



Work Plan for the Review of the Development Review Process

Date: May 15, 2017

To: Planning and Growth Management Committee

From: Deputy City Manager, Cluster B, Deputy City Manager Cluster A, the Deputy City Manager and Chief Financial Officer, City Solicitor, Legal Services

Wards: All

SUMMARY

At its meeting of January 31, 2017, City Council directed the Deputy City Manager, Cluster B, the Deputy City Manager, Cluster A, the Deputy City Manager & Chief Financial Officer and the City Solicitor to conduct an end to end development process review and to report to the Planning and Growth Management Committee by September 27, 2017. City Council also directed staff to report to the Planning and Growth Management Committee at its April 5, 2017 meeting on the steps for conducting the review, including information on which divisions involved in the development application review process have Key Performance Indicators. This report responds to this direction.

An outside consultant will be retained to undertake the end to end review of the City's development review process. This work will be led by City Planning staff, in consultation with all Divisions involved in development review, and Information & Technology and Financial Planning staff. It is expected that a final report on this initiative will be presented to Planning and Growth Management Committee at its March, 2018 meeting.

RECOMMENDATIONS

The Deputy City Manager, Cluster B, the Deputy City Manager, Cluster A, the Deputy City Manager & Chief Financial Officer and the City Solicitor recommend that:

1. Planning and Growth Management Committee approve the proposed work plan set out in Attachment 1.

FINANCIAL IMPACT

An outside consultant will be retained to undertake the end to end review of the City's development review process. This requires the preparation and issuance of a Request for Proposals (RFP) containing a detailed scope, timelines and deliverables based on the key elements of Attachment 1. The cost of this review is uncertain at this time and staff will report to Planning and Growth Management Committee once the RFP process is complete and the timing and cost implications are known. This is targeted for the September 27, 2017 meeting. The funding for this work would be provided through the City Planning Development Application Review Reserve Fund (Account XR1307) as a net zero budget adjustment in 2017.

The Deputy City Manager & Chief Financial Officer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

At its meeting of January 31, 2017, City Council directed the Deputy City Manager, Cluster B, the Deputy City Manager, Cluster A, the Deputy City Manager & Chief Financial Officer and the City Solicitor to conduct an end to end development process review and to report to the Planning and Growth Management Committee by September 27, 2017. City Council also directed staff to report to the Planning and Growth Management Committee at its April 5, 2017 meeting on the steps for conducting the review, including information on which divisions involved in the development application review process have Key Performance Indicators.

The decision of City Council can be found at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.PG17.4>

COMMENTS

Planning Division Program and Organizational Review

In 2009 and 2010, City Planning undertook an assessment of the Divisions' strengths, issues and gaps through a divisional program and organizational review. This review led to a number of business process improvements and the creation of the Developing Toronto Steering Committee that has a mandate to provide strategic leadership and management oversight on development related issues for the City. It also led to the creation of City Planning's Business Performance and Standards unit to operationalize the directions of the Steering Committee.

The 2009 review did not include a fulsome examination of the City's development review process but rather focussed on organizational improvements that could be implemented to provide for more effective delivery of the broader Divisional work program.

As an outcome of the previous review, the Developing Toronto Steering Committee, its associated Working Group and the Business Performance and Standards team continue to develop service improvements and find efficiencies by reducing non-value added steps, harmonizing business practices, developing guidelines, implementing staff directives and creating additional policies. Recent examples of these improvements are identified below.

Recent Development Review Process Improvements

In alignment with the eCity strategy and vision of "Your local government, anytime, anywhere" and the Customer Service Excellence: Channel/Counter Strategy Project, City Planning as the Developing Toronto Lead, has undertaken a number of recent process improvements to find efficiencies, raise awareness of the development team approach to development review and to advance the eService Delivery Program. These include:

- Committee of Adjustment eService delivery program;
- Harmonized Committee of Adjustment application intake;
- eCirculation of Community Planning applications;
- Posting of all application material online;
- Formalized pre-application consultation process;
- Active leadership in development review, including the Planner as Team Lead initiative;
- Developing Toronto intranet website for staff; and
- Developing a specialized OMB team and precedent file.

