



The County of Hastings Development Review

Final Report

February 9th, 2023



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KPMG have indicated within this report the sources of the information provided. We have not sought to independently verify those sources unless otherwise noted within the report.

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02

Project Overview

**County of Hastings
Service Delivery Review – Planning Services**

County of Hastings | Development Services Review

Project Overview

Project Objectives – How have we defined success?

The County of Hastings (or the “the County”) engaged KPMG to conduct a review of their Planning Department. The purpose of the review was to obtain a third-party assessment of the current state of planning services offered by the County and to investigate opportunities to improve and modernize planning services and their delivery to both the County itself and to its 14 member municipalities. Specifically, the review has:

- Identified the current planning services to the Corporation of the County of Hastings and to the 14 member municipalities including areas for improvement;
- Identified the human and other resources dedicated to planning services deployed by each of the 14 member municipalities in their own local municipality;
- Identified the current costs of providing planning services expended by each local member municipality;
- Provided a general overview of planning services provided by other upper tier municipalities in Eastern Ontario who are members of the Eastern Ontario Wardens Caucus (EOWC);
- Obtained where possible the thoughts and opinions of the 14 member municipalities on the current and future state of planning services to be provided by the County.

Project Drivers – What did we try to solve?

- The County looks to ensure that their Planning Department is effective and efficient in order to enhance the County's ability to attract growth, develop strong, accessible and sustainable communities (including housing), and deliver the vital public goods that will make Hastings successful in the long-term.
- As the volume and complexity of development applications has increased in recent years and continues to increase, the County looks to ensure its development review processes are streamlined, effective and efficient.
- With one OP (Official Plan) for the County and its member municipalities, the County looks to support its 14 member municipalities in providing Planning and Development services across the jurisdiction.
- The County looks to determine the impact/integration capabilities of digitization initiatives currently underway at the regional and provincial level.

Project Timing – What was the timeline?

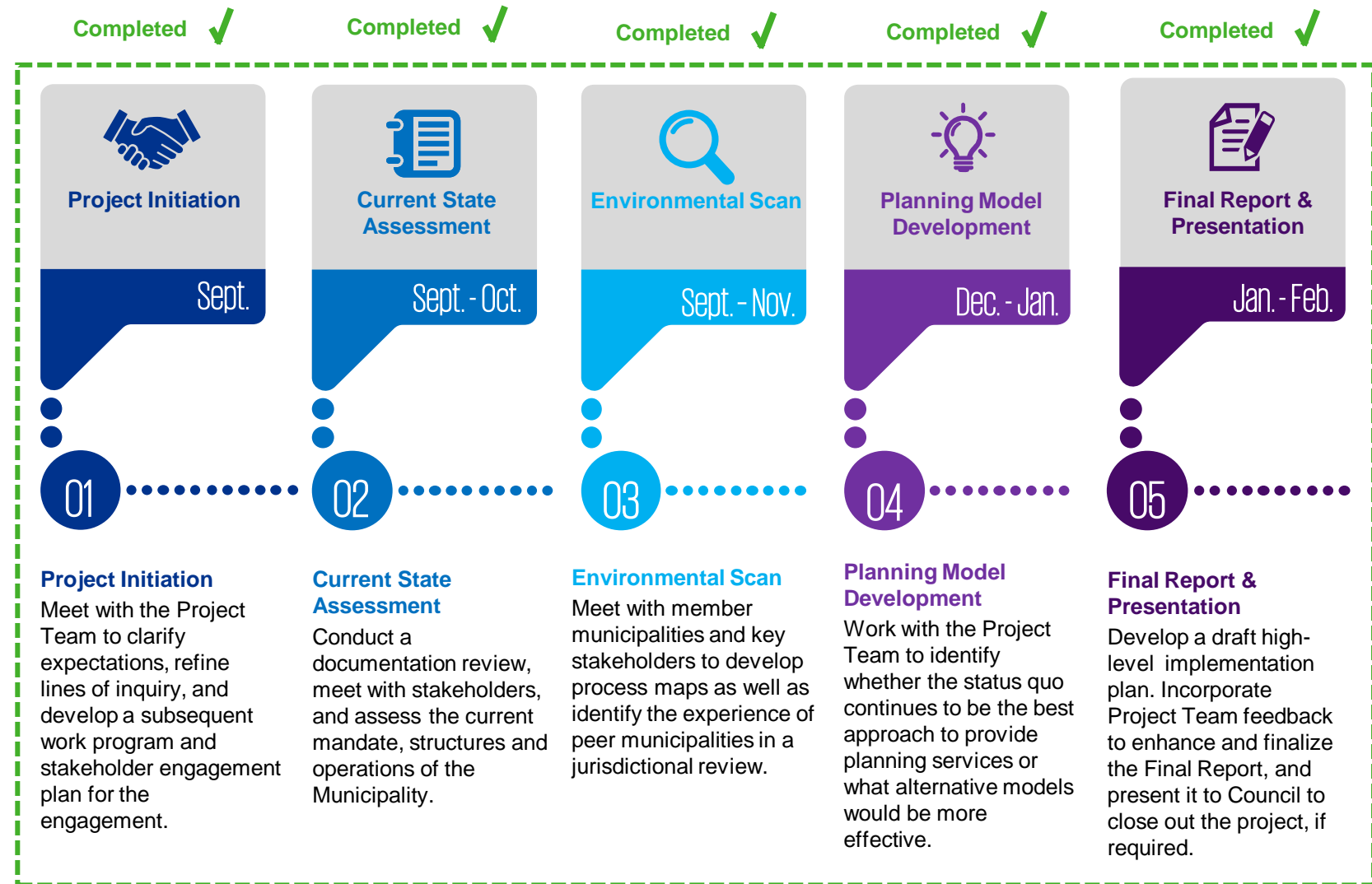
The project commenced on September 19, 2022 and will be completed when the Final Report is presented to the Planning Committee on March 2nd, 2023.

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Work Plan and Progress

KPMG has conducted the project according to the following work plan. The team is performing key activities and deliverables using a five-phased methodology. This report summarizes our activities from **phase five (5)**, which is based on the following:

- Documentation review
- 24 stakeholder interviews
 - Eight (8) internal stakeholders
 - Three (3) conservation authorities
 - Thirteen (13) lower-tier municipalities
- Six (6) process maps
- Three (3) comparator interviews



Summary of Findings from Consultations

County of Hastings
Service Delivery Review – Planning Services

Organizing Themes from Stakeholder Consultations

The Engagement Process

As part of the project, 24 interviews and were conducted with the following stakeholders:

Leadership and Staff (8)

- CAO
- Director, Planning
- Senior Planner
- Planners (2)
- Land Division Secretary
- Planning Clerk
- Manager, GIS

Conservation Authorities (3)

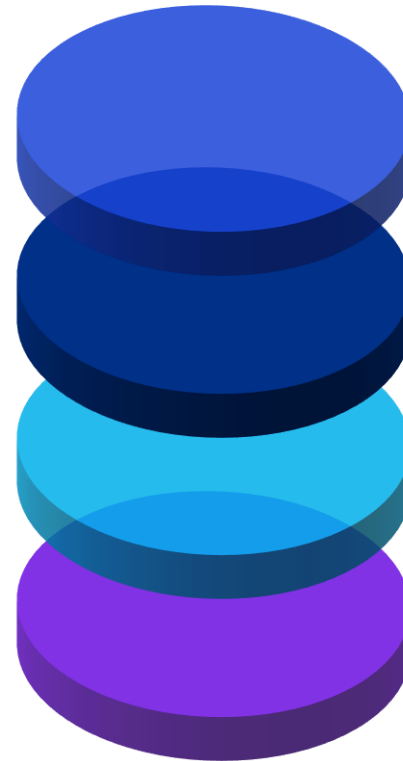
- Quinte Conservation Authority
- Lower Trent Conservation Authority
- Crowe Valley Conservation

Lower Tier Municipalities (13)

- Town of Bancroft
- Township of Madoc
- Township of Carlow/Mayo
- Municipality of Marmora & Lake
- Municipality of Centre Hastings
- Township of Stirling-Rawdon
- Town of Deseronto
- Township of Tudor & Cashel
- Township of Faraday
- Municipality of Tweed
- Municipality of Hastings Highlands
- Municipality of Tyendinaga
- Township of Limerick

Organizing Framework: Target Operating Model

Key themes from the interviews and focus group are organized into four (4) domains as a means of analyzing and understanding the current state of the County's services.



01

Governance & Strategy

How an organization measures the performance of its services and processes



02

Services & Processes

The services delivered by an organization and the processes used to support delivery of development approvals and building permits



03

People & Organization

An organization's reporting structure and culture as well as the skills and capabilities of its staff



04

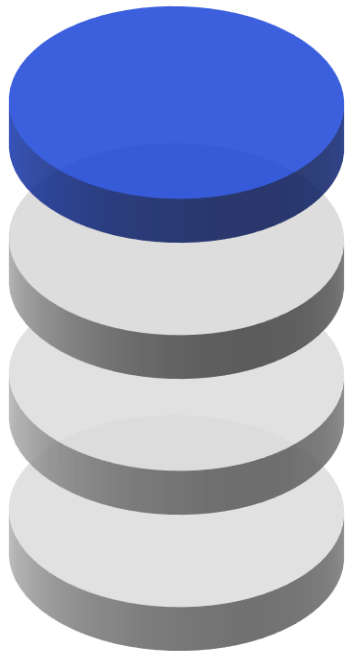
Technology & Data

The technology and data management approach that support an organization's service delivery

Themes from Stakeholder Consultations

Key Themes

- The County maintains one Official Plan and provides planning services and support to 13 of its 14 member municipalities.
- The level of support provided to each lower tier varies based on lower tier locality (e.g., urban vs. rural) and planning expertise on staff.

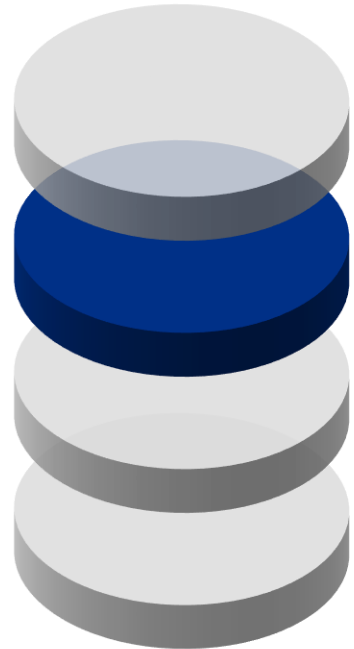


Governance & Strategy	
Authority	<ul style="list-style-type: none"> ▪ Hastings County has one Official Plan (OP) outlining a comprehensive land use policy framework to guide the growth and development of County and its fourteen (14) lower tier municipalities. ▪ Thirteen of County's member municipalities do not have a registered planner on staff. As such, the County provides a range of planning services (i.e., review, circulation, administration). ▪ County owned planning processes include Official Plan amendments, consents, and plan of subdivisions. Each of these processes are initiated and carried out by the County. ▪ Lower Tier municipalities are the approval authority for minor variances, by-law zoning amendments, and site plan control. ▪ Stakeholders noted that the County does not maintain Memorandums of Understanding or service level agreements with the lower tier municipalities. As such, the level of planning service provided to each lower tier varies.
Agreement on priorities	<ul style="list-style-type: none"> ▪ Following changes in provincial legislation, stakeholders noted that the County will need to work with the Lower Tier municipalities to ensure changes are understood and effectively implemented. ▪ County staff noted that the increase in planning application volume has impacted timeframes for responding to inquiries and application approvals. ▪ Stakeholders agree that providing a high level of service and maintaining a positive working relationship with the lower tiers is a top priority.
Key performance indicators	<ul style="list-style-type: none"> ▪ Stakeholders noted that the County defines and tracks KPIs associated with County-owned planning process (e.g., consents and subdivisions). All KPIs are tracked manually using excel spreadsheets.

Themes from Stakeholder Consultations

Key Themes

- The County is experiencing a higher volume and complexity in planning applications.
- There are inconsistent processes for planning processes owned at the lower tier level (e.g., minor variance, by-law zoning amendment, site plan control). As such, the expectations at the County can vary from application to application.

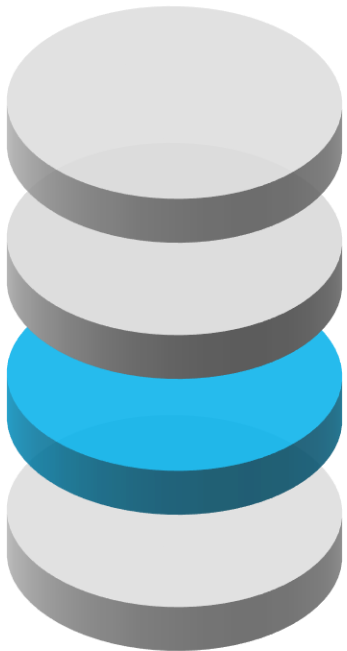


Services & Processes	
Applicants	<ul style="list-style-type: none"> ▪ Stakeholders noted that the majority of applicants have limited knowledge of planning services and require significant support throughout the approval process. ▪ Stakeholders identified current application approval timelines as a common pain point. Stakeholders noted that this pain point has been mitigated by improving the understanding of both parties (e.g., explaining the importance of pre-consultation and completing studies).
Demand and service standard	<ul style="list-style-type: none"> ▪ All lower tier municipalities noted that the County provides excellent service delivery and appropriately supports the planning needs of each municipality. ▪ The County is experiencing high levels of planning and development applications corresponding to growth in the real estate market. Stakeholders noted that the County's Planning Department is meeting service standards with its current resourcing capabilities. However, provincial pressure to improve timeliness and efficiency of planning processes may impact capacity. ▪ Stakeholders noted that applications are increasing in complexity as most simple (non-contentious) land has been developed while the remaining land has more complexities (e.g., requiring more studies and conditions of consent). ▪ Stakeholders identified the increased complexity of planning applications as a challenge for rural member municipalities that do not have planning expertise on staff. As such, the rural municipalities rely heavily on the County for planning support. ▪ The 14 lower tier municipalities have different processes for application processing which require varying levels of support from the County. The inconsistency in service delivery result in challenges at the County level including duplication of effort and delays in the review process
Workflows	<ul style="list-style-type: none"> ▪ The planning workload is assigned to County Planners based on geography. As such, each Planner is responsible for approximately seven lower tier municipalities. ▪ The County's Senior Planner is responsible for executing activities associated with plans of subdivision. The Land Division Secretary is responsible for the administration of the Consent process. ▪ Stakeholders noted that the current pre-consultation process is informal and inconsistent. This can result in downstream challenges if barriers to approval are not identified during pre-consultation. ▪ Stakeholders noted that ineffective communication between the upper and lower tier municipalities can result in bottlenecks and delays throughout the planning process. ▪ Stakeholders noted that the process to clear conditions as part of draft plan of subdivisions is inconsistent between each of the member municipalities. In an effort to satisfy developers, the process should be consistent throughout the County.

Themes from Stakeholder Consultations

Key Themes

- Roles and responsibilities for County-owned processes are well defined and understood. However, roles and responsibilities for lower tier owned processes can be unclear.
- The increased volume of planning applications has resulted in an increase to the administrative workload of planning staff. As a result, County planners are spending less time on technical review in order to address the administrative workload.

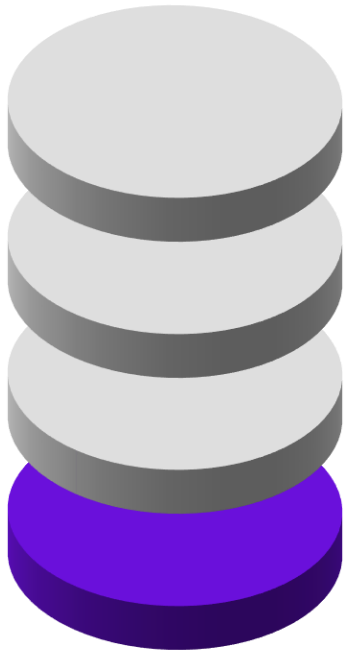


People & Organization	
Structure	<ul style="list-style-type: none"> ▪ The County’s Planning function contains a Director, Planning, Senior Planner, two Planners, and a Land Division Secretary. ▪ One of the County’s 14 member municipalities have a registered planner on staff. As such, the member municipalities rely on the County for planning services. ▪ Stakeholders have noted that the current structure for processing applications lacks backup/contingency plans for extended absences of key personnel (e.g., Land Division Secretary).
Roles and Responsibilities	<ul style="list-style-type: none"> ▪ Stakeholders noted the roles and responsibilities are well defined and understood for planning processes owned at the County-level (e.g., Official Plan amendments, consents, plans of subdivision). ▪ It was noted that roles and responsibilities for local-level planning processes (e.g., minor variances, by-law zoning amendments, site plan control) can be unclear to lower tier stakeholders as a result of recent turnover and lost institutional knowledge.
Capacity	<ul style="list-style-type: none"> ▪ It was noted that the increased volume of planning applications has created capacity constraints for staff. As such, this has impacted response and approval timelines. ▪ Stakeholders noted that there is only one resource responsible for the administration of the consent process. The increase in application volume has created capacity constraints due to the manual work steps within the process. ▪ Stakeholders noted that a large portion of their time is spent on administrative tasks (e.g., answering phone calls, responding to inquiries). This impacts ability to focus on the technical review of applications. ▪ County Planners have implemented “focus days” to help Planners avoid administrative tasks to focus on technical review. It was noted that this has helped increase productivity.
Capabilities and Skills	<ul style="list-style-type: none"> ▪ Stakeholders noted that the County has a healthy training budget available for planners to build additional capabilities and skills. ▪ Lower tier stakeholders rely on institutional knowledge to execute planning activities. ▪ Stakeholders noted that the County’s GIS team has the skills and capabilities to support potential technology enhancements (i.e., planning software)

Themes from Stakeholder Consultations

Key Themes

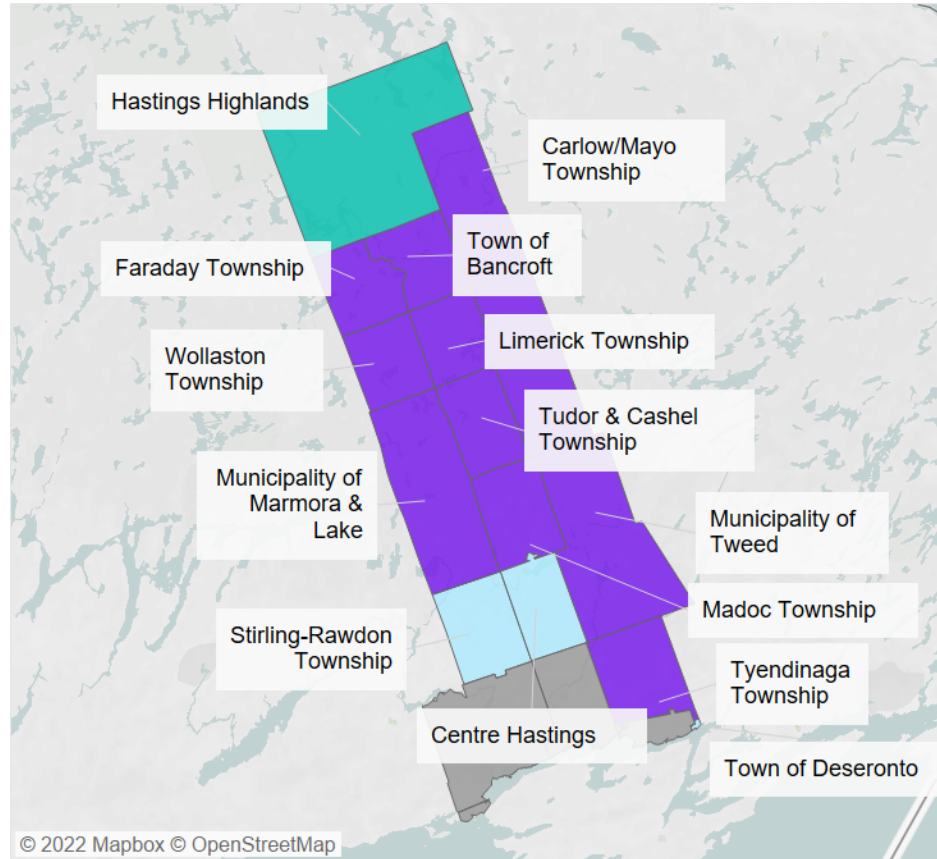
- The County does not utilize a planning solution to facilitate the end-to-end planning processes. Staff utilize manual tools such as Microsoft Excel and Outlook calendars to monitor the status of planning applications.
- The County is in the process of formalizing on-going touchpoints with lower tier municipalities to enable more efficient communication.



Data & Technology	
Communication	<ul style="list-style-type: none"> ▪ Communication is primarily facilitated virtually via phone calls and email. Hastings County has a large land expanse, making in-person communication challenging for the County. ▪ The County has established recurring touchpoints with lower tier municipalities to discuss open applications and on-going planning matters. This process has not been adopted by all lower tier municipalities.
Enabling Technology	<ul style="list-style-type: none"> ▪ It was noted that the County does not utilize a planning solution for the intake, circulation, review, and approval of planning applications. Currently, all processes are conducted manually using email and other tools. ▪ Application intake is facilitated via email and/or hard-copy files. Stakeholders noted that a digital intake process (e.g., via an online portal) may create challenges for some applicants due to area demographics and technology constraints (e.g., access to computer and internet). ▪ Stakeholders noted that applications are tracked manually using Excel spreadsheets and other documents. Stakeholders noted that the increased volume of applications has resulted in challenges with manually tracking due to the multiple time consuming work steps. ▪ Stakeholders noted that the County only accepts cheque payments for planning applications. As such, the processing of cheque payments can add to the administrative workload for staff. ▪ It was noted that some of the County's lower tier municipalities (i.e., Marmora and Lake) have implemented the CloudPermit Planning module to digitize planning workflows. County Planning staff have been given access to the module to enable digital review of applications.
Data Management	<ul style="list-style-type: none"> ▪ Stakeholders noted that planning files are maintained in stored in a local "S" drive. All planning staff have accessed to the shared drive. ▪ Stakeholders noted that the County has created a standardized folder structure for consent applications, however this file structure is not applied to other applications. ▪ Stakeholders noted that the County staff do not have a standardized naming convention for planning files, posing challenges to continuity of file management should turnover or absences occur. ▪ Stakeholders noted that all lower tiers rely on the County for GIS data and mapping. Some lower tiers noted that they would like to have access to additional layers of GIS data (if available).

Summary of Lower Tier Service Delivery

The following table outlines current service delivery model for the County’s member municipalities. Based on interviews it was noted that the lower tier municipalities either complete all planning activities (no county support) or require some planning assistance (hybrid support). This table outlines the delivery model for This table does not reflect the process for Official Plan Amendments, consents, and plans of subdivisions as these processes are managed at the County level.



01

Minimal County Support

Hastings Highlands is the only lower tier municipality that does not receive planning support from the County as they maintain a registered planner on staff. Intake, review and circulation, and approval are all handled at the lower tier level. The County is included on application circulation as a commenting agency. Any planning inquiries are managed at the lower tier level. However, the County still plays a role in areas such as OLT hearings.

02

Some County Support

Some but not all planning matters are handled by the lower tier. These lower tier municipalities have staff that are experienced with planning (however not registered planners), documented procedures, or pay for external planning consultants. Lower tiers will conduct application intake, circulation, and administrative tasks associated with the planning application (e.g., staff report, public notices, etc.). The County remains the primary technical reviewer and service provider for complex planning issues.

03

Full County Support

Lower tier municipalities do not have dedicated personnel to manage planning and development matters. The County is involved at every stage of an application (e.g., review, circulation, administrative tasks) and all inquiries are directed to County Planners.

Note: Other includes Carlow-Mayo, Limerick, Marmora and Lake, Madoc, Faraday, Wollaston, Tudor and Cashel, Tweed, Tyendinaga and Wollaston

Minimal County Support



Process Observations

County of Hastings
Service Delivery Review – Planning Services

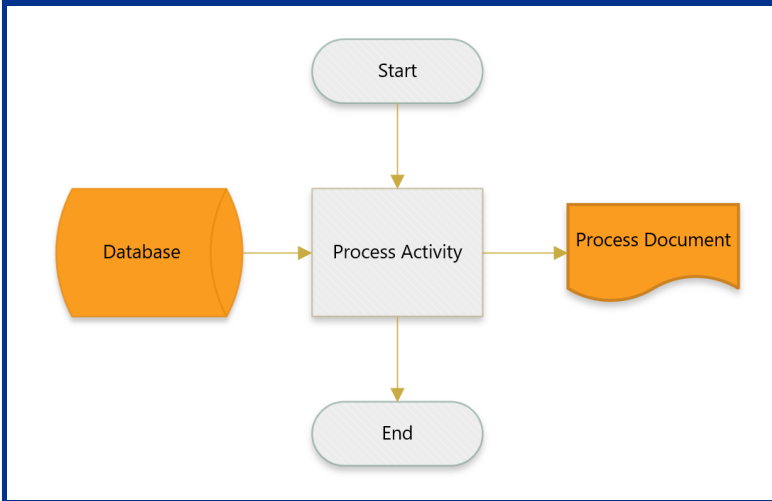
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Process Mapping

Engaging Internal Stakeholders

As part of the project, KPMG held an in-person process mapping session with the County to understand key processes that span across the County's Planning department. The workshops helped to identify process inefficiencies, manual activities, and existing technologies. The process maps are included in Appendix A.

