End-to-End Review of the Development Review Process

City of Toronto

Final Report

KPMG LLP

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1. Executive Summary

Executive Summary

The City of Toronto (City) consistently tops international rankings for livability, investment and innovation. Toronto is an extraordinary success, and that success fuels growth. Over the past 10 years, the City gained more than 300,000 new residents and 229,000 new jobs.[1]

New residents need new spaces to live, work and play. Within the last 10 years, Toronto approved the construction of more than 220,000 residential units and 7.4 million square metres of non-residential space.[2] 167,000 residential units and 4.1 million square metres of non-residential space are currently under review by the City.[3] It's no surprise that Toronto also tops international rankings for development activity.

Nearly every square metre of additional space is reviewed and approved through the City's development review process. Development review shapes how the City grows. It also helps deliver the vital public goods necessary to successfully manage that tremendous growth, from affordable housing and transit to recreation centres and great public spaces.

At its best, development review is a shared, collaborative process: applicants, staff and the public working together to build a great City based on mutual respect and understanding.

While this kind of collaboration takes place today, it is sometimes ineffective and consistently uneven. The consequences are the cause of this review: extending timelines, escalating costs and mounting frustrations for applicants, staff and the public.

KPMG LLP (KPMG) was engaged by the City in February 2018 to conduct an end-to-end review of the City's development review process. The engagement team included Gladki Planning Associates, which provided subject matter expertise. The review's overarching objective was to identify recommendations to help create a development review process that is efficient and effective, clear and transparent and results in good city-building outcomes. A full description of the review's objectives, scope, approach and methodology is included in Appendix D.

The Need for a New Model

The fundamental challenge facing the development review process is how to enable collaboration across and between staff, applicants and the public. Our analysis indicates that the main obstacles to collaboration are systemic. Their root cause is the overarching structure and organization of the development review process.

This report identifies 31 largely systemic challenges impacting the efficiency, consistency, transparency, timeliness and outcomes of the development review

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[1] Data provided by Research and Information, City Planning.
[2] *Ibid.*
[3] *Ibid.*

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process. A summary of these obstacles is included in Figure 1, below. Taken together, these challenges create significant obstacles to collaboration between staff, commenting partners, applicants and the public. See Appendix A for more information on current state challenges.

Figure 1: Key Obstacles to Collaboration

Obstacle	Impacts on Development Review Process
Stakeholder misalignment on the purpose of the development review process.	Contributes to adversarial nature of process, creating barriers to effective communication and mutual understanding across stakeholder groups.
Split accountabilities within and across Divisions.	Key driver of conflicting/changing comments, which increase development review timelines.
Underdeveloped process-wide governance mechanisms.	Barrier to identification and quick resolution of internal/external conflicts.
Ineffective application streaming.	Suboptimal staff and process-wide resource allocation.
Highly manual, non-integrated technology and information systems.	Increases administrative burden on staff, reducing time for more value-adding work, and creates significant barrier to effective, interdivisional performance measurement.
Ineffective mechanisms to identify and accelerate priority applications.	Key priorities not accelerated and significant re-work to establish *ad-hoc* mechanisms to address priorities, which causes system-wide disruption.
Varying application quality.	Extends development review timelines by creating additional staff work and circulations.

A Transformational Opportunity

Toronto needs a new, transformed operating model for its development review process. Overcoming the systemic obstacles to collaboration requires fundamental change in how the development review process is structured.

Outlined in Figure 2 on the next page, the new model anchors collaboration in a new vision for development review – one that aligns applicants, staff and the public around a shared purpose.

Building on that foundation, the model presents system-level changes across three main layers: organization (how staff are organized), process (how workflow is structured) and accountability (how the end-to-end process is managed). The proposed transformation

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also requires four critical enablers: modernized technology systems, enhanced project and practice management tools, rigorous training and development, as well as detailed implementation planning and change management.

Figure 2: Transformational Operating Model

1. Vision: What is the purpose of the development review process?

To build a better Toronto by positively shaping growth together.

2. Operating Model: How is the vision delivered?

Organization	Process	Accountability
— Multidisciplinary teams — Experienced teams to accelerate priorities — Specialized units for specialized work	— Formal meeting cadences and project schedules — Streamlined application requirements — Applications streamed by policy alignment — Consistent, City-wide policies, rules and procedures — Application circulation limits and automatic escalation	— Empowered Business Transformation Lead — Interdivisional governance structure — Empowered Community Planners

3. Enablers: What are the drivers of success?

Technology	— Modernized application management systems	— Enhanced data & online application tracking	— Innovative collaborative tools
Project & Practice Management	— Dedicated project management tools	— Clearly defined roles, responsibilities & SOPs	— Interdivisional KPIs
Training	— Interdivisional focus	— Formalized ladder of experience	— Collaborative staff/industry learning
Implementation Planning & Change Mngmt.	— Engaged and empowered staff	— Executive-level sponsorship	— Regular and sustained communications

The new model will improve collaboration through:

- Empowered, multidisciplinary teams to review applications;
- Nimble interdivisional governance to quickly resolve conflicts;
- New mechanisms to expedite City-wide priorities;

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- Effective application streaming to expand system capacity;
- Proactive portfolio management of the end-to-end pipeline; and,
- Modern, enterprise-wide work management systems.

The new model means significant change across all aspects of the development review process. Figure 4 on page 7 identifies 20 recommendations to realize the new model.

These recommendations are grounded in seven qualitative and quantitative data sources, including: more than 110 hours of stakeholder engagement, in-depth data analysis from the City's IBMS system, a review of leading practices from comparable cities and five co-design workshops with an interdivisional staff team. See Appendix D for more information on our approach and methodology.

In some cases, our recommendations formalize the City's own informal practices. In other cases, they mean new ways of working, rooted in leading practice and extensive engagement with staff, commenting partners and industry representatives.

Taken together, these recommendations will help deliver significant improvements across the development review process. These outcomes are highlighted in Figure 3 below.

Figure 3: Outcomes of Transformational Model

✓ Single point of accountability for end-to-end process	✓ Additional staff capacity for value-adding work	✓ Improved application quality
✓ Increased predictability and consistency across individuals and geographies	✓ Meaningful reduction in application processing times and circulations	✓ Real time data and analytics to manage the application pipeline and drive service planning
✓ Improved customer service and culture shift towards collaboration	✓ Expedited approvals for City wide priorities	✓ Speedy resolution of internal conflicts

Implementation Roadmap

Implementing the new operating model will be a complex, enterprise-wide transformation engaging a multitude of internal and external stakeholders. Chapter 3 includes a prioritized list of implementation actions for each of our 20 recommendations.

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Successful implementation of the new model will require:

- Clear and consistent executive-level sponsorship;
- Sustained change management;
- Dedicated, empowered operational leadership to drive implementation actions;
- Rigorous project management to maintain momentum and proactively address risks;
- Clear milestones and regular performance reporting to track progress and identify bottlenecks;
- Regular communication to internal and external stakeholders about the future state, roadmap and the transformation's progress; and,
- Investment in modern technology systems to enable transformation and continuous improvement.

Above all else, successful implementation will require sustained effort, goodwill, flexibility and dedication across all stakeholder groups. Development review is a shared endeavour, and transforming the development review process will require staff, applicants and the public to work together towards a new, collaborative process.

How to Read this Report

In addition to this Executive Summary, this report has two sections. In the first section, we set out 20 recommendations that together constitute the transformed operating model for the development review process (Chapter 2) as well as a detailed implementation roadmap to help realize the new model (Chapter 3).

In the second section of this report, we include supporting material from our evidence base as well as background information on our approach. Appendix A outlines current state challenges identified through our stakeholder engagement, document review and data analysis. These challenges were the starting point for our analysis and identification of improvement opportunities.

Appendix B presents eight success factors for an efficient and effective development review process identified through our research of 10 leading cities in Canada, the United States, Australia and New Zealand. These success factors were an important input into the new model for the development review process.

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Appendix C sets out challenges and improvement opportunities related specifically to Committee of Adjustment applications. These findings are directional in nature and meant as a starting point for review and consideration by staff.

Finally, Appendix D outlines our approach and methodology as well as the review's scope and objectives.

Recommendations

Figure 4 sets out our detailed recommendations. They are organized across three operating model layers and include three supporting enablers as well as a new vision. A fourth enabler, implementation planning and change management, is included in the Implementation Roadmap in Chapter 3.

For ease of reference, Committee of Adjustment-specific findings are included separately in Appendix C.

Figure 4: Recommendations

Element	Recommendations
Vision	1.1 Adopt a new vision for the development review process to align internal and external shareholders around a common purpose.
Organization	2.1 Establish a multidisciplinary, team-based approach to development review to anchor interdivisional collaboration. 2.2 Establish a formal mechanism to accelerate applications with City-wide significance. 2.3 Shift specialized work to specialized teams to enhance system capacity.
Process	3.1 Streamline application requirements and establish a formal mechanism to gatekeep new requirements. 3.2 Stream applications by their alignment to the City's policy framework to incentivize up-front effort from applicants and increase system capacity. 3.3 Standardize a formal internal and external meeting cadence and project schedule to enhance cooperation and customer service. 3.4 Adopt a standard, City-wide approach to the use of guidelines and draft policies, and make that approach publicly available. 3.5 Establish circulation limits and automatic escalation to reduce application timelines and incentivize collaboration.
Accountability	4.1 Establish a new, senior-level Business Transformation Lead reporting to the Chief Planner with interdivisional accountability for the development review process. 4.2 Establish an interdivisional governance structure to proactively monitor the development application portfolio and resolve conflicts.

Recommendations

Element	Recommendations
Technology	5.1 Modernize the existing application workflow and management system. 5.2 Improve online application tracking to enhance transparency and improve customer service. 5.3 Improve the availability of development review-related information and data to enhance application quality. 5.4 Use groupware to improve internal and external collaboration.
Project & Practice Management	6.1 Enhance transparency and consistency by defining stakeholder roles and developing standard operating procedures. 6.2 Improve project management-related tools and techniques to empower multidisciplinary teams. 6.3 Modernize performance measures and adopt a review mechanism to monitor their on-going effectiveness.
Training & Development	7.1 Establish interdisciplinary training for staff involved in the development review process. 7.2 Expand opportunities to create learning exchange programs with industry, including junior and mid-level staff.

2. Transformational Operating Model

Transformational Model

This section presents a new, transformed model for the development review process. The model is presented through 20 recommendations, organized around a new vision, three operating model layers (organization, process and accountability) and three enablers (technology, project and practice management and training and development). A fourth enabler, implementation planning and change management, is included in the next Chapter.

An overview of the new model is included in Figure 2 on page 3.

The recommendations in this section relate to three application types: Official Plan Amendments (OPA), Zoning By-law Amendments (ZBA) and Site Plan Approvals (SPA). They are grounded in a substantive evidence base that draws primarily on seven qualitative and quantitative data sources:

- 110 hours of in-person consultation with 150 internal and external stakeholders as well as an in-depth online industry survey with more than 200 respondents;
- An analysis of approximately 160,000 rows of data from the City's IBMS system, representing development applications made between January 2013 and June 2018;
- A review of more than 50 City documents, including process manuals, key performance indicators and City Planning's 2010 organizational review and 2012 service efficiency study;
- Five, three-hour co-design workshops with a senior-level, interdivisional staff team;
- Extensive engagement with executive-level City leadership on different model options;
- Leading practice research from 10 comparable cities in Canada, the United States, Australia and New Zealand; and,
- High-level process mapping.

Development review takes place in a complex stakeholder environment. Few, if any, City services engage as many Divisions let alone external commenting partners, applicants, consultants, elected officials and members of the public. Stakeholder engagement was an integral part of our evidence base. Figure 5, on the next page, identifies the different stakeholder groups included in our consultations.

Transformational Model

Figure 5: Overview of Stakeholder Engagement

- 40 industry representatives, including developers, nonprofits, urban planners, lawyers, design professionals and engineers
- 34 City of Toronto senior leaders (e.g., GMs, EDs)
- 37 City of Toronto managers
- 29 City of Toronto Councillors and the Mayor's Office
- 8 representatives from external commenting partners
- Online industry survey with more than 200 respondents
- Five co-design workshops with an interdivisional staff team

Additional detail on the review's scope, methodology and approach is included in Appendix D.

Where possible, we link specific Divisions or Sections (e.g., City Planning, Community Planning, Urban Design, Transportation Services, etc.) to each recommendation. Where the recommendation is more widely applicable, we use the broader term "City."

Taken together, these recommendations constitute transformational change across all aspects of the development review process.

1. Vision

This section sets out our recommendations related to the vision of the development review process.

Element	Recommendations
Vision	1.1 Adopt a new vision for the development review process to align internal and external shareholders around a common purpose.

1.1 Adopt a new vision for the development review process to align internal and external shareholders around a common purpose.

Fundamental stakeholder misalignment on the purpose of the development review process is a key finding from our evidence base. The misalignment contributes to staff and applicant frustration and the adversarial nature of the process, creating a barrier to collaboration.

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A vision statement is a leading practice used by public and private sector organizations to help guide decision-making, set priorities and align internal and external stakeholders around a shared purpose.

We recommend the City adopt the vision statement included at Figure 6. This vision was developed in our co-design workshops and validated with senior internal stakeholders as well as industry representatives. We also used this vision to shape and inform the new operating model presented in this chapter.

Figure 6: Draft Vision Statement for the Development Review Process

To build a better Toronto by positively shaping growth together.

Building is active, staff-empowering and future-oriented. It also anchors the DRP in the City's bricks and mortar.

A **better Toronto** is the shared goal that aligns all stakeholders.

Better acknowledges the site-by-site nature of the improvements and how the process achieves the City's policy framework.

Growth is how we build a better Toronto. It connotes continual change and broad objectives (economic growth, population growth, smarter infrastructure, etc.).

To **positively shape** requires creativity and implies a shared, collaborative project.

Together means stakeholders working collaboratively towards a shared goal.

2. Organization

This section sets out our recommendations related to the organization layer of the new operating model.

Element	Recommendations
Organization	2.1 Establish a multidisciplinary, team-based approach to development review to anchor interdivisional collaboration. 2.2 Establish a formal mechanism to accelerate applications with City-wide significance. 2.3 Shift specialized work to specialized teams to enhance system capacity.

2.1 Establish a multidisciplinary, team-based approach to development review to anchor interdivisional collaboration.

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The City should establish a formal team-based approach to reviewing OPA, ZBA and SPA applications. This approach would replace the current "hub and spoke" model of using a Community Planner to solicit individual comments from different commenting partners through a series of application hand-offs. Our evidence base indicates that the current model disperses accountability, drives inter- and intra-divisional conflict and creates a significant barrier to collaboration. Additional details on related current state challenges are included in Appendix A.

By contrast, a team-based approach would enable collaboration by focusing accountability for each application on a dedicated team, assigning clear roles and responsibilities and creating a regular face-to-face meeting structure for team members to review applications, identify a shared, City position and meet with applicants (see Recommendation 3.3). Our jurisdictional research identified a multidisciplinary, team-based approach as a key success factor for breaking down the silos that inevitably surface between Divisions. See Appendix B for additional details.

Development review is a collaborative endeavour that requires input and engagement from a broad range of staff. A team-based model creates a structure for those staff to come together and work across disciplines towards a cohesive, prioritized, City-wide position.

Figure 7 identifies the key features of the proposed multidisciplinary teams. These features were developed through our co-design process and informed by our jurisdictional research.

