



CITY OF RICHMOND

REPORT TO COMMITTEE

TO: Planning Committee
FROM: Joe Erceg
Manager, Development Applications
DATE: April 30, 2001
FILE: 4105-00
RE: Rezoning, Development Permit and Subdivision Process Reviews

STAFF RECOMMENDATION

1. That the City Clerk bring forward amendments to the Development Permit Procedure Bylaw which would incorporate the General Compliance Application process; and
2. That staff monitor delegation of Development Permit approval in other municipalities and review this issue with Planning Committee in January, 2002.

Joe Erceg
Manager, Development Applications

JE:blg

FOR ORIGINATING DIVISION USE ONLY
CONCURRENCE OF GENERAL MANAGER

STAFF REPORT

ORIGIN

The Development Applications department has completed a staff review of the Rezoning, Development Permit and Subdivision application processes. This review was undertaken as part of the "Blow Out Bureaucracy" strategic initiative which seeks to improve customer service and satisfaction. The objective of the review was to identify ways to enhance the efficiency and effectiveness of the application process in consultation with the development community.

ANALYSIS

REVIEW OUTLINE

The Rezoning, Development Permit and Subdivision review work program consisted of the following tasks:

1. For each type of application, a staff team critically reviewed each step of the application process to see if it was still relevant and to look for potential time saving efficiencies.
2. The "Amanda" system, which is used to electronically circulate and track all applications, was reviewed and updated to track referrals more effectively.
3. Richmond's application processes were compared with other municipalities and the Manager, Development Applications participated in a Best Practices Workshop for development applications sponsored by the Greater Vancouver Regional District (GVRD).
4. Recent development trends and processing times (i.e. since 1997) were identified to provide a baseline for future measurement.
5. For each type of application, approximately 12 developers, who have completed applications since 1997, were invited to attend a roundtable discussion with staff. The President of the Urban Development Institute and Chairman of the Advisory Design Panel were also invited to these meetings. A questionnaire survey was also distributed to those in attendance and also to those not able to attend.

The roundtable meeting format was chosen to encourage in depth discussion with a relatively small group. The findings of the meeting and survey are intended to be anecdotal in nature rather than a statistical sample.

6. Staff reviewed recent amendments to the Local Government Act that permit the delegation of authority to issue Development Permits to staff. This issue was discussed with developers to gauge support for such a move.
7. This report was prepared to provide Council with an outline of review findings, actions taken, and to seek approval for delegation of some application approval authority.

MAIN FINDINGS

The review findings and resulting actions for Rezoning, Development Permit and Subdivision applications are outlined in detail in Appendices 1, 2 and 3. Each appendix contains:

- a) Minutes of the roundtable meetings;
- b) results of the questionnaire;
- c) details of improvements that have been completed and are pending as a result of the review; and
- d) an updated, current flowchart that outlines how each application type is now processed.

The main strengths of the City of Richmond application review process are summarized as follows:

1. There is a high level of satisfaction with how applications are handled amongst the developers consulted in this review; staff are viewed as professional, generally fair and helpful.
2. Richmond's application processes are simple and quick in comparison with other municipalities.
3. Application processing times since 1997 have fallen by between 38 and 55 percent; these times are continuing to fall despite a 20 percent increase in new applications in 2000 in comparison with 1998 and 1999.
4. Richmond has a good rapport with the development community and is viewed as a relatively stable place to do business. While development requirements can be substantial, once met, applications tend to proceed without a lot of unnecessary "process".

The feedback for improvements from the development community was offered openly and proved to be very constructive. The main areas for improvement are summarized as follows:

1. Application background material is inadequate and does not clearly depict the process used or requirements.
2. Better use should be made of the City web site to provide information and material, such as application forms.
3. Provision should be made to fast track minor and complete applications. Key milestones and a timeline should be established for applications when they are received.
4. Earlier feedback regarding major requirements/conditions is required. A staff "champion" should be assigned to facilitate processing and resolve internal inconsistencies.
5. It was requested that pre-application meetings and concurrent applications be used more frequently.
6. There is strong support for delegation of Development Permit approval from Council to the Development Permit Panel to achieve a considerable time saving.

RESPONSE TO REVIEW FINDINGS

The philosophy that has been adopted for development application processing is to create a one-stop model where the file manager acts as the central contact and facilitator for a development application from receipt to approval.

