oct 3, 2023 at 2:25 PM

Good Afternoon,

Please see attached for the Board of Supervisors' response to the 2022-2023 Grand Jury report "Code Compliance Division - Out of Compliance".

Best,

Caitlin C. Smith

County Supervisors' Analyst

Santa Cruz County Board of Supervisors

701 Ocean Street, Room 500

Santa Cruz, CA 95060

831-454-2200 main

831-454-3516 direct

caitlin.smith@santacruzcountyca.gov

To email all five members of the Board of Supervisors at once,

please use: boardofsupervisors@santacruzcountyca.gov



County of Santa Cruz

BOARD OF SUPERVISORS

701 OCEAN STREET, SUITE 500, SANTA CRUZ, CA 95060-4069 (831) 454-2200 • FAX: (831) 454-3262 TDD/TTY - Call 711

MANU KOENIG FIRST DISTRICT ZACH FRIEND SECOND DISTRICT JUSTIN CUMMINGS
THIRD DISTRICT

FELIPE HERNANDEZ
FOURTH DISTRICT

BRUCE MCPHERSON FIFTH DISTRICT

September 29, 2023

The Honorable Syda Cogliati Santa Cruz Courthouse 701 Ocean Street Santa Cruz, CA 95060

RE:

Response to the 2022-2023 Grand Jury Report "Code Compliance

Division - Out of Compliance"

Dear Judge Cogliati:

The purpose of this letter is to formally transmit the Santa Cruz County Board of Supervisors' response to the 2022-2023 Grand Jury Report "Code Compliance Division – Out of Compliance".

Sincerely,

ZACH FRIEND, Chair Board of Supervisors

ZF: cs

Attachment

CC: Clerk of the Board

Santa Cruz County Grand Jury



The 2022–2023 Santa Cruz County Civil Grand Jury Requires the

Santa Cruz County Board of Supervisors

to Respond by September 21, 2023

to the Findings and Recommendations listed below which were assigned to them in the report titled

Code Compliance Division – Out of Compliance

It's not easy, but it shouldn't be impossible

Responses are **required** from elected officials, elected agency or department heads, and elected boards, councils, and committees which are investigated by the Grand Jury. You are required to respond and to make your response available to the public by the California Penal Code (PC) §933(c).

Your response will be considered **compliant** under <u>PC §933.05</u> if it contains an appropriate comment on **all** findings and recommendations **which were assigned to you** in this report.

Please follow the instructions below when preparing your response.

Instructions for Respondents

Your assigned <u>Findings</u> and <u>Recommendations</u> are listed on the following pages with check boxes and an expandable space for summaries, timeframes, and explanations. Please follow these instructions, which paraphrase <u>PC §933.05</u>:

- 1. For the Findings, mark one of the following responses with an "X" and provide the required additional information:
 - a. AGREE with the Finding, or
 - b. **PARTIALLY DISAGREE with the Finding** specify the portion of the Finding that is disputed and include an explanation of the reasons why, or
 - c. **DISAGREE with the Finding** provide an explanation of the reasons why.
- 2. For the Recommendations, mark one of the following actions with an "X" and provide the required additional information:
 - a. HAS BEEN IMPLEMENTED provide a summary of the action taken, or
 - b. **HAS NOT YET BEEN IMPLEMENTED BUT WILL BE IN THE FUTURE** provide a timeframe or expected date for completion, or
 - c. **REQUIRES FURTHER ANALYSIS** provide an explanation, scope, and parameters of an analysis to be completed within six months, or
 - d. **WILL NOT BE IMPLEMENTED** provide an explanation of why it is not warranted or not reasonable.
- 3. Please confirm the date on which you approved the assigned responses:

We approved these re	esponses in a regular public meeting as shown
in our minutes dated	September 19, 2023

4. When your responses are complete, please email your completed Response Packet as a PDF file attachment to both

The Honorable Judge Syda Cogliati Syda.Cogliati@santacruzcourt.org and

The Santa Cruz County Grand Jury grandjury@scgrandjury.org.