Figure 7: Key Features of Multidisciplinary Teams

Category	Key Feature
Membership	— Multidisciplinary teams consist of a Community Planner, Urban Designer, Development Engineer, Solicitor and Project Support Assistant. — Team membership is flexible and may also include team members from Heritage, Parks Planning, Urban Forestry, Transportation Services or the Affordable Housing Office, among others, depending on application needs. — Membership should be determined by the relevant Manager, Community Planning based on application volumes and the needs of each application. — Staff will be assigned to more than one team. We anticipate that participation across teams will vary based on the relative size of each team members role in the development review process and overall staffing levels (e.g., a Community Planner may belong to one or two teams while an Urban Designer may belong to six or seven teams). — The purpose of the team is to provide consistency in interactions (for staff and applicants), not exclusivity of effort. — Support Assistants would help with administrative and scheduling-related issues for the application (e.g., recording meeting notes, scheduling internal and external meetings, coordinating requests for

Transformational Model

Category	Key Feature
	additional information, etc.). Where feasible, it is envisioned that existing staff could fulfill this function.
Accountability	— Each application is assigned to a specific multidisciplinary team of named individuals. — Application teams are led by a Community Planner and report, on all application-related issues, through a matrix structure to a Manager, Community Planning. The Community Planning Manager provides oversight and direction for the multidisciplinary team by, for example, identifying issues that should be escalated to the District Table (see Recommendation 4.2). — Team members outside of Community Planning report to their home Divisions/Sections on all other issues (i.e., issues not related to development approvals or development application review).
Location	— To be most effective, teams should be co-located in the same office.

Figure 8, below, highlights the differences between the current "hub and spoke" model and the proposed team-based model.

Figure 8: Differences between Current and Proposed Models

Category	Current Hub and Spoke Model	Proposed Multidisciplinary Team Model
Accountability	— Application is owned by a Community Planner. — Each team member accountable for achieving their Division/Section's objectives.	— Application is owned by a dedicated multidisciplinary team. — Team members manage application workloads together. — Team members are collectively accountable for developing a coherent City position on each application.
Decision-making Structure	— Application-related decision-making is dispersed across multiple staff (and their respective Divisions/Sections).	— Decision-making on applications rests with the multidisciplinary team and is led by the Community Planner.
Reporting Structure	— Each staff person involved in the review of an application reports to a different manager.	— Matrix reporting structure centralizes application-related reporting structure through Community Planning.
Location	— Each staff person involved in the review of an application sits with their own Section or Division.	— Teams are co-located in the same office, where feasible.

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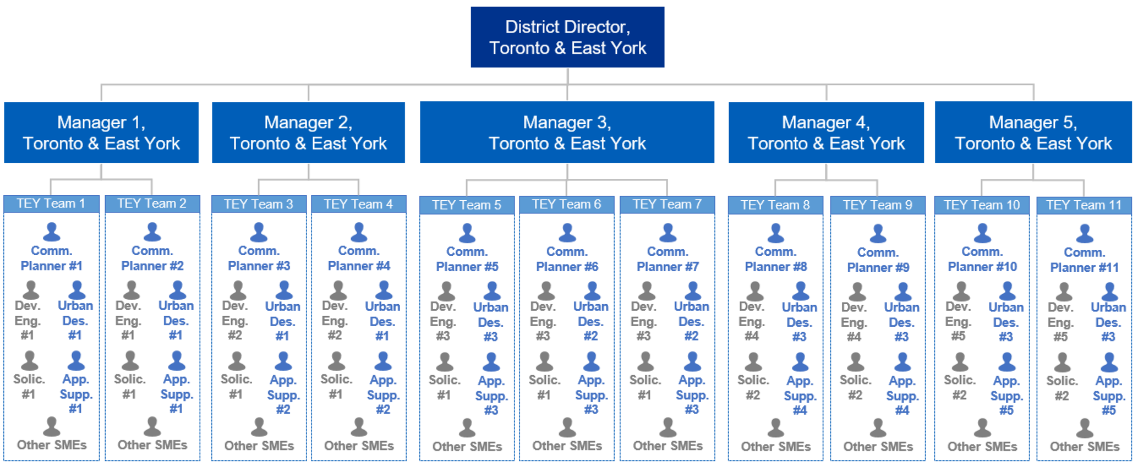
Category	Current Hub and Spoke Model	Proposed Multidisciplinary Team Model
Project Management	— Community Planner responsible for all project management activities, such as scheduling internal and external meetings.	— Support Assistant provides project management assistance, allowing Community Planner to focus on value-adding planning work.

The benefits of a team-based approach include:

- Improved collaboration across Divisions and Sections involved in the development review process;
- Enhanced accountability for application review outcomes;
- Flexible membership structure allows expertise to be matched with application needs;
- Support Assistants allow Community Planners to refocus on more value-adding work;
- Clear accountability structure on all application-related issues allows issues and bottlenecks to be identified and resolved quickly;
- Matrix reporting structure balances accountability with need for professional development across diverse team members; and,
- Professional development opportunities through consistent exposure to the expertise and experience of other team members.

Identifying the number of teams required across Districts as well as their composition will require a detailed analysis of current and anticipated workloads across team members. Additional details are included in the Implementation Roadmap in Chapter 3. Figure 9, below, provides an example (illustrative only) of how the multidisciplinary teams might be structured within a District.

Figure 9: Sample Multidisciplinary Team Structure within a Community Planning District



2.2 Establish a formal mechanism to identify and accelerate applications with City-wide significance.

The City should establish a formal mechanism to identify and accelerate the review of development applications with City-wide significance (e.g., applications that deliver social goods, significant economic development, etc.). Two-thirds of the jurisdictions included in our jurisdictional review provide accelerated review cycles for certain types of applications.

This mechanism could replace existing programs (i.e., Gold Star and Open Door) as well as the one-off, *ad hoc* structures created for specific applications or groups of applications. Applicants and staff with extensive experience of the programs in question as well as our data analysis indicated that existing programs were ineffective. Similarly, senior- and manager-level city stakeholders indicated that *ad hoc* structures required significant time and effort to establish and caused system-wide disruption.

Figure 10, below, sets out the key features of the proposed mechanism to accelerate applications with City-wide significance. These features were developed through our co-design workshops, informed by our jurisdictional research and reviewed with senior-level City staff.

Figure 10: Key Features of Mechanism to Accelerate City-wide Significance Applications

Category	Key Feature
Application Identification/ Reporting	— Chief Planner approves applications with City-wide significance based on pre-determined criteria (e.g., applications that deliver social goods or significant economic development, etc.). — Planning & Housing Committee has jurisdiction over applications with City-wide significance, providing a City-wide focus and resources.
Application Acceleration	— Applications with City-wide significance are assigned to multidisciplinary teams (see Recommendation 2.1) with significant experience on similar applications. These teams carry comparatively fewer files, allowing additional staff time and resources to be focused on priority applications. In some cases, the application-to-team ratio may be one-to-one. — Community Planning District Directors actively participate in application management, including resource allocation, issue resolution and applicant meetings. — The Portfolio and Practice Management Committee (see Recommendation 4.2) actively monitors applications with City-wide significance, signalling strong senior management support. — Relevant subject matter experts (e.g., staff from the Affordable Housing Office or Economic Development) may be integrated onto the multidisciplinary teams on an as-needed basis.

Category	Key Feature
Organizational Structure	— Applications with City-wide significance should be assigned to experienced teams according to geography and capacity. — The City may also consider, as a longer term option, centralizing experienced teams in a single location, which would provide clear lines of accountability for priority applications as well as a City-wide focus for relevant staff (similar to the City's Housing Now approach).
Fees	— Additional fees may apply for certain types of applications (e.g., large commercial developments or other job-created applications).

The benefits of a formalized mechanism include:

— Applications with City-wide significance are approved faster;

— Reduced staff time and system churn that result from *ad hoc* structures;

— System resources focused in a single mechanism (i.e., there will only be one mechanism to accelerate applications with City-wide significance), reducing risk of failure; and,

— The effective monitoring, management and evaluation of applications with City-wide significance, which is difficult today given lack of structure.

The core mechanism consists of (i) clearly defined criteria to identify what constitutes an application with City-wide significance and (ii) a procedure to assign those applications to experienced multidisciplinary teams.

2.3 Shift specialized work to specialized teams to enhance system capacity.

Centralizing repeatable functions in dedicated, specialized units is a common practice in similarly complex, interdepartmental processes.[4] Dedicated teams can specialize, increasing processing speeds, overall system capacity and allowing other staff to focus on more value-adding work. Senior- and manager-level staff from multiple Divisions consistently identified opportunities to shift certain highly repeatable or specialized tasks to dedicated teams.

Figure 11 identifies four development review process-related tasks that the City should consider shifting to dedicated teams. These opportunities were identified by internal and external stakeholders and validated through our interdivisional co-design workshops.

[4] See, for example, "Shared Services Horizons of Value," Leadership for a Networked World, available at: https://lnwprogram.org/sites/default/files/Shared_Services_Horizons_of_Value_0.pdf.

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Figure 11: Opportunities for Dedicated Staff Teams

Opportunity	Rationale
— Establish a specialized team in Legal Services for tribunal appeals consisting of Solicitors and experienced Community Planners.[5]	— Internal and external stakeholders indicated that tribunal appeals require significant staff time and can disrupt the development review process as staff are pulled off development review for extended periods to prepare for and attend hearings. — Tribunal appeals require a specialized skill set and experience that are unrealistic to develop across all staff.
— Establish a specialized team in Legal Services for agreements (e.g., Section 37 agreements, subdivision agreements, site plan agreements, etc.).	— Stakeholders indicated that waiting for agreements can result in significant delays as they typically occur at the end of the review cycle and are not prioritized by staff. — There is also an opportunity to standardize templates for agreements to further accelerate timelines.
— Shift administrative responsibility for public engagement to the Public Consultation Unit. — Over time, the Public Consultation Unit may also take on a facilitation role at public meetings, allowing City staff to be better positioned as neutral parties.	— Stakeholders indicated that the administrative aspects of public engagement (e.g., coordinating with applicants, identifying venues, set-up, attendance and note-taking, etc.) is a significant time effort. — Shifting responsibility for the administrative aspects of public engagement to the Public Consultation Unit would increase Community Planners' time for more value-adding work. — The Public Consultation Unit is currently used by other Divisions, such as Engineering & Construction Services, for public consultations of a similar size and complexity to development review-related consultations.
— Establish specialized application teams within each Community Planning District for simple or routine SPA applications.	— Stakeholders indicated that simple or routine SPA applications are technical in nature and often require a different skillset than OPA/ZBA applications. — Stakeholders also indicated that these types of SPA applications provide a training opportunity for junior to mid-level staff.

[5] Changes to Ontario's land use planning legislative framework (Bill 108) may impact this recommendation.

Opportunity	Rationale
	— Prior to establishing specialized teams, the City would have to develop criteria to clearly distinguish routine and complex SPA applications.

3. Process

This section sets out our recommendations related to the process layer of the new operating model.

Element	Recommendations
Process	3.1 Streamline application requirements and establish a formal mechanism to gatekeep new requirements. 3.2 Stream applications by their alignment to the City's policy framework to incentivize up-front effort from applicants and increase system capacity. 3.3 Standardize a formal internal and external meeting cadence and project schedule to enhance cooperation and customer service. 3.4 Adopt a standard, City-wide approach to the use of guidelines and draft policies, and make that approach publicly available. 3.5 Establish circulation limits and automatic escalation to reduce application timelines and incentivize collaboration.

3.1 Streamline application requirements and establish a formal mechanism to gatekeep new requirements.

Application requirements were not identified as a major development review process challenge; however, internal and external stakeholders identified opportunities to streamline application requirements through simplification and/or elimination. Moreover, City stakeholders could not identify the last comprehensive review of application requirements. Figure 12 identifies some initial opportunities identified by internal and external stakeholders and validated through our co-design workshops. We understand that action is already underway across a number of opportunities (e.g., Preliminary Reports).

The comprehensive review should begin with OPA, ZBA and SPA applications and identify requirements that are:

— Unnecessary;

— Duplicative;

— Conflicting;

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— Burdensome on applicants and/or staff (e.g., costly or time-consuming for limited benefit); or,

— Capable of being simplified or streamlined.

The proposed review should be led by City Planning in consultation with Divisions involved in the development review process and with the support of the Business Transformation Lead. Leading practice would also engage industry representatives in the review to ensure that the impact of requirements on applicants is fully understood and reasonable.

In some cases, the City may need to engage the province to change application requirements. As a first step, application requirements that can be changed by the City without provincial engagement should be prioritized.

In addition to a comprehensive review of all current application requirements, the City should establish a formal mechanism to regularly review existing requirements and gatekeep new requirements, a leading practice for application-based, customer facing public services. Formal mechanisms could include rolling reviews, sunset clauses and/or customer surveys, which are used by many public sector organizations to prevent requirement creep.

Figure 12: Opportunities to Streamline Application Requirements

Requirement	Suggested Action	Stakeholder Rationale
Draft Official Plan Amendments/Zoning By-laws	Delay submission	Submitted at application, these drafts tend to be reviewed late in the review process and require significant changes, causing additional work.
Community Services and Facilities Studies	Eliminate	These studies involve a considerable effort and expense for applicants. The City may be better positioned to determine community needs related to community services and facilities.
Public Consultation Strategy Report (requires provincial co-operation)	Eliminate	Internal and external stakeholders indicated that these reports provided limited value over staff-applicant discussions following submission.
Noise Impact Studies	Eliminate (unless noise issues are relevant to the application)	Stakeholders indicated that City staff lack the technical expertise to evaluate these studies. Further, they are often required for intended uses that do not generate noise.
Vibration Studies	Eliminate (unless site is near railway line)	Stakeholders indicated that City staff lack the technical expertise to evaluate these studies and are often unnecessary given a development site’s location.

Requirement	Suggested Action	Stakeholder Rationale
Architectural Control Guidelines	Combine with Urban Design Guidelines	Stakeholders indicated that these guidelines were duplicative of many urban design guidelines.
Engineering- and Construction-related studies	Create Staff-Industry Working Group to Review/Streamline	Stakeholders indicated that these highly technical requirements were often necessary but unwieldly and could benefit from simplification and standardization (i.e., standard templates).

3.2 Stream applications by their alignment to the City's policy framework to incentivize up-front effort from applicants and increase system capacity.

City Planning should establish a three-tiered streaming matrix for OPA, ZBA and SPA applications. The tiers should be differentiated by the degree to which they align with the City's policy framework, as set out in Figure 13, below. Examples of the City's policy framework include but are not limited to: consistency with the Provincial Policy Statement, conformity with the Growth Plan for the Greater Golden Horseshoe and alignment with the Official Plan and Urban Design Guidelines.

The multidisciplinary teams set out in Recommendation 2.1 should be empowered to apply the streaming criteria following the submission of a complete application. The streaming criteria should also inform the project schedules included in Recommendation 3.3.

Figure 13: Streaming Criteria

Stream	Description	Criteria
Green	High degree of alignment to the City's policy framework.	Approval likely with two or fewer circulations.
Yellow	Changes required to fit application within City's policy framework.	Approval likely with three or four circulations.
Red	Significantly outside City's policy framework.	Approval highly unlikely or five or more circulations .

Staff consultation indicates that approximately 80% of applications are likely to be identified as Yellow, with the remaining 20% split evenly between Green and Red.

Streaming applications by relative policy alignment will help the City to:

— Create an incentive for applicants (i.e., fewer circulations and an accelerated approvals process) to align with the City's policy framework;

— Improve staff capacity by incentivizing applications that require fewer circulations (and so use fewer staff resources) and quickly exiting resource-intensive applications that are unlikely to be approved; and,

— Allow development review staff to focus on more value-adding work.

Many of the cities in our jurisdictional analysis identify and expedite policy-aligned applications, though mechanisms tend to be jurisdiction-specific. Our proposed streaming matrix was developed through our co-design process and informed by our jurisdictional research.

The proposed streaming matrix is flexible. For example, the matrix could be refined to identify and accelerate as-of-right or "patterned development" (e.g., an additional stream for as-of-right proposals that require a single circulation).

The existing "Complex" and "Routine" streaming categories should be eliminated. Stakeholder engagement and our data analysis indicated that these categories are ineffective and applied inconsistently across Districts.

3.3 Standardize a formal internal and external meeting cadence and project schedule to enhance cooperation and customer service.

Given the relative complexity of OPA, ZBA and SPA applications, numerous internal and external interviewees stated that more face-to-face communication is required throughout the development review process.

