



COUNTY OF LENNOX & ADDINGTON

Development Process Modernization

Addington Highlands, Loyalist, Greater Napanee and Stone Mills



November 2020

Table of Contents

1.0	Preamble	1
2.0	Executive Summary	2
2.1.1	Streamlined County Involvement in DAP.....	2
2.1.2	Standardized Role for Conservation Authorities	3
2.1.3	Local Municipality Resource Sharing	3
2.1.4	Delegate DAP Approvals to Local Municipal Staff	3
2.1.5	Site Plan & Building Permit Application Overlap	4
2.1.6	Standardized DAP Process Maps and Timeframe Targets	4
2.1.7	Modernized DAP Cost Recovery	4
2.1.8	Towards Results Based Management: Measuring DAP Performance	4
3.0	Introduction	6
3.1	Introduction and Context for the DAP Review	6
3.2	Weathering the COVID Storm.....	7
3.3	Provincial Financial Realities.....	7
3.4	Post COVID-19 Game Changer: New Work/Live Commuter-shed.....	8
4.0	Methodology	10
4.1	Doing the Right Things. Doing Things Right.	10
4.2	Documenting the “As Is” Development Approvals Process.....	11
4.3	Stakeholder Consultation.....	11
4.3.1	L&A Councils	11
4.3.2	Staff	11
4.3.3	Conservation Authorities	11
4.3.4	Repeat DAP Applicants	11
4.3.5	DAP “One-Timers”	12
4.4	DAP “Best Practice” Case Studies	12
4.5	Restructured “As Should Be” DAP Model	12

4.6	Findings/Recommendations & Go-forward Implementation Roadmap	12
4.7	Final Report – Documenting DAP Modernization Efficiencies.....	12
5.0	DAP “As Is” Profiles	13
5.1	Local Municipal Overview	13
5.1.1	Addington Highlands.....	14
5.1.2	Loyalist	14
5.1.3	Greater Napanee	15
5.1.4	Stone Mills	15
5.2	Pre-Consultation	15
5.3	Application Deemed Complete	17
5.4	Technical Circulations	19
5.5	Application Approval.....	20
5.6	Transition from Planning DAP to Building Permit Applications	21
5.7	“As Is” DAP Technology and Data Flows	22
5.8	“As Is” DAP Cost Recovery and User Fees.....	23
5.9	The Role of the County	24
5.10	The Role of the Conservation Authorities.....	25
5.11	Other Agencies.....	25
6.0	DAP “Best Practices” Scan	27
6.1	Case Studies	27
6.1.1	Driving DAP improvement with Cloud Based Portal/Workflow Technology	27
6.1.2	DAP Business Process Re-engineering “Quick Wins”	28
6.1.3	Using KPIs to Implement Results Based Management	30
7.0	Stakeholder Consultation – Informing “As Should Be” DAP	32
7.1	Councils	32
7.2	Staff	32
7.3	Repeat DAP Customers	33
7.4	DAP “One-Timers”	34

8.0	DAP “As Should Be” Performance Improvements	35
8.1	Streamlined County Involvement in DAP.....	35
8.1.1	County Delegation of Technical Review to Local Municipalities	35
8.1.2	County as Architect/Maintainer of DAP Portal/Workflow Tool	36
8.1.3	County as DAP Order Expeditor	36
8.1.4	County as Provider of P.Eng. Expertise for MECP Delegation of ECA.....	37
8.2	Standardized Role for Conservation Authorities	37
8.3	Local Municipality Resource Sharing	38
8.4	Delegated DAP Approvals to Local Municipal Staff	38
8.5	Site Plan & Building Permit Process Overlap	39
8.6	Standardized DAP Process Maps and Timeframe Targets	39
8.6.1	Simple Application Categories	39
8.6.2	Complex Application Categories	40
8.7	Modernized DAP Cost Recovery	42
8.8	Modernized DAP Technology Platform.....	43
8.9	DAP Culture – Getting to Yes	44
8.10	Towards Results Based Management: Measuring DAP Performance	44
8.10.1	DAP Key Performance Indicators	45
8.10.2	DAP Scorecard and Accountability Reporting.....	46
9.0	Implementation Roadmap	47
9.1	Relentless Focus on Execution	47
9.2	Implementation Road Map	47
9.2.1	Streamlined County Involvement in DAP.....	47
9.2.2	Standardized Role for Conservation Authorities	48
9.2.3	Local Municipality Resource Sharing	48
9.2.4	Delegate DAP Approvals to Local Municipal Staff	48
9.2.5	Site Plan & Building Permit Application Overlap	48
9.2.6	Standardized DAP Process Maps and Timeframe Targets	49
9.2.7	Modernized DAP Cost Recovery	49

9.2.8	Modernized DAP Technology Platform.....	49
9.2.9	Towards Results Based Management: Measuring DAP Performance	49
10.0	Conclusion and Modernization Efficiencies	50

10.1	The Path Forward.....	50
10.2	DAP Performance Improvement: Measurement Lenses to Consider.....	50

Figures

Figure 1: Single day Real Estate Transactions out of the GTA.....	9
Figure 2: Overarching Principles.....	10
Figure 3: Timeliness of DAP Processes	33
Figure 4: "One Timers" experience with the DAP process in L&A.....	34

Tables

Table 1: Pre-Consultation Requirements	16
Table 2: Planning Spending vs. Revenues.....	23
Table 3: Best Practice Processing Performance targets	51

Appendices

A	Summary of Application Volumes
B	Development Community Engagement Summary
C	Applicant Survey Results

1.0

Preamble

The Development Approvals Process (DAP) is a core municipal service delivered in tandem by the County of Lennox & Addington and its four local municipalities. 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 County of Lennox & Addington (L&A) and its four local municipal partners believe that streamlining their 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 their communities.

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

The County of Lennox & Addington and its DAP partners at the Town of Greater Napanee and the Townships of Stone Mills, Loyalist and Addington Highlands retained the Performance Concepts/Dillon team to conduct a DAP operational review. The DAP review was conducted under the auspices of the Province's Municipal Modernization Grant Program.

The Lennox & Addington DAP review was initiated during the early stages of the COVID-19 pandemic. The project kick-off session was the last "in-person" meeting with our L&A project sponsors before the shutdown began. Performance Concepts/Dillon would like to acknowledge the perseverance and flexibility of the County and local municipal project team as the DAP review pivoted online using video conferencing tools such as *Go To Meeting* 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 Lennox & Addington DAP review has confirmed that the involved L&A municipal partners can transform the applicant experience via new technologies such as on-line portal and workflow tracking software.

The Performance Concepts/Dillon team congratulates Lennox & Addington for completing the DAP review under the COVID 19 *new normal*. This Final Report meets all of the requirements of the Municipal Modernization Grant Program and positions the County and its local municipal partners to proceed with the implementation roadmap in 2021.

2.0 Executive Summary

The Lennox and Addington Development Approvals Process (DAP) Modernization review was initiated in Q2 2020 and completed in early December 2020.

Despite the disruptive impacts of the COVID 19 state of emergency, the Lennox and Addington 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 County and local municipal staff before being finalized in this Report. While the DAP Modernization review has been coordinated/overseen by a s Steering Committee of County and local municipal staff, 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 County and its local municipal partners. These Recommendation have been positioned within a *Do Now* (2021), *Do Soon* (2022), *Do Later* (2023 and beyond) Implementation Roadmap.

In addition to DAP process improvement recommendations, a number of “who does what” realignment options between the County and L&A local municipalities have been put forward to ensure DAP applicants benefit from the principle of *organization form following function*.

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

2.1.1 Streamlined County Involvement in DAP

Recommendation	DO NOW	DO SOON	DO LATER
<i>County Should Delegate Technical Review to Municipalities</i>			
Delegate Roads/Driveway Access	✓		
Develop Cost Recovery arrangements with local tier	✓		
<i>Designate County as Architect/Maintainer of DAP Portal/Workflow Tool</i>	✓		
<i>Establish County as Provider of DAP “Order Expediter” for Strategic Files</i>		✓	
<i>Designate County as Provider of Engineering Expertise for MECP delegation</i>	✓		

2.1.2

Standardized Role for Conservation Authorities

Recommendation	DO NOW	DO SOON	DO LATER
<i>Standardize Conservation Authority Execution of DAP</i>			
Standardized MOU with L&A Local Municipalities	✓		
Develop standardized technical review timeframes	✓		
Assume responsibility for CA Fee collection	✓		
Provide CAs with DAP workflow tool access		✓	

2.1.3

Local Municipality Resource Sharing

Recommendation	DO NOW	DO SOON	DO LATER
<i>Establish MOU for Sharing of Local Municipal DAP Resources</i>			
Develop staff resource capacity plan for each local	✓		
Create a cost-recovery fee based on billable hours	✓		
Implement a “Mutual Aid”-style MOU for DAP services	✓		

2.1.4

Delegate DAP Approvals to Local Municipal Staff

Recommendation	DO NOW	DO SOON	DO LATER
<i>Delegate Site Plan Approval from Council to Staff</i>			
Develop protocols for file escalation	✓		
Pass/update necessary staff delegation By-laws	✓		

2.1.5 Site Plan & Building Permit Application Overlap

Recommendation	DO NOW	DO SOON	DO LATER
Standardize Site Plan & Building Permit Application Overlap			
Develop common Site Plan process triggers across L&A	✓		
Integrate Building Permit application process into the DAP workflow tool		✓	

2.1.6 Standardized DAP Process Maps and Timeframe Targets

Recommendation	DO NOW	DO SOON	DO LATER
Establish Simple Application “Best Practice” Timeframe Targets	✓		
Establish Complex Application “Best Practice” Timeframe Targets	✓		

2.1.7 Modernized DAP Cost Recovery

Recommendation	DO NOW	DO SOON	DO LATER
Create a Harmonized DAP Fees Model			
Standardize planning fees design across L&A		✓	
Establish cost recovery targets across L&A		✓	
Standardize planning & engineering deposit design		✓	

2.1.8 Towards Results Based Management: Measuring DAP Performance

Recommendation	DO NOW	DO SOON	DO LATER
Establish DAP Key Performance Indicators			
KPI identification	✓		
Integrate KPIs with DAP workflow tool		✓	
Create DAP Scorecard and Accountability Reporting			
Establish KPI derived performance targets	✓		
Integrate performance targets with DAP workflow tool		✓	

The DAP performance challenges facing Lennox & Addington moving forward are focused on streamlining and execution. DAP workload demand is going to increase given the post-COVID realities of an expanded on-line work/live commuter-shed. Therefore, cost reduction/cost avoidance is not a helpful lens for measuring the performance improvement dividend that can be produced by implementing the recommendations contained in this Report.

Performance improvement is best considered via two alternative lenses:

- Improved DAP cost recovery via fees modernization; and,
- Improved DAP application processing times.

Adoption of a “growth pays for growth” cost recovery model will reduce the existing DAP property tax subsidy across Lennox & Addington. While it is beyond the scope of this Review to conduct a detailed full-cost fees review, the expected increase in DAP fees revenues generated by “growth pays for growth” Sub-division, Site Plan and Rezoning fees should be significant. Just in Greater Napanee and Loyalist more than \$1.6M is spent annually on planning functions while less than \$400K in planning revenues are reported in the Financial Information Return (FIR) submitted to the Province.

