



REPORT FOR ACTION

Work Plan for the End to End Review of the Development Review Process

Date: August 23, 2017
To: Planning and Growth Management Committee
From: Chief Transformation Officer
Wards: All

SUMMARY

As directed by Planning and Growth Management Committee at its meeting of May 31, 2017, this report proposes a work plan for an End to End Review of the Development Review Process.

This work plan will commence upon approval of the recommendations below and will conclude with a report to the Planning and Growth Management Committee at its meeting in April 2018.

An outside consultant will be retained to support the End to End Review of the Development Review Process. This work will be led by a Working Group of key development review stakeholders, including: Deputy City Manager, Cluster B; Chief Planner and Executive Director, City Planning; City Solicitor; Chief Building Official and Executive Director, Toronto Building; General Manager, Transportation Services; General Manager, Solid Waste Management Services; General Manager, Parks, Forestry and Recreation; Chief Information Officer; General Manager, Economic Development and Culture; Chief Engineer and Executive Director, Engineering and Construction Services; Fire Chief and General Manager, Fire Services; General Manager, Toronto Water; and Director, Energy and Environment.

The Working Group will be chaired by the Chief Transformation Officer. It is expected that a report on this initiative will be presented to the Planning and Growth Management Committee at its April, 2018 meeting.

RECOMMENDATIONS

The Chief Transformation Officer recommends that:

1. Planning and Growth Management Committee approve the Terms of Reference and Work Plan as described 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 review is expected to cost up to \$400,000. The funding for this work is contained in the City Planning Development Application Review Reserve Fund (Account XR1307).

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.

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

Subsequently, at its meeting of May 31, 2017, the Deputy City Manager, Cluster B, the Deputy City Manager, Cluster A, the Deputy City Manager & Chief Financial Officer and the City Solicitor presented a recommended work plan for the end to end development process review to the Planning and Growth Management Committee. At that time, the Planning and Growth Management Committee made the following decision:

1. Referred the item to the Chief Transformation Officer with the request that he:
 - a. report to the September 7, 2017 meeting of Planning and Growth Management Committee on revised terms of reference for an end to end review of the City's Development Review process.
 - b. lead a Working Group comprised of, but not limited to, the Chief Planner and Executive Director, City Planning, the City Solicitor, the Chief Building Officer and Executive Director, Toronto Building, General Manager of Transportation Services, General Manager of Solid Waste Management Services, General Manager of Parks, Forestry and Recreation, Chief Information Officer and representatives of all other City agencies and divisions which comment on development applications, to conduct the end to end review of the City's development review process.
 - c. ensure that the end to end review of the City's development review process be holistic in nature and consider best practices for planning applications from inquiries

regarding proposed development and Committee of Adjustment applications through the review process up to and including the issuance of building permits.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.PG21.5>

COMMENTS

City Planning Division Program and Organizational Review – 2009/10

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 the Committees 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.

City Planning Division Service Efficiency Study - 2012

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.

City Planning Division Strategic Plan - 2013

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.

It is important to note that 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, ECS, 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 Review of Development Review Process

In response to the direction of City Council at its meeting of January 31, 2017 an End to End Review of the Development Review Process will be undertaken and an outside consultant will be retained to provide an external objective perspective, relevant expertise conducting similar reviews, knowledge of industry standards and best

practices and context from other jurisdictions. This work will be led by a Working Group of key development review stakeholders. The Working Group will be chaired by the Chief Transformation Officer. The Working Group will coordinate with other pre-established committees to ensure alignment with other related initiatives, including: IBMS Steering Committee and Developing Toronto Steering Committee.

It is expected that a report on this initiative will be presented to Planning and Growth Management Committee at its April, 2018 meeting.

The overall goal of the review will be to examine opportunities for improvement with respect to the development review process that are aligned with the City's desired development review process outcomes. This will include an examination of:

- The degree of alignment and understanding of the City's desired development review process outcomes, including consideration of official plan indicators currently being implemented.
- The development review process: activity steps, hand-offs, inputs, outputs, decision steps, approval steps, Standard Operating Procedures (SOPs), pre and post process steps, etc.
- The current KPIs/service levels/standards management approach including consideration of KPIs/service levels/standards related to timing, quality, social, environmental and economic outcomes for the City and all key stakeholder groups (applicants, residents, Councillors, etc.). This will include recommended KPIs/service levels/standards, going forward.
- How the City interacts with and incorporates the perspective of all key stakeholder groups (applicants, residents, Councillors, etc.) with respect to the development review process.
- How the City collaborates with all key stakeholder groups (applicants, residents, Councillors, etc.) at a strategic planning/governance level.
- The City's customer service culture and customer interaction model with respect to the development review process.
- The City's level of transparency and communication internally, with applicants and the public.
- Opportunities for enhanced use of data and advanced analytics in support of the City's desired outcomes.
- The levels of consistency across Divisions in reporting on their development application activity.
- 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 with enhanced authority.
- Potential technology solutions that will enable a streamlined process, management of KPIs and timely access to information for commenting partners, applicants and the public, including a review of the appropriateness and workability of the current development application information and tracking system (IBMS).
- The capacity management model with respect to development review activity across all participating divisions and agencies.
- The degree to which staff resources/expertise are being utilized appropriately and how staff expertise gaps are identified and addressed.