Through extensive consultation and our jurisdictional research, we identified that regular, face-to-face meetings would be the most effective mechanism to:

— Facilitate interdepartmental alignment on application requirements;

— Identify solutions to application-related challenges; and,

— Improve customer service.

Recurring meetings scheduled around application milestones would also reduce the administrative burden associated with the current *ad-hoc* approach to internal and external meetings, a significant time drain identified by internal stakeholders.

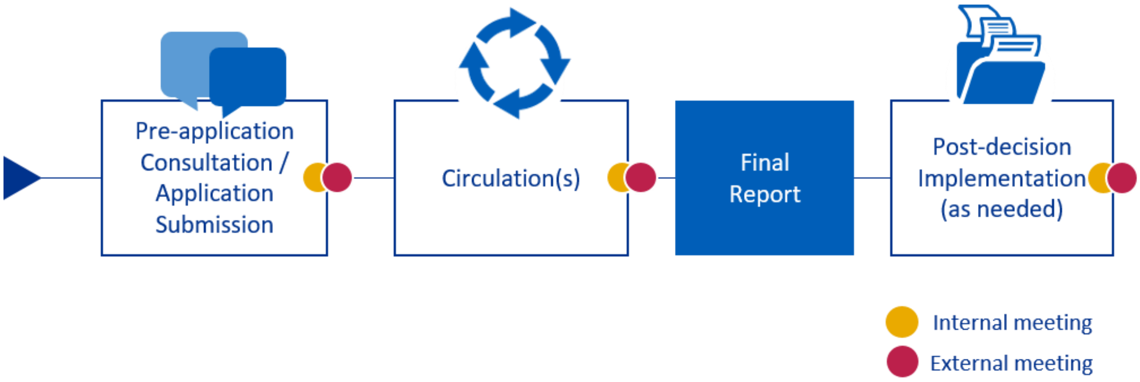
Our recommended meeting cadence is presented in Figure 14. A visual is included in Figure 15. It was developed through our co-design process.

Transformational Model

Figure 14: Standardized OPA, ZBA and SPA Meeting Cadence

Application Milestone	Recommended Meetings
Pre-Application Consultation and/or Application Submission[6]	— Multidisciplinary team meets to align on City position, application requirements, application completeness and streaming[7] — Multidisciplinary team meets with applicant to clearly communicate City position and, when appropriate, develop a project schedule.
After each Circulation	— Multidisciplinary team meets to align on outstanding issues and consolidate comments and feedback. — Multidisciplinary team meets with applicant to communicate/discuss consolidated City feedback and review outstanding issues.
Post-Decision	— Multidisciplinary team meets to review how decision will be implemented and review lessons learned. — Multidisciplinary team may meet with applicant to resolve any outstanding issues.

Figure 15: Visual Presentation of Standardized Meeting Cadence



Internal meetings should be attended in-person by the multidisciplinary team. External meetings should be attended in-person by the multidisciplinary team and the applicant's team, including consultants where possible. Interviewees indicated that

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[6] Where a pre-application consultation does not take place, the first meeting should be scheduled following application submission. We anticipate that the creation of the project schedule will vary by application. For example, where pre-application consultation centres on a well-developed, near submission-ready application, it may be appropriate to develop a project schedule at the pre-application consultation stage.
[7] Where there is a pre-application consultation, in most cases, application completeness and streaming decisions will occur at the next meeting of the multidisciplinary team.

communication through an intermediary is significantly less effective than hearing directly from the person responsible for the comments. As the application progresses, meeting attendance is likely to decline as issues are resolved.

While calendaring meetings can be a challenge, a number of jurisdictions we reviewed have found success by pre-blocking monthly "meeting days" for teams to meet internal and externally.

To further enhance accountability and applicant expectations, we also recommend the application team and the applicant co-develop a project schedule at the pre-application or application submission stage that identifies:

- The anticipated number of circulations;
- Approximate circulation times, including revisions provided by the applicant; and,
- Dates for subsequent external meetings.

3.4 Adopt a standard, City-wide approach to the use of guidelines and draft policies, and make that approach publicly available.

Industry and senior City stakeholders indicated that guidelines and draft policies were often applied inflexibly as though they were regulations or Council approved policies. This approach varied significantly across individuals and Districts.

To enhance consistency, the City should adopt a standard approach to guidelines and draft policies, setting out how they should be applied and how they differ from regulations and Council-approved policy.

To enhance transparency, the City's approach to guidelines and draft policy should be provided to applicants and made publicly available online. Sharing this information with applicants may also help improve application quality. The standardized approach should be incorporated into the interdivisional training identified as a key enabler for transformation.

3.5 Establish circulation limits and automatic escalation to reduce application timelines and incentivize collaboration.

City Planning should establish a circulation limit for OPA, ZBA and SPA applications. The limit or "cap" would not result in automatic approval or rejection, but escalate the application to a review by an interdivisional governance committee to identify why future circulations are required and determine an action plan to complete the review.

Our data analysis indicates that a limit of three circulations could result in a meaningful reduction in ZBA and SPA processing and circulation times. The proposed circulation limit draws on leading practice identified in our jurisdictional research and was refined through our data analysis and co-design workshops.

To enhance accountability, the proposed circulation limit should be integrated into the governance structure set out in Recommendation 4.2. Prior to a fourth circulation, applications should be subject to automatic review by the Director Portfolio Table and the Business Transformation Lead to identify the reasons for the additional circulation and, working with the applicant, to develop an action plan to complete the review process.

Similarly, to enhance the incentive to finalize review within the three circulation limit, the City should consider additional fees for fourth and subsequent circulations where the reason for the additional circulation(s) lies with the applicant. The City may also wish to consider a similar mechanism to enhance staff accountability, such as embedding circulation-related metrics into staff performance plans.

A circulation limit would:

— Expedite the identification and resolution of critical application-specific issues;

— Incentivize staff to provide detailed review and comments early in the development review process;

— Incentivize applicants to provide fulsome revisions early in the development review process;

— Incentivize applicants to improve application and consultant report quality;

— Dissuade applicants from resubmitting materials without addressing prior City comments; and,

— Incentivize applicants and staff to have a more fulsome pre-application consultation process.

4. Accountability

This section sets out our recommendations related to the accountability layer of the new operating model.

Element	Recommendations
Accountability	4.1 Establish a new, senior-level, Business Transformation Lead reporting to the Chief Planner with interdivisional accountability for the development review process. 4.2 Establish an interdivisional governance structure to proactively monitor the development application portfolio and resolve conflicts.

Transformational Model

4.1 Establish a new, senior-level, Business Transformation Lead reporting to the Chief Planner with interdivisional accountability for the development review process.

End-to-end, interdivisional accountability for practice and operational matters is one of the most significant challenges facing the development review process.

A Business Transformation Lead – empowered and reporting directly to the Chief Planner – would reduce bottlenecks, improve conflict resolution and enhance interdivisional accountability by:

- Centralizing management and oversight of practice-related issues (e.g., standardization, training, continuous improvement, etc.) across Districts and Divisions, providing a single point of accountability; and,
- Increasing capacity to address and prioritize practice-related issues.

This is a leading practice we identified in jurisdictions included in our research, specifically: senior-level operational executives dedicated to enhancing consistency across geographic areas and proactively identifying conflicts using a variety of tools like KPIs, dashboards and various types of management tables.

The purpose of the Business Transformation Lead is much like that of a Chief Operating Officer in many business organizations: someone to keep a close eye on day-to-day tasks and activities to free up capacity in other executives to focus on strategic, policy or other substantive issues. It is explicitly not intended to add another management "layer" to existing decision-making frameworks, in this case between existing District Directors and the Chief Planner.

Figure 16, on the next page, outlines the roles and responsibilities of the proposed Business Transformation Lead as well as the Chief Planner and District Directors. These roles and responsibilities were developed through our co-design process and jurisdictional research and validated through discussions with senior City leadership.

Transformational Model

Figure 16: Development Review-related Roles of Chief Planner, District Directors and Business Transformation Lead

	Chief Planner	District Directors	Business Transformation Lead
Development Review-related Roles & Responsibilities	— Strategic direction and oversight of the developmen t review process.	— Manage the substantive review of development applications (including all planning and policy-related issues, such as final sign off on reports). — Manage application volumes and work assignments within Districts. — Identify and resolve application conflicts within Districts. — Build strong relationships with local communities and applicants. — Support operational changes/improvements, including implementation of the End-to-End Review and IT Transformation. — District Directors would continue to be supported by the Managers within their Districts.	— Manage the operational and practice-related side of the development review process across Districts and Divisions, including: — Standardization of rules, processes and guidelines; — Performance measurement; — Partnerships and innovation; — Continuous improvement and quality assurance; — Training; — Manage application volumes and work assignments across Districts and Divisions; and, — Project and practice management. — Lead interdivisional governance structure. — Proactively identify and help resolve process-related issues, such as bottlenecks and interdivisional conflicts. — Manage regular fee review. — Implement End-to-End Review recommendations and IT Transformation.
Outcomes	— Additional capacity for strategic leadership activities.	— Additional capacity for value-adding community planning work and leadership/mentorship. — Community-based approach to planning balanced with City-wide accountability.	— Formalized management and oversight of the development review process. — Established mechanism to manage application volumes and staff workloads across Districts. — Empowered lead to drive implementation of the End-to-End Review and continuous improvement.

We also recommend shifting the Business Performance & Standards Unit to report directly to the Business Transformation Lead in order to provide the resources necessary to fulfill the mandate. City Planning may also consider renaming the unit the Business Performance & Innovation Unit to better align with the Business Transformation Lead's proposed mandate.

Transformational Model

4.2 Establish an interdivisional governance structure to proactively monitor the development application portfolio and resolve conflicts.

Many of the municipalities reviewed in our jurisdictional research employ interdepartmental governance mechanisms, such as regularly scheduled tables or meetings, to actively monitor application volumes and processing capacity as well as identify and resolve application-related issues. Establishing an interdivisional governance structure for the development review process will allow the City to:

— Pro-actively monitor the end-to-end development review process;

— Coordinate and prioritize work and staff resources across Divisions;

— Identify and resolve interdivisional conflicts; and,

— Empower the Business Transformation Lead.

Our proposed governance structure is set out in Figure 17. It builds on the multidisciplinary teams identified in Recommendation 2.1. This structure is meant to formalize and replace existing *ad hoc* structures, reducing overall meeting time and related churn. For example, we recommend that the proposed Portfolio & Practice Management Table replace the Developing Toronto Steering Committee.

Figure 17: Interdivisional Governance Structure

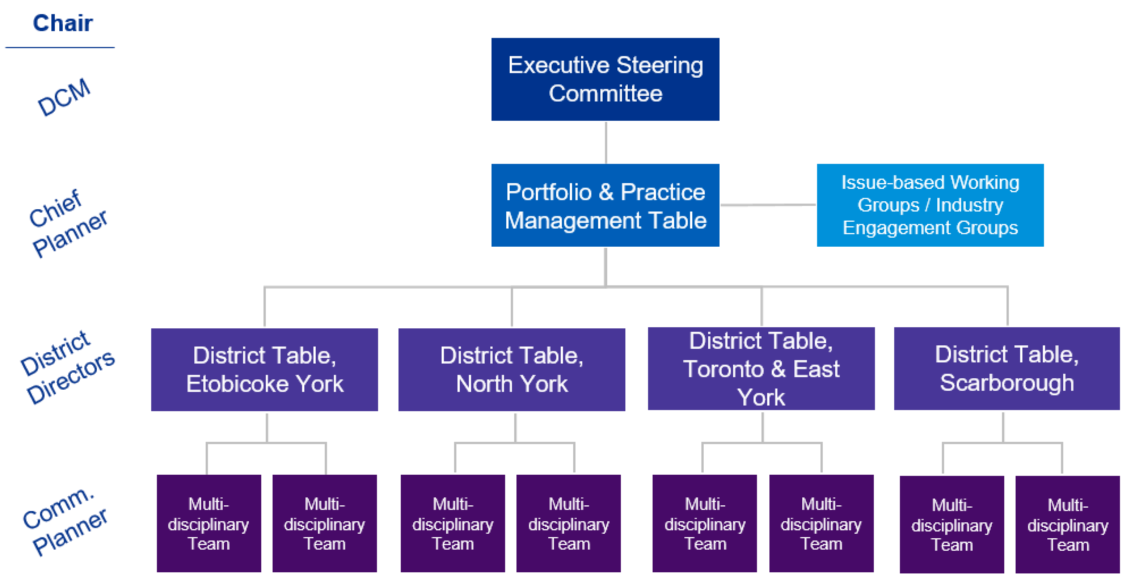


Figure 18 outlines the proposed membership and mandate of each level of the governance structure. These features draw on leading practice identified in our jurisdictional research and were developed through our co-design workshops. They were also refined and validated through discussions with senior City staff. Internal City stakeholders indicated that clear direction from a Deputy City Manager was a key success factor in enhancing interdivisional cooperation.

Transformational Model

Clear criteria should be established to identify issues that warrant escalation through the proposed structure. Administrative support for the top three layers of the proposed structure should be provided by the Business Transformation Lead's office.

Figure 18: Membership and Mandate of Interdivisional Governance Structure

Table	Mandate	Membership	Meeting Cadence
Executive Steering Committee	— Empower governance structure and Business Transformation Lead — Resolve significant interdivisional/external conflicts — Resolve high-risk issues	— Deputy City Manager (Chair) — Executive-level (GM/ED) leadership from relevant Divisions	— As-needed
Portfolio & Practice Management Table	— Manage development application portfolio — Resolve interdivisional/external conflicts — Facilitate interdivisional coordination and issue identification — Performance measurement — Monitor implementation of End-to-End Review	— Chief Planner (Co-Chair) — Business Transformation Lead (Co-Chair) — Director-level DRP staff: District Directors, Urban Design, Heritage, ECS, Transportation Services, PFR, etc.	— Monthly
Issue-based Working Groups / Industry Engagement	— As needed subcommittees to respond to specific issues (e.g., groundwater) or engage industry	— As-needed	— As-needed
District Tables	— Manage District-level development application portfolio and resources/workloads across Division — Resolve core team bottlenecks/conflicts	— District Director (Chair) — Business Transformation Lead (Support) — Relevant Managers from the same District: Community Planning, Urban Design, Heritage, ECS, Transportation Services, PFR	— Bi-weekly
Multi-disciplinary Teams	— Manage and resolve all application-related issues	— Multidisciplinary teams led by a Community Planner,	— Ongoing

Table	Mandate	Membership	Meeting Cadence
		engaging operational staff as needed — Manager-level support provided by Community Planning Managers	

As the governance structure develops, the City should consider opportunities to expand the structure to include external commenting partners, such as the Toronto & Region Conservation Authority, the Toronto Transit Commission, the Ministry of Transportation and local school boards. For example, a subcommittee of the Portfolio & Practice Management Table could be formed to meet quarterly with one or more external commenting partners.

5. Technology

This section sets out our recommendations related to the technology enabler that supports the new operating model.

Element	Recommendations
Technology	5.1 Modernize the existing application workflow and management system. 5.2 Improve online application tracking to enhance transparency and improve customer service. 5.3 Improve the availability of development review-related information and data to enhance application quality. 5.4 Use groupware to improve internal and external collaboration.

5.1 Modernize the existing application workflow and management system.

The City should accelerate the modernization of its application workflow and management system. A detailed evaluation of future state system requirements was outside the scope of our review.

Our evidence base, however, confirms the urgent need for a modernized system. Similarly, our jurisdictional research confirms that modern workflow/customer relationship management systems are a key prerequisite for effective development review processes.

Senior and manager-level development review staff as well as leading practice indicate that the replacement should include the following core features:

- **Enterprise-wide, interdivisional capabilities**: All commenting partners involved in the development review process should be able to use the same, modernized system. Similarly, the system should provide a common online platform for circulating comments across commenting partners and integrate with existing City databases (e.g., listed and designated heritage properties);
- **Automated**: Routine business processes and data entry should be automated to reduce the administrative burden on staff. Similarly, the system should provide automated time-based flags and alerts for tasks and key application-related deadlines;
- **Project management capabilities**: The system should support advanced project management tools and techniques, including application-based time entry and start-stop comment tracking for all commenting partners;
- **Data-enabled**: The system should be capable of capturing high quality data to support enhanced portfolio and performance management. The system should also allow staff time-tracking across individual applications.

