TOWN OF AURORA

Development Planning Application Process Review

November 2020

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Submitted to:

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1.0 Preamble

The Development Approvals Process (DAP) is a core Town of Aurora service delivered in coordinated fashion with the Region of York and with input from various provincial agencies. Two-tier municipal delivery of DAP can be challenging from a coordination and process execution point of view. Application review processes can become entangled between each level of government and applicants. Differences in approach across local municipalities can be confusing and applicants can lose confidence in the efficiency and consistency of the DAP model. The Town of Aurora and its York Region partner believe that streamlining the current two-tier DAP model can serve as a source of competitive advantage in their ongoing efforts to attract new development and contribute to the economic prosperity of the community.

Timely and consistent DAP process execution will provide cash flow/financing predictability for businesses/developers considering new investments within the Town. Residents and businesses already located in the Town will have improved confidence that timely/consistent DAP execution will not impede their development goals and will promote community prosperity.

The Town of Aurora retained Performance Concepts/Dillon to conduct a DAP operational review in Q3 2020. The Aurora DAP review has been conducted under the auspices of the Province's Municipal Modernization Grant Program. The Modernization grant program requires the Performance Concepts/Dillon team to conduct an impartial and objective 3rd party review to identify efficiencies. The Final Report will be posted on the Town website as per the requirements of the Modernization grant.

The Aurora DAP review has been executed exclusively on-line during the COVID-19 pandemic. Performance Concepts/Dillon would like to acknowledge the perseverance and flexibility of the Town and other agencies that have supported the DAP review using video conferencing tools such as GoToMeeting, Microsoft Teams, Zoom and Mentimeter.com.

The COVID 19 pandemic has demonstrated that traditional "over the counter" approaches to DAP execution can and should be modernized across the Ontario municipal sector. The Aurora DAP review has confirmed that Town and partner agencies can transform the applicant experience via new technologies such as on-line portal and workflow tracking software.

The Performance Concepts/Dillon team congratulates Aurora for completing the DAP review under the COVID 19 new abnormal. This Final Report meets all of the requirements of the Municipal Modernization Grant Program and positions the Town to proceed with the Implementation Roadmap in 2021.

2.0 Executive Summary

The Aurora Development Approvals Process (DAP) Modernization review was initiated in Q3 2020 and completed in early December 2020.

Despite the disruptive impacts of the COVID 19 state of emergency, the Aurora DAP review was informed by development community stakeholder feedback secured via on-line surveys and interactive working sessions.

Draft Findings/Recommendation were stress tested with appropriate Aurora staff before being finalized in this Report. While the DAP Modernization review has been coordinated/overseen by an assigned Town of Aurora Project Manager, the Findings/Recommendations set out in this Final Report are the product of impartial 3rd party analysis and evaluation undertaken by the Performance Concepts/Dillon team - a mandatory requirement of all Municipal Modernization Program reviews.

This Final Report delivers a transformational, evidence-based package of DAP Findings/Improvement Recommendations that will require focussed and relentless implementation by the Town. These Recommendation have been positioned within a *Do Now* (2021), *Do Soon* (2022), *Do Later* (2023 and beyond) Implementation Roadmap.

In addition to road mapped DAP Recommendations, organization re-design options have been provided to ensure Aurora DAP benefits from the principle of *form following function*.

Categories of DAP Improvement Recommendations, and their relative positioning on the Implementation Roadmap, are set out below:

2.1.1 Addressing DAP Staffing & Capacity Issues

#	Recommendation	DO NOW	DO SOON	DO LATER
1	Eliminate current & future DAP position vacancies on an accelerated timeline to avoid application processing disruptions	✓		
2	Develop & execute a DAP succession planning strategy		✓	
3	Develop resourcing contingency options for core DAP processes that are dependent on single positions		✓	
4	Consider in-sourcing Urban Design resources/expertise		✓	

2.1.2 DAP Process Execution and Streamlining

#	Recommendation	DO NOW	DO SOON	DO LATER
5	Implement a Customer Service Model with Planning Tech at the front Counter	✓		
6	Review the customer service flow of its DAP separated service counters for Planning and Building applicants		✓	
7	Improve pre-consultation follow-up documentation to secure an easier path to “deemed complete” DAP application submissions	✓		
8	Implement a single/unified application submission requirements checklist	✓		
9	Implement consistent “must meet” turnaround timeframe targets for internal technical review cycles for core DAP Application categories	✓		
10	Implement consistent “must meet” turnaround time targets for technical review comments provided by DAP partners at the Central York Fire Department, the Region of York & the LSRCA for core DAP application categories	✓		
11	Actively encourage applicants to make measurable progress towards Site Plan approval prior to seeking Minor Variances	✓		
12	Council should consider expanded delegation of DAP approvals authority to qualified and accountable Town senior staff		✓	

2.1.3 DAP Process Execution: External Agencies

#	Recommendation	DO NOW	DO SOON	DO LATER
13	Establish performance-based MOUs with External agencies to establish the # of DAP processing hours allocated to review Aurora’s applications		✓	
14	Organize joint facilitated workshops to address DAP staffing/processing capacity challenges facing External agency partners		✓	

2.1.4 DAP Technology Platform Modernization

#	Recommendation	DO NOW	DO SOON	DO LATER
15	Initiate a DAP IT Modernization project on a timely basis. The IT Modernization project should deliver a cloud based CityView submission portal/workflow tracking solution		✓	✓
16	Upgrade its sub-par utilization of the current CityView workflow tool for DAP based on practices/results already secured by Building services	✓		

2.1.5 DAP Performance Indicators and Results Reporting

#	Recommendation	DO NOW	DO SOON	DO LATER
17	Identify go-forward Key Performance Indicators (KPIs) that can be used for DAP operational planning and target setting	✓		
18	Calculate DAP processing timeframe KPIs based on the concept of controllable file processing days	✓		
19	Produce an annual DAP Results Scorecard and publicly report measurable performance results in a workshop attended by Council and development community stakeholders		✓	

2.1.6 Understanding DAP Modernization Review Efficiencies

The DAP performance challenges facing Aurora moving forward are focused on process streamlining and consistent execution. DAP workload is likely to increase based on Aurora's remaining greenfield development volumes and upcoming effort-intensive infill application volumes. Therefore cost reduction/cost avoidance is not a helpful lens for measuring the performance improvement dividend that can be secured by implementing the recommendations contained in this Report.

Aurora DAP performance improvement is best considered via an alternative lens that is consistent with LEAN thinking principles that focus on reduced turnaround/through-put timeframes. These improvement lenses are consistent with industrial/manufacturing analogy of a DAP conveyor belt producing a series of "black box" application approval decisions.

Performance Concepts estimates that successful implementation of the "As Should Be" recommendations advanced in this Report could reduce Aurora's DAP technical review turnaround times and its application approval through-put times by approximately 25% to 33% (for a planned/predictable annual volume of applications). This processing efficiency estimate is informed by the 30+ DAP reviews executed across Canada by Performance Concepts since 2006.

3.0 Introduction

3.1 Introduction & Context for the Aurora DAP Review

The Development Approvals Process (DAP) is a forward-facing core service delivered by the Town of Aurora. DAP is a *regulatory* service anchored in both the Planning Act and the Building Code Act. This DAP Modernization review is focussed on the Planning Act component of DAP - although it addresses opportunities for a streamlined transition (baton handoff) into the Building permit applications process.

The DAP delivery model is diverse and varied across Ontario. Municipalities deliver DAP services via one of two jurisdictional models:

- A single-tier municipal model where all application approvals are granted by a sole municipality. This model is featured in jurisdictions without an upper tier County or Regional government. The single tier DAP model has also been created in two-tier municipal models via delegated approvals from the upper tier County or Region to local municipalities. This delegation of upper tier approvals can be targeted to all local municipalities or just selected jurisdictions.

- Two-tier interconnected approvals by an upper tier County/Region plus the local municipality. Each jurisdiction is granted distinct approval authority for certain application categories. However, the DAP review work processes are anything but distinct. Each level of municipal government in the two-tier model functions as a commenting agency on the application decisions made by the other level. Sub-division approvals are a prime example of interconnected approvals crossing the line into entangled approvals. Upper tier municipal governments in Ontario typically have the legislated authority for draft plan approval of sub-divisions. Yet local municipalities often (but not always) have service delivery responsibilities to deliver water and collect wastewater. Since sub-division application reviews involve significant effort around water/wastewater servicing issues, local municipalities typically devote as much (if not more) review effort and value-added on these applications than the upper tier government granting the approval. A case in point: sub-division development agreement conditions around servicing are typically designed and approved at the local level before being adopted (almost always without changes) by the upper tier.

The DAP model in York Region represents an unusual/somewhat unique 3rd version of DAP. Most of the growth/population in York Region is serviced by Lake Ontario water piped/pumped northwards into York from plants owned and operated by the City of Toronto. Most of the wastewater collected in York Region is pumped to the Duffin Creek treatment plant in Durham Region (Pickering). York Region acts as a "middleman" in these cross-jurisdictional servicing systems. The Region acts as a "wholesaler" of water treatment and wastewater collection (i.e. building and maintaining major pipes, pumping stations, water quality + effluent testing). Local municipalities in York act as the "retailer" (maintaining local

pipes, hydrants, metering, testing water quality at the tap). The Region oversees the broad allocation of available/future servicing capacity among the local municipalities for growth management purposes.

Given the challenges of two-tier coordination (best case) and potential entanglement (worst case), it is clear that the Aurora DAP model is a complex undertaking from an execution point of view. Beyond the interconnected mix of approvals with the Region, important technical input from the Lake Simcoe Region Conservation Authority (LSRCA) and the Central York Fire Department also represent opportunities to "drop the baton" when attempting to hand-off DAP applications in a coordinated and timely matter.

The implications of these interconnected approvals and processing complexities for the Aurora DAP Modernization Review are as follows:

- An improved/transformed DAP model will require process streamlining, organization re-design, IT platform improvements, resourcing adjustments and a results-driven culture re-focus within the Town of Aurora

- A streamlined/improved DAP model will also require a blend of process streamlining, resourcing adjustments, and a culture re-focus on the part of the Region, the LSRCA and the Central York Fire Department.

The Performance Concepts/Dillon team will offer performance improvement recommendations that are directed specifically to the Town, specifically to external agencies, and to a simplified/disentangled DAP model moving forward.

3.2 Weathering the COVID Storm

As noted in the Preamble to this Report, the Performance Concepts/Dillon team has executed this DAP review using an interactive set of online delivery platforms and tools.

Despite the challenges posed by closed municipal offices and social distancing/infection control protocols, the Performance Concepts/Dillon team has completed the Aurora DAP Review on time and on budget. Town staff teams have been cooperative, accountable, and flexible throughout the Review period.

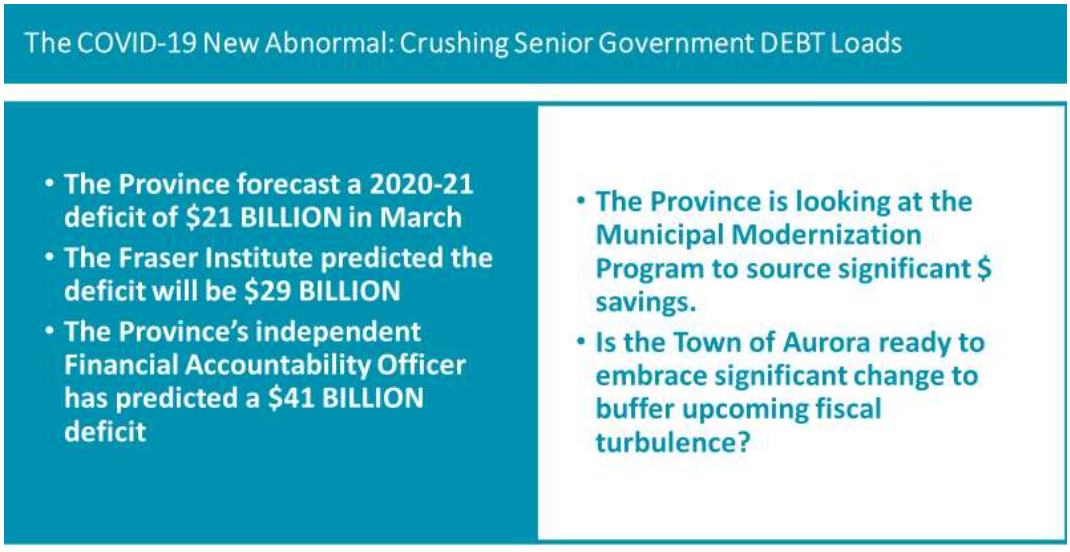
Individual developers, one-time DAP applicants and staff from York Region, Central York Fire Services and the Lake Simcoe Region Conservation Area have also participated in the Review with courtesy, creativity and professionalism.