If you have questions about this response form, please contact the Grand Jury by calling 831-454-2099 or by sending an email to grandjury@scgrandjury.org.

Findings

F1.	Understaffing over a long period of time in the Code Compliance Department means that Code Compliance Investigators are unable to complete cases in a timely manner, causing a huge backlog of cases some of which are up to 40 years old.
x	AGREE
_	PARTIALLY DISAGREE
	DISAGREE
Respo	nse explanation (required for a response other than Agree):

F2.	The Code Compliance Department and the Planning Department do not routinely revise and update their departmental procedures and policies, which leads to lack of accountability to the public and inconsistent implementation and interpretation of findings in investigations.

	AGREE
x	PARTIALLY DISAGREE
	DISAGREE

While the Code Compliance Section of the Community Development and Infrastructure Department does not routinely update procedures and policies, it does have standard methodology implemented set forth by the County Code to ensure all individuals have access to due process. Code Compliance has policies and procedures associated with intake and processing of complaints, timeframes for addressing complaints based upon prioritization of the types of complaints, methods for obtaining inspection warrants, preparation of case packets, and notification procedures have been consistently implemented. In addition, current Code Compliance investigators have a collective 50+ years between the three investigators in this section.

Regarding written procedures in the Code Compliance Section, the Code Compliance Process Handout was last updated in 2016 and includes milestones at 20-days, 90-days, 120-days, 180-days, and 200-days.

The Development Review and Building Sections' permit intake and public counter related procedures are up to date, which has been challenging in that the department has been subjected to a variety of emergency related events over the course of the past three years, including the COVID-19 pandemic, 2020 CZU lightning complex fires, and 2022-2023 atmospheric river storms. These events required the department to rework the permitting and project review procedures to include a new electronic submittal system and remote counter consultations via email and telephone. Other procedures, such as those that address the Recovery Permit Center operations and interdepartmental coordination with various divisions and departments are in process. Further, through the establishment of the Unified Permit Center, customer service and permitting procedures will continue to be updated to reflect the department's goal of streamlining the permitting process and providing consistently excellent customer service.

The Board of Supervisors, Planning Division and Code Compliance Section recognize some procedures need updating; however, Planning's implementation of the code investigation, permit submittal, and permit review procedures has not been inconsistent.

x PARTIALLY DISAGREE

DISAGREE

The Code Compliance Section tracks complaints by type, and on an annual basis presents each Board member with a summary of the number and type of complaints that have come in, how many were found valid, how many were resolved without citation or posting a notice of violation, how many were posted with a notice of violation, and how many were brought to hearing.

The success of the Code Compliance Section does not only rely on quantitative and qualitative measures of effectiveness to build credibility and confidence in the program. Code Compliance success relies on the engagement of the property owner in teaming to take corrective action. Property owners often have barriers that form barriers to their own success. Good code enforcement starts with education, building enabling relationships, and being accountable to the community.

Code Compliance staff prioritize initial response time for new complaints based upon established response goals for low, medium, and high priority determinations for various types of violations. These priorities are implemented based on public health, life safety, and environmental degradation.

Code Compliance staff are evaluated on an annual basis by the section manager through a review of their overall caseload, the number of cases brought into compliance, the number of cases brought to hearing, the number of service requests resolved without a formal citation, and an evaluation of an investigator's response to that final category. The annual review also includes discussions of any interpersonal conflicts that may come up between staff and with members of the public and is documented in the confidential annual evaluation.

1 4.	public. It is frustrating to the public to be unable to readily communicate with the staff required to assist in dealings with building, planning, and code compliance matters.
_	AGREE
x	PARTIALLY DISAGREE

DISAGREE

The Planning Division is open weekdays from 8 AM to 5 PM, with the public counter open to the public by appointment Monday through Thursday mornings from 8 AM until noon. To optimize customer service, appointments are available in-person, by video, or by phone. While customers are encouraged to schedule appointments in advance, it is rare that the same day appointment is unavailable. To date, the volume of appointments has not demonstrated a need to expand counter service hours. Regarding code compliance-related inquiries, customers who visit the counter wishing to either file a code complaint or follow up on a code complaint, are assisted on a walk-in basis. Code Compliance staff are consistently available on a walk-in basis. In addition to counter appointments, all sections in the division maintain a general inquiry email box. Detailed information regarding permitting codes and applications is also available on the Planning website at www.sccoplanning.com.