To enhance overall accountability, the City may also consider integrating the modernization effort with the broader development review process transformation outlined in this report.

5.2 Improve online application tracking to enhance transparency and improve customer service.

The City should enhance its Application Information Centre to include real-time application tracking. Our jurisdictional research indicated that allowing applicants to track comments in real-time through an online portal increased applicant satisfaction and reduced the churn associated with applicants seeking updates through more time-consuming channels, such as phone and email.

Drawing on leading practice from our jurisdictional research, online application tracking should identify:

- Each member of the City's application team (e.g., each individual with a mandate to review the application);
- Comments received from each commenting partner, including when the application was circulated and when comments were received; and,
- The project schedule and associated project management routines identified in Recommendation 3.3.

Improvements to the Application Information Centre should be integrated into the modernization of the workflow/customer relationship management system. Where possible, updates or enhancements to the Application Information Centre should be automated to reduce the administrative burden on staff.

5.3 Improve the availability of development review-related information and data to enhance application quality.

Industry, City staff and a number of commenting partners indicated that there are opportunities to make available additional information online to enhance application quality, including, for example:

— Sewer capacity models;

— Water main locations;

— Traffic capacity models;

— Transit capacity models;

— Committee of Adjustment decisions; and,

— Pre-amalgamation zoning by-laws.

In some cases, the information does not currently exist or is under development (e.g., sewer capacity model). In other cases, the information is available but not currently online (pre-amalgamation zoning by-laws) or only partially available online (e.g., Committee of Adjustment decisions after a certain date are only available on request at an additional fee).

Increasing the availability of development review-related information can also help streamline the application process by simplifying certain application requirements (e.g., applicants can plug into existing models rather than build those models from the ground up) and improve application quality (e.g., by providing applicants with key information prior to application submission).

5.4 Use groupware to improve internal and external collaboration.

The City should adopt a web-based platform with groupware capabilities, such as real-time editing and electronic version control, for circulation and commenting. The web-based platform should include document storage and associated project management tools.

Groupware is a leading practice tool used in many large public sector organizations. It enables collaboration (and boosts productivity) by allowing staff to work together in real-time on a single document and reducing the administrative burden associated with document storage and version control – a particularly significant challenge given the development review process' many different commenting partners.

In addition to groupware, a number of municipalities are experimenting with innovative tools to enable collaboration with applicants and the public, such as online software that allows applicants and the public to quickly aggregate and visualize development applications, including the policy frameworks applicable to a specific site in real-time.

Transformational Model

We recommend that the City identify and pilot similar tools to help visualize and manipulate development applications and related data, such as underlying policy frameworks. These tools would extend the capability of the City's well-regarded Application Information Centre.

6. Project & Practice Management

This section sets out our recommendations related to the project and practice management enabler that supports the new operating model.

Element	Recommendations
Project & Practice Management	6.1 Enhance transparency and consistency by defining stakeholder roles and developing standard operating procedures 6.2 Improve project management-related tools and techniques to empower multidisciplinary teams. 6.3 Modernize performance measures and adopt a review mechanism to monitor their on-going effectiveness.

6.1 Enhance transparency and consistency by defining stakeholder roles and developing standard operating procedures.

Stakeholder roles and responsibilities are not well defined, contributing to process inconsistencies across Districts, wards and individuals. Clearly defining each stakeholder role and mandate in the development review process will enhance transparency and predictability as well as empower staff to fulfill their responsibilities.

The roles and responsibilities of each stakeholder (application team members, other commenting partners, elected officials, applicants and the public) should be clearly delineated and made available in a publicly accessible location, such as the City's online Development Guide. To enhance transparency and effectiveness, these roles and responsibilities should be incorporated into the interdivisional training identified in recommendation 6.1. Role clarity will be critical to enable Community Planners to fulfill their leadership role on multidisciplinary teams.

In addition to clear roles and responsibilities, standard operating procedures (SOPs) for the review of development applications should be developed for multidisciplinary teams and all other commenting partners. While some Divisions have development-review related SOPs, the majority do not. SOPs are a standard industry practice that help ensure consistency across individuals and groups, minimize the disruption related to staff change and accelerate the training and onboarding of new staff. SOPs can also boost performance measurement by clearly defining expectations and allowing for cross-staff comparisons.

6.2 Improve project management-related tools and techniques to empower multidisciplinary teams.

Alongside the SOPs included in Recommendation 6.1, a suite of standard project management-related tools and techniques should be developed to support multidisciplinary teams through the development review process.

Relevant tools include: project schedules, risk registers, issue trackers, completion checklists, escalation procedures and standardized templates for commenting partners and applicant communications. A standard set of project management tools will allow multidisciplinary teams to focus on value adding work, minimize time "recreating the wheel" and enhance consistency across the development review process.

The City should explore opportunities to leverage existing assets to fast-track the tool development process. It will also be important to integrate any project management tools into the modernized application workflow and management systems.

Once appropriate project management tools are identified, they should be incorporated into the training outlined in Recommendation 7.1.

6.3 Modernize performance measures and adopt a review mechanism to monitor their on-going effectiveness.

The use and regular review of performance measures are critical to the success of any organization or complex process. Our analysis indicates that performance measure maturity varies significantly across the Divisions involved in the development review process, with the majority of Divisions at a relatively low-level. The core challenges currently impacting effective performance measurement are set out in Figure 19.

Figure 19: Current State Performance Measurement Challenges

Challenge	Impact
Non-integrated, highly manual systems	— No end-to-end view of performance. — Significant effort required to extract and analyze performance data.
Lack of time tracking across most Divisions	— Inability to accurately measure time spent (versus total elapsed time) on individual applications across commenting partners.
Inaccurate performance standards	— Staff morale negatively impacted by difficulty of meeting many existing standards.
Lack of effectiveness measures	— Overall impact of staff or development review process on applications not measured.

To overcome these challenges, we recommend a refreshed approach to development review performance measurement based on leading practice and realistic processing timelines. Measures should also be developed to monitor the performance of multidisciplinary teams and other core recommendations included in this report.

Transformational Model

Example indicators are included in Figure 20 below. This is an illustrative list and not meant to be exhaustive.

Figure 20: Example Performance Measures

Indicator Type	Indicator
Efficiency	— Total elapsed time from complete application to City Council decision across all application types. — Total elapsed time for each circulation, including breakdown of time spent with 1) multidisciplinary team and 2) each commenting partner. — Total staff time (hours) by 1) multidisciplinary team, 2) commenting partner (internal), 3) circulation across all application types and 4) application stream (green, yellow, red). — Staff cost by 1) multidisciplinary team, 2) commenting partner and 3) circulation across all application types. — Total elapsed time with the applicant for each circulation across all application types. — Total hours with the applicant for each circulation across all application types.
Effectiveness	— Total public engagement hours by application type and circulation. — Population growth in targeted growth areas. — Extent to which Official Plan objectives are achieved on an annual basis. — Industry satisfaction surveys. — Public satisfaction surveys. — Number of new comments received after first circulation by 1) multidisciplinary team, 2) commenting partner and 3) District. — Number of circulations by 1) application and 2) multidisciplinary team. — Number of elevations to governance structure by 1) multidisciplinary team and 2) District. — Applications streamed by criteria (green, yellow, red) and related trends. — Number of pre-application consultation meetings (by application and overall). — Number of unaddressed comments by applicants across all application types (i.e., comments made by staff or commenting partners that are not addressed by an applicant in subsequent circulations).

In addition to new, process-wide performance measures, the City should establish a regular review mechanism to determine the ongoing relevance and effectiveness of each performance measure.

Identifying appropriate indicators and rolling them out across the development review process will be an iterative process, and we anticipate full roll out will extend beyond the implementation period outlined in our roadmap. While City Planning's time tracking pilot creates new performance measurement capabilities, many new indicators will require a modern workflow management system, identified in Recommendation 5.1.

7. Training & Development

This section sets out our recommendations related to the training and development enabler that supports the new operating model.

Element	Recommendations
Training & Development	7.1 Establish interdisciplinary training for staff involved in the development review process. 7.2 Expand opportunities to create learning exchange programs with industry, including junior and mid-level staff.

7.1 Establish interdisciplinary training for staff involved in the development review process.

Education and training related to development review is currently decentralized and varies by Division, Section and District. Our internal stakeholder interviews, particularly with manager-level staff, indicated that training tends to be underdeveloped and, in some cases, does not formally exist (i.e., training that does take place consists of informal mentorship). Interviewees also noted that training focuses on individual roles, rather than each individual's contribution to the broader, end-to-end process. As a result, few internal staff have an end-to-end understanding of the development review process. Our document review also identified a lack of training and procedural documentation. The relatively immature level of staff training exacerbates the impacts of staff turnover and contributes to process inconsistencies.

The City should establish new interdivisional training modules for the development review process, reflecting the team-based approach identified in Recommendation 2.1. While profession-specific training may continue to take precedence (e.g., training provided to Transportation Engineers by Transportation Services), interdivisional training should be developed with the following features:

- An end-to-end view of the development review process that allows staff to see their contribution to the whole;
- A detailed understanding of the new development review model proposed in this report, including the new vision as well as the purpose and objectives of the development review process;
- The roles and responsibilities of each stakeholder and commenting partner;
- The roles and responsibilities of multidisciplinary teams;
- Project and practice management-related skills, particularly for Community Planners leading multidisciplinary teams, including the use of project management tools, facilitation, internal negotiation, conflict resolution, stakeholder management and leadership;
- Coaching and mentoring, particularly for Community Planning Managers; and,
- The mandate and functions of the proposed governance structure.

The City may also consider establishing a formal ladder of experience for development review staff, allowing staff to progress from simple to more complex application types and related tasks, with training staged at key milestones.

A number of leading municipalities included in our research also use training as an opportunity to align staff behind the City's priorities. For example, an introductory address from senior-level staff can help set staff expectations about the overarching purpose of the development review process and how it contributes to the City's strategic priorities (e.g., affordable housing, transit-oriented development, etc.).

7.2 Expand opportunities to create learning exchange programs with industry, including junior and mid-level staff.

In addition to interdivisional training outlined in Recommendation 7.1, the City should consider developing opportunities to enhance two-way learning with industry, particularly for junior and mid-level staff. Opportunities identified by stakeholders that the City may consider include:

- Training for industry consultants on the development review process and the City's development framework ("Development Review 101"); and,
- Training for junior- and mid-level City staff on the economics of land development ("Land Development 101").

As set out in the Implementation Roadmap in the next Chapter, the City should work closely with industry associations to identify learning opportunities. These actions would build on and extend successful current practices, including the Chief Planner's Industry Forum.

3. Implementation Roadmap

Roadmap

This section presents our roadmap to implement the new model for the development review process outlined in Chapter 2. The roadmap is based on KPMG leading practice and was developed in consultation with the City.

The roadmap has two parts. The first part sets out a structure for the implementation (i.e., resource needs and governance). The transition to a new model represents significant transformational change across nearly all aspects of the development review process and will require sustained, dedicated effort from development review staff as well as active participation from senior leadership. The proposed implementation structure:

— Focuses day-to-day management of the implementation on a three-to-four staff Implementation Team led by a Business Transformation Lead;

— Centralizes decision-making with the Business Transformation Lead; and,

— Integrates with the interdivisional governance structure included in Recommendation 4.2.

The second part of the roadmap sets out detailed actions to stand up the implementation structure and execute each of the recommendations included in Chapter 2. For ease of reference, we have detailed discrete actions for each recommendation. Like the new model, however, the implementation actions are integrated and should be read together.

Implementation Structure

Based on the transformational scope of the new model, we recommend the creation of a dedicated Implementation Team to lead, monitor and report on the implementation of this report's recommendations. We anticipate requiring three- to four full-time staff for 12-24 months. The capabilities of the Implementation Team should include:

— Program and project management;

— Change management;

— Communications;

— Stakeholder engagement (internal and external);

— Business process improvement;

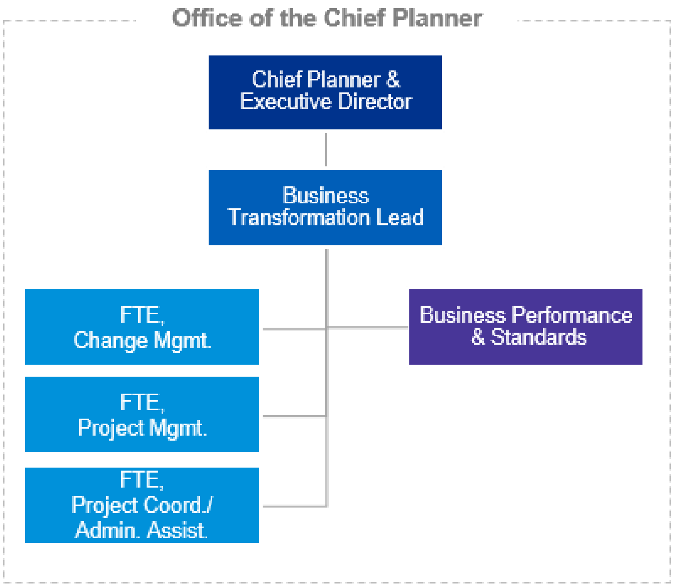
— Organizational design; and,

— Operating model transformation.

The Implementation Team should be located in the Office of the Chief Planner and report directly to the Business Transformation Lead. Figure 21 shows the structure and reporting relationships for the Implementation Team. We also recommend transitioning the Business Performance & Standards Unit to report into the Business Transformation Lead for additional implementation support. Note that Implementation Team resourcing will depend on the City's decision to implement all or some of the recommendations in this report.

Roadmap

Figure 21: Implementation Team Structure



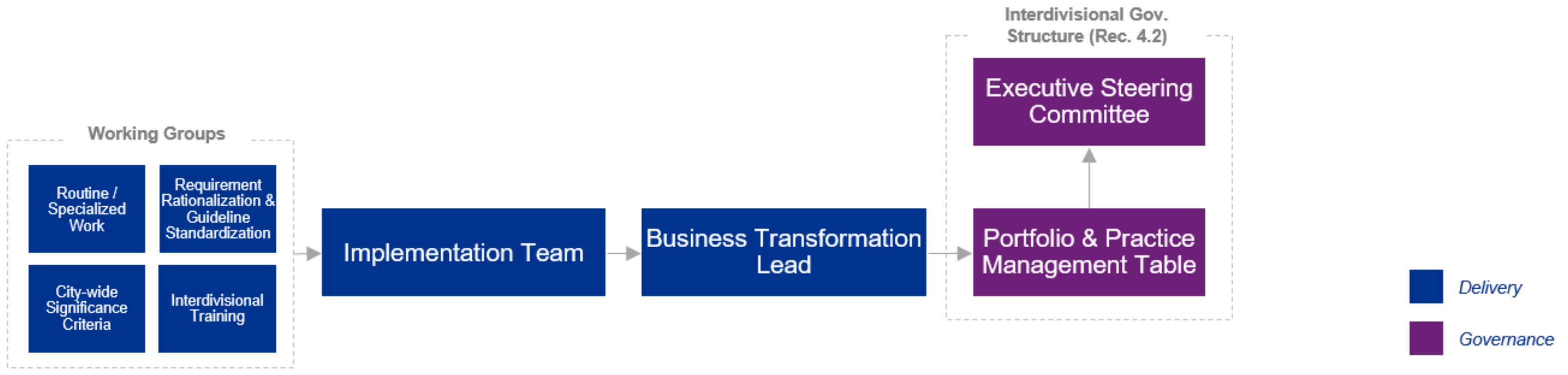
In addition to the Implementation Team, there will be a need for subject matter expertise and interdivisional cooperation across many of the review's recommendations. We recommend the Implementation Team establish Working Groups, drawing on development review staff, to assist in the delivery of specific recommendations on an as-needed basis. Given the integrated nature of our recommendations, it may be efficient to establish Working Groups across one or more recommendations.