In terms of DAP processing times the recommended “Best Practice” performance targets should generate the following efficiencies across core DAP application categories:

	Rezoning Timeframes	Site Plan Timeframes	Subdivision Timeframes
“As Is” Average/Typical Timeframes	135 Processing Days	132 Processing Days	225 Processing Days
Recommended “Best Practice” DAP Timeframe Reduction	35 Fewer Processing Days	68 Fewer Processing Days	20 Fewer Processing Days
Efficiency Dividend	26% Timeframe Improvement	51% Timeframe Improvement	9% Timeframe Improvement



3.0

Introduction

3.1

Introduction and Context for the DAP Review

The County of Lennox & Addington (L&A) retained the Performance Concepts/Dillon team to conduct a development approvals process (DAP) modernization review. This project is being led by the Director of Community and Development Services, along with the respective local planning leads/managers. The County has established three strategic priorities for the current term of Council:

1. *Foster Growth & Opportunity*
2. *Facilitate Safe Affordable Housing*
3. *Improve Connectivity within Lennox & Addington*

The County is committed to a partnership with its four local municipalities in order to achieve the following mutually supported outcomes:

- Improve and promote our community and foster economic growth and prosperity;
- Promote the uniqueness of our communities and foster homegrown solutions and innovations;
- Continue to focus on helping our businesses grow by attracting new business and increasing visitors to Lennox & Addington.

The County's RFP initiating the DAP operational review contained the following passage:

"It has been identified that the development processes in Lennox & Addington County and its lower-tier municipalities can be complicated and confusing. This has resulted in significant barriers to both economic growth and investments in affordable housing in Lennox & Addington. To address this barrier the County has made it a priority to modernize development, planning and engineering processes that focus on streamlined, consistent approaches to encourage development in Lennox & Addington."

The benefits of modernizing/streamlining the Development Approvals Process across the County are readily apparent. A streamlined and consistently executed DAP "conveyor belt" will create cash flow/financing predictability for businesses considering investment across the County. Putting timely and consistent DAP processing timeframe targets in place across L&A will serve as inducement for new development rather than an impediment. A streamlined and disciplined DAP conveyor belt will expedite the arrival of needed taxable assessment growth that will reduce the cost-of-government burden on existing local taxpayers.

3.2

Weathering the COVID Storm

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

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

Individual developers, one-time DAP applicants and staff from involved Conservation Authorities 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 expected. In other words, the Province's Municipal Modernization Program was conceived to secure *incremental cost efficiencies* across the municipal sector. Pre-COVID, the Province's incremental improvement model for the municipal sector seemed reasonably scaled and achievable. 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 L&A municipalities as they grapple with these new fiscal realities and try to secure a fiscally sustainable future.

The COVID-19 New Normal: Crushing Senior Government Debt Loads

- The Province forecasted a 2020-21 deficit of \$21 billion in March
- The Fraser Institute predicted the deficit will be \$29 billion (April 2020)
- The Province’s independent Financial Accountability Officer has predicted a \$41 billion deficit (May 2020)
- Province just confirmed \$35.8 billion (August 2020)
- Province is looking at the Municipal Modernization Program to source significant \$ savings
- Are the County and local municipalities ready to embrace significant change to buffer upcoming fiscal turbulence?

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 changing. It is unlikely that corporate Ontario or large public institutions will return to the pre-COVID model.

The new evolving post-COVID model features knowledge workers working from home offices that are fully equipped for online collaboration and can readily access their employer’s 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. The options/decisions about where an employee can live is fast becoming uncoupled from any given employer’s geographic work location. If an employee chooses to take flight from 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, it becomes desirable for both employees and employers who can downsize their workplace footprint and costs. The following figure documents recent 2020 household relocation data supplied by a GTA real estate firm documenting the flight from density.

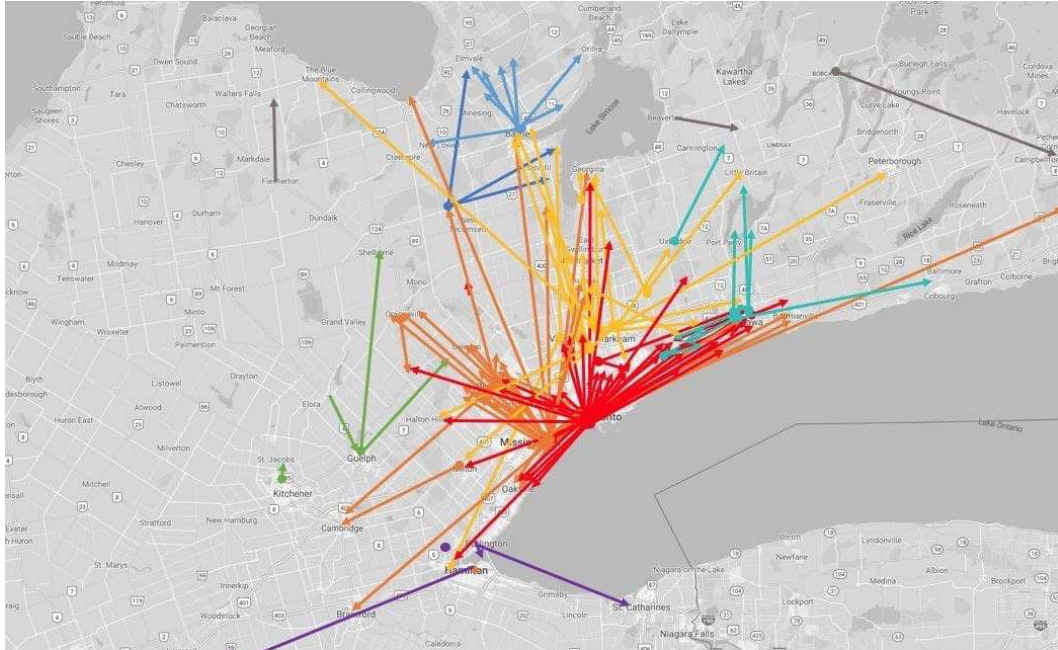


Figure 1: Single day Real Estate Transactions out of the GTA

The evolving/accelerating flight from density in the GTA and across urban Ontario has profound implications for Lennox & Addington from an economic development perspective. It also informs this DAP modernization review. If the County and its four local municipal partners can transform the current underperforming DAP model into a timely, disciplined and consistent greenfield development conveyor belt, there are significant opportunities to become a destination of choice in the flight from density. L&A can position itself to offer lower cost/higher value housing opportunities for Ottawa and GTA urban knowledge workers who are now functioning in an expanded virtual commuter-shed. A restructured DAP model is a critical enabling factor in this new Lennox & Addington value proposition for new knowledge work residents with disposable incomes that will benefit the local economy and the municipal taxable assessment base.

4.0 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 success. 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. They 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 the County and all four local municipalities, the Performance Concepts/Dillon team conducted working sessions with each local staff team to create “As Is” performance profiles for each of the municipalities across all Development Approval Process functions. These assessments were further validated in consultation with staff and stakeholders.

4.3 Stakeholder Consultation

Internal and external stakeholder engagement is critical to any successful change/transformation project. If stakeholders are not involved in planning the change battle, they will battle the change plan! Our approach included semi-structured interviews across L&A municipalities as well as development sector repeat-applicants and their consulting partners (i.e., the industry). We also employed Mentimeter.com to carry out group-based working sessions around DAP performance barriers, streamlining opportunities and new IT leveraged delivery models. Stakeholder perspectives were combined with our expert third party analysis to forge the DAP modernization recommendations and implementation roadmap presented in this report. Both quantitative and qualitative evidence from stakeholders has informed our work. Further information, including the results of stakeholder engagement, is included in **Sections 5** and **7** of this Report.

4.3.1 L&A Councils

To consult with L&A Councils during the pandemic the Performance Concepts/Dillon team conducted a series of interviews with Heads of Council and/or Planning Committee/Committee of Adjustment Chairs for each municipality. These interviews allowed our team to gauge elected officials’ attitudes towards change and their expectations around the scale and scope of necessary modernization.

4.3.2 Staff

Performance Concepts/Dillon arranged for a series of group working sessions with all five L&A municipalities that deliver DAP services. Our team also facilitated working sessions with each of the municipal DAP teams (Planning/Building/Engineering) to produce “As Is” DAP service delivery profiles.

4.3.3 Conservation Authorities

Each of the Conservation Authorities with jurisdiction within L&A participated in a working session with the Performance Concepts/Dillon team to explore DAP timeliness/processes and new IT portal/workflow software tools to improve workflow.

4.3.4 Repeat DAP Applicants

Performance Concepts/Dillon facilitated a virtual roundtable with repeat applicants. Unfortunately, attendance was low in the midst of the pandemic, so our team pivoted by executing one-on-one semi-

structured interviews with specific developers identified by the L&A municipal staff team. These interviews covered a wide range of DAP performance issues and improvement opportunities.

4.3.5 DAP “One-Timers”

Performance Concepts/Dillon prepared a Mentimeter.com online survey for “one-timer” DAP applicants across all four L&A local municipalities. The survey results were collected and evaluated. Additional one-on-one follow-up interviews were conducted with selected participants.

4.4 DAP “Best Practice” Case Studies

Performance Concepts/Dillon have conducted numerous DAP reviews since 2006. We have developed a series of case studies around DAP streamlining, technology innovations, and restructured “who does what” roles/responsibilities in two-tier municipalities.

These case studies have informed the L&A DAP review “As Should Be” recommendations, identified pitfalls and problems to be avoided, and provided insights around KPIs and performance targets.

4.5 Restructured “As Should Be” DAP Model

Performance improvement options were developed to streamline/improve the L&A DAP model. These options include re-engineered processes, restructured County/Local municipal roles, a modernized DAP IT platform, and go-forward Key Performance Indicators (KPIs) and processing timeframe targets. Options were subjected to rigorous internal evaluation by the Performance Concepts/Dillon team prior to being upgraded to “As Should Be” recommendations.

4.6 Findings/Recommendations & Go-forward Implementation Roadmap

Performance Concepts/Dillon finalized a comprehensive package of DAP performance improvement recommendations that address process streamlining, IT tool adoption, performance measurement and restructured two-tier municipal roles and responsibilities. A Do Now/Do Soon/Do Later Implementation Road map has been produced to ensure timely/significant progress that avoids overwhelming the finite capacity of L&A municipalities to absorb change.

4.7 Final Report – Documenting DAP Modernization Efficiencies

Recommendations and the implementation road map were stress tested with the L&A staff project team (all five municipal partners). While this Final Report has been informed by the stress testing exercise, Findings and Recommendations are consistent with the Municipal Modernization Program’s requirements for an expert third party impartial review.

5.0

DAP “As Is” Profiles

5.1

Local Municipal Overview

Considerable variation exists in terms of how the DAP is conducted across the four L&A local municipalities. The approach to DAP staffing varies. Stone Mills and Loyalist have in-house planning staff whereas Addington Highlands and Greater Napanee operate an out-sourced consultants’ model to provide necessary planning expertise. Each L&A local municipality has the flexibility to adopt the DAP model that works best given their local circumstances. While municipal staff seem to have a strong preference for their own current planning service model, they were also open to the concept of service sharing on an as-needed basis in the future. One local municipality noted that the notion of sharing planning resources with their sister municipalities was suboptimal due to lack of local knowledge. There was also a perception that an employee at another municipality might be tempted to prioritize their home municipality's work at the expense of the Township receiving a shared service.

As the current DAP staffing model vary, so too does the approach to processing, reviewing and approving development applications. One commonality is that Committee of Adjustment consists exclusively of Council members in all four L&A local municipalities. Consents and Minor Variances represent the greatest source of application volumes across the four L&A local municipalities. Typical application volumes are summarized in **Appendix A**.

Key “As Is” DAP observations are follows:

- While it is acknowledged that applicant sophistication varies across application types and Lennox & Addington local municipalities, staff have acknowledged that having a standardized approach across the County would increase the quality of submissions.
- Standardization would include all elements from mandatory pre-consultation (with consistent submission requirements and summary note format to assist in deeming the application complete), to standardized application forms, processing timeframes and approval processes.
- It was noted multiple times that the “As Should Be” objective of DAP modernization is to achieve consistency such that the “only difference for an applicant is the logo on the cover page.”
- Staff are not necessarily comfortable indicating to applicants that submission materials are subpar, indicating concern that this shortcoming will be elevated to Council who may support the view of the constituent.
- The ad hoc approach to submission requirements across the four local municipalities can result in confusion for both the applicant and staff and contribute to difficulty in accurately tracking progress.
- The currently scoped role of the County was noted as beneficial based on the two-tier system (i.e., the County lets the lower-tiers lead the DAP process, as opposed to intervening in it without good cause).