The following changes (which are described in more detail for each application type in Appendices 1,2 & 3) have been completed or initiated as a result of this process review.

1. A fast track option has been established for all straightforward applications and is reflected on new application flowcharts.
2. Applications are reviewed on receipt by senior staff. The staff contact, major requirements, timelines and target dates for processing are communicated to applicants. This allows applicants and staff to identify critical deadlines and milestones for efficient processing of an application.
3. Staff meetings are held for new applications to identify issues early in the review process.
4. Application referral requirements have been reviewed. Internal referrals for minor applications have been reduced (in some cases eliminated) to free up staff time for more complex applications.
5. Major rezonings are referred to the Beautification Strategic Team upon receipt of an application (previously after 3rd Reading) This allows much earlier identification of significant off-site requirements.
6. Staff encourages pre-application meetings and concurrent applications; this will be reflected in new application literature that is being prepared.
7. New Rezoning, Development Permit and Subdivision application packages are currently being prepared. All information and application forms will be posted on the City web site.
8. Computer upgrades and staff training is underway to enable receipt, review and referral of development plans in a digital format.
9. Outside referral agencies are now requested to respond within 30 days.

POTENTIAL FOR DELEGATION OF DEVELOPMENT PERMIT APPROVALS

Recent changes to the Local Government Act permit the delegation of Local Government authority for approval of Development Permits from Council to staff. If Council wishes to delegate this authority, it can be delegated to the Development Permit Panel or to an individual staff member (e.g. the General Manager, Urban Development).

The Act provides that Development Permit approval authority can only be delegated by a bylaw passed by a two-thirds vote of Council; it also requires that Council establish procedures for re-consideration of any decision made by staff, at the request of the applicant. It is noted that the issuance of Development Variance Permits cannot be delegated under the Act. Development Permits which involve variance still require Council issuance.

Since 1989, Council has utilized the Development Permit Panel to review the design elements that are addressed in Development Permit applications, consider public input and formulate a recommendation to Council. Overall, this system appears to have worked well. Based on the roundtable discussions and questionnaire, it appears that there is a high level of acceptance of the Development Permit Panel by the development community and most applicants feel that the time taken to process their applications is reasonable.

While the level of satisfaction with the existing process is high, the development community also indicated support for delegation of Development Permit approval authority to the Development Permit Panel. If this change was made, the neighbourhood notification and public input process would remain unchanged, however, the referral of applications to Council would not be required. The main motivation for this request is the potential time saving of between two and three weeks that could be achieved by such a change.

The delegation of Development Permit approval authority would only apply to design aspects of new projects. Council would continue to control land use and density via the rezoning process. If approval was delegated to the Development Permit Panel, the Panel would be responsible for determining whether projects comply with the design guidelines that are contained within the Official Community Plan (OCP). It should be noted that, in general, if a project complies with a municipality's design guidelines, a Development Permit cannot be withheld (e.g. Country Club Estates application on Mortfield Road).

Precedents for Delegation of Development Permit Approval

Staff investigations only identified one municipality, the City of Abbotsford, that has utilized the recent changes to the Local Government Act to delegate approval of Development Permits. In addition, the City of Vancouver has, for many years under its Charter, delegated this authority to staff. It also appears that several other municipalities in the Lower Mainland area are considering delegation of Development Permits but have not completed the process.

Although the above municipalities report that delegation of Development Permit approvals works well, there is only a very limited number of municipalities that have exercised this function. However, the number is expected to grow during the balance of the year. Following informal discussion at Planning Committee that indicated some reservation with delegation of Development Permit approvals, staff recommend that this matter be monitored for the remainder of 2001 and that staff provide a further report on the issue early in the new year. This approach will allow Richmond to examine experiences elsewhere before further considering any change to the existing approval process.

Staff recognize that the existing Development Permit approval process in Richmond works well and there is not a compelling need to change it. However the following options, and their pros and cons, have been identified for consideration. These options will be reviewed in more detail when staff report back on delegation of Development Permit approvals.

Option 1 - Retain authority for approval of Development Permits with Council.

Pro:

- Provides Council with an opportunity to have direct input on Development Permit applications, particularly contentious projects.
- Established, well-understood process with high level of applicant satisfaction.
- Utilizes Development Permit Panel to review applications in detail.
- Provides for public input to the Development Permit Panel and, at Council's discretion, to Council.

