STAFF REPORT

City of Guelph — Making a Difference

TO	Planning & Building, Engineering and Environment Committee
SERVICE AREA	Planning, Building, Engineering and Environment Enterprise Services
DATE	July 15, 2013
SUBJECT	**Integrated Operational Review of Planning, Building, Engineering and Enterprise Services – Phase 3 - Implementation Plan & Performance Measurement Framework**
REPORT NUMBER	13-33

EXECUTIVE SUMMARY

PURPOSE OF REPORT
To provide summary information about the Integrated Operational Review (IOR) of Planning, Building, Engineering and Enterprise Services – Phase 3 – Implementation Plan, including a draft Performance Measurement Framework.

KEY FINDINGS
The Integrated Operational Review was initially named the 'Joint Operational Review Project'. Soon after the work started, however, staff realized that the term 'joint operational review' was simply not sufficient to capture the spirit, scope and intended results of the effort.

To ensure overall success, representatives from a number of areas across the corporation participated on the numerous work teams. New relationships were forged as well as an understanding of the duties and responsibilities of the many points of service responsible for this important cross functional process. Success was dependent on this level of interaction and in many ways the overall approach to this project came to exemplify and embody the very behaviours and skills required to implement the new corporate strategic plan – hence the new name 'Integrated Operational Review'. Systems thinking, innovation and collaboration highlighted in the Corporate Strategic Plan were instrumental to project success and will now function as core elements of this improved service solution.

The creation of the Integrated Operational Review – Phase 3 - Implementation Plan and Performance Framework addresses recommendations provided by Prosperity 2020 relating to the need for the City of Guelph to become more "businesslike" in attracting and retaining private business investment.

"Businesslike" is defined as the City improving its ability to respond to the needs of business sector in a clear, concise and timely fashion, while at the same time maintaining the rights of the public to engage on planning and development matters.

In addition to aligning with all of the 2012 – 2016 Corporate Strategic Plan's (CSP) Critical Issues and Business Imperatives, the initiative aligns with, addresses and implements, elements of a number of other corporate wide initiatives, including:
- The 2012 Employee Engagement Survey;
- Departmental Employee Engagement Action Plans;
- The 2012 Corporate Business Planning Framework; and
- The Corporate Technology Strategic Plan.

The resulting Implementation Work Plan was achieved through a whole systems approach, which engaged 60+ staff representing each of the City's six service areas in a series of working committees over the course of late 2012 and the first quarter of 2013.

Staff were organized into eight project teams to critically analyze and develop detailed action plans to implement the Phase 2 recommendations.

The teams were assisted in their tasks by consultants that have expertise in management systems and performance measurement.

An internal advisory group, comprised of the City's Internal Auditor, Corporate Manager of Strategic Planning and Corporate Initiatives, Senior Organizational Development Specialist, as well as Coordinator of Service Performance & Development was also established to assist these teams.

An IOR Steering Committee comprised of the General Managers of Planning, Building, Engineering and Economic Development, the Manager of Development Planning, as well as the Executive Directors of Finance and Enterprise Services and Planning, Building, Engineering and Environment Services, coordinated the planning process.

Assisting the IOR Committee was an Oversight Committee comprised of representatives from the Guelph Wellington Developers Association, the Chamber of Commerce, local Industrial, Commercial and Institutional Real Estate Brokers, the Guelph District Homebuilders Association, and the local planning and engineering consulting sector.

The resulting IOR Implementation Work Plan reflects:
- A multi-year, Corporate wide approach to improving Guelph's ability to better process and address a wide range of activities relating to Planning, Building, Engineering and Enterprise Services;

- A positive initiative which will support the City's Enterprise based marketing programs that will promote the City as investment ready;
- Clarity around the roles and responsibilities of staff and the private sector, which in turn should reduce timelines to process planning and development applications, as well as to provide clearer, more concise information for the public to review and provide comments;
- An improved, positive framework for City staff, departments, business and the public to collaborate on development and investment opportunities;
- A strategic, multi-year approach to addressing the issues raised in the Phase 1 and Phase 2 reports; and
- Focused key performance indicators that can be further expanded or refined as appropriate throughout the plan period.

The complete copy of the IOR Implementation Work Plan & Performance Measurement Framework can also be viewed at:

http://guelph.ca/business/economic-development-office/integrated-operational-review/.

FINANCIAL IMPLICATIONS
Full implementation of the IOR Implementation Work Plan will require:
- A significant commitment of existing staff resources; and
- The funding of additional new staff and capital resources;

Attachment #4 provides a preliminary budget estimate, and itemizes $270,000 in Operating costs and $720,000 in Capital costs over the plan period. This includes the creation of two new staff positions and capital projects that are required to implement specific enhancements.

This funding represents critical investment necessary to fully implement the sweeping business service enhancements embodied in the IOR Implementation Plan.

ACTION REQUIRED
This report is being presented as information, and is to be received by the Planning, Building, Engineering & Environment Committee.

RECOMMENDATION
1. That report number 13-33, titled "Integrated Operational Review of Planning, Building, Engineering and Enterprise Services – Phase 3 – Implementation Plan & Performance Measurement Framework" be received for information;

2. That the Integrated Operational Review of Planning, Building, Engineering and Enterprise Services – Phase 3 – Implementation Plan 2014 – 2016 budget estimate as presented in report number 13 – 33 Attachment 4 be referred to the annual Operating and Capital Budget Process.

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BACKGROUND

In 2010 Guelph City Council adopted Prosperity 2020, the City of Guelph's Economic Development and Tourism Strategy. The strategy notes communities that are successful in retaining and attracting private business investment are those that respond in a clear, concise and timely fashion. The strategy recommended that Guelph needs improvement in this area.

In response, Enterprise, Planning, Building, and Engineering Services have conducted a three phased joint operational review of their respective programs. This work has been done with the assistance of an Oversight Committee which includes representatives from the Chamber of Commerce, Guelph-Wellington Developer's Association, Guelph District Homebuilders Association, the local development consulting sector, and the Industrial, Commercial and Institutional real estate broker sector.

Phase 1, conducted in 2011 identified issues through interviews with staff and external stakeholders. The firm GLPi was retained to conduct this work. A copy of GLPi's report can be found at:

http://guelph.ca/wp-content/uploads/Operational_Review_Issues_Scoping_Report.pdf

Phase 2 built on the Phase 1 findings and was carried out in three stages:
- Stage 1 - Review of Services, Functions & Operational Issues:
- Stage 2 - Assessment & Development of Service Delivery Opportunities and Related Recommendations
- Stage 3 - Preparation of Integrated Operational Review Report and Recommendations.

The Phase 2 report, prepared by GGA Management Consultants provided 23 recommendations within the following four main areas:
1. Build a More Adaptive Learning Organization;
2. Improve Management Direction & Communications
3. Improve Development Review Process; and
4. Improve Communications Interdepartmental & with Stakeholders.