The process maps use the following format:



Overview

As part of the project, six (6) process mapping workshop were organized with the County during an in-person session. The findings are organized by process followed by a summary of key themes and pain points.

Process	Process Owner	Workshop Participants				
		Director, Planning	Senior Planner	Planners	Land Division Secretary	Planning Admin
Official Plan Amendment Application Process	County					
Plan of Subdivision Application Process	County					
Consent (Severance) Application Process	County					
Zoning By-Law Amendment Application Process	County/Municipality					
Minor Variance Application Process	County/Municipality					
Site Plan Approval Process	County/Municipality					

 = Participant present

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Summary of Process Mapping Workshops

KPMG identified the following strengths and observations after conducting an in-person process mapping workshop with County staff. The process maps are included in Appendix B.

01

Official Plan Amendments

Strengths

- County owned process with little involvement from the lower tier municipalities (unless zoning amendment is required).

Observations

- Pre-consultation is encouraged, however is not a mandatory requirement for applicants.
- The County does not charge a fee for the pre-consultation process.
- Applicants will often approach the County seeking a minor variance, however they are unaware that the request does not comply with the Official Plan. As such, the County must walk the applicant through the OPA process.

02

Plan of Subdivision

Strengths

- County includes lower tier municipalities in the pre-consultation process.
- County has developed a distribution list for technical review of subdivision applications.
- All conditions are tracked by the Senior Planner via the subdivision form.

Observations

- The County does not charge a fee for the pre consultation process.
- Pre-consultation is not mandatory for applicants. Applications often require amendments and have delays because of issues that can be identified during pre-consultation.
- Comments from external agencies can be delayed due to conflicting priorities.
- Applicants often submit an application long after pre-consultation occurs. In such instances, recommendations from pre-consultation can become invalid with changing legislation.
- The process to clear lower tier conditions is inconsistent as each lower tier provides different documentation and evidence for satisfied conditions.

Summary of Process Mapping Workshops

KPMG identified the following strengths and observations after conducting an in-person process mapping workshop with County staff. The process maps are included in Appendix B.

03

Consent (Severance) Process

Strengths

- Consent applications are distributed to County Planners based on geography. This process allows Planners to build relationships with lower tier planning stakeholders.
- The Planning Clerk provides administrative support for consent tasks (e.g., closing procedures, input application into tracking sheet, circulation).

Observations

- The increased volume of consent applications has impacted staff capacity. Total volume for 2022 is approximately 150 applications.
- Comments from external agencies can be delayed due to conflicting priorities.
- Stakeholders noted that applicants are typically homeowners who need additional support throughout the application process. As such, this can create additional work for County staff.
- There are multiple manual work steps throughout the process including scanning of documents to the S drive and creating physical folders.
- Applications are tracked manually within an Excel master spreadsheet.
- Applicants receive two years to register the new property. This can result in delays closing files and updating the County's GIS.
- The Land Division Secretary is the main point of contact for consent applications.

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Summary of Process Mapping Workshops

KPMG identified the following strengths and observations after conducting an in-person process mapping workshop with County staff. The process maps are included in Appendix B.

04

Zoning By-law Amendment Process

Strengths	Observations
<ul style="list-style-type: none"> The County's Conservation Authorities provide screening maps to applicants to identify if environmental reviews or additional land assessments are required. To save time, deliverables (e.g., letter of approval) are drafted before they are needed. 	<ul style="list-style-type: none"> Stakeholders noted that applicants occasionally submit the wrong application type. Stakeholders noted that the parties involved in the pre-consultation meeting are inconsistent. Ideally meetings should include MECP, MTO, LT, CA and County. Lower tier administrative processes are inconsistent (e.g., file numbering, naming convention). Zoning bylaws in some lower tier municipalities are out of date and require a comprehensive update. Lower tier rely on the County to support this process.

05

Minor Variance Process

Strengths	Observations
<ul style="list-style-type: none"> Minor variances can often involve an Official Plan Amendment. As such, County will be well aware of the application as the OPA is owned at the County level. 	<ul style="list-style-type: none"> Stakeholders noted that variances often pertain to the same or a similar issue (e.g., lot setbacks). The County may have to take on peer review functions as part of Bill 23 requirements. Process is owned at the lower tier level. As such, each lower tier deploys inconsistent process steps.

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Summary of Process Mapping Workshops

KPMG identified the following strengths and observations after conducting an in-person process mapping workshop with County staff. The process maps are included in Appendix B.

06

Site Plan Control Process

Strengths

- The County developed a pre-consultation form for the site plan process. The checklist is provided to the applicant to help support a complete application.
- County will prepare a pre-consultation report summary for the applicant. The report highlights documents and studies that are required as part of the submission.
- The County has a well defined process for peer review as part of the technical review.

Observations

- Approximately half of the County's lower tier municipalities have the expertise to conduct end-to-end activities as part of the site plan control process. The other half rely heavily on County planning support.
- Site Plan applications must be submitted in hard copy format.
- Inexperienced applicants do not recognize that they require site plan approval prior to applying for a building permit. This can result in a perceived delay to the process as an additional process is required.
- Some of the lower tier municipalities do not have the planning expertise to review and approve complex site plan applications.
- The Site Plan process is inconsistent across the County's lower tiers (i.e., requirement for pre-consultation, collection and consolidation of comments).
- Council must provide physical signature on site plan agreements. This can cause delays to the process.
- Stakeholders noted that applications that do not go through the pre-consultation process can run into downstream issues. As a result, the County is pulled in to support site plan applications and resolve complex issues.
- There is no formal process or deadline for providing feedback after comments are received.
- Some of the County's lower tier municipalities don't have a site plan control by-law.

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Summary of Process Key Themes and Pain Points

Based on process mapping workshops, KPMG identified the following strengths and observations. The process maps are included in Appendix B.

Manual-Intensive Process

Stakeholders indicated the majority of tasks are performed manually. Key stakeholders conduct manual tasks such as answering informal inquiries, reconciling comments, and issuing correspondence. Manual-intensive administrative tasks can constrain capacity and contribute to delays in the approval process.

External Stakeholder Bottlenecks

It was noted that external agencies can be a bottleneck to efficient planning workflows due to conflicting priorities. This can result in delays to the technical review and application approval process.

Staff Capacity and Recruiting

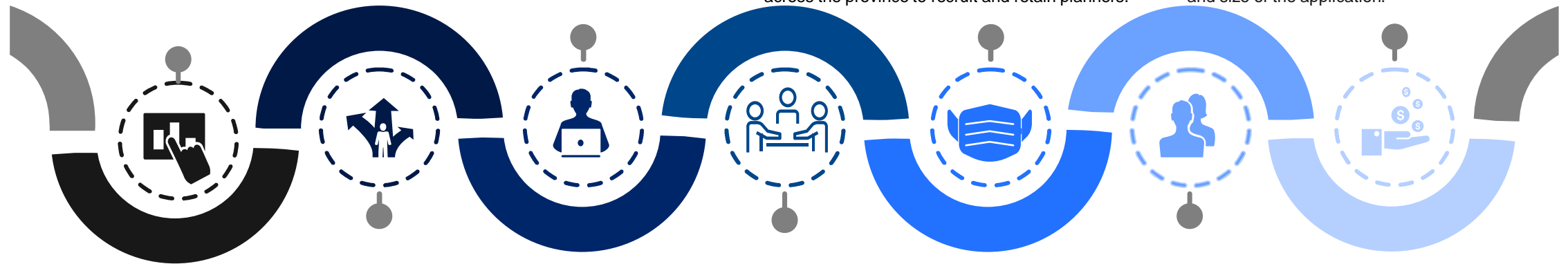
An increase in planning application volume and complexity has impacted planning capacity at the County level. In addition, manual workflows and administrative tasks take time away from the technical review of planning applications.

The growth in demand for planning service professionals has reduced the pool and increased the cost of talent available. It has become a challenge across the province to recruit and retain planners.

Inconsistent Lower Tier Processes

Planning process owned at the lower tier level (e.g., minor variance, bylaw zoning amendment, site plan control) rely on institutional knowledge and inconsistent work steps. As a result, County Planning staff provide various level of support to the lower tier at different stages of the process.

In addition, key process steps (e.g., pre-consultation) are inconsistently conducted based on the complexity and size of the application.



Multiple Points of Contact

Planning processes have multiple points of entry as some processes are owned by the County while others are owned at the lower tier level. Often, applicants initiate planning inquiries at the lower tier level and are redirected to the County planning staff. This can result in delayed responses and applicant frustration.

Inefficient tracking

Application data is entered into excel spreadsheets and status is monitored by County planning staff. While the process works well internally, applicants may not receive communication until a notice is issued. This can result in applicant frustration and repeated status inquiries to County staff.

Changing Provincial Legislation

In recent years, the Ontario government has made it a priority to improve the housing situation in the Province. As such, the Province introduced Bill 109 (More Homes for Everyone Act, 2022) and Bill 23 (More Homes, Built Faster Act, 2022) to reduce red tape in municipal planning processes.

As a result of changing legislation, the requirements and authority for the County's lower tier municipalities continues to evolve. This can be difficult for smaller lower tier municipalities that do not have registered planners on staff. As such, lower tiers rely more heavily on the County to lead changes and provide planning support.

Jurisdictional Review

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Comparator Municipalities

For the purposes of the project, three (3) comparator communities were selected as municipal comparators by Hastings based on characteristics such as population growth, urban/rural characteristics and geography.



Town/City	Population ¹	Households ¹	Area Square KM ²
County of Hastings	41,580	24,150	6,013.35
Frontenac County	29,295	19,869	3,725.82
Northumberland County	91,025	37,179	1,907.40
Renfrew County	76,305	48,220	7,357.94
United Counties of SDG	65,353	27,947	3,308.85

¹FIR Schedule 02 data, 2021 for Hastings, Frontenac, Renfrew and SDG, 2020 for Northumberland

²Census Profile, 2021 Census of land area (Statistics Canada, 2021)

- ✓ Interviews with comparators
- ✓ Documentation review
- ✓ Desktop research

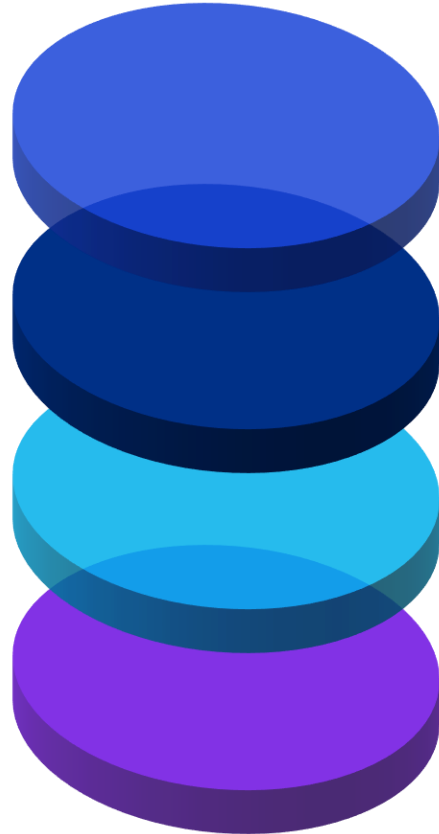
Research Tactics

- ✓ Planning Service Delivery
- ✓ Domains examined include Planning governance, processes, data & technology and people.
- ✓ Other specific topic areas identified during KPMG's engagement with County's Project Team

Research Focus Areas

Summary of Jurisdictional Review – TOM Domains

KPMG conducted interviews with key planning stakeholders from each comparator municipality to gain an understanding of current planning service delivery. Below is a summary of themes from the comparator analysis across the Target Operating Model domains.



01

Governance & Strategy

Each County provides a varying level of planning service to its lower tier municipalities. For each comparator, the level of service provided is based on the size and locality (urban vs. rural) of the member municipality. Commonly, the smaller rural municipalities heavily rely on the County for planning services.



02

Services & Processes

There are various approaches for Official Planning deployed by each jurisdiction. Two of three comparators maintain a County Official Plan and lower tier Official Plans. Another municipality maintains a County Official Plan for rural communities, while urban communities maintain their own Official Plan.



03

People & Organization

Comparator planning functions range from 2-8 FTE. Two of three comparators noted that roles and responsibilities between the County and the lower tiers can vary based on application type and lower tier geography.



04


Technology & Data


None of the comparator jurisdictions are utilizing planning software to facilitate planning workflows. Each jurisdiction is using different storage solutions to maintain planning data (e.g., TOMRMS, Microsoft Teams).

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Summary of Planning Functions

The following table outlines current approval authority for core planning applications and current staffing levels for each planning function.

 = Lower tier has delegated authority

 = County is the approval authority

* = Level of County support varies by locality of lower tier (i.e., urban vs. rural) and staffing resources

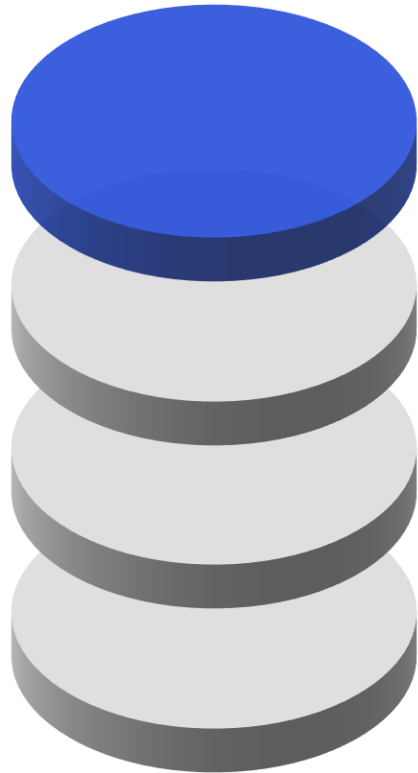
	County of Hastings	Frontenac County	Northumberland County	Renfrew County	United Counties of SDG
Number of member municipalities	14	4	7	17	6
Official Plan Amendment					
Plan of Subdivision			 *		 *
Consent Application			 *		 *
Zoning By-Law Amendment	 *	 *	 *	 *	 *
Minor Variance Applications	 *	 *	 *	 *	 *
Site Plan Approval	 *	 *	 *	 *	 *
Current staffing levels	<ul style="list-style-type: none"> 1 Director of Planning and Development 1 Senior Planner 2 Planners 1 Land Division Secretary 1 Planning Clerk 	<ul style="list-style-type: none"> 1 Director of Planning and Economic Development 1 Planning Manager 2 Planners 	<ul style="list-style-type: none"> 1 Manager of Planning and Community Development / Chief Planner 1 Senior Planner 18 Planners across the lower tiers 	<ul style="list-style-type: none"> 1 Manager 3 County Planners 2 Junior Planners 1 Secretary/Treasurer to the Land Division Committee 	<ul style="list-style-type: none"> 1 Director of Planning 1 Planner 1 Planning Technician 1 Admin Assistant 3 lower tiers have 1-2 planners each

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Comparator Analysis

KPMG conducted interviews with key stakeholders from each comparator municipality to gain an understanding on the comparator’s planning processes. Key considerations within governance & strategy include the key functions performed by planning functions, how Official Plans are managed, and controls in place to govern planning processes.

Governance & Strategy



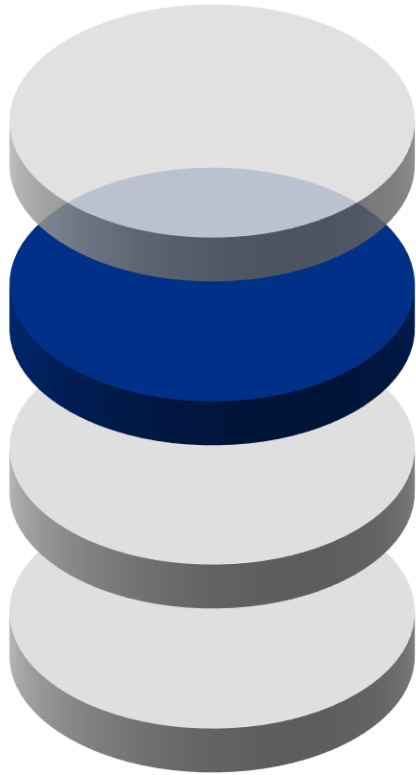
Frontenac County	Northumberland County	Renfrew County	United Counties of SDG
<ul style="list-style-type: none"> • Frontenac County provides varying degree of planning services to each of its four member municipalities. • Planning service agreements are in place with three of the four member municipalities. • The County recovers 100% of the cost of its planning services from the member municipalities. • Each member municipality maintains its own Official Plan, however the County remains the approval authority for any Official Plan Amendments allowing each member municipality to define details on how and where they want to grow. • County Official Plan is not prescriptive to member municipality planning, resulting in fewer OPA's. 	<ul style="list-style-type: none"> • The County’s planning service was implemented approximately eight years ago. • Previously, each of the County’s seven member municipalities would conduct planning services. • Each lower tier maintains an Official Plan that outlines where and how the municipality wants to grow. • The County’s Official Plan outlines broader Provincial planning elements and interests. • The County does not have service agreements or memorandum of understanding with its lower tier municipalities. 	<ul style="list-style-type: none"> • The County provides full planning services to eleven of their seventeen member municipalities. • The County’s Official Plan is rural focused and only applies to rural member municipalities. • Urban municipalities maintain and manage their own Official Plan. • The County does not maintain service level agreements or memorandum’s of understanding with its lower tier municipalities. 	<ul style="list-style-type: none"> • The County has one OP that applies to it’s six member municipalities. • The County and it’s lower tiers have MOU’s to outline the scope and service level provided by the County.

County of Hastings | Development Services Review

Comparator Analysis

KPMG conducted interviews with key stakeholders from each comparator municipality to gain an understanding on the comparator’s planning processes. Key considerations within services & processes include planning process flows (e.g., applications managed by the County and lower tiers).

Services & Processes



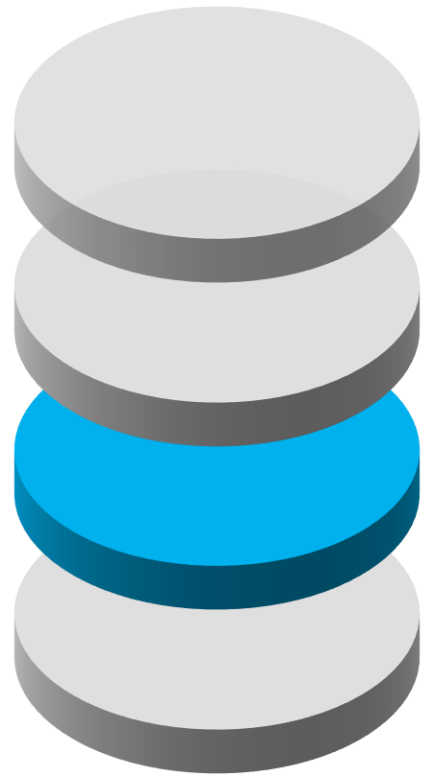
Frontenac County	Northumberland County	Renfrew County	United Counties of SDG
<ul style="list-style-type: none"> The County conducts all day-to-day planning activities for North Frontenac, Central Frontenac, and Frontenac Islands. The County is responsible for the management of severance applications, minor variances, zoning bylaw amendments and plans of subdivision. South Frontenac conducts their own planning services, with limited support from the County. The County provides long-term policy planning (i.e., Official Plan updates) for three of the four member municipalities. The County will be working with all lower tier the implement a community planning permit system. This will take all applications and set up categories for approval (i.e., delegated authority based on type of application). All applications are initiated through an online intake form. The intake form is sent to County planning where the Manager will assign the file to a planner. 	<ul style="list-style-type: none"> The level of planning support provided by the County to lower tiers varies by each jurisdiction. In general, the County will provide a higher level of service to their rural member municipalities. The County is the approval authority for Official Plan amendments, however urban centers have delegated authority for less complex amendments. For subdivisions, the County conducts all planning activities for rural member municipalities. Urban member municipalities have delegated authority. All other planning applications (e.g., zoning, minor variance, consents) are managed by the lower tiers. The County is included on circulation as a commenting party. Planning applications are accepted via email or hard copy. All application tracking is done manually in excel. 	<ul style="list-style-type: none"> The County is the approval authority for Official Plan Amendments and consent applications. Lower Tier municipalities are responsible for minor variances, site plans, and zoning bylaw amendments. Planning applications can be submitted digitally (via email), however a paper copy with physical signatures is still required. After submission, all comments are provided digitally. The County will circulate consent applications to the lower tiers as a commenting party. All inquiries and administrative activities for consent are managed by the County. The County is considering updates to current planning process to meet requirements of new legislation (e.g., Bill 109). Updates includes limiting the number of back and forth between applications and the County. 	<ul style="list-style-type: none"> The County provides complete planning services to three of it’s six lower tiers. Those three will perform limited, primarily administrative tasks. The other three lower tiers have one to two planners each and are entirely responsible for delivering planning services aside from OPAs. County planning staff hold office hours every Thursday or per appointment to meet with applicants.

County of Hastings | Development Services Review

Comparator Analysis

KPMG conducted interviews with key stakeholders from each comparator municipality to gain an understanding on the comparator’s planning processes. Key considerations within people & organization include the planning staff complement and roles and responsibilities.

People & Organization



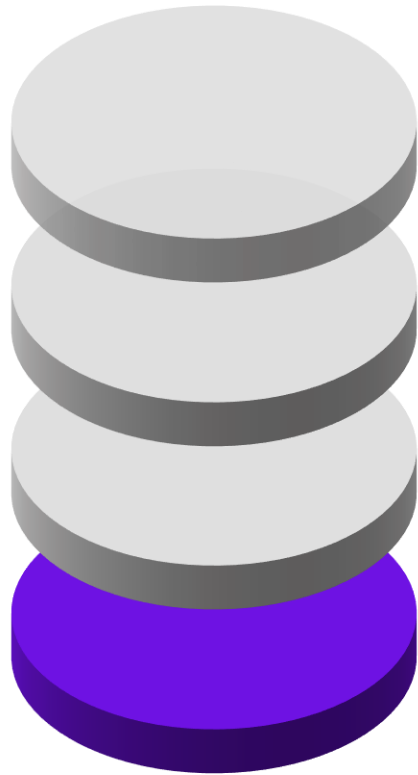
Frontenac County	Northumberland County	Renfrew County	United Counties of SDG
<ul style="list-style-type: none"> The County noted that the current staffing complement should be sufficient to support planning workflows for the next two years. The roles and responsibilities between the lower tier municipalities and the County are clearly defined. Lower Tier staff are responsible for the intake of applications, processing of fees and other administrative activities (e.g., circulation and meetings). County will conduct technical reviews and prepare planning reports for relevant Planning Committees. 	<ul style="list-style-type: none"> Prior to 2022, the County’s planning function only contained the Director, Planning. A Senior Planner was hired in 2022 to support the planning function. The County noted that they will be requesting a Planning Analyst as part of 2023 budget. Roles and responsibilities for County Planners vary by application type and member municipality. 	<ul style="list-style-type: none"> The County noted that the current staffing complement is insufficient to keep up with application volume. The County is looking to hire at least one additional planner. Turnover at the local level has resulted in ambiguity of roles and responsibilities between the County and lower tier. Roles and responsibilities for County Planners can vary by application type and lower tier municipality. 	<ul style="list-style-type: none"> An organization review was recently completed. In 2023, the planning department will be merged with economic development. The combined department will house seven staff including the current four in planning The three lower tiers that depend on the County to provide planning services have either a junior planning staff or admin to support the processes at the lower tier.

County of Hastings | Development Services Review

Comparator Analysis

KPMG conducted interviews with key stakeholders from each comparator municipality to gain an understanding on the comparator’s planning processes. Key considerations within technology & data include current technology deployed and utilized throughout planning workflows.

Technology & Data



Frontenac County	Northumberland County	Renfrew County	SDG Counties
<ul style="list-style-type: none"> The County has developed a planning inquiry form that is available on the County’s website. The form goes to both the County’s planning team and the lower tier planning team. The County uses “Harvest” to track time spent on planning activities by file. This data is used in the County’s KPIs (e.g., how much effort is spent for each member municipality) and to track the cost of service delivery. The County is using TOMRNS to file planning documents. Microsoft Teams is used for internal collaboration. 	<ul style="list-style-type: none"> The County is not using planning software to facilitate planning processes or conduct digital plans review. All application tracking is done within Excel spreadsheets. Local shared network drives are used to store and maintain planning files. One of the County’s lower tiers has implemented CloudPermit to digitally support the building permit process. 	<ul style="list-style-type: none"> The County is not using a planning software solution to facilitate planning process. The County uses Microsoft Teams to maintain and manage all planning files. The software allows the County to assign tasks, and deadlines to planning files. 	<ul style="list-style-type: none"> The County has implemented Cloudpermit for building and planning services at a cost of \$30k per year for the County and \$5k per year per lower tier with a \$10k startup fee for the County and \$1k for lower tiers. The service is currently only being used for consent applications but will be rolled out for OPA’s, subdivisions and site plans by the end of the year.