Con:

- Does not utilize amendments to the Local Government Act to achieve time savings of two to three weeks.
- Does not respond to the request from the development community.

Option 2 – Delegate authority for approval of Development Permits to the Development Permit Panel.

Pro:

- Potential to save two to three weeks in processing time.
- Preserves public notification process and opportunity for public input to Development Permit Panel.
- Responds to the request from the development community.
- Relieves Council of the need to be involved with routine Development Permits.
- Reduces likelihood that Council will be lobbied to deny a Development Permit for use/density issues rather than design considerations.

Con:

- Reduces Council's ability to be directly involved in contentious Development Permit applications.
- Potential resistance from community to delegation of authority to staff.

Option 3 – Delegate authority for approval of Development Permits to the General Manager – Urban Development

Pro:

- Has the most potential for time savings (one month plus).
- Would allow use of more efficient Development Permit Guideline checklists rather than formal, written staff reports.
- Eliminates scheduling/logistical issues between staff, Development Permit Panel and Council meetings.

Con:

- Requires significant changes to existing process.
- Public input would be written only.
- Potential for perception that individual staff have too much decision-making authority.
- Process less "transparent" than existing.

GENERAL COMPLIANCE APPLICATIONS

Review of other municipal practices has indicated that Richmond is unique in having a formal General Compliance application process for approval of minor changes to Development Permits that have been issued. The General Compliance process avoids the need to process new Development Permit applications for routine amendments that often occur during actual construction of a project. General Compliance applications must comply with Guidelines that Council adopted in 1999 and cannot include any variances.

The existing General Compliance application process is not reflected in the Development Permit Procedure Bylaw which was adopted in 1989. Staff recommend that this Bylaw be amended to incorporate General Compliance applications.

FINANCIAL IMPACT

Nil.

CONCLUSION

- Development Applications staff have completed a review of the Rezoning, Development Permit and Subdivision application processes.
- Many suggestions from the development community for improvements have already been adopted or are in the process of being implemented.
- Staff recommend that the process for General Compliances be formalized within the Development Permit Procedure Bylaw.
- It is recommended that staff monitor the number and success of municipalities that delegate approval authority for Development Permits and report back to Planning Committee in 2002.


Joe Erceg
Manager, Development Applications

JE:blg

REZONING PROCESS REVIEW BACKGROUND

- ◆ Roundtable Discussion Meeting Notes
- ◆ Survey Results
- ◆ Rezoning Process Review Improvements
 - ◆ completed
 - ◆ pending
- ◆ Updated Rezoning Process Flowchart

Rezoning Process Review Meeting Notes

October 12, 2000

Present:

Chuck Brook	Brook Development Planning Inc.
Nancy Holme	Echo West Management Ltd.
Maurie Feldberg	Opus Building Corp.
Olga Ilich	Suncor Development Corporation
Danny Leung	Fairchild Developments Ltd.
Rocky Sethi	Charan Sethi Group
Sonny Brandt	Progressive Construction Ltd.
Dana Westermark	Cedar Developments Corp.
Joe Erceg	Manager - Development Applications, City of Richmond
Holger Burke	Development Coordinator - Development Applications, City of Richmond
Al Schmidt	Supervisor - Development Applications, City of Richmond
Erland Carlson	Engineering Technician - Development Applications, City of Richmond
Brian Guzzi	Development Planner - Development Applications, City of Richmond

Questionnaire Only:

Andrew Tong	Concert Properties Ltd.
Rene Rose	Polygon Homes Ltd.
Bob Ransford	

Invited But Unable To Participate:

David Leung	Westbank Projects Corp.
Jay Lin	Westfair Properties Inc.

1. Welcome and introductions by Holger Burke.
2. Overview of review process by Joe Erceg.
3. Presentation of rezoning process (flow chart; minor "fast track" and complex rezonings; changes made to date) by Holger Burke.
4. Roundtable discussion with the following specific suggestions or concerns from the rezoning customers present (although the consensus was that the City of Richmond is a good place to work):
 - it would be helpful if the City could facilitate the BC Ministry of Environment review and assessment of soil profiles.
 - consider a preliminary rezoning review and reduce the amount of detail required for a rezoning application (i.e. focus on the major issues of land use and density).
 - consider a format for the staff reports in which the body of the report deals with land use and density with the following two appendices "Requirements for Adoption" and "Critique of the Design Concept".