The following summaries provide a brief overview of each local municipality’s approach to DAP, followed by a more in depth analysis of the respective DAP process steps based on information obtained through working consultation sessions and interviews.

5.1.1

Addington Highlands

Addington Highlands experiences limited growth and therefore limited development application activity. The primary flow of applications in Addington Highlands are consents and minor variances from “one time” applicants (i.e., seldom prepared by consultants). Staff noted that application forms are dated and in need of revision. Standardization of applications forms and checklists across L&A municipalities was supported by Addington Highlands.

Typically, there are three members of staff involved in development applications and/or permitting, including the Deputy Clerk/Planning Secretary, the CBO, and a representative from Roads. Operating on an out-sourced model, the approach is generally that the consultant planner reviews every application and prepares planning comments and/or a report.

Located at the northern extent of the County of Lennox & Addington, the Township of Addington Highlands covers over 1,325 km² and is home to over 2,300 people (based on the 2016 census).

5.1.2

Loyalist

The majority of development applications received in Loyalist Township are consent and minor variances. However, Loyalist typically experiences greater development activity, with higher volumes of subdivision and Site Plan applications. Since Loyalist is part of the Kingston CMA, it is often compared to Kingston by the development community. Recently, the staffing model has shifted to an in-house approach with five team members at a given time.

The approach to application intake is relatively flexible, accepting both digital and paper files. The municipality has invested in City Works workflow software; however, this tool has not yet been calibrated to reflect the local workflow realities. The intent is to embed the “As Should Be” processes that result from this assignment in the workflow tool. Loyalist is also conducting a Township-wide service delivery review concurrently with this study. Once complete, these two studies should be complementary and considered in conjunction with one another.

Located east of Greater Napanee, Loyalist Township extends from Lake Ontario, including Amherst Island, north to the boundary of Stone Mills at Concession 8. Loyalist is approximately 340 km² and home to nearly 17,000 people (based on the 2016 census).

5.1.3

Greater Napanee

Together with Loyalist Township, Greater Napanee experiences a relatively high volume of development application annually. The majority of applications are minor variances and consents, along with Official Plan Amendments, Zoning By-law Amendments and Site Plan applications. In recent years, there have been limited subdivision files processed in Greater Napanee.

Greater Napanee covers approximately 460 km² stretching from Lake Ontario in the south to Roblin in the north, and is home to nearly 16,000 people (based on the 2016 census).

Consistent with Addington Highlands, Greater Napanee relies on out-sourced planning consultant services. Further, through consultation with staff, it does not appear that Greater Napanee would be willing to consider an in-sourced model. An internal analysis of in-sourcing planning services was recently conducted; however, its findings were not available to the Performance Concepts/Dillon project team. Greater Napanee currently has a joint services agreement in place with Stone Mills related to building services.

5.1.4

Stone Mills

Stone Mills experiences lower growth pressure in comparison to Loyalist and Greater Napanee. Staff are still adapting to an in-sourced service delivery model, as these services were out-sourced previously. Consents represent the lion's share of DAP applications, followed by Minor Variances.

Located north and east of Greater Napanee, Stone Mills covers approximately 710 km² and is home to about 7,700 people (based on the 2016 census).

In Stone Mills, the emphasis on customer service means that staff try to answer questions at the front desk as often as possible. Historically, Stone Mills had taken a more formal approach to application in-take (e.g., requiring a sketch prepared by an OLS to accompany a Consent application). In recent years however, this has evolved to allow applications to be accepted without a formal survey, although the requirement for a survey remains in order to finalize the Consent approvals process. Staff acknowledge that this can lead to a lack of appropriate detail in some cases.

5.2

Pre-Consultation

Pre-consultation meetings are held across all four lower-tier municipalities; however, the approach to these meetings varies considerably by municipality and by application type. Note that even in instances where a municipality indicated that a more formalized approach to pre-consultation is taken for certain application categories, the consistency and predictability of this process seems to be lacking.

Table 1: Pre-Consultation Requirements

Municipality/Application Type	Pre-Consultation Required			
	DP ¹	SP ²	OPA/ZBA ³	CofA ⁴
Addington Highlands	✓	✓	✓	~
Loyalist	✓	✓	✓	~
Greater Napanee	✓	✓	✓	~
Stone Mills	✓	✓	✓	~

Legend:
 ✓ = formal/mandatory pre-consultation
 ~ = informal/ad hoc pre-consultation

In Addington Highlands, pre-consultation meetings are coordinated by staff on an ad hoc basis. As necessary, the consultant planner is asked to participate and provide comments. A more formal approach is taken for Zoning By-law Amendment and Site Plan applications, although these are infrequent. There is no standardized pre-consultation application form, although it is recognized that this approach would assist in receiving consistent, quality information from the initial submission. A small three person staff team typically attends the pre-consultation meetings (Planning, Building and Roads). Although most applicants in Addington Highlands are unfamiliar with the DAP, applicants still tend not to use consultants to support their applications. The County is often notified of pre-consultation requests in order to identify applications that will soon be entering the pipeline.

Similar to Addington Highlands, Loyalist does not have an established standard of practice for pre-consultation, although this has been noted as a priority for the Township. These meetings are typically scheduled on an as-needed basis, rather than using regularly scheduled time slots. Complete application checklists are sometimes established through pre-consultation meetings for most applications (e.g., Zoning By-law Amendment, Site Plan, etc.). Staff noted that they experience challenges with last minute cancellations due to missing information or lack of availability for agencies to prepare and/or attend. This issue has been elevated to Council in the past. Outside agencies have also expressed concern with participating in long meetings with little value, suggesting that further filtering of proposals may be required to ensure invites are sent to the relevant agencies only. Staff acknowledge that allowing additional time between accepting a request for pre-consultation and holding the meeting is a necessary process adjustment (i.e., to allow appropriate time to circulate and receive comments in advance). Together with this process improvement, they would like to establish a guide for pre-consultation and a consistent summary letter that documents complete application checklist of requirements.

¹ DP = Draft Plan of Subdivision & Draft Plan of Condominium

² SP = Site Plan Control and Site Plan Amendments

³ OPA/ZBA = Official Plan Amendment/Zoning By-law Amendment

⁴ CofA = Minor Variance/Land Division (also referred to as Severance)

Although pre-consultation is not mandatory in Greater Napanee, it is highly encouraged. Informal pre-consultation for Committee of Adjustment applications is addressed through correspondence with staff before the application is submitted. This relies on staff to help individual applicants navigate the process. Formal pre-consultation meetings are typically held for more complex files (e.g., Official Plan Amendment, Zoning By-law Amendment, Site Plan application). The external planning consultant is invited on an as-needed basis; however, these meetings occur infrequently (i.e., 3 – 5 meetings per year). In these instances, the Town absorbs the cost for the external consultant to attend the pre-consultation meeting as there is no fee for pre-consultation. Submission requirements are not formally provided following the pre-consultation meeting. Instead, this might take the form of the applicant's consultant sending an email to summarize what was agreed to at the meeting.

Stone Mills currently employs two different approaches to pre-consultation, although neither are considered mandatory. Similar to the other lower-tier municipalities in L&A, there is no standard of practice established. Meetings are scheduled as necessary and often pre-consultation is accomplished over the counter for simple applications. A more formalized approach including involvement from Planning and Building staff, as well as external agencies, is used for more complex applications (e.g., Draft Plan, Site Plan and Zoning By-law Amendment applications). These meetings are relatively infrequent, typically requiring about five annually. A formal application form and checklist is used in Stone Mills, although not applied consistently and not used for simple applications (e.g., minor variance and consent). Staff noted the desire to have a more consistent and standardized approach for all application types, as well as consistent, predictable timeframes for meetings.

Summary

It is clear that the four lower-tier municipalities do not follow a single, standardized approach to pre-consultation; however, all seem to recognize the increased value this would have on the meeting process and the quality of application submissions. Staff that participated in engagement as part of this project were supportive of developing a collaborative, consistent model across all four municipalities.

5.3 Application Deemed Complete

Although there are statutory timelines associated with deeming applications complete under the Planning Act, it is relatively common that these are used as a guideline for municipalities, rather than a hard and fast requirement. Given the appeal mechanism available for non-decision for certain Planning Act applications, it is recommended that municipal standard operating procedures and process timelines reflect the timelines established legislative timelines. The approaches employed by the municipalities in Lennox & Addington are described below.

In Addington Highlands, incomplete applications are not accepted and these files wait for subsequent data to be provided prior to being deemed complete. Staff indicated that incomplete files do not get circulated; however, there are no complete application checklists established. The quality standards for supporting drawings are generally considered rudimentary (e.g., not always requiring drawings to scale,

requiring a survey at approval stage only for consents). Staff recognize the need for consistency and that further detail provided as part of the initial application helps streamline the review and approval process. As many as 20% of submitted drawings are described as poor quality and cannot be effectively used by staff. Staff noted that it would benefit Addington Highlands to rebalance the murky grey zone between sufficient quality of submission materials and accepting information that is not appropriate.

There is typically quite a bit of dialogue with applicants before an application is formally submitted. Staff noted that attempts to formalize the process and require more granular detail upon initial submission would be met with opposition and likely elevated to Councillors, who may support the views of their constituents. Despite this, there is support at the staff level to improve the quality of submission materials in Addington Highlands.

Despite the established timeframes in the Planning Act, Loyalist does not have an established and tracked timeframe to deem an application complete. They strive for processing applications based on an “ASAP” timeframe. Planning and Engineering staff typically coordinate when the application is received to determine whether the necessary supporting information has been provided (i.e., employing a common sense approach in the absence of a checklist). How data gaps are addressed can vary depending on the reviewer. In some instances, issues are being addressed after first circulation, while in other situations issues are addressed earlier in order to deem the application complete. This lack of consistency can lead to an unpredictable process for applicants and difficulty with consistent tracking for staff and administration.

Depending on the nature of the application, in Greater Napanee, staff have adopted the approach that it’s okay to have loose content and/or limited quality at the front-end as long as it gets firmed up with formal drawings and/or survey information at the approval stage. For example, as long as the basic drawings roughly match the available GIS files, they will often be accepted. This approach is employed in an effort to limit applicant costs/risks required for submission drawings (acknowledging that some applications may not be supported). This perspective is shared with their neighbours to the northwest, Stone Mills. The Town will still accept hard copy submissions, but also request that all materials are also submitted electronically. Staff generally take the word of consultants that applications are complete at time of submission. However, when received, applications are not screened at the front desk for completion, and front desk staff are not referring back to pre-consultation documentation to check that application materials are included in the submission package.

In Stone Mills, data gaps are typically being addressed after first circulation as opposed to when the application is submitted. This can be challenging as applicants may take issue with why the outstanding information was not identified earlier in the review process. Similar to their colleagues in Greater Napanee, Stone Mills staff are comfortable with having loose content at the front-end as long as it gets firmed up with formal drawings and/or survey information at the approval stage. Lack of appropriate detail was cited as a common issue (e.g., Site Plan applications). However, the preference in Stone Mills is to address issues with the application through the first submission comments instead of requiring everything to be addressed up front prior to deeming the application complete. This thinking has

evolved over time, and currently the emphasis is on advancing the application in a timely manner rather than attempting to have all the details addressed on the first submission.

Summary

All participating municipalities share the view of limiting the back and forth of submissions/comments with applicants; however, each municipality takes a slightly different approach to deeming an application complete. A standardized, consistent approach would be beneficial for both staff and applicants.