Comparator Analysis – Comparator Planning Expenses

Quantitative Analysis

Historical Expenses (Before Adjustment) Among the Comparator Group

This graph summarizes the total expense before adjustment for 'planning and zoning' and 'commercial and industrial' services observed by the comparator group in the years 2019 and 2020.

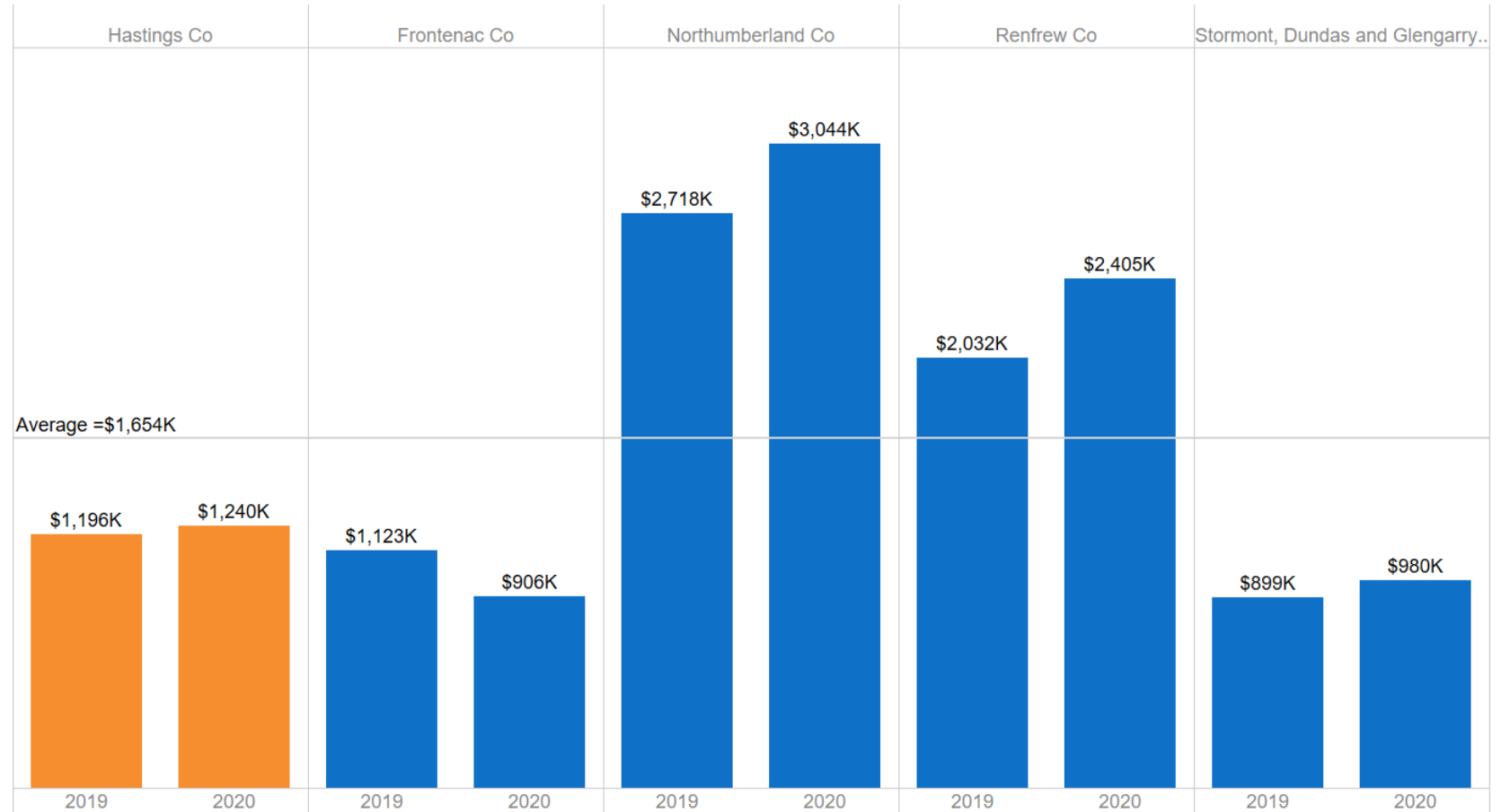
Key Takeaways

Between 2019 and 2020, Frontenac County was the only comparator that saw a decrease in their Planning and Development expenses before adjustment.

Total expenses before adjustment in Hastings increased by 3.7% while the comparators increased by an average of 3.6%

% Change in Expenses Between 2019 to 2020

Hastings	Frontenac	Northumberland	Renfrew	SDG
3.7%	(19.3)%	12.0%	18.4%	9.0%



Source – KPMG analysis of annual Financial Information Returns Schedule 40

Comparator Analysis – Historical Planning Revenues

Quantitative Analysis

Historical User Fees and Service Charges of Hastings County

This graph summarizes the total revenue (user fees and service charges) observed by the Hastings County between 2016 and 2020.

Key Takeaways

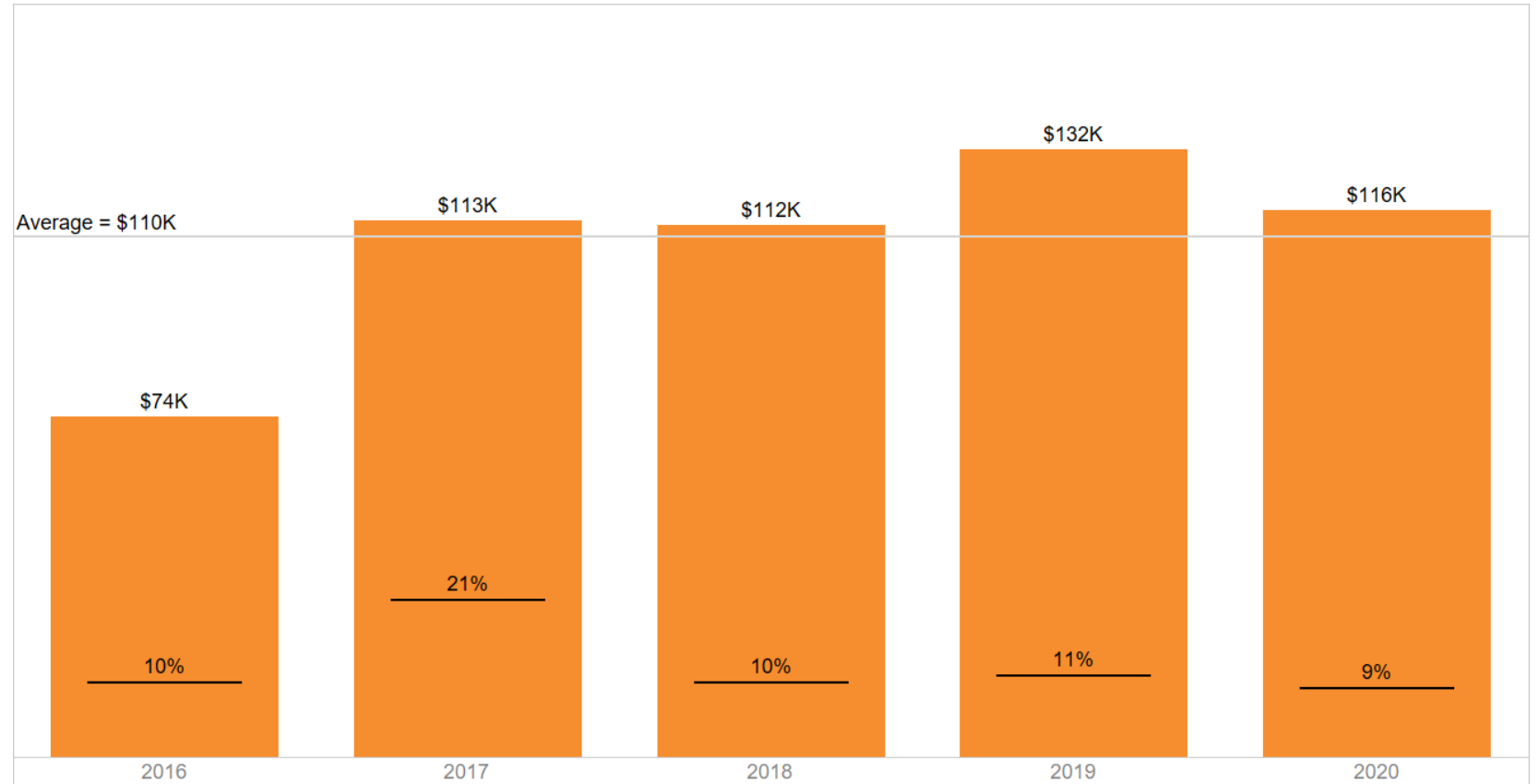
Total user fees and service charges grew by 56.8% over the five-year period between 2016 and 2020.

Recovery (revenue as a percentage of expenses) reached it's lowest level in 2020 at 9%.

A relatively low recovery rate may suggest the need for a comprehensive review of fees.

% Change in Revenue

2017	2018	2019	2020
52.7%	(0.9)%	17.9%	(12.1)%



Source – KPMG analysis of annual Financial Information Returns Schedule 12

Comparator Analysis – Comparator Planning Revenue

Quantitative Analysis

Historical User Fees and Service Charges Among the Comparator Group

This graph summarizes the total revenue (user fees and service charges) observed by the comparator group in the years 2019 and 2020.

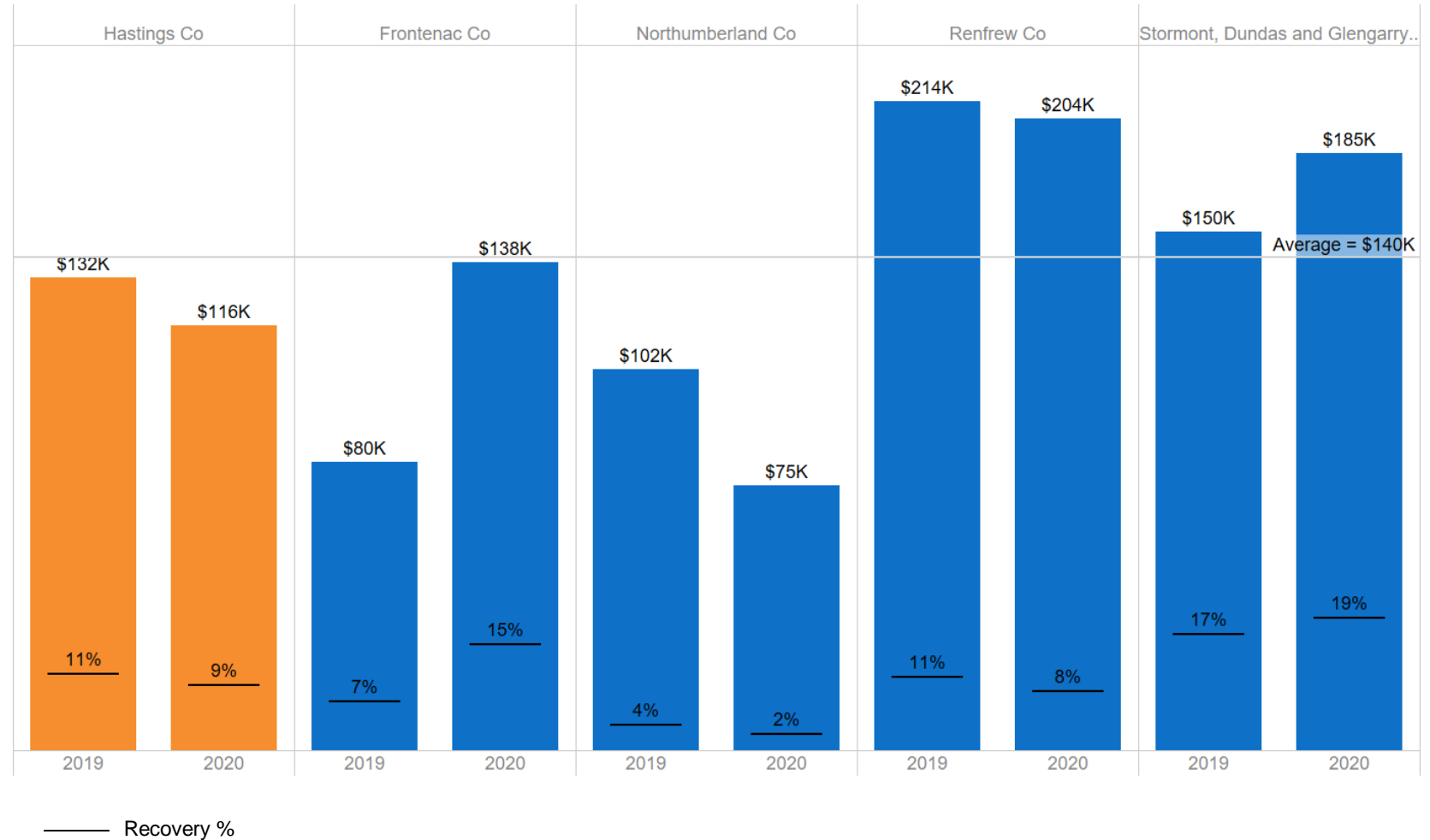
Key Takeaways

Between 2019 and 2020, only Frontenac County and SDG Counties observed an increase in revenue from planning and development services.

SDG Counties reported the highest recovery rate among the comparator groups in 2020 of 19% in 2020.

% Change in Revenue Between 2019 to 2020

Hastings	Frontenac	Northumberland	Renfrew	SDG
(12.1)%	72.5%	(26.5)%	(4.7)%	23.3%



Source – KPMG analysis of annual Financial Information Returns Schedule 12

Comparator Analysis – Historical Severance Volume

Quantitative Analysis

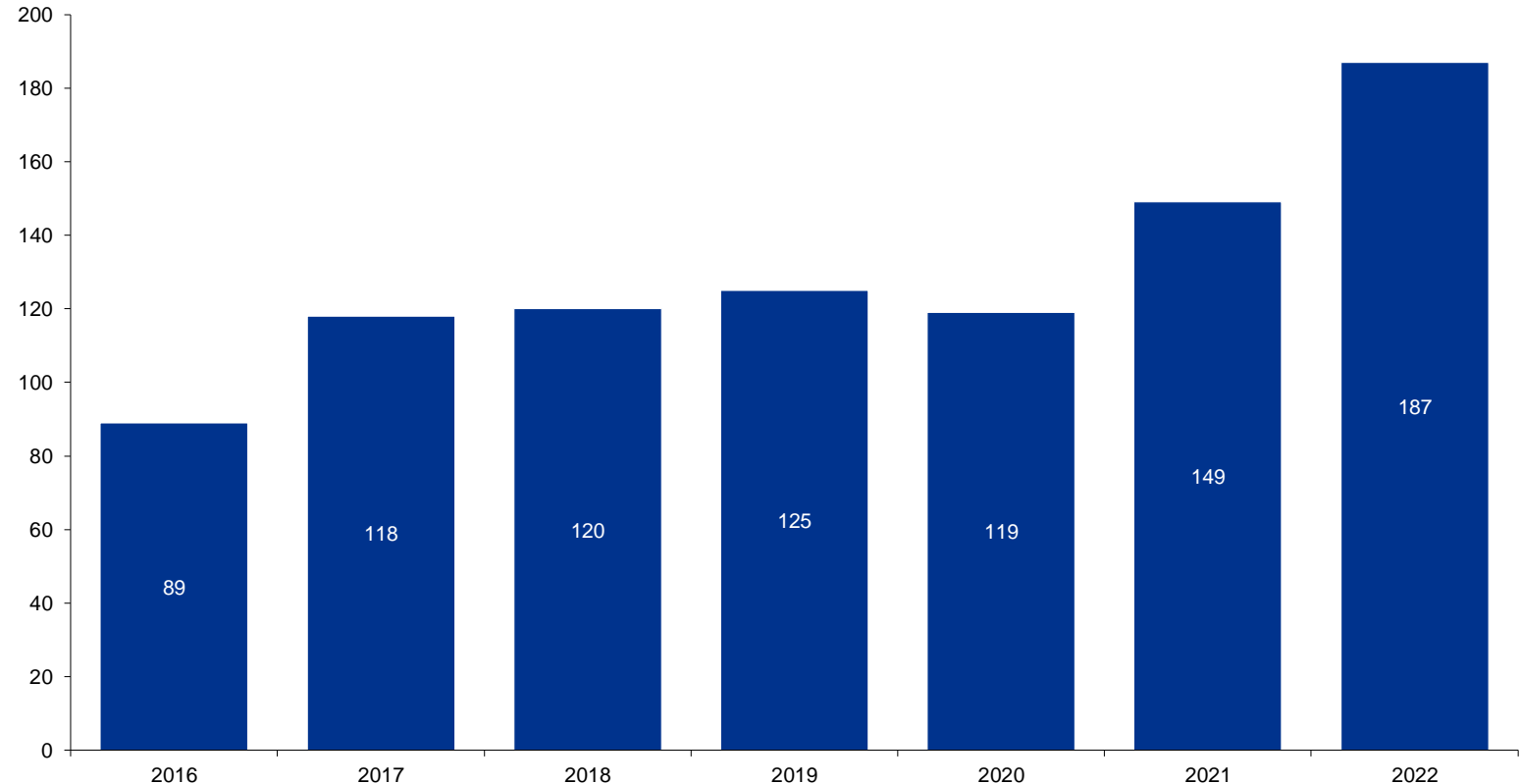
Historical Consent (Severance) Volume of Hastings County

This graph summarizes the total volume of consent (severance) applications received by Hastings County Planning Department between 2016 and 2022.

Key Takeaways

Since the start of the COVID-19 pandemic (2020 to 2022), application volume per year has risen by 68 applications or 57% in 2 years.

Hastings County - Historical Total Consent (Severance) Applications Received



Source – KPMG analysis of data provided by Director, Planning and Development

Historical Application Volume – County-Owned Processes

Quantitative Analysis

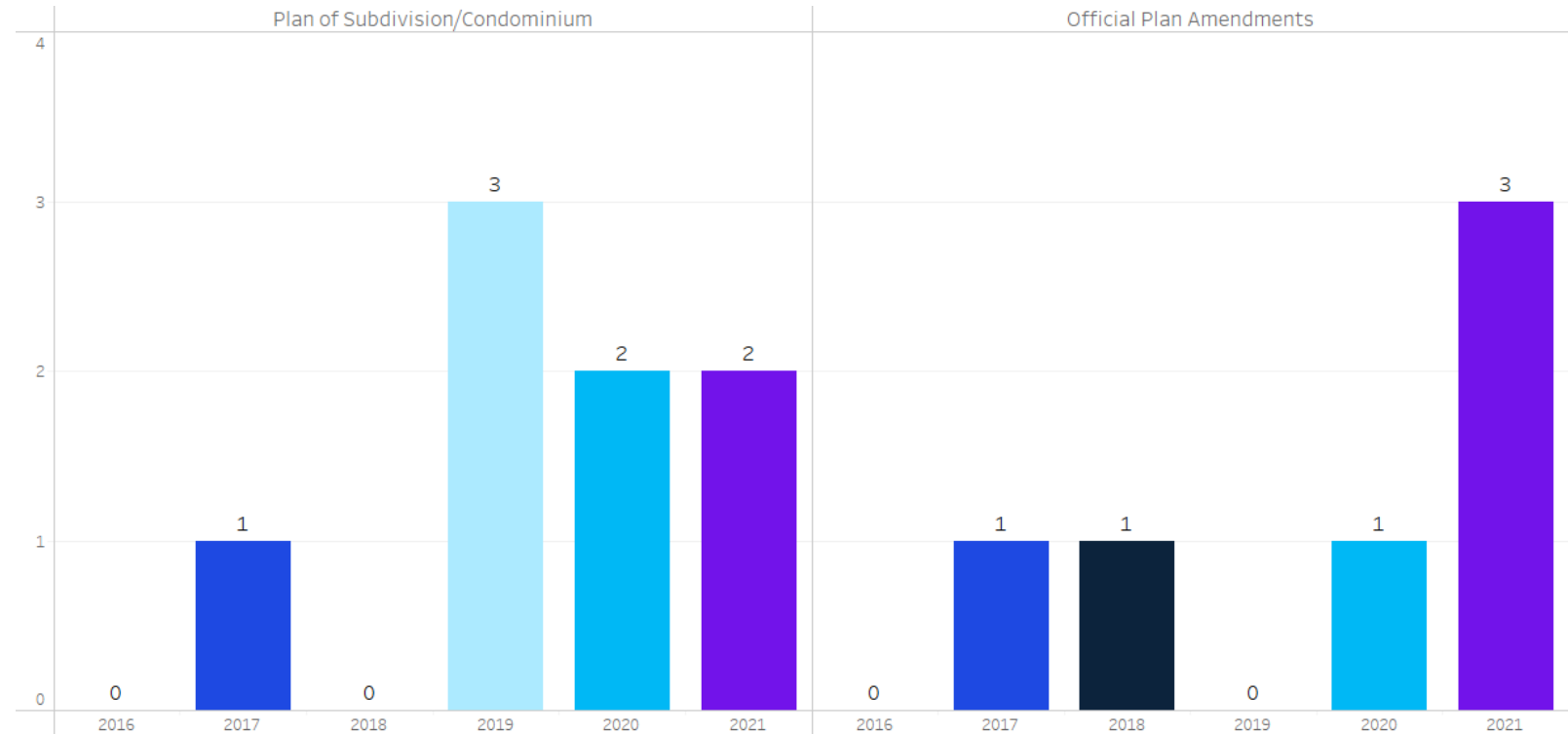
Historical Application Volume for County-Owned Processes

This graph summarizes the total volume of subdivision/condominium and OPA applications received by Hastings County Planning Department between 2016 and 2021.

Key Takeaways

Plans of subdivision/condominium increased significantly from 2018 to 2019 and remain high.

The active OP was put in place in 2016. As the plan continues to age, amendments are expected to increase. 2021 saw as many OPA applications as the five prior years combined.



Source – KPMG analysis of data provided by Director, Planning and Development

Historical Application Volume – Lower-Tier-Owned Processes

Quantitative Analysis

Historical Application Volume for County-Owned Processes

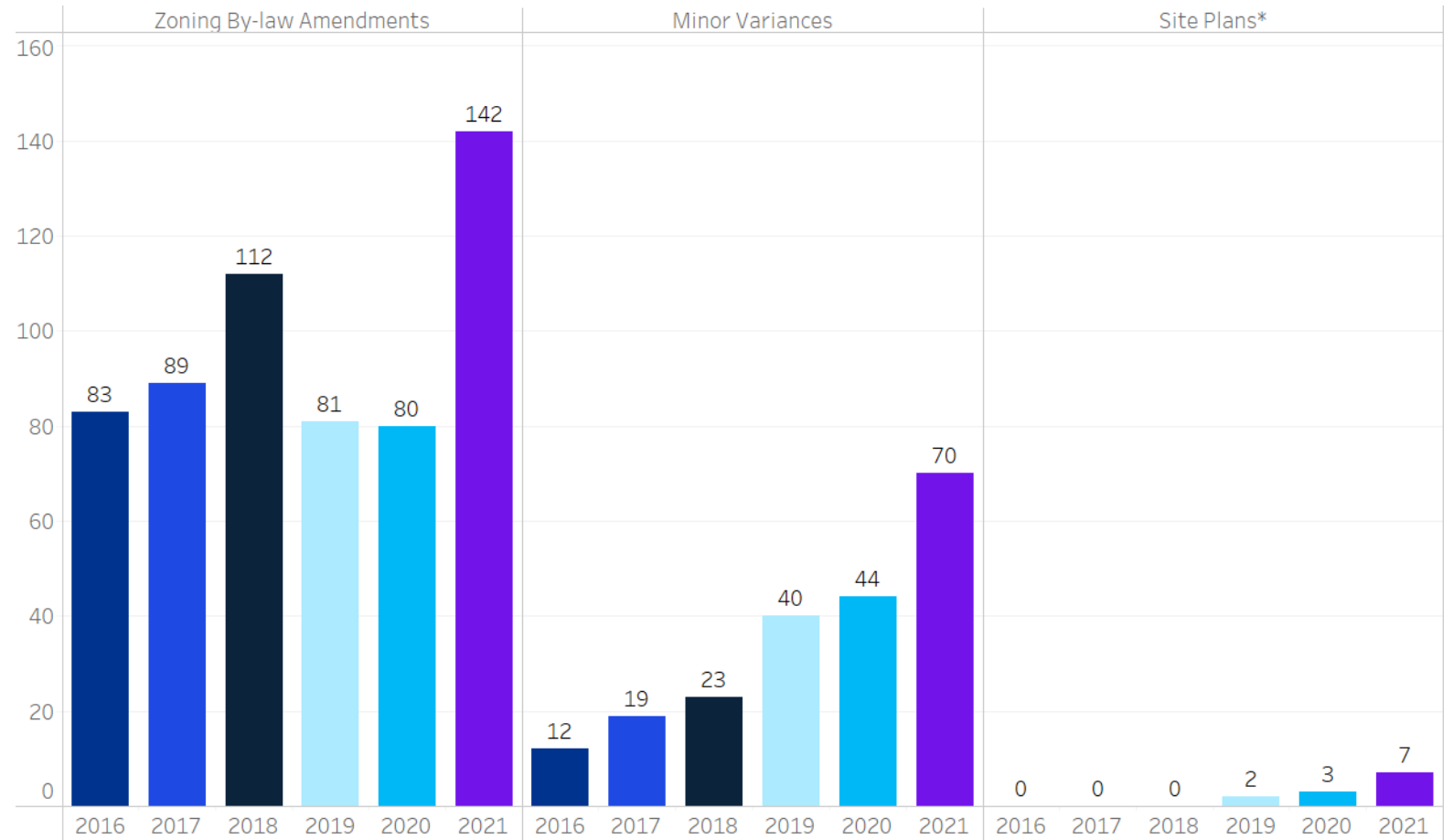
This graph summarizes the total volume of zoning by-law (ZBA) amendments, minor variance, and site plan applications handled by Hastings County planning department between 2016 and 2021.