- on large scale projects, try to keep the focus on the guiding principle and avoid getting bogged down in the details (especially if the rezoning is presented to the Advisory Design Panel - attempt to keep the focus on the big picture).
- sometimes it takes too long to get to Planning Committee (i.e. substantial review by staff but applicant still has no political feedback). Consider making it possible to have a preliminary review by Planning Committee.
- informal workshops with staff and the Design Panel are helpful especially on large complex proposals.
- staff should do a better job of screening and coordinating input from other departments at the "comment letter" stage and use some discretion in assigning priorities (particularly with Development Permits).
- clarification is required as to when a Public Information Meeting is necessary. Some Public Information Meetings are a disaster and result in disproportional negative comments. Suggest using a "workshop" or "open house" format to get usable input and surveys in "battle-hardened" neighbourhoods.
- agree with the proposal of putting the application form on the web-site.
- consider allowing the public to view the process tracking information, not necessarily the specific comments coming from various departments but who has not made comments or responded.
- consider posting a calendar or sequence of events so that developers can determine the timetable for the next steps in the process (i.e. Planning Committee meeting dates and deadlines).

Holger Burke introduced a number of other changes to the rezoning process currently being considered. Further comments from those present included:

- suggest there be more overlap of staff involvement between the rezoning and Development Permit processes.
- ensure that there are adequate staff resources to handle development applications, particularly during holidays.
- consider a review of the Environmental Sensitive Area (ESA) requirements, using more common sense when establishing these requirements.
- concern that the 'Public Art Program' is not very voluntary.
- consider getting staff together earlier in the process in order to filter comments from the other departments better.

Olga Ilich concluded the meeting by saying that the comments from the Urban Development Institute are generally very positive about doing business in Richmond.

CITY OF RICHMOND

REZONING PROCESS REVIEW SURVEY RESULTS

1. Were you treated in a courteous and professional manner by Rezoning staff?

Yes - 11 No - 0

Comments:

- staff at Richmond are the most pleasant to deal with of all the Lower Mainland municipalities.
- the rezoning staff is very friendly, polite and helpful.
- City staff are helpful and professional.

2. Did you clearly understand the Rezoning process and time frames?

Yes - 9 No – 1 Unanswered – 1

Comments:

- the lead time required to such events as Development Permit Panel or Public Hearing for staff reports, etc. are very unclear.
- time frames are never clearly communicated.
- since we work with the City staff frequently on rezoning applications, we are aware of the general time lines for rezoning land.
- for the most part, there always seems to be other issues that arise and inevitably cause further delays.

Suggestions:

- publish the lead time requirements and a calendar of dates for Council, Development Permit Panel, Public Hearings, Planning Committee, etc.
- a critical path be developed estimating time sensitive milestones for each application based on certain assumptions regarding complete information.
- suggest that if City staff could provide potential key time frames within the overall rezoning time frame it would be helpful for all applicants.
- establish milestones for certain criteria so there is a definite date to work towards.

3. Were City of Richmond policies and requirements for Rezoning clearly explained to you?

Yes - 9 No – 1 Unanswered – 1

Comments:

- often policies were discretionary and resulted in demands in an attempt to negotiate, yet you cannot have unilateral negotiations.
- the explanation does not remove the lack of clarity.

- since we work on very complex rezoning, sometimes the City staff in conjunction with us, have to develop some of the requirements, which means we don't always initially have a clear picture of what those requirements are going to be.
- even when we came across any unresolved issues, the staff was also willing to take the time for help and explanation.
- to the best of the ability in a short meeting.

Suggestions:

- staff should consider outlining what they expect to get from developers (i.e. land, public utility and public road construction costs).
- some universally adopted guidelines and a "point system" where policy priority are given status and projects contribute to these priorities can get "points" toward approval would help.

4. Do you believe that the time taken to process your application was reasonable?

Yes - 6 No – 4 Unanswered – 1

Comments:

- except in the case where the Ministry of Transportation and Highways gets involved.
- would like to see approval process shorten as much as possible.
- timing it took to go through the rezoning could be short.
- my specific application was badly delayed by concerns raised by a very small number of neighbours.
- time to rezone the properties is too long. It should take no more than six months, especially if the application is conforming to the Official Community Plan (OCP).
- this is not a yes or no question. Each rezoning has its own complications and complexities which affect the time taken. We would like to comment that with the reduction in City staff and holiday schedules there could be delays, which are not due to the actual complexity of the rezoning application. The other component which dramatically affects the time frame is the time spent waiting to get to certain meeting agendas.