To expedite implementation, the City may also consider establishing a transformation lead in each District, reporting directly to the Business Transformation Lead. This project manager-level role would assist with the implementation and roll out of the recommendations in this report.

Implementation governance should be centralized with the Business Transformation Lead. Where interdivisional or executive-level approvals are necessary, the Business Transformation Lead should engage the interdivisional governance structure set out in Recommendation 4.2. Figure 22, on the next page, shows the recommended implementation governance structure.

Roadmap

Figure 22: Implementation Governance Structure



	Working Group(s)	Implementation Team	Business Transformation Lead	Portfolio & Practice Management Table	Executive Steering Committee
Mandate	- As-needed delivery of specific recommendations, e.g.: - Rec. 2.2: Specialized work - Rec. 2.3: City-wide significance criteria - Rec. 3.1/4: Rationalization/ standardization - Rec: 7.1: Training	- Day-to-day management of the roadmap, including change management, communications, stakeholder engagement, monitoring and reporting	- Reviews and approves all major decisions - Manages approvals/updates to Portfolio & Practice Management Table	- Provides interdivisional leadership and removes barriers - Interdivisional decision-making on major issues (as-needed) - Escalation point - Manages approvals/updates to Executive Steering Committee	- Strategic direction and oversight, including ownership of the DRP Implementation Roadmap - Escalation point for most difficult issues
Membership	- Implementation Team Staff (Lead) - SMEs (as-needed) - May include external stakeholders	- Business Transformation Lead - 2-3 FTEs	- N/A	- Chief Planner (Co-Chair) - Business Transformation Lead (Co-Chair) - Director-level staff from Divisions involved in the DRP	- Deputy City Manager (Chair) - Business Transformation Lead - GM/ED-level staff from Divisions involved in the DRP
Cadence	- Ongoing	- Ongoing	- N/A	- Monthly	- As-needed

Roadmap

Implementation Roadmap

Figure 23, below, provides an overview of our implementation roadmap. On the following pages, we set out detailed actions to implement each of our 20 recommendations as well as the implementation structure described above. In many cases, implementation will require additional planning and analysis prior to execution. The blue arrows in Figure 23 identify the time period in which we anticipate the recommendations to be fully implemented and do not include the time required for planning and analysis.

Figure 23: Overview of Implementation Roadmap

Roadmap: Implementation Structure

#	Recommendation	1-3 Months	4-6 Months	7-12 Months	+12 Months
0.1	Establish a dedicated Implementation Team to lead, monitor and report on the implementation of recommendations from the End-to-End Review.	0.1.1 Transformation Office, working with the Chief Planner, to prepare and approve roles and responsibilities for each member of the Implementation Team and to identify corresponding resourcing/budgetary requirements. 0.1.2 Consider opportunities to identify internal candidates, including secondments, for staffing the Implementation Team. If internal candidates are not available, work with the Human Resources Division to conduct an accelerated external recruitment. 0.1.3 Transformation Office, working with Chief Planner, to onboard Implementation Team members. The Implementation Team should be supported by the Business Performance & Standards Unit. 0.1.4 Implementation Team, working with other City staff, as appropriate, to develop an integrated Change Management and Communications Plan. The Plan should: — Identify the change impacts of each of the review's recommendations, including impacted internal and external stakeholders as well as labour relations impacts. — Appropriate tactics (communication channels, key messages, etc.) for each identified stakeholder group; — A timeline of internal and external communication activities and other	0.1.7 Implement and monitor implementation of roadmap. 0.1.8 Execute Change Management and Communications Plan. 0.1.9 Implementation Team to provide formal, bi-monthly progress updates to the Chief Planner.	1.1.10 Transition the Business Performance & Standards Unit to the Business Transformation Lead's Office.	0.1.11 Conduct bi-annual assessments of implementation progress. Assessment should be led by the Business Transformation Lead and reviewed by the Portfolio & Practice Management Table (PPMT). 0.1.12 In addition to bi-annual assessments of implementation progress, the Business Transformation Lead should also institute a regular review of key recommendations as they are implemented, including but not limited to: — Effectiveness and outcomes of multidisciplinary teams (Recommendation 2.1); — Effectiveness and outcomes of dedicated teams for routine or specialized work (Recommendation 2.2); and, — Availability of development review-related information (Recommendation 5.3). — Effectiveness and accuracy of performance measures and new service level standards (Recommendation 6.2). In the case of some recommendations, detailed below, we suggest a more frequent review cycle or different review lead. The Business Transformation Lead should consider

Roadmap: Implementation Structure

#	Recommendation	1-3 Months	4-6 Months	7-12 Months	+12 Months
		tactics aligned to the implementation roadmap; and, — Risk identification and related mitigation measures. 0.1.5 Engage internal City expertise in the development of the Change Management and Communications Plan, such as the Strategic Communications Division and the City's Change Management Centre of Excellence 0.1.6 Chief Planner to approve Change Management and Communication Plan.			opportunities to consolidate recommendation reviews where feasible. 0.1.13 We anticipate that Implementation Team activities can be ramped down after 12-24 months, depending on progress. For continuity, consider transitioning remaining implementation activities to the Business Performance & Standards Unit.

Roadmap: Vision

#	Recommendation	1-3 Months	4-6 Months	7-12 Months	+12 Months
1.1	Adopt a new vision for the development review process to align internal and external stakeholders around a common purpose.	1.1.1 Chief Planner to approve vision statement included in Recommendation 1.1. 1.1.2 Communicate new vision to internal and external stakeholders through Developing Toronto eNews and other channels, such as the City's online Development Guide. 1.1.3 Engage industry associations and groups to help promote new vision to applicants and industry consultants.	1.1.4 Integrate new vision into training and industry engagement outlined in Recommendations 7.1 and 7.2.	1.1.5 Include new vision statement in next City Planning Annual Report and Strategic Plan.	

Roadmap: Organization

#	Recommendation	1-3 Months	4-6 Months	7-12 Months	+12 Months
2.1	Establish a multidisciplinary, team-based approach to development review to anchor interdivisional collaboration.	2.1.1 Business Performance & Standards to gather data related to application workloads for each District (i.e., active files and how they are staffed). Data should cover the previous 5-year period for variables such as volume of OPA, ZBA and SPA applications and number of applications per staff across Divisions. 2.1.2 Implementation Team, working with Business Performance & Standards and relevant Directors, to prepare proposed teams and finalize appropriate team structure (e.g., how many teams will be needed in each District and how members will be organized across teams). 2.1.3 Given existing workload imbalance across Districts (e.g., approximately 50% of application volumes occur in Toronto & East York District), consider opportunities to leverage establishment of teams to re-balance workloads across Districts. 2.1.4 Implementation Team to draft Terms of Reference and Standard Operating Procedures for the multidisciplinary teams, outlining mandate and role of each team member. Development of TORs should include consultation with	2.1.6 Chief Planner to table draft Terms of Reference for formal approval by the PPMT. 2.1.7 Implementation Team, working with District Directors, to develop transition plan for each District to the recommended team-based approach, including timing, training and internal/external communications. 2.1.8 Commence team-based approach across each District for incoming OPA, ZBA and SPA applications. 2.1.9 During transition, to increase capacity and responsiveness, consider re-allocating some City Planning staff from policy work to development review.	2.1.10 Integrate team-based approach into interdivisional training and industry outreach included in Recommendations 7.1 and 7.2.	2.1.11 Solicit regular applicant feedback on team-based approach by embedding customer satisfaction metrics within the team structure (e.g., send applicants/consultant teams satisfaction surveys following the completion of an application). 2.1.12 Implementation Team, in consultation with District Directors and Facilities Management, to develop short-, medium- and long-term plans to co-locate team members in each District (e.g., review current office space usage and opportunities). Consider engaging the City's Office Modernization Program for support. 2.1.13 Consider centralizing decision-making on all development application-related issues in Community Planning to enhance accountability and empower the Community Planner.

Roadmap: Organization

#	Recommendation	1-3 Months	4-6 Months	7-12 Months	+12 Months
		Directors from impacted Sections (Community Planning, Urban Design, Development Engineering, etc.). Alongside development, consider a pilot implementation to test proposed mandate and identify obstacles to broader rollout. 2.1.5 Consider low-cost, creative options to allow internal and external stakeholders to quickly and easily identify an application's team members (e.g., identify team members on the Application Information Centre or through low-tech, paper-based tools).			
2.2	Shift specialized work to specialized teams to enhance system capacity.	2.2.1 PPMT to confirm and prioritize opportunities to shift work to dedicated teams identified in Recommendation 2.2 for second-stage review. 2.2.2 For each opportunity, Implementation Team to establish an interdivisional Working Group to lead detailed review, including: — Existing/potential workload; — Resourcing impacts; — Costs; — Outcomes; — Risks; and,	2.2.3 PPMT to review and approve findings related to each dedicated team opportunity. 2.2.4 Where opportunities are confirmed, Implementation Team to work with relevant Directors to draft Terms of Reference for each dedicated team, including mandate, roles, reporting relationships, performance measurement and business process impacts. 2.2.5 PPMT to approve Terms of Reference.	2.2.7 Begin transition to approved dedicated teams.	2.2.8 Solicit regular applicant feedback by embedding customer satisfaction metrics within the dedicated teams (e.g., send periodic customer satisfaction surveys to internal clients).

Roadmap: Organization

#	Recommendation	1-3 Months	4-6 Months	7-12 Months	+12 Months
		— Implementation challenges.	2.2.6 Implementation Team to work with relevant Directors to develop transition plan for each approved dedicated team, including timing, training and internal/external communications.		
2.3	Establish a formal mechanism to accelerate applications with City-wide significance.	2.3.1 Business Performance & Standards to gather data on existing priority applications to estimate the number of candidate applications to assist in identifying resource requirements and staff effort. 2.3.2 Establish a Working Group to develop objective criteria to use for identifying applications with City-wide significance. This might include minimum thresholds for GFA, units, etc., for City-wide priorities (e.g., affordable housing, economic development). Consider engaging staff from existing priority mechanisms in creation of criteria (e.g., Gold Star, Open Door). 2.3.3 Implementation Team to develop Standard Operating Procedures for staff teams, including how and when to identify applications with City-wide significance.	2.3.4 Seek approval for proposed priority criteria and review mechanism from Executive Steering Committee. 2.3.5 Implementation Team to create transition plan for staff teams, including timing, resource impacts (including backfill plan for all impacted Divisions/Sections), governance and stakeholder communications. We anticipate teams will "take" existing files to their new roles. 2.3.6 Chief Planner to approve transition plan.	2.3.7 Implement transition plan and monitor success.	2.3.8 Chief Planner, in consultation with Business Transformation Lead, to establish annual reporting cadence to PPMT on applications with City-wide significance, including volumes, timelines and impacts. 2.3.9: Consider City Council approval for identification criteria to further emphasize importance of applications with City-wide significance.

Roadmap: Process

#	Recommendation	1-3 Months	4-6 Months	7-12 Months	+12 Months
3.1	Streamline application requirements and establish a formal mechanism to review and approve new requirements.	3.1.1 Implementation Team to establish an interdivisional Working Group to drive requirement rationalization. Industry representation should be included in the Working Group. 3.1.2 Implementation Team to draft Terms of Reference for Working Group, including membership, mandate, governance and review work plan, for approval by Chief Planner. 3.1.3 Following Chief Planner approval, begin implementing work plan. Consider opportunities identified in Recommendation 3.1 as a starting point for the work plan. Given the complexity of application requirements, we anticipate a multi-year work plan.	3.1.4 Opportunities for rationalization should be approved by the Chief Planner. Requirements with interdivisional impacts should be approved by the PPMT. 3.1.5 Implementation Team to create standardized internal/external communications for any changes to requirements. 3.1.6 Implementation Team should also identify a mechanism to action any changes to requirements that require provincial approval.	3.1.7 Business Transformation Lead to establish review mechanism for any new application requirements, including standard analysis (e.g., benefits, costs, etc.) and approval gates.	3.1.8 Business Transformation Lead to integrate top-to-bottom review of application requirements into four-year fee review.

Roadmap: Process

#	Recommendation	1-3 Months	4-6 Months	7-12 Months	+12 Months
3.2	Stream applications by their alignment to the City's policy framework to incentivize up-front effort from applicants and increase system capacity.	3.2.1 Implementation Team to work with Community Planning to develop Standard Operating Procedures for streaming and seek approval from Chief Planner. 3.2.2 Implementation Team and Chief Planner to create transition plan to implement new streaming system, including internal/external communications. Consider a phased approach that would adjust criteria as the process is modernized (e.g., anticipated circulations may be reduced over time as improvements are implemented).	3.2.3 Application teams (Recommendation 2.1) to begin using streaming Standard Operating Procedures.	3.2.4 Business Performance & Standards to perform bi-annual reviews to evaluate results of streaming 3.2.5 Business Transformation Lead to address issues, as required.	3.2.6 Create an online dashboard to closely monitor streaming, including the identification of patterns across and within Districts.
3.3	Standardize a formal internal and external meeting cadence and project schedules to enhance cooperation and customer service.	3.3.1 Chief Planner to approve a meeting cadence for OPA, ZBA and SPA applications. Consider the cadence outlined in Recommendation 3.3 as a starting point. Among other things, approved cadence should identify following decision points and sequence across each application type: (i) application requirements, (ii) application completeness and (iii) streaming. 3.3.2 Include formal meeting cadence in Terms of Reference for multidisciplinary teams identified in	3.3.4 Implement standardized meeting cadence for all new OPA, ZBA and SPA applications. 3.3.5 Transition existing applications to approved meeting cadence, where possible. 3.3.6 Implementation Team to work with Community Planning and other Divisions, as appropriate, to develop standardized project management templates for use by multidisciplinary teams,		3.3.7 Use an online calendar management tool to allow staff and applicants to easily schedule meetings.

Roadmap: Process

#	Recommendation	1-3 Months	4-6 Months	7-12 Months	+12 Months
		Recommendation 2.1. The Terms of Reference should outline required attendees, a mechanism to determine additional attendees and link to the escalation criteria included in the proposed governance structure (Recommendation 4.2). 3.3.3 Communicate Terms of Reference and approved meeting schedule to internal and external stakeholders.	including project schedules and comment submission letters.		
3.4	Adopt a standard, City-wide approach to the use of guidelines and draft policies, and make that approach publicly available.	3.4.1 Implementation Team to establish an interdivisional Working Group to develop draft approach. Working Group should be led by the Business Transformation Lead and co-chaired by the Director, SIPA, or a delegate. Consider including industry representation. 3.4.2 Implementation Team to draft Terms of Reference for Working Group, including membership, mandate, governance, work plan and meeting cadence, for approval by Chief Planner. Terms of Reference should include formal steps to communicate standardized approach to internal and external stakeholders. 3.4.3 Seek Chief Planner approval and begin implementing work plan.	3.4.4 Seek industry feedback on standardized approach, a leading practice from peer jurisdictions. 3.4.5 Standardized approach should be reviewed and approved by the PPMT.	3.4.6 Integrate standardized approach into onboarding and training activities of impacted staff as well as industry engagement included in Recommendations 7.1 and 7.2.	3.4.7 Post standardized approach online for ongoing applicant and staff use.

Roadmap: Process

#	Recommendation	1-3 Months	4-6 Months	7-12 Months	+12 Months
3.5	3.5 Establish circulation limits and automatic escalation to reduce application timelines and incentivize collaboration.	3.5.1 Implementation Team, working with Business Performance & Standards, to gather data related to the costs associated with circulations. 3.5.2 Conduct financial analysis on the current fee structure and departmental costs. 3.5.3 Prepare business case for amendments to existing fee structures for fourth and subsequent circulations across application types. 3.5.4 Align this work with the City's planned fee review process.	3.5.5 Implementation Team to develop Standard Operating Procedures for the review of applications prior to fourth circulation. These should include: — Procedures for escalating an application for review; — A standard report template outlining the reasons for the additional review; — Criteria to determine whether additional fees should apply; and, — A mechanism for applicants to challenge the application of additional fees. 3.5.6 Implementation Team to develop transition plan for recommended limit, including internal/external communications.	3.5.7 Implement and monitor circulation limit. Consider phasing-in application of additional fees to allow adjustment period and grandfathering existing applications.	3.5.8 Business Transformation Lead to establish quarterly reporting to PPMT on circulation limit, including volume, timelines and impacts.