Key Takeaways

Increases in ZBA and minor variance applications lead the growth in demand for lower-tier-owned planning processes.

Note: ZBA applications were tracked differently in 2016 and 2017 but overall numbers are still reflective of workload

Note: Site plans were not actively tracked until 2021



Source – KPMG analysis of data provided by Director, Planning and Development

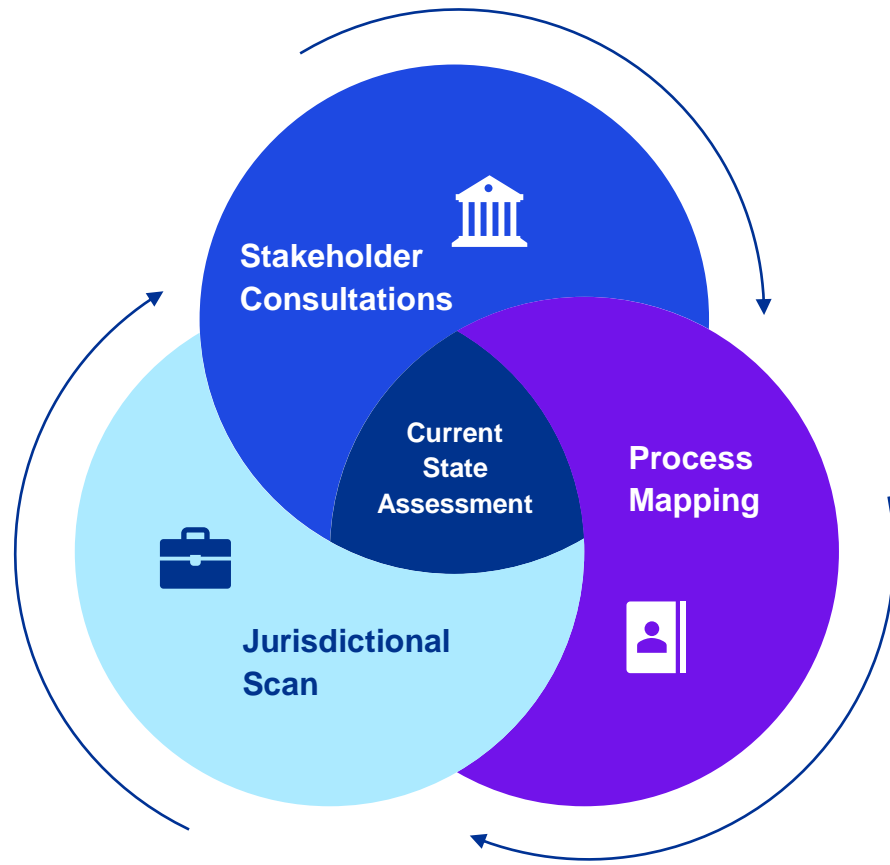
Current State Assessment

County of Hastings
Service Delivery Review – Planning Services

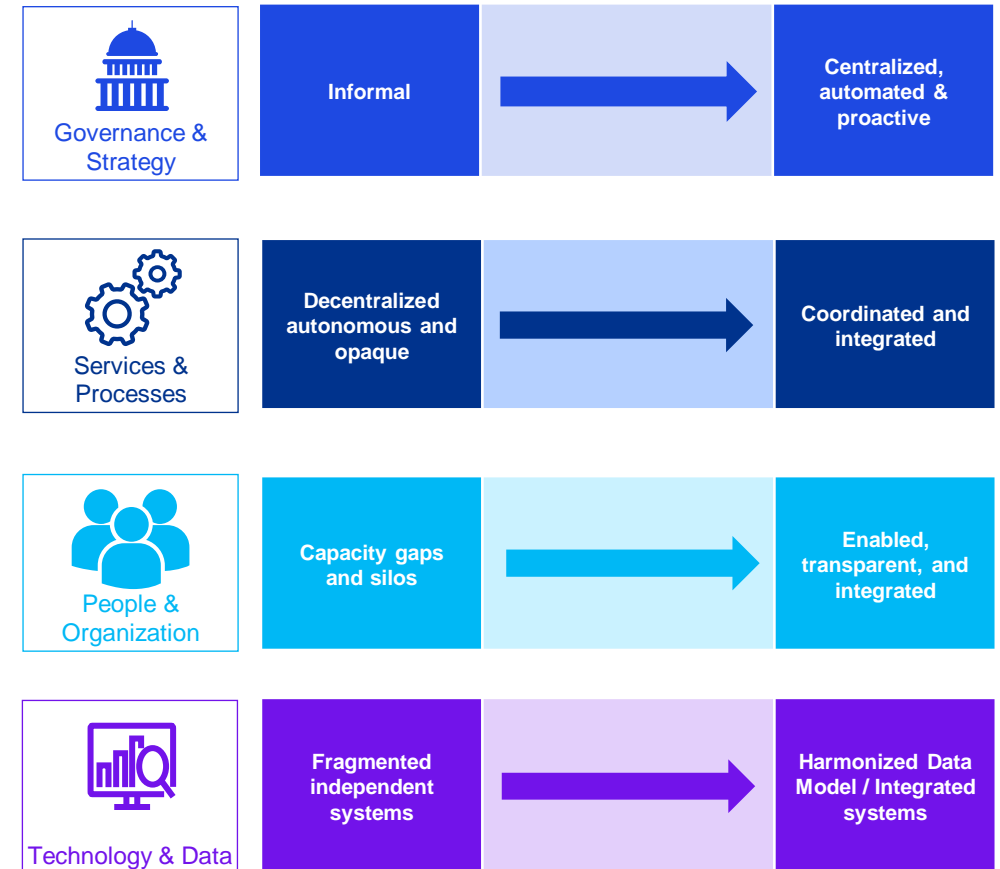
County of Hastings | Development Services Review

Current State Assessment

A clearly defined current state is key to understanding issues, challenges and pain points within an organizational process or function, and the first step in the identification of business gaps and potential improvement initiatives. To assess current state, KPMG collected information through stakeholder consultations, process mapping sessions, and a jurisdictional scan and examined the data through each domain of the Target Operating Model.

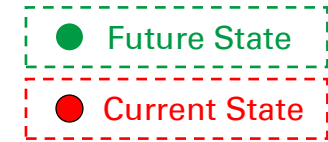


Current State Assessment

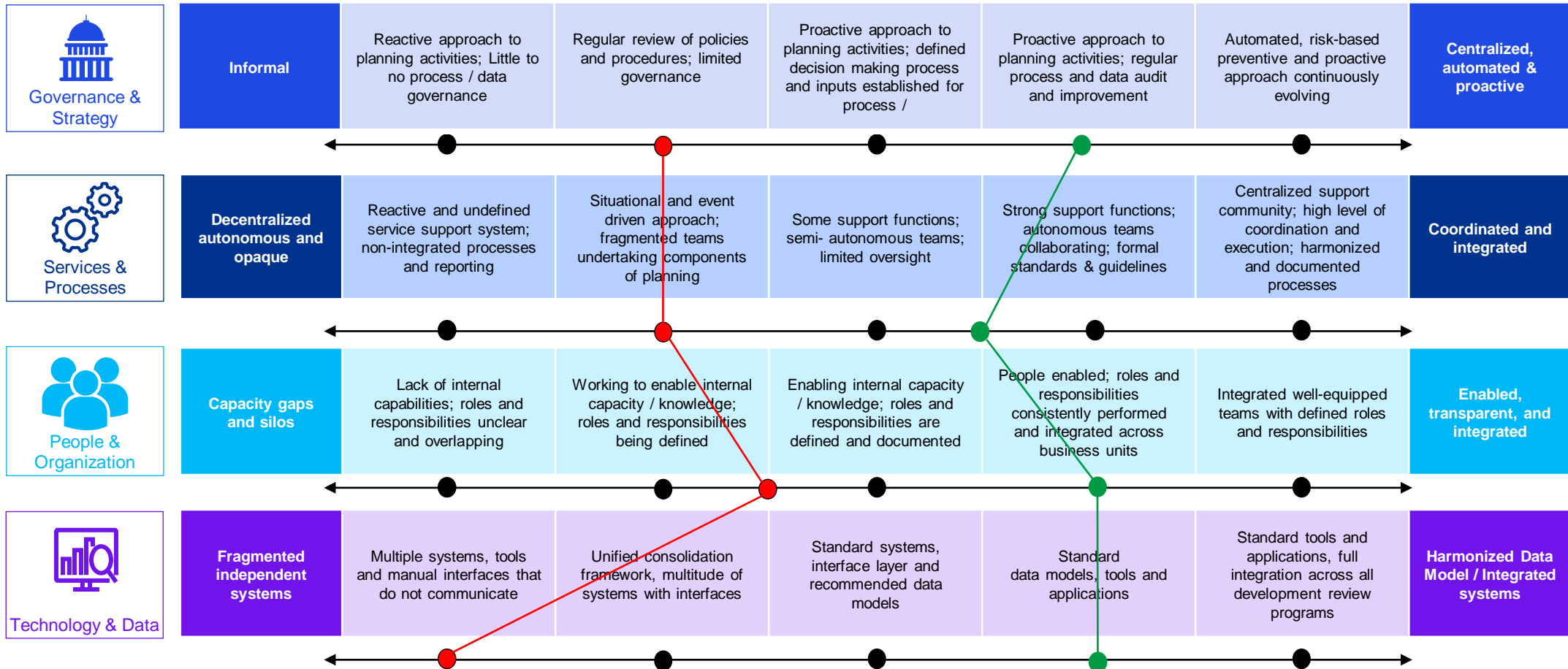


County of Hastings | Development Services Review

Current State Assessment



The below details the current state of the County's planning services. In the next phases of the project, KPMG will work with the County's Project Team to identify opportunities to achieve the desired future state.



04

Recommendations

County of Hastings
Service Delivery Review – Planning Services

Organizing Recommendations

Recommendations

In total, 21 recommendations were identified to improve the efficiency and effectiveness of the County's planning and development services.

TOM Layer	Number of Recommendations
Governance & Strategy	4
Services & Processes	9
People & Organization	3
Technology & Data	5

Opportunities are based on the information gathered during the first three (3) phases of the review:

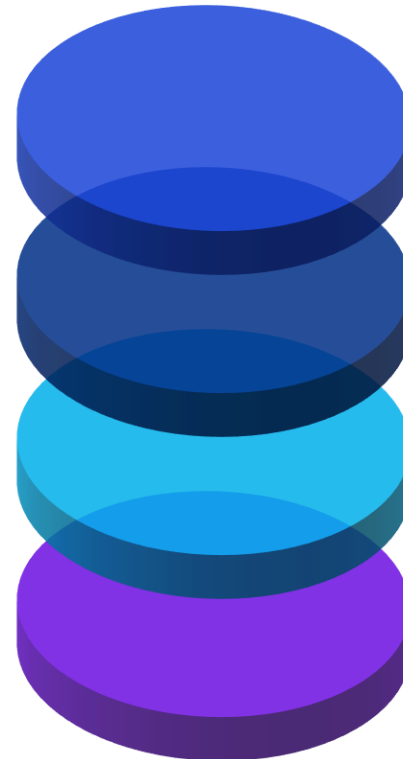
1. Project Initiation
2. Current State Assessment
3. Environmental Scan

Specifically, the activities included:

- Documentation review
- Stakeholder consultation
- Process mapping
- Jurisdictional review
- Current state assessment

Organizing Framework: Target Operating Model

The methodology that was leveraged throughout this review is KPMG's Target Operating Model (TOM). KPMG identified recommendations to improve efficiency and effectiveness of planning and development processes. Each recommendation is linked to a theme within the TOM domain as noted below:



01

Governance & Strategy

How an organization measures the performance of its services and processes



02

Services & Processes

The services delivered by an organization and the processes used to support delivery of development approvals and building permits



03

People & Organization

An organization's reporting structure and culture as well as the skills and capabilities of its staff



04

Technology & Data

The technology and data management approach that support an organization's service delivery

Recommendations – Governance & Strategy

Ref No.	Observations
1.1	The volume and complexity of development applications has increased in recent years which has impacted the County’s current (or status quo) planning and development service delivery model.

Recommendation		Prioritization	
Determine the optimal service delivery model to provide planning services to the County and its member municipalities.		Effort	5
		Impact	5



Rationale:

The County of Hastings provides planning services to each of its 14 member municipalities. Currently, the County is responsible for Official Plan Amendments, consents and plans of subdivision. The lower tier municipalities are responsible for zoning by-law amendments, site plan agreements, and minor variances. While the current (or status quo) service delivery model is able to meet today’s service delivery requirements, the department and lower tier municipalities will likely face challenges based on growing demand, complexity and increased pressure from provincial legislation (Bill 109, More Homes for Everyone Act, and Bill 23, More Homes Built Faster Act).

Over the past seven years, the County has seen a dramatic increase in planning application volume. For consent applications alone, volume has increased by approximately 100% (186 applications in 2022 vs 89 in 2016). Over the same period, the County’s planning staff complement has not increased at a rate to maintain service levels with the growing demand. As a result, there is limited capacity to in the department to meet the expected demand for planning services.

Further, the complexity of planning applications continues to increase due to changing requirements and provincial legislation. During the current state assessment, it was noted that thirteen (13) of County’s member municipalities do not have a registered planner on staff. This will create challenges for the lower tier municipalities as they will have to rely heavily on the County for planning support, or be subject to non-compliance financial penalties (as per Bill 109).

As a result, there is an opportunity for the County to review the current planning service delivery model to determine the optimal approach to providing planning services to its member municipalities. This review should consider a short-term and long-term view for planning service delivery.

Short-term

The County’s short-term outlook for planning service delivery should focus on addressing current process inefficiencies (as outlined in this report) to prepare for a long-term transition to an in-house service delivery model. Specifically, the County should:

- Identify resources required to implement efficiency opportunities (see change management)
- Update and streamline current planning processes based on recommendations in this report (e.g., digitization, process updates, etc.)
- Take a leadership role in streamlining processes/policies for lower tier municipalities (e.g., implement changes to address provincial legislation)

Continued on next page.

Benefit:

- Efficient use of resource mix
- Eliminate duplications of effort

Implementation (short-term):

- Develop the portfolio of services provided to the lower tiers and streamline processes/policies at the upper tier level
- Identify resources to implement noted efficiency opportunities
- Update and streamline current planning processes
- Take a leadership role in streamlining processes/policies for the lower tier municipalities

Recommendations – Governance & Strategy

Ref No.	Observations
1.1	The volume and complexity of development applications has increased in recent years which has impacted the County’s current (or status quo) planning and development service delivery model.

Recommendation (continued)		Prioritization	
Determine the optimal approach to provide planning services to its member municipalities.		Effort	5
		Impact	5



<p>Long-term</p> <p>Once short-term process inefficiencies and risks are addressed, there is an opportunity for the County to expand the scope of planning services delivered to its member municipalities. As mentioned previously, the County is currently responsible for the delivery of Official Plan Amendments, consents and plans of subdivision, however the County should consider adding zoning by-law amendments, site plan agreements, and minor variances to its service portfolio. While these processes have historically been managed at the local-level, a fully centralized planning service delivery model at the County would ensure that all planning applications receive the required expertise, and reduce the pressures on local municipalities. In addition, the centralized planning model would provide the following benefits to the County:</p> <ul style="list-style-type: none"> • Streamline service delivery within the County as all planning services would be centralized • Increase the consistency and degree of standardization for all planning processes • Effectively monitor and track performance indicators • Create capacity for lower tier member municipalities to focus on other municipal matters • Potentially benefit from revenues generated from development application fees <p>There are risks the County should consider as part of this transition including:</p> <ul style="list-style-type: none"> • Reluctance from local Council to upload planning services to the County • Confusion on the part of internal and external stakeholders • Increased cost for planning service delivery • Inability to attract staff resources to support the increase in the planning service portfolio • Level of effort required to transition and management historical planning files from the lower tier municipalities. <p>Continued on next page.</p>	<p>Benefit:</p> <ul style="list-style-type: none"> • Streamline planning service delivery within the County • Develop consistency within planning process • Efficiently monitor and track performance measures • Lower tier municipalities can focus on service delivery <p>Implementation (long-term):</p> <ul style="list-style-type: none"> • Developed a phased-approach for transition to a centralized service delivery model • Identify lower tier municipalities and/or specific processes that should be prioritized for central delivery • Work with lower tier municipalities and communicate changes to planning processes once centralized • Develop a resource plan to support the transition
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Recommendations – Governance & Strategy

Ref No.	Observations
1.1	The volume and complexity of development applications has increased in recent years which has impacted the County’s current (or status quo) planning and development service delivery model.

Recommendation (continued)		Prioritization	
Determine the optimal approach to provide planning services to its member municipalities		Effort	5
		Impact	5



1-3 Months	4-6 Months	7-12 Months	+12 Months
<p>Long-term</p> <p>To help mitigate the noted risks, the long-term plan should be executed through a phased-approach that prioritizes and uploads specific municipal process over a defined timeframe. As such, key considerations to the phased-approach include:</p> <ul style="list-style-type: none"> Identify and prioritize planning applications to be centralized at the County level. For example, zoning by-law amendments may require less effort to transition as the County already executes this process for select lower tier municipalities. As such, this process could be prioritized for a transition to centralized delivery. However, the County would have to define a process for application intake and document channels for final approval. Alternatively, the County could consider a phased approach that identifies and prioritizes lower tiers municipalities that are ready to transition planning services. The phased approach can be executed via a multi-year plan and would allow the County to take a strategic approach, learn from any concerns/issues, and ensure issues are addressed as services are centralized. Develop a resource plan to ensure that the County has the resource capacity to absorb the additional planning processes. Additional staff will likely be required, however this should be forecasted as part of the workforce plan (see recommendation 3.2). Outline potential impact on the levy for the increased cost of service delivery. This should be communicated and discussed with each lower tier municipality. Invest in a digital planning solution to support service delivery. The additional services as part of the planning portfolio should strength the business case to procure a digital solution for planning services (see recommendation 4.1). 			<p>Benefit:</p> <ul style="list-style-type: none"> Streamline planning service delivery within the County Develop consistency within planning process Efficiently monitor and track performance measures Lower tier municipalities can focus on service delivery <p>Implementation (long-term):</p> <ul style="list-style-type: none"> Developed a phased-approach for transition to a centralized service delivery model Identify lower tier municipalities and/or specific processes that should be prioritized for central delivery Work with lower tier municipalities and communicate changes to planning processes once centralized Develop a resource plan to support the transition

Recommendations – Governance & Strategy

Ref No.	Observations
1.2	There is no defined service level agreement or memorandum of understanding between the County and its 14 member municipalities.

Recommendation		Prioritization	
Establish memorandums of understanding (MOU) or service level agreements (SLA) with the lower tier municipalities to set service level expectations.		Effort	4
		Impact	4



Rationale:

During the current state analysis, it was noted that the County provides planning services to each of its 14 member municipalities. Currently, the County is responsible for Official Plan Amendments, consents and plans of subdivision. The lower tier municipalities are responsible for zoning by-law amendments, site plan agreements, and minor variances. However, thirteen (13) of County’s member municipalities do not have a registered planner on staff. As such, the County provides a range of planning services (i.e., review, circulation, administration) to its member municipalities for applications that are typically owned at the municipal level. Current levels of support are outlined below:

Minimal County Support: Hastings Highlands is the only lower tier municipality that does not receive planning support from the County as they maintain a registered planner on staff. Intake, review and circulation, and approval are all handled at the lower tier level. The County is included on application circulation as a commenting agency. Any planning inquiries are managed at the lower tier level. However, the County still plays a role in areas such as OLT hearings.

Some County Support: Some but not all planning matters are handled by the lower tier. These lower tier municipalities have staff that are experienced with planning (however not registered planners), documented procedures, or pay for external planning consultants. Lower tiers will conduct application intake, circulation, and administrative tasks associated with the planning application (e.g., staff report, public notices, etc.). The County remains the primary technical reviewer and service provider for complex planning issues.

Full County Support: Lower tier municipalities do not have dedicated personnel to manage planning and development matters. The County is involved at every stage of an application (e.g., review, circulation, administrative tasks) and all inquiries are directed to County Planners.

In addition, to planning application review and approval support, the lower tier municipalities rely on the County to support policy development for local level processes (e.g., site plan approval, zoning by-law amendment). While the levels of support are understood by County planning staff, they are informal and inconsistent. Specifically, stakeholders noted that the County does not maintain Memorandums of Understanding or service level agreements with the lower tier municipalities that define expectations for applications review and policy planning. As a result, service level expectations have varied over time and have limited the County’s ability to effectively resource plan, which has contributed to capacity constraints.

Benefit:

- Eliminate unnecessary duplication of effort
- Clearly define roles and responsibilities
- Create efficiencies/synergies

Implementation:

- Identify the goals and key components of the agreement
- Conduct a needs assessment by engaging with each member municipality to identify expectations
- Draft and obtain legal MOUs or service level agreements
- Obtain legal review and approval
- Sign and implement the agreement
- Review and renew the agreement as necessary

Continued on the next page.

Recommendations – Governance & Strategy

Ref No.	Observations
1.2	There is no defined service level agreement or memorandum of understanding between the County and its 14 member municipalities.

Recommendation (continued)		Prioritization	
Establish memorandums of understanding (MOU) or service level agreements (SLA) with the lower tier municipalities to set service level expectations.		Effort	4
		Impact	4



<p>Rationale (continued):</p> <p>To ensure the County is delivering a consistent level of planning service to its member municipalities, the County should establish memorandums of understanding (MOU) or service level agreements (SLA) with each of the fourteen (14) lower tier municipalities. The agreements should consider core planning processes that will be administered by the County and lower tier municipality (e.g., who is the local decision-maker) as well as the roles and responsibilities for both parties with respect to long-range planning activities.</p> <p>Key Considerations:</p> <ul style="list-style-type: none"> • Research and review best practices from other jurisdictions to identify innovative and effective approaches. For example, Bruce Peninsula has a MOA (memorandum of agreement) for land use services with its lower tiers. The MOA specifically outlines planning authority and responsibilities, prioritization of planning matters, shared responsibilities, communication expectations, costs of County planning services, the term/duration of the agreement and actions to terminate or modify the agreement. • Other key elements to consider include establishing timeframes for key milestones of each application type (e.g., time for the County to provide comments on site plan agreements). • Fees charged to lower tiers are currently integrated in the levy but will need to be reassessed based on the level of service provided. See recommendation 2.10 regarding a fee review 	<p>Benefit:</p> <ul style="list-style-type: none"> • Eliminate unnecessary duplication of effort • Clearly define roles and responsibilities • Create efficiencies/synergies <p>Implementation:</p> <ul style="list-style-type: none"> • Identify the goals and key components of the agreement • Conduct a needs assessment by engaging with each member municipality to identify expectations • Draft and obtain legal MOUs or service level agreements • Obtain legal review and approval • Sign and implement the agreement • Review and renew the agreement as necessary
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Recommendations – Governance & Strategy

Ref No.	Observations
1.3	The County's current approach to performance measurement is underdeveloped and highly manual. Currently, all performance reporting is tracked manually using Microsoft Excel and is limited to the number of applications processed by type and member municipality.

Recommendation		Prioritization	
Establish a performance measurement framework and specific key performance indicators (KPIs) to improve the management and evaluation of planning and development processes. Explore automation of performance measurement and tracking of KPIs through a digital solution.		Effort	2
		Impact	3



<p>Rationale:</p> <p>The implementation and frequent evaluation of performance metrics are essential for the measurement of any organization. Currently, the County's Development Services department lacks a formalized framework for measuring performance of the department. During the current state assessment, it was noted that many critical elements related to planning services are not tracked (e.g., circulation times and review times by commenting party, processing timelines by application type, etc.). In addition, processes to track and report on performance metrics are highly manual and rely on customized process using Microsoft Excel.</p> <p>To enhance the administration and assessment of planning services, the County should establish a framework to provide a clear understanding of performance and areas for improvement. The framework should include:</p> <ul style="list-style-type: none"> • Identification of a set of KPIs that are SMART (specific, measurable, achievable, realistic, time-bound) • Collection procedures • Reporting procedures (i.e., regular reports to Council and other key internal stakeholders) • A process for reviewing the effectiveness of the KPIs <p>Further, Bill 109 has shortened legislative deadlines with stricter fee refund requirements for applications that are not approved within the defined timeline. As part of the formalized performance measurement framework, the County should have clear targets and track the time taken to process applications to ensure that timelines are met. This will be imperative should the County centralize the service delivery of planning services (see recommendation 1.1). Should the data suggest that capacity is constrained or certain applications are failing to meet legislated timelines, corrective action should be taken. A performance management framework will support monitoring and early detection of such risks.</p>	<p>Benefit:</p> <ul style="list-style-type: none"> • Measure progress and identify areas of strength and weakness • Support informed and data-driven decisions • Enhance accountability • Benchmark performance against historical data, industry standards and legislative deadlines <p>Implementation:</p> <ul style="list-style-type: none"> • Select meaningful KPI's that support the department's objectives (for example, percent of development applications meeting timeline commitments, timelines between application submission and pre-consultation meetings, time between summary report issuance and pre-consultation meetings, satisfaction surveys completed etc.) • Establish a data collection system • Establish a process to monitor and report KPI's • Train personnel in monitoring, reporting and analyzing KPI's <p><i>Note: Sample KPI's included on the following slide</i></p>
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Recommendations – Governance & Strategy

The County should consider developing KPI's that focus on legislative changes (i.e., relate to the timeliness of application processing). Below is a sample KPI's for performance management. Note, this list is not exhaustive.