Suggestions:

- look at ways to shorten the time it takes to obtain a rezone.
- Council needs to accept that a few noisy people are not the voice for a neighbourhood, and certain policy priorities must override the needs of the few for the benefit of the many.
- have a fast track process for reputable and experienced builders and/or conforming proposals.
- the time frames would benefit from additional overlap of City staff wherever possible.
- a City review of sign-off and agenda deadlines with the mandate to streamline and better coordinate could reduce the rezoning time frame.

5. Do you feel that Rezoning policies and requirements were applied fairly and consistently?

Yes - 7 No – 2 Unanswered - 2

Comments:

- generally, however with CD zoning, it is onerous on developers to immediately predetermine certain aspects of design prior to Development Permit application (i.e. material for exterior finishes).
- some of the requirements for children's play areas were felt to be inappropriate for some developments.
- City asking developers to dedicate land for free as well as constructing public roads after dedication of the land is unfair.
- there seems to be some unfairness as to how the applications are dealt with.
- this is not a yes or no question. I will say that the City staff is willing to discuss all points and explain their positions as well as listen to the other side.

6. What aspects of the Rezoning process were well handled in Richmond?

Comments:

- staff is always very cooperative.
- overall, there is no bad or great way of handling the rezoning process.
- reports are usually clearly presented by staff.
- flexibility was provided by Richmond Planning staff to accommodate site specific issues.
- access to staff; cooperative approach; willingness to be flexible; helpful feedback from various Panels and from staff.
- the working attitude of staff is excellent. They have been very patient, courteous and professional for assistance.
- I have been pleased with all aspects so far.
- the staff is generally accommodating and helpful in the process.
- advise us to the requirements of the process and suggestions to meet the requirements.
- draft of the rezoning bylaw.

Suggestions:

- perhaps initiating a web-based communications system that allows developers to follow their application.
- the finer points of the rezoning process were well discussed and expressed in our meeting regarding this subject and should be reviewed in answering these questions.
- I would have more comments on the subdivision process and variance process if there were sheets on these.

7. What aspects of the Rezoning process were not well handled in Richmond?

Comments:

- there are always confusions and conflict between the Development Permit Panel and Design Panel.

- CD zoning – Development Permit process involving Development Permit Panel involves some subjectivity; if project does not meet Panel's approval, time to get on agenda again is time, which may be wasteful and costly to developers.
- we are experiencing some difficulty in obtaining the timely release (review and inspection) of street tree Letters of Credit required as a condition of the zoning.
- timing; clarity; well-defined public priorities.

Suggestions:

- staff holidays could be better handled so that the process does not get bogged down.
- establish the public priorities (i.e. social housing, heritage preservation, transit, neighbourhood retention) that new development should contribute to. Define a value to each and approve on point scale.
- streamline the system so there are fewer steps and shorter time frames to receive a rezoning approval. The developer is risking a major investment, and he/she always conducts market studies as to the needs and wants of the buyers. The developer must be allowed to be creative in meeting these demands. Unnecessary demands from the Council and/or the City staff must not be made of the developer:
 - sometimes the developer is asked to allow universal housing within the development yet the past developments have shown that there is very little demand for the product as the persons with disabilities prefer to renovate their existing homes;
 - there is a very large demand for smaller detached affordable townhouses in Richmond, yet each time an application is made for such a development there are always arguments that the townhouses should be attached;
 - rather than creating a boulevard in front of a new development, more on-site landscaping should be used. This would allow better maintenance at no cost to the City.

8. Do you have any other suggestions to improve the Rezoning process?

Comments:

- staff holidays sometimes cause unnecessary delays to an application. Steps must be taken to minimize this delay to cut down the interest cost for the developer.
- attach time lines. Stop the practice of extracting concessions (i.e. Public Art, tree preservation and calling them voluntary).
- shorten time frames as much as possible. Interest costs on land when financed can be arduous. Appreciate all costs for development contract (i.e. site Servicing Agreement) are identified up-front so developers can budget appropriately.
- clear public policy priorities. Plan for people first, cars last. Rationalize the approval process to ensure that lead time is clear and timetable can be maintained.