3.3 Provincial Financial Realities

The Province's Municipal Modernization Grant Program pre-dates the COVID pandemic. The stated intent of the program is to support Ontario municipalities that are committed to identifying and implementing service delivery efficiencies. In the professional opinion of the Performance Concepts team, Municipal Modernization Review efficiencies are best measured by using a blend of the following performance lenses:

- Operating cost reduction/cost avoidance secured while maintaining an existing level of service
- Capital cost reduction/avoidance secured via rational asset/facility management decisions
- Fixed-cost burden sharing of staff positions, equipment, IT systems and facilities across neighbouring municipalities
- Process execution/staff productivity improvements secured via LEAN style process streamlining and IT driven service delivery innovation

Pre-COVID, public statements by the Premier indicated that Municipal Modernization Program efficiency dividends of 4% to 5% of targeted spending were achievable. In other words, the Province's Municipal Modernization Program was conceived to secure *incremental $ efficiencies* across the municipal sector. Pre-COVID, the Province's incremental improvement model for the municipal sector seemed reasonably scaled. But now, in the midst of the pandemic, the context and stakes for Municipal Modernization reviews have changed dramatically. The figures below are instructive in this regard. The already indebted Provincial government will be $60B to $80B further in debt by the end of 2021. A new provincial-municipal financial reality is now at hand. An optimized DAP model will be critically important to Aurora as Council with these new fiscal realities and tries to secure a fiscally sustainable recovery from a COVID generated recession.



3.4 Post COVID-19 Game Changer: New Work/Live Commuter-shed

The COVID pandemic has altered long held household attitudes/calculations concerning work/live balance. Prior to the COVID pandemic, employees across urban Ontario selected their housing with the reality of the daily commute to their workplace firmly in mind. Tolerable daily commute times to the workplace largely defined the live/work balance housing choices made by hundreds of thousands of Ontario households. Housing prices have been impacted by the need for density. Density has been a by-product of unavoidable daily commuting realities.

COVID has overturned the established work/live balance calculation. The COVID pandemic has served as an eight-month rolling experiment on the decentralization of Ontario's corporate and public sector workforce. On-line virtual platforms have now passed the feasibility test. The expensive commercial real estate model that centrally housed entire workforces in the urban core of the GTA and other large Ontario cities has been demonstrated to be obsolete. It is highly unlikely that corporate Ontario or large public institutions will return to the pre-COVID model.

The evolving post-COVID commuter-shed features knowledge workers in home offices that are fully equipped for online collaboration and can readily access employer data. These employees will probably still make the commute to the employer's place of work - but will do so far less often across a typical month. Options/decisions about where an employee can live are fast becoming uncoupled from an employer's geographic work location. If an employee chooses to take flight from Toronto density (and its previously unavoidable high housing prices), telecommuting from a home office for 16 work days per month (while enduring four work days with a long/grinding commute to the office) becomes tolerable. In fact, this new commuter-shed may also be desirable for employers who can downsize their workplace footprint and costs. The following figure documents recent 2020 household relocation data supplied by a Toronto real estate firm documenting the flight from density.

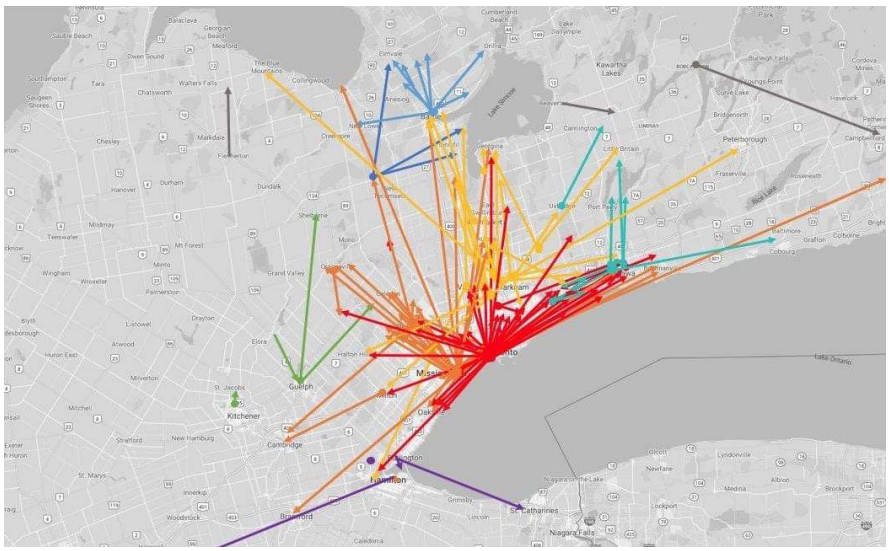


Figure 1 – Single day Real Estate Transactions out of Toronto visualized

The evolving/accelerating flight from density in the Toronto core of the GTA may have implications for the Town of Aurora from an economic development perspective. It also informs this DAP modernization review. If the Town can transform its DAP model into a more timely, disciplined and consistent development conveyor belt, the flight from density may have a limited positive impact on approved lot absorption rates. A restructured DAP model is an enabling factor to retain/attract new knowledge worker residents that will benefit the local economy and the taxable assessment base.

4.0 Overview of Project Methodology

4.1 Doing the Right Things. Doing Things Right.

Successful municipal service delivery reviews are rooted in the following two overarching principles:

1. Accountable and innovative Municipalities strive to ensure they are ***Doing the Right Things***
2. Accountable and innovative Municipalities strive to ensure they are ***Doing Things Right***

Figure 2: Overarching Principles

A properly designed DAP Modernization review will engage internal DAP practitioners and external stakeholders and applicants in order to generate meaningful restructuring around ***Doing the Right Things*** and ***Doing Things Right*****.** Internal consultation that considers both Council (*Doing the Right Things*) and staff (*Doing Things Right*) perspectives is critical to a successful Modernization review. Using LEAN thinking and process re-engineering to streamline and standardize DAP is practically synonymous with *Doing Things Right*.

Municipal Modernization reviews that confirm the need to do different things and/or do things differently are not automatically "right" or binding. Recommendations from these reviews must pass through the lens of accountable governance. Councils make change - not consulting teams. A well-crafted DAP Modernization review is politically astute without being overtly "political". Successful Modernization reviews must secure implementation support from elected Councils that live in the real world. They must combine technical proficiency with technology-driven innovation and support Council's accountability contract with its taxpayers, development community stakeholders, and residents.

4.2 Documenting the "As Is" Development Approvals Process

Working with Town staff from all business units involved in the DAP conveyor belt, the Performance Concepts/Dillon team conducted interactive online working sessions and one-on-one interviews focused on mapping on-the-ground process execution. These interactions informed our team's production of "As Is" performance profiles across DAP processes and application categories. DAP performance profiles were tested with the DAP management team and development industry stakeholders.

4.3 Stakeholder Consultation

Internal and external stakeholder engagement is critical to any successful DAP change/transformation project. If stakeholders are not involved in *planning the battle*, they will almost certainly *battle the plan*. Our approach included semi-structured interviews across Town departments as well as development sector repeat-applicants and their consulting partners (i.e. the industry). Performance Concepts/Dillon also employed an online interactive polling tool - Mentimeter.com - to carry out working sessions with Town staff around DAP performance barriers, LEAN style streamlining opportunities, and new IT leveraged delivery models. Stakeholder perspectives informed our objective 3rd party analyses and the DAP improvement recommendations/implementation roadmap featured in this report. Both quantitative and qualitative input from stakeholders have informed our DAP performance evaluation.

4.3.1 Consulting with Town Staff

Performance Concepts/Dillon executed interactive working sessions with all Town business units that deliver or support DAP services. These DAP business units are imbedded in multiple departments across the Town org chart.

4.3.2 Consulting with External Agencies

The following external agencies were identified and consulted during the Aurora DAP Review:

- Central York Fire Services
- York Region
- Lake Simcoe Region Conservation Authority

4.3.3 Consulting with "Industry" DAP Applicants

Performance Concepts/Dillon facilitated a virtual roundtable with "industry" applicants including BILD. The results of our development roundtable validated our "As Is" evaluation of Aurora DAP and informed our "As Should Be" recommendations.

4.3.4 Consulting with "One-Timer" DAP Applicants

Performance Concepts/Dillon prepared an easy-to-use Mentimeter.com online survey for "one-timer" DAP applicants. As was the case with industry feedback, the "one-timer" survey results have informed the preparation of our DAP performance improvement recommendations.

4.4 DAP "Best Practice" Case Studies

Performance Concepts/Dillon have conducted numerous DAP reviews since 2006. Our team has developed a series of case studies around DAP streamlining, technology driven innovation, and restructured "Who Does What" roles/responsibilities in two-tier DAP delivery models.

These case studies provide important context re. the Aurora DAP review "As Should Be" recommendations. The case studies highlight DAP pitfalls/problems to be addressed and provide design insights around DAP key performance indicators (KPIs) and performance targets.

4.5 Re-structured "As Should Be" DAP Model

A portfolio of performance improvement options has been developed to streamline the Town's DAP model. These performance improvement options include LEAN style re-engineered processes, restructured business unit staffing and roles, a modernized DAP IT platform, and a set of go-forward Key Performance Indicators (KPIs) and processing timeframe targets. Potential performance improvement ideas have been subjected to rigorous evidence-based evaluation by the Performance Concepts/Dillon team prior to being upgraded to "As Should Be" recommendations.

4.6 Findings/Recommendations + Go-forward Implementation Roadmap

The "As Should Be" recommendations developed by Performance Concepts/Dillon have been positioned/phased within a *Do Now/Do Soon/Do Later* Implementation Roadmap. The Roadmap has been produced with the practical realities of implementation firmly in mind. The Roadmap will ensure timely/significant progress without overwhelming the finite capacity of Aurora and its agency partners to absorb change.

4.7 Final Report – Documenting DAP Modernization Efficiencies

Recommendations and the phased Implementation Roadmap were stress tested with the Aurora project oversight team. While the Performance Concepts/Dillon Final Report has been informed by stress testing, the proposed Recommendations and Roadmap represent our team's impartial 3rd party perspective - consistent with the requirements of the Town's Municipal Modernization Program Grant agreement with the Province.