Roadmap: Accountability

#	Recommendation	1-3 Months	4-6 Months	7-12 Months	+12 Months
4.1	Establish a new, senior-level, Business Transformation Lead reporting to the Chief Planner with interdivisional accountability for the development review process.	4.1.1 Develop and secure approval for Business Transformation Lead job description from Chief Planner. Use the roles and responsibilities included in Recommendation 4.1 as a starting point. 4.1.2 City Planning to work with Human Resources Division to accelerate recruitment of Business Transformation Lead candidates.	4.1.4 Implementation Team to work with City Planning to onboard Business Transformation Lead, including orientation with interdivisional counterparts and existing process improvement initiatives. 4.1.5 Transition responsibility for the transformation and governance structure to the Business Transformation Lead.		
4.2	Establish an interdivisional governance structure to proactively monitor the development application portfolio and resolve conflicts.	4.2.1 Implementation Team to draft Terms of Reference, identifying membership and mandate of each governance layer, as well as escalation criteria and existing structures (e.g., Developing Toronto Steering Committee) that should be superseded. Consider adopting the membership and mandates identified in Recommendation 4.2. 4.2.2 Secure approval of Terms of Reference from the Executive Steering Committee.	4.2.3 Begin PPMT meeting cadence. 4.2.4 District Directors, with support from Business Transformation Lead, to develop schedule to implement District Tables. 4.2.5 Transition from existing practices to new interdivisional governance structure.		4.2.6 Business Transformation Lead to conduct review of governance structure’s effectiveness every two years.

Roadmap: Technology

#	Recommendation	1-3 Months	4-6 Months	7-12 Months	+12 Months
5.1	Modernize the existing workflow and customer relationship management system.	5.1.1 Business Performance & Standards to conduct cost-benefit analysis of shifting resources that support existing systems to system replacement and modernization efforts.	5.1.2 Business Performance & Standards to conduct frequent, random "health checks" on multidisciplinary teams to enforce the usage of current tools until a new system can be implemented.		5.1.3 Following transition to a new system, establish annual deep-dive reviews of current tools and usage.
5.2	Improve online application tracking to enhance transparency and improve customer service.	5.2.1 Implementation Team to establish a Working Group, including industry representatives, to identify online application tracking future state.	5.2.2 Business Performance & Standards to conduct cost-benefit analysis of implementing upgrades on existing system.	5.2.3 Incorporate desired future state into requirements for new workflow/customer relationship management system.	5.2.4 Following transition to a new system, implement enhanced online application tracking.
5.3	Improve the availability of development review-related information and data to enhance application quality.	5.3.1 Implementation Team, working with relevant staff, to inventory existing data and information that is: a) available but not currently online; b) under development; and c) not currently under development. 5.3.2 Engage industry in the development of the inventory in order to identify current and future industry need. 5.3.3 Require all Divisions and ABCs with a role in the development review process to participate in the inventory, with a focus on commenting partners that oversee requirements (e.g., transportation studies, groundwater studies, etc.).	5.3.4 Following the inventory and needs assessment, Implementation Team to lead creation of a roadmap setting out a timeline to make additional information available online. 5.3.5 Engage the Chief Information Officer as well as the City's existing smart cities initiatives as appropriate. The timeline should be aligned with the modernization of the workflow/customer relationship management system. 5.3.6 Incorporate performance measures and an annual review	5.3.7 Business Transformation Lead to begin implementing roadmap.	

Roadmap: Technology

#	Recommendation	1-3 Months	4-6 Months	7-12 Months	+12 Months
			mechanism into the roadmap to monitor performance.		
5.4	Use groupware to improve internal and external collaboration.	5.4.1 Implementation Team to consult the City's Chief Information Officer to identify opportunities to leverage existing City resources, such as online collaboration software. 5.4.2 If existing opportunities/resources can be leveraged, Implementation Team to create transition plan to implement new tools.	5.4.3 Where gaps in current tools are identified, groupware capabilities should be included in requirements for new workflow/customer relationship management system. 5.4.4 Consider conducting a market sounding and/or attending industry events to identify leading edge tools used by industry and other municipalities.		5.4.5 Implement groupware capabilities as part of the transition to a new workflow/customer relationship management system.

Roadmap: Project & Practice Management

#	Recommendation	1-3 Months	4-6 Months	7-12 Months	+12 Months
6.1	Enhance transparency and consistency by defining stakeholder roles and developing standard operating procedures.	6.1.1 Implementation Team to draft RACI outlining roles and responsibilities of each stakeholder involved in the development review process. 6.1.2 Engage key staff and elected officials in this exercise to validate draft roles and responsibilities. 6.1.3 Following approval from Chief Planner, communicate the RACI to internal and external stakeholders and make it available online on the City's Development Guide.	6.1.4 Implementation team to develop Standard Operating Procedures outlining how staff should engage with elected officials on development applications in their ward.	6.1.5 Incorporate the RACI and standard operating procedures in training for staff and elected officials.	6.1.6 The Business Transformation Lead should update the RACI as needed as roles and responsibilities change.
6.2	Improve project management-related tools and techniques to empower multidisciplinary teams.	6.2.1 Implementation Team, working with relevant staff, to inventory existing City project management tools and assets, identifying (i) tools that can be easily modified to serve the development review process and (ii) tools that will need to be developed. 6.2.2 Implementation Team, working with relevant staff, to develop work plan to develop project management tools identified in Recommendation 6.2. 6.2.3 Implementation Team to begin executing work plan.	6.2.4 Multidisciplinary teams to begin using new project management tools.	6.2.5 Incorporate project management tools into interdivisional and multidisciplinary team training.	6.2.6 The Business Transformation lead should conduct regular audits to monitor the use and effectiveness of project management tools as well as opportunities for improvement. 6.2.7 Incorporate project management tools into modernized workflow and customer relationship management system.

Roadmap: Project & Practice Management

#	Recommendation	1-3 Months	4-6 Months	7-12 Months	+12 Months
6.3	Modernize performance measures and adopt a review mechanism to monitor their on-going effectiveness.	6.3.1 Business Performance & Standards to inventory existing performance measures used by all Divisions engaged in the development review process. 6.3.2 Working with the Implementation Team, develop efficiency and effectiveness measures for the end-to-end development review process. Consider using measures identified in Recommendation 6.3 as a starting point. Also consider opportunities to align development with corporate performance reporting initiatives (e.g., City Manager's Progress Portal). 6.3.3 Identify performance measures that can be cost-effectively deployed immediately and those that require system upgrades. The latter may help shape the development of new system requirements.	6.3.4 Develop plan to roll out new or replacement measures as system capabilities mature.	6.3.5 To enhance transparency, begin regular public reporting of performance measures on a quarterly basis. Public measures should provide indication of volume and timelines by application type.	6.3.6 Business Performance & Standards to work with the Human Resources Division and other Divisions, as appropriate, to integrate process-related performance measures into employee goal setting and performance evaluation. 6.3.7 Review and reset existing service level standards (i.e., circulation standards and processing timelines for each application-type) to reflect improvements related to recommendations in this report. Communicate new standards to applicants and public.

Roadmap: Training & Development

#	Recommendation	0-3 Months	3-6 Months	6-12 Months	+12 Months
7.1	Establish interdisciplinary training for staff involved in the development review process.	7.1.1 Implementation Team to work with Human Resources Division to inventory all current training provided to or available to development review staff across each Division. 7.1.2 Implementation Team to establish interdivisional Working Group to develop interdivisional training roadmap, building off existing inventory/resources where possible, including training modules and rollout. 7.1.3 Consider short-term training opportunities, such as town halls, which could be integrated into communicating the results of the review.	7.1.4 Implement, monitor and adjust new training modules.	7.1.5 Supplement current staff goal setting and development plans with new training offerings. 7.1.6 Consider opportunities to include online training capabilities in requirements for new workflow/customer relationship management system.	7.1.7 Use annual customer satisfaction surveys to help determine whether training is meeting staff expectations.
7.2	Expand opportunities to create learning exchange programs with industry, including junior and mid-level staff.	7.2.1 Consult industry representatives to identify opportunities for learning exchanges. 7.2.2 Consider building on existing forums, like the Chief Planner's Roundtable, and opportunities offered by leading industry groups. 7.2.3 Consider expanding mandate for Working Group set up to implement Recommendation 7.1 to include activities related to Recommendation 7.2,	7.2.4 Inventory existing City and non-City training (e.g., Legal Services' Planning 101) and opportunities to extend that training to new audiences. 7.2.5 Engage industry to inventory external training appropriate for City staff and internal training appropriate for industry audiences. 7.2.6 Tie learning exchanges with industry into rollout of		

Roadmap: Training & Development

#	Recommendation	0-3 Months	3-6 Months	6-12 Months	+12 Months
			recommendations included in this report, as appropriate.		

Appendix A: Current State Challenges

Challenges

This section summarizes our findings about the current state of the development review process. The challenges are organized into the six layers of our analytical framework, described in more detail in Appendix D. These findings are drawn from our stakeholder engagement, document review and data analysis. Where appropriate, we identify issues that were a greater focus for specific stakeholder groups.

The fundamental challenge facing the development review process is how to enable the collaboration necessary to build a better City. Our analysis indicates that the main obstacles to collaboration are system- rather than process-level.

This section identifies 31 largely systems-level challenges impacting the efficiency, effectiveness, transparency, timeliness and outcomes of the development review process. Taken together, these challenges create significant obstacles to collaboration among staff, commenting partners, applicants and the public.

Stakeholders also identified a number of features that are working well under the current model. City staff, for example, focused on the outcomes of the development review process, effective public engagement and a broadly-shared "get it done" attitude. Industry representatives and other non-City stakeholders, by contrast, noted how fast the process can move when the City "gets behind" an application, the quality of information available through the Application Information Centre and the overall depth and thoroughness of review provided by the City.

1. Services & Processes

This section sets out our findings related to the services and processes layer of our analytical framework.

Challenges
Conflicting comments, divisional objectives and policy frameworks
— Conflicting comments, competing divisional objectives and divergent policy frameworks can be difficult to resolve for staff and industry, increasing staff workloads and application timelines. Internal and external stakeholders cited Toronto Water, Heritage Preservation Services and Parks Forestry & Recreation as a frequent sources of conflicting comments and objectives. — City positions and comments can change throughout the course of an application, with new, unexpected issues identified in later circulations, reducing transparency and increasing timelines and costs.
Process variation across Districts, individual staff and wards
— The development review process varies significantly across Districts, individual staff and wards, from the interpretation of city-wide policies to the roles of commenting partners, reducing predictability and transparency for applicants and staff.
Ineffective application streaming
— Application streaming (complex, routine, gold star) is ineffective. In most cases, projects of different sizes and complexity are resourced and processed in the same way, increasing the burden on staff and creating barriers to smaller and/or non-traditional projects.

Challenges

Challenges
Increasing process complexity — The review process is increasingly complex (e.g., additional application requirements) and overlapping (e.g., relationship between zoning and site plan), increasing the administrative burden on frontline staff and decreasing the time available for higher value-adding work. **Disconnect between broader City policy objectives and process** — Projects that overlap with broader City policy objectives, such as the provision of affordable housing, aren't adequately recognized in the development review process (i.e., public goods aren't encouraged through enhanced timelines or streamlined requirements).

2. People & Organization

This section sets out our findings related to the people and organization layer of our analytical framework.

Challenges
Project management role not well-defined or well-resourced — The development review process lacks a clearly defined and well-resourced project manager role. Many staff are reluctant to resolve internal disagreements, which can result in unclear and conflicting direction to applicants and commenting partners. — While many internal and external stakeholders identified the city planner as the "application lead," most city planners, particularly junior staff, lack the project management tools and training to drive consensus and manage timelines across commenting partners. **Limited training and professional development opportunities** • Training related to the City's policies and procedures is limited, particularly for new city planners, contributing to process inconsistencies across individuals. — In some cases, staff lack the formal qualifications and professional development opportunities of private sector peers. **Split accountabilities** — Reporting structures within and across Divisions make it difficult to prioritize applications and create barriers to coordination and collaboration among staff. **Poor end-to-end oversight and accountability** — There is limited accountability and oversight of the complete "end-to-end" development review process, which can result in contradictory comments and increased processing timelines. **High staff turnover and vacancies** — High vacancy rates, turnover and difficulty attracting and retaining staff have negatively impacted application timelines and diverted management attention to HR issues. **Limited handoff mechanisms between staff**

Challenges
— Formal staff handoff mechanisms appear limited. As a result, staff changes related to turn over, vacations and tribunal-related absences can disrupt applications, changing requirements and timelines mid-stream.

3. Governance

This section sets out our findings related to the governance layer of our analytical framework.

Challenges
Inaccurate development review timelines
— There is a significant gap between official processing timelines and the experience of staff and applicants. The gap negatively impacts staff morale and reduces the transparency of the development review process for applicants.
Incomplete application review to meet KPIs
— The pressure to meet process-related KPIs can result in incomplete application review, particularly during first circulation, which can delay the identification and resolution of significant application-related issues to subsequent circulations.
Use of performance measures varies across process
— The use and sophistication of performance measures varies by Division and is not integrated across Divisions. In most cases, performance measures are not widely used to drive operational or strategic decision-making related to the development review process.
Performance measures not outcome-focused
— Existing performance measures tend to focus on elapsed time and do not capture the outcomes or impacts associated with the development review process (e.g., improved applications, contributions to city-building).
No line of sight into City performance
— Industry does not have a clear picture of the City's performance goals or reality. KPIs are not widely available.

4. Technology & Information

This section sets out our findings related to the technology and information layer of our analytical framework.

Challenges

Challenges
Difficulty tracking application status and key information — Application status (e.g., whether an application has been circulated, which comments have been received, etc.) and certain application-related information (e.g., staff leads in commenting Divisions) can be difficult to identify and track. — Internal and external stakeholders indicated this difficulty increased the administrative burden on city planners as well as applicant frustration.
Availability of data and information prior to submission — Additional data and information could be made publicly available and easily accessible, from updated sewer capacity and transportation models to zoning by-laws, which would reduce the administrative burden on staff and applicants, improve applications and simplify the development review process.
Non-integrated, manual systems — Different Divisions and commenting partners use different, non-integrated technology systems (e.g., IBMS, PTP), increasing the administrative burden on development review staff and adding to the barriers between Divisions.
Limited business process automation — For the most part, existing systems lack modern business process automation. Data entry and manipulation is highly manual and process-related prompts and notifications are limited.
Inconsistent use of technology systems — IBMS is not used consistently by City staff, inhibiting the collection and analysis of performance data and the identification of process-related bottlenecks and trouble spots
Inconsistent comment format — Comments often arrive in different formats (e.g., email, letter, PDF comments, etc.). It can be a challenge to identify when comments were made and by whom, a barrier to identifying appropriate staff leads and resolving issues in a timely manner.

5. Legislation & Policy

This section sets out our findings related to the legislation and policy layer of our analytical framework. Note that these findings were completed prior to the introduction of Bill 108.

Challenges
Unknown future impact of Bill 139 — The development review process changes required by Bill 139 are not yet clear and will likely take 1-2 years to fully understand, increasing the administrative burden on management and front-line staff.