9. Would you be prepared to discuss your survey response in more detail?

Yes - 7

No – 2

Unanswered - 2

REZONING PROCESS REVIEW IMPROVEMENTS (November 17, 2000)

Completed

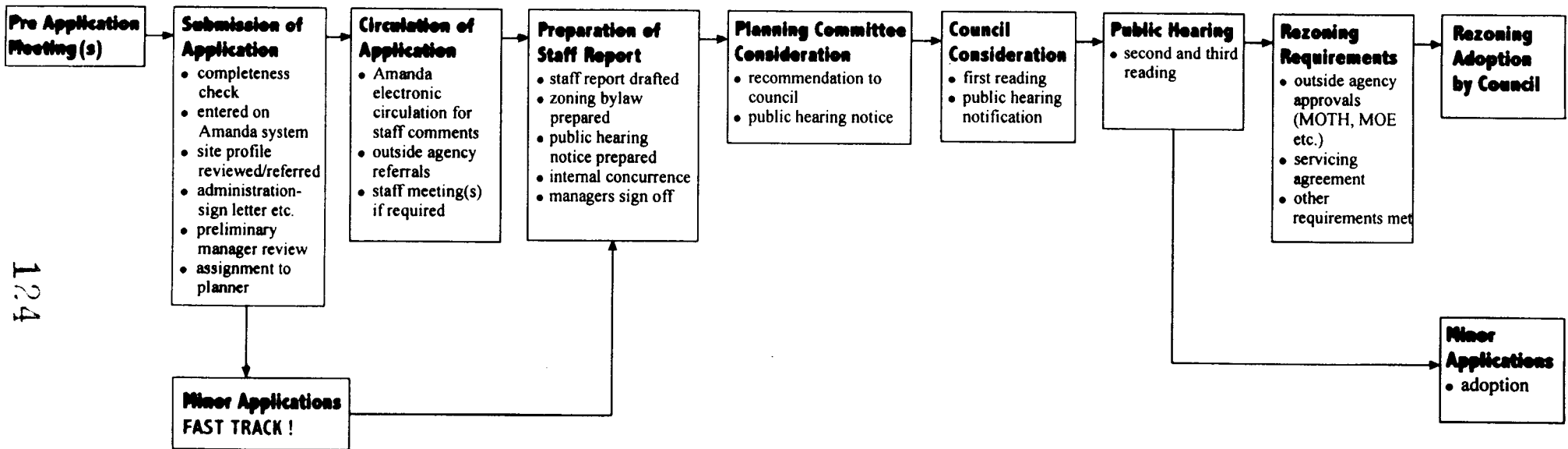
- ✓ fast track process established (as outlined in attached flowchart) for minor rezoning applications (e.g. complies with the OCP; complies with 702 Policy; complies with lane policy and other City policies; services available).
- ✓ timing of rezoning process from date of application to Public Hearing has improved 45 percent since 1997 (average processing time now 5.5 months).
- ✓ staff meetings held when a new application is received to identify preliminary issues and to establish circulation process/time lines.
- ✓ applicant advised of preliminary staff comments/requirements earlier in the process (e.g. road dedications; servicing issues; additional information required; etc.).
- ✓ time lines and target dates established in consultation with managerial staff and communicated to applicant (assuming completion of applicable requirements).
- ✓ applicant advised of staff contact when letter requiring rezoning sign is sent out (staff contact to coordinate application and City priorities).
- ✓ tracking system (Amanda) refined to establish a timely and effective circulation process.
- ✓ referral to Ministry of Transportation and Highways requests a response within 30 days.
- ✓ day of filing of legal documents changed to facilitate rezoning adoption.
- ✓ complex rezoning applications considered as a preliminary submission by the Advisory Design Panel (attempt to keep the focus on the big picture).
- ✓ applicants encouraged to apply concurrently for a Development Permit and/or subdivision (where applicable).
- ✓ promote pre-application meetings.
- ✓ circulate rezoning applications to the Beautification Team for comments re: off-site works and services.

Pending

- new rezoning application package (e.g. bulletins, handouts, guidelines, flow chart, application forms). Currently being prepared, estimated completion May, 2001.
- web-site to illustrate the rezoning process and to obtain application package. Currently being prepared; estimated completion May, 2001.