5.4

Technical Circulations

Similar to the variation experienced across municipalities with respect to approaches to pre-consultation and deeming applications complete, the technical circulation process also varies considerably. One common factor is that more complex applications typically require more review cycles. Generally speaking, the municipalities that see primarily minor variance and consent applications are able to process these applications more quickly, as less review and comment is typically required.

For Committee of Adjustment applications in Addington Highlands, files typically go through one circulation and then move forward to a hearing where the vast majority are approved. Since the greatest number of development applications are consents and minor variances, most applications require only one review cycle. One member of staff coordinates all applications, including filtering to their external consultant for review and comment and providing comments back to the applicant.

Depending on the nature of the application, in Loyalist, circulation timeline standards range between a measure of calendar days and a measure of business days. There is recognition that this can be confusing and difficult to administer, so a standardized approach should be developed and implemented. Operating within the in-sourced model, circulation comments are not sent out to applicant as they are received. Instead, they are consolidated and reviewed first to ensure consistency of message and then directed to the applicant via a formal transmittal email or memo. It is understood that most applications in Loyalist require at least two circulations prior to the file being recommended for approval and advancing to the agreement stage.

In Greater Napanee, the circulation package is posted on OneDrive so commenting agencies come to the package as opposed to sending the package being sent to them. The civic web portal is used to provide access to these circulation packages. Comments are emailed to applicant via as PDF attachments. Greater Napanee does not currently use a portal for applications, nor a DAP workflow software program. Staff noted that they are typically not achieving a single submission model for consent and minor variance applications, despite this being an established goal.

Although they operate on an out-sourced model, Town staff will generally complete a cursory review of an application (e.g., quality check) prior to sending it to their external consultant for review. Electronic

copies distributed to third party consultants and external agencies (e.g., CAs) through OneDrive, with notification by email. Application materials are distributed to external agencies via email (not OneDrive).

Consistent with the approach of their neighbours noted above, circulation comments are not sent out to applicants as they are received. They are consolidated and reviewed to ensure consistency of message and the provided to the applicant as part of an email/memo. If necessary, Town staff will arrange a meeting with the external consultants and external agencies in advance of receiving comments back in order to see if there are any issues, and to get an early indication of their views.

For Committee of Adjustment applications, the Town will informally advise applicants whether they can have their application heard at a given meeting. They do not have a formal deadline and cut-off schedule which they can refer applicants to in order to determine when an application will be heard.

Consistent with the approach of most sister municipalities, Stone Mills posts the circulation package on OneDrive to allow commenting agencies to come to the package as opposed to sending the package directly to reviewers. They also use the civic web portal to provide access to these circulation packages.

Internal technical reviewers will return comments to the planning lead via email. Circulation comments are consolidated and reviewed by planning first to ensure consistency of messaging and then directed to the applicant via email/memo.

Less complex files usually require about two submission cycles (e.g., initial submission, revised submission). More complex files (e.g., SPA) are more likely to require several submission cycles. That being said, Stone Mills has established a goal to have Site Plan applications move to approval following two circulations. Resubmission cycles are thought to generally correlate with whether or not the applicant is represented by a professional that has experience with and understands the process.

Summary

All lower-tier municipalities aspire to have a condensed technical circulation period as this leads to a more timely approval process. The ability to streamline application circulations is generally related to the quality of the initial submission and the ability of the applicant to appropriately address comments received.

5.5 Application Approval

During the course of this project, the County of Lennox & Addington, along with the lower-tiers and all municipalities across the Province have been forced to adapt to the realities of operating in a pandemic state due to the impacts of COVID-19. The Province passed *Ontario Regulation 73/20* in March 2020, the effect of which was to suspend limitation periods and procedural timelines under statute, regulation, rule or by-law in effect in Ontario. Following that, Bill 189 (the *Coronavirus (COVID-19) Support and Protection Act, 2020*) was passed along with *Ontario Regulation 149/20*. Through these approvals, the Province created new timelines for decision making and appeals under the Planning Act.

Due to the impacts of COVID-19 on their operations, many municipalities established delegation of authority permissions (via by-law) that may not have existed previously in an effort to keep files moving and enable approvals to continue in the absence formal Council meetings. This was particularly important prior to virtual Council and Committee meetings becoming more common throughout 2020.

Delegated authority in each of the four municipalities is summarized below:

- In Addington Highlands, staff have no delegation of authority powers, perhaps due to the limited volume of development applications.
- Prior to 2020, Loyalist staff had delegated authority for Site Plan applications, which is imbedded into OP policy. Council increased the delegated authority of staff (e.g., consents) due to COVID-19.
- Greater Napanee expanded the delegated authority permissions of staff during the pandemic. Specifically, the Director of Planning has delegated authority for Site Plan approval and consents. Typically, Site Plan approval is delegated to the Mayor and Clerk following the necessary technical reviews. Staff are optimistic that efficiencies can be demonstrated through this model and that Council will consider making this delegation permanent.
- In Stone Mills, the delegation of authority to staff established in 2020 due to the state of emergency includes Site Plan applications and consent applications.

Although all municipalities currently have some extent of delegated authority, the permanency of this status is unknown based on the fact that these permissions were either established or expanded during the current pandemic state. Staff all seemed to support the notion of maintaining and/or expanding delegated authority to facilitate a streamlined approvals process. In this instance, all applications can be circulated to Council for awareness and, if necessary, the decision can be elevated to Council on a case-by-case basis.

5.6

Transition from Planning DAP to Building Permit Applications

L&A local municipalities employ a flexible approach to the transition from planning applications to initiating building permit applications.

Across L&A DAP 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.

All four L&A local municipalities also permit 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 appeal may derail their Building permit application and they may end up forfeiting their Building permit fee.

L&A Chief 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. L&A CBOs are not applying a consistent business rule (i.e., a completed 2nd circulation) that precisely defines when a Site Plan application has progressed to the point that a Building permit application is low risk and advisable. Instead L&A CBOs 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.

5.7

“As Is” DAP Technology and Data Flows

L&A municipalities have not yet implemented modernized IT toolkits to manage DAP. There are significant opportunities to do so moving forward. The current L&A DAP model reflects the following IT strengths and gaps:

- County GIS tools can/do support a property/address-based DAP model where planning application history/current status can be linked to Building permit history/current status
- Greater Napanee uses CityView internally for documenting planning and building DAP activity as well as other City services
- Loyalist has purchased CityView licenses but has not rolled out CityView as a viable tool supporting DAP
- There is no DAP portal across L&A that enables applicants to upload complete application submissions, pay fees or track application status/progress
- There is no DAP workflow tool currently in place across L&A for staff to track actual application review timeframes against target timeframes

The absence of a modernized DAP technology platform is problematic on a go-forward basis if L&A is going to capitalize on the economic development opportunities associated with the Post-COVID flight from density and the expanding work/live commuter-shed.

5.8

“As Is” DAP Cost Recovery and User Fees

While it is beyond the scope of this Review to conduct a detailed activity-based costing review of DAP fees, it is useful to provide a high level cost recovery assessment and position fees modernization in the Do Now/Do Soon/Do Later Implementation Roadmap.

DAP planning fees design and cost recovery performance across L&A are as follows:

- L&A local municipalities each deploy a mix of Planning Act fees and draw-down deposits to recover costs from applicants. Generally speaking, local municipal planning fees recover a portion of municipal staff costs while draw-down deposits are used to recover planning/engineering consultant costs on a file by file basis.
- L&A planning fees are low relative to Ontario municipalities experiencing or expecting greenfield growth demand. Fee design is not ideal for greenfield development cost recovery purposes. Low DAP fees result in sub-par cost recovery - requiring existing property taxpayers to subsidize applicants. The following Financial Information Return data for Loyalist and Greater Napanee illustrates this sub-par cost recovery reality:

Table 2: Planning Spending vs. Revenues

	Planning Spending	Planning Revenues
Loyalist	2019 FIR: Planning Spending = \$1,075,054	2019 FIR: Planning Revenues = \$322,584
Greater Napanee	2018 FIR: Planning Spending = \$672,899	2018 FIR: Planning Revenues = \$55,051

The gap between reported annual spending and revenues is only partially explained by applicant draw-down deposits. In each municipality there is a significant property tax revenue “subsidy” required to cover DAP spending. The tax subsidy approach to DAP cost recovery is not uncommon among low-volume municipalities trying to attract development activity with artificially low fees. However, on a go-forward basis modernization of DAP fee design and cost recovery is consistent with the “flight from density” greenfield development opportunities that are going to present themselves across L&A.

The Role of the County

Member municipalities seemed to share the view that the scoped (i.e., limited) role of the County was beneficial in their experience operating in a two-tier system. The County’s responsibilities related to the DAP include:

- The approval authority for Official Plan Amendments in Stone Mills and Addington Highlands, whereas Loyalist and Greater Napanee have delegated authority;
- The approval authority for Draft Plan of Subdivision and Draft Plan of Condominium in Stone Mills and Addington Highlands, whereas this authority is delegated to Loyalist and Greater Napanee;
- Roads permits; and,
- Review and approval of lower-tier Official Plans.

As this assignment is being led by the Economic Development Department at the County, it is necessary to acknowledge the important role that this department plays in facilitating coordination across the lower-tier municipalities and supporting an efficient and streamlined DAP. This will improve the attractiveness and competitive advantage of the County, including its lower-tier municipalities.

Filtering of applications should be addressed so that all lowers are taking a consistent approach in circulating materials to the County. County staff noted that it would be ideal to have a digital process to check and sign-off in some way to indicate that the County does not have an interest in the file. This would cut down on processing time in terms of paperwork and/or digital transfer of files back and forth. Further, a standard application form question could be whether the applicant has already consulted with the County⁵. On active files, County staff often collaborate with staff at the local municipalities to ensure that comments are well understand and consistent with the messaging of the lower-tier staff. The County indicated an openness to establishing minimum timeframe standards to process a given application type through County staff. A processing timeframe template is provided in **Section 8.6**.

The County does not typically require applicants to prove that they have approvals from external agencies (e.g., CA) prior to releasing roads permits; however, it was noted that standardization of this would be beneficial. County staff identified some challenges regarding the level of quality and detail of submissions, particularly in instances where a proper survey is not provided and therefore the distance from lot lines cannot be confirmed.

One opportunity for improvement and streamlining is to have all the lower-tier municipalities take a consistent approach in circulating application materials to the County. Municipalities will generally submit circulation files along with a cover letter that spells out when they need comments back, including the date of the relevant meeting at which the application will be considered.

⁵ The County does not charge for pre-screening applications and/or participating in a pre-consultation meeting.

Another opportunity for increased efficiency noted through consultation is to delegate the responsibility for entrance permits and road widening requests to the local municipalities. In this case, the lower-tier municipal staff would need access to the applicable roads information to ensure that requirements are clear and that opportunities are not inadvertently missed (e.g., road widening conveyance through a development application). This situation could result in increased costs to the municipality if lands need to be expropriated in the future. Consultation highlighted that some lower-tier staff would feel comfortable and confident in their ability to process roads permits on behalf of the County given that they know the local roads very well and the permit process is relatively standardized.

5.10 The Role of the Conservation Authorities

The Conservation Authorities in Lennox & Addington include Mississippi Valley Conservation, Quinte Conservation and Cataraqui Region Conservation Authority. The local municipalities circulate development applications to the Conservation Authorities (CAs) for review and comment related to natural systems and interpretation of related applicable policy. These circulations are typically done electronically, unless there are hard copy documents required for technical review. Where necessary, municipal staff will request that CA staff participate in a pre-consultation meeting to provide their expertise and information requirements to the applicant directly.

For the most part, the CAs are considered responsive and not a bottleneck in the DAP. Municipal staff indicated that in some cases, the CA is an active participant in problem-solving when required. It was noted that there are no formal service agreements with the Townships regarding processing timelines for review of Planning Act applications. The presence and/or applicability of Memorandums of Understanding (MOU) between the lower-tier municipalities and the CAs is unclear. Further detail on establishing or refining cooperative arrangements with CAs is included in **Section 8.2**.