Category	KPI
Efficiency	<ul style="list-style-type: none"> • Total elapsed time from complete application to approval • Total elapsed time for each circulation • Total elapsed time for each commenting partner for each circulation • Total elapsed time with the applicant from complete application to approval • Total elapsed time with the applicant for each circulation
Effectiveness	<ul style="list-style-type: none"> • Total public engagement hours by application type and circulation • Extent to which OP objectives are achieved on an annual basis • Applicant satisfaction surveys • Public satisfaction surveys • Number of new comments by circulation • Number of comments unaddressed by applicants • Number of escalations to management and elected officials • Number of pre-application consultation meetings

Recommendations – Governance & Strategy

Ref No.	Observations
1.4	Bill 23 will limit the role of conservation authorities as part of the planning application review and approval process.

Recommendation		Prioritization	
Work with the local conservation authorities on a response to Bill 23.		Effort	2
		Impact	3



Rationale:

The County consults with a number of external agencies that provide comments on pending planning applications. For environmental elements of a planning application, the County (or applicant) will request comment from a local conservation authority. There are three conservation authorities that provide comment for Hastings County including Quinte Conservation, Lower Trent Conservation, and Crowe Valley Conservation.

On October 25, 2022, the Province introduced Bill 23 to the legislature. The amendments contained in Bill 23 received Royal Assent on November 28, 2022 and suggest a number of changes to land use policies and procedures within the province. Elements within Bill 23 will impact the County's process to obtain comment from local conservation authorities. Specifically, the legislation outlines that:

- The County's choice to request comment from conservation authorities on environmental matters with a planning application (with the exception of flooding and erosion) is prohibited.
- Certain Planning Act applications are exempt from requiring a conservation authority permit.

As such, the County should work with local conservation authorities to respond to Bill 23 to ensure that critical environmental elements of planning application receive appropriate review and support. It should be noted that the County is currently in consultation with each conservation authority, however a response has not been formalized. The County will continue to monitor changes to the process.

Should the County take on additional processes (e.g., zoning by-law amendments) from its member municipalities (see recommendation 1.1), documentation requirements for a complete application may require assessment. This could require applicants to provide environmental studies from certified consultants to satisfy environmental considerations. This will ensure that the County is able to meet legislative timeframes and avoid non-compliance financial penalties.

Key Considerations:

- An external peer reviewer will be required to review some applications. The cost will need to be covered by either the applicant or integrated into other application fees (see recommendation 2.10 regarding a fee review).
- The County will need to outline a strategy for the procurement of a consultant(s) to conduct peer reviews of environmental elements (e.g., work with a peer reviewer on contract).

Benefit:

- Expertise and technical support that complements the knowledge and experience of County planning staff
- Increase collaboration
- Ensure compliance will Bill 23 legislature is met

Implementation:

- Identify and assess the specific changes in legislation that apply to the County
- Engage with conservation authorities and other stakeholders as necessary
- Develop and implement a plan to adjust application review procedures

Recommendations – Services & Processes

Ref No.	Observations
2.1	The current pre-consultation process is informal, inconsistent and in need of update based on Bill 109.

Recommendation		Prioritization	
Formalize the pre-consultation process through the development of a pre-consultation by-law.		Effort	3
		Impact	3



Timeline for Implementation:	1-3 Months	4-6 Months	7-12 Months	+12 Months
Rationale:	<p>During the current state assessment, it was noted that the current pre-consultation process is informal, inconsistent and in need of update based on Bill 109. Stakeholders indicated that pre-consultation is encouraged as a first step within the planning review and approval process, however is not mandatory for applicants. This can result in downstream challenges to both planning staff and applicants as barriers to approval are not identified during pre-consultation.</p> <p>Further, new legislation (Bill 109) will increase pressure on the County’s planning department and its lower tier municipalities due to the financial penalty applied to applications that do not comply with provincial timeframes. In order to avoid financial penalties, applications will require a more thorough review prior to application acceptance. As such, the County will have to front-load the approval process, which will require additional review and effort by all stakeholders prior to formal submission of an application.</p> <p>To address these concerns, the County may benefit from a formal pre-consultation by-law and an update to the Official Plan. The by-law should include formal process steps and requirements during pre-consultation for all applicable planning applications. The County should work with the lower tier municipalities to apply the pre-consultation by-law to all lower tier planning applications. The pre-consultation by-law would also be aligned with the County’s long term service delivery model. A more rigorous pre-consultation will front-end the process by reviewing and addressing application elements before the application is officially submitted. Identifying concerns and taking action before an application is formally submitted reduces likelihood of re-submissions/revisions. Specifically, updates to the pre-consultation process and user guide should include the following:</p> <ul style="list-style-type: none"> • A pre-submission stage where quality and technical review would be performed prior to application intake. Provide description on what is deemed as a quality and technical review. For e.g., for technical review, the County would circulate the documents to internal staff and external stakeholders to ensure the documents meet the expectations listed in the consultation meeting. • Establish internal and external review timelines for application submissions to ensure comments are given in a timely manner. • Establish study guidelines and terms of reference for studies required as part of a complete application. • Determine how many submissions are included as part of the pre-submission process • Expiration of pre-consultation applications: consider implementing an expiration date to preapplication consultations, in light of policy changes that can impact submission requirements and ultimately the timing of approvals. • Establish a fee for the pre-consultation stage. 			
Benefit:	<ul style="list-style-type: none"> • Clarity and consistency, ensuring all parties are aware of expectations and requirements • Streamline process • Ensure complete and high quality submissions • Reduce conflicts and risk of appeals by identifying issues early in the approval process • Reduce risk of refunds (Bill 109) 			
Implementation:	<ul style="list-style-type: none"> • Identify the pre-consultation guidelines • Formalize pre-consultation process steps within a by-law • Draft and approve the by-law (and OPA, if applicable) • Update SOP’s and documentation • Communicate changes to internal and external stakeholders • Coordinate applicability of the pre-consultation by-law with the lower tier municipalities 			

Recommendations – Services & Processes

Ref No.	Observations
2.2	The County has experienced an increase in the volume of consent applications. All administrative tasks associated with consent applications are conducted by the Land Division Secretary, with no direct backup.

Recommendation		Prioritization	
Digitize elements of the consent process through digital systems / tools.		Effort	2
		Impact	3



Rationale:

Since the start of the COVID-19 pandemic (2020 to 2022), application volume has risen by 34% or 41 applications per year. This has resulted in staff capacity constraints due to the numerous manual work steps within the process including:

- Manual scanning of application documents to the S drive
- Creating physical file folders for review
- Manual data entry for each application including applicant info., addresses and file numbers.
- Manual circulation of applications to external commenting parties
- Preparation of meeting and decisions notices
- Manual tracking of applications within Microsoft Excel spreadsheet

It was noted that all administrative tasks associated with consent applications are conducted by the Land Division Secretary, with no direct backup. As the volume of consent applications increases, timelines may be affected due to limited capacity and staff support.

As such, the County should transition various elements of the consent application process to a digital workflow. The following are specific process steps that can be digitized with potential systems / tools:

Continued on next page.

Benefit:

- Increase process consistency
- Reduce reliance on institutional knowledge
- Reduce manual work steps

Implementation:

- Develop formalized process in a digital environment
- Communicate process changes to staff and provide training, as necessary
- Work with IT to enable digital work flows

Recommendations – Services & Processes

This table outlines process steps within the consent process that can be improved through digitization:

Process	Improvement Opportunity
At the initiate phase of the consent process the applicant will complete and submit a physical form to the County. Physical forms contribute to in increased administrative workload from scanning and uploading documents.	Short-term: Update the County’s website to encourage digital submission of the application using the fillable form. Explore a digital portal for applicants to submit documents (see recommendation 4.1)
After consulting with the Land Division Secretary, the applicant submits the fee (via cheque) and the application package (either hard copy or via email), contributing to the administrative workload.	Short-term: Allow applicant to make payments via e-transfer (see recommendation 4.3) Enable online payments through a digital workflow (see recommendation 4.3)
Upon receiving the application and payment, the Land Division Secretary manually enters the information from the application into a Microsoft Excel spreadsheet.	Explore a digital planning solution (see recommendation 4.1)
After the Director reviews and approves the preliminary report, the draft is circulated to commenting agencies and the applicant via manual emails.	Short-term: Create templates to streamline the process to email commenting agencies and applicants. Include standardized language within the template. Explore automated correspondence as part of a digital solution (see recommendation 4.1)
Once the applicant receives and reviews the draft report, they sign a physical declaration form and send it to County 14 days before the Planning Committee meeting	Explore digital signature options to reduce the County’s dependence on hard-copy documentation.
After commenting agencies complete their review of the draft report, they provide comments to the County primarily via email. Comments are seldom provided in a timely manor and the Land Division Secretary often must track the status of outstanding comments and follow-up with commenting agencies.	Short-term: Provide access to the Excel tracking spreadsheet to other staff members and provide training on the data that is entered and monitored within the spreadsheet. Automate application status tracking via a digital solution (see recommendation 4.1)
Comments are received at various stages throughout the review processes. As such, the Land Division Secretary will track comments as they are received and manually notify Planners that the comments are available. This adds to the administrative workload of the planning staff.	Explore a digital planning solution (see recommendation 4.1) that would enable automated notifications to limit manual correspondence efforts. In addition, access can be provided to commenting agencies to streamline the review process within the digital solution.
After the application is approved and conditions have been satisfied, the Land Division Secretary sends a copy of the registered documents to GIS to update mapping.	As part of a digital solution, enable automated notifications to the GIS team to update mapping once registered documents are uploaded to the file.
Upon registration of the documents, the Land Division Secretary will update TOMRNS and the lot concession spreadsheet. This is a duplication of effort contributing to the administrative workload.	Explore automated tracking and updates through a digital planning solution (see recommendation 4.1) to reduce manual tracking and duplication of efforts.

Recommendations – Services & Processes

Ref No.	Observations
2.3	The process to clear conditions as part of draft plan of subdivisions and consents is inconsistent between each of the member municipalities.

Recommendation		Prioritization	
Standardize the process of clearing conditions of consent and draft plan of subdivision approval		Effort	2
		Impact	2



<p>Rationale:</p> <p>Stakeholders noted that the process to clear conditions as part of draft plan of subdivisions and consent process is inconsistent between each of the member municipalities and applicants. To clear a condition, applicants are required to work with the lower tier to submit documentation that satisfies the condition. However, the lower tier municipalities do not verify that conditions have been satisfied in a consistent manner. This is due to a lack of understanding of the process and documentation requirements to clear conditions. Further, applicants will often submit incomplete documentation which results in additional delays to the process. This inconsistent process contributes to the administrative workload for County staff due to the level of effort required to track and follow-up on conditions. It should be noted that as per the current process, the County has set a three year timeframe to complete conditions. If a condition is not cleared within this timeframe, the applicant must apply for an extension.</p> <p>As such, the County should clearly define the process to clear conditions as part of draft plan of subdivisions and the consent process. This can be achieved through the creation of a standardized conditional approval process and conditional templates. All new processes should be communicated to the lower tier municipalities to ensure there is understanding of their role in clearing conditions. The process should also be communicated to applicants and posted on the County’s website. Further, the County should continue enforce the timeline to clear conditions (3 years), to promote applicant accountability and ensure quality of documentation submissions.</p> <p>Key considerations:</p> <ul style="list-style-type: none"> • Recommendation 2.4 proposes approving site plans with conditions. As such, this process may be carried over to site plan applications. • Ensure process changes are communicated to frequent users of County planning services and solicit feedback as part of continuous improvement. 	<p>Benefit:</p> <ul style="list-style-type: none"> • Increase consistency of the process • Reduce reliance on institutional knowledge • Reduce manual work steps within the process • Ensure timeliness of full approval. <p>Implementation:</p> <ul style="list-style-type: none"> • Develop formalized procedure for clearing conditions • Prepare informative resources e.g., flowcharts, checklists • Communicate process changes to staff
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Recommendations – Services & Processes

Ref No.	Observations
2.4	The current site plan approval process is inconsistently executed by the County’s member municipalities and is in need of updates based on Bill 109 and Bill 23.

Recommendation		Prioritization	
Create a standardized procedure for site plan application process to promote consistency among member municipalities.		Effort	3
		Impact	3



<p>Rationale:</p> <p>During the current state assessment, it was noted that approximately half of the County’s lower tier municipalities have the expertise to conduct end-to-end activities as part of the site plan control process. However, the other half rely predominantly on the County to support the process (i.e., administrative activities, technical review, etc.). In addition, there are instances where the lower tier municipalities with planning expertise will engage the County downstream in the site plan process to support applications that have become complex. This results in a site plan process that is in-consistent with a low degree of standardization across the County. This can lead to unexpected increases in workload, delays in the approval process, and applicant frustration. Changes to provincial legislation have also added an additional layer of complexity to the site plan approval process. As per Bill 109, municipalities across Ontario must approve or make a decision on site plan applications within 60 days or be subject to financial penalty (i.e., forfeit of application fees). This will increase the pressures on lower tier municipalities to ensure compliance with legislated timelines.</p> <p>As such, there is an opportunity to review the site plan process and clearly define the County’s role in the process. In the short-term the County should complete the following:</p> <ul style="list-style-type: none"> Update the site plan guideline document to reflect process changes as per Bill 109. To address these concerns, comparator municipalities have considered the following: <ul style="list-style-type: none"> Approve site plans with conditions instead of providing full site plan approval at the end of the process. Incorporate an expiration date for the conditional approval to ensure that conditions are cleared with an appropriate amount of time. Create standardized approval process and conditional templates. Support the lower tiers in updating site plan by-laws to reflect legislative changes. <p>In the long-term, there is an opportunity to consider the level of County involvement and transition this process to the County. This opportunity is explored further in recommendation 1.1.</p> <p>Continued on next page.</p>	<p>Benefit:</p> <ul style="list-style-type: none"> Respond to provincial legislation Promote consistency and standardization of the site plan process across the County <p>Implementation:</p> <ul style="list-style-type: none"> Establish a process to provide conditional site plan approval Create standardized conditional approval process/template/timelines Consult with legal about the feasibility and process to eliminate the need for physical signatures Update and document SOP’s (see recommendation 2.6) Inform development community of the updated practice
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Recommendations – Services & Processes

Ref No.	Observations
2.4	The current site plan approval process is inconsistently executed by the County’s member municipalities and is in need of updates based on Bill 109 and Bill 23.

Recommendation		Prioritization	
Create a standardized procedure for site plan application process to promote consistency among member municipalities.		Effort	3
		Impact	3



<p>Rationale (continued):</p> <p>The County is one of few municipalities that require original signatures on site plan agreements. This can delay the application approval process as staff must obtain physical signatures from Council prior to finalizing a site plan agreement. It should be noted that the requirement for hard copy signatures was previously legislated by the Planning Act, however, during the COVID-19 pandemic, the requirement has been updated to allow digital signatures.</p> <p>The County should implement an online digital signature solution. This would streamline the process as applications will not be delayed while they await physical signatures. This would also digitize an element of the development approval process resulting in time savings for staff and reducing the administrative workload.</p>	<p>Benefit:</p> <ul style="list-style-type: none"> Respond to provincial legislation Promote consistency and standardization of the site plan process across the County <p>Implementation:</p> <ul style="list-style-type: none"> Establish a process to provide conditional site plan approval Create standardized conditional approval process/template/timelines Consult with legal about the feasibility and process to eliminate the need for physical signatures Update and document SOP’s (see recommendation 2.6) Inform development community of the updated practice
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Recommendations – Services & Processes

Ref No.	Observations
2.5	The majority of applicants have limited knowledge of planning services and lower tier staff are untrained in the subject matter. Thus, stakeholders heavily on the County to support the planning processes

Recommendation		Prioritization	
Enhance communication to external stakeholders (e.g., applicants) to improve the user experience		Effort	3
		Impact	5



<p>Rationale:</p> <p>Currently, when an applicant is looking to submit a planning application they will initiate this process at the local level. However, given the lack of planning knowledge at the local level, planning inquiries are often directed to the County for support. As a result, the County receives a large volume of inquiries from applicants and member municipalities increasing the administrative workload. Often, the backlog of requests can delay response times, resulting in customer frustration with both the County and the lower tier municipality. It was noted that often the planning inquiries are process-related or application status related.</p> <p>As such, the County should enhance communication to external stakeholders to improve the user experience. There are multiple strategies the County can adopt to improve communication with each external stakeholder group:</p> <p><i>a. Applicants/residents</i></p> <ul style="list-style-type: none"> Update the County’s website to include detailed information regarding the planning process including FAQs, application process flowcharts and process details, digital applications, technical standards and design guidelines, and application checklists. Solicit feedback from applicants to collect insight into the effectiveness of the review process. The County could develop application satisfaction surveys to track and improve customer experience. Establish clear communication expectations at the front end of an application (i.e., during pre-application consultation, define when/how the applicant will be informed of application movement). <p><i>b. Member municipalities</i></p> <ul style="list-style-type: none"> Take a leadership role such that application processes are streamlined among lower tiers. Set up regular touchpoints between the County and staff carrying out planning services at the lower tiers to review the status of open and on-going applications. Provide County-wide training on planning procedures, legislative changes, etc. to ensure consistent understanding of the County’s processes and strategies 	<p>Benefit:</p> <ul style="list-style-type: none"> Set reasonable expectations for service users Improve customer satisfaction Enhance relationships with key stakeholders including developers and lower tier staff Conflict resolution by identifying and resolving conflicts quickly <p>Implementation:</p> <ul style="list-style-type: none"> Update the County website Formalize the process to address applicant inquiries Design and implement a customer satisfaction survey Organize County-wide meetings with lower tiers
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Recommendations – Services & Processes

Ref No.	Observations
2.6	It was noted that the County's planning and development department does not have formalized policies and procedures for planning workflows.

Recommendation		Prioritization	
Establish, document and communicate standardized planning processes.		Effort	2
		Impact	2



<p>Rationale:</p> <p>During the current state assessment, it was noted that the County's Planning Department rely on processes that are highly manual and customized to meet the specific objectives of individual stakeholders. In addition, processes are not well documented and have a low degree of standardization. This has resulted in multiple lengthy processes that are not consistent and/or difficult to repeat without the required institutional knowledge (e.g., consent application process). As a result, staff rely on knowledge transfer between staff to execute day-to-day planning activities. The non-standardized processes also impact onboarding for new hires as each stakeholder has developed their own process for executing elements of the planning workflow (e.g., review, document management, status tracking, etc.).</p> <p>To increase the standardization of planning processes, the County should establish, document and communicate standardized planning processes that clearly define key activities, data, and systems (if any) that support the process. Most valuable processes to identify and document typically include many users, large resources demands, and/or high customer expectations. To enhance transparency with external stakeholders, the County's planning guidelines and policies should be provided to developers/applicants and made publicly available on the County's website.</p> <p>Legislative changes from Bill 23 will also impact current planning processes. As such, the process for official plan amendment applications should be prioritized to ensure compliance with the changing legislation. Moving forward, the County should also assign responsibility for maintaining and updating all policies and procedures.</p> <p>It will be important to ensure that changes are communicated to both internal and external stakeholders (see recommendation 2.5 on enhancing communication and user experience).</p>	<p>Benefit:</p> <ul style="list-style-type: none"> • Efficient administration of development processes • Consistent onboarding and training experience • Less reliance on institutional knowledge and on-the-job training <p>Implementation:</p> <ul style="list-style-type: none"> • Develop an inventory of planning policies and procedures that require an update and/or formalization • Identify key changes to planning policies • Update policies and procedures • Document changes • Communicate changes to internal and external stakeholders • Assign responsibility and train personnel for maintaining, updating and storing SOP's
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Recommendations – Services & Processes

Ref No.	Observations
2.7	A best practice identified by jurisdictional research was to perform end-to-end review of applicant files on a periodic basis (e.g., quarterly).

Recommendation		Prioritization	
Implement a process to perform periodic internal audits of application files		Effort	2
		Impact	4



Rationale:
 Performing periodic internal audits of planning files is an essential step in ensuring the quality and timeliness of application processing. The audits will provide valuable insight into the performance of the County’s planning services and identify improvement areas. In addition, internal reviews of files will provide a good indication of the performance of staff in executing the County’s workflows and identify additional training or resource requirements to maintain the expected standard. The department can also conduct an all-hands meeting post-audit period to discuss and address any findings identified during the review.

Sample audit checklist:

Question	Yes/No/Not Applicable	Evidence	Remarks
Have file naming conventions been followed?			
Are relevant records of key documents maintained?			
Was key applicant correspondence maintained?			
Is the file number correct and consistent?			
Did the application meet regulatory requirements?			

Benefit:

- Improve quality and timeliness of application processing by identifying areas for improvement
- Increase transparency and accountability
- Contribute to continuous improvement

Implementation:

- Identify the personnel responsible for conducting the audits, develop a process and train the team
- Develop a checklist of items to be reviewed
- Establish a schedule for conducting the audits
- Conduct the audits according to the schedule and checklist
- Develop a reporting structure and report key findings from the audit

Recommendations – Services & Processes

Ref No.	Observations
2.8	Based on legislative requirements of Bill 109, some or all of the application fees are to be refunded if a rezoning application, a combined official plan and rezoning application, or a site plan application is received after the date the amendments in Bill 109 come into force, and no decision is made on that application within the statutory timeline.

Recommendation		Prioritization	
Develop a process to refund application fees, with input from Finance and lower tier municipalities.		Effort	2
		Impact	3



Rationale:
 Bill 109 introduced new legislative timelines for development approvals and financial penalties for non-compliance. Some or all of the application fees are to be refunded if a rezoning application, a combined official plan amendment and rezoning application (OPA/ZBA) or site plan application is received after the date the amendment in Bill 109 comes into force and no decision is made on that application within the statutory timeline. The table below outlines non-compliance penalties:

Amount of Refund	ZBA/OPA combined	ZBA	Site Plan
No refund	Less than 120 days	Less than 90 days	Less than 60 days
50%	121 to 179 days	91 to 149 days	61 to 89 days
75%	180 to 239 days	150 to 209 days	90 to 119 days
100%	More than 240 days	More than 210 days	More than 120 days

As per the current service delivery model, the County does not collect fees for ZBA or site plan applications as these processes are owned at the lower tier level. As such, in the event of non-compliance, the County would only be required to refund application fees for OPA applications. The legislation noted that the County will have to refund fees regardless if the applicant makes the request. Therefore, the County will need to develop a process to refund application fees, with input from finance. Key considerations for the process include:

- Establish refund mechanism (e.g., issuing a cheque or credit to the applicant).
- Update current system used for tracking application timelines.
- Enforce a system for tracking and documenting refunds.
- Ensure that application fees are not recognized as revenue until the application has satisfied the legislated timeline.

In addition to the County’s internal refund process, the County should work with the lower tier municipalities to determine if County support is required. If County support is required, the lower tier municipalities should be engaged as the refund process is developed.

Benefit:

- Compliance with provincial legislation
- Reduce administrative burden on staff to administer refunds
- Customer satisfaction and trust
- More easily collect data on refunds

Implementation:

- Work with finance to develop a standard refund process
- Develop a process to automate tracking legislative deadlines to initiate refunds
- Clearly define and document the process to administer refunds

Recommendations – Services & Processes

Ref No.	Observations
2.9	The County has not conducted a comprehensive review of planning and development fees.

Recommendation		Prioritization	
Conduct a comprehensive fee review for planning and development fees.		Effort	3
		Impact	3



<p>Rationale:</p> <p>During the current state assessment, it was noted that the County has not undergone a comprehensive fee review for planning and development services within the last 5 years. As a result, planning fees may not accurately represent the level of effort required to execute planning activities based on the current service delivery model.</p> <p>In addition, the introduction of provincial legislation (Bill 23 and Bill 109) has resulted in the need for expedited reviews to meet proposed timelines. This will impact the County’s budget and resources as the staff complement may need to be increased to meet timelines. As such, the County needs to explore a corresponding increase in application fees.</p> <p>Key considerations as part of this recommendation include:</p> <ul style="list-style-type: none"> • Ensure the fees align with the County and departments vision • Review service delivery for each lower tier municipality to ensure an equitable distribution of fees • Consider restructuring fees (e.g., add fee non-refundable fee for pre-application consultation and correspondingly reduce application fee). • Leverage a third-party specialist to conduct a fee review. • Industry best practices recommend a fee study every three to five years to ensure fees continue to reflect the cost of service delivery. 	<p>Benefit:</p> <ul style="list-style-type: none"> • Address legislative process changes, including digitization efforts • Align with County and department strategic direction • Reflect consumption of County resources • Benchmark fees and service delivery to maintain market competitiveness <p>Implementation:</p> <ul style="list-style-type: none"> • Make any necessary process changes that will impact the cost of service delivery • Draft and implement MOU’s with member municipalities • Facilitate a fee review (with the support of a third party) • Obtain approval for updated fee schedule
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Recommendations – People & Organization

Ref No.	Observations
3.1	It was noted that roles and responsibilities for local-level planning processes (i.e., minor variances, zoning by-law amendments, site plan control) can be unclear to lower tier stakeholders. This is a result of turnover at the local level leading to the loss institutional knowledge and the lack of formal process documentation.

