

**EXECUTIVE COMMITTEE OF COUNCIL**

**TO:**            *MAYOR AND COUNCILLORS*

**SUBJECT: DAP PROJECT FINAL REPORT**

**RECOMMENDATION:**

**THAT** the report titled “DAP Project Final Report” dated October 4, 2023, be received for information.

**THAT** staff submit all necessary final documentation on the DAP Project, including a copy of this report, to UBCM.

**REPORT**

The Executive Committee of Council, at its meeting held on October 4, 2023, received and adopted the attached report providing information on the completed activities and outcomes for the Development Approvals Process (DAP) project, and outlining the next steps for continued business process improvements.

Respectfully submitted,

Councillor Dhaliwal  
Chair

Councillor Lee  
Vice Chair

**TO:** EXECUTIVE COMMITTEE OF COUNCIL (ECC)

**FROM:** GENERAL MANAGER PLANNING AND DEVELOPMENT

**SUBJECT:** **DAP PROJECT FINAL REPORT**

**PURPOSE:** To provide information on the completed activities and outcomes for the Development Approvals Process (DAP) Project, and outline the next steps for continued business process improvements.

## **RECOMMENDATIONS**

**THAT** the report titled "DAP Project Final Report" dated October 4, 2023, be received for information; and,

**THAT** staff submit all necessary final documentation on the DAP Project, including a copy of this report, to UBCM.

## **EXECUTIVE SUMMARY**

This report summarizes DAP Project activities that have taken place over the past two years, their impact and outcome, and next steps for continued business process improvements. As the project was primarily funded by the Union of British Columbia Municipalities (UBCM), final documentation on project activities is required to be submitted to the funder.

### **1.0 POLICY SECTION**

The DAP Project is consistent with the following policies and plans:

- Corporate Strategic Plan (2022),
- Regional Context Statement (2013),
- Official Community Plan (1998), and
- Economic Development Strategy (2007).

### **2.0 BACKGROUND**

In Spring 2021, the City submitted an application to the UBCM to seek up to \$500,000 in grant funding from the Local Government Development Approvals Program to support a review of the City's development approval process. Key objectives of the review and the DAP Project are:

1. **Customer Experience.** Provide a customer-focused development approvals system that better serves applicants and the community.
2. **Transparency.** Simplify the process thereby making it clearer and more transparent, and ultimately more predictable.
3. **Efficiency.** Increase efficiencies thereby reducing approval times and reducing the cost of development.

On August 03, 2021 the City was informed that it was successful in obtaining a \$500,000 grant from UBCM, with an initial transfer of \$250,000, and the remaining amount to be received upon the project's completion, and submission of a satisfactory final report to UBCM in Fall 2023.

In September 2021, the City began the work of reviewing and implementing changes to the City's development approvals processes. The first stage, now referred to as DAP 01, included an independent and comprehensive analysis and review by consultant KPMG to identify opportunities for improvement. This review was completed in June 2022, with 18 recommendations to optimize organization and resources, drive consistency and performance, and improve predictability and transparency (see **Attachment 1**). An information report summarizing the outcome of DAP 01, detailing the 18 recommendations, and identifying early implementation steps was provided to Council on August 29, 2022.

In September 2022, the second stage of the work (DAP 02) began with actioning the 18 recommendations from DAP 01. The recommendations were organized into eleven work streams of which eight were prioritized, and a new work plan developed. KPMG was engaged to lead and conduct a lean review and implement early changes to five of the City's core approval processes, and to provide change management, communications, and project management support. City staff led other work stream activities. DAP 02 activities have now largely concluded and are comprehensively described in **Attachment 2** and **Attachment 3**, along with their impact and outcomes. The following sections summarize the key activities and outcomes of DAP 02 and provides information on continued implementation activities that will take place as part of the next stage of DAP.

### 3.0 GENERAL INFORMATION

#### DAP 02: Work Program, Key Activities and Outcomes

##### 3.1 Work Program

The eight priority work streams for DAP 02 were:

1. **Develop and action a prioritized plan to update key policies and bylaws.**  
This included identifying opportunities, considerations, and rationale for a transition of the City's current Preliminary Plan Approval (PPA) process to a future Development Permit process.
2. **Undertake a Lean / continuous improvement review to identify opportunities for streamlining the City's five core approval processes.**

This included Rezoning, Subdivision, PPA, Commercial Building Permit, and Residential (single- and two-family) Building Permit case types. The scope of work also included developing process maps for the desired future state including all organizational touchpoints, along with standard operating procedures and RACI<sup>1</sup> matrices to provide clarity on roles and responsibilities.