5.0 Stakeholder Consultations: Informing "As Should Be" DAP

Stakeholder consultations are critical in evaluating Aurora's existing approach to DAP and identifying potential "As Should Be" performance improvements. Recognizing that stakeholders who experience DAP on-the-ground can provide valuable insights around "what works and what doesn't" the Performance Concepts/Dillon team has actively engaged stakeholders in the following manner:

- Fifteen meetings with Aurora senior management and frontline staff imbedded in eight business units across the Town
- An interactive online working session with Lake Simcoe Regional Conservation Authority staff that execute/oversee DAP reviews
- An interactive online working session with York Region staff that execute/oversee DAP reviews
- An interactive online working session with Central York Fire Department staff that execute/oversee DAP reviews
- A half-day focus group session (Mentimeter.com) with members of the York Region development community active in Aurora

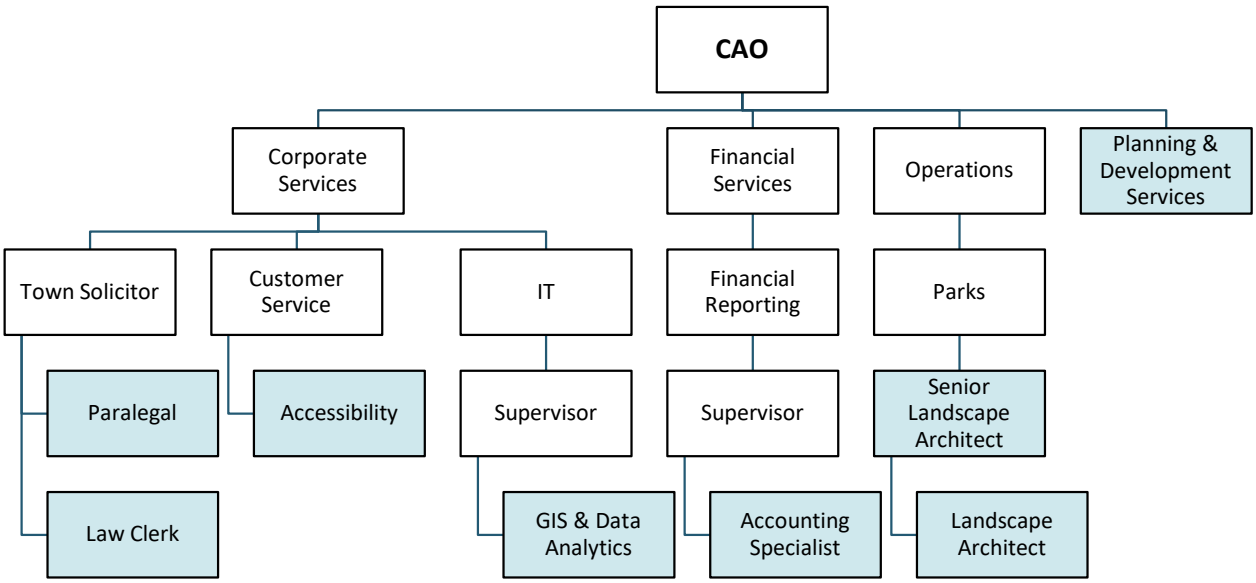


Figure 3 - DAP Support provided by other departments in the Town of Aurora

In light of public health considerations relating to the COVID-19 pandemic, all stakeholder consultation activities were undertaken using video conferencing platforms. The Performance Concepts/Dillon team Project Team maximized the benefits of virtual engagement by using the Mentimeter.com cloud-based interactive polling tool to collect real-time survey responses from participating stakeholders.

5.1 Town of Aurora Internal Stakeholders

Fifteen one-on-one interviews or small group working sessions were conducted in August/September 2020 with Aurora management and frontline staff imbedded in the following Town business units:

- Access Aurora (Corporate Services)
- Accounting & Revenue (Financial Services)
- Building (Planning & Development Services)
- Development Planning (Planning & Development Services)
- Engineering & Capital Delivery (Planning & Development Services)
- Information Technology (Corporate Services)
- Legal Services (Corporate Services)
- Parks (Operations)

5.1.1 Development Planning Division

Town staff provided an overview of the following DAP processes/components

- Approach to pre-consultation
- Standard operating procedures and workflows relating to technical review cycles and processes
- Delegation of approval authority to staff
- Overlap between Building Permit and *Planning Act* approvals processes
- Available DAP staffing resources/capacity
- Current state of the DAP document and file management system
- Role of administrative support
- Prospects for transitioning to a digital application management system

The following key points were addressed re. DAP performance and execution:

- The current structure of pre-consultation application forms assumes that the applicant will correctly identify the need for all applicable approvals and permitting processes. This can result in applicants being unaware that they must pursue other approvals beyond what they had originally assumed.
- Where both processes are necessary, the preference would be that applicants proceed through Site Plan Approval prior to seeking Minor Variances so as to minimize the need for repetition of process execution steps.
- The current approach to formally identifying submission requirements is burdensome in that a separate checklist must be completed for each approvals process. The preferred approach would be to make use of a single, unified submission requirements checklist applicable to all application processes, which would include room for comments specific to each requirement.

- Standardized, realistic timelines for development application circulation and review should be set for each application category, so as to maintain consistency while accounting for varying levels of application complexity.
- Delegation of approval authority to staff for Site Plan Approval makes sense in most cases, within appropriate parameters, such that Council's involvement would ideally be limited to intervening in particularly contentious matters.
- It is thought that legal agreement templates pertaining to the Plan of Subdivision process are distributed too early in the process, sometimes at first circulation, and that this practice often results in the need to revise the legal agreement repeatedly.
- Staff in the Development Planning division do not currently make full use of the CityView platform with respect to application process management.
- DAP execution could be improved through greater clarity on the roles and responsibilities of professional staff in the Development Planning division and their administrative support colleagues.

5.1.2 Engineering & Capital Delivery Division

Town staff provided an overview of the following DAP processes/components

- Division of responsibilities/workload between development review and other engineering-related functions
- Responsibilities of the Municipal Engineer re. DAP execution
- Available DAP staffing resources/capacity
- Standard operating procedures and workflows relating to application circulation and review processes
- Application fees
- Prospects for transitioning to digital plans review

The following key points were addressed re. DAP performance and execution:

- The position of *Engineer - Development Planning* is responsible for performing engineering review of most *Planning Act* development approvals applications, except for issues relating to traffic and transportation planning. Given that the role is currently staffed by only one individual, this centralization of DAP review functions can lead to bottlenecks.
- Applications involving issues relating to traffic and transportation planning are reviewed by the *Analyst - Traffic Transportation*, a position which falls under the Engineering & Capital Delivery division. Given that the role is currently staffed by only one individual, this centralization of DAP review functions can lead to bottlenecks.
- Staff in the Engineering & Capital Delivery division are responsible for performing engineering review of applications made to the Committee of Adjustment, the rationale being to avoid overloading the role of *Engineer - Development Planning.*

- The notion of redeploying existing staffing resources within the Engineering & Capital Delivery division to take on a greater role DAP was perceived as potentially solving one problem while creating another, in that the Division is forecasting increased workload re. non-DAP capital projects in the near future.
- Whereas previous organizational re-design saw Engineering and Planning functions separated into different business units, the current "one stop shop" structure that integrates both disciplines within Planning & Development Services – is perceived to be more effective with respect to delivery of DAP processes.
- Due to workload constraints, Aurora does not currently deploy the engineering staff resources required to thoroughly vet engineering cost estimates submitted by applicants. Given that engineering fees are set as a percentage of the cost of the works being proposed, it is possible that the Town may not be achieving maximum fee recovery.
- Transitioning to digital plans review will require upgrades to existing workstation configurations (e.g., need for multiple monitors).

5.1.3 Building Division

Town staff provided an overview of the following DAP processes/components

- Available DAP staffing resources/capacity
- Standard operating procedures and workflows relating to application circulation and review processes
- Involvement in pre-consultation
- The nature of the Preliminary Zoning Review process
- Use of the CityView platform for approvals process management
- Overlap between Building Permit and *Planning Act* approvals processes
- The state of the Town's zoning framework

The following key points were addressed re. DAP performance and execution:

- The Zoning Examiner position functions as a liaison role between Development Planning and the Building Division, being circulated on all *Planning Act* applications and often attending pre-consultation meetings on behalf of the Division.
- With respect to participation in pre-consultation, the traditional role of the Zoning Examiner has been to offer general comments on issues of zoning compliance.
- Historically, the Zoning Examiner's ability to offer comments at pre-consultation meetings was limited due to lack of sufficient design information provided by the applicant available at the pre-consultation stage. However, newly instituted pre-consultation practices require the Zoning Examiner to undertake some degree of detailed review for zoning compliance prior to the pre-consultation meeting(s).

- Despite being circulated on all *Planning Act* applications, Building Division staff reported the perception of having poor visibility on the status of such applications as they make their way through the approvals processes - unless specific requests for status updates are made to their colleagues in other departments. In particular, it was noted that other departments do not make full use of CityView with respect to planning application status tracking.
- Coordination between DAP business units will likely improve as a result of the forthcoming implementation of digital plans review, which will require more robust utilization of CityView by ALL staff involved in DAP
- The construction of the Town's current zoning by-law is seen as needing improvement to address poorly worded definitions and regulations which can lead to the opportunity for misinterpretation. In particular, it was noted that differences in zoning interpretations between staff Development Planning and those in the Building Division not only hamper the efficient and effective execution of DAP, but may also lead to the Town appearing unprofessional in the eyes of the development community.

5.1.4 Access Aurora

The following key points were addressed re. DAP performance and execution:

- Developers must meet minimum AODA standards
- There is an AODA complete application checklist for reference at Pre-consultation
- Review of accessibility issues should be fully incorporated into the Pre-consultation process
- Technical review comments from staff deal with minimum OADA compliance requirements
- Upcoming facility accessibility design standards will be incorporated into AODA compliance test for DAP applications (including Town buildings)
- Current 2-week turnaround time standard for DAP technical comments is unrealistic…requires amendment
- There are opportunities to better coordinate the work of the Accessibility Citizen Review Committee (with pre-set meeting dates across the year) and the timing of DAP circulations requiring Committee overview

5.1.5 Accounting & Revenue

The following key points were addressed re. DAP performance and execution:

- DAP securities are not tracked using the Town's accounting system. Instead DAP securities release transactions are tracked using a standalone Excel spreadsheet, which is backed up by physical copies of relevant paperwork.
- Formal processes and procedures relating to DAP securities are viewed as insufficiently documented.

- There are aged securities/LOCs on the books that require a write-off or return decision, but resources are not readily available to undertake this clean-up
- Cash deposits are tracked by the name of a Builder but not the specific development agreement that generated the deposit
- Development Charges calculation processes appear fragmented and require multiple DC re-calculations as the square footage of building footprints change during Planning and Building DAP

5.1.6 Information Technology/GIS

The following key points were addressed re. DAP performance and execution:

- GIS staff have historically championed the greater use of digital tools and web-based platforms to modernize/streamline DAP, but their efforts have not been fully realized.
    - Example: A stalled proposal to create a web-based GIS portal to track Committee of Adjustment applications.
- The Town's current utilization of CityView platform is limited with respect to integration with GIS workflows. CityView functionality has been unevenly embraced across DAP participants. Despite the functional ability of CityView to do so, planning application processing time reporting has not been undertaken.
- CityView must become the spinal cord of DAP…this is a question of business culture and accountability first and foremost
- GIS staff expertise can add value to a DAP technology project focussed on upgrading workflow tracking, timeframe reporting and applicant monitoring of file progressions in DAP
- DAP technology project team requires a seconded Project Manager and dedicated support from GIS and the IT Business Analyst

5.1.7 Legal Services

Town staff provided an overview of the following DAP processes/components:

- Responsibilities of the Law Clerk role re. DAP execution
- Available DAP staffing resources/capacity
- Standard operating procedures and workflows relating to preparation and processing of legal agreements as part of DAP
- Potential for greater use of digital contract management and processing systems

The following key points were addressed re. DAP performance and execution:

- Due to the specific nature of the information needed for production of development agreements, it is often easier and more efficient to try and obtain such details directly from the applicant's legal counsel, as opposed to the applicant or their consultants. Insufficient or incorrect technical information inputs slow down the agreement production process.
- Town staff have noted developers are having an increasingly difficult time complying with Aurora's insurance requirements, whether by virtue of broader trends in the insurance industry or as a result of developers being unwilling to pay for upfront premium costs. This hurdle results in greater pressure from developers on the Town to finalize development agreement processes prior to insurance payment milestones being met.
- Inputs received from Development Planning with respect to terms and conditions for inclusion in development agreements are often noted as being inconsistent and lacking quality control.
- Legal Services' timelines for review and return of draft legal agreement materials by the various Town business units involved in DAP often go unmet.
- Legal Services does not commit to internal timeframe targets for specific legal agreement drafting tasks. This is due to past experiences wherein other Town business units would "start the clock" without accounting for the timing or availability of the inputs needed by Legal Services to complete such tasks.
- A single Law Clerk is currently responsible for handling all DAP legal tasks. This centralization of processing functions (a single position) can lead to bottlenecks. Legal Services is in the process of training a second staff member to be able to carry out DAP functions.
- Despite being core DAP participants, Legal Services staff do not use the CityView platform for workflow tracking or document management. This is a mission-critical gap in overall DAP workflow tracking capabilities.
- Aurora has long-term vision of implementing a digital contract management and processing platform, which would handle the preparation, review, dissemination and storage of all legal agreements to which the Town is party (i.e., not just DAP agreements).

5.1.8 Parks & Horticulture

Town staff provided an overview of the following DAP processes/components:

- Responsibilities of the Landscape Architect(s) role with respect to DAP
- Available DAP staffing resources/capacity
- Standard operating procedures and workflows relating to DAP applications.