Department policy is that all email inquiries shall be returned within 24 hours. In the past, during periods of understaffing, email responses were sometimes delayed; however, responding to customer inquiries is consistently the top priority and, in most circumstances, the 24-hour response expectation is met. This policy also applies to phone messages. Planning has a live operator who staffs the general information line Monday through Friday from 8 AM to 5 PM. In situations where a member of the public seeks to speak with a specific staff member, responses may be impacted by workload and sickness or vacation time.

F5.	There is a persistent public perception of inconsistent interpretation of
	code. The building and other various codes are complex and difficult to
	understand. When misinformation is communicated and portions of
	projects must be redone, it leads to time and money loss as well as
	frustration.

_	AGREE
x	PARTIALLY DISAGREE
	DISAGREE

The regulations can be complex, and members of the public are encouraged to work with Planning staff prior to submitting their development project permit applications. (Note that the building code is established by the International Code Council and the State of California.) Planning offers 30-minute counter appointments and email assistance, and there is no limit to the number of appointments or inquiries one may make. In that appointment, Planning and Building staff are available to provide general guidance on the applicable policies and regulations and to review and provide early feedback on project plan completeness.

Projects are often complex with many unique parameters and characteristics. For more complex projects, it is recommended that prospective applicants apply for a preapplication consultation and/or a pre-development site review, the deliverable of which is a letter that contains written analysis of the project that lays out the permit path/next steps in the review process. Issuance of the letter is often preceded by a meeting with the applicant to review the findings in the letter. Unfortunately, these options are not often used.

The public perception of varying interpretations of the code is based in part upon receiving different responses due to the customer's presentation of the project at the time of the appointment. For example, with respect to the question of "do I need a permit for a 6-foot-tall fence?", the answer is generally "no," unless it is in the front yard. However, fences on coastal bluffs or near sensitive areas may have different requirements that can affect a seemingly straight-forward response. Appointments are intended to provide general information in response to the inquiry presented; the more detailed the question, the more detailed (and accurate) the answer will be.

A considerable volume of inquiries is fielded daily, by telephone, email and appointment.

F6.	The Conflict-of-Interest policy does not include conflicts regarding family,
	friends, or prior relationships of a personal nature. This omission, and the
	optics in some situations, lead to misunderstanding and mistrust between
	the public and the Code Compliance Department as well as increasing the
	risk of liability to the County.

	AGREE
_	PARTIALLY DISAGREE
x	DISAGREE

Code Compliance works with all members of the public and is bound by Santa Cruz County Code Chapter 3.40 Conflicts of Interest and Incompatible Activities.

The standard practice with regards to family and friends who ask that Planning staff investigate something is to direct them to file a complaint, to be handled according to standard practice. Allegations of collusion between complaining parties or property owners and enforcement staff are common, especially in cases where the complaining party assists in providing evidence, or in cases where staff determines there is no violation, and a complaining party disagrees.

When investigating a complaint, Planning staff have been instructed to recuse themselves from the case if they have a personal relationship. As the identity of a complaining party is confidential, an investigator may not know of a personal relationship unless the complaining party discloses their identity. If the relationship becomes known, the case is transferred to one of the other two investigators.

	focused department, yet it operates in ways that discourage communications, undermining the public's trust in the department.
	AGREE
	PARTIALLY DISAGREE
v	DISAGREE

The Planning Department is by its nature supposed to be a customer-

Response explanation (required for a response other than **Agree**):

F7.