The results of Phase 2 were presented to the Planning, Building, Engineering and Environment Committee and Guelph Council in September 2012. A copy of both the staff and the consultant's report can be reviewed at:

http://guelph.ca/wp-content/uploads/Operational_Review_Phase2_Report.pdf

At its meeting of September 17, 2012, the Planning, Building, Engineering & Environment Committee adopted the following resolution:

"THAT the staff report regarding the final report of GGA Management Consultants: Integrated Operational Review of Planning, Building, Engineering and Enterprise Services and the Development Review Process, dated September 17, 2012 be received;

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AND THAT staff report back with key performance and implementation indicators, comparator benchmarks and scorecard targets to monitor the success of implementation of the recommendations of the final report of GGA Management Consultants."

REPORT

The intent of this staff report is to provide Council with an overview of the plan's development, its elements and planned implementation. Further details can be viewed at:

http://guelph.ca/business/economic-development-office/integrated-operational-review/.

The Process to Create the Plan

A whole systems approach to scoping, prioritizing and coordinating actions was taken throughout the development of this plan.

Approximately 60 staff representing each of the four key service areas were involved in the creation of the Implementation Plan. In addition, staff from the following service areas was also involved in the creation of this plan:
- Corporate and Human Resources
- Office of the Chief Administrative Officer
- Finance Services
- Community and Social Services
- Operations and Transit.

Staff were organized into eight inter-departmental project teams for the purpose of assessing and scoping the 23 Phase 2 recommendations that are clustered into the following categories:
- Adaptive Learning
- Management Improvements
- Development Process Review
- Communications

Attachment 1 provides further details about the Staff and Stakeholder Engagement Framework that was used to develop the Implementation Work Plan.

Each team then developed project charters and implementation frameworks which scoped each of the Phase 2 recommendations, identified implementation tasks and interdependencies, proposed resource requirements, considered priority actions, and suggested performance metrics.

Attachment 2 (available via weblink) provides a sample Project Charter and Implementation Framework document.

The resulting material was then thoroughly vetted by the Steering Committee and consolidated into an overall IOR Implementation Work Plan which:
- Prioritizes tasks;
- Identifies expected outcome of each task;
- Identifies Project Sponsors and Leads;

- Considers and identifies interdependencies between tasks; and
- Provides the implementation Scoping and Schedule.

The Approach to Implement the Plan

The implementation of the plan will be phased over three and a half years, starting in 2013. The plan's implementation will require the commitment of numerous service areas that will either be directly responsible for, or provide support to the implementation of the plan. Figure 1 provides a summary of the proposed implementation activities and their respective timing. A detailed copy of the 2012 – 2016 Work Plan, which provides information on priorities, dependencies, and schedule, can be found in Attachment 3 (available via weblink).

Figure # 1

Activity		2013	2014	2015 2016
Project Manager Function	Establish	√		
	Resource	√		
	Operational	√	√	√
Implementation Committee Functions	Establish	√		
	Operational	√	√	√
Best Practice Reviews	Commence	√		
	On-going	√	√	√
Document Management System, Data Bases, Monitoring Programs	Commence	√		
	On-going		√	√
Mandatory Development Application Pre-consultation Process	Implement	√	√	√
	Review	√	√	√
Development Approval Process Mapping	Mapping	√	√	√
	KPI's est'd	√	√	√
	Monitoring		√	√
Performance Measurement Systems, Targets, Indicators	Developed	√	√	
	Implemented	√	√	√
Re-establish Planner II Positions	Initiate	√		
	Resourced		√	√
Human Resource Staffing & Succession Planning	Initiate	√	√	√
Initiate Staff Cultural Changes (Staff empowerment/Staff engagement)	Implement	√	√	√
Clarifying the roles & responsibilities (All Manager positions)	Implement	√	√	√
Application Monitoring – Collaborative Problem Solving	Conduct Review	√	√	√
	Track Projects	√	√	√
Property Enforcement Bylaws Consolidation	Initiate Review	√		
Capital Projects (Improved coordination/review of Capital Projects)	Initiate	√		
	On-going		√	√
Feasibility Assessments (Initiate Business Cases for Central Business Centre and Business Facilitation Process and Position)	Develop Assessments		√	
	Finalize and Present			√
Staff Resource Programs	Resource orientation		√	√
	Planning		√	√
	Mentoring	√	√	√
	Training		√	√
IOR Staff Performance Objectives	Establish	√	√	√
	Monitor		√	√
Interdepartmental Coordination (Large development applications)	Teams Established	√		
	Teams Operational		√	√
	Monitor		√	√
Capacity/Resource Assessment	Initiate	√		
	Assessment Completed		√	
	Work Plans Completed		√	√
Gold Star Program	Feasibility Assessment			√
	Pilot			√
	Full Business Case			√

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The implementation of the Work Plan first addresses those activities that are deemed by the Steering Committee as essential in establishing the foundational building blocks that will be required for the full and successful implementation of the plan.

It is important to also note that during the development of this Implementation Plan, staff have been able to identify and provide immediate improvements within the following areas:

- Preparation of standardized mapping templates for Corporate Reports;

- Implementation of a New Standardized Site Plan Agreement to ensure delivery of project and protection of liability for City;

- Creation of an internal condominium process protocol to ensure consistency;

- Development of a site plan inspection protocol;

- Commenced a review of all open development application files and update Amanda appropriately;

- Developed standard inquiry templates, with disclaimers and ensure Amanda is updated accordingly;

- Initiated triage of economic development investment opportunities (Hitachi expansion is an example);

- Business Expansion after-care meetings commenced (Hitachi, Accu-flex, McNeil Pharmaceuticals);

- Enhanced interdepartmental and stakeholder communication; and

- Established interdepartmental teams to enhance collaboration and management of major applications and initiatives

The Implementation Governance Model

Given the complex, multi-disciplined, multi stakeholder nature of the Implementation Plan, the Steering Committee recognized the need for the creation of a governance model that will continue to effectively engage staff through the management, implementation, review, monitoring and assessment of the plan.

The resulting model continues the whole systems approach to this initiative, through the creation of committees that are intended to improve the engagement of staff at all levels, the coordination and collaboration of the service areas involved in the development process, as well as communications with all stakeholders.

Figure 3 provides an illustration of the functional relationship between the Committees that will be established to implement and oversee the performance of this initiative. Decision-making and problem solving will normally be achieved through a collaborative and integrated approach.