Recommendation		Prioritization	
Develop a roles and responsibilities matrix (RACI) to clearly define the roles and responsibilities for key stakeholders involved in planning and development processes.		Effort	2
		Impact	2



<p>Rationale:</p> <p>While local-level planning processes (i.e., minor variance, ZBA, site plan control) are predominantly facilitated by lower tier staff, the County plays a support role. However, the specific roles and responsibilities for County staff vary based on the member municipality and type of application. In some instances, unclear responsibilities has contributed to delays in application processing. For example, in a situation whereby a lower tier municipality initiates a site plan application without the involvement of the County in pre-consultation, it often results in downstream process inefficiencies. This is a result of the lower tier municipality accepting an incomplete application then tasking the County to correct the application, duplicating the effort on the application.</p> <p>As such, there is an opportunity to clearly define roles and responsibilities of key stakeholders throughout the County's planning processes with the use of the RACI matrix.</p> <p>RACI roles and responsibilities are guidelines to set clear expectations and accountability for the role of a stakeholder for a given task. The RACI outlines which parties are responsible, accountable, consulted and informed (RACI) for the given activities. The RACI groups are:</p> <ul style="list-style-type: none"> • R (Responsible): Who is responsible for actually doing the task? • A (Accountable): Who is the ultimate owner of the task/accountable for the final decision? • C (Consulted): Who needs to give input about the task? • I (Informed): Who needs to be kept informed about the task? <p>The results of this process can also inform decisions as part of the comprehensive fee review (see recommendation 2.9).</p>	<p>Benefit:</p> <ul style="list-style-type: none"> • Better customer service as external stakeholders will have a clearer understanding of roles and responsibilities <p>Implementation:</p> <ul style="list-style-type: none"> • Identify relevant stakeholders, process steps and deliverables • Consult with lower tier municipalities • Determine which tasks are assigned to each stakeholder • Visualize roles and responsibilities in the RACI matrix • Communicate and distribute RACI matrix to stakeholders <p><i>Note: Sample RACI matrix provided on the following slide</i></p>
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RACI Matrix – Sample of OPA Process for Illustrative Purposes

RACI Matrix: R(Responsible) – Who is responsible for actually doing the task? A(Accountable) – Who is the ultimate owner of the task/accountable for the final decision? C(Consulted) – Who needs to give input about the task ? I(Informed) – Who needs to be kept informed about the task ?		Director, Planning	Senior Planner	Planner	Land Division Secretary	Planning Clerk	Member Municipality	Commenting Agencies	Peer Reviewer	Planning Committee	Public	Applicant
Phase	Task											
Intake	Applicant submits inquiry	A	C			I	A					R
Intake	Forward application to County	A					R					I
Intake	Organize pre-consultation meeting	A	I			R	C					C
Intake	Facilitate pre-consultation meeting	R	R				R					R
Intake	Gather necessary information	A	I				I					R
Intake	Prepare application package and share to County	C	C									R
Intake	Review application for completeness	R	R									C
Review	Prepare technical report	R	R									
Review	Send out notice of complete application	R	C									I
Review	Circulate application to internal and external review agencies	A	C			R	C	I				I
Review	Receive request for comments	A						R			R	I
Review	Review application							R			R	I
Review	Provide comments to the County							R			R	I
Review	Hire peer review (if necessary)	R	C						I			I
Review	Issue notice of public meeting	A	C			R	I	I	I	I	I	I
Review	Hold statutory public meeting	R	C			R	C	C	C	R	C	C
Review	Consolidate comments from meeting and prepare staff report	R	A									I
Review	Planning Committee meeting with recommendation	I	I							R		I
Approval	Council makes decision	I	I			I	I			R		I
Approval	Issue notice of refusal/adoption	R										I
Approval	Appeal (if necessary)	R										I
Approval	Prepare materials for appeal and witness statement (if necessary)	C	C									C
Approval	Go to OLT for decision (if necessary)	R	A									C
Approval	Close file based on final outcome	R	C			C	C					I

Recommendations – People & Organization

Ref No.	Observations
3.2	During the current state assessment, it was noted that staff are at capacity and would be challenged to maintain the current level of service without additional resource support.

Recommendation		Prioritization	
Develop a workforce plan for planning and development services.		Effort	5
		Impact	5



Rationale:	Benefit:
<p>During the current state assessment, it was noted that staff are responsible for specific planning applications (e.g., Senior Planner support plans of subdivision) and/or specific member municipalities (e.g., Planners workload split based on member municipality). Each staff member is responsible for the technical review and administrative workload for their respective files. For consent applications, the Land Division Secretary is responsible for all administrative elements of the file allowing the planning staff to focus on the technical review. Given the current workload, stakeholders indicated that the department is at capacity and would be challenged to take on additional work. Further, the department does not have backfill for all planning positions and would be challenged in the event of unexpected absences.</p> <p>New legislation will increase pressure on the County’s planning processes due to the financial penalty applied to applications that do not comply with provincial timeframes. Given current capacity constraints, the department is not adequately resourced to manage the pressures of increased timelines and increased workload. The County has also experienced turnover and position vacancies that has further increased application timelines.</p> <p>To ensure the department is appropriately resourced to meet the both current workload and manage the impact of new legislative timeframes, the County should prepare a workforce plan for the department. The workforce plan should address future retirements, recruiting, retention and talent management strategies. In addition, the plan should evaluate the redundancy/backup in staff roles and responsibilities. The workforce plan should also consider the future state service delivery model as outlined in recommendation 1.1. As stated in the recommendation, the long-term plan suggests centralizing planning service delivery within the County. As such, the County may require additional resources that should be outlined in the workforce plan. Our jurisdictional scan indicated that most municipalities are requesting additional resources to support the planning process, as such a workforce plan is imperative in ensure the appropriate amount of resources are requested. Workforce plans for planning are also considering the human resource impact on the legal department as municipalities are preparing for an increase in appeals due to the new provincial legislation. Key considerations for workforce planning are outlined below:</p> <ul style="list-style-type: none"> • Recruitment strategy: planning and development professionals are in high demand. The County will need to develop a recruitment strategy and perhaps consider less traditional tactics (e.g., recruit a junior planner position and support their professional development) • Retention: similarly, the demand for planning and development professionals has forced some municipalities to poach planning professionals from other jurisdictions. The workforce plan should propose a strategy for retention. • Talent management: the County should consider professional development and training opportunities (more in recommendation 3.3) • Seasonal labour: explore the feasibility of recruiting seasonal labour and/or co-op/intern (e.g., university students studying applicable subject matters) 	<p>Benefit:</p> <ul style="list-style-type: none"> • Ability to identify deficiencies/surpluses in the current workforce • Improve employee recruitment and retention • Alignment with the organization’s strategic goals • Anticipate and prepare for future workforce needs • Increase employee engagement when the organization is investing in their professional development <p>Implementation:</p> <ul style="list-style-type: none"> • Initiate and perform an organizational review to develop a workforce plan • Obtain Council approval of any changes to the organizational structure based on the outcome of the review • Recruit staff to fill vacancies

Recommendations – People & Organization

Ref No.	Observations
3.3	During process mapping workshops, it was noted that there is limited backfill for key planning positions.

Recommendation		Prioritization	
Identify formal cross training opportunities for staff and lower tier municipalities.		Effort	3
		Impact	3



<p>Rationale:</p> <p>During the process mapping workshops, it was noted that some of the County’s key positions lack appropriate backfill. In addition, the highly manual and customized nature of the County’s planning processes make it difficult for staff to fill in during unexpected absences. For example, the Land Division Secretary is responsible for all administrative elements of consent applications. While the Senior Planners and Planners are available to support and backfill, many of the manual steps to consent application processing are native to the Land Division Secretary. As such, other planning staff are unable to fill in due to the level of customization in the process. Given the volume of consent applications and the complexities within the process, appropriate backfill should be available in the event of unexpected absences.</p> <p>As such, the County should explore and identify formal cross-training opportunities within the organization to ensure there is appropriate back-up and support over key planning and development positions. This would enable efficient knowledge transfer and set up current planning staff to support all roles throughout the process.</p> <p>Further, lower tier planning and development services are predominantly administered by staff that are not trained to offer such services (e.g., CAO, treasurer, clerk, combination of staff, etc.). As such, staff would benefit from supplementary training. By providing training and resources, this opportunity will also contribute to the County’s effort to streamline service delivery with lower tiers.</p> <p>Key considerations:</p> <ul style="list-style-type: none"> Integrate training in regular meetings: the County meets with member municipalities regularly. Explore formalizing meetings and integrating training into the agenda. 	<p>Benefit:</p> <ul style="list-style-type: none"> Improve efficiency and service delivery Innovation Improved customer service Cost savings by reducing the need for recruitment of new staff <p>Implementation:</p> <ul style="list-style-type: none"> Conduct an assessment to determine specific training and development needs of staff (e.g., surveys, interviews, focus groups) Develop a training plan including content, delivery method, incentives, etc. Identify resources including budget, materials and personnel Provide opportunities for staff to share their knowledge and skills to identify best practices and explore innovative ideas
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Recommendations – Data & Technology

Ref No.	Observations
4.1	The County does not utilize a digital planning solution for the intake, circulation, review, and approval of planning applications.

Recommendation	Prioritization				
Determine the feasibility of implementing a technology solution to digitize planning workflows.	<table border="1"> <tr> <td>Effort</td> <td>5</td> </tr> <tr> <td>Impact</td> <td>5</td> </tr> </table>	Effort	5	Impact	5
Effort	5				
Impact	5				



Rationale:

During the current state assessment, it was noted that all planning processes are conducted manually using email and other tools. For example, the intake of planning applications is conducted primary via hard copy submission. Fillable PDF applications are available for some application types and accepted via email submission, however, not all application types have this option. Once application intake is complete, all documents are manually scanned to the County’s shared network folders for review by planning staff (hard-copy files are also created for each application). All review and circulation is conducted primarily via email outside of a planning solution. This can create challenges determining the status of specific applications or understanding the current planning workload.

As part of the County’s decision on the future service delivery model for planning and development services, the department should evaluate digital planning solutions to minimize manual workflows. Digitizing the application process enables the County to increase operational efficiencies and improve customer experience. Accepting electronic submissions would further streamline application intake and review steps, specifically by removing unnecessary tasks (e.g., scanning application material for electronic record keeping purposes).

The County should coordinate digitization efforts with member municipalities for a streamlined and integrated review and approval process. It was noted that some lower tiers are exploring or implementing digital software solutions. For example, Marmora and Lake has implemented the CloudPermit planning module and will be piloting this with County staff. During KPMG’s review most lower tier municipalities expressed an interest in a shared electronic file tracking solution to allow real-time communication of application status and a central location for file sharing. Based on desktop research, the cost to implement the system would include a one-time implementation fee, plus applicable annual software licenses. Comparator municipalities estimated this cost to be approximately \$30K per year for the County and \$5K per year for lower tiers plus a \$10K implementation cost.

Key Considerations:

- Internal and external capabilities: the long-term digital planning solution should have the capability of being outward-facing including a customer portal with status tracking, file upload, and payment integration.
- Integration with other service areas: the software will have implications on other service areas (e.g., finance and administration) and should therefore take into account how the software will impact the organization as a whole.
- Security: when collaborating with member municipalities and commenting agencies, the department should work with IT to establish permissions and ensure proper data governance.
- SOP’s and guidelines: procedures should be reviewed and updated as part of the department’s digitalization effort.
- Training and change management: support will be required for residents and staff in the transition to a digital environment (see recommendation 4.2).

Benefit:

- Online submission of application, documents and payment
- Reduced manual burden of application processing
- Automate file management and utilize the software as a single source of truth
- Improve customer experience
- Increase operational efficiencies

Implementation:

- Determine the system functionalities the department needs
- Explore software options with vendors and select a suitable option
- Initiate discussions with the vendor to develop an implementation plan, timeline and sequencing for software installation
- Consider a strategy to cater to applicants that do not have access to technology (refer to recommendation 4.2)
- Schedule training sessions with the vendor and train staff on the new software and pilot the program in incremental stages with a specific application type
- Expand the software to more application types

Recommendations – Data & Technology

Ref No.	Observations
4.2	Stakeholders indicated that the transition to a more digital environment for planning service may create challenges for some applicants due to area demographics (rural and remote communities) and technology constraints (e.g., access to computer and internet).

Recommendation		Prioritization	
Implement initiatives to accommodate residents with limited access to technology in an effort to digitize planning processes.		Effort	1
		Impact	2



<p>Rationale:</p> <p>Most jurisdictions in the County of Hastings are rural. Stakeholders reported a significant proportion of residents in rural areas have limited access to technology, with many areas having unsecure internet connectivity. Similarly, senior demographics may have limited experience/knowledge of digital systems creating barriers to process digitization. The County will need to consider the implications of digitalization on these groups to ensure successful implementation of digitization elements.</p> <p>By making digital services more accessible, the County can improve overall inclusiveness and equity. This can help build trust and engagement between the municipality and its residents, leading to increased participation and improved outcomes for the community as a whole. While experienced developers will be better equipped to transition to a digital workflow (because of the financial incentive), less experienced residents may find challenges in navigating a digital applications processes (e.g., application intake).</p> <p>As such, the County should work to accommodate residents with limited access to technology in an effort to digitize planning processes. These initiatives should include:</p> <ul style="list-style-type: none"> • Increase communications and outreach programs to shift consumer habits to a digital environment (e.g., updating the County website with informative material and instructions to navigate the website and digitally submit application). • The County should consider increasing access to technology for residents without personal electronic devices or poor internet connectivity in rural areas. For example, providing free access at local libraries, or ensuring availability at the County office. • Phase-in digital workflows by offering both manual and online submissions. To ensure a smooth transition and ease of use, update the website with planning application forms, fillable PDFs (for all applications) and instructions on how to submit email copies of applications to the County (where possible). • Measure customer satisfaction with new digital processes e.g., an annual survey distributed on an industry-wide basis to understand system-level satisfaction and trends and a pulse-style survey following application completion milestones to gather real-time insights. • Consider setting up kiosks (with laptops) at the County planning office and support walk-in applicants in navigating through the system. 	<p>Benefit:</p> <ul style="list-style-type: none"> • Ensure accessibility to municipal services • Improve customer satisfaction and trust • Align with the County and department’s vision <p>Implementation:</p> <ul style="list-style-type: none"> • Assess the current level of access to technology among residents and identify barriers to adoption • Build partnerships with local libraries and member municipalities to increase access to technology and provide support to applicants • Implement accommodation strategies • Continuously monitor and evaluate the impact of the plan, making adjustments as necessary. Collect feedback from user groups regularly for continuous improvement.
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Recommendations – Data & Technology

Ref No.	Observations
4.3	Stakeholders noted that the County only accepts cheque payments for planning applications.

Recommendation		Prioritization	
Expand payment options beyond cheque (i.e., bank transfer, credit, debit).		Effort	3
		Impact	3



<p>Rationale:</p> <p>During the current state assessment, it was noted that the County only accepts cheque payment for planning applications. As a result, all applicants must either mail their payments to the County office, or physically drop off their payment. This increases the administrative workload for staff as they must review all cheque payments and manually apply them to the corresponding application. In addition, this can also result in applicant frustration as there are limited options available to pay for their planning applications. Further, given the large geography of the County, travel to the County office may not be feasible for residents in the rural communities.</p> <p>As such, there is an opportunity to expand payment options for planning applications.</p> <ul style="list-style-type: none"> In the short term, the County should consider enabling an e-transfer payment option in an effort to eliminate the requirement to travel to the County office. To provide additional convenience to residents, the County should also explore the feasibility of enabling credit and/or debit card payments online. This option may require a third-party payment processor. In the long term, the County should explore digital payment options as part of the overall digital planning solution (i.e., ensure any software solution has a payment/finance integration). The overall digital planning solution is explored further in recommendation 4.1. <p>Key considerations:</p> <ul style="list-style-type: none"> Online payment processing fees will need to be absorbed directly by the applicant or factored into the application fee. Consider processing fees as part of the fee review (see recommendation 2.10). Notification of payment will need to be set up to prevent delays when applicants provide payment at later stages of an application. 	<p>Benefit:</p> <ul style="list-style-type: none"> Increase convenience to customers Improved payment security Increase efficiency by reducing manual workflows Improve transparency <p>Implementation:</p> <ul style="list-style-type: none"> Work with finance to explore payment options Develop a process to accept e-transfer payments Update communication channels to inform applicants of available payment options Explore additional options as part of the digital planning solution
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Recommendations – Data & Technology

Ref No.	Observations
4.4	During the current state assessment it was noted that the County does not have formalized data governance framework to monitor and manage planning services data.

Recommendation	Prioritization				
Improve overall data governance and management.	<table border="1"> <tr> <td style="background-color: #4a7ebb; color: white;">Effort</td> <td style="text-align: center;">2</td> </tr> <tr> <td style="background-color: #4a7ebb; color: white;">Impact</td> <td style="text-align: center;">3</td> </tr> </table>	Effort	2	Impact	3
Effort	2				
Impact	3				



<p>Rationale:</p> <p>Currently, planning files are maintained and stored in a local “S” drive on the County network. Access to this drive is provided to all planning staff in the department. As such, when an application is assigned to a planner for review, all available documentation is found in the corresponding folder on the drive. For most application types, the planner on file will create the sub-folders to organize files for a specific application. As a result, it can be difficult to locate specific planning documents as the file structure is not standardized for each application. It should be noted that the County has created a standardized folder structure for consent applications as these applications are all managed by the Land Division Secretary. Further, application files do not utilize a standardized naming convention for documents. This can create additional challenges locating files and ensuring the most recent version of planning documents is available for review. As such, there is an opportunity to improve overall governance and management of planning data by performing the following:</p> <ul style="list-style-type: none"> • Assign accountability for maintaining files; and the files to be reviewed for accuracy prior to application being closed. • Establish standards for development file naming to ensure consistency. • Create a clear folder structure for all application types to improve location and access of files. • Regularly clean and organize the shared drive to help keep the drive organized and easy to use. Regularly review and delete any unnecessary or outdated files to free up space and make it easier to locate the files that are still needed. • Provide training to staff overseeing file management to ensure staff carry out adequate file management. <p>Key considerations:</p> <ul style="list-style-type: none"> • Prepare for data quality issues associated with applicant submissions (e.g., if an applicant submits supporting documents separately over a span of time, the management of those submissions should consistently adhere to the governance structure). • Overly complex governance structures can be difficult to understand and implement, leading to more confusion and inefficiency. • Integrate the data governance structure with a digital planning solution (see recommendation 4.1). • Data governance must align with business goals and strategic vision to have high impact and support. 	<p>Benefit:</p> <ul style="list-style-type: none"> • Increase data quality and accuracy • Better data security and privacy • Improved accessibility and utilization • Increase accountability and transparency in data operations • Enhance compliance with regulations and standards • Improve collaboration and communication among data managers <p>Implementation:</p> <ul style="list-style-type: none"> • Establish a data governance framework including roles, responsibilities, and decision-making process • Define data policies and standards • Train and educate employees (e.g., information session, procedure manuals) • In the long-term, apply the new data governance framework to legacy files
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Recommendations – Data & Technology

Ref No.	Observations
4.5	During the current state assessment, it was noted that lower tier municipalities do not have access to all applicable GIS layers.

Recommendation		Prioritization	
Work with IT and member municipalities to identify additional GIS layers that can better support planning initiatives.		Effort	1
		Impact	3

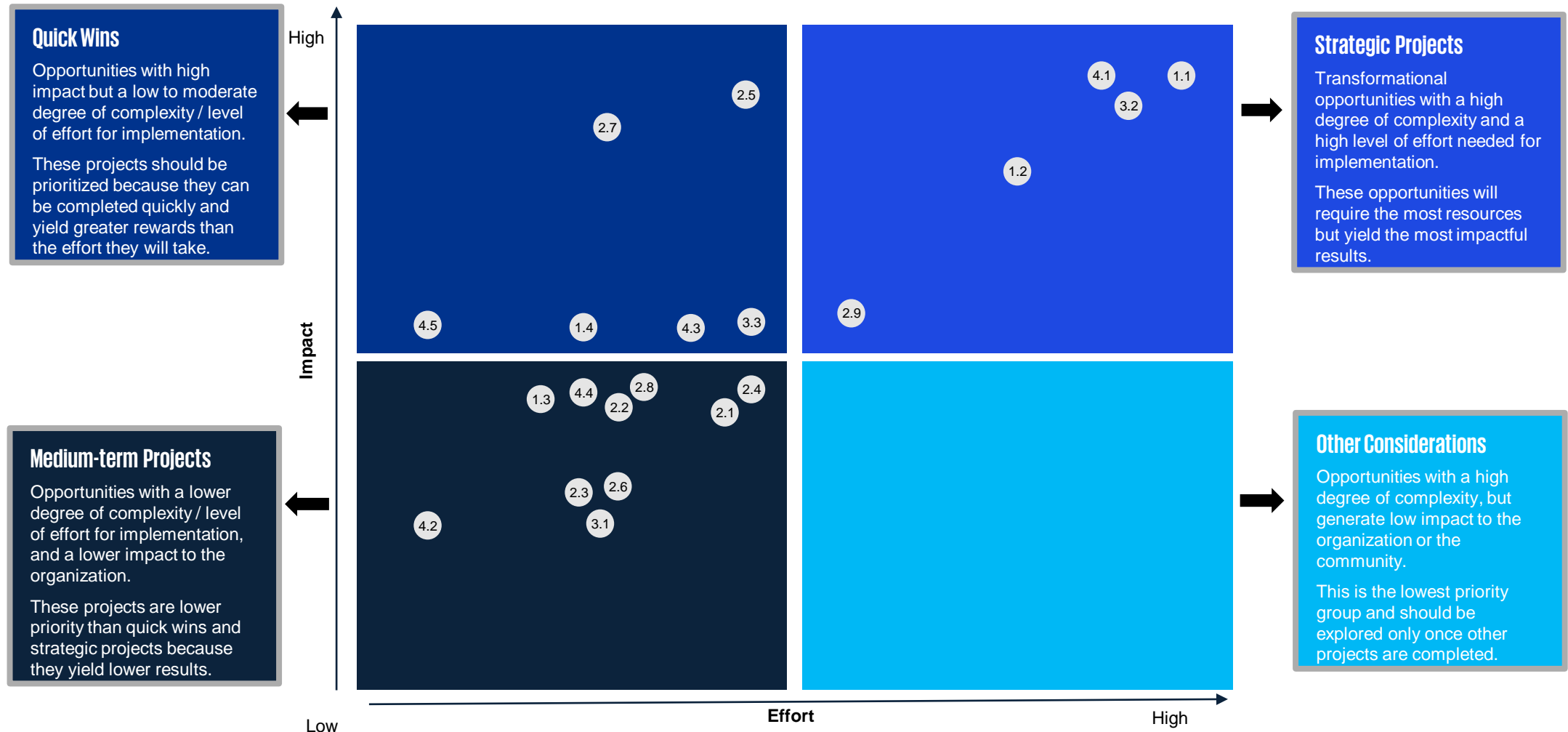


<p>Rationale:</p> <p>Through stakeholder consultation, multiple member municipalities expressed an interest in accessing additional layers of GIS data to support planning services. It was noted that the lower tier municipalities rely on the County’s GIS mapping to support their application review activities. When the appropriate layers are not available, the lower tier municipalities must review applications using physical maps and/or contact the County’s GIS team for support. This can delay the review process and result in applicant frustration.</p> <p>As such, the County should work with GIS services and lower tier municipalities to identify additional GIS layers based on their relevance to the specific needs of the municipalities. In addition, the GIS should be updated on a periodic basis to ensure accurate and relevant data is timely provided.</p> <p>To ensure the lower tier municipalities are able to effectively leverage the GIS data and mapping tool, the County should provide training and support on best practices for using these resources. This could include workshops, webinars, or one-on-one training sessions, depending on the needs and preferences of the municipalities. The training should cover topics such as using GIS data for planning and decision-making, accessing and potentially manipulating data, and using mapping tools to visualize and analyze data.</p> <p>Key considerations:</p> <ul style="list-style-type: none"> • Training methodology and education resources should be prepared for efficient use of staff time and effective training quality (see recommendation 3.3) • Data privacy and security should be maintained. Work with IT to establish permissions and security measures. 	<p>Benefit:</p> <ul style="list-style-type: none"> • Ensure accuracy and relevance of GIS data • Improve efficiency by reducing reliance on manual communication • Streamlined service delivery <p>Implementation:</p> <ul style="list-style-type: none"> • Identify relevant GIS layers with member municipalities • Update and refresh data layers • Provide training • Monitor and evaluate the use of GIS data and mapping and provide additional training and support as needed
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County of Hastings | Development Services Review

Prioritization Matrix

Using the opportunity matrix below, KPMG ranked the opportunities according to (a) their impact of opportunity and (b) their degree of effort to implement. The matrix can be used to distinguish the opportunities and prioritize the County's implementation resources and effort.