- ❑ publish Planning Committee, Council, Public Hearing, Design Panel, Development Permit Panel, etc. meeting dates and deadlines.
- ❑ electronic circulation of applications to outside agencies and City staff outside the City Hall (e.g. e-mail; Amanda). Computer hardware/software upgrades nearing completion. Anticipated completion for installation of software and staff training; April, 2001.
- ❑ ensure there are adequate staff resources to handle development applications, particularly during holidays.
- ❑ allow public to view Amanda system and for developers to track the status of their application.
- ❑ City facilitation of BC Ministry of Environment review and assessment of soil profiles.
- ❑ reduce the amount of detail required for a major or CD rezoning application (i.e. focus on the major issues of land use and density rather than design details).
- ❑ establish guidelines as to when a Public Information Meeting is necessary and the method of obtaining the neighbourhood's input.
- ❑ clarify legal and development application requirements in rezoning reports, and separate them from design issues to be addressed at the Development Permit stage.
- ❑ investigate the possibility of one staff person handling both a rezoning and Development Permit application or more overlap of staff involved in both processes.
- ❑ regular Amanda reports to the Planning Committee for information and preliminary feedback.
- ❑ establish deadlines for staff circulation/comments (e.g. Amanda reminders and sign-off).
- ❑ utilize Amanda or electronic REDMS form instead of routing forms and memos.
- ❑ review Environmentally Sensitive Area (ESA) requirements.
- ❑ examine the timely release of landscaping Letters of Credit required as a condition of rezoning (Development Permit).
- ❑ establish and publish public priorities that new development should contribute to and be evaluated by.
- ❑ review "voluntary" programs and discretionary policies such as Public Art, play area requirements and tree preservation.
- ❑ ensure staff are aware of current market demands (i.e. universal vs. adaptable housing; detached vs. attached townhouses; off-site vs. on-site landscaping).
- ❑ explore statistically/financially the possibility of eliminating Public Hearings for rezonings in compliance with the OCP.

City of Richmond Rezoning Process



DEVELOPMENT PERMIT PROCESS REVIEW BACKGROUND

- ◆ Roundtable Discussion Meeting Notes
- ◆ Survey Results
- ◆ Development Permit Process Review Improvements
 - ◆ completed
 - ◆ pending
- ◆ Updated Development Permit Process Flowchart

Development Permit Process Review Meeting Notes

October 19, 2000

Present:

Andrew Tong	Concert Properties Ltd.
Stacey Maeda	Maeda Development
Paul Leong	Paul Leong Architects
Stan Milacek	Gama Enterprises Ltd.
Ross Clouston	Talisman Homes
Ken Chow	Chair, Advisory Design Panel
Joe Erceg	Manager - Development Applications, City of Richmond
Holger Burke	Development Coordinator -Development Applications, City of Richmond
Alex Jamieson	Planner II – Urban Design - Development Applications, City of Richmond
Brian Guzzi	Planner 1 - Development Applications, City of Richmond
Jim DeKleer	Engineering Assistant - Development Applications, City of Richmond

Questionnaire Only:

David Chueng	Dava Developments Ltd.
John Cordonier	Bentall Properties Ltd.
Norm Coutie	Adera Equities Inc.
Tom Yamamoto	Tomizo Yamamoto Architects

Invited But Unable To Participate:

Jan Timmer	Jan H. Timmer Architecture Inc.
Julio Gomberoff	Gomberoff Lyon Bell Architects
Rick Ilich	Townline Ventures Ltd.
Nelson Chan	Palladium Developments Corp.
David Porte	Porte Realty

1. Welcome and introductions by Brian Guzzi.
2. Overview of review process by Joe Erceg.
3. Presentation of Development Permit process (flowchart; minor and complex Development Permits; improvements currently under consideration) by Brian Guzzi.
4. Roundtable discussion with the following specific suggestions or concerns from the Development Permit customers present:
 - it was suggested that a City staff member should be appointed to “champion” the project through the process in order reduce uncertainty (i.e. watch the time involved in a project and clarify City requirements).
 - “champion” has to have customer service as a priority (e.g. respond to phone calls promptly).
 - City should ensure there is adequate staff coverage during holidays.
 - suggest identifying a possible range of dates for processing a Development Permit (i.e. target date; outside or latest date; intermediate milestones such as a Design Panel meeting).