The following key points were addressed re. DAP performance and execution:

- DAP work executed by two staff - Pre-consults and technical review cycle comments re. Site Plan/Sub-division/Minor Variances
- DAP staff also deal with non-DAP parks planning workload
- DAP staff positions create development agreement vegetation management conditions and enforce them (condition clearance). Staff are also involved in tree protection.

- Staff have identified go-forward DAP workload/capacity risks associated with the cumulative impact of new parks construction and upcoming development pressures along Bloomington, the Moraine, and the Stronach lands.
- Staffing capacity limit of 3,500 "billable hours" to be allocated across DAP versus park construction. There is no MOU in place that pre-purchases their hours for DAP in any given year. The resourcing model is a "best available efforts" model. Within five years both long time position incumbents are eligible for retirement.

5.2 External Agency Stakeholders

5.2.1 Central York Fire Service

Central York Fire Department staff provided an overview of the following DAP processes/components:

- Responsibilities/accountabilities of Central York Fire with respect to DAP
- Standard operating procedures and workflows relating to DAP
- Available DAP staff resources/capacity

The following key points were addressed re. DAP performance and execution:

- Central York Fire has a business unit of 4 Inspectors that provide 1st Line of Defence services (Inspections and Public Education) as well as DAP reviews (Planning + Building). These services are provided to both Newmarket and Aurora.
- Planning DAP services focus on Site Plans and Sub-divisions. Technical comments focus on access, turn radius and medians.
- Given the current staffing model, Central York staff acknowledge an inability to consistently meet Aurora's aggressive 10-day turnaround time standards for technical review cycle comments.
- Fire Department technical review comments are meaningful, resulting in the following types of development agreement conditions:
  - ✓ Asphalt base thickness requirements to hold/support Fire apparatus
  - ✓ Hydrant marking and flow testing
  - ✓ Fire breaks
- Staff are not able to execute a physical site inspection for all DAP applications due to workload burdens. Fire also participates in conditions clearance to return securities to applicants.
- Currently there is no MOU allocating an annual allotment of "billable hours" from Central York Fire to the Aurora DAP model. Instead resources are allocated on a reactive "as needed" basis.

5.2.2 Lake Simcoe Region Conservation Authority (LSRCA)

LSRCA staff provided an overview of the following DAP processes/components:

- Involvement in pre-consultation
- Available DAP staffing/capacity
- Responsibilities of the LSRCA with respect to DAP
- Standard operating procedures and workflows relating to DAP
- Current and potential use of digital platforms for development review

The following key points were addressed re. DAP performance and execution:

- Following pre-consultation, LSRCA staff provide a summary of applicable "complete submission" requirements to the Town. The summary may also include requests for additional details that will be needed by the LSRCA in their separate Conservation Act approvals capacity.
- In order to meet the Town's aggressive timelines for review and comment, LSCRCA staff will often provide two sequential sets of comments: a first set of preliminary comments (including summary of outstanding comments) which meets the Town's review deadline, followed by a second set of more fulsome comments after the review deadline.
- If any of the 18 local municipalities supported by LSRCA are going to shift to greater use of online portals/workflow tools for DAP processing, LSRCA workflow requirements should be considered in the design of such systems to avoid inefficiencies associated with the need for LSRCA staff to maintain proficiency across multiple/diverse platforms.

5.2.3 York Region

York Region staff provided an overview of the following DAP processes/components:

- Involvement in pre-consultation
- Roles/responsibilities of the Region with respect to DAP
- Standard Regional operating procedures and workflows relating to DAP
- Current and potential use of digital platforms for DAP

The following key points were addressed re. DAP performance and execution:

- Greater coordination with respect to sharing of regional and local servicing information could be achieved through implementation of automated data exchange mechanisms between the Region and the lower tier municipalities.
- While the Town's timelines for review of Subdivision and Site Plan Approval applications are considered generally reasonable, requests that other application types (e.g. Committee of Adjustment) be reviewed within two weeks are viewed as less realistic. This compressed

turnaround time expectation is often made more difficult by circulation of application materials which are lacking in quality.

- The Region perceives their involvement in the Aurora pre-consultation process is working well.
- The Region has begun liaising with the lower tier municipalities to identify opportunities to standardize DAP workflow tools and associated fee payment systems.
- The Region's existing digital DAP system (YorkTrax) can be "skinned" to reflect the branding of each York local municipality working within the system.

5.3 Development Community Consultations

Performance Concepts/Dillon created two separate online opportunities to gather input around DAP performance in Aurora. The first consultation opportunity was an interactive on-line workshop with representatives of the York development community. The second opportunity was an invitation-only customer survey sent to applicants/individuals that had interacted with the Town's Planning department.

5.3.1 Development Community

The online workshop was conducted using the Mentimeter.com tool to gauge/consider participant responses in real time. Ten development community representatives plus staff from York Region's Chapter of BILD were in attendance.

Using the Mentimeter.com interactive polling tool, the following topics were explored:

- Impressions of the Aurora DAP Process & Culture
- On-line Approvals/Progress Tracking
- Timeliness across DAP Application Categories
- Pre-Consultation
- Delegated Approvals
- Planning Fees/Cost Recovery
- Building Permit Overlap/Permit Timeframes
- Specific Improvement Ideas

Initial impressions from the development community were mixed:

Figure 4 - Developer Impressions

The development community provided constructive feedback on all stages of the approvals process as well as comments concerning different types of applications. For example, the following figure provides an overview of how the Site Plan process is seen:

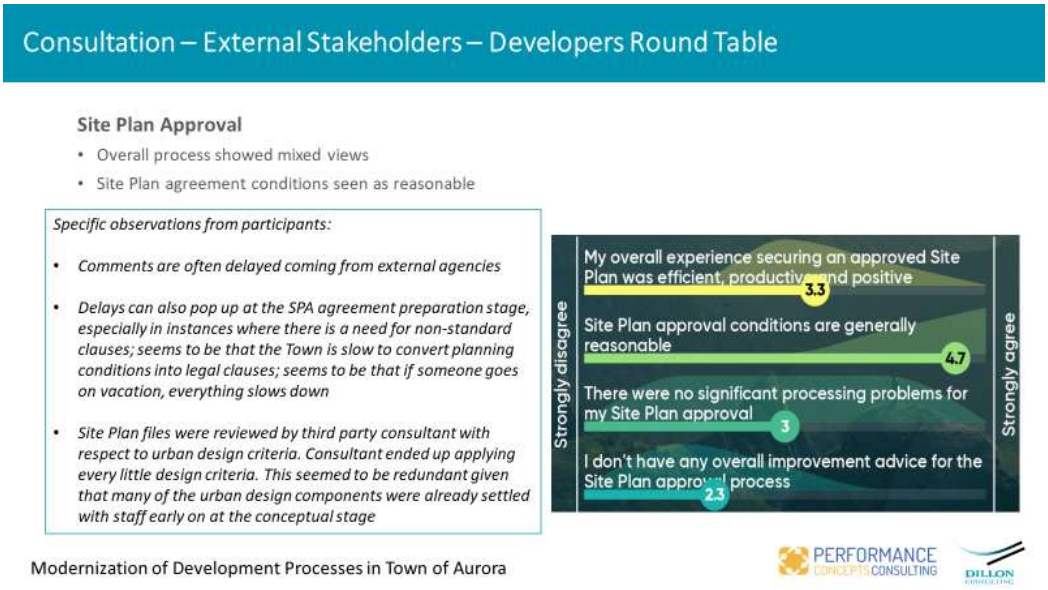


Figure 5 - Site Plan Approval for Developers

5.3.2 Local Development Clients – "One-Timers"

This online survey was sent to respondents who had made a planning application to the Town of Aurora between 2018 and 2020. The survey was sent to 29 applicants, 6 of whom provided commentary on their experience with the Development Approvals Process in the Town of Aurora.

The survey questions focused on the following topics:

- Development Approvals Process experience in general
- Application fees
- Pre-consultation process
- Specific planning approvals processes (CoA; SPA; ZBA; OPA; BP)
- Involvement of External agencies (LSRCA; York Region)
- Digital/online approvals processes
- "As should be" DAP future state

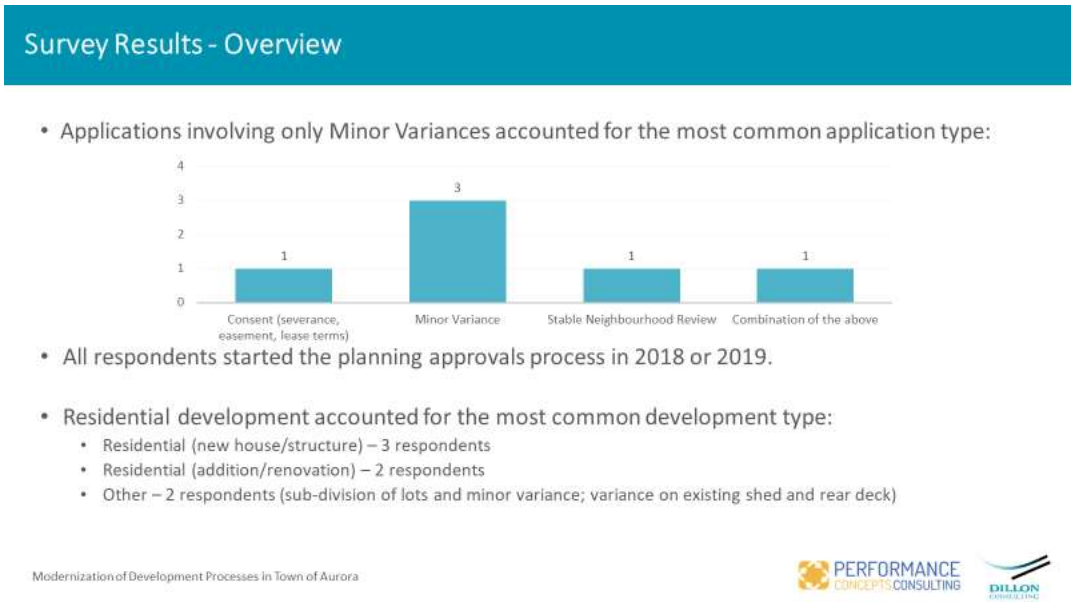


Figure 6 - "One Timer" Survey Results

THE COMPLETE RESULTS OF THE STAKEHOLDER CONSULTATIONS ARE INCLUDE IN APPENDIX A

6.0 DAP "As Is" Service Delivery Model: Overarching Observations/Findings

6.1 Looming/Remaining Greenfield Development Pressures

Aurora DAP is operating in a transitional period of development in Aurora. The sub-division driven greenfield period of growth in Aurora is nearing its conclusion, but significant residual processing of draft plan approved residential development remains to be completed. The following table documents this residual greenfield DAP work. The timing of this greenfield DAP work is unpredictable and constitutes a DAP processing capacity/execution risk moving forward.

Estimated # Draft Plan Approved Lots Not Yet Registered	% Draft Plan Approved Lots with 3-Year Lapsing Provision	% Draft Plan Approved Lots without 3-Year Lapsing Provision
400 lots allocated across approximately 15 Registration phases still in progress	Over 30% of the 400+ Draft Plan approved lots are on a 3-year deadline for achieving registration…may require Draft Plan extensions/updates	Approximately 66% of the 400+ Draft Plan approved lots could come forward for Registration at difficult to predict times
These draft approved sub-division lots/future Registration phases constitute significant greenfield DAP workload yet to be executed	*Additional Draft Plan approvals extensions may be required, as well as completion of Registration phases*	*Applicant decisions to complete the engineering-review-intensive Registration phase may occur without warning moving forward*

Aurora is simultaneously experiencing infill DAP volumes and teardown/rebuild pressures. This post-greenfield DAP phase often requires added levels of public input/consultation, as well as Site Plan, Minor variance and Re-zoning application driven review. Grading and drainage technical solutions for teardown/re-build residential properties in established neighbourhoods can also drive up the required DAP processing effort per application.

The DAP "As Is" service delivery model must meet the challenges of Aurora's transitioning development profile. The "As Is" DAP model has been evaluated using LEAN thinking and process value-stream evaluation. Rather than evaluate each DAP application category in isolation, the Performance Concepts/Dillon team has evaluated Aurora's DAP delivery model according to the common process milestones/flows that are executed across all DAP application categories.