The Planning Division has consistently prioritized customer service. Whether it be in a code enforcement, building permit, development permit, or policy related function, assisting the public is the division's primary duty. As mentioned in an earlier response, staff are available by phone during business hours, with a live receptionist fielding and directing calls Monday through Friday. In addition, customers with general inquiries have several options by which to contact staff, including by email, phone, or in-person appointments. Staff are available on a walk-in basis. The division's policy is to return emails and phone calls within 24 hours. As noted above, detailed information regarding permitting codes and applications is also available on the Planning Division website.

Due to the complex regulatory environment inherent to the nature of the work that the Planning staff do, the information the public receives regarding the permit requirements or process is not what they were hoping to hear. The rules and regulations are put in place to protect public safety and the quality of life of residents and visitors to the County. This focus often conflicts with the wants and needs of the individual. This can leave individuals feeling as though the level of service received was less than expected when the hoped-for response is not heard.

Recommendations

R1.	The Planning Department should fill vacant code compliance positions by the end of the calendar year 2023. (F1)
_	HAS BEEN IMPLEMENTED – summarize what has been done
x	HAS NOT YET BEEN IMPLEMENTED BUT WILL BE IN THE FUTURE – summarize what will be done and the timeframe
_	REQUIRES FURTHER ANALYSIS – explain the scope and timeframe (not to exceed six months)
_	WILL NOT BE IMPLEMENTED – explain why

Required response explanation, summary, and timeframe:

The new Code Compliance Manager position was filled provisionally in June 2023 and permanently in August 2023. The Code Compliance Investigator position for short-term rentals will be filled in September 2023. With filling the Code Compliance Manager position, the Planning Division is currently recruiting for an additional investigator.

- **R2.** The Personnel Department should reclassify the job description and requirements for the Code Compliance Supervisor to allow the de-facto supervisor to become the department supervisor by the end of this calendar year 2023. (F1)
- **HAS BEEN IMPLEMENTED –** summarize what has been done
- HAS NOT YET BEEN IMPLEMENTED BUT WILL BE IN THE FUTURE summarize what will be done and the timeframe
- REQUIRES FURTHER ANALYSIS explain the scope and timeframe (not to exceed six months)
- _x_ WILL NOT BE IMPLEMENTED explain why

The Personnel Department created a new position of Code Compliance Manager that was approved by the Board of Supervisors, taking the place of the current Principal Planner role as manager of that section. The "de-facto supervisor" was a Code Compliance Investigator IV, who is also responsible for code compliance for south county. This position will continue in this lead role.

- R3. The Planning Department should, by the end of 2023, determine what steps and staff are needed to close out the backlog of code compliance cases within a two-year time frame. (Consider including the County Auditing Department to assist with this process.) (F1)
 HAS BEEN IMPLEMENTED summarize what has been done
 HAS NOT YET BEEN IMPLEMENTED BUT WILL BE IN THE FUTURE summarize what will be done and the timeframe
 REQUIRES FURTHER ANALYSIS explain the scope and timeframe (not to exceed six months)
- _x_ WILL NOT BE IMPLEMENTED explain why

While a high percentage of cases would benefit from more dedicated staff time to work toward resolution, and from more abatement funds to address cases where a property owner cannot be compelled to comply, the goal of closing out all backlogged cases within two years is not feasible based on the judicial system and due process, the limited authority vested in the Code Compliance Section, and the cost of abatement. Unlimited discretionary funds and sufficient dedicated staff would be required to reduce the backlog by as much as 90% over 10 years. It would also require the County to mitigate several hundred cases through public expenditures with limited ability to recover costs through the tax bill and would result in the displacement of hundreds of individuals and families from unpermitted structures.

The compliance process begins with notification of a complaint and potential violation, and an effort to resolve a confirmed violation without penalty in most cases. If a property owner refuses to comply, Code Compliance staff seek an order from a hearing officer. This order may be appealed through the Santa Cruz Superior Court up to the California Supreme Court, which can and has taken more than a decade. If the property owner does not appeal, and still refuses to comply, staff can refer the case to County Counsel, which can take the case to Superior Court, again with all appeal rights. Even when a judgment is found against the homeowner, and more significant penalties are levied beyond the \$10,000 limit the hearing officer is bound by, the property owner may not comply, potentially facing jail time and liens. In addition, permit fees may be doubled in some cases where unpermitted construction was stopped until permits could be obtained.