Figure# 3

INTEGRATED OPERATIONAL REVIEW

IMPLEMENTATION PLAN

GOVERNANCE MODEL
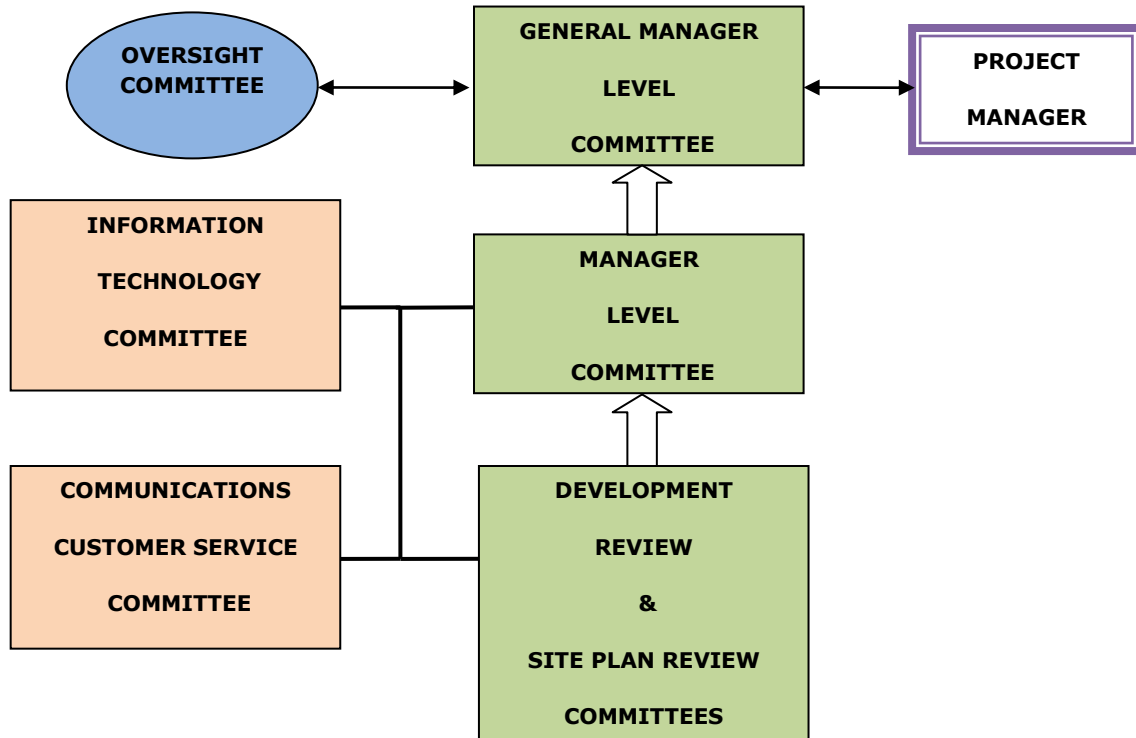
Figure 4 provides a functional description of these Committees.

Figure 4

Committee	Description

• **Integrated Operational Review (IOR) General Manager (GM) Committee Members:**
▪ Building Services
▪ Planning
▪ Engineering
▪ Economic Development
	• **Functions:**
	  o Overall Leadership and Direction;
	  o On-going Management;
	  o On-going Monitoring;
	  o Program Updates and Revisions

• **External Oversight Committee Members:**
▪ IOR GM Committee Members
▪ Development Sector;
▪ Real Estate Sector;
▪ Business Sector;
▪ Consulting Services Sector;
▪ Others as Identified
	• **Functions:**
	  o Provides two way communication and input on development matters;
	  o Will serve as a sounding board for the IOR GM Committee.

• **Manager Level Committee Members:**
▪ Corporate Managers;
▪ Managers;
▪ Others as Identified
	• **Functions:**
	  o Provide overall oversight and direction to the Development Review and Site Plan Review Committees
	  o Identify and recommend improvements to:
	    ▪ Managing the Development Approval Processes;
	    ▪ Reviewing, tracking and monitoring application processing, project issues and timelines;
	    ▪ Providing customer service;
	    ▪ Clarifying staff's roles and responsibilities through the development process;
	    ▪ Expanded use of AMANDA or other potential data base software;
	  o Engage in collaborative problem solving;
	  o Establish conflict resolution protocols and procedures;
	  o Coordinate capital works projects.

• **Development Review Committee (DRC) and Site Plan Review Committee (SPRC) Members:**
▪ Staff involved in the Development Review Process
	• **Functions:**
	  o Both committees will be directly responsible for:
	    ▪ The efficient processing of all development approval applications, and
	    ▪ The identification of service enhancement opportunities.

• **Information Technology Committee Members:**
▪ **Staff from:**
  • Economic Development
  • Planning Services
  • Building Services
  • Engineering Services
  • Information Technology Services
  • Finance
	• **Functions:**
	  o This committee will be responsible for:
	    ▪ The identification of service enhancement opportunities.
	    ▪ Improvements and expanded in the use of Management Information Tools

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• **Communications/Customer Service Committee Members:** 　▪ **Staff from:** 　　• Economic Development 　　• Planning Services 　　• Building Services 　　• Engineering Services 　　• Information Technology Services 　　• Corporate Communications 　　• Finance	• **Functions:** 　o This committee focus its activities on: 　　▪ Improved stakeholder communication 　　▪ Improved customer service

While collaboration and this integrated approach to governance is seen as the most democratic style of management, it is also, perhaps, the most difficult to maintain, requiring among other things, a shared sense of purpose, an exceptional level of commitment by all group members, a willingness to accept personal responsibility for the work of others, and an ability to compromise. When working well, the organization benefits from the direct involvement of front-line workers in decision-making and the synergy created by the interaction staff. With this in mind, the Executive Directors and the General Managers of Economic Development, Planning, Building and Engineering Services have agreed to make this initiative a priority and ensure that each Department will support its ongoing implementation.

Attachment 5 provides the Departmental Statement of Commitment to this initiative.

The Project Management Function

To date staff have contributed significant time, over and above their regular duties, to this initiative and it is anticipated that a significant staff level commitment will continue to be required over the coming years to support plan implementation. In order for this initiative to be successful it is staff's opinion that a full time project manager will be required to oversee the plan's implementation, undertake research, coordinate resources, monitor results, and where necessary provide recommendations to improve the plan's performance. Through best practice review it is noted that the City of Kingston and the City of Hamilton both have full time project management positions for their comparable initiatives. In summary, the project manager will:

- Lead the overall project management and coordination of the plan's actions and schedules;

- Conduct research and analysis and prepare information required to support the activities of the various IOR implementation committees;

- Assess and recommend required resources to support implementation of IOR recommendations on an annual basis (linked to budget cycle);