**3. Develop and refresh external documents.**

The intent was to ensure development-related objectives, key process steps, and detailed resources are readily available to applicants, and that the information is easily accessible, relevant, current, and regularly updated.

**4. Improve application intake processes.**

The scope of work included developing new processes and tools to facilitate submission of compliant applications for faster review and approval.

**5. Establish a performance management framework.**

The intent was to develop key performance indicators and performance standards to benchmark current and future performance, with respect to ways of working, roles, and processing timelines.

**6. Modernize permitting software (Energov) and implement new tools and capabilities.**

Key aspects of this work stream included enhancing existing software features and implementing new features, such as online application submission, online inspection requests, reporting dashboards, electronic plan review, and external user access to application information.

**7. Establish a formal weekly departmental resourcing meeting.**

The intent was to establish regular, interdepartmental meetings to provide greater visibility into workloads with sufficient agility to adjust staff resources as required, in order to efficiently review and approve applications.

**8. Implement a Certified Professionals (CP) program for building permit reviews and approvals.**

The scope of work included developing a CP Manual for Burnaby, obtaining endorsement from the two authorizing agencies, updating business and technology workflows, and internal and external communications.

Three second-priority work streams were identified for future implementation, or as time permitted during DAP 02:

**9. Improve team structure and coordination.**

The intent is to establish a single point of contact for each application (particularly complex ones) to better manage workflow and proactively advance applications, and to establish geographic, multi-disciplinary teams that meet regularly to advance applications.

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<sup>1</sup> Responsible, Accountable, Consulted, Informed

**10. Undertake a detailed staff resourcing assessment, and develop and action a staffing plan.**

Once development approvals processes are optimized and service level targets established, the intent is to undertake a detailed assessment to ensure proper resourcing, that staff are assigned to applications and tasks that match their skills, and there is sufficient agility to reallocate staff if the need arises.

**11. Establish a formal staff onboarding and training program.**

The intent is to develop a general training and onboarding program for each development approval type.

These work streams were supported by a change management and stakeholder engagement program, including supporting key staff as change champions and communicating progress and changes to various staff groups.

**3.2 Key Activities and Outcomes**

Work stream activities took place between September 2022 and August 2023 and are largely complete. Key activities and outcomes include the following.

**1. Developed and implemented a new Residential Building Permit process for single and two-family (STF) dwellings.**

Including a new Engineering Pre-Application process to get information to applicants sooner, a clearer and consistent approach on application requirements, and a triage protocol for new applications. The new process has reduced processing time of new applications by up to 85% and has reduced the existing application backlog by 63%.

**2. Developed a new end-to-end process for complex applications.**

A process (“Complex E2E process”) that integrates Rezoning, Subdivision, future Development Permit (DP), and Commercial Building Permit case types.

The City now has a clear and detailed implementation plan in place that addresses root causes of pain points; establishes key milestones for alignment and coordination between departments; identifies time targets for each milestone with a cumulative target for the full process; integrates a new DP structure to better align with practices of other municipalities in the region ; introduces a new construction management permit process to enable early construction planning for large projects; aligns with the Provincial Development Approvals Process Review (DAPR), overall supporting applicant experiences and reducing bottlenecks; and provides a foundation for ongoing and sustained change management and communication.

Recognizing that implementation of the Complex E2E process would be phased over an approximate two year time frame due to required Zoning Bylaw and Official Community Plan bylaw amendments, staff actioned and completed 29 “quick wins” to address current pain points and build momentum and buy-in on how to assess and implement lasting change.

**3. Launched the CP program on September 1, 2023.**

The first Commercial Building Permit application utilizing this expedited process made on September 16. This program is providing improved customer service to

applicants and the construction industry, while maintaining the required level of rigour and building code compliance.