The County may obtain an order to abate a nuisance and can seek to recover the costs of abatement on a tax lien. Properties that have accumulated dozens to hundreds of vehicles, materials and trash can cost several hundred thousand dollars to clean up and resolve a violation. If the property has value, the court can appoint a receiver to take control of the parcel and clear violations. If it does not, the cost is borne by the public. If the concern expressed in this report is for the perception by the public of the Planning Division and Code Compliance Section, the effort to resolve violations where housing was built without permits and where it cannot be made legal would be counter-productive, as the resolution would entail removing occupied housing and putting families in an unhoused situation.

Compliance Department should be completely reviewed, updated as prescribed in the policy and procedures manual, and digitized. Each section should be dated, and all future revisions should include date markings for any changes. This process should be completed by the end of 2023. (F2)

HAS BEEN IMPLEMENTED – summarize what has been done

HAS NOT YET BEEN IMPLEMENTED BUT WILL BE IN THE FUTURE – summarize what will be done and the timeframe

REQUIRES FURTHER ANALYSIS – explain the scope and timeframe (not to exceed six months)

WILL NOT BE IMPLEMENTED – explain why

The policies and procedures manuals for the Planning Department and Code

Required response explanation, summary, and timeframe:

R4.

Once the Code Compliance Section is fully staffed, the new manager can take on the effort involved in this manual update. The Planning Division is in the process of creating a Unified Permit Center (UPC), which will be fully operational by the end of 2024 and provide the public comprehensive access to multiple county departments and their staff. The creation of the UPC will drive the creation of various new policies and procedures for permitting once established. In addition, a new website for the Community Development and Infrastructure Department is under construction and will provide a venue for these documents to be available to the public by the end of 2024.

R5. The Code Compliance Department should create a log system that ensures that all Planning Department and Code Compliance desk interactions, phone calls, emails, text messages, complaints, and any other interactions with the public are entered into a searchable database by the end of 2023. (F3)
 HAS BEEN IMPLEMENTED – summarize what has been done HAS NOT YET BEEN IMPLEMENTED BUT WILL BE IN THE FUTURE – summarize what will be done and the timeframe
 REQUIRES FURTHER ANALYSIS – explain the scope and timeframe (not to exceed six months)
 WILL NOT BE IMPLEMENTED – explain why

Required response explanation, summary, and timeframe:

Code Compliance cannot be responsible for creating a log system for the entire Community Development and Infrastructure Department. The department has hundreds, possibly thousands, of interactions with the public every day. Creating a searchable log of all phone calls, emails, text messages and verbal interactions is beyond the expertise of the Code Compliance Section. Each Code Compliance Investigator has been trained in using the current database (INFOR) to track phone calls, e-mails, case notes, parcel information/history, case status, case attachments, site visits, and other correspondence. The Code Compliance Section also maintains an extensive data drive with additional documentation such as photos, administrative hearing packets, recordations, County Counsel referrals, receiverships, and other public records.

All counter appointments are saved to a searchable database, including the "staff notes" section which is intended to memorialize determinations made during the appointment and/or to track meaningful information that could be useful in a subsequent appointment. Consistent with Code Compliance staff, Development Review staff track all complex determinations made at the counter or via email in INFOR (Log Notes). Countywide, all emails are retained for a period of 60 days.

Data regarding public complaints about Code Compliance Investigators actions should be discussed at staff meetings. Data collected by the log system should be reviewed by Code Compliance Department management no less than quarterly. This should be instituted by October 1, 2023. (F3)
 HAS BEEN IMPLEMENTED – summarize what has been done
 HAS NOT YET BEEN IMPLEMENTED BUT WILL BE IN THE FUTURE – summarize what will be done and the timeframe
 REQUIRES FURTHER ANALYSIS – explain the scope and timeframe (not to exceed six months)
 WILL NOT BE IMPLEMENTED – explain why

Required response explanation, summary, and timeframe:

Discussion of formal complaints can be inserted as a standard line item for Code Compliance staff meetings by the end of 2023. Public complaints that allege a violation of procedural or ethical standards can be noted and tracked by the Code Compliance Manager; however, it must be noted that the Code Compliance Investigator role is to inform a person they are in violation of an ordinance and staff are often the target of rage, anger, frustration and even aggression. When staff are subject to verbal abuse and physical intimidation, they are encouraged to step away or hang up. Though uncommon, most informal complaints received in the past five years regarding Code Compliance staff stem from this type of interaction.