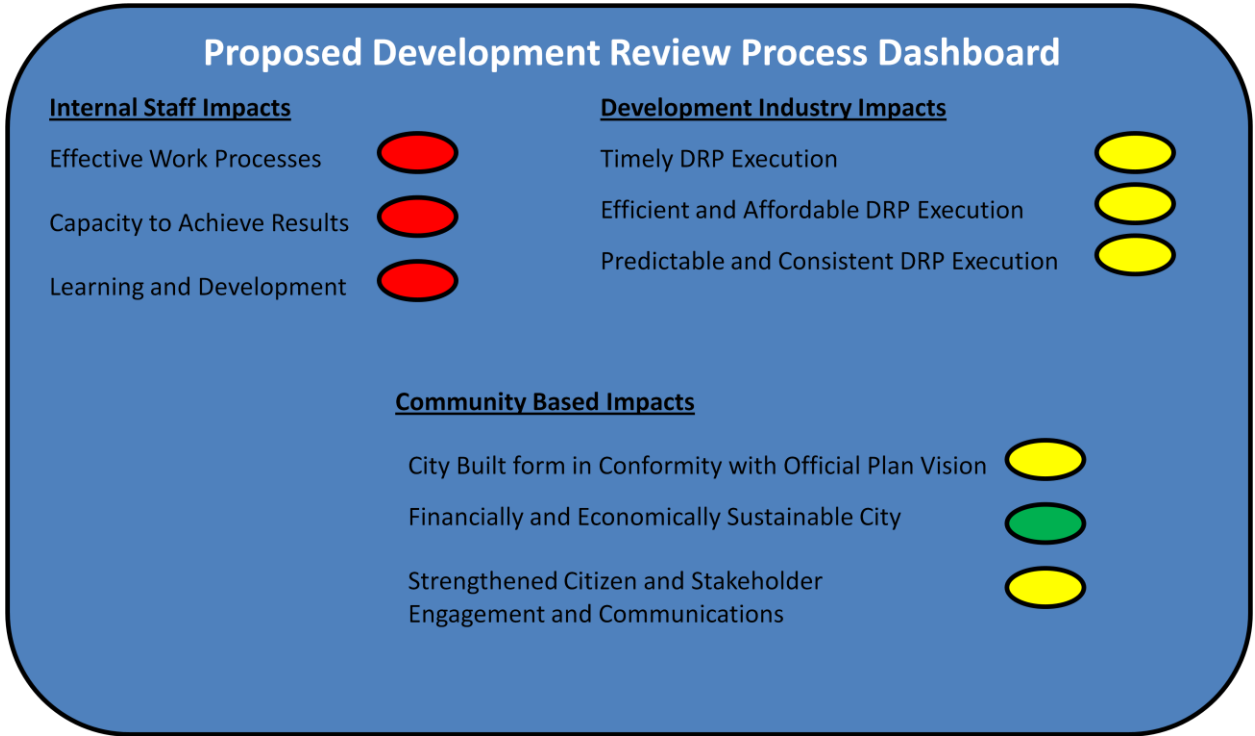- Track and report on the IOR's budget;

- Lead the development of more detailed implementation plans/business cases;

- Undertake performance monitoring and reporting;

- Design and implement stakeholder communication strategies;

- Monitor and report on the progress of each project and prepare summary reports to the Steering Committee;

- Oversee the selection and performance of required consultants;

- Establish a process for dealing with any changes in scope or deliverables or timeframe on individual projects;

- Accountable for the over-all performance of the implementation plan, and where appropriate recommend refinements;

- Resolve conflicts in direction or deliverables between teams and if these cannot be resolved bring these to the attention of the General Manager Committee; and

- Bring to the attention of the General Manager Committee any issues affecting resource availability on projects.

Performance Measurement Framework and Draft IOR Dashboard

All staff engaged in the development of the Implementation Plan generated ideas regarding potential KPI's. Staff was assisted by an internal advisory group as well as Performance Concepts Consulting (a firm which has extensive experience in developing performance metrics for the public sector), to develop an approach to establish and monitor performance metrics. The resulting Performance Measurement Framework contained in Attachment 6 reflects a strategic approach to performance measurement and monitoring systems in relationship to the development approvals process, which includes:

- Building the performance metrics and monitoring framework, which will include addressing staff training needs, resources, as well as establishing baseline data;
- Developing initial metrics, targets and benchmarks which can be further built on through the implementation of the plan; and
- Benchmarking performance against Guelph's own baseline data (to be determined) and performance targets over time (this was strongly recommended by the consultant to avoid measuring Guelph against other communities due to the large number of variables).

The following is an initial dashboard identifying the proposed Key Performance Indicators.

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Proposed Development Review Process Dashboard

Internal Staff Impacts

Effective Work Processes

Capacity to Achieve Results

Learning and Development

Development Industry Impacts

Timely DRP Execution

Efficient and Affordable DRP Execution

Predictable and Consistent DRP Execution

Community Based Impacts

City Built form in Conformity with Official Plan Vision

Financially and Economically Sustainable City

Strengthened Citizen and Stakeholder Engagement and Communications

The dashboard clearly highlights areas of concern which the DRP initiatives and actions will address. It is important to note that this is a potential framework which will be refined and finalized in accordance with the IOR Implementation Plan. Attachment 6 – Draft Performance Measurement Framework provides further detailed descriptions of these potential KPI's, related potential measurements and targets, and a dashboard trend projection identifying the anticipated benefits of full implementation in accordance with the Implementation Plan.

Financial Implications

Full implementation of the plan will require a significant, multi-year commitment of existing staff and resources from all involved departments and additional new staff and budget resources will be required. The recommended contract Project Manager position will be funded from existing budget resources and two new staff and specific capital funding will be included in the annual budget approval process. Attachment 4 provides a preliminary budget estimate for the 2014-2016 IOR implementation period. This estimate identifies potential operating and capital budget investments of $270,000 and $720,000* respectively that may be required to support the full implementation of the IOR improvements. These estimates will be further refined as the scope of specific initiatives is finalized.

* Figure does not include potential additional operating (staff) and capital (facility renovations) investments associated with several long term recommendations ("One-Stop" Business Centre; Business Facilitator(s); and Gold Star Protocol) that are subject to future feasibility assessments and full business case evaluation before proceeding

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CORPORATE STRATEGIC PLAN
This initiative touches in whole, or in part on all of the CSP's objectives.

1. **Organizational Excellence**
    1.1 Engage employees through excellence in leadership
    1.2 Develop collaborative work team and apply whole systems thinking to deliver creative solutions
    1.3 Build robust systems, structures and frameworks aligned to strategy

2. **Innovation in Local Government**
    2.1 Build an adaptive environment for government innovation to ensure fiscal and service sustainability
    2.2 Deliver Public Service better
    2.3 Ensure accountability, transparency and engagement

3. **City Building**
    3.1 Ensure a well designed, safe, inclusive, appealing and sustainable City
    3.2 Be economically viable, resilient, diverse and attractive for business
    3.3 Strengthen citizen and stakeholder engagement and communications

DEPARTMENTAL CONSULTATION
- Planning Services
- Engineering Services
- Building Services
- Economic Development
- Office of the CAO
- Human Resources
- Information Technology
- Communications
- Clerks
- Finance Services
- Community and Social Services
- Operations and Transit

COMMUNICATIONS
The Steering Committee is working with Corporate Communications staff to develop a Communications Plan to support the launch of the IOR Implementation Plan and ensure effective, ongoing communications with internal and external stakeholders as implementation activities commence.
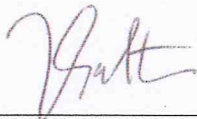
ATTACHMENTS
Attachment 1   Building the IOR Implementation Plan: Staff and Stakeholder Engagement Framework.