6.2 Customer Service Point of Contact

Aurora's "As Is" DAP model requires frequent interactions across the Town's customer service counter. While there have been on-line COVID accommodations made in 2020, it is expected that the Town's post-COVID DAP model will still feature counter-based DAP interactions. The Town's counter configuration for DAP is somewhat "generic" based on photographs provided to the Performance Concepts/Dillon team. There do not seem to be any customer-based modifications at the counter designed to accommodate detailed examination of plans/drawings etc.

Responding to customer service questions or supporting "complete application" intake involves frequent visits to the counter by Planners and other technical staff involved in DAP. Time at the counter invariably includes a mix of low value added (routine) and high value-added information exchanges with applicants and potential applicants. Continuity of thoughtful review by Planners (on already accepted time sensitive applications) suffers from repeated bouts of counter "ping pong" with the public.

Figure 7- Current Applicant Point of Contact

Similar counter "ping pong" is experienced by the Town when it comes to Building permit interactions taking place at a separate counter. Building plans review and permit decisions are also time sensitive - in fact building permit decision timeframes are mandated by the Province. In order to minimize customer service counter "ping pong" by accredited Building staff that need to focus on their files, numerous municipalities have created a Building services *Permit Tech* position. The Permit Tech functions at the counter and delivers a variety of technical and non-technical services - thereby protecting Plans Examiners from lower value-added work and improving the probability that timeframe targets for permit decisions can be met. Aurora currently employs a Building services Permit Tech.

6.3 DAP Processing Performance Issues

The Performance Concepts/Dillon team has evaluated DAP execution processes/resourcing/coordination according to the major milestones associated with all core application categories (Site Plans/Sub-division/Re-zoning/Condominium/Minor Variances etc.). These major processing milestones are as follows:

- Pre-consultation process that precedes an application
- Application submission, technical reviews and clearance of approvals
- Issues relating to internal coordination between Town business units involved in DAP
- Issues relating to coordination between the Town and External agencies
- Delegated approvals authority from Council to Town staff
- Other performance issues relating to specific aspects of DAP

6.3.1 Pre-consultation

Pre-consultation can play an important role in supporting a streamlined, consistent and accountable DAP model. Well executed pre-consultation can provide clarity around complete application submission requirements and minimize the number of required technical review cycles to arrive at an application approval decision point.

The following issues were identified in relation to the Aurora pre-consultation process:

- The design of Aurora's pre-consultation application forms assumes the applicant will correctly understand and identify the required approvals and any related permit processes for their project. This ambiguity can result in applicants being unaware that they may need to pursue other approvals beyond their original assumptions entering pre-consultation.
- Staff comments received through the pre-consultation process are sometimes reported to be lacking meaningful detail or specificity. Proponents may be provided with simple checklists of submission requirements without the kind of substantive supporting commentary needed to interpret or satisfy Town requirements.
- The Town's current approach to formally identifying submission requirements is burdensome in that a separate checklist must be produced/completed for each application category.
- The requirements pertaining to accessibility issues are not currently incorporated into the pre-consultation process.
- Applicants do not receive overall DAP fee estimates nor do they receive an estimated or targeted approvals timeframes for "deemed complete" applications.

6.3.2 Application Processing, Technical Review and Decision Timelines

After deeming an application complete, technical review cycles consume a majority of the overall timeline required for a DAP application decision. Multiple technical review cycles characterize the "As Is" Aurora DAP model. Reductions in the duration of review cycles plus a reduction in the overall number of required cycles will improve applicant support for Aurora's DAP model and increase the value-for-money generated by the Town's investment in DAP staff.

The following issues were identified in relation to timeframes for DAP application processing executed by Aurora and its external agency partners:

- Aurora DAP application timeframes are not tracked or reported using Key Performance Indicators (KPIs). While technical circulation timeframe standards exist, it cannot be confirmed from available data whether actual timeframes meet these standards.
- The DAP engineering review process is seen as time-consuming and inefficient by surveyed proponents - with specific concerns focusing on sub-division approvals.
- Surveyed applicants report that production processes for Site Plan development agreements often seem subject to delay - especially when non-standard legal clauses are required. The Town is perceived as slow to convert planning conditions into legal clauses.
- Legal Services does not commit to internal production timeframes for specific legal agreement drafting tasks.
- Timelines set by Legal Services for review and return of draft legal agreement materials by Town business units involved in DAP often go unmet.
- External agencies are perceived by Town staff and applicants as being slow to produce technical review cycle comments to the Town, with specific regard to the Site Plan process.
- Aurora's turnaround times for technical review comments are viewed as unrealistic by External agencies. Achieving expected turnaround time guidelines is often made more difficult by quality deficiencies in circulated application materials.

6.3.3 Coordination Between Aurora's Internal DAP Business Units/Staff

Aurora's DAP service delivery model involves multiple Town staff imbedded in multiple business units. Smooth application processing baton hand-offs are critical to DAP streamlining and consistently achieving processing timeframe targets.

The following coordination issues were identified between Town business units involved in DAP.

- Despite being circulated on all *Planning Act* applications, Building Division staff reported poor awareness/visibility re. the status of Site Plan and other applications as they make their way through the approvals process. Status updates are only forthcoming when they make unless specific requests to colleagues in other DAP business units (e.g., Development Planning).

- Staff in the Parks Division reported poor awareness/visibility on the status/substance of technical review comments produced by other DAP business units. They report functioning in a silo when it comes to application status/Town-wide coordination.
- Staff in the Access Aurora division reported that revisions to building designs (relating to accessibility issues) are not clearly confirmed and tracked across technical review cycles. This makes it difficult to ascertain applicant compliance with previous cycle comments.
- Inputs received from Development Planning staff by Legal Services with respect to legal terms and conditions intended for inclusion in development agreements are often noted as being inconsistent and lacking quality control.
- Differences in zoning interpretations between staff in Development Planning and Building are perceived as hampering efficient/effective DAP execution. Staff also noted that this lack of alignment on zoning interpretation may contribute to an unprofessional image of the Town in the eyes of the development community.

6.3.4 Coordination with Third-party Urban Design Consultants

The Town does not have internal staff dedicated to issues of urban design. Instead Aurora retains the services of a third-party consultant to undertake review of development applications for compliance with applicable urban design criteria.

The Performance Concepts/Dillon team have identified the following issues relating to this urban design outsourcing approach:

- It has been reported that urban design criteria are often applied in an excessively rigid manner by the third-party consultant retained by the Town to perform this specific review function.
- Urban design technical review comments sometimes contradict or conflict with arrangements previously agreed to between Town staff and the applicant (e.g., items previously considered resolved following the pre-consultation stage). Town staff may not be consistently communicating details around issues which have already been resolved to the third-party consultant prior to their review. Alternatively, busy Town staff may be defaulting to the comments provided by the third-party consultant on time-sensitive files without proper vetting for consistency.

6.3.5 Coordination with External Agencies

Coordination with the Region, the LSRCA and York Fire is vital to executing DAP on a timely, consistent basis that achieves timeframe targets without sacrificing technical review due diligence.

The following issues were identified in relation to the Town's coordination with External agencies:

- While Aurora staff are seen as responsive and exhibit customer focused behaviour/attitudes when communicating directly with applicants, these same applicants report that communication deficiencies between Aurora staff and their counterparts working in External agencies can be challenging. Communication deficiencies result in Aurora DAP applicants being directed to coordinate directly with External agencies to resolve timeframe hold-ups and resolve processing pain-points.
- In order to meet the Town's aggressive turnaround timelines for technical review cycle comments, LSRCA staff will often provide fragmented commentary back to the Town. A first set of preliminary LSRCA comments focused on planning matters are provided to attempt to meet the Town's turnaround time deadlines. A second set of LSRCA comments focused on more technically demanding engineering matters follow - typically arriving well after the Town's overall review deadline has passed. This phased submission of technical review comments by LSRCA results in additional effort being expending by Aurora to coordinate each required technical review for a given DAP application.
- York Region staff typically opt to delay submission of their comments on environmentally sensitive/complex applications until they have seen the comments provided by the LSRCA. This sequential approach to providing LSRCA and Region of York comments significantly adds to the turnaround times for each technical review cycle associated with these applications.
- Central York Fire are not able to guarantee sufficient resources/capacity to meet Aurora's aggressive technical circulation review timeframes.

6.3.6 Delegation of DAP Approvals to Town Staff

One of the DAP "best practice" case studies included in this Final Report states the following:

"Progressive Councils that delegate Site Plan approval to staff are trading control for results. Site Plan timeframes can be significantly compressed once Planning staff execute the appropriate technical review, arrive at a delegated decision but do not need to produce Council reports, schedule a decision on a future Council agenda, or risk an ill-advised decision by Council members not conversant in the technicalities of Site Plan technical solutions. Overall Site Plan approval timeframes can be reduced by 25% to 33% in the experience of Performance Concepts. Contentious/disputed Site Plan files can be escalated by staff for Council consideration on an "exceptions" basis. It is worth remembering that Site Plan approvals do NOT require public consultation, making them delegation-friendly."

Aurora executes DAP without significant delegation of approvals authority to staff. The Director of Planning and Development Services has the following limited authority to expedite DAP approvals:

- Approve and execute Committee of Adjustment development agreements
- Categorize an application as a Minor Site Plan
- Execute the following development agreements
    - Draft Plan of Condominium

  - Draft Plan of Sub-division
  - Major Site Plans including amendments to existing agreements
- Execute agreements to implement OMB or LPAT decisions
- Grant approvals for the following applications
  - Part Lot Control
  - Major Site Plans for applications involving lands zoned Business Park that do not abut an arterial road or Highway 404, including amendments to existing agreements
  - Minor Site Plans, including amendments to existing agreements
  - Stable Neighbourhoods review.
- Grant assumptions or provide final acceptance of approvals granted under the following application processes:
  - Draft Plan of Condominium; and
  - Draft Plan of Subdivision.
- Grant exemptions from the Site Plan application process.

Council approval is required for all of the following DAP application categories:

- Amendments to the Official Plan
- Amendments to the Zoning by-law, including lifting of Holding (H) provisions
- Applications handled by the Committee of Adjustment (i.e., Consents/Easements/Variances)
- Draft Plan of Condominium
- Draft Plan of Sub-division
- Most instances of development classified as falling under the Major Site Plan process, including amendments to existing agreements
- Site Plan Approval for radio communication and broadcasting antenna systems.

Aurora's constraints re. delegated approval authority has a substantial impact on DAP processing timeframes, particularly with respect to Site Plan applications. On one hand, Council may view its centralized approval role as ensuring it is well-positioned to act as the authoritative adjudicator in instances involving an impasse between staff and the applicant - enabling the advancement of desirable applications in an expeditious manner. However, the same centralization of approval authority often generates lengthier approvals timelines. Centralized approvals models also require a greater expenditure of effort by Town staff and applicants compared to delegated approvals. This is particularly true for applications involving straightforward proposals or matters of revision and those that are free from controversy.

6.3.7 Other DAP Process Issues

The following issues were identified in relation to specific aspects of the Town's DAP processing model:

1. Legal agreement templates pertaining to Plan of Subdivision are distributed too early in the process (sometimes at 1st technical circulation). This practice often results in the need to revise the legal agreement repeatedly as the technical review of the application progresses.

2. Securities associated with application approvals are not tracked using the Town's centralized financial accounting system. Instead DAP securities are tracked using a standalone Excel spreadsheet, which is backed up by physical copies of relevant paperwork.
3. Formal processes and procedures relating to the role of the Accounting & Revenue division in the DAP process are seen as insufficiently documented.
4. Processes relating to the creation of addresses during DAP application reviews are not well-documented. Staff who are involved in the addressing process (but not directly responsible for its execution) may not fully understand the process as a whole.

6.4 Overlapping Planning DAP and Building DAP

Aurora employs a flexible approach to the transition from DAP Planning applications to initiating DAP Building permit applications.

Aurora applicants can opt for *sequential progression* as follows:

- Once approved Minor Variances clear their 20-day appeal period, a Building permit application is brought forward that meets the applicable law test for a complete application. Bill 124 timeframes will then apply for a reaching a permit decision.
- Once a Site Plan agreement has been executed, a Building permit application is brought forward that meets the applicable law test for a complete application. Bill 124 timeframes will then apply for a reaching a permit decision.