R7. The Code Compliance Department should institute monthly staff meetings by October 1, 2023. Meetings should include relevant educational materials, data regarding monthly activity, new challenges such as policy changes, and resolution of or issues regarding active complaints about the department. (F2)
 LAS BEEN IMPLEMENTED – summarize what has been done
 HAS NOT YET BEEN IMPLEMENTED BUT WILL BE IN THE FUTURE – summarize what will be done and the timeframe
 REQUIRES FURTHER ANALYSIS – explain the scope and timeframe (not to exceed six months)
 WILL NOT BE IMPLEMENTED – explain why

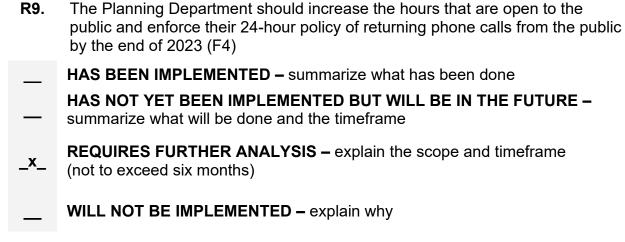
Required response explanation, summary, and timeframe:

The Code Compliance Manager position was filled in August 2023, and monthly (or biweekly) staff meetings will be established by the end of 2023.

- R8. The Code Compliance Department should formalize training and staff development requirements of Code Compliance Investigators through California Association of Code Enforcement Officers (CACEO), use staff meetings to encourage cross training and continuing education, document staff development in employee files, and formalize it in the employee evaluation protocol by October 1, 2023. (F2)
- _x_ HAS BEEN IMPLEMENTED summarize what has been done
 - HAS NOT YET BEEN IMPLEMENTED BUT WILL BE IN THE FUTURE summarize what will be done and the timeframe
 - REQUIRES FURTHER ANALYSIS explain the scope and timeframe (not to exceed six months)
- ___ WILL NOT BE IMPLEMENTED explain why

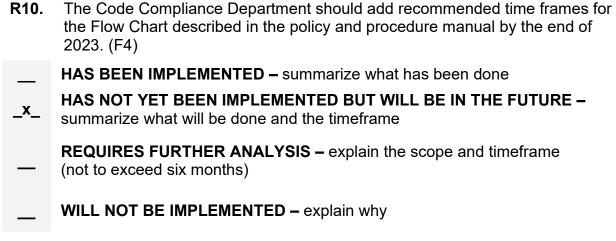
California Association of Code Enforcement Officers (CACEO) training has been standard in the Code Compliance Section since it became available, and investigators are encouraged to (and do) regularly attend.

Training outside of California Association of Code Enforcement Officers (CACEO) on other aspects of Code Compliance or career advancement are discussed annually and set as goals through the confidential annual employee evaluations. This is currently documented in those records. Additionally, Code Compliance staff regularly organize and provide training on specific topics to other code staff and/or other department sections. Recent trainings include stop-work procedures, data entry into INFOR, and receiverships.



The Planning Division is open from 8 AM to 5 PM daily, and the counter is open from Monday through Thursday from 8 AM to 12 PM. To date, the volume of appointments has not demonstrated a need to expand counter service hours. By the end of 2023, the division will evaluate the demand for increasing in-person appointment hours and staffing levels to ensure same-day appointments are available. The intent is also to add afternoon appointments one or more days per week.