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Attachment 2 –   Building the IOR Implementation Plan: Sample Project Charter and Implementation Framework *(This attachment is available on the City of Guelph website at: http://guelph.ca/business/economic-development-office/integrated-operational-review/. Click on the link for the Integrated Operational Review of Planning, Building, Engineering and Enterprise Services – Phase 3 - Implementation Plan & Performance Measurement Framework Report)*

Attachment 3 –   IOR Implementation Plan: 2013 to 2016 Work Plan *(This attachment is available on the City of Guelph website at: http://guelph.ca/business/economic-development-office/integrated-operational-review/. Click on the link for the Integrated Operational Review of Planning, Building, Engineering and Enterprise Services – Phase 3 - Implementation Plan & Performance Measurement Framework Report)*

Attachment 4 –   IOR Implementation Plan: 2014 – 2016 Preliminary Budget Estimate

Attachment 5 –   IOR Implementation Plan: Departmental Statement of Commitment

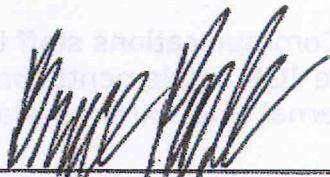Attachment 6 -   Draft Performance Measurement Framework

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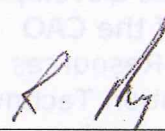Manager of Development Planning

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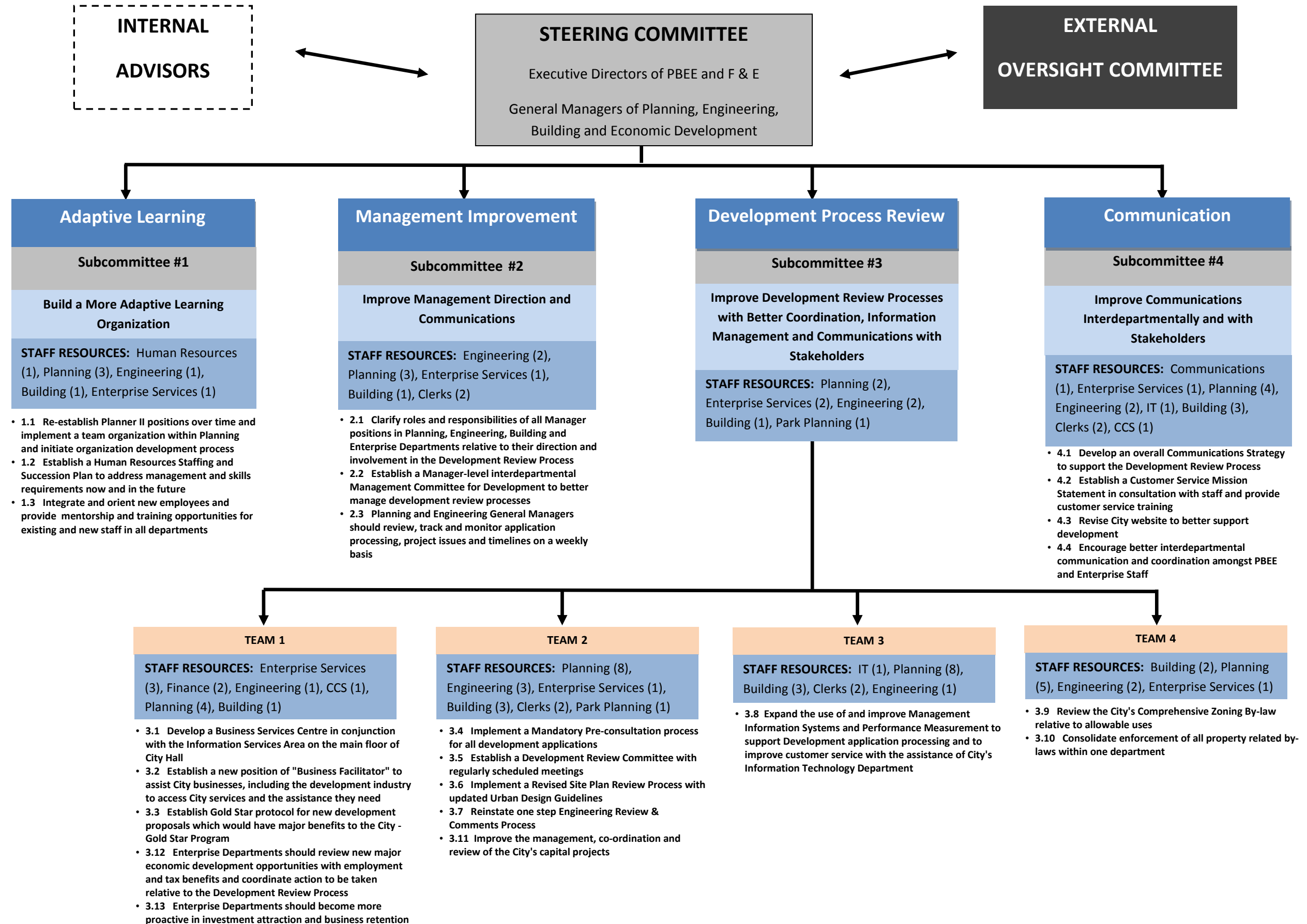Environment
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ATTACHMENT 1

BUILDING THE IOR IMPLEMENTATION PLAN: STAFF AND STAKEHOLDER ENGAGEMENT FRAMEWORK

INTERNAL ADVISORS

STEERING COMMITTEE

Executive Directors of PBEE and F & E

General Managers of Planning, Engineering, Building and Economic Development

EXTERNAL OVERSIGHT COMMITTEE

Adaptive Learning

Subcommittee #1

Build a More Adaptive Learning Organization

STAFF RESOURCES: Human Resources (1), Planning (3), Engineering (1), Building (1), Enterprise Services (1)

- 1.1 Re-establish Planner II positions over time and implement a team organization within Planning and initiate organization development process
- 1.2 Establish a Human Resources Staffing and Succession Plan to address management and skills requirements now and in the future
- 1.3 Integrate and orient new employees and provide mentorship and training opportunities for existing and new staff in all departments

Management Improvement

Subcommittee #2

Improve Management Direction and Communications

STAFF RESOURCES: Engineering (2), Planning (3), Enterprise Services (1), Building (1), Clerks (2)

- 2.1 Clarify roles and responsibilities of all Manager positions in Planning, Engineering, Building and Enterprise Departments relative to their direction and involvement in the Development Review Process
- 2.2 Establish a Manager-level interdepartmental Management Committee for Development to better manage development review processes
- 2.3 Planning and Engineering General Managers should review, track and monitor application processing, project issues and timelines on a weekly basis

Development Process Review

Subcommittee #3

Improve Development Review Processes with Better Coordination, Information Management and Communications with Stakeholders

STAFF RESOURCES: Planning (2), Enterprise Services (2), Engineering (2), Building (1), Park Planning (1)

Communication

Subcommittee #4

Improve Communications Interdepartmentally and with Stakeholders

STAFF RESOURCES: Communications (1), Enterprise Services (1), Planning (4), Engineering (2), IT (1), Building (3), Clerks (2), CCS (1)

- 4.1 Develop an overall Communications Strategy to support the Development Review Process
- 4.2 Establish a Customer Service Mission Statement in consultation with staff and provide customer service training
- 4.3 Revise City website to better support development
- 4.4 Encourage better interdepartmental communication and coordination amongst PBEE and Enterprise Staff