5.11 Other Agencies

As part of the DAP, all local municipalities circulate applications to relevant external agencies such as the Ministry of Transportation (MTO), health units, Conservation Authorities, etc. In some cases, the lower-tier municipality responsible for leading the pre-consultation meeting will circulate materials to external agencies in advance of the meeting for review and comment. This can help identify issues early and allow the applicant an opportunity to address them early in the application process. That being said, meaningful participation this early in the DAP is inconsistent.

Delays in receiving comments from health units were identified through consultation as a common concern. Further, staff noted that health units have indicated that they are unable to perform inspections of septic systems during winter, which impacts review and approval timeframes. However, beginning in January 2021, health units will no longer be involved in inspections of septic systems. This responsibility will likely fall to the Townships to execute, although it may not be municipal staff conducting the work (e.g., could be the County or the CA, or it could be out-sourced to a third party).

External agency involvement is a necessary component of the DAP. This is not unique to Lennox & Addington. The County and lower-tiers should ensure that this element is appropriately accounted for in establishing streamlined processes and review timeframe standards.

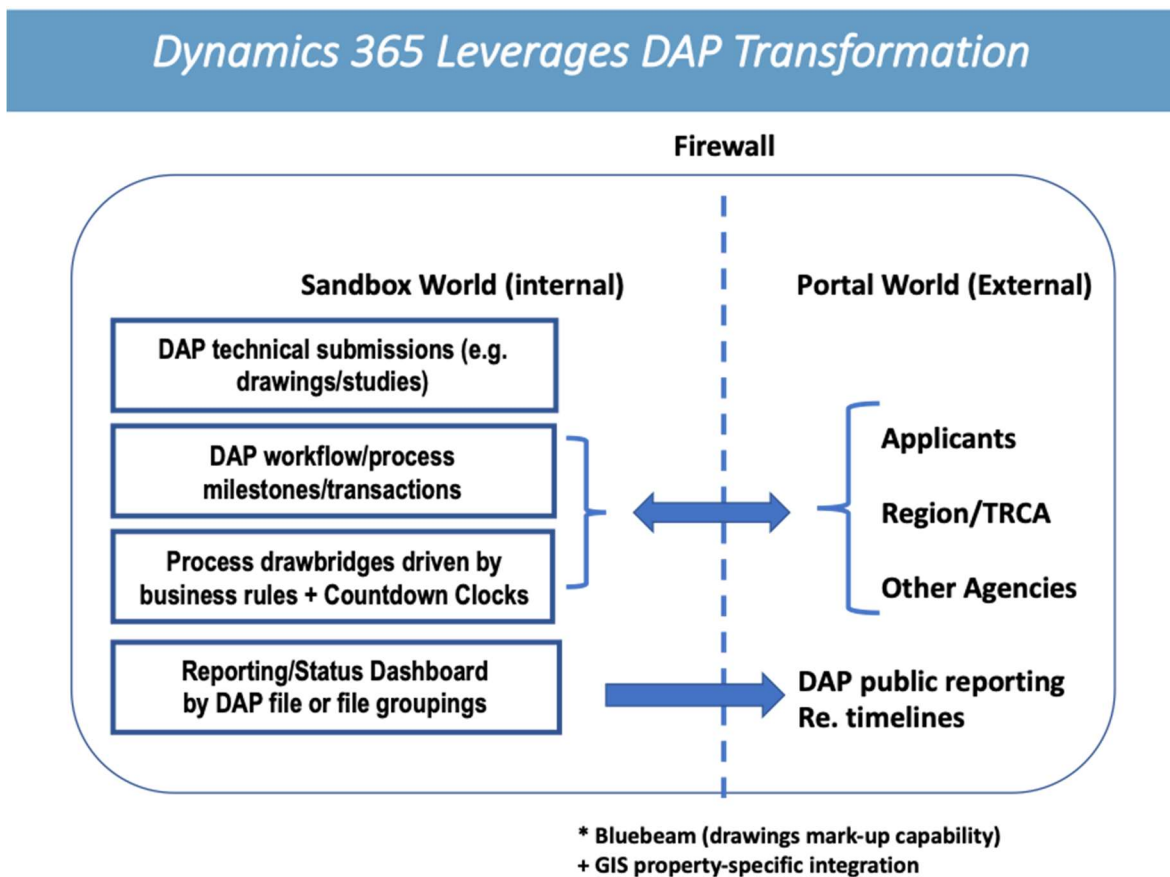
6.0 DAP “Best Practices” Scan

6.1 Case Studies

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

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

The *Dynamics 365* DAP portal can be configured to only accept online applications that include all of the submission requirements established at pre-consultation. Applications not including all the required complete submission pieces are rejected by the portal.

Uploaded DAP application submissions/supporting documents reside in a firewall protected sandbox for 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.

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 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 - it 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 B can be undertaken or finalized.

6.1.2

DAP Business Process Re-engineering “Quick Wins”

Performance Concepts has identified 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 than 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 MECP Approvals authority

The Ministry of Environment, Conservation and Parks (MECP) signs-off on subdivision (post-Draft Plan) engineering servicing solutions required prior to lot registration. The MECP 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 MECP is a widely recognized DAP pain point for both municipalities and applicants.

Fortunately, the MECP 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. is part of the staff of the approving municipality who will act as an accountable/unbiased third 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.

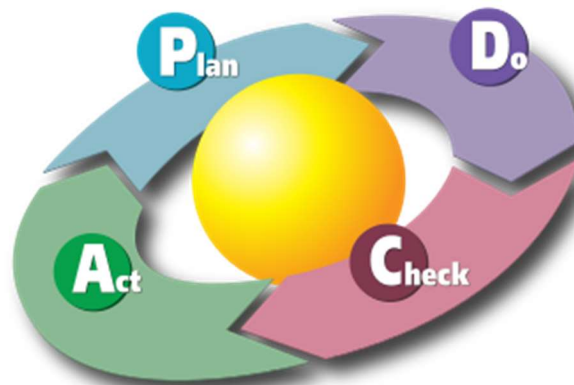
The precedent for planning DAP is clear. Planning Technicians can be deployed at the counter to protect other high value-added DAP staffer from excessive amounts of low value-added interactions at the counter. Planning Techs can filter out/reject incomplete applications and streamline the early DAP process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

6.1.3

Using KPIs to Implement Results Based Management

From a process execution perspective, DAP is best understood as a ping pong game played by L&A municipal staff, external commenting agencies and applicants. Technical submissions supplied by applicants ping pong back and forth until the L&A local municipality or the County is satisfied that 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”. DAP results focused KPIs will promote a 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.

7.0 Stakeholder Consultation – Informing “As Should Be” DAP

7.1 Councils

Heads of Council plus additional Councillors from each of the four local L&A municipalities were interviewed by Performance Concepts/Dillon. Discussions focused on the strengths weaknesses of the current two-tier DAP model, and also provided valuable feedback on development community expectations and critiques that have been shared with Councils. Council members reiterated the importance of a promoting a “Getting to Yes” DAP culture among their staffs. Timely and consistent execution of DAP in order to accommodate the cash flow constraints faced by development applicants was a consistently messaged priority. Council members were supportive of a streamlined/modernized DAP model delivered by the local municipalities - supported by the County but functioning as a single-tier model to the greatest degree possible.

7.2 Staff

Performance Concepts/Dillon conducted semi-structured interviews and/or small group working sessions with DAP practitioners from the County and each of the four local L&A municipalities. Staff involved in both the planning and building aspects of DAP were consulted. The project team also interviewed a representative of the planning consulting firm retained by two of the L&A local municipalities.

Staff provided wide-ranging and use input to Performance Concepts/Dillon around the strengths and weaknesses of their “As IS” DAP model. These comments dealt with pre-consultation, application submission requirements (quality issues), the mechanics of arriving at the “deemed complete” decision, and the challenges around executing “on time” technical review cycles.

L&A practitioners are supportive of an overarching DAP modernization objective: A streamlined, well documented and consistently executed DAP model that feels the same for applicants across the County - regardless of which local municipality is processing the file. A streamlined consistently applied DAP is widely recognized as a potential source of competitive advantage when it comes to securing future economic development opportunities

7.3

Repeat DAP Customers

Performance Concepts/Dillon employed a variety of approaches to consult with development community actors from across Lennox & Addington. Each L&A local municipality provided a list of important development community actors and the County also provided a list of developers with significant DAP projects currently in progress.

A Mentimeter.com dialogue/survey session was scheduled; however, sparse attendance did not produce a robust cross-section of development community actors. In response the Mentimeter.com survey tool was left active for 2 weeks in order to encourage a convenient survey response. Performance Concepts/Dillon also executed a series of one-on-one semi-structured interviews with willing development community actors who had been invited to our original dialogue/survey session.

The results of engagement sessions held with the development community are provided in **Appendix B**. The results of these consultations have been used to validate the “As Is” DAP model and inform our “As Should Be” performance improvement recommendations.

The Mentimeter.com survey data appearing below documents the development community’s perception that DAP processes in Lennox & Addington are NOT timely.

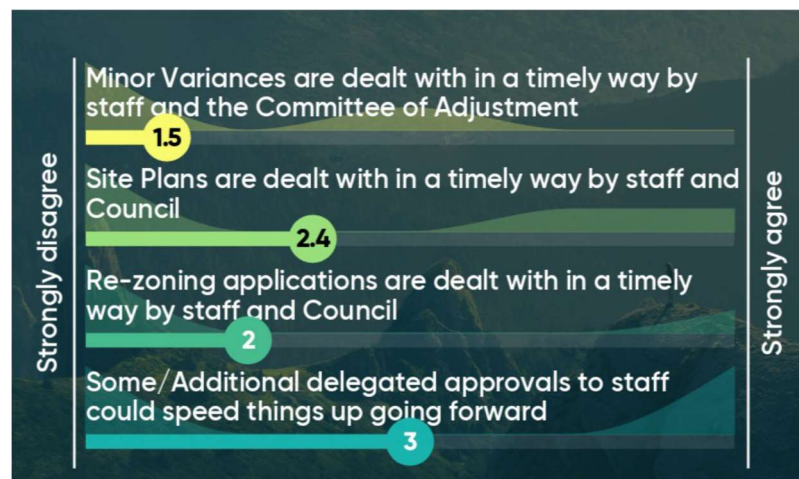


Figure 3: Timeliness of DAP Processes

Survey respondents also indicated a clear preference for an online portal for submitting applications and tracking the real time progress of applications. The desire to track application progress circles back to the overarching concern about timely DAP execution and decision making.

DAP “One-Timers”

To understand how the DAP process in Lennox & Addington was perceived by individuals that do not engage in DAP on a regular basis, Performance Concepts/Dillon created an online survey targeting the “one-time” applicant. L&A local municipalities were provided a link to the survey to be sent to individuals who had initiated a planning application in the past two years.



Figure 4: “One Timers” experience with the DAP process in L&A

The overall response to this survey indicated a negative experience for one-time applicants. However, there were instances of positive feedback. One respondent wrote: *“Helpful staff but bureaucratic with no rhyme nor reason to fees.”* Another applicant submitted: *“Staff are amazing people.”* Yet another participant commented: *“Efficient and completed in a timely fashion.”* Survey results highlight the reality of an inconsistent applicant experience across Lennox & Addington. The survey results are consistent with “As Should Be” recommendations for standardized DAP timeframe targets and consistent application review processes. Survey results can be found in **Appendix C** of this Final Report.