**4. Launched online application acceptance for 24 new permit types on the City's My Permits Portal.**

This includes single-, two-family and laneway building permits, electrical, plumbing, and gas permits, and the Engineering Pre-Application. This is providing residents, contractors, and developers with a faster, simpler, and more efficient application process. The expanded My Permits Portal was soft launched at the end of July. In the month of August, 39 single- and two-family building permits and trade permits were submitted online. This number is expected to increase significantly as building activity picks up in the fall season and applicants gain better awareness of this new functionality. One hundred percent of Engineering Pre-Applications are being made online.

**5. Substantially completed all planning work to enable phased rollout of online inspection booking in Fall 2023.**

This will provide customers with a faster, simpler, and more efficient booking process and is anticipated to significantly decrease telephone call volume to the Building Division, freeing up staff resources to support other administrative activities.

**6. Completed a top-to-bottom reconstruction of the development and building webpages.**

This provides clear development guidance, process expectations, and linked detailed resources for all development application types. Citizens can now find everything they need to develop or build on their property in one place, including guides, checklists, and forms. This is resulting in higher rates of complete applications being submitted, especially for new single- and two-family dwelling applications.

**7. Developed a comprehensive suite of tools and resources for staff that provide greater clarity on processes and procedures, roles and responsibilities, and implementation activities.**

This includes detailed process maps, standard operating procedures, and RACI matrices for the Residential Building Permit Process and the future Complex E2E Process, as well as inventories and document registries specifying prioritized updates, update cadence, and file ownership.

**Attachment 2** comprehensively describes all work streams activities, their impact/outcomes, and their linkage to the 18 recommendations from DAP 01.

As the KPMG-led process redesign of the City's five core approval processes, including the future transition to a DP system, was a cornerstone of DAP 02, a comprehensive consultant report providing detailed information on this particular scope of work, context, methodology, impact and outcome, and next steps for implementation and consideration is provided in **Attachment 3**.

The consultant report also addresses the change management and communications activities that were common to all work streams.

### 3.3 Next Steps

The journey to a continuous improvement model embedded within the City will require two remaining stages. The next stage, DAP 03, will carry on the improvement efforts and implementation identified through DAP 02 and is envisioned to be a 12-to-18-month focused effort, led by a dedicated Program Manager and supported by other staff within the Strategic Initiatives Division.

The consultant has identified the need for two new positions to support this work: a Business Process Improvement Specialist to support ongoing process documentation and optimization, and a Business Data Analyst to support data development, refinement, and analysis. Staff will be seeking these positions through the annual budgeting process.

DAP 03 is anticipated to be established under a Project Charter, which will define governance, reporting, and scope. Project activities, which may be consultant supported if required, are anticipated to include:

- implementing continuous improvement measures for Building Permits, including refined reporting in Energov to monitor length of time at various stages of the process, and streamlining processes for residential additions and renovations and commercial tenant improvements;
- phased implementation of the Complex E2E process, including creating a new construction permit process, transitioning the PPA process to DP, and continuing the shift to a culture of standardization, including standardization of legal agreements;
- continuing the shift to a team-based approach that crosses departmental boundaries;
- conducting a detailed staffing assessment to identify resourcing requirements needed to achieve the desired future state;
- implementing performance measures and time targets for each future state milestone; and
- continued integration between DAP and DAPSM<sup>2</sup> activities, recognizing the need for further EnerGov and other technology enhancements.