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TEAM 1

STAFF RESOURCES: Enterprise Services (3), Finance (2), Engineering (1), CCS (1), Planning (4), Building (1)

- 3.1 Develop a Business Services Centre in conjunction with the Information Services Area on the main floor of City Hall
- 3.2 Establish a new position of "Business Facilitator" to assist City businesses, including the development industry to access City services and the assistance they need
- 3.3 Establish Gold Star protocol for new development proposals which would have major benefits to the City - Gold Star Program
- 3.12 Enterprise Departments should review new major economic development opportunities with employment and tax benefits and coordinate action to be taken relative to the Development Review Process
- 3.13 Enterprise Departments should become more proactive in investment attraction and business retention

TEAM 2

STAFF RESOURCES: Planning (8), Engineering (3), Enterprise Services (1), Building (3), Clerks (2), Park Planning (1)

- 3.4 Implement a Mandatory Pre-consultation process for all development applications
- 3.5 Establish a Development Review Committee with regularly scheduled meetings
- 3.6 Implement a Revised Site Plan Review Process with updated Urban Design Guidelines
- 3.7 Reinstate one step Engineering Review & Comments Process
- 3.11 Improve the management, co-ordination and review of the City's capital projects

TEAM 3

STAFF RESOURCES: IT (1), Planning (8), Building (3), Clerks (2), Engineering (1)

- 3.8 Expand the use of and improve Management Information Systems and Performance Measurement to support Development application processing and to improve customer service with the assistance of City's Information Technology Department

TEAM 4

STAFF RESOURCES: Building (2), Planning (5), Engineering (2), Enterprise Services (1)

- 3.9 Review the City's Comprehensive Zoning By-law relative to allowable uses
- 3.10 Consolidate enforcement of all property related by-laws within one department

ATTACHMENT 4

IOR PRELIMINARY BUDGET ESTIMATE

Implementation Plan Item	2014	Notes	2015	Notes	2016	Notes
IOR Project Manager						
	$40,000.00 (O)	Incremental cost for IOR Project Manager position hired in 2013		Ongoing baseline operating budget need		Ongoing baseline operating budget need
1. Ensure Adaptive Learning						
1.1 a) Establish new Planner II - Development position	$105,000.00 (O)	To support IOR implementation and development approvals process enhancements		Ongoing baseline operating budget need		Ongoing baseline operating budget need
1.1 b) Conduct Capacity Assessment of Planning Services	$10,000.00 (C)	Consultant to assist with Planning Services Capacity/Resource Assessment and Departmental Work Planning/Prioritization				
1.1. e) Implement Planning Services Departmental Development Plan			$105,000.00 (O)	Assume the establishment of additional Planner II position. Subject to Departmental Development Plan		2016 budget needs to be determined through Departmental Development Plan
1.3 a) Create a Culture of Continuous Learning						

Implementation Plan Item	2014	Notes	2015	Notes	2016	Notes
1.3 a) i) Annual IOR "Year in Review" Forum	$10,000.00 (O)	Annual budget needed to support IOR Year in Review Forum (e.g. venue, food, guest speakers, facilitator, forum materials, etc.)		Ongoing baseline operating budget need		Ongoing baseline operating budget need
1.3 a) ii) Establish IOR Shared Learning Committee	$5,000.00 (O)	Annual budget to support Shared Learning Committee and ongoing learning activities		Ongoing baseline operating budget need		Ongoing baseline operating budget need
1.3 a) iii) Support new Continuous Professional Learning requirements for planners	$5,000.00 (O)	Increase to Planning Services staff professional development budget to support new mandatory CPL requirements to maintain professional accreditation (as of 2013)		Ongoing baseline operating budget need		Ongoing baseline operating budget need
3. Improve Development Review Process						
3.1 a) Centralized "One-Stop-Shop" Business Centre 3.2 a) Establish "Business Facilitator" model	$30,000.00 (C)	To hire consultant to conduct feasibility assessment				
3.1 b) Centralized "One-Stop-Shop" Business Centre 3.2 b) Establish "Business Facilitator" model			$50,000.00 (C)	To hire consultant to conduct detailed Business Case, if justified through feasibility assessment		

Implementation Plan Item	2014	Notes	2015	Notes	2016	Notes
3.1 c) Centralized "One-Stop-Shop" Business Centre 3.2 c) Establish "Business Facilitator" model					*	* Potential Capital and Operating costs to be confirmed by Business Case
3.3 a) Establish "Triage Protocol" for new development proposals that would major benefits to City	$30,000.00 (C)	To hire consultant to work with staff to develop and implement protocol (to be coordinated with Step 3.14 a)				
3.3 d) Implement Gold Star Protocol					$30,000.00 (C)	To support roll out of new Gold Star Protocol, if supported by feasibility assessment and results of pilot project (Steps 3.3 b) and c))
3.8 d) Conduct IOR Technology Gap Analysis and develop IOR Technology Implementation Plan, including performance measurement systems, KPI's and targets	$60,000.00 (C)	To hire a consultant to carry out this work. Needs to be coordinated with and supplement ongoing Corporate Technology Strategic Plan implementation activities				
3.8 f) Implement and monitor results of IOR Technology Plan			$100,000.00 (C)	Specific scope to be confirmed through Step 3.8 d). Needs to be coordinated with and supplement ongoing Corporate Technology Strategic Plan implementation activities	$100,000.00 (C)	Specific scope to be confirmed through Step 3.8 d). Needs to be coordinated with and supplement ongoing Corporate Technology Strategic Plan implementation activities

	2014	Notes	2015	Notes	2016	Notes
Implementation Plan Item						
3.14 a) i) - iii) Comprehensive mapping of development approvals processes, establish performance measurement systems, KPI's and targets, and develop related manuals and communications materials	$70,000.00 (C)	To hire a consultant and carry out this work.				
4. Improve Communications						
4.1, 4.2, 4.3, 4.4 - develop and implement a Communications and Customer Service Strategy, including performance measurement systems, KPI's and targets	$80,000.00 (C)	To hire consultant to develop Communications and Customer Service Strategy	$80,000.00 (C)	Implementation of Communications and Customer Service Strategy (scope to be confirmed)	$80,000.00 (C)	Implementation of Communications and Customer Service Strategy (scope to be confirmed)
Total Operating *	**$165,000.00**		**$105,000.00**			
Total Capital **	**$280,000.00**		**$230,000.00**		**$210,000.00**	

* Reflects only incremental impacts over previous year's baseline operating budget.
** All external consulting work shown as capital budget items for purpose of this forecast. Could be shifted to operating budget if appropriate.

Integrated Operational Review – Implementation Plan

Department Statement of Commitment
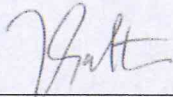
The City of Guelph's Integrated Operational Review of Planning, Building, Engineering and Enterprise Services practices, policies, processes and resources represents a whole systems approach to improving the City's business investment and development processes. The intent of this initiative is to improve these processes for the benefit of staff, business as well as the general public.