Planning Division Service Efficiency Study

As part of the City's overall Core Services Review, City Planning undertook a study in 2012 to provide an assessment of the current state of the Division, to review specific services and functions to assess service efficiency and costs and to identify recommendations to improve efficiencies and achieve cost savings. One component of this study was the review of the development review process. The study found that previously recommended changes had been made to the review process and that any further changes would have limited cost savings. The study noted opportunities for improvement which the Division acted upon, such as standardizing best practices for application intake and file management and enhancing the development application status webpage.

Planning Division Strategic Plan

The Divisional 2013-2018 Strategic Plan aligns with the City's Strategic Plan and creates a vision, mission and charter for City Planning as the key implementer of the Official Plan through the development review and study processes. It outlines five strategic directions for the Division and 44 actions to achieve these directions, including actions to measure the Division's success through key benchmarks and indicators. City Planning will be updating the Divisional Strategic Plan starting in 2018 to include new directions as many of the previous directions have been implemented.

The Development Review Process

Divisions involved in development review include: City Planning; Toronto Building; Parks, Forestry & Recreation; Economic Development & Culture; Legal Services; and Engineering & Construction Services (ECS). Fire Services, Solid Waste Management Services, Transportation Services and Toronto Water also undertake the review of development applications and report to City Planning through ECS. In addition to the above Divisions, there are approximately forty (40) external commenting partners that are also included in the development review process on an as needed basis.

The Developing Toronto Steering Committee is in the process of refining Key Performance Indicators for all Divisions involved in development review to track performance on the first circulation of development applications streamed Complex and Routine. This includes application intake, circulation and response back to the applicant with comments within an established timeframe. City Planning, Toronto Building, Engineering & Construction Services, Transportation Services, Parks Planning, Urban Forestry and Legal Services all report quarterly to the Developing Toronto Steering Committee on these KPI's. The process to collect this data and align all internal tracking of the application dates of receipt and response from all Divisions is currently being refined.

End to End Development Process Review

In response to the direction of City Council, an end to end review of the development process will be undertaken and an outside consultant will be retained. This work will be led by City Planning staff, in consultation with all Divisions involved in development review, and in conjunction with Information & Technology and Financial Planning staff. It is expected that a final report on this initiative will be presented to Planning and Growth Management Committee at its March, 2018 meeting.

As part of the recent budget announcement, the Province will be creating a Land Development Facilitation Team to work with the development industry and municipalities to review the development process to determine ways to streamline the process. The City's end to end review will provide an opportunity for input into this process and aligns the City with the Province's intent.

The overall goal of the City's review will be to examine opportunities to streamline and simplify the development review process and to ensure consistency across Divisions in reporting on their development application activity. By reviewing best practices and industry standards, the review will consider the potential for new structures for development review to establish an optimum process, including the opportunity to more effectively reinforce the role of Planners as Team Leads. A further component of the review will examine technology improvements that will enable timely access to information for commenting partners, applicants and the public. The appropriateness and workability of the current development application information and tracking system (IBMS) will be examined through this review.

While the specifics of the work program and budget for the review will be refined and finalized with the retained consultant, in consultation with all Divisions noted above, it is expected this review will include the following steps:

- Project Initiation and Finalization of Terms of Reference
- Retain Consultant
- Scoping and Reframing
- Data Collection and Opinion Gathering
- Analysis and Assessment of Current State
- Development and Testing of Future Enhancement/Improvement Options
- Development of Final Report and Recommendations

Additional details on these steps are provided in Attachment 1.

As noted above, a final report on this initiative is expected to be presented to Planning and Growth Management Committee at its March, 2018 meeting. As this timeline is beyond the date City Council directed staff to report on this initiative, staff will present a status report to the September 27, 2017 meeting of Planning and Growth Management Committee.

CONTACT

Neil Cresswell, MCIP, RPP
Director of Community Planning, Etobicoke York District
Tel: 416-394-8211
neil.cresswell@toronto.ca

SIGNATURE

John W. Livey, Deputy City Manager (Cluster B)

Giuliana Carbone, Deputy City Manager (Cluster A)

Roberto Rossini, Deputy City Manager & Chief Financial Officer

Wendy Walberg, City Solicitor, Legal Services

Attachment 1: End to End Review Draft Terms of Reference Directions

Attachment 1: End to End Review Draft Terms of Reference Directions

A.) Purpose:

The end to end development process review will examine the current process, undertake jurisdictional scans and consider other best practices/industry standards to identify the optimum future state, including the potential for a new development review process, to achieve the City's desired objectives. Items to be considered through this exercise include, but are not limited to, ensuring:

- Process steps are necessary and without duplication;
- Process is streamlined where possible;
- Process is efficient and effective;
- Staff resources/expertise/technology are being utilized appropriately and any staff expertise gaps are identified and addressed;
- STAR timelines are reasonable given the complexity of the applications; and
- IBMS steps align with process steps taking into account eService advancements.