County of Hastings | Development Services Review

Prioritization Matrix – Quick Wins

Using the opportunity matrix below, KPMG ranked the opportunities according to (a) their impact of opportunity and (b) their degree of effort to implement. The matrix can be used to distinguish the opportunities and prioritize the County's implementation resources and effort.

Quick Wins	
1.4	Work with conservation authorities to respond to Bill 23
2.5	Improve communication and user experience
2.7	Perform periodic internal audits of application files
3.3	Provide supplementary training
4.3	Expand payment options
4.5	Explore GIS functionality

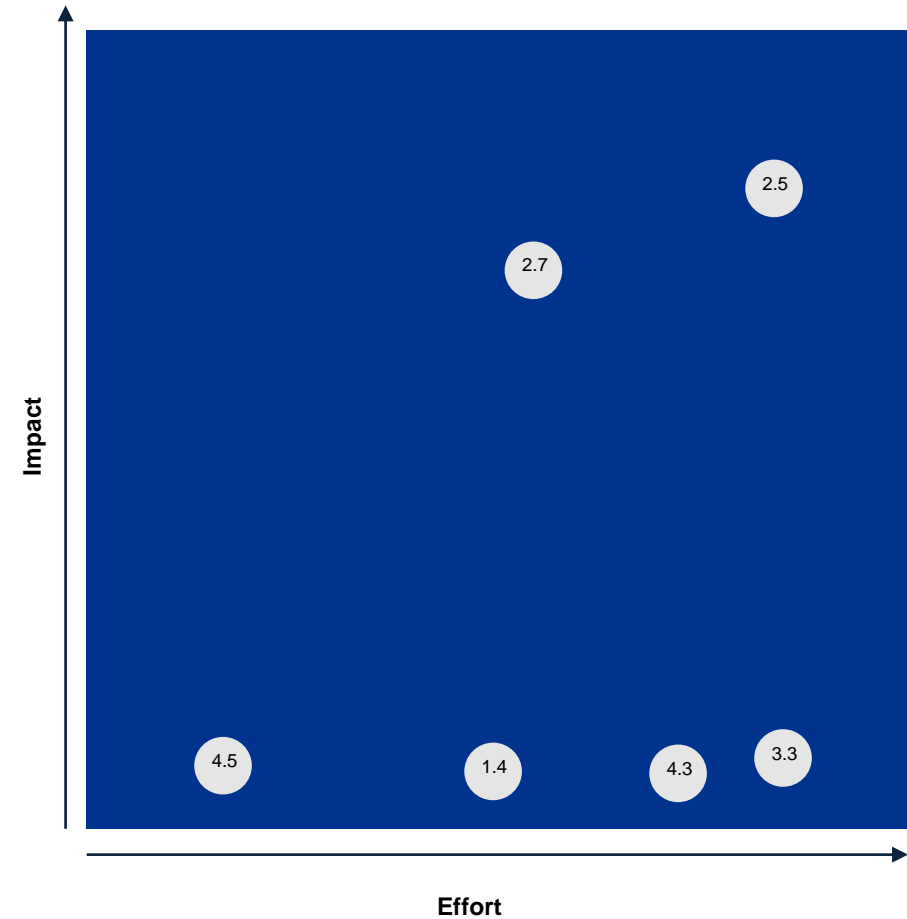
Quick Wins

Opportunities with high impact but a low to moderate degree of complexity / level of effort for implementation.

These projects should be prioritized because they can be completed quickly and yield greater rewards than the effort they will take.



Legend			
Governance & Strategy	Services & Processes	People & Organization	Technology & Data



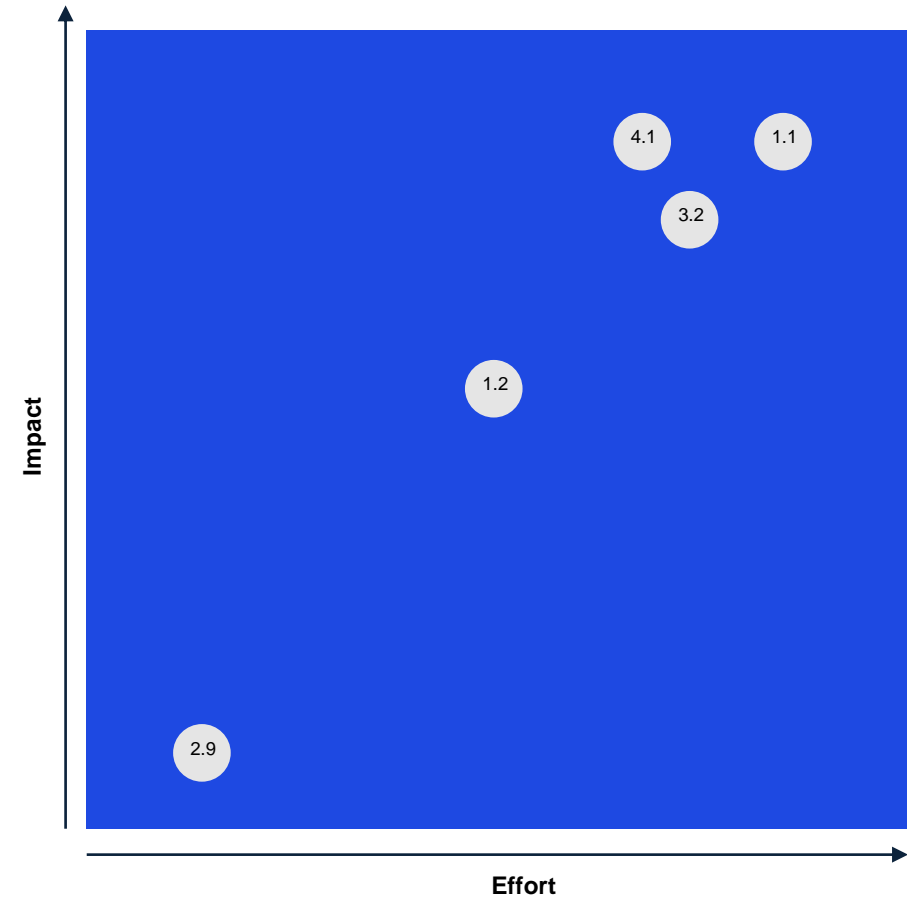
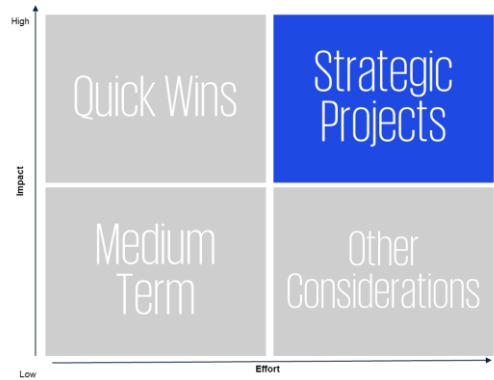
Prioritization Matrix – Strategic Projects

Using the opportunity matrix below, KPMG ranked the opportunities according to (a) their impact of opportunity and (b) their degree of effort to implement. The matrix can be used to distinguish the opportunities and prioritize the County’s implementation resources and effort.

Strategic Projects

- 1.1 Develop short- and long-term service delivery model plans
- 1.2 Set service level expectations with member municipalities
- 2.9 Conduct a fee review
- 3.2 Develop a workforce plan
- 4.1 Explore a digital planning solution

Strategic Projects
 Transformational opportunities with a high degree of complexity and a high level of effort needed for implementation.
 These opportunities will require the most resources but yield the most impactful results.



Legend

- Governance & Strategy
- Services & Processes
- People & Organization
- Technology & Data

Prioritization Matrix – Medium-Term Projects

Using the opportunity matrix below, KPMG ranked the opportunities according to (a) their impact of opportunity and (b) their degree of effort to implement. The matrix can be used to distinguish the opportunities and prioritize the County's implementation resources and effort.

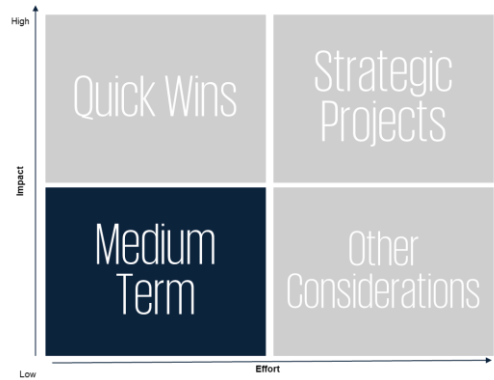
Medium-Term Projects

- 1.3** Establish a performance measurement framework
- 2.1** Revamp the pre-application consultation process
- 2.2** Transition the intake and review of consent applications to a digital workflow
- 2.3** Standardize the process to clear conditions
- 2.4** Review the site plan application process
- 2.6** Update and document SOP's
- 2.8** Develop a refund process
- 3.1** Define roles and responsibilities
- 4.2** Provide digital support to residents
- 4.4** Improve data governance and management

Medium-Term Projects

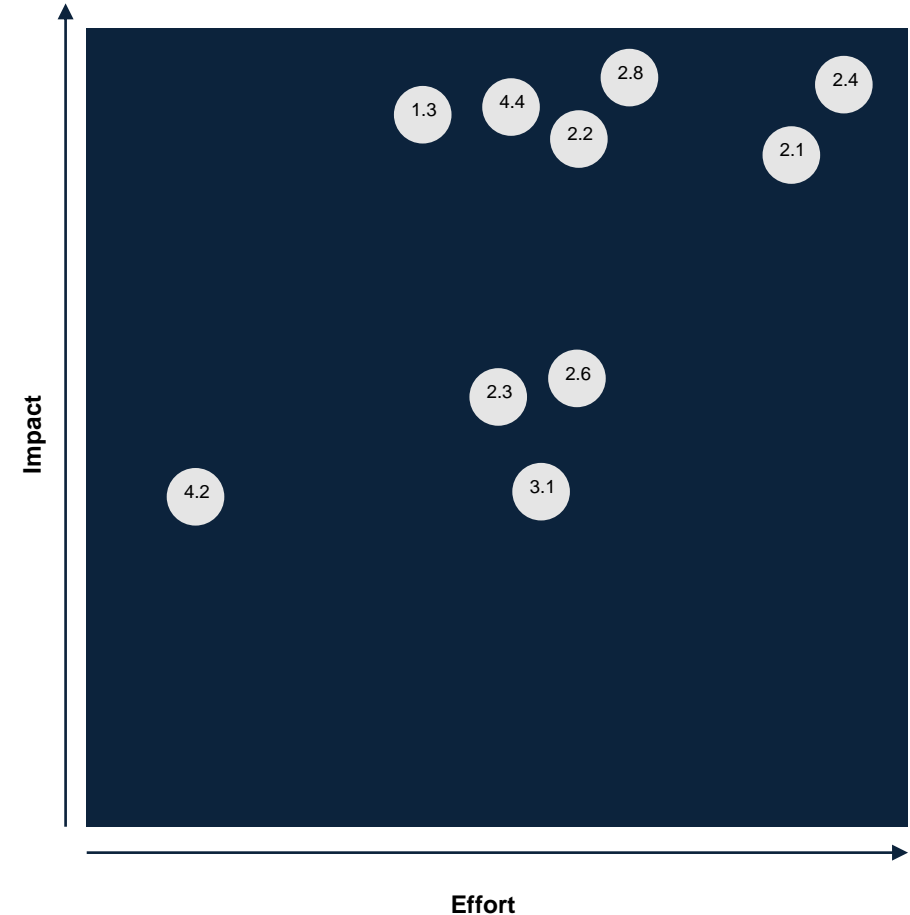
Opportunities with a lower degree of complexity / level of effort for implementation, and a lower impact to the organization.

These projects are lower priority than quick wins and strategic projects because they yield lower results.



Legend

- Governance & Strategy
- Services & Processes
- People & Organization
- Technology & Data



Implementation Framework

This section summarizes a suggested plan to implement the identified recommendations. The overall implementation framework is based on KPMG leading practice of:



Implementation Framework

01

Implementation Structure

Successful implementation of the recommendations included in this report will require dedicated resources and effective governance.

Based on the scope of the identified recommendations, we recommend the County develop a working group (or project team) to lead, monitor and report on the implementation of the report's recommendations. The working group should be made up of the CAO, Director, Development Services, Senior Planner, and Project Manager (identified below) and should monitor and enforce process changes as outlined in this report. In addition, the working group would lead continuous improvement initiatives post implementation.

Staffing Considerations and Financial Impact

Based on the current workload of the Development Services team, staff have limited capacity to both implement and monitor process changes outlined in this report. As such, the County will require dedicated resources to support the implementation of each recommendation. We anticipate the County will require the support of one full-time project management resource along with one to two support staff able to dedicate 25-50% of their time to the project. The project manager would be responsible for managing and monitoring the status of implementation initiatives and reporting to the working group. Based on the roadmap, we anticipate staff will be required for approximately 12 months.

The cost for a project management consultant ranges from approximately \$120,000 to \$140,000 annually (the County's HR department will provide updated salary information). The County would need to consider an external consultant if there is little/no capacity to conduct this work internally, or if there is a high risk of turnover since the team should be committed to the project for at least 12-18 months for successful execution.

County of Hastings | Development Services Review

Implementation Framework

02 Implementation Plan

The implementation plan outlines the timeline to complete each recommendation, grouped into four categories:

- One to three months
- Four to six months
- Seven to twelve months
- More than one year

The timeline for each recommendation is based on level of complexity, level of urgency, and if there are other steps required to complete first.

#	Recommendation	Effort	Impact	Prioritization	Timelines for Implementation			
					1 - 3 Months	4 - 6 Months	7 - 12 Months	+12 Months
1.1	Develop short- and long-term service delivery model plans	5	5	Strategic Project	→			
1.2	Set service level expectations with member municipalities	4	4	Strategic Project	→			
1.3	Establish a performance measurement framework	2	3	Medium-Term	→			
1.4	Work with conservation authorities to respond to Bill 23	2	3	Quick win	→			
2.1	Revamp the pre-application consultation process	3	3	Medium-Term	→			
2.2	Transition intake and review of consent applications to a digital workflow	2	3	Medium-Term	→			
2.3	Standardize the process to clear conditions	2	2	Medium-Term	→			
2.4	Review the site plan application process	3	3	Medium-Term	→			
2.5	Improve communication and user experience	3	5	Quick win	→			
2.6	Update and document SOP's	2	2	Medium-Term	→			
2.7	Perform periodic internal audits of application files	2	4	Quick win	→			
2.8	Develop a refund process	2	3	Medium-Term	→			
2.9	Conduct a fee review	3	3	Strategic Project	→			
3.1	Define roles and responsibilities	2	2	Medium-Term	→			
3.2	Develop a workforce plan	5	5	Strategic Project	→			
3.3	Provide supplementary training	3	3	Quick win	→			
4.1	Explore a digital planning solution	5	5	Strategic Project	→			
4.2	Provide digital support to residents	1	2	Medium-Term	→			
4.3	Expand payment options	3	3	Quick win	→			
4.4	Improve data governance and management	2	3	Quick win	→			
4.5	Explore GIS functionality	1	3	Quick win	→			

Implementation Framework

03

Implementation Scorecard

This section presents a scorecard to help measure the implementation of the identified recommendations. Demonstrating progress will help build buy-in with internal and external stakeholders, facilitating change. This scorecard should be reviewed and approved by the working group and reviewed on a periodic basis.

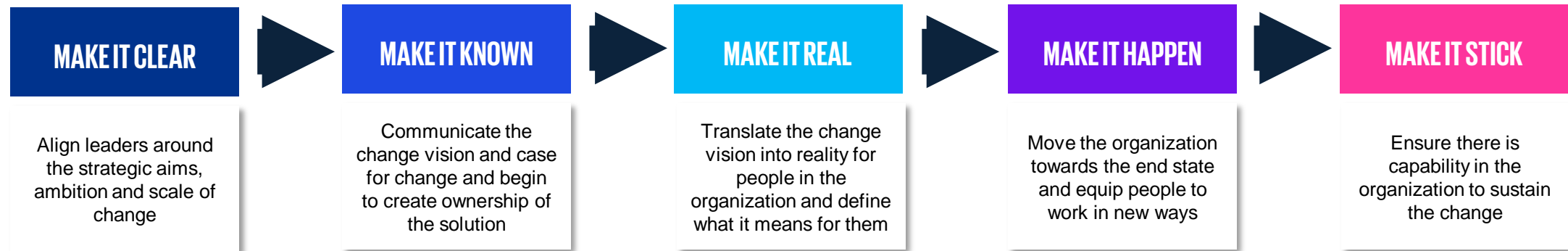
Success Factor	Does this Exist? (✓/✗)
Implementation Structure	
The recommendations and roadmap included in this report have been approved by County Council.	
A clear project governance structure is in place and working well (see implementation structure).	
Sufficient staff capacity and resources are dedicated to the work ahead and are working well (see implementation structure).	
Project Management	
Work plans exist to support the implementation of all recommendations.	
A holistic communications strategy and the accompanying communications plans are developed for the relevant recommendations.	
Recommendations are implemented according to roadmap timelines; delays are justified and communicated.	
Recommendations that have been implemented are reviewed every six to 12 months for effectiveness.	
Customer Centricity	
Applicants are engaged in the implementation process	
The applicant experience is measured and improving	

Implementation Framework

04

Change Management Framework

Effective change management aligns leaders and staff around change that is clearly defined, justified and well-communicated. The figure below presents KPMG’s change management framework as a starting point for the development of a detailed change management plan to support the implementation of the recommendations included in this report.



To help ensure internal and external stakeholders are ready, willing and able to implement change, the County should:

1. **Make it clear:** Ensure senior County leadership understands and is committed to the importance of visible, aligned and ongoing support for an improved development services function.
2. **Make it known:** Develop and implement a detailed communications plan that clearly articulates the overall case for change to each stakeholder group. Ensure approval of this report and its roadmap is widely communicated.
3. **Make it real:** Clearly define the change management team’s roles, responsibilities and mandate. Develop detailed change management plans for the recommendations included in this report.
4. **Make it happen:** Begin implementation. Resolve issues and mitigate risks by escalating them through appropriate channels. Focus on high-impact recommendations and continuously monitor the effect of implementation on each stakeholder group.
5. **Make it stick:** Measure progress and maintain momentum. Actively monitor the change as it takes place and adjust actions/goals as necessary.

Implementation Framework

05

Communications Strategy

Communications is a critical change-enabler. This section presents five strategic principles to support effective communications during a significant, process-driven transformation:

1. **Equip leaders and change agents:** equip leaders and other change agents with easy-to-use key messages and communication tools.
2. **Develop tailored key messages:** identify different stakeholder groups and develop targeted key messages for each group.
3. **Communicate consistent messages:** communicate consistent messages emphasizing the case for change and anticipated benefits.
4. **Reinforce messages:** repeat and reinforce key messages and progress through a variety of tactics and channels with each stakeholder group.
5. **Engage industry:** communicate directly and regularly with this stakeholder groups.

These principles should be used as a starting point for the development of a tactical communications plan to support the implementation of the recommendations identified in the report. A tactical communications plan should define the communications-related activities that accompany each recommendation/change as well as the overall improvement project. An effective tactical communications plan should include:

- The overall case for change;
- The unique key messages that accompany each initiative or recommendation;
- The key audience(s) when communicating each key message;
- The roll-out timelines; and
- The methods and channels that are to be used when communicating.

The figure on the following pages provides additional detail on each of the five communications principles included in this section.

Implementation Framework

05 Communications Strategy

Principle	Outcomes	High Level Tactics
Equip leaders and change agents	Organizational leadership and change champions have the tools needed to promote the case for change.	<ul style="list-style-type: none"> • During the first 90 days, provides a refresher course in change management and effective communications for leaders and change agents. • Continuously update key messages and communication tools for leadership to ensure they remain relevant and effective.
Develop tailored key messages	Different stakeholder groups are targeted with specific key messages, increases the chances of success.	<ul style="list-style-type: none"> • Identify different internal and external stakeholder groups involved in the development approval process. • Review how the overall implementation roadmap will impact each group as well as the implementation of specific recommendations. • Develop targeted key messages that speak to how each stakeholder group will be impacted by the change, identifying each group's unique case for change.
Communicate consistent messages	Key messages are developed and are consistent across initiatives and time, and align with the broader goals of Development Services.	<ul style="list-style-type: none"> • Identify near-term milestones and any quick wins. • Develop and leverage key messages consistently through all communications to build consistency, credibility and support. • Create a common look and style for change communications. Use it consistently in materials so that communications are recognizable.
Reinforce messages	Multiple opportunities are created for key stakeholders to provide input.	<ul style="list-style-type: none"> • Provide regular communications which set specific, clear and relevant expectations and then report back on progress. • Use existing communication channels to regularly share information. • Develop standards and messages for the change writ-large, and cater messaging in tactical communications plans that support individual initiatives. • Encourage two-way dialogue and feedback from stakeholders to continuously improve communication approaches.
Engage industry	Initiatives underway are consistently communicated to industry stakeholders to maintain their awareness and buy-in.	<ul style="list-style-type: none"> • Provide structured, formal updates to industry groups, leveraging existing mechanisms. • Follow up with all industry stakeholders engaged by KPMG to provide a status update and opportunity to review and validate this report.

05

Appendix A: Scope of Review

County of Hastings
Service Delivery Review – Planning Services

Project Approach

KPMG’s approach to this project was divided into five (5) phases. Each phase was focused on the accomplishment of specific tangible objectives and activities. Below is an outline of KPMG’s approach for each phase.

Phase 1: Project Initiation Sept	Phase 2: Current State Assessment Sept. – Oct.	Phase 3: Environmental Scan Oct. – Nov.	Phase 4: Planning Model Development Dec. – Jan.	Phase 5: Final Report & Presentation Jan. – Feb.
Meet with the Project Team to clarify expectations, refine lines of inquiry, and develop a subsequent work program and stakeholder engagement plan for the engagement.	Conduct a documentation review, meet with stakeholders, and assess the current mandate, structures and operations of the Municipality.	Meet with member municipalities and key stakeholders to develop process maps as well as identify the experience of peer municipalities in a jurisdictional review.	Work with the Project Team to identify whether the status quo continues to be the best approach to provide planning services or what alternative models would be more effective.	Develop a draft high-level implementation plan. Incorporate Project Team feedback to enhance and finalize the Final Report, and present it to Council to close out the project, if required.

Documents Reviewed

Throughout the project KPMG reviewed documentation provided by the Project Team and documentation discovered during desktop research to support the analysis. Below is a listing of the documentation reviewed over the course of this project.

Document Title	Document Title	Document Title	Document Title
Part A full document August 2018	Part B Secondary (August 2018)	Part C- Birds Creek Secondary Plan – December 2017	SCHEDULE_A_Central_Map_CO1
SCHEDULE_A_North_Map_CO1	SCHEDULE_A_South_Map_CO1	SCHEDULE_B_Central_Map_CO1	SCHEDULE_B_North_Map_CO1
SCHEDULE_B_South_Map_CO1	SCHEDULE_C_Central_Map_CO1	SCHEDULE_C_North_Map_CO1	SCHEDULE_C_South_Map_CO1
Bancroft_Servicing_Schedule_CO1	Bancroft_Urban_Schedule_CO1	Deseronto_Servicing_Schedule_CO1	Deseronto_Urban_Schedule_CO1
Madoc_Servicing_Schedule_CO1	Madoc_Urban_Schedule_CO1	Marmora_Servicing_Schedule_CO1	Marmora_Urban_Schedule_CO1
Stirling_Servicing_Schedule_CO1	Stirling_Urban_Schedule_CO1	Tweed_Servicing_Schedule_CO1	Tweed_Urban_Schedule_CO1
Organizational Chart – Planning Dept 2022	Planning – Director of Planning & Economic Development – 2016	Planning – Land Division Secretary – 2016	Planning – Planner – 2018 – reviewed June 2019 by J Harrow
Planning – Planning Clerk	Planning – Senior Planner	Planning 2022 Budget	Hastings County Strategic Plan

Stakeholders Engaged

Throughout the project KPMG engaged stakeholders to gain an understanding of the current operating environment and obtain their perspectives regarding the desired future state. Below is a listing of all the stakeholders engaged over the course of this project.

Stakeholders Engaged	Stakeholders Engaged	Stakeholders Engaged	Stakeholders Engaged
Director, Planning & Development	Senior Planner	Planners (2)	Planning Clerk
Land Division Secretary	Manager, GIS	General Manager, Quinte Conservation	Manager, Planning and Regulations, Quinte Conservation
Manager, Development Services & Water Resources, Lower Trent Conservation	General Manager, Town of Bancroft	Clerk/Administrator (Township of Madoc)	Cao/Clerk/Treasurer, Township of Carlow Mayo
CAO/Clerk, Municipality of Marmora & Lake	CAO/Clerk, Municipality of Centre Hastings	CAO/Treasurer, Municipality of Stirling-Rawdon	CAO/Treasurer, Town of Deseronto
CAO/Clerk/Treasurer, Township of Tudor & Cashel	Clerk/Treasurer, Township of Faraday	CAO/Treasurer, Township of Tweed	Municipal Planner, Municipality of Hastings Highlands
CAO, Municipality of Tyendinaga	Clerk/Treasurer, Township of Limerick	Clerk, Township of Wollaston	

Comparators Engaged

Throughout the project KPMG engaged three (3) comparator municipalities to gain an understanding of leading practices employed throughout the Niagara region. Below is a list of the comparators engaged over the course of this project.