Staff from each service area were engaged in a collaborative process which resulted in the creation of the 2013 – 2016 Integrated Operational Review – Implementation Plan. The intent of the plan is to provide:
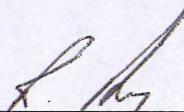
- A Corporate wide approach to improving Guelph's ability to better process and address a wide range of activities relating to Planning, Building, Engineering and Enterprise Services;
- Support in marketing and promoting the City's Enterprise activities to potential investors;
- Clarity with respect to roles and responsibilities of staff and the private sector, which is intended to reduce timelines to process planning and development applications;
- Clearer, more concise information for the public to review and provide comments; and
- An improved, positive framework for City staff, departments, business and the public to collaborate on development and investment opportunities;

In order to achieve these objectives, the signatories to this Statement of Commitment consent and agree to the following:

1. The Plan's successful implementation will continue to be achieved through an integrated approach to ensure staff ownership and stakeholder buy-in.
2. The Plan's on-going management, implementation, and monitoring of its performance will be a high priority within Departmental Work Plans and individual staff Personal Development Plans.
3. Bi-yearly reviews will be conducted to assess the implementation of the Plan, and will be reported to Council and the Public.

Todd Salter
General Manager
Planning Services

Richard Henry
General Manager
Engineering Services
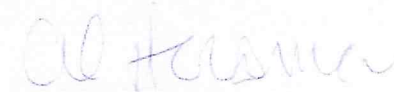
Bruce Poole
Chief Building Official
Building Services

Peter Cartwright
General Manager
Economic Development

Janet L. Laird, Ph.D.
Executive Director
Planning, Building, Engineering and
Environment

Al Horsman
Executive Director
Finance & Enterprise

Draft Performance Measurement Framework

As stated earlier in the report, the consulting firm Performance Concepts Consulting, a firm specializing in municipal performance metrics, was retained to assist with the creation of key performance indicators. Based on ideas generated by the IOR Staff Subcommittees, Teams and on the advice of this firm, the plan's indicators focus on three core areas: "Internal Staff Impacts", "Development Industry Impacts" and "Community Based Impacts".
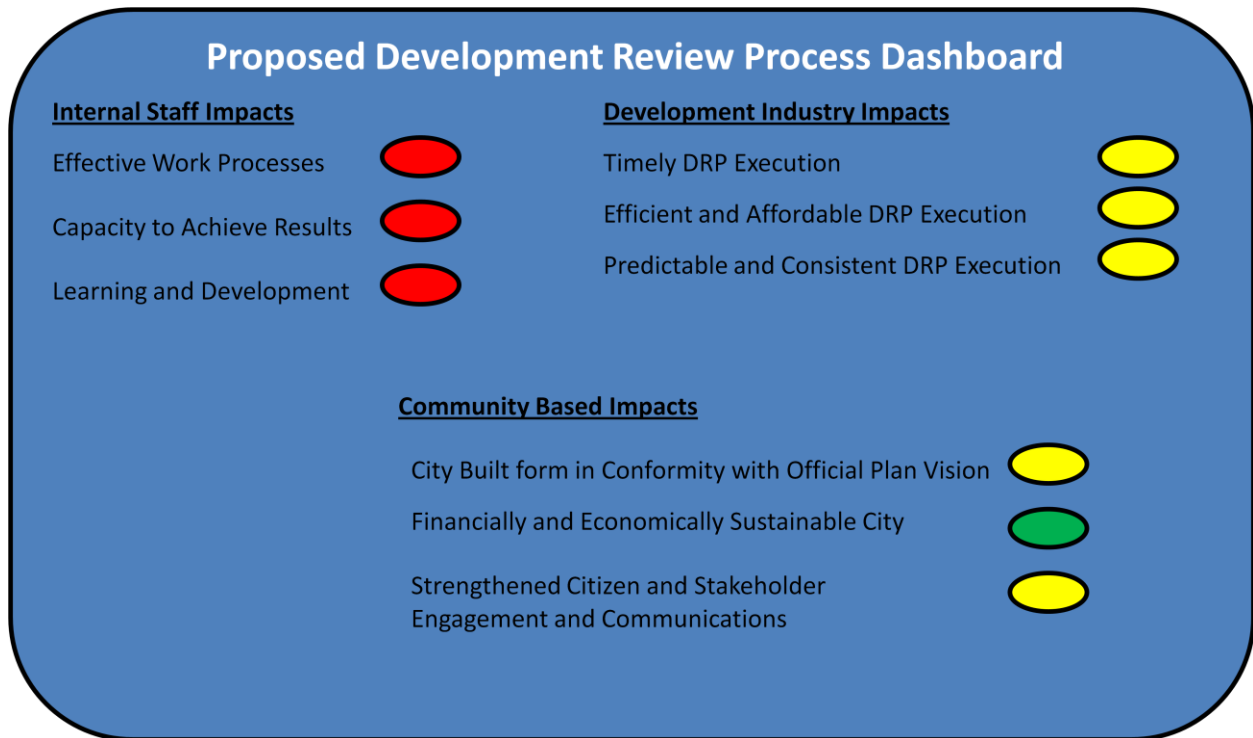
The dashboard clearly highlights areas of concern which the DRP initiatives and actions will address. It is important to note that this is a potential framework which will be refined and finalized in accordance with the IOR Implementation Plan. If implemented well, the ratings on the dashboard are expected to change as demonstrated in the following table:

Development Review Process Dashboard KPIs	2013	2014	2015	2016
Internal Staff Impacts				
Effective Work Processes	🔴 Red	🟡 Yellow	🟢 Green	🟢 Green (+)
Capacity to Achieve Results	🔴 Red	🟡 Yellow	🟡 Yellow	🟢 Green
Learning and Development	🔴 Red	🟡 Yellow	🟢 Green	🟢 Green (+)
Development Industry Impacts				
Timely DRP Execution	🟡 Yellow	🟡 Yellow (+)	🟡 Yellow (+)	🟢 Green
Efficient and Affordable DRP Execution	🟡 Yellow	🟡 Yellow (+)	🟡 Yellow (+)	🟢 Green
Predictable and Consistent DRP Execution	🟡 Yellow	🟡 Yellow (+)	🟢 Green	🟢 Green (+)
Community Based Impacts				
City Built Form in Conformity with Official Plan Vision	🟡 Yellow	🟡 Yellow (+)	🟢 Green	🟢 Green
Financially and Economically Sustainable City	🟢 Green	🟢 Green	🟢 Green	🟢 Green
Strengthened Citizen and Stakeholder Engagement and Communications	🟡 Yellow	🟡 Yellow (+)	🟢 Green	🟢 Green (+)

These improvements will be accomplished through the separate projects highlighted in the project work plan over the next 3.5 years.

Internal Staff Impacts

The internal staff impact "lead" indicators will measure engagement levels of the City staff from the Planning, Building, Engineering and Economic Development business units that execute Development Review Process (DRP). It is important to note that these indicators are based on the results of the Employee Engagement Survey and were identified as areas with very low engagement scores but with significant opportunities for increased engagement if IOR enhancements are implemented.