B.) Objective:

To implement improvement recommendations, as necessary, and to provide clarity and certainty to applicants and the public that the development review process is efficient, effective and results in good city building outcomes.

The end to end review of the development review process will focus on the processing of all types of applications from application intake to Planning approval. The review will take into account interdivisional dependencies, who is involved, what is done, how it is done, what gaps in process or expertise exist, the expected timing to complete the task and how this information is tracked (accounted for).

The review will consider the following:

- Who is circulated development applications?
- How do they review applications?
- Are all Divisions using the same tracking, KPIs and/or reporting system?
- Are the STAR timelines reasonable?
- Are there consequences when STAR targets are not met?
- Can there be incentives to review applications and respond before target dates?
- Is there duplication between Divisional reviews?
- Is the ECS one-window response system working?
- Is IBMS the best tracking system?
- Can/should IBMS be modified to reflect current state?
- What are the best practices and/or industry standards being used by other municipalities?
- What are the impacts of eServices on the development review processes?
- Can technology be better leveraged and employed to improve the process?

C.) Process Steps:

Proposed Work Plan	
Steps	Timeline
<p>1. Project Initiation, Finalize Terms of Reference and Retain Consultant Working with the Developing Toronto Steering Committee and Working Group, a detailed Terms of Reference (reflecting the key elements noted here) will be established to scope the work required for this review. Based on the final Terms of Reference and scope of work, an RFP will be prepared to retain an external consultant to undertake the comprehensive end to end review of the development review process.</p>	<p>June – August 2017</p>
<p>2. Scoping and Reframing To ensure the selected consultant fully understands the scope of work and brings focus to priority areas outlined in the Terms of Reference, a preliminary round of meetings will be held with the Developing Toronto Steering Committee and Working Group members to establish a common base of understanding and agreement for the scope and direction of the study.</p>	<p>September 2017</p>
<p>3. Status Report to PGMC Staff will present a status report to the September 27, 2017 meeting of Planning and Growth Management Committee.</p>	<p>September 27, 2017</p>
<p>4. Data Collection and Opinion Gathering Data collection and opinion gathering activities, such as but not limited to interviews, surveys, focus groups and roundtables with key stakeholders (e.g. industry, staff, Councillors, etc.), will be undertaken to review process maps of application development review and approvals, timelines and challenges.</p>	<p>September - October 2017</p>
<p>5. Analysis and Assessment of Current State Preliminary feedback will be prepared regarding the current state of the development review and approval process, including key issues, gaps, service levels and appropriateness of Key Performance Indicators based on analysis of interviews, data collected and the best practices of other municipalities.</p>	<p>October- November 2017</p>

<p>6. Development and Testing of Future Enhancement/Improvement Options</p> <p>To help map out future enhancements to the development review process based on data analysis in previous step, consultation meetings with the Deputy City Manager, Cluster B, the Chief Planner and Executive Director, City Planning, and the Developing Toronto Steering Committee and Working Group, as well as key stakeholders, will be held.</p>	<p>December 2017 – January 2018</p>
<p>7. Development of Final Report and Recommendation</p> <p>The final report would be developed in consultation with the Deputy City Manager, Cluster B, the Deputy City Manager, Cluster A, the Deputy City Manager & Chief Financial Officer, the City Solicitor, Chief Planner and Executive Director, City Planning, and the Developing Toronto Steering Committee and Working Group. The report would outline the following components:</p> <ul style="list-style-type: none"> • Recommendations on enhancement/improvement options; • Next steps framework on implementing the enhancement/improvement options, which would include costs (if any) and timing; • Indicators to measure success on enhancement/improvement options; and • Roles, responsibilities and actions required to embed and facilitate continuous improvement in the development review process on an on-going basis. 	<p>February – March 2018</p>