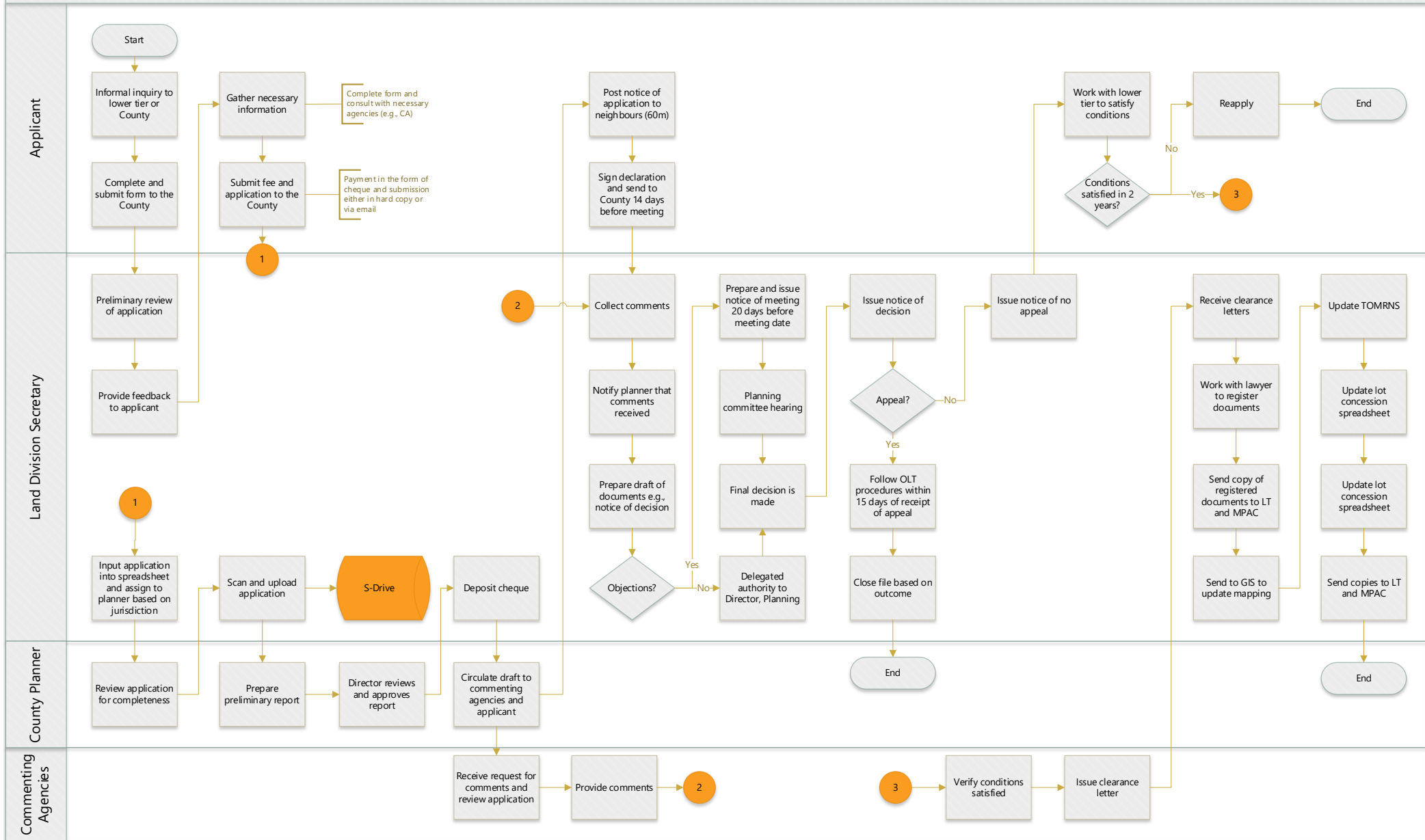
Comparators Engaged	Comparators Engaged	Comparators Engaged
County of Renfrew – Director of Development and Property, Manager of Planning Services	County of Frontenac – Director of Planning & Economic Development	Northumberland County – Manager of Planning and Community Development / Chief Planner

05

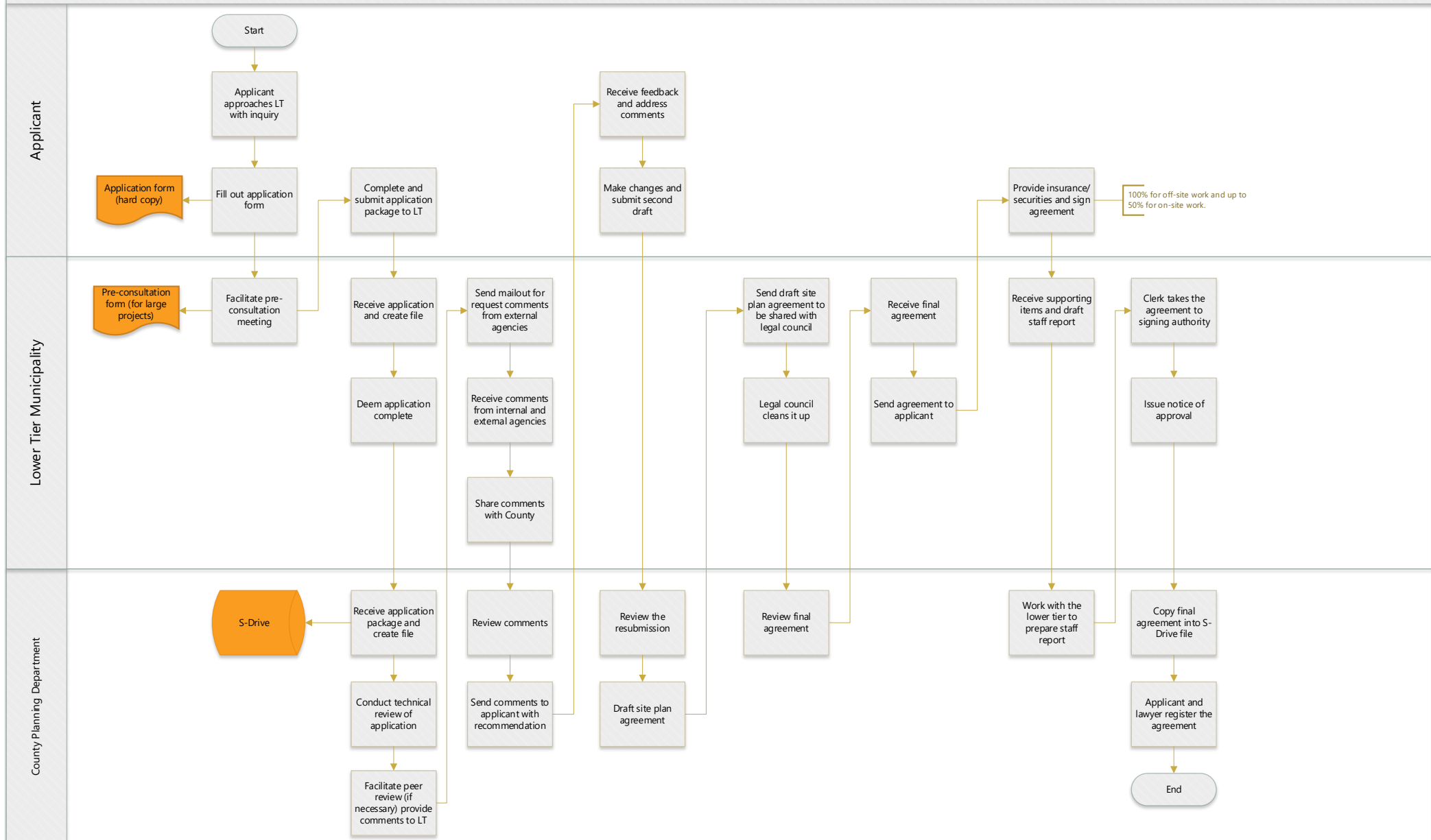
Appendix B: Process Maps

County of Hastings
Service Delivery Review – Planning Services

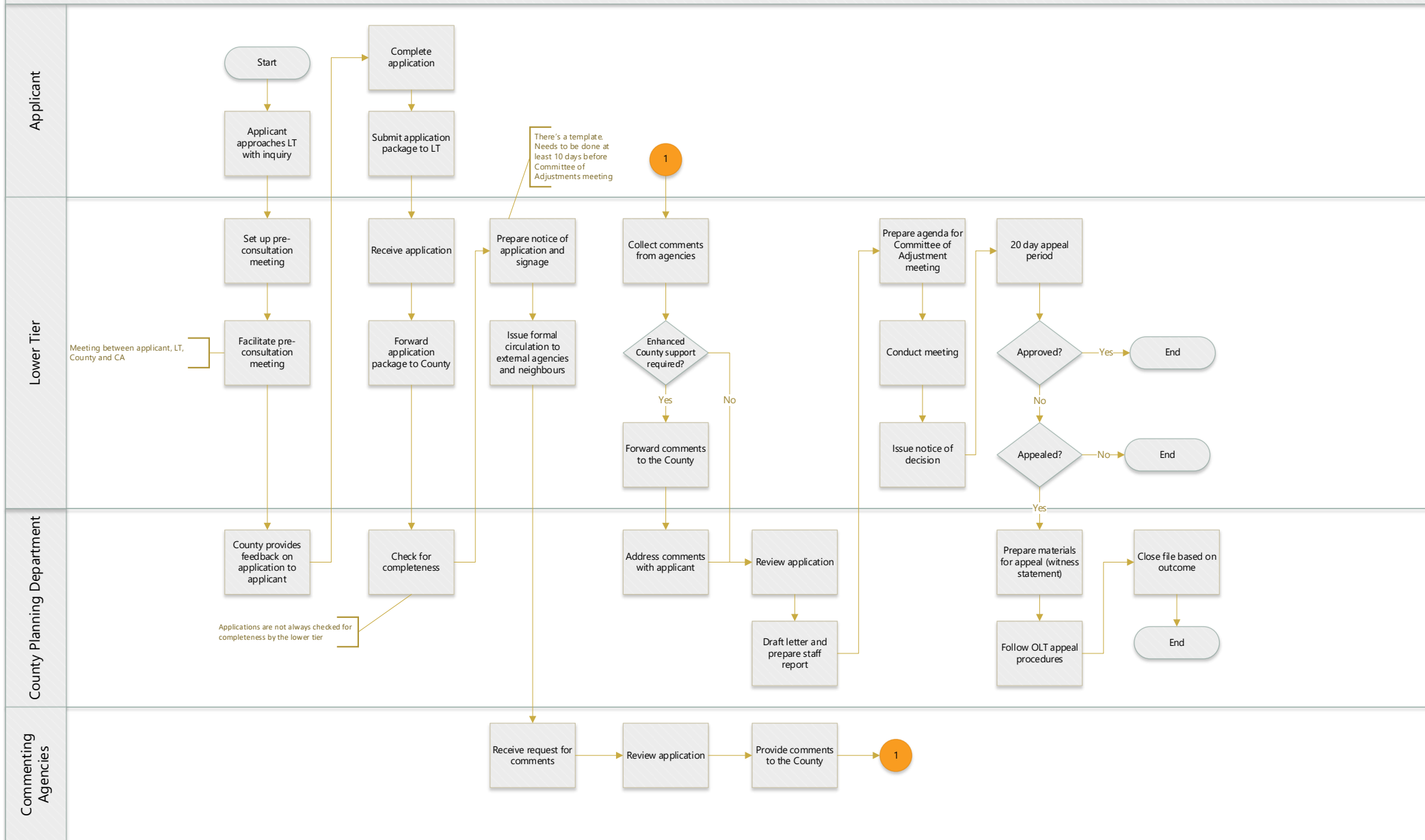
Planning Services - Consent (Severance) Application Process



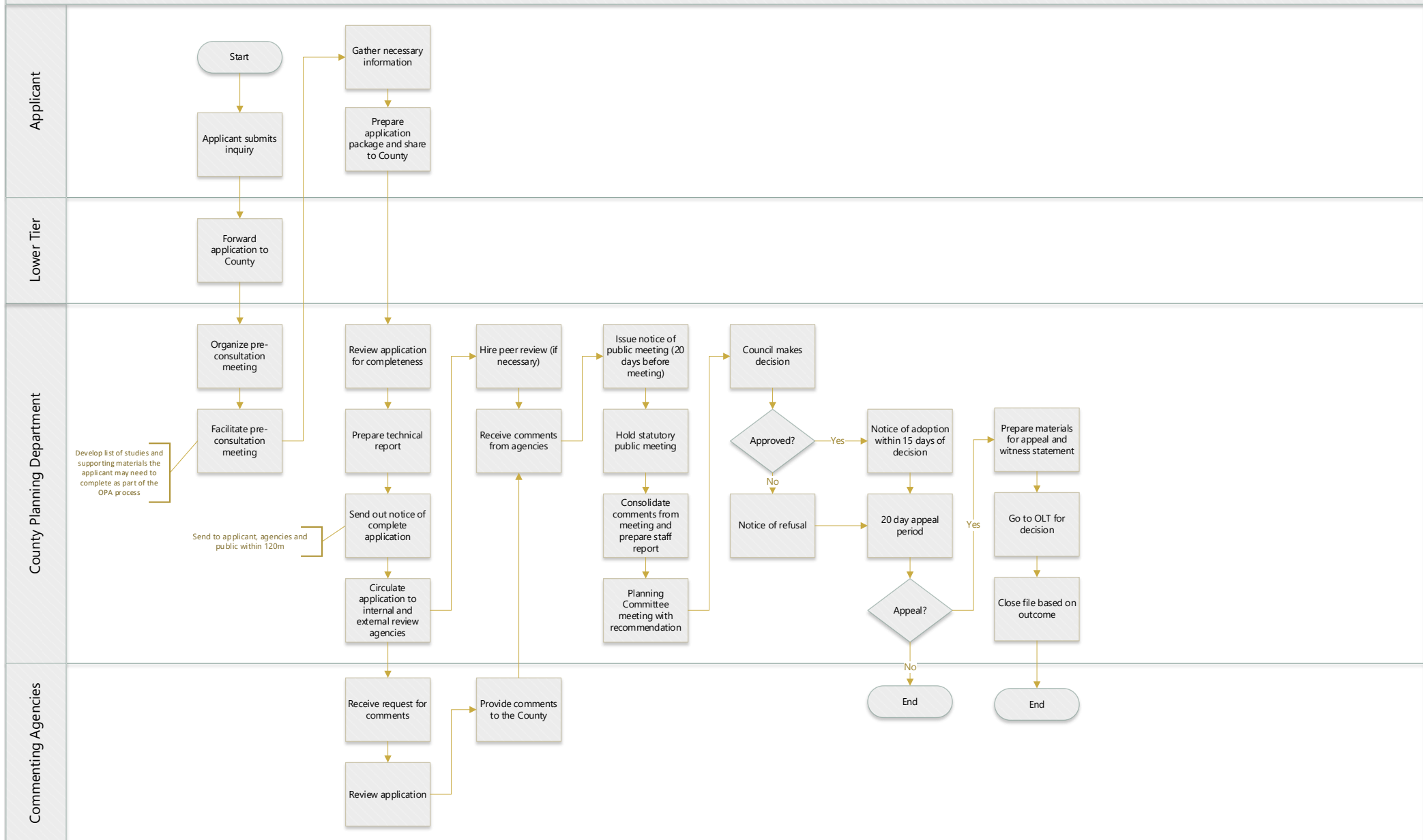
Planning Services - Site Plan Approval



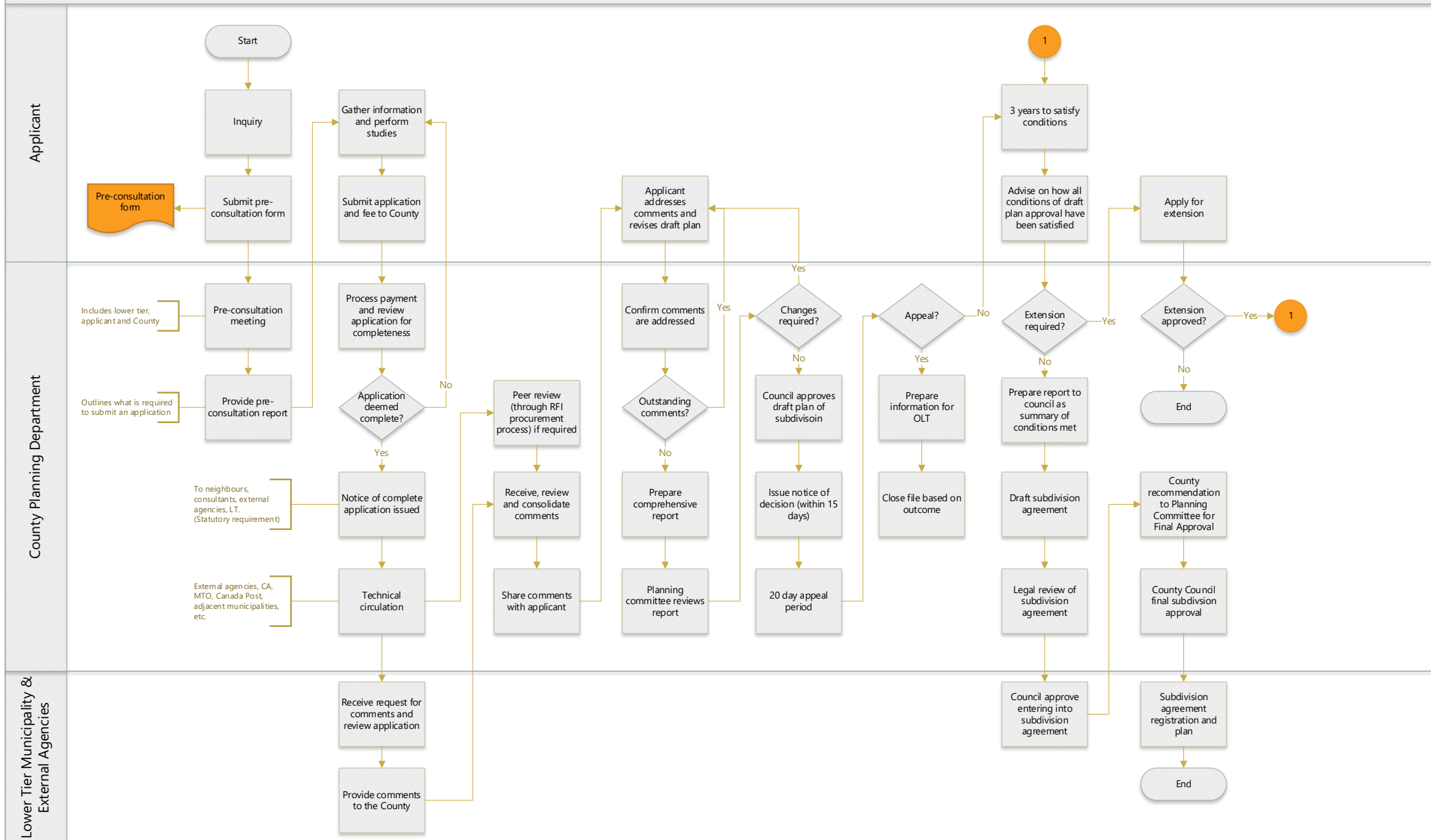
Planning Services – Minor Variance Application Process



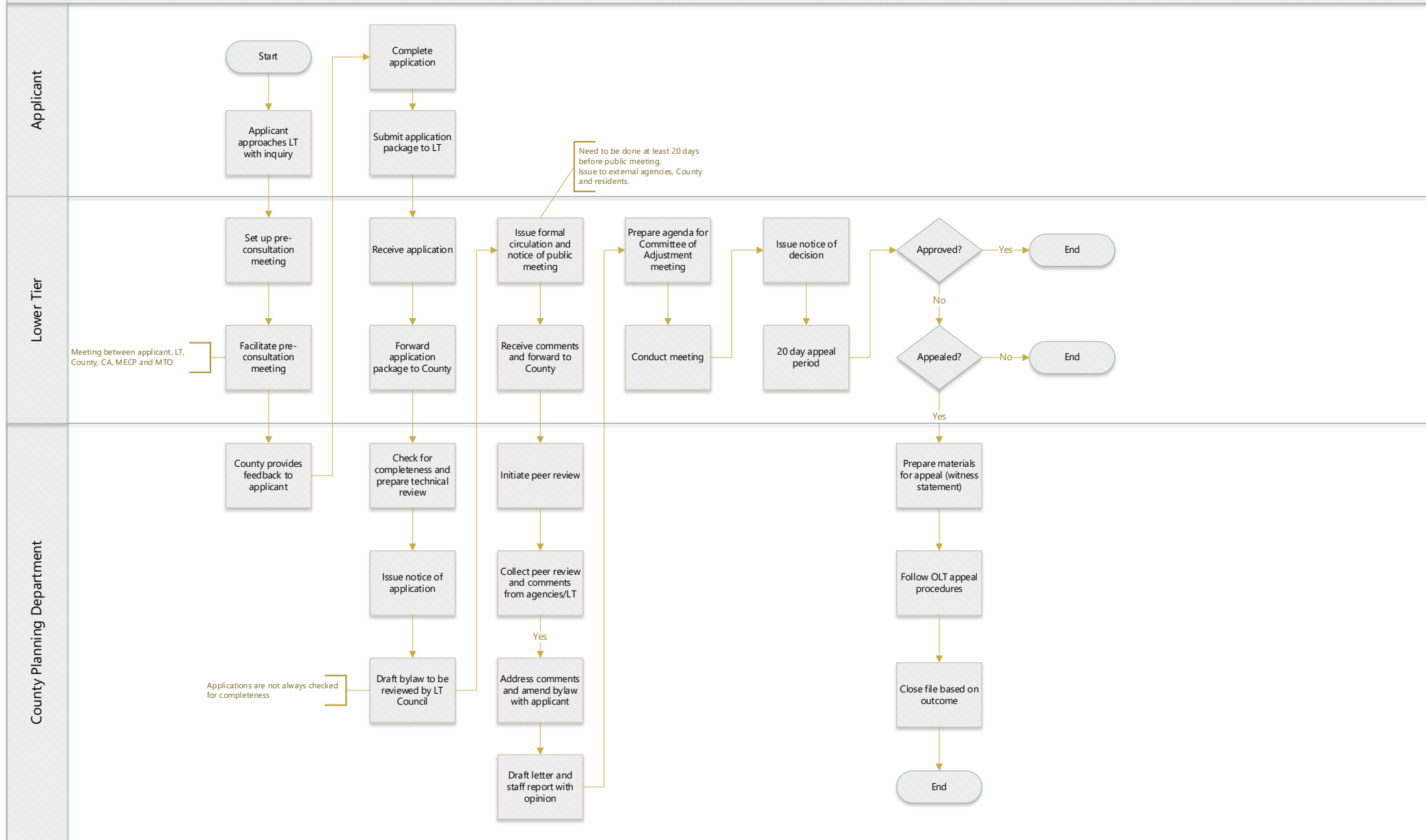
Planning Services - Official Plan Amendment Application Process



Planning Services - Plan of Subdivision Application



Planning Services - Zoning By-Law Amendment Application Process





This report has been prepared by KPMG LLP (“KPMG”) for the Corporation of the County of Hastings (the “County”, or “Client”) pursuant to the terms of our engagement agreement with Client dated September 7, 2022 (the “Engagement Agreement”). KPMG neither warrants nor represents that the information contained in this report is accurate, complete, sufficient or appropriate for use by any person or entity other than Client or for any purpose other than set out in the Engagement Agreement. This report may not be relied upon by any person or entity other than Client or for any purpose other than set out in the Engagement Agreement. This report may not be relied upon by any person or entity other than Client, and KPMG hereby expressly disclaims any and all responsibility or liability to any person or entity other than Client in connection with their use of this report.

The information provided to us by Client was determined to be sound to support the analysis. Notwithstanding that determination, it is possible that the findings contained could change based on new or more complete information. KPMG reserves the right (but will be under no obligation) to review all calculations or analysis included or referred to and, if we consider necessary, to review our conclusions in light of any information existing at the document date which becomes known to us after that date. Analysis contained in this document includes financial projections. The projections are based on assumptions and data provided by Client. Significant assumptions are included in the document and must be read to interpret the information presented. As with any future-oriented financial information, projections will differ from actual results and such differences may be material. KPMG accepts no responsibility for loss or damages to any party as a result of decisions based on the information presented. Parties using this information assume all responsibility for any decisions made based on the information.

No reliance should be placed by Client on additional oral remarks provided during the presentation, unless these are confirmed in writing by KPMG.

KPMG have indicated within this report the sources of the information provided. We have not sought to independently verify those sources unless otherwise noted within the report.

KPMG is under no obligation in any circumstance to update this report , in either oral or written form, for events occurring after the report has been issued in final form.

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