Challenges

Challenges
— Internal and external stakeholders also noted that the changes required by Bill 139 create an opportunity to reimagine the development review process.
Inconsistent policy frameworks and objectives
— The policy frameworks and broader objectives of internal and external commenting partners are not always consistent (e.g., onsite park dedication versus heritage preservation), leading to internal conflict and applicant frustration.
Inadequate legislative and policy tool kit
— Some of the underlying legislation and policies supporting the development review process did not contemplate the type of complex, infill development now standard in Toronto, increasing the need for bespoke, time-consuming solutions on an application-by-application basis.
Late-stage policy changes
— City policies and guidelines can change late in the development review process, leading to costly and time consuming project revisions. Late stage application redirection can be similarly challenging.
Shifting responsibility for policy-related work
— Industry is shouldering an increasing share of policy-related studies that the city is better positioned to conduct, increasing application timelines and costs.

6. Applicant & Public

This section sets out our findings related to the applicant and public layer of our analytical framework.

Challenges
Adversarial process makes collaboration difficult
— The development review process, and the relationship between industry and the City, has changed markedly over the last 15-20 years, from co-operative to increasingly adversarial, creating a barrier to collaboration and the identification of shared goals and responsibilities.
Limited understanding of each other's context
— City stakeholders identified a need for industry, particularly junior consultants, to enhance their understanding and knowledge of the City's requirements and policy context.
— Industry stakeholders identified a need to enhance the City's understanding of the underlying financial and economic context of the development industry.
Poor application quality
— Application quality tends to be low, particularly for technical reports, which has a direct impact on development review process timelines.
Limited customer service focus

Challenges

Challenges
— The development review process is not customer-service focused. Staff can be difficult to reach, particularly in commenting Divisions, in-person meetings are limited and preparation for meetings is often inadequate.

Appendix B: Jurisdictional Research

Jurisdictional Research

This section summarizes our jurisdictional research. It includes a summary of our approach and eight success factors that support an efficient and effective development review process.

Approach

The purpose of the jurisdictional research was to gather leading practice information to shape the development of the future state operating model set out in Chapter 2. We focused on identifying what each jurisdiction does well rather than a side-by-side comparison of each jurisdiction's development review process. We also aimed for a broad geographic representation, including cities from Ontario, elsewhere in Canada, the United States and other international jurisdictions.

Working closely with the City, we used five criteria to identify a shortlist of jurisdictions for further research. While no two jurisdictions are alike, we used the criteria to identify jurisdictions that are experiencing similar challenges, such as growing populations, high application volumes and complex, infill development types. The criteria are set out below in Figure 24.

Figure 24: Jurisdictional Research Criteria

#	Criteria	Description
1	Population	Current population
2	Population Growth	Population growth over the last five to seven years
3	Development Complexity (low v. high)	Share of development activity that is low-rise or greenfield (low) versus high-medium rise and infill (high).
4	Livability	Recent placing on international livability rankings, such as the Economist Intelligence Unit's Global Livability Ranking
5	Recent Development Approval-related Review	Whether the jurisdiction recently completed a review of its development review process

Applying the criteria, we identified 10 jurisdictions across four countries:

1. Ottawa, Ontario
2. Mississauga, Ontario
3. Markham, Ontario
4. Calgary, Alberta
5. Vancouver, British Columbia
6. New York City, New York
7. Chicago, Illinois
8. Phoenix, Arizona

9. Auckland, New Zealand
10. Melbourne, Australia

The jurisdictional research had two phases. In the first phase, we conducted desktop research into each city's development review prices using publicly available materials. In the second phase, we conducted interviews with senior development review staff from each jurisdiction. Figure 25 identifies interviewees' positions. Interviews typically lasted 60 minutes. Interview guides were provided to interviewees in advance and tailored to each jurisdiction. In some cases, we conducted follow up interviews with additional individuals and/or reviewed materials provided by interviewees.

Figure 25: Jurisdictional Research Criteria

Jurisdiction	Interviewee
Ottawa, Ontario	— Program Manager, Land Management Solutions, City of Ottawa
Mississauga, Ontario	— Strategic Advisor/Development Liaison, City of Mississauga — Director, Planning & Building Department, City of Mississauga
Markham, Ontario	— Director, Planning & Urban Design, City of Markham
Calgary, Alberta	— Approvals Coordinator, Approvals Coordination, Planning & Development, City of Calgary — Project Management Specialist, Approvals Coordination, Planning & Development, City of Calgary
Vancouver, British Columbia	— Issues Manager, Urban Design and Sustainability, City of Vancouver — Assistant Director of Planning, City of Vancouver
New York City, New York	— Senior Director, Land Use Review and Commissioner Operations, Department of Planning, City of New York — Director of Business Improvement and Fiscal Affairs, Department of Planning, City of New York
Chicago, Illinois	— Zoning Administrator, Department of Planning and Development, City of Chicago
Phoenix, Arizona	— Deputy Director, Planning & Building Department, City of Phoenix
Auckland, New Zealand	— Chief Advisor/Meeting Demand Programme Manager, Auckland Council
Melbourne, Australia	— Director, Customer & Business Transformation, City of Melbourne

Success Factors

This section sets out eight success factors that support efficient and effective development review processes identified through our jurisdictional research. These factors were shared by a majority of jurisdictions and served as a reference point for many of the recommendations included in Chapter 2. For ease of reference and to enhance readability, they are presented in this section to align with the structure of Chapter 2.

Our research also indicates that the system-level challenges facing Toronto's development review process are shared across a majority of comparator jurisdictions. Common challenges identified by nearly all interviewees included:

- Building shared understanding and cooperation between staff and applicants;
- Identifying and resolving interdepartmental conflict;
- Application volumes;
- Staff turnover and retention;
- Application quality; and,
- Outdated, highly manual technology systems.

01 **Take a team-based approach to development review.**

A majority of jurisdictions use multidisciplinary teams as the basic building block of the development review process. Interviewees indicated that the benefits of a team-based approach to development review include:

- Enhanced collaboration, co-operation and understanding across staff and departments;
- Reduced interdepartmental conflict; and,
- Improved knowledge of the end-to-end development review process.

A number of interviewees indicated that development review staff were highly valued across the corporation because of the breadth of their knowledge and experience across traditional departmental boundaries.

Team membership varied across jurisdictions but typically consisted of an urban planner and a development engineer with additional membership assigned on an application-by-application basis. Larger municipalities tended to have larger teams, which could include an urban designer, parks planner and/or a traffic engineer, among others.

In most cases, application leadership was provided by the urban planner; however, in jurisdictions with a longer history of using a team-based approach, leadership positions were shared across team members and tended to be assigned by experience (e.g., the development engineer could be designated as team lead if he or she had the requisite development review experience). Across jurisdictions, file leadership included both substantive issues, such as balancing competing city priorities, and operational issues, such as file management and customer service.

While organizational structure also varied, most jurisdictions used a matrix reporting structure with team members reporting to the application lead (or relevant manager) on application-related issues and to a manager in his or her home department on all other issues. Interviewees identified a matrix structure as a mechanism to balance accountability to the development review process with the unique career paths and professional needs of specific team members.

02 Encourage face-to-face communication whenever possible.

A common theme across interviews was that development review is a fundamentally collaborative exercise that depends on cooperation and mutual understanding both internally (e.g., across individuals and departments involved in the development review process) and externally (e.g., across staff and applicants).

Interviewees consistently indicated that face-to-face or real-time communication was critical to supporting co-operation and building mutual understanding. Jurisdictions used a number of mechanisms to encourage real-time communication, including:

- Formalizing a regular in-person meeting cadence around key application milestones;
- Requiring internal development review teams to meet and discuss applications as a group before providing comments or meeting with the applicant;
- Blocking staff calendars on a monthly basis for internal and external application-related meetings;
- Additional services that allow applicants to pay for in-person meetings with particular staff; and,
- Communications training that encourages staff to "pick up the phone" and discuss issues directly with applicants, such as revisions that fail to respond to staff comments.

03 Establish formal governance structures with regular meeting schedules.

All 10 jurisdictions identified formal governance structures as critical to application pipeline management and the quick resolution of application bottlenecks and other issues. While governance structures varied across jurisdictions, common elements included:

- A senior-level, interdepartmental committee with a mandate to identify and manage priorities across departments and resolve difficult application-related issues; and,
- Mid-level committees or standing meetings led by managers and application file leads to cascade senior-level priorities and resolve application-related issues.

While meeting cadences varied by jurisdiction, interviewees indicated that regular schedules and standing agendas increase the use and effectiveness of the meetings. Senior-level meetings were typically scheduled every four to six weeks with mid-level committees every one to two weeks. Across jurisdictions, governance mechanisms were integrated (e.g., ground- or mid-level committees reporting into more senior-level committees) with clear lines of escalation defining the boundaries and mandates at each level.

In addition to internal governance structures, a number of jurisdictions with particularly complex development review processes had set up governance structures to facilitate communication and collaboration with external commenting partners, including other levels of government. These structures included regular meeting tables (typically every six to 12 weeks) to review application volumes and identify issues.

04 Establish dedicated leadership for the operational-side of the development review process.

Alongside formal governance structures, a number of leading jurisdictions also established dedicated, senior-level positions (or offices) with operational mandates. Interviewees consistently linked dedicated business transformation leadership (and accountability) to better outcomes, including customer service, transparency, consistency and timelines. Interviewees also indicated that dedicated positions (or offices) allowed municipalities to quickly identify and leverage operational and business-related expertise, a common gap across many municipal business lines that tend to rely more heavily on subject matter expertise and experience.

Similar to a "Chief Operations Officer," operational mandates typically included:

- Active management and oversight of application volumes across departments and geographies;
- The identification and resolution (through appropriate governance structures) of application bottlenecks;
- Process improvements, including creating and maintaining standard operating procedures and process-related guidelines;
- Training and on-boarding of new staff; and,
- Performance measurement, including the management of process-wide technology systems.

In some cases, the operational lead or office also led industry engagement. Across jurisdictions, the scale of the operational role tended to reflect the complexity of the development review process and overall application volumes. Larger, more complex jurisdictions tended to have well-resourced offices led by a senior executive, while smaller, less complex jurisdictions tended to have a small staff team at a more junior level.

05 Focus development review effort early in the process.

Two-thirds of interviewees identified the pre-application phase as the most critical juncture of the development review process. Focusing effort on the pre-application phase can reduce application timelines and improve overall outcomes by:

- Identifying all significant application-related issues, including interdepartmental conflicts upfront; and,
- Providing applicants with certainty about the substantive issues related to an application as well as overall timelines and process-related expectations.

While the content and structure of the pre-application phase varied across jurisdictions, interviewees consistently identified the following as key enablers:

- The pre-application phase should include a face-to-face meeting with the applicant;
- The face-to-face meeting with the applicant should include all relevant development review staff as well as the applicant's complete team, including the owner and junior consultants;
- Development review staff should meet in-person prior to the applicant meeting to align on a coherent, shared position;
- The applicant should submit materials sufficient to allow the municipality to identify most substantial application-related issues; and,
- A written report should be provided to the applicant following the meeting to identify issues to be resolved and submission requirements.

06 Expedite timelines for applications with city-wide significance.

Two-thirds of jurisdictions provide accelerated review cycles for applications that provide or contribute to public goods. While public goods varied across jurisdictions, affordable housing (subsidized and rental) was included in each jurisdiction.

Jurisdictions identified two main approaches to accelerating review cycles:

- Prioritization, where applications are placed "on the top of the pile;" and,
- Enhanced resources, where additional staff resources are dedicated to the application.

Dedicated staff were identified by a number of interviewees as particularly important in the affordable housing context given the relatively limited development-related experience of many social housing providers. Interviewees also identified the importance of communicating priorities from elected and executive leadership down.

A minority of jurisdictions also reported having a "premium service" that allows applicants to pay for dedicated staff (often on an hourly basis) and/or accelerated review cycles.

07 Embrace rigorous project management techniques.

A majority of interviewees indicated that the complexity of the development review process meant staff require a strong project management skillset – a skill set that is often underdeveloped given the professional training and experience of development review staff.

In addition to project management-specific training, jurisdictions used the following techniques to enhance project management maturity across the development review process:

- Create standardized templates for all aspects of the development review process, such as staff comments and communications to applicants;
- Create standard operating procedures (SOPs) for all aspects of the development review process as well as guidelines for the consistent application of development review policy/rules. SOPs and guidelines should be made available to applicants to enhance transparency and application quality;
- Establish schedules for each application with applicants, setting out approximate timelines for municipal and applicant review cycles; and,
- Identify project management-related roles and responsibilities in the job description and performance expectations of relevant staff.

08 Actively engage industry in the development review process.

A majority of interviewees indicated that active industry engagement was critical to an efficient and effective development review process. Mechanisms to encourage ongoing industry engagement identified by interviewees included:

- Integrating industry representatives into continuous improvement initiatives, such as the rationalization or simplification of application requirements and standards;
- The creation of industry liaisons or representatives within the development review process to act as a point person on process-related issues and/or industry engagement; and,
- Inviting industry representatives to participate in development review-related training.

Jurisdictional Research

Interviewees indicated that effective industry engagement contributed to a more collaborative relationship with development review staff and supported the creation of shared goals and objectives.

Appendix C: Committee of Adjustment Findings

CoA Findings

This section summarizes our findings related to the Committee of Adjustment. Our findings are organized into the six layers of our analytical framework, described in more detail in Appendix D. For each layer, we identify challenges and improvement opportunities.

Our Committee of Adjustment-related findings are high-level and directional in nature. The improvement opportunities outlined below are meant as a starting point for further review and consideration by staff.

While Committee of Adjustment applications (i.e., Minor Variances and Consents) were identified during initial scoping as a focus for in-depth review, they were not a major source of stakeholder feedback. Similarly, the major challenges identified by stakeholders were generally different than those facing other development application types (i.e., Official Plan Amendments, Zoning By-law Amendments and Site Plan Approvals). As a result, Committee of Adjustment applications were not included in the co-design workshops during the third phase of our engagement. Similarly, the Committee of Adjustment was not a focus of our jurisdictional research.

The findings included in this section are based on our stakeholder engagement and document review. They were also reviewed with the Director and Secretary-Treasurer of the Committee of Adjustment. Across a number of issues, staff informed us that improvements are currently in progress, such as new approaches to streaming applications during hearings.

1. Services & Processes

This section sets out our findings related to the services and processes layer of our analytical framework.

Challenges	Improvement Opportunities
1.1 Process variation and inconsistencies across Districts and wards. — The application of rules and processes can be inconsistent across Districts (for example, on issues like whether revisions can be made from the floor). — The role and involvement of elected officials varies significantly across individuals, from strict no involvement approaches to in-person engagement before, during and after hearings. — Community Planning's approach to Committee of Adjustment applications (e.g., how applications are triaged and the determination of which applications	**1.1 Adopt standard City-wide interpretations of policies, procedures, rules and guidelines (where they don't already exist) and make those interpretations available online to improve consistency across Districts.** — Standard operating procedures should also address how Community Planning triages applications and how Committee of Adjustment/Community Planning staff will engage City Councillors on specific applications in their wards. **1.2 Consider streaming or "vetting" Committee of Adjustment agendas into "complex" and "quick" applications to enhance applicant satisfaction.**

CoA Findings

Challenges	Improvement Opportunities
will attract comments) can vary across districts. **1.2 Ineffective application streaming during hearings.** — In most cases, applications of different sizes and complexity are resourced and processed in the same way, negatively impacting applicant satisfaction. — Applications that advance broader policy objectives (e.g., commercial/industrial development) are not adequately recognized in the existing process. **1.3 City Council-driven Toronto Local Appeal Body (TLAB) appeals can be a significant drain on staff time, particularly Legal Services staff.** — Stakeholders indicated that there are no transparent and consistent criteria used to determine when the City will appeal to TLAB. **1.4 Increasing application volumes and limited panel capacity are straining resources and increasing processing timelines.**	— "Quick" applications could be heard on consent at the outset of a hearing. — "Complex" applications could be subject to normal hearing procedures and allotted a hearing time, identified in advance on the agenda, where feasible. **1.3 Consider opportunities to increase panel capacity and/or reduce the administrative burden on Committee of Adjustment staff to address application volumes (and staff capacity). Opportunities identified by stakeholders include:** — Centralizing Etobicoke York Committee hearings at a single location to reduce the logistical burden on staff; — Establishing an additional panel or panel members, particularly in Toronto & East York; — Establishing a separate panel or hearing dates for commercial, industrial and business-related matters; and, — Appointing panelists at-large, allowing panelists to respond to application volumes across Districts. **1.4 Clearly define the roles and responsibilities of staff, applicants, elected officials and the public in the Committee of Adjustment process and make those roles and responsibilities available online.** — Clearly delineating each stakeholder's role will enhance transparency and predictability as well as empower front-line staff. Roles should be made available online through a tool such as a responsibility assignment matrix. **1.5 Require Chief Planner (or his/her delegate) consent to attend the Toronto Local Appeal Body on Committee of Adjustment-related matters.** — Approval would be determined through the application of City Council-approved criteria, reviewed each Council term (i.e., every four years).