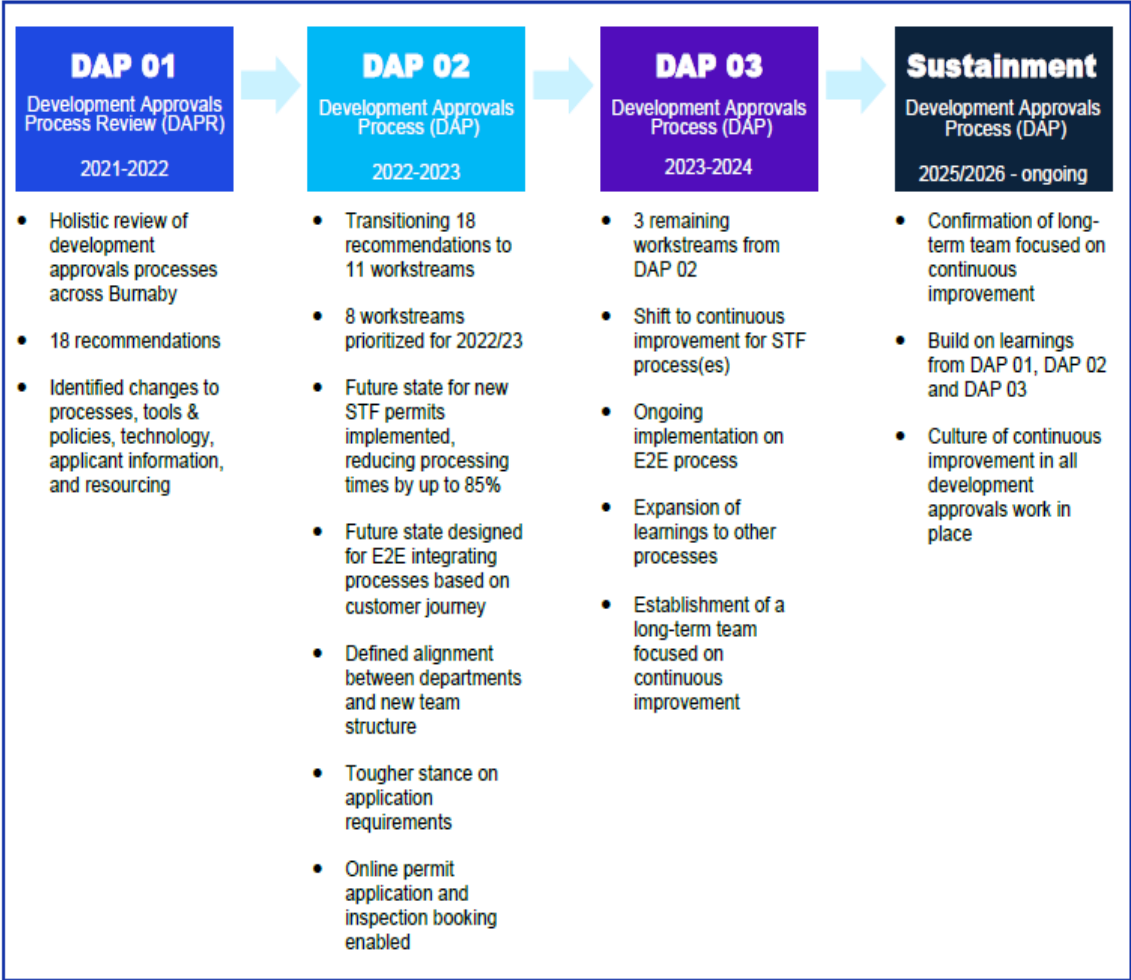
The final stage, Sustainment, is the representation of when Burnaby has embedded a team and culture of continuous improvement.

The four stages of DAP are illustrated below in *Figure 1: Four Stages of DAP*

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<sup>2</sup> DAPSM: Development Approval & Permitting Solution Modernization: an IT-led effort to modernize EnerGov to enhance business value, improve internal and external user experience, and improve customer service.

Figure 1: Four Stages of DAP



**4.0 COMMUNICATION AND COMMUNITY ENGAGEMENT**

External communication efforts included a dedicated DAP Project webpage, updates on the burnaby.ca homepage, social media posts, and liaison with and direct email to industry associations and community groups. Additional community engagement efforts included:

- inviting a sample of residential builders to participate in a survey on website functionality to inform the update of City webpages related to construction and permitting;
- inviting a sample of major project developers to participate in a “pulse check” survey, so the project team could better understand their current experience with DAP processes and where efforts would be best expended; and
- inviting applicants when they have successfully requested a permit online to complete a survey to ask for feedback about their experience.



**4.0 FINANCIAL CONSIDERATIONS**

As noted above, the DAP Project was supported by a \$500,000 grant from UBCM. As a priority initiative of the City, an additional \$150,000 from the Surplus reserve in 2023 was approved for the project.

Respectfully submitted,

Ed Kozak, General Manager Planning and Development

**ATTACHMENTS**

- Attachment 1 – Summary of 18 Recommendations from DAP 01
- Attachment 2 – DAP 02 Work Stream Activities and Impact / Outcome
- Attachment 3 – KPMG Development Approvals Process (DAP) 02 Final Report

**REPORT CONTRIBUTORS**

This report was prepared by Karin Hung, Director, Strategic Initiatives, and reviewed by Leah Libsekal, Program Manager, Development Applications and Lee-Ann Garnett, Deputy General Manager.