Aurora also allows applicants to consider *overlapping progression.*

Building permit applicants can submit applications/pay required fees during the 20-day Minor Variance appeal period. If there are no Minor Variance appeals launched, an overlapping Building permit application can result in a "just in time" Building permit being issued immediately following the end of the 20-day appeals period. This overlapping approach can result in a shorter overall timeframe to secure a building permit. Applicants must be willing to take on the risk that a Minor Variance decision's potential appeal may derail their Building permit application and they may end up forfeiting their Building permit fee.

Aurora Building officials also accept applications before the completion of a Site Plan process - once they are satisfied the Site Plan is "going well" and the application will likely be approved. However, Aurora Building officials are not applying a consistent business rule (i.e. a completed 2nd technical review cycle) that precisely defines when a Site Plan application has progressed to the point that a Building permit application is low risk and advisable. Instead Building officials communicate with their colleagues tasked with Site Plan review in an informal way to seek relevant feedback/information. The overlapping Site plan/Building permit model results in shorter overall timeframes to secure a Building permit. Applicants

must be willing to take the risk that refusal to approve the Site Plan (or significant delays) may derail their Building permit application and they may end up forfeiting their Building permit fee.

Ontario growth municipalities that embrace overlapping Site Plan/Building permit applications often make use of defined Site Plan processing "trigger points" for allowing Building permit applications to be submitted. These processing trigger points prevent premature/ill-advised Building permit applications that are likely to require major revisions because important Site Plan issues have not yet been addressed/settled.

6.5 DAP Staffing and Resourcing

Aurora's DAP staffing model includes a mix of core positions devoted exclusively to DAP and other staff positions that combine DAP participation with other separate duties.

The overriding positive feature of Aurora's DAP model is that it is lean; there is no staffing fat in the DAP staffing model. Staff balance DAP and non-DAP duties efficiently. There is a reasonable mix of experienced Aurora DAP staffers and a recent infusion of new blood into DAP staffing that has introduced a fresh approach to the work. When the DAP staffing model is running at full capacity (no vacancies) it appears that there is adequate capacity to process existing application volumes/workload.

However, the overriding negative feature of Aurora's DAP model is that it is lean; it displays an over-reliance on technically skilled individual positions where occupants function without any back-up capacity. There are multiple positions/staff members with institutional knowledge and expertise could not be easily replaced. They are indispensable in Aurora's lean staffing configuration. If these individuals were unavailable for a prolonged period of time (or left the employ of the Town) there is a high risk that the DAP conveyor belt would be seriously disrupted, and processing timeframes would spike upwards. In short, the current staffing configuration of Aurora DAP has little-to-no shock absorber capacity in the face of staff turnover or unanticipated staff absences.

While the specific staffing/resources allocated to DAP at the LSRCA have not been documented in detail, the following facts are noteworthy:

- LSRCA provides DAP application technical review services to 18 Ontario municipalities
- As a matter of practical logistics, it is not realistic to think LSCRA can accurately forecast workload demand with such a diverse group of municipal DAP partners
- DAP application volumes requiring engineering commentary/technical analysis outnumber those requiring planning commentary. The reason for this is straightforward. Municipalities draft plan approve lots in relatively large bunches, while applicants typically seek registration of the same lots in smaller phases. Each phase requires detailed engineering review that involves municipal staff and LSRCA staff. Multiply this reality across 18 municipalities and the likely result is an

ongoing processing capacity deficit. This deficit explains the LSRCA's inability to meet Aurora's current aggressive turnaround times for technical cycle comments.

Central York Fire has a business unit of 4 Inspectors that provide 1st Line of Defence services (Inspections and Public Education) as well as DAP reviews (Planning + Building). These services are provided to both Newmarket and Aurora. Planning DAP services focus on Site Plans and Sub-divisions. Technical comments focus on access, turn radius and medians. Given the current staffing model, Central York staff acknowledge an inability to consistently meet Aurora's aggressive 10-day turnaround time standards for technical review cycle comments.

Fire Department technical review comments are meaningful, resulting in the following types of development agreement conditions:

- Asphalt base thickness requirements to hold/support Fire apparatus
- Hydrant marking and flow testing
- Fire breaks

Staff are not able to execute a physical site inspection for all DAP applications due to workload burdens. Fire also participates in conditions clearance to return securities to applicants.

Currently there is no MOU allocating an annual allotment of "billable hours" from Central York Fire to the Aurora DAP model. Instead resources are allocated on a reactive "as needed" basis.

6.6 DAP Technology Platform

Aurora made a corporate commitment to the CityView permitting and workflow tool more than a decade ago. CityView is a server-based software application with DAP workflow functionality that has evolved over time. Building has taken the lead in Aurora in terms of integrating its operations with CityView workflow functionality. Building has developed permit decision timeframe reporting capabilities within CityView. Building has also developed building application data templates within CityView to collect relevant data and attach it to workflow progression timelines.

Aurora's CityView rollout story for Planning DAP is quite different. Town business units executing planning application reviews are not uniformly/consistently committed to even using CityView. Some core staff in Aurora's DAP team do not populate CityView at all - and numerous DAP staff do not populate it in a timely or consistent fashion. CityView features very little robust operational/workflow tracking data for planning applications - in marked contrast to Building. Planning application data templates exist in Word and they are not entered/attached to CityView workflows associated with an application. Instead Planning DAP templates are stored in a common network drive outside CityView and are not even organized/consolidated under an application-based sorting system. The result of the

haphazard utilization of CityView + poorly organized data sorting systems outside CityView is a file review pain point and "processing friction" caused by wasted time locating and cross-referencing data needed for reviewing any particular application file.

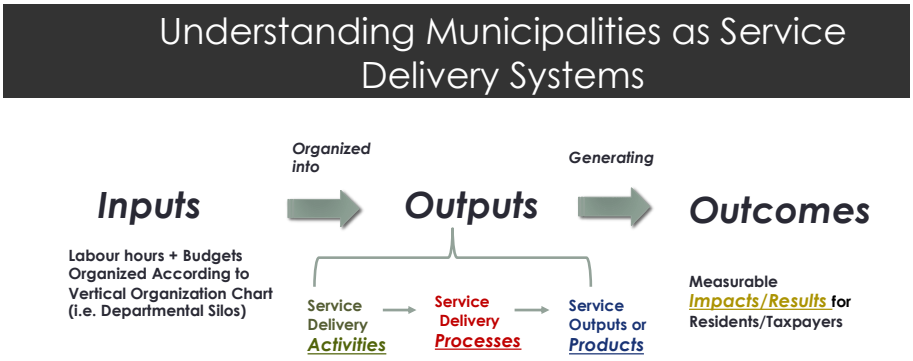
Instead of leveraging a streamlined/modernized DAP model, the current technology environment is at best a neutral factor re. DAP execution and at worst a negative factor.

Fortunately, change is afoot. A technology modernization project (Phase 1) is underway to support online DAP application submission and electronic (no paper) review. Using CityView "Plans Drop" and "Bluebeam" drawings submission/markup technology, Aurora is making progress towards electronic application submissions/fee payments by applicants (Paymantis). A noteworthy IT modernization risk factor - currently none of York Central Fire, the Region of York or the LSRCA utilize the CityView technology platform or have adopted Bluebeam.

A subsequent phase of Aurora's DAP IT platform modernization is envisioned by involved staff, featuring a cloud-based version of CityView with an online DAP portal (firewall protected) for streamlined submission intake and fee payment. This cloud-based version of CityView has functional capabilities that allow applicants to track the progress of their files across DAP process milestones. Actual processing timeframes could be compared against targeted timeframes using countdown clock reporting.

7.0 Towards Results Based Management - Key Performance Indicators (KPIs)

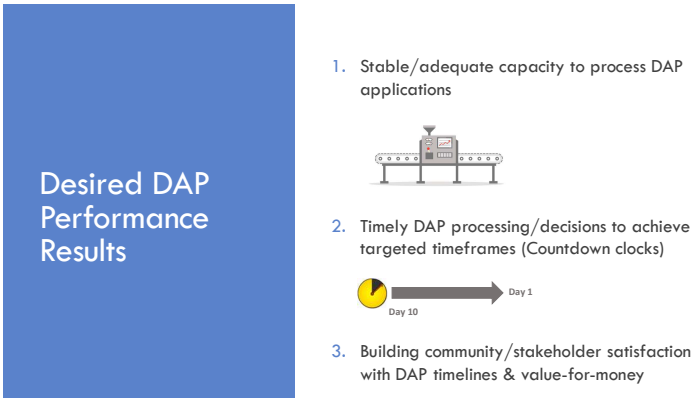
The Development Approvals Process (DAP) is a horizontal service delivery system that involves multiple actors within the Town's departments, the Region, the Conservation Authorities and other agencies like the Central York Fire Service. DAP is delivered via a series of Planning Act and Building Code Act processes. These processes produce outputs (i.e. approvals decisions). These outputs/products create positive outcomes/impacts for both applicants and the existing community.



The DAP service delivery system is complex due to the multiplicity of actors and approvals processes associated with different types of land use decisions. But DAP is measurable and manageable when the right mix of data management and performance measurement tools are brought into play.

7.1 Developing Appropriate "Aurora-specific" KPIs

In order to select and implement the right Key Performance Indicators (KPIs) for DAP, the first step is to clearly define the desired results of DAP. The following figure speaks to desired DAP results around capacity, timeliness, and applicant/stakeholder satisfaction with the DAP approvals journey.



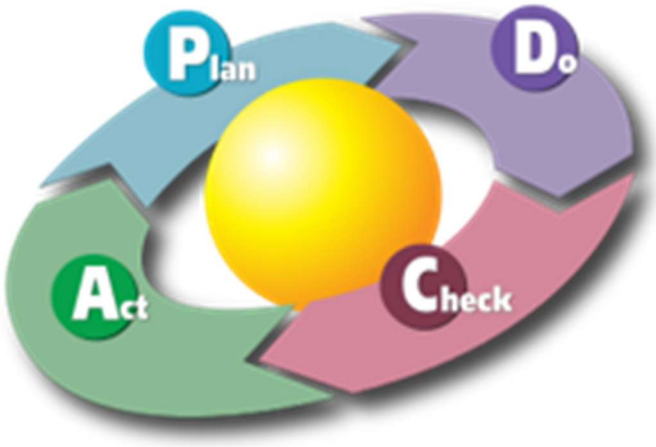
KPIs must answer three fundamental "good management" questions that pertain to DAP.:

- How many countable units of service can we produce? (i.e. billable DAP processing hours)
- What is the cost/price of that service? (i.e. unit cost per billable hour)
- What level of effectiveness/quality (i.e. timeliness) is being achieved?

7.2 DAP Scorecard and Accountability Reporting

Results Based Management (RBM) is a cyclical approach/model for achieving efficient and accountable municipal service delivery. The RBM cycle consists of Plan-Do- Check-Act components. DAP performance targets and a properly resourced delivery model define the "Plan" component. Consistent and dependable execution of mapped/measured processes define the "Do" component. The "Check" component involves the comparison of actual results (i.e. processing timeframes) against performance targets. Based on the "Check" information and conclusions the "Act" component involves performance target refinements, resourcing adjustments and/or process execution changes.

Results Based Management - A Cycle of Continuous Improvement



A modernized Aurora DAP model should feature an RBM cycle supported by KPI-derived performance targets. An annual KPI supported DAP performance Scorecard should be produced and publicly reported to foster transparent accountability. Annual budget decision making should be informed by the DAP Scorecard.