The internal staff impact indicators will act as the "canary in the coal mine" measuring the risk of possible performance erosion for the DRP application processing process. Conversely, improvements in the DRP engagement performance data will correlate with improved DRP process performance.

Internal Staff Impacts

KPI	Measurement	Target
Effective Work Processes	•Rating of the ability of processes in place to allow staff to be as productive as possible	*2% increase per year suggested by Aon Hewitt assuming focused attention* Planning –32% by 2014 Building – 57% by 2014 Engineering –61% by 2014 Economic Development TBD
Capacity to Achieve Results	•Rating regarding tools and resources provided by the city and how effectively they enable staff to be as productive as possible.	*2% increase per year suggested by Aon Hewitt assuming focused attention* Planning –16% Building – 66% Engineering – 57% Economic Development TBD
Learning and Development	•Rating with respect to how strongly employee learning and development is supported in the organization.	*2% increase per year suggested by Aon Hewitt assuming focused attention* Planning – 32% Building – 59% Engineering – 50% Economic Development TBD

Development Industry Impacts

The DRP process that underpins development applications is the core component of the performance measurement framework. These performance indicators are organized around the following three desired results statements:

➤ Timely DRP execution
➤ Efficient & Affordable DRP execution
➤ Predictable & Consistent DRP execution

The following figure sets out the proposed portfolio of measures associated with each key performance indicator. The indicators differentiate between the Planning Act, Engineering, and Building Code Act process components of DRP.

Development Industry Impacts

KPI	Measurement	Target
Timely DRP Execution	*(Planning and Engineering)* •Average # City controlled business days per complete DAP file (standard/complex) •% complete DAP files where City controlled business days fall within target range (standard/complex) *(Building)* •Average # City controlled business days per complete OBCA permit application files (by OBCA or fee schedule defined categories)	TBD
Efficient and Affordable DRP Execution	*(Planning and Engineering)* •Average # DAP service hours expended per application (standard, complex) •% DAP files completed where # actual expended service hours fall within targeted range of budgeted service hours standard (standard, complex) •% DAP service hour costs recovered by fee schedule (standard, complex) *(Building)* •*Average # OBCA service hours expended per application (standard, complex)* •*% OBCA files completed where # actual expended service hours fall within targeted range of budgeted service hours standard (standard, complex)* •*% OBCA service hour costs recovered by fee schedule (standard, complex)* •*Fee competitiveness in relation to comparator municipalities*	TBD
Predictable and Consistent DRP Execution	*(Planning)* •% DAP applications featuring pre-consultation meeting providing a comprehensive technical requirements checklist for applicant to secure complete application status (standard, complex) •*% DAP applications featuring a City consolidated memorandum to applicant listing all technical refinements required for approval following initial circulation/commenting process (standard/complex)* *(Engineering)* • % DAP applications featuring a City consolidated memorandum to applicant listing all technical refinements required for approval following initial engineering drawing review process (standard, complex) *(Building)* • *% OBCA applications accepted over counter that are deemed completed according to Building By-law complete application checklist and applicable law criteria* • *% OBCA applications featuring a City consolidated memorandum to applicant listing all technical refinements required for approval following 1) Plans Examination process and 2) Occupancy Permit process*	TBD

Timely DRP Execution

The key concept underlying timely execution of DRP is *controllable processing duration* – measured in the number of controllable business days of application file processing. Process mapping will determine the DRP processing steps within control of the City – versus processing steps under the control of the applicant. Applicant controlled file processing days can be subtracted from total file processing days in order to yield City controlled processing days. Once targets have been determined for key DRP application categories (Site Plan, Subdivision, Rezoning, Condominium), the variance in actual versus target City controlled processing days can be tracked.

Efficient and Affordable DRP Execution
The key concept underlying DRP efficiency and affordability is the ability to track *DRP processing intensity* – measured in the number of DRP processing hours expended by City staff. The processing hours will be tracked against key DRP application categories – Site Plans, Subdivisions, Rezonings and Condominiums. Within each of the key DRP application categories, performance targets of budgeted file processing hours will be established for i) Standard and ii) Complex

applications. The level of cost recovery of DRP file processing hours expended by staff (via the fee/permit schedule) could also be tracked but the City also needs to be mindful of its development review fees in relation to relevant comparator municipalities.

Predictable and Consistent DRP Execution
The key to consistent and predictable DRP execution is to zero-in on critical process steps. Once these critical process steps have been identified, performance indicators can be identified to track consistency of step execution against the total number of applications and service level targets can be communicated to stakeholders to increase certainty.

Community Based Impacts
Community impact is the final component in the DRP performance measurement framework. The achievement of these results is not within the exclusive control of the City nor directly tied to the objectives of the IOR, however, the DRP does exist to contribute to these kinds of desired community impacts. Measurement is therefore recommended.

The following figures set out proposed Community Based Impact measures:

Community Based Impacts

KPI	Measurement	Target
City Built Form in Conformity with Official Plan Vision	•% increase in OP population densities in planned intensification areas and Greenfield areas. •% residential development on Greenfields and Built up area	•Minimum of 50 persons and jobs per hectare or Greenfield area •Minimum 150 persons and jobs per Urban Growth Centre. •Minimum of 40% intensification from 2015 onwards
Financially and Economically Sustainable City	•Jobs/person ratios	•Maintain or increase over current rate (57%)
Strengthened Citizen and Stakeholder Engagement and Communications	To be determined	To be determined

Built form conformity with the Official Plan vision will focus on the gap between actual annual population densities and target population densities endorsed by Council.

Financial and economic sustainability will focus jobs per person ratios and the goal will be to see those maintained and improved over time. Potential targets could also address differences in existing land absorption rates versus a Council approved range that could be developed over time.

Strengthened Citizen and Stakeholder Engagement and Communications will work towards tracking and monitoring improvement in citizen and stakeholder engagement as well as tangible improvements in two-way communications.

Implementation

Selection of key performance indicators is only the first step in using results based management to improve DRP performance. Targets will need to be derived from meaningful performance data collected over time. Then the DRP culture can be focused on achieving measurable results in a compelling "scorecard". Scorecard design and rollout via an online dashboard tool will follow.

Measuring DRP duration – controllable file processing days – is perhaps the most significant DRP implementation challenge. The AMANDA tracking system can be used to measure tracking of controllable file processing days. City DRP process steps will need to mapped and re-engineered – to establish which steps are City-controllable and which are under applicant control. This mapping will allow AMANDA to turn "off and on" as a file moves forward and controllable file days are calculated.

Process mapping to properly track file processing duration is critical. It will take time. AMANDA revisions to measure controllable file processing days will also take time. Actual tracking of "live" applications will be required to set meaningful targets for each controllable process step. City staff that has never tracked processing effort in AMANDA (e.g. Engineering) will need training. This will also take time. City expectations for rolling out the supporting systems and data tracking need to be realistic. A one-year implementation critical path is realistic. A dashboard based DRP scorecard tool can be integrated into the critical path at the end of the year-long implementation period.