8.0

DAP “As Should Be” Performance Improvements

The Performance Concepts/Dillon team has developed a package of “As Should Be” DAP performance improvement opportunities for consideration by the five L&A municipalities. These performance improvement opportunities have been developed/evaluated in collaboration with the L&A project team overseeing this review. Performance Concepts/Dillon recommend implementation of ALL the following improvement opportunities, and we will identify phasing options in the Implementation Roadmap set out in **Section 9** of this Report.

8.1

Streamlined County Involvement in DAP

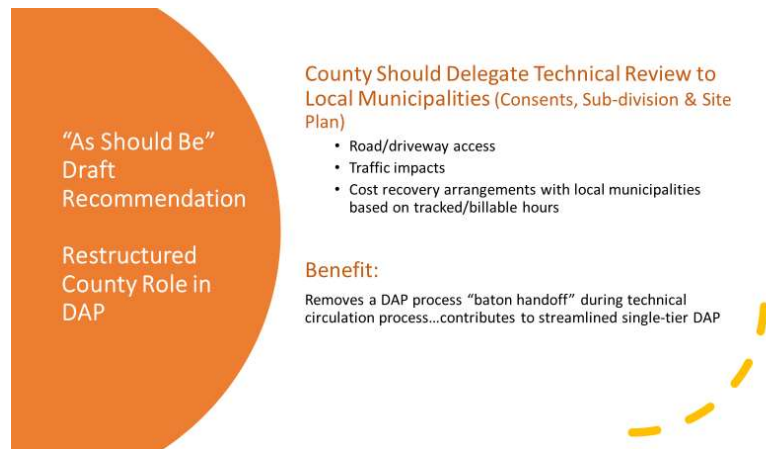
Two-tier municipal DAP models are extra challenging from a process execution point of view. There are more information exchange and application processing “baton hand-offs” among all of the involved municipal staff participating in a two-tier DAP model. It stands to reason that there are more opportunities to “drop the baton” in a two-tier DAP relay race towards application approval.

L&A has already made significant progress in sorting out the “who does what” roles and responsibilities within the current two-tier DAP model. The local municipalities in L&A are already the primary DAP processing authorities. County Council has already delegated Subdivision approvals to Greater Napanee and Loyalist.

8.1.1

County Delegation of Technical Review to Local Municipalities

Staff at the County and the four local municipalities support this recommendation to extract County staff from the technical review process. The result will be progress towards a streamlined single-tier DAP model in each local municipality - featuring reduced process execution risk by eliminating upper-tier/local process “baton hand-offs.”



8.1.2

County as Architect/Maintainer of DAP Portal/Workflow Tool

The County’s lead role in economic development and financial economies of scale provide a strong rationale to fund/maintain a shared DAP e-Portal and workflow software solution. A County 2021 capital project funded via the Province’s unconditional 2019 modernization grant to the County is recommended.



County Should Assume Role as Architect/Maintainer of DAP Portal/ Workflow Tool

- City View or Alternate Solution (i.e. Dynamics 365)
- E-Portal for application intake/processing
- Online drawings mark-up using Bluebeam-like tool
- GIS integration of Planning/Building by property/address
- Readily available Performance metrics reporting to local municipalities + public

Benefit:

Fixed costs of a 21st century efficient/effective DAP technology platform are shared across all L&A taxpayers/applicants...creates economies of scale and avoids duplication at local municipal level



8.1.3

County as DAP Order Expeditor

Once removed from its current technical commenting role on DAP files, the County is ideally positioned to deliver/manage third party expert consulting resources that can be deployed as an “Order Expeditor” to resolve problems with strategically important DAP files.



County as Provider of DAP “Order Expeditor” for Strategic Files

- County provides 3rd party expert resource to interact with Local Municipalities to break any processing logjams holding up *strategically important applications*
 - *Roster of consulting experts not used on files in L&A*
 - *Local municipal agreement required on file-by-file basis*
- Extension of County Economic Development mandate
 - Help applicants find their location/parcels
 - Help navigate DAP pathway when troubled

Benefit:

Can limit scope/impact of DAP process failures & reduce timeline lag for strategically important applications



8.1.4

County as Provider of P.Eng. Expertise for MECP Delegation of ECA

County Engineering expertise is available to exercise delegated ECA approvals across L&A local municipalities. Significant timeframe reductions for strategically important DAP applications can be secured via delegated MECP approvals, and the County is well positioned to exercise this function at arms-length from the local municipalities.



County as Provider of P Eng. Expertise for Delegation of Environmental Compliance Approval from MECP

- MECP delegation of ECA could cut months off Sub-division or Site Plan DAP timelines
- P Eng. delegated ECA approvals possible for Water/Stormwater/Wastewater
- County a preferable option to Cas in terms of a standardized approach to ECA delegation

Benefit:

Significant timeline reduction for DAP applicants...resulting in quicker progress to building permits...which in turn creates a quicker path to occupancy and addition to taxable CVA for local municipalities



8.2

Standardized Role for Conservation Authorities

A standardized MOU across involved Conservation Authorities will improve DAP execution timeframe consistency across L&A.



Standardized Conservation Authority Execution of DAP

- Standardized MOU with L&A local municipalities
- Standardized technical review timeframes across L&A local municipalities
- Collection of CAs fees when applying at local municipalities counter for DAP applications (customer service improvement)
- CAs able access to new municipal DAP workflow tool/data sets as a full participating partners

Benefit:

Predictable timeframes for CA technical circulation comments regardless of which CA is involved (in whichever local municipality. Processing time standardization a priority for developers during P. Concepts consultations.



8.3

Local Municipality Resource Sharing

Sharing DAP staff resources across L&A municipalities to improve service delivery reliability and coverage is a hallmark of efficient municipal modernization reviews executed by Performance Concepts/Dillon across Eastern Ontario.



Create an MOU for Sharing Local Municipal DAP Staffing Resources (i.e. Billable Hours) to Improve Short Term Coverage

- Planning/Engineering/Building hours “clearing house” in event of staffing disruptions
- Cost recovery on billable hour basis or agreed upon % shares of FTEs
- Similar concept to Fire Department mutual aid
- DAP fees/deposits fund the borrowed/temporary billable hours

Benefit:

DAP “assembly line” of files not irreparably disrupted by unanticipated staff absences/departures.



8.4

Delegated DAP Approvals to Local Municipal Staff

During the COVID pandemic L&A staff have demonstrated their ability to successfully execute a delegated Site Plan approvals model. Delegation is also appropriate for Consents to Server. Councils should trade control for results - delegated Site Plan/Consent approvals will yield processing time reductions of 25% or more based on Performance Concepts estimates.



Delegated Site Plan/Consent Approvals from Council to Staff

- Default position is delegated approval to designated local municipal Planner/Senior Management unless otherwise indicated at mandatory Pre-consult with applicant
 - Applicant request necessary to initiate a potential escalation of file to Council
 - Council approval of applicant request required to escalate a Site Plan/Consent for Council or Committee of Adjustment consideration
- Delegation avoids preparation/approvals of a Council report + lag time associated with scheduled Council meetings
 - Preparation of a standardized L&A delegation by-law to be passed by local municipalities

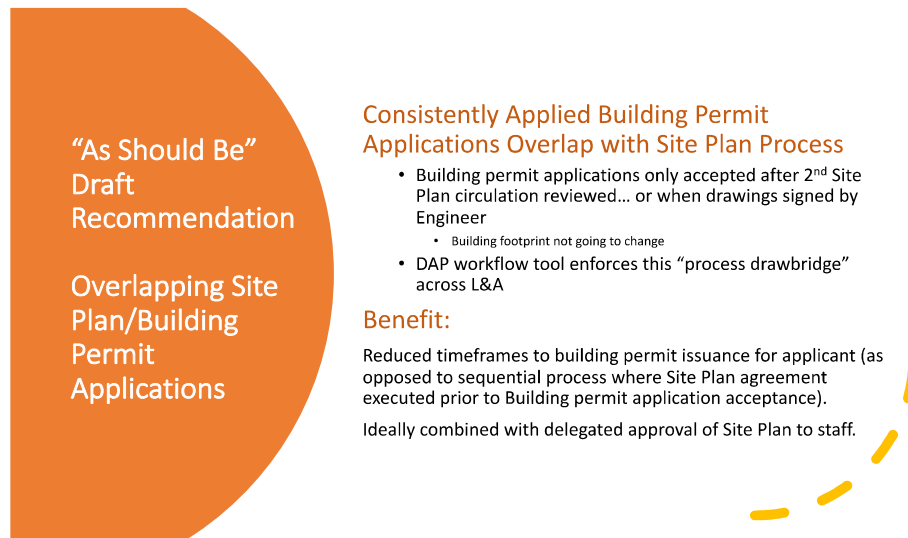
Benefit:

Reduced timeframes for approval/agreement execution + decision-making reflecting only technical considerations for non-controversial files



8.5 Site Plan & Building Permit Process Overlap

The DAP “best practices” case study for overlapping Site Plan/Building permit applications demonstrates that significant timeframe reductions for an applicant to secure a Building permit can be achieved. Performance Concepts estimates 25% or more timeframe reductions across L&A compared to a traditional sequential Site Plan/Building permit application approach. The overlapping model should become the default model offered to all Site Plan applicants. Specific process triggers should be documented and used by all L&A local municipalities as the “drawbridge” for moving forward with a Building permit application.

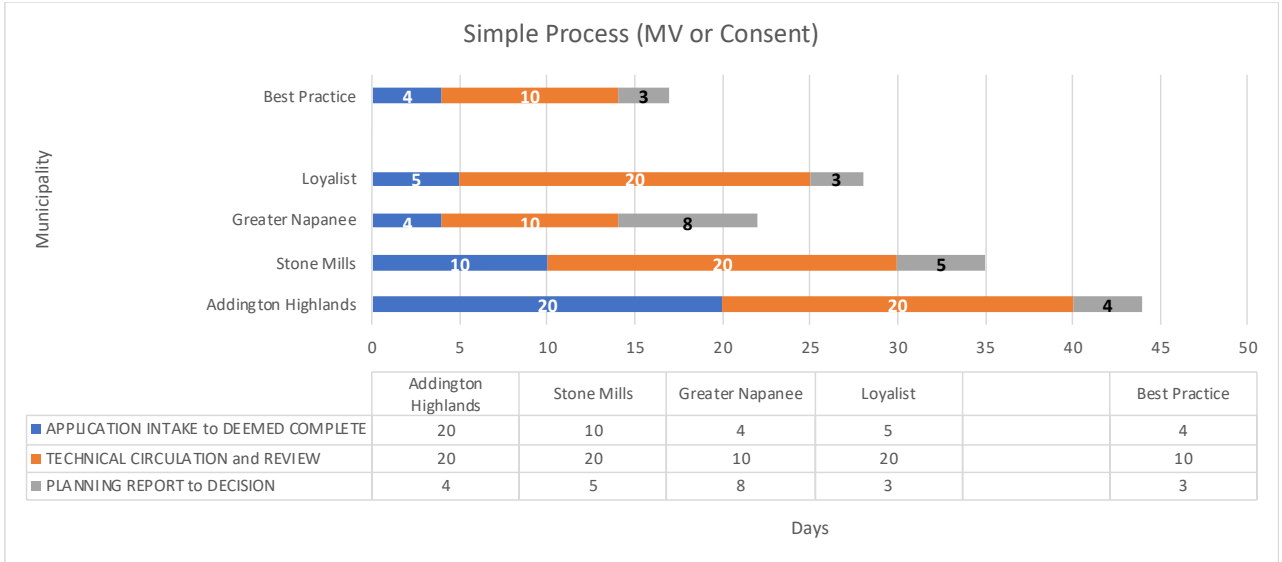


8.6 Standardized DAP Process Maps and Timeframe Targets

“As Is” DAP processing timeframes have been mapped for each L&A local municipality. These timeframes appear in the charts below. The colour coding in the bar graphs represent major process milestones across each application category. The “Best Practice” mapped timeframes for each application category are composed of the most efficient colour coded components from any one of the four local L&A municipalities. Performance Concepts/Dillon is recommending that these Best Practice timeframes be adopted as the go-forward L&A performance target/standard for each Simple/Complex application category.