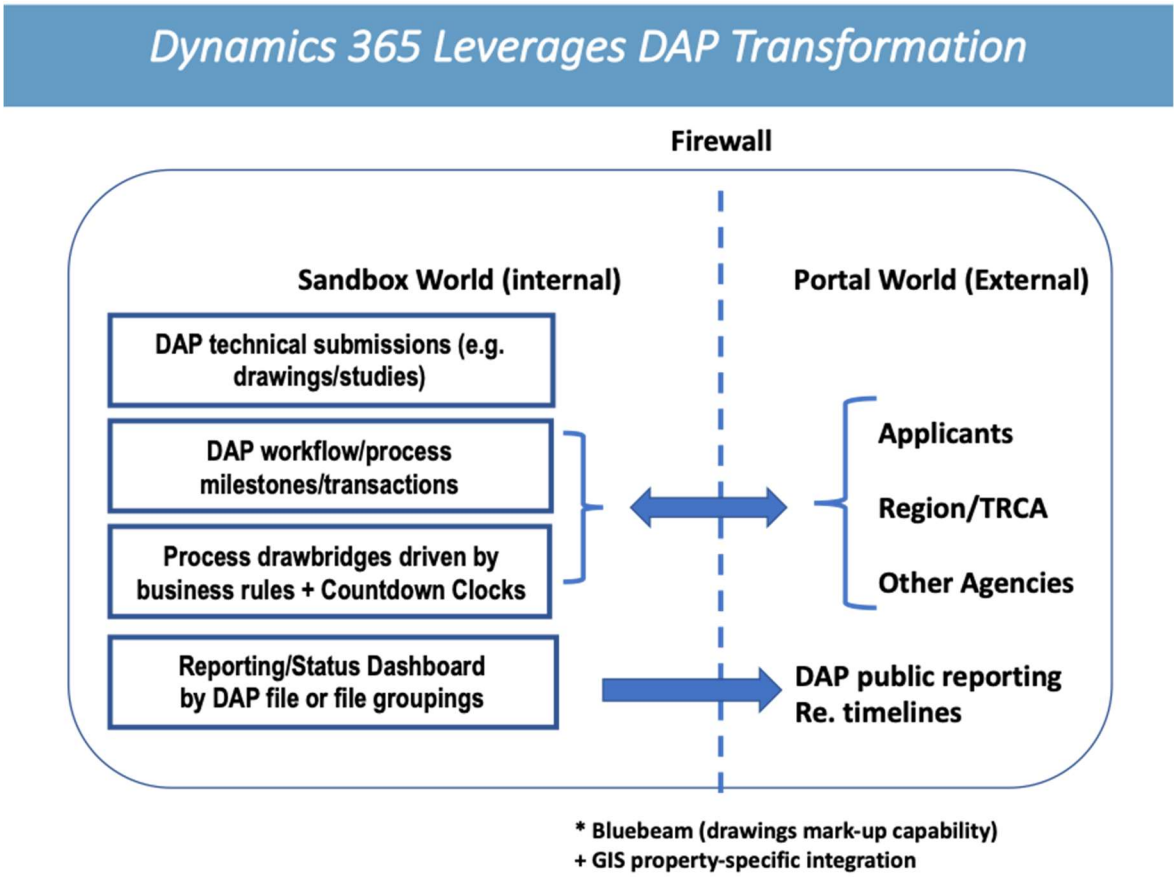
8.0 DAP "Best Practices" Scan

8.1 DAP Case Studies

Performance Concepts has developed three DAP performance improvement case studies to inform the Aurora DAP modernization review.

8.1.1 Case Study: Driving DAP improvement with Cloud Based Portal/Workflow Technology

A local municipality in York Region has executed a DAP technology modernization pilot project using the cloud-based version of Microsoft Dynamics 365. Dynamics 365 is Microsoft's workflow management software solution for private/public enterprises. The DAP modernization pilot included a DAP application e-portal, a configured workflow tracking solution, and a robust set of Key Performance Indicator (KPI) reports. The following figure provides a useful overview of the Dynamics 365 DAP IT modernization solution.



The Dynamics 365 cloud-based solution for DAP does not require server-based support or programming support. Converting Dynamics 365 into a municipal DAP solution simply requires customized workflow configuration using the out-of-the box software functionality.

The Dynamics 365 DAP portal can be configured to only accept online applications that meet all of the submission requirements established at pre-consultation. Applications not including all the required complete submission pieces are rejected by the portal. Applicants then re-submit with all the required information pieces. High quality submissions are rewarded while substandard applications need to self-correct.

Uploaded DAP application submissions/supporting documents reside in a firewall protected "sandbox" that provides easy access by local municipal staff, upper tier staff and external agency partners. Documents are NOT circulated for technical review to staff teams. Instead staff teams come to the up-to-date documents. There are no potentials processing failures caused by different DAP staff looking at different versions of the same document. Technical comments are posted in the sandbox for all participating DAP team members to see/consider. Comment templates are produced in Dynamics and attached to the workflow progression of each and every application.

Dynamics 365 countdown clock functionality allows for easily configured time tracking of a DAP application/file across multiple process milestones. Staff can compare actual processing timeframes against target timeframes (in private behind the firewall). Applicants can also be permitted to track timeframes for their projects/files from the public side of the DAP portal's firewall. Countdown clock supported KPI reporting can be easily configured using Dynamics 365 out-of-the-box functionality.

Because Dynamics 365 is a relational data base (as well as a workflow tracking solution) files can be tracked/managed/cross-referenced by DAP application category (e.g. Site Plans) or by DAP applicant (e.g. ACME Developers Inc.) or by property location/address.

This case study demonstrates that a modernized DAP IT solution not only tracks application processing performance - but it also injects process execution discipline into DAP by enforcing deadlines and sequencing work using process drawbridges. Process step A must be checked off as "complete" in the workflow tool before process step B can be undertaken or finalized.

8.1.2 Case Study: DAP Business Process Re-engineering "Quick Wins"

Performance Concepts has documented a number of DAP process re-engineering "quick wins" that are applicable to any properly executed DAP review. These process re-engineering "quick wins" can significantly reduce DAP execution timeframes without a significant investment in additional staffing or modernized IT platforms.

1. *Overlapping Site Plan and Building Permit Application Processes*

Many Ontario municipalities employ a ***sequential*** processing model where Building permit applications are not encouraged prior to Site Plan approvals being in place. The sequential model typically triggers aggressive Bill 124 timeframes for a building permit decision by the municipality - since Site Plan applicable law is in place and a complete application has been submitted.

A growing number of Ontario municipalities have opted for an ***overlapping*** processing model. Once a Site Plan application has progressed to a certain point (typically a 2nd completed technical circulation or Engineering sign-off on the site drawings), a Building permit application is encouraged. The Building plans examination process is executed in parallel with the production of the Site Plan development agreement and the final execution of that agreement. Once the Site Plan agreement is executed the Building permit decision is immediately delivered on a "just in time" basis (thereby satisfying applicable law requirements). From the point of view of the applicant, the overall timeframes for the overlapping model are significantly shorter that the sequential approvals model. The Building permit issuance timeframe may take longer than the Bill 124 standard, but the overall DAP timeframe is shorter.

2. *Secure MOE Approvals Authority for ECA*

MOE signs-off on Sub-division (post-Draft Plan) engineering servicing solutions required prior to lot registration. The MOE Environmental Compliance Approvals (ECA) process is notorious for being slow/unpredictable - thereby holding up sub-divided lot registration and making it impossible for applicants to receive building permits. Securing ECA from the MOE is a widely recognized DAP pain point for both municipalities and applicants.

Fortunately, the MOE offers municipalities with qualified engineering staff (P. Eng.) an opportunity to secure delegated approvals authority. DAP timeframes for registering Draft approved lots can be reduced by months. The key is being able to confirm a P. Eng. on the staff of the approving municipality who will act as an accountable/unbiased 3rd party evaluation authority to ensure technical environment approvals requirements have been properly addressed.

3. *Implement Delegated Site Plan Approvals Authority to Staff*

Progressive Councils that delegate Site Plan approval to staff are trading control for results. Site Plan timeframes can be significantly compressed once Planning staff execute the appropriate technical review, arrive at a delegated decision but do not need to produce Council reports, schedule a decision on a future Council agenda or risk an ill-advised decision by Council members not conversant in the technicalities of Site Plan technical solutions. Overall Site Plan approval timeframes can be reduced by 25% to 33% in the experience of Performance Concepts. Contentious/disputed Site Plan files can be escalated by staff for Council consideration on an "exceptions" basis. It is worth remembering that Site Plan approvals do NOT require public consultation, making them delegation friendly.

4. *Deploy Planning Technicians at the Counter*

When faced with aggressive Bill 124 Building permit decision timeframes, numerous Ontario municipalities considered process re-engineering ideas to improve workflow and processing efficiency. One notable efficiency improvement was the deployment of Building Technicians at the service counter. Building techs play a crucial quality control role in meeting Bill 124 timeframes. They "police" the submission of complete applications by applicants and protect high value-added Plans Examiners from too many routine/low value-added interactions at the counter. Freed-up Plans Examiners can then focus on their higher value-added technical work priorities - ensuring Building DAP functions more smoothly and meets Bill 124 permit decision timeframe targets.

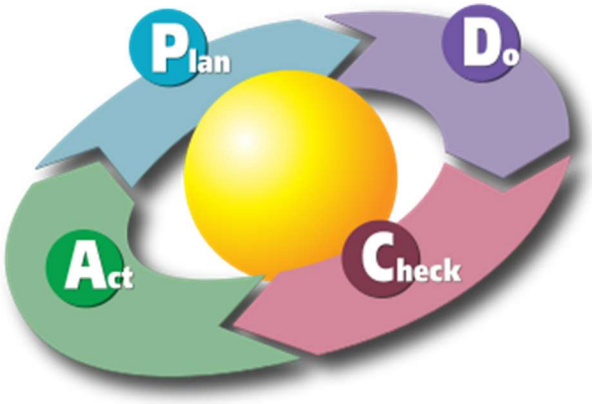
The precedent for Planning DAP is clear. Planning Techs can be deployed at the counter to protect other high value-added DAP staffer from excessive amounts of low value-added interactions at the counter. Planning Techs can filter out/reject incomplete applications and streamline the early DAP process timeframes to "Application Deemed Complete".

8.1.3 Case Study: Using KPIs to Implement Results Based Management

From a process execution perspective, DAP is best understood as a "ping pong" game played by Aurora municipal staff, External agencies and applicants. Technical submissions supplied by applicants "ping pong" back and forth until the local municipality and External agencies are satisfied that the required approvals can be granted to the applicant. At any given point in time a Planning application is under the management/control of the municipality or the applicant. A timely/predictable conclusion to the DAP "ping pong" game is a shared objective of all participants.

Key Performance Indicators (KPIs) are a must-have component for a DAP model to function according to Results Based Management principles. DAP KPIs must be designed to track/measure *controllable processing days* that an application spends on the municipal side of the "ping pong" game. It is the applicant's job to measure/manage the number of days the file spends under their control. *Controllable*

processing day KPIs can be used to set performance targets. *Actual controllable days* can be compared to *targeted controllable days*. Targets can differ across DAP application categories (i.e. Site Plan versus Minor Variance). Targets can also differ across DAP application processing milestones (i.e. Deemed Complete versus 1st Technical circulation versus Development Agreement production).



The Results Management Cycle

KPIs and performance targets based on *controllable file processing days* inject process execution discipline into DAP. Accountability is improved via regular comparisons of actual required processing days versus targeted days.

Peter Drucker, perhaps the most highly regarded management thinker/guru of the 20th century, often noted that "…you can't manage what you can't measure". Results focused KPIs will promote a DAP culture of accountability within any municipal management team, and KPI data/targets will inform a municipal staff team's decision about which DAP files to work on at any given point in time.

9.0 "As Should Be" DAP Recommendations

9.1 Addressing DAP Staffing & Capacity Issues

Addressing DAP Staffing & Capacity Issues

Recommendation # 1

Aurora should eliminate current & future DAP position vacancies on an accelerated timeline to avoid application processing disruptions

- The current staffing configuration of Aurora DAP has little-to-no shock absorber capacity in the face of unanticipated staff turnover or prolonged absences. Core DAP functions are dependent on inputs supplied by single staff positions whose occupants possess technical skillsets/experience that is difficult to replace.

Recommendation # 2

Aurora should develop & execute a DAP succession planning strategy

- Core DAP staff in Aurora will be eligible for retirement over the next 5 years. A DAP succession planning strategy should emphasize the need to overlap new external hires with existing staff scheduled for retirement. Overlapping DAP staff will provide an opportunity to transfer DAP insights and mentor new staff on Aurora's DAP IT tools/results based culture/ streamlined standard operating procedures.