- The development process fees management model.

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:

1. Project Initiation and Finalization of Terms of Reference
2. Retain Consultant
3. Final Scoping
4. Data Collection and Stakeholder Consultation (internal and external)
5. Analysis and Assessment of Current State
6. Development and Testing of Future State Options
7. Development of Implementation Roadmap
8. Development of Report and Recommendations

Additional details on these steps are provided in Attachment 1.

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 improve the process in a manner consistent with the desired outcomes. 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.

As noted above, a report on this initiative is expected to be presented to Planning and Growth Management Committee at its April 2018 meeting.

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SIGNATURE

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ATTACHMENT

Attachment 1: Terms of Reference and Work Plan

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A.) Purpose:

The End to End Review of the Development Review Process will examine the current process, undertake jurisdictional scans, consider other best practices/industry standards and consult with external stakeholders, City staff and existing working groups to identify the optimum future state to achieve the City's desired outcomes. Items to be considered through this exercise include, but are not limited to:

- The degree of alignment and understanding of the City's desired development review process outcomes, including consideration of official plan indicators currently being implemented.
- The development review process: activity steps, hand-offs, inputs, outputs, decision steps, approval steps, Standard Operating Procedures (SOPs), pre and post process steps, etc.
- The current KPIs/service levels/standards management approach including consideration of KPIs/service levels/standards related to timing, quality, social, environmental and economic outcomes for the City and all key stakeholder groups (applicants, the residents, Councillors, etc.). This will include recommended KPIs/service levels/standards, going forward.
- How the City interacts with and incorporates the perspective of all key stakeholder groups (applicants, residents, Councillors, etc.) with respect to the development review process.
- How the City collaborates with all key stakeholder groups (applicants, residents, Councillors, etc.) at a strategic planning/governance level.
- The City's customer service culture and customer interaction model with respect to the development review process.
- The City's level of transparency and communication internally, with applicants and the public.
- Opportunities for enhanced use of data and advanced analytics in support of the City's desired outcomes.
- The levels of consistency across Divisions in reporting on their development application activity.
- 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 with enhanced authority.
- Potential technology solutions that will enable a streamlined process, management of KPIs and timely access to information for commenting partners, applicants and the public, including a review of the appropriateness and workability of the current development application information and tracking system (IBMS).
- The capacity management model with respect to development review activity across all participating divisions and agencies.
- The degree to which staff resources/expertise are being utilized appropriately and how staff expertise gaps are identified and addressed.
- The development process fees management model.

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 Toronto Building outcomes.

The End to End Review of the Development Review Process will focus on the processing of all types of applications from prior to application intake to Planning approval and follow up. 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 also 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
1. Project Initiation, Finalize Terms of Reference and Retain Consultant Working with the 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.	September 2017
2. Retain Consultant Conduct the RFP and proposal evaluation process to select and retain an external consultant to support the review. Develop and apply the proposal evaluation criteria in consultation with the Working Group.	October 2017

<p>3. Final Scoping 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 Working Group members to establish a common base of understanding and agreement for the scope and direction of the study.</p>	November 2017
<p>4. Data Collection and Stakeholder Consultation Data collection and stakeholder consultation 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 the key aspects of the development review process as outlined above.</p>	December 2017 – January 2018
<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>	January February 2018
<p>6. Development and Testing of Future State Options To help map out future enhancements to the development review process based on data analysis in previous step, consultation meetings with member of the Working Group, as well as other key stakeholders, will be held. A set of recommendations will be developed with the Working Group.</p>	February March 2018
<p>7. Development of Implementation Roadmap Based on the recommendations, develop an implementation roadmap.</p>	March April 2018
<p>8. Development of Report and Recommendation The report would be developed in consultation with the Working Group. The report would outline the following components:</p> <ul style="list-style-type: none"> • Recommendations on enhancement/improvement options; • Implementation Roadmap for 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. 	April 2018