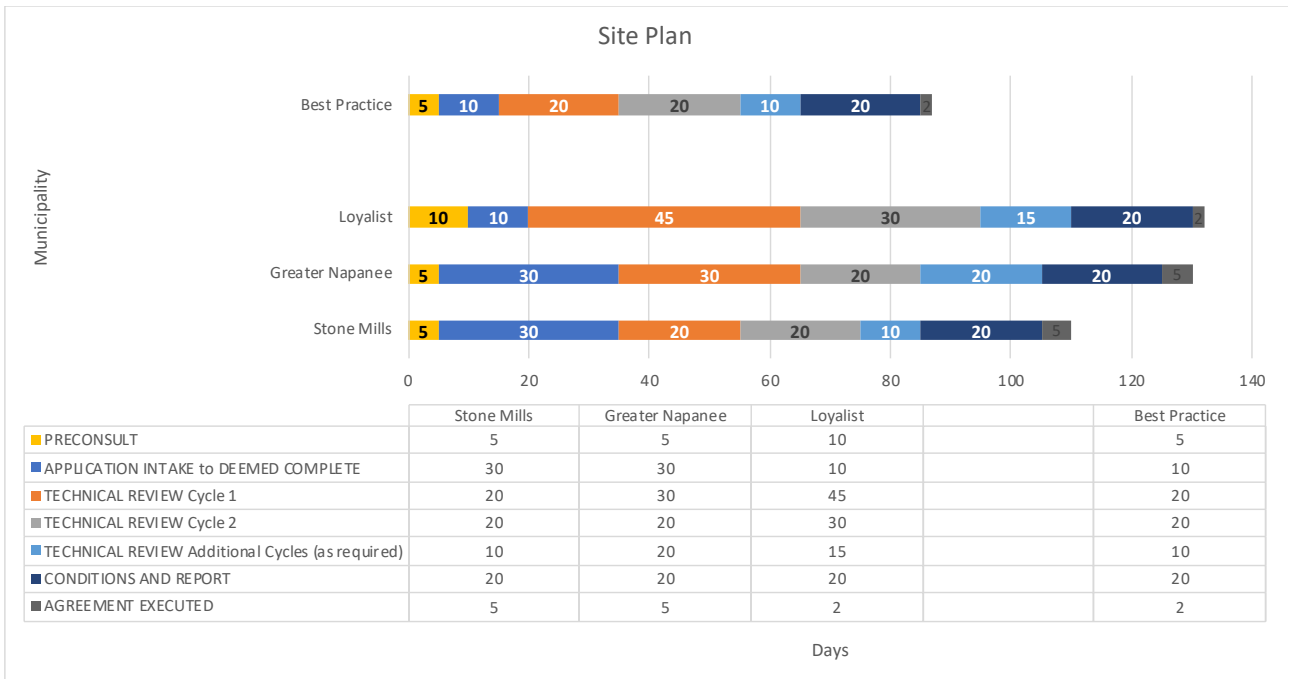
8.6.1 Simple Application Categories

Simple applications consist of Minor Variances or Consents to Sever. The recommended *Best Practice timeframe standard* is 17 file processing days. The *Best Practices timeframe standard* can be adjusted on a go-forward basis based on actual reported timeframes from L&A local municipalities.

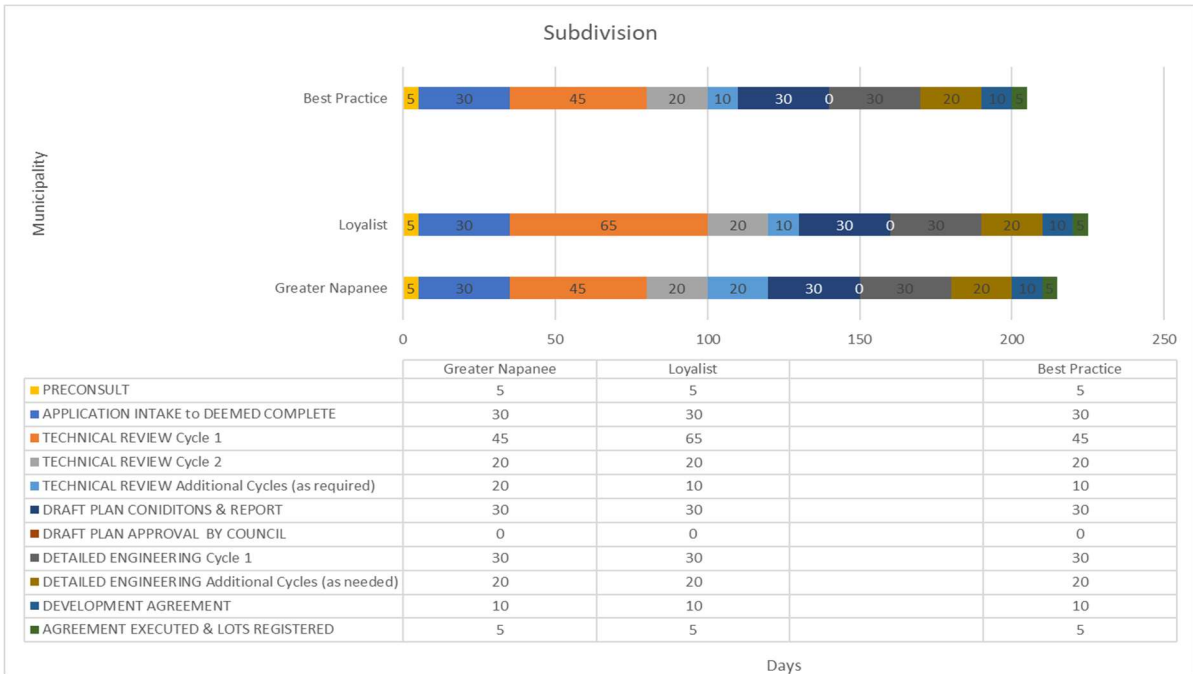


8.6.2 Complex Application Categories

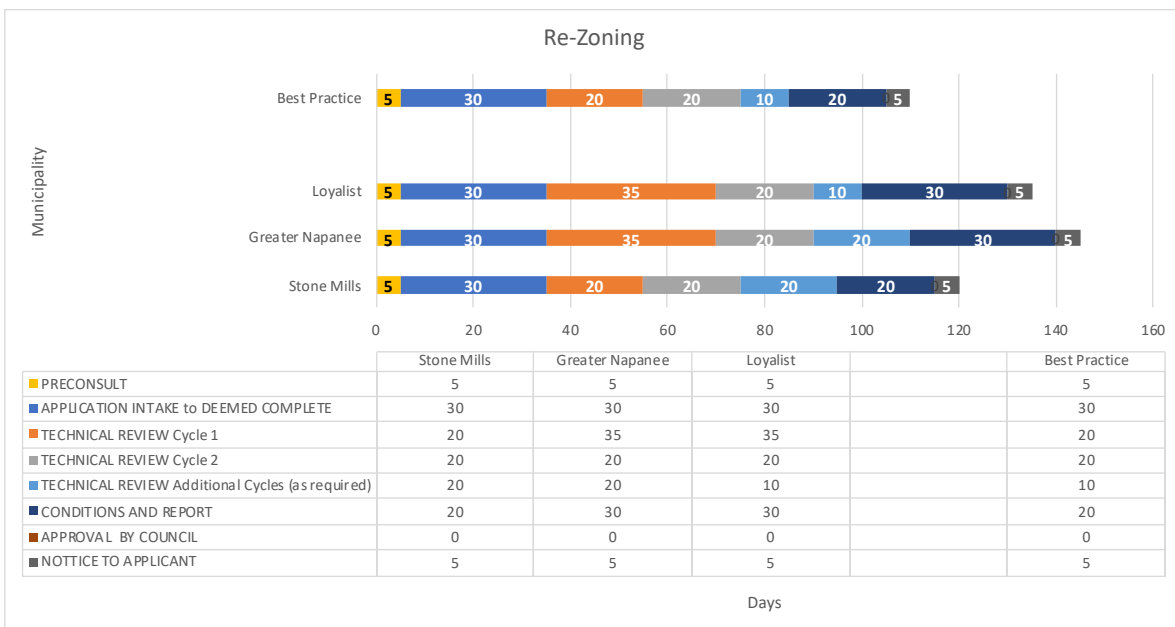
The recommended Site Plan *Best Practice timeframe standard* is 87 file processing days. The *Best Practices timeframe standard* can be adjusted on a go-forward basis based on actual reported timeframes from L&A local municipalities.



The recommended subdivision *Best Practice timeframe standard* is 205 file processing days. The *Best Practices timeframe standard* can be adjusted on a go-forward basis based on actual reported timeframes from L&A local municipalities.



The recommended Re-Zoning *Best Practice timeframe standard* is 110 file processing days. The *Best Practices timeframe standard* can be adjusted on a go-forward basis based on actual reported timeframes from L&A local municipalities.



8.7

Modernized DAP Cost Recovery

In preparation for the expected increased demand for greenfield development (i.e., Flight from Density), fee design modernization/standardization should be implemented across L&A. Improved “growth pays for growth” cost recovery should be a core objective of DAP fee modernization/standardization. Implementation of new cost recovery fees should be closely tied to demonstrated improvements in DAP execution (e.g., E-portal + KPI supported timeframe targets).



Create a Harmonized DAP Fees Model

- Standard Sub-division fees design across L&A
- Standard Site Plan fees design across L&A
- Standard Eng. Fees/Deposits design across L&A
 - ✓ Sub-division
 - ✓ Site Plan

Benefit:

Standardized design of fees + standardized timing of payments during DAP process will create cashflow predictability for development applicants across the County...an economic development advantage



8.8

Modernized DAP Technology Platform

In 2021, the County and the four local municipalities should proceed with a Phase 2 implementation of this Review. The preparation and rollout of a DAP E-Portal + workflow software solution should be the central feature of Phase 2 of this modernization review.

A Performance Concepts/MNP Consulting team should be tasked with overseeing the DAP Portal/Workflow software solution - leveraging expertise developed in the 2019 City of Vaughan *Dynamics 365* DAP pilot implementation project. The project should be structured/funded as a 2021 County capital project.