CoA Findings

Challenges	Improvement Opportunities
	— Council-approved criteria will enhance transparency for applicants and the public and improve consistency across wards. **1.6 Consider establishing a Committee of Adjustment "application triage team" in Community Planning.** — Similar to Recommendation 2.3, City Planning should consider establishing a specialized (and potentially centralized) triage team to coordinate Community Planning's review of Committee of Adjustment applications. — This team would be responsible for identifying applications that require additional review and/or comment from Community Planning as well as coordinating that additional review within the Committee of Adjustment's timelines.

2. People & Organization

This section sets out our findings related to the people and organization layer of our analytical framework.

Challenges	Improvement Opportunities
2.1 The experience and qualifications of panelists varies across individuals, contributing to process and outcome inconsistencies. **2.2 High levels of staff turnover, particularly for application technicians, increases training costs and diverts management attention to HR issues.** — Stakeholders indicated that it is difficult to retain application technicians, a position many see as a stepping stone to Community Planning. **2.3 Customer Service (application intake) does not consistently review applications for completeness, adding to the administrative burden of Committee of Adjustment staff and creating additional**	**2.1 Consider opportunities to strengthen the qualifications of panelists, including:** — Increasing the compensation/honorarium for panelists; — Refreshing the qualification requirements for panelists, including a shift towards more expert-like experience/training; — Improving training for panelists once appointed; and, — Rotating panelists across Districts (if appointed at-large).

CoA Findings

Challenges	Improvement Opportunities
"back and forth" extending processing timelines.	

3. Governance

This section sets out our findings related to the governance layer of our analytical framework.

Challenges	Improvement Opportunities
3.1 Existing performance measures (i.e., statutory timelines) are seldom met, contributing to staff frustration and negatively impacting staff motivation. **3.2. Existing performance measures are efficiency or output focused and do not measure outcomes or impacts associated with the Committee of Adjustment (e.g., improved applications, upholding the Official Plan).**	**3.1 Adopt new performance indicators for the Committee of Adjustment and adopt an annual review mechanism to consider the ongoing relevance of those indicators.** — In addition to elapsed time (i.e., time from application intake to decision), indicators should be developed to measure total staff time across individual applications to provide a more detailed view of processing times and overall costs.

4. Technology & Information

This section sets out our findings related to the technology and information layer of our analytical framework.

Challenges	Improvement Opportunities
4.1 Availability of data and information — Additional data and information, such as legacy zoning by-laws, could be made available prior to application submission to reduce the administrative burden on staff/elected officials and improve applicant satisfaction. — Similarly, information made available before and after hearings could be made more accessible and user friendly. For example, linking agendas to application-related documents or improving the	**4.1 Modernize existing workflow/customer relationship management systems. The replacement should include the following core features:** — Enterprise-wide, interdivisional capabilities: all commenting partners involved in the development review process should be able to use the same, modernized system. Similarly, the system should provide a common online platform for circulating comments across

CoA Findings

Challenges	Improvement Opportunities
usability of the existing Committee of Adjustment website.	commenting partners and integrate with existing City databases (e.g., listed and designated heritage properties); — Automated: routine business processes and data entry should be automated to reduce the administrative burden on staff; and, — Data-enabled: the system should be capable of capturing high quality data to support enhanced portfolio and performance management. The system should also allow staff time-tracking across individual applications.

5. Legislation & Policy

Stakeholders did not identify any challenges or improvement opportunities related to the Legislation & Policy layer.

6. Applicant & Public

This section sets out our findings related to the applicant and public layer of our analytical framework.

Challenges	Improvement Opportunities
6.1 Notices and other application-related information can be difficult to understand, creating a barrier to engagement. — Similarly, some stakeholders indicated that existing notice periods were too short to permit effective public engagement.	**6.1 Consider refreshing the Committee of Adjustment's approach to public engagement, while balancing the need to meet applicant expectations given increasing application volumes.** Opportunities to enhance public engagement include: — Refresh communications using a plain language approach, from notices to application-related reports and decisions; — Enhance the appearance and usability of public notice signs; — Create a community engagement manual outlining how residents can engage effectively in the Committee of Adjustment process; and, — Standardize a Committee of Adjustment 101 presentation for elected officials

CoA Findings

Challenges	Improvement Opportunities
	outlining elected officials' role in the Committee of Adjustment process.

Appendix D: Approach & Methodology

Approach

In January 2018, KPMG responded to RFP No. 9101-17-7335 for an end-to-end review of the City's development review process. After the completion of a procurement process, we entered into an engagement agreement with the City on February 6, 2018. Due to delays associated with the procurement process, our start date was postponed to May 2018. Our engagement team included Gladki Planning Associates, which provided subject-matter expertise.

The City's Transformation Office led the Review in consultation with other City Divisions involved in the development review process. An executive-level steering committee (Steering Committee) provided overarching project governance. Day-to-day direction and oversight was provided by an interdivisional team (Core Team) of senior staff from Community Planning, Business Performance & Standards, Engineering & Construction Services, Toronto Building, Transportation Services and the Deputy City Manager's Office (Infrastructure & Development Services).

Objectives & Scope

The review's objective is to identify recommendations to help create a development review process that is efficient and effective; clear and transparent; and, results in good city-building outcomes.

Following initial scoping and in consultation with the Core Team, we focused on three development application types for in-depth review:

1. Official Plan Amendments/Zoning By-law Amendments;
2. Site Plan Approvals; and,
3. Minor Variances/Consents.

Initial stakeholder and data analysis indicated that these application types occupied the majority of staff effort and offered the greatest opportunity for transformation. While our primary focus was on these three application types, we also explored how these application types interact with other development applications and processes, such as heritage-related applications.

For each application type, our scope included the complete end-to-end development review process, from informal pre-application consultation to application intake, circulation, public engagement and decision. Similarly, our scope was interdivisional and included each Division (as well as other internal and external commenting partners) involved in the development review process.

Methodology

Our assessment framework for this engagement was built on our operating model methodology. An operating model is a framework for analyzing an organization. The model we developed to analyze the development review process has six layers, identified in Figure 26.

Approach

Figure 26: Our Operating Model Framework

Services & Processes	People & Organization	Governance	Technology & Information	Legislation & Policy	Applicants & Public
The services delivered by an organization and the processes used to support delivery.	An organization's reporting structure and culture as well as the skills and capabilities of its staff.	How an organization measures the performance of its services and processes.	The technology, data and analytics that support an organization's service delivery.	The legislation and policy that structure an organization and the delivery of its services.	The customers or clients that benefit from an organization's services.

Approach

Work took place between April 2018 and February 2019 and was structured around five phases, outlined in Figure 27. Throughout our engagement, we followed an emergent design approach that combined project management rigour with the flexibility to explore and discover new themes and ideas. Many of the phases of our work were overlapping and iterative. In this section, we present our work plan chronologically for ease of reference.

Figure 27: Our Engagement Approach

	1. Plan	2. Discover & Describe	3. Ideate & Innovate	4. Test & Refine	5. Report
Objectives	**Set project foundation**	**Assess current state and identify initial improvement hypotheses**	**Identify future state operating model**	**Test and refine future state operating model**	**Finalize recommendations and implementation roadmap**
Activities	— Review and confirm work plan — Prepare stakeholder engagement strategy	— Stakeholder interviews — Manager workshops — Industry roundtables — Data workshops and analysis	— Jurisdictional scan — Co-design workshops with interdivisional staff team	— Review and revise model with stakeholders — Industry engagement through Chief Planner Forum	— Revise and prepare final report and presentation

Phase 1: Plan

During the first phase, we worked closely with the Transformation Office and the Core Team to confirm the scope of the Review and refine the work plan. A revised work plan was presented to and approved by the Steering Committee on April 13, 2018.

Approach

We also prepared a detailed stakeholder engagement strategy, identifying internal and external stakeholders, engagement tactics and timelines. The engagement strategy was presented to and approved by the Core Team on May 16, 2018.

Phase 2: Discover & Describe

During the second phase, we built a robust evidence base to understand and evaluate the DRP's existing operating model as well as identify challenges and initial improvement hypotheses. We synthesized our findings into a summary report that was presented to and validated by the Core Team and the Developing Toronto Steering Committee. We also validated our findings related to current state challenges with the Process Improvement & Silo Elimination Subcommittee of the Chief Planner's Industry Forum on September 12, 2018.

Four qualitative and quantitative data sources were used construct our initial evidence base: document review, data analysis, stakeholder engagement and high-level process mapping. Each is explained in more detail below.

Document Review & Analysis

Our initial review included 50 documents provided by the City, such as organizational charts, process manuals, circulation guidelines and key performance indicators. We also reviewed past DRP-related studies, including City Planning's 2010 organizational review and 2012 service efficiency study.

Additional documents were identified and reviewed throughout our engagement. Internal and external stakeholders, in particular, provided helpful direction on additional studies and background materials.

Data Review & Analysis

We conducted an in-depth analyses of data from the City's IBMS system to identify challenges and improvement opportunities as well as test and verify initial findings from stakeholder engagement sessions.

After an initial data request in June 2019, we conducted four data workshops with City staff to understand the IBMS system, present initial findings, and verify our approach and understanding. The data review consisted of analyzing over 80,000 rows of data related to applications and 74,390 rows of data related to application circulations. This data covered all applications made between January 1, 2013 and June 29, 2018. The analysis focused on 809 OPA/ZBA and 1,248 SPA applications made during this period.

Stakeholder Engagement

We completed approximately 100 hours of stakeholder engagement with more than 150 internal and external stakeholders using three engagement techniques: one-on-one interviews, focus groups and online surveys.

To encourage frank and constructive dialogue, interviews and focus groups were conducted confidentially and without attribution. Notes were taken to facilitate our analysis but were not shared externally.

One-on-one interviews took place between May and August, 2018 and typically lasted 60-90 minutes. Interview guides were tailored to each stakeholder group and circulated to interviewees in advance. We followed a semi-structured approach to one-on-one interviews that included interview questions but allowed interviewees to identify new themes and issues. During this phase, we conducted one-on-one interviews with the following stakeholder groups:

— Senior City staff from Divisions involved in the DRP (e.g., City Planning, Engineering & Construction Services, Transportation Services, etc.);

— Elected Officials, including the Mayor's Office;

— Internal Commenting Partners (e.g., TTC, CreateTO); and,

— External Commenting Partners (e.g., Metrolinx, School Boards, Toronto & Region Conservation Authority).

We conducted three focus groups with manager-level City staff and seven focus groups with industry representatives. Both sets of focus groups lasted approximately two hours and were guided by a presentation with background information and high-level questions related to current state challenges and improvement opportunities.

Manager-level focus groups took place in August 2018 and included 37 staff from City Planning, Toronto Building, Engineering & Construction Services and Transportation Services.

Industry focus groups took place in August and September 2018 and were organized into the following groups: large developments, small developers/non-profits, urban planners, lawyers, design professionals and engineers. Industry representatives were identified by the Core Team. In total, 40 industry representatives participated in the focus groups.

In addition to one-on-one interviews and focus groups, we also conducted an online industry survey.

The industry survey was open for three weeks in October 2018 and included 14 questions focused on existing challenges and improvement opportunities. 208 responses were received. The Building Industry and Land Development Association (BILD) helped promote the survey, including two emails to its members.

To quickly build our understanding of the DRP's current state operating model, we developed high-level process maps for the three application types identified as the focus for our engagement. We first developed draft process maps based on our document review. We then workshopped our draft process maps with Community Planning staff in August 2018 and validated revised process maps with members of the Core Team.

Phase 3: Ideate & Innovate Phase

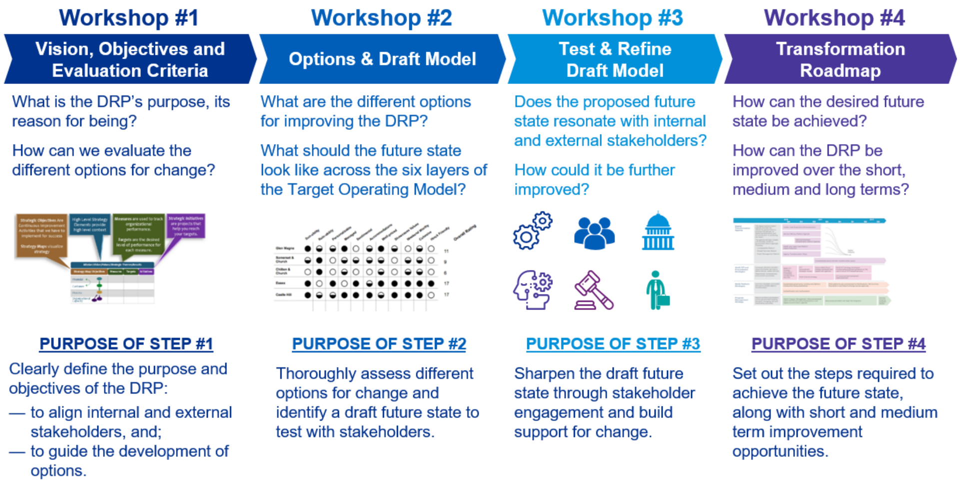
During the third phase, we developed a detailed future state operating model for the DRP. In addition to improvement opportunities identified in our evidence base, we used two main inputs to develop the future state model: co-design workshops and jurisdictional research.

Approach

Co-Design Workshops

We facilitated five co-design workshops in fall 2018 with an expanded Core Team (Workshop #3, identified below, took place in two parts). Each workshop was approximately three hours in length. The purpose of each workshop is identified in Figure 28.

Figure 28: Co-Design Workshop Process



Jurisdictional Research

The purpose of the jurisdictional research was to gather leading practice information to inform the development of our future state operating model. We focused on what each jurisdiction does well rather than a side-by-side comparison or analysis of each jurisdiction's development review or equivalent process.

Working closely with the Core Team, we identified a shortlist of jurisdictional comparators based on criteria including: population, population growth, development complexity, development activity and reputation for city-building. 10 jurisdictions were included in our work:

1. Ottawa, Ontario
2. Mississauga, Ontario
3. Markham, Ontario
4. Calgary, Alberta
5. Vancouver, British Columbia
6. New York City, New York
7. Chicago, Illinois
8. Phoenix, Arizona
9. Auckland, New Zealand
10. Melbourne, Australia

For each jurisdiction, we conducted desktop research and one phone-based interview with a senior staff person from a relevant department or division. Interviews typically lasted 60 minutes. Interview guides were provided to interviewees in advance and tailored to each jurisdiction. In some cases, we conducted follow up interviews with additional individuals.

Phase 4: Test & Refine

During the fourth phase, we socialized our draft operating model with internal and external stakeholders. The purpose of this phase was to gather feedback to refine and improve the draft model and identify implementation considerations to address or consider in the implementation roadmap.

We conducted more than 10 meetings or presentations with senior-level staff, including the City Manager, the Deputy City Manager, the Mayor's Office and Director-level staff in City Planning. We also workshopped our findings with a representative group of Planners and Senior Planners, representing all four Community Planning Districts.

Phase 5: Report

During the fifth and final phase, we synthesized our work into the recommendations and implementation roadmap included in this report. A draft of this report was workshopped with the Core Team on January 28, 2019. A draft was also shared with the Deputy City Manager, Chief Planner and relevant General Managers and Executive Directors. Edits were received and have been incorporated into this Final Report.

Disclaimer

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