Planning intends to retain the current practice of staffing a general inquiry phone line Monday through Friday from 8 AM to 5 PM as well as general inquiry email service Monday through Friday from 8 AM to 5 PM. Current division policy is that response times for initial calls and emails from a member of the public shall be 24 hours. Planning staff will continue to make every effort to continue to meet this requirement. To date, there have been short periods of time where response times have been more than 24 hours due to staffing issues. Follow-up calls from the same member of the public will be addressed as staff availability allows, based upon the nature of the call and staff workload.

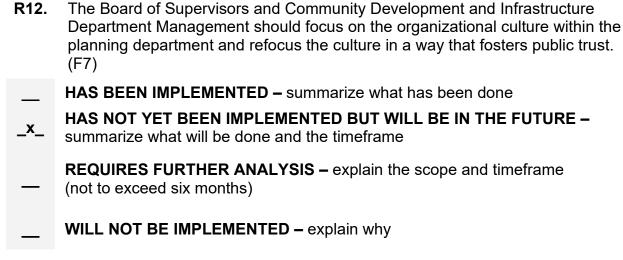


A flow chart with timeframes currently exists. It will be added to the revised procedural manual with the review of the entire manual in 2024.

R11. Conflict of Interest policy should be rewritten to include relationships of a personal nature by the end of 2023. Use the counties of Mendocino and San Bernardino policies as a reference. (F6)
 HAS BEEN IMPLEMENTED – summarize what has been done HAS NOT YET BEEN IMPLEMENTED BUT WILL BE IN THE FUTURE – summarize what will be done and the timeframe
 REQUIRES FURTHER ANALYSIS – explain the scope and timeframe (not to exceed six months)
 WILL NOT BE IMPLEMENTED – explain why

Required response explanation, summary, and timeframe:

As discussed in the response to F6, the County has standard practices for addressing personal relationships, and the Board does not believe revisions are needed to Santa Cruz County Code Chapter 3.40 Conflicts of Interest and Incompatible Activities.



The Board of Supervisors and Community Development and Infrastructure (CDI) Department are bound by the policies and directives that have been developed and implemented through public engagement and transparent public processes. This includes federal, state, and local laws and requirements that require uniform and equal application. Under this environment, one of CDI's primary focuses is fostering public trust. The department is dedicated and motivated to improve the customer experience. To that end, one major process improvement CDI is in the process of implementing is the Unified Permit Center (UPC), which will be fully operational by the end of 2024.

One of the primary goals of the UPC is to improve responsiveness and continuity of the information provided at the public counter. Over the course of the past few years, several process improvements have already been implemented to make way for the UPC and improve customer service more immediately. These include a staff training program, updated procedures and public information documents, web site improvements, flexible Counter appointment options, increased accessibility to public meetings, an electronic submittal system, and more.



(2023.8bl) Invited response to Grand Jury report was due on September 21,2023.

Matt Johnston < Matt.Johnston@santacruzcountyca.gov>
To: "grandjury@scgrandjury.org" < grandjury@scgrandjury.org>

Wed, Oct 4, 2023 at 2:35 PM

Hi Kimberly,

My input was provided to the Planning Director, along with that of other Planning Department staff. That input was forwarded to the CAO and then to the Board of Supervisors who incorporated it into their response.

Matt Johnston

Environmental Coordinator

Principal Planner for Environmental Planning

County of Santa Cruz

(831) 454-5357

The Department's Building, Zoning, and Environmental Planning counters are open

BY APPOINTMENT, Monday through Thursday from 8:00 to 11:30 AM in-person or telephone.

Self-schedule your appointment here.



(2023.8cl) Invited response to Grand Jury report was due on September 21,2023.

Matt Machado <Matt.Machado@santacruzcountyca.gov>
To: "grandjury@scgrandjury.org" <grandjury@scgrandjury.org>

Thu, Oct 5, 2023 at 10:49 AM

Hi,

Our response was as adopted by the Board of Supervisors.



Matt Machado, PE, LS

Deputy County Administrative Officer

Director of Community Development

& Infrastructure

831.454.2368

701 Ocean Street, Room 410

Santa Cruz, CA 95060