“As Should Be”
Draft
Recommendation

DAP Portal/
Workflow Tool
Functionality

Integrated DAP Portal + Workflow Tool

- City View due diligence check by County & 4 local municipalities
 - Based on functionality checklist/evaluation set out in P. Concepts Final Report
 - Potential consideration of alternative IT solutions such as MS Dynamics 365
- Prepare detailed County DAP Technology rollout plan/capital project
 - Shaped by P. Concepts Final Report

Benefit:

Portal/workflow tool creates/enforces disciplined application of business rules & processes (e.g. pre-consult, complete applications, circulation timeframes enforcement, County-wide results reporting against timeframe targets)

Applicant convenience/efficiencies stemming from predictable and standardized “process feel” across L&A

“As Should Be”
Draft
Recommendation

DAP Portal/
Workflow Tool
Functionality

Integrated DAP Portal + Workflow Tool

- Include standardized application forms, data collection templates, and internal/external processing guidelines within the DAP portal/workflow tool
- Deliver a seamless/identical applicant experience regardless of which L&A municipality is accepting a DAP application

Benefit:

Applicant convenience/efficiencies stemming from predictable and standardized “process feel” across L&A

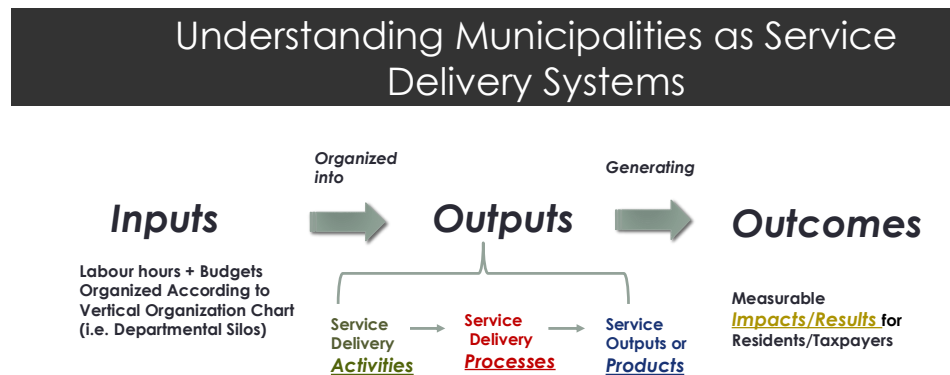
8.9 DAP Culture – Getting to Yes

A common message received by Performance Concepts/Dillon in the development community stakeholder working sessions and across one-on-one interviews was the issue of culture. This did not come as a surprise to our team. DAP culture is always a defining issue/lightning rod emerging from stakeholder dialogue. DAP is a regulatory municipal service. DAP decisions are binary - an application is eventually approved or not approved. DAP processes can be (and should be) streamlined, rationalized and measured. But culture will play a decisive role in generating sustainable DAP performance improvement. Development stakeholders in L&A have emphasized the importance of a “Getting to Yes” culture across L&A. Stakeholders emphasize that “Getting to Yes” does not imply skirting the rules or approving questionable/dubious development proposals. Their message is that pragmatic advice and a willingness to sacrifice the perfect in the interest of the good can create win/win outcomes. Applicants receive timely approvals when they submit high quality projects. Red tape never strangles good development because of bureaucratic nitpicking. Communication collaboration and informed/principled compromise replace “No” as the acceptable path forward.

The Performance Concepts/Dillon team has not concluded that L&A has a DAP culture problem. In fact, the L&A DAP staff have demonstrated a balanced and insightful cultural perspective throughout this Review. But it is nonetheless useful to emphasize the value of a pragmatic “Getting to Yes” culture that promotes high quality applications with economic development benefits. This culture can flourish while still holding the line against poorly conceived projects that are not consistent with L&A land use policies and community building/economic interests.

8.10 Towards Results Based Management: Measuring DAP Performance

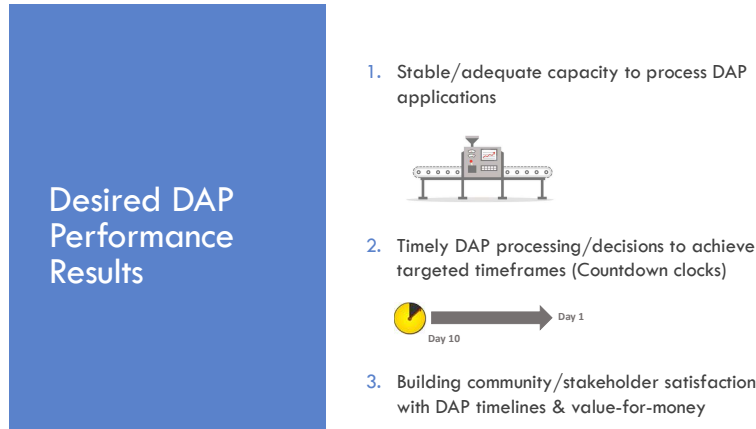
The Development Approvals Process as a horizontal service delivery system that involves multiple actors within the four local municipalities, the County, Conservation Authorities and other Provincial agencies like MTO and MECP. DAP is delivered via a series of Planning Act and Building Code Act processes. 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.

8.10.1 **DAP Key Performance Indicators**

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.



The following recommended KPIs 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?

	Output/Efficiency KPIs	Effectiveness (Quality) KPIs
Planning DAP	<ul style="list-style-type: none"> # deployed DAP file processing hours % deployed/budgeted DAP hours expended/consumed by files (utilization rate) Cost per deployed DAP file processing hour 	<ul style="list-style-type: none"> Average # actual controllable business days to complete a DAP file (for each DAP application category) versus targeted DAP timeframe Annual DAP Applicants Customer Service Rating <ul style="list-style-type: none"> ✓ Mentimeter.com 10-question survey tool

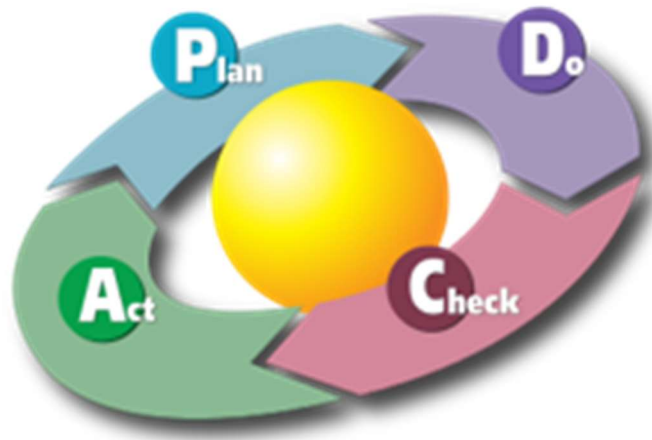
Using workflow software technology count-down clocks it is possible to track the number of *controllable file processing days* it takes each L&A local municipality to reach decisions points/processing milestones within the various DAP application categories (Minor Variances, Site Plans, Re-zonings etc.). Actual controllable file processing days for a given application can be compared against the typical/targeted number of controllable file processing days. For further information, see KPI “Best Practice” case study in **Section 6.1.3** of this Report.

8.10.2

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 L&A 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. The County should coordinate Scorecard data assembly and annual reporting in collaboration with the four local municipalities.

9.0 Implementation Roadmap

9.1 Relentless Focus on Execution

Initiating significant change to achieve improved organizational performance is always hard. It requires a relentless focus on the execution of a well-designed Implementation Roadmap.

The Performance Concepts team has created a carefully phased roadmap; balancing a quick/timely pace of change with a recognition that capacity limitations need to be realized/respected.

The Roadmap is phased across the following three time periods: **Do Now** (2020-21), **Do Soon** (2022) and **Do Later** (2023 & Beyond).

Flexibility has been built into the Do Now/Do Soon timing of “shovel ready” facility consolidation capital projects to take advantage of the just announced \$250 million Federal/Provincial COVID-19 Resilience Infrastructure Stream municipal program.

9.2 Implementation Road Map

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.

9.2.1 Streamlined County Involvement in DAP

Recommendation	DO NOW	DO SOON	DO LATER
<i>County Should Delegate Technical Review to Municipalities</i>			
Delegate Roads/Driveway Access	✓		
Develop Cost Recovery arrangements with local tier	✓		
<i>Designate County as Architect/Maintainer of DAP Portal/Workflow Tool</i>	✓		
<i>Establish County as Provider of DAP “Order Expediter” for Strategic Files</i>		✓	
<i>Designate County as Provider of Engineering Expertise for MECP delegation</i>	✓		

9.2.2 Standardized Role for Conservation Authorities

Recommendation	DO NOW	DO SOON	DO LATER
Standardize Conservation Authority Execution of DAP			
Standardized MOU with L&A Local Municipalities	✓		
Develop standardized technical review timeframes	✓		
Assume responsibility for CA Fee collection	✓		
Provide CAs with DAP workflow tool access		✓	

9.2.3 Local Municipality Resource Sharing

Recommendation	DO NOW	DO SOON	DO LATER
Establish MOU for Sharing of Local Municipal DAP Resources			
Develop staff resource capacity plan for each local	✓		
Create a cost-recovery fee based on billable hours	✓		
Implement a “Mutual Aid”-style MOU for DAP services	✓		

9.2.4 Delegate DAP Approvals to Local Municipal Staff

Recommendation	DO NOW	DO SOON	DO LATER
Delegate Site Plan Approval from Council to Staff			
Develop protocols for file escalation	✓		
Pass/update necessary staff delegation By-laws	✓		

9.2.5 Site Plan & Building Permit Application Overlap

Recommendation	DO NOW	DO SOON	DO LATER
Standardize Site Plan & Building Permit Application Overlap			
Develop common Site Plan process triggers across L&A	✓		
Integrate Building Permit application process into the DAP workflow tool		✓	

9.2.6 Standardized DAP Process Maps and Timeframe Targets

Recommendation	DO NOW	DO SOON	DO LATER
<i>Establish Simple Application “Best Practice” Timeframe Targets</i>	✓		
<i>Establish Complex Application “Best Practice” Timeframe Targets</i>	✓		

9.2.7 Modernized DAP Cost Recovery

Recommendation	DO NOW	DO SOON	DO LATER
<i>Create a Harmonized DAP Fees Model</i>			
Standardize planning fees design across L&A		✓	
Establish cost recovery targets across L&A		✓	
Standardize planning & engineering deposit design		✓	

9.2.8 Modernized DAP Technology Platform

Recommendation	DO NOW	DO SOON	DO LATER
<i>Develop and Execute Integrated DAP Portal & Workflow Tool</i>			
Establish County DAP technology capital budget project	✓		
Prepare detailed County DAP technology rollout plan	✓		
Execute the DAP technology rollout plan	✓	✓	

9.2.9 Towards Results Based Management: Measuring DAP Performance

Recommendation	DO NOW	DO SOON	DO LATER
<i>Establish DAP Key Performance Indicators</i>			
KPI identification	✓		
Integrate KPIs with DAP workflow tool		✓	
<i>Create DAP Scorecard and Accountability Reporting</i>			
Establish KPI derived performance targets	✓		
Integrate performance targets with DAP workflow tool		✓	

10.0 Conclusion and Modernization Efficiencies

10.1 The Path Forward

The Performance Concepts/Dillon team recommends a third 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 ensure implementation is on-track as the County and the four L&A local municipalities transition from *Do Now* to *Do Soon* across a range of strategic action items.

10.2 DAP Performance Improvement: Measurement Lenses to Consider

The DAP performance challenges facing Lennox & Addington moving forward are focused on streamlining and execution. DAP workload demand is going to increase given the post-COVID realities of an expanded on-line work/live commuter-shed. Therefore cost reduction/cost avoidance is not a helpful lens for measuring the performance improvement dividend that can be produced by implementing the recommendations contained in this Report.

Performance improvement is best considered via two alternative lenses:

- Improved DAP cost recovery via fees modernization; and,
- Improved DAP application processing times.

Adoption of a “growth pays for growth” cost recovery model will reduce the existing DAP property tax subsidy across Lennox & Addington. While it is beyond the scope of this Review to conduct a detailed full-cost fees review, the expected increase in DAP fees revenues generated by “growth pays for growth” Sub-division, Site Plan and Rezoning fees should be significant. Just in Greater Napanee and Loyalist more than \$1.6M is spent annually on planning functions while less than \$400K in planning revenues are reported in the Financial Information Return (FIR) submitted to the Province.

In terms of DAP processing times the recommended “Best Practice” performance targets should generate the following efficiencies across core DAP application categories:

Table 3: Best Practice Processing Performance targets

	Rezoning Timeframes	Site Plan Timeframes	Subdivision Timeframes
“As Is” Average/Typical Timeframes	135 Processing Days	132 Processing Days	225 Processing Days
Recommended “Best Practice” DAP Timeframe Reduction	35 Fewer Processing Days	68 Fewer Processing Days	20 Fewer Processing Days
Efficiency Dividend	26% Timeframe Improvement	51% Timeframe Improvement	9% Timeframe Improvement

DAP technology and process improvement recommendations (taken together) have a high probability of securing processing time efficiencies of these magnitudes by the end of the Do Soon implementation period in the Roadmap.

Appendix A

Summary of Application Volumes

Appendix B

Development Community Engagement Summary

Appendix C

Applicant Survey Results