Addressing DAP Staffing & Capacity Issues

Recommendation # 3

Aurora should develop resourcing contingency options for core DAP processes that are dependent on single positions. These contingency options may involve temporary contracted service options or shared service arrangements with other municipalities.

- Aurora needs to put resourcing contingency options in place for a range of DAP functions/positions where the risk of disrupting DAP conveyor belt processing of applications is significant. Identified core DAP functions that currently feature DAP disruption risk include legal agreement production, transportation modeling, CityView workflow tracking and performance reporting, development engineering reviews, landscape and horticulture review.

Recommendation # 4

Aurora should consider in-sourcing Urban Design resources/expertise.

- As the Town grows, urban design elements will become increasingly important in shaping the future look and feel of Aurora. The Town should consider adding staff resources to carry out urban design review functions internally. In order to maximize use of staff resources, an in-house urban designer could initially perform dual functions of policy development and development review.

9.2 DAP Process Execution & Streamlining

DAP Process Execution & Streamlining

Recommendation # 5

Aurora should implement a customer service model that maximizes DAP efficiency by deploying a skilled/trained/empowered Planning Permit Tech anchored at the Planning counter

- Aurora needs to re-create the *Permit Tech* customer service efficiencies already achieved in Building services by rolling out a new DAP customer service model at the Planning counter. This new customer service model aligns with organization re-design recommendations made elsewhere in this Final Report

Recommendation # 6

Aurora may choose to review the customer service flow of its DAP separated service counters for Planning and Building applicants. Based on a less-than-definitive photographic review (during COVID restrictions) the current counter configurations appear to be somewhat generic in layout. Integrated customer service at a single DAP/Building counter by Planning and Building Permit Techs may be possible.

DAP Process Execution & Streamlining

Recommendation # 7

Aurora should improve its pre-consultation follow-up documentation to secure an easier path to "deemed complete" DAP application submissions

- Documentation of the topics and pertinent details discussed during pre-consultation can play an important role in helping to avoid delays and unnecessary expenditure of effort later on in the DAP process. It is worthwhile to structure the documentation provided to proponents after a "formal" pre-consultation as a prescriptive agreement that defines the minimum elements required for a submission to be considered complete.

Recommendation # 8

Aurora should implement a single/unified application submission requirements checklist

- Aurora's current approach to formally identifying submission requirements is burdensome in that a separate checklist must be completed for each approvals process. The Town should make use of a single, unified submission requirements checklist applicable to all Planning Act applications. Such a checklist should include room for comments specific to each application category/requirement. Similar to other application forms, the consolidated DAP checklist should be designed as an interactive PDF with editable and auto-generated form fields so as to reduce the need for repetitive data entry.

DAP Process Execution & Streamlining

Recommendation # 9

Aurora should revise its current turnaround time "guidelines" and establish consistent "must meet" turnaround time targets for internal technical review cycles. Town staff participating in DAP should be notified in writing of the new "must meet" targets.

- The Town's current 4 week turnaround time guideline for an initial technical review cycle should be adjusted to a 5 week "must meet" target. The Town should implement a reduced 2-3 week turnaround time target for subsequent internal technical review cycles. A 4-5 week turnaround time target for technical review is typical of urban Ontario municipal practices.

Recommendation # 10

Aurora should revise its current turnaround time "guidelines" and establish/enforce consistent "must meet" turnaround time targets for technical review by DAP partners at the Central York Fire Department, the Region of York & the LSRCA. External agencies should be notified in writing of the new "must meet" targets.

- The Town's current 4 week turnaround time guideline for an initial technical review cycle should be adjusted to a 5 week "must meet" target. Aurora should implement a reduced 2-3 week turnaround time target for subsequent internal technical review cycles. External agency comments should not be phased/lagged according to planning versus engineering disciplines.

DAP Process Execution & Streamlining

Recommendation # 11

Aurora should actively encourage applicants to make measurable progress towards Site Plan approval prior to seeking Minor Variances

- It is prudent for applicants progress through at least one Site Plan technical review cycle prior to seeking Minor Variances for relief from applicable zoning regulations, especially in instances where both approvals will likely be necessary. This sequencing will minimize instances of applicants needing to revisit Minor Variance applications due to the knock-on effect of changes made during the Site Plan technical review process. This guidance around Site Plan/Minor variance sequencing should be stated explicitly in the applicable application guides.

Recommendation # 12

Aurora Council should consider expanded delegation of DAP approvals authority to qualified and accountable Town senior staff. A "business case" report should be submitted to Council setting out parameters for delegation and documenting estimated processing time reductions

- Appropriate circumstances for delegated approvals should be defined using the following parameters:
  - Proposals which are substantially compliant with existing land use policy
  - Proposals involving minor deviations from existing land use policy, where the deviation is within a certain range (e.g. maximum heights)
  - Proposals which do not have the potential for controversy in the community

9.3 DAP Process Execution: External Agencies

DAP Process Execution: External Agencies

Recommendation # 13

Aurora should establish performance-based MOUs with External agencies to establish the # of DAP processing hours allocated to review Aurora's applications.

- Priority should be given to reaching MOU agreements with Central York Fire Department (given competing demands that stem from their non-DAP workload) and the LSRCA (given competing workload demands to serve 18 municipalities).
- Town staff should explore opportunities for the Region to delegate transportation related technical review (regional road access/traffic) to Aurora in order to streamline DAP and achieve "must meet" turnaround time targets.

Recommendation # 14

Aurora should organize joint facilitated workshops to address DAP staffing/processing capacity challenges facing External agency partners

- Potential topics for workshop exploration:
  - ✓ Productivity enhancements associated with External agency participation in Aurora's DAP IT Modernization project
  - ✓ Opportunities to modify DAP workflows/processes to reduce processing timeframes.

9.4 DAP Technology Platform Modernization

DAP Technology Platform Modernization

Recommendation # 15

Aurora should initiate a DAP IT Modernization project on a timely basis. The IT Modernization project should deliver a cloud based CityView submission portal/workflow tracking solution. Countdown clock timeframe tracking/reporting for DAP applications should be a key deliverable provided to Council, staff and applicants.

- IT Modernization project success will require a seconded staff champion to ensure "As Should Be" DAP execution processes and rigorous timeframe tracking are imbedded in the final cloud based CityView solution.

Recommendation # 16

The Aurora DAP team should upgrade its sub-par utilization of the current CityView workflow tool based on practices/results already secured by Building services. Improved commitment to CityView requires clear expectations messaging from the CAO around measurable/dependable results reporting.

- Timely and consistent tracking of DAP data by all participating staff across all DAP business units should not be optional. DAP is a core Town service and results based performance accountability requires an ongoing workflow tracking commitment.

9.5 DAP Performance Indicators & Results Reporting

DAP Performance Indicators & Results Reporting

Recommendation # 17

Aurora should identify go-forward Key Performance Indicators (KPIs) that can be used for DAP operational planning and target setting. DAP performance indicators should address the countable units of service delivered, the unit cost of service, and the quality/effectiveness (i.e. timeliness) of service delivery.

- KPIs will support/enable an ongoing *Results Based Management* framework for DAP - consisting of *Plan-Do-Check-Act* annual cycles designed to produce continuous improvement.

Recommendation #18

DAP processing timeframe KPIs should be calculated based on the concept of *controllable file processing days.*

- The resulting KPIs will measure Aurora's DAP processing performance – not the processing reaction times of applicants when they have control of the file.

Recommendation # 19

Aurora should produce an annual DAP Results Scorecard and publicly report measurable performance results in an workshop attended by Council and development community stakeholders.

- A DAP Results Scorecard should also inform the Town's annual budget process.

9.6

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10.0 Implementation Roadmap

Change is hard. Change management projects must strike a balance between focused/decisive action and an awareness of limited implementation capacity. The following Implementation Roadmap strikes this balance by creating a phased approach: DO NOW (2021), DO SOON (2022), and DO LATER (2023 & Beyond). Change management research demonstrates that drawn-out implementation efforts correlate strongly with failed change management projects. Therefore, the Performance Concepts/Dillon Roadmap uses the DO LATER category as a spillover period only. Our focus is on DO NOW in 2021 and DO SOON in 2022 to maintain momentum and enthusiasm for positive change.

10.1.1 Addressing DAP Staffing & Capacity Issues

#	Recommendation	DO NOW	DO SOON	DO LATER
1	Eliminate current & future DAP position vacancies on an accelerated timeline to avoid application processing disruptions	✓		
2	Develop & execute a DAP succession planning strategy		✓	
3	Develop resourcing contingency options for core DAP processes that are dependent on single positions		✓	
4	Consider in-sourcing Urban Design resources/expertise		✓	

10.1.2 DAP Process Execution and Streamlining

#	Recommendation	DO NOW	DO SOON	DO LATER
5	Implement a Customer Service Model with Planning Tech at the front Counter	✓		
6	Review the customer service flow of its DAP separated service counters for Planning and Building applicants		✓	
7	Improve pre-consultation follow-up documentation to secure an easier path to “deemed complete” DAP application submissions	✓		
8	Implement a single/unified application submission requirements checklist	✓		
9	Implement consistent “must meet” turnaround timeframe targets for internal technical review cycles for core DAP Application categories	✓		
10	Implement consistent “must meet” turnaround time targets for technical review comments provided by DAP partners at the Central York Fire Department, the Region of York & the LSRCA for core DAP application categories	✓		
11	Actively encourage applicants to make measurable progress towards Site Plan approval prior to seeking Minor Variances	✓		
12	Council should consider expanded delegation of DAP approvals authority to qualified and accountable Town senior staff		✓	

10.1.3 DAP Process Execution: External Agencies

#	Recommendation	DO NOW	DO SOON	DO LATER
13	Establish performance-based MOUs with External agencies to establish the # of DAP processing hours allocated to review Aurora's applications		✓	
14	Organize joint facilitated workshops to address DAP staffing/processing capacity challenges facing External agency partners		✓	

10.1.4 DAP Technology Platform Modernization

#	Recommendation	DO NOW	DO SOON	DO LATER
15	Initiate a DAP IT Modernization project on a timely basis. The IT Modernization project should deliver a cloud based CityView submission portal/workflow tracking solution		✓	✓
16	Upgrade its sub-par utilization of the current CityView workflow tool for DAP based on practices/results already secured by Building services	✓		

10.1.5 DAP Performance Indicators and Results Reporting

#	Recommendation	DO NOW	DO SOON	DO LATER
17	Identify go-forward Key Performance Indicators (KPIs) that can be used for DAP operational planning and target setting	✓		
18	Calculate DAP processing timeframe KPIs based on the concept of controllable file processing days	✓		
19	Produce an annual DAP Results Scorecard and publicly report measurable performance results in a workshop attended by Council and development community stakeholders		✓	

11.0 Conclusions & Moving Forward with Change

11.1 3rd Party Assessment

Implementation and execution of organizational change is always challenging. It requires focus and perseverance.

Performance Concepts recommends a 3rd party implementation progress assessment in Q4 of 2021. This progress evaluation will compare actual implementation of the Roadmap against the *Do Now* & *Do Soon* recommended timeframes in this Final Report.

Remedial actions will be recommended (if required) to keep/get implementation on-track as Aurora transitions from *Do Now* to *Do Soon* across a range of change driven action items.

11.2 DAP Performance Improvement: Measurement Lenses to Consider

The DAP performance challenges facing Aurora moving forward are focused on process streamlining and consistent execution. DAP workload is likely to increase based on Aurora's remaining greenfield development volumes and upcoming effort-intensive infill application volumes. Therefore cost reduction/cost avoidance is not a helpful lens for measuring the performance improvement dividend that can be secured by implementing the recommendations contained in this Report.

Aurora DAP performance improvement is best considered via an alternative lens that is consistent with LEAN thinking principles that focus on reduced turnaround/through-put timeframes. These improvement lenses are consistent with industrial/manufacturing analogy of a DAP conveyor belt producing a series of "black box" application approval decisions.

Performance Concepts estimates that successful implementation of the "As Should Be" recommendations advanced in this Report could reduce Aurora's DAP technical review turnaround times and its application approval through-put times by approximately 25% to 33% (for a planned/predictable annual volume of applications). This processing efficiency estimate is informed by the 30+ DAP reviews executed across Canada by Performance Concepts since 2006.

Appendix A

Stakeholder Consultation Report