- invite the applicant to meet staff on complex projects in order to establish better communication and understanding between the City and the proponent.
 - strong support for delegating decision-making authority to the Development Permit Panel (Council approval can be another level of uncertainty). General agreement that under this scenario, if the Development Permit Panel refuses a project, there should be no appeal to Council.
 - update of Zoning Bylaw required to avoid variances and need for Design Panel review.
 - design expertise and interest should be determining factors in the composition of the Development Permit Panel.
 - ensure only appropriate applications go to the Design Panel and do not limit the agenda to three or four items (get Development Permit Panel approval of this).
 - reduce the number of times an application has to go to the Advisory Design Panel by empowering staff to ensure that issues identified by the Panel are adequately addressed.
 - good to know issues at the outset to reduce uncertainty and help the timing for marketing.
 - staff should ensure that the applicant has the appropriate qualifications (i.e. architect vs. engineer preparing plans).
 - establish a fast track system for simple projects that meet all requirements.
 - more focused/thorough staff presentation to Advisory Design Panel as to what the issues are that the Panel should comment on and what the parameters are in the review process.
 - staff should meet with the Advisory Design Panel on an annual basis to identify the City's priorities.
 - the web site should be updated to provide background material for Development Permits..
5. Joe Erceg concluded the meeting by thanking everyone for their input and advising them that the intent was to take a report to the Planning Committee and Council with regard to the Development Permit, rezoning and subdivision process reviews in early December.
6. A questionnaire was distributed to those in attendance (and those who were invited to the meeting but were unable to attend).

CITY OF RICHMOND
DEVELOPMENT PERMIT PROCESS REVIEW SURVEY RESULTS

- 1. Were you treated in a courteous and professional manner by Development Permit staff?**

Yes - 7 No - 0

Comments:

- Appreciate the prompt responses to inquiries.
- Richmond staff are courteous and professional.
- Have always found staff to be helpful and responsive.

- 2. Did you clearly understand the Development Permit process and time frames?**

Yes - 7 No – 0

- 3. Were City of Richmond policies and requirements for Development Permits clearly explained to you?**

Yes - 5 No – 1 Unanswered – 1

- 4. Do you believe that the time taken to process your Development Permit application was reasonable?**

Yes - 4 No – 2 Sometimes – 1

Comments:

- referrals can “drag on”.
- Development Permit Process should not exceed six months.
- staff holidays can cause delays.

Suggestions:

- amend zoning bylaw to avoid variances.
- understand that time is the essence.
- establish a timeframe for referral responses.
- hire more staff/consultants.

5. Do you feel that Development Permit policies and requirements were applied fairly and consistently?

Yes - 5 No – 1 Somewhat - 1

Comments:

- require fewer "design aids" for smaller projects.
- interpretation of guidelines varies between planners.
- Development Permit process is fairly consistent.

Suggestions:

- review and clarify guidelines.
- clarify Zoning Bylaw provisions (e.g. floor area, site coverage, etc.).

6. What aspects of the Development Permit process were well handled in Richmond?

Comments:

- the Development Permit process is above average and well handled in Richmond
- staff knowledge of site is necessary.
- the Development Permit Panel is competent and professional.
- meetings with staff to resolve issues are helpful.
- generally satisfied with process.

Suggestions:

- establish clearer Development Permit Guidelines.
- clarify zoning bylaws (i.e. floor area calculations).
- revise zoning bylaw to eliminate the need for minor variances.
- give staff in the various departments a deadline to submit comments.
- target a realistic Development Permit approval date at the outset of the process.

7. What aspects of the Development Permit process were not well handled in Richmond?

Comments:

- experienced some lack of coordination between departments.
- pre-application meetings are helpful.
- late comments/input from staff can be a problem.

Suggestions:

- speed the Development Permit processing time.
- ensure that comments from various departments are consistent.
- late requests/comments are not appreciated.
- improve the coordination between the various departments.

8. Do you have any other suggestions to improve the Development Permit process?

Comments:

- limit the number of Development Permit Panel referrals back to staff.
- set parameters at the outset and communicate with the Advisory Design Panel.
- reduce the number of Advisory Design Panel members.
- limit the need for variances.
- set a project "time line" at outset.

9. Do you believe that the approval of Development Permits should be delegated by Council to the Development Permit Panel?

Yes - 6 No – 1

Comments:

- not for controversial issues/variances.
- only with option of appeal to Council (for applicants).

10. Would you be prepared to discuss your survey response in more detail?

Yes - 7 No – 0

DEVELOPMENT PERMIT PROCESS REVIEW IMPROVEMENTS (November 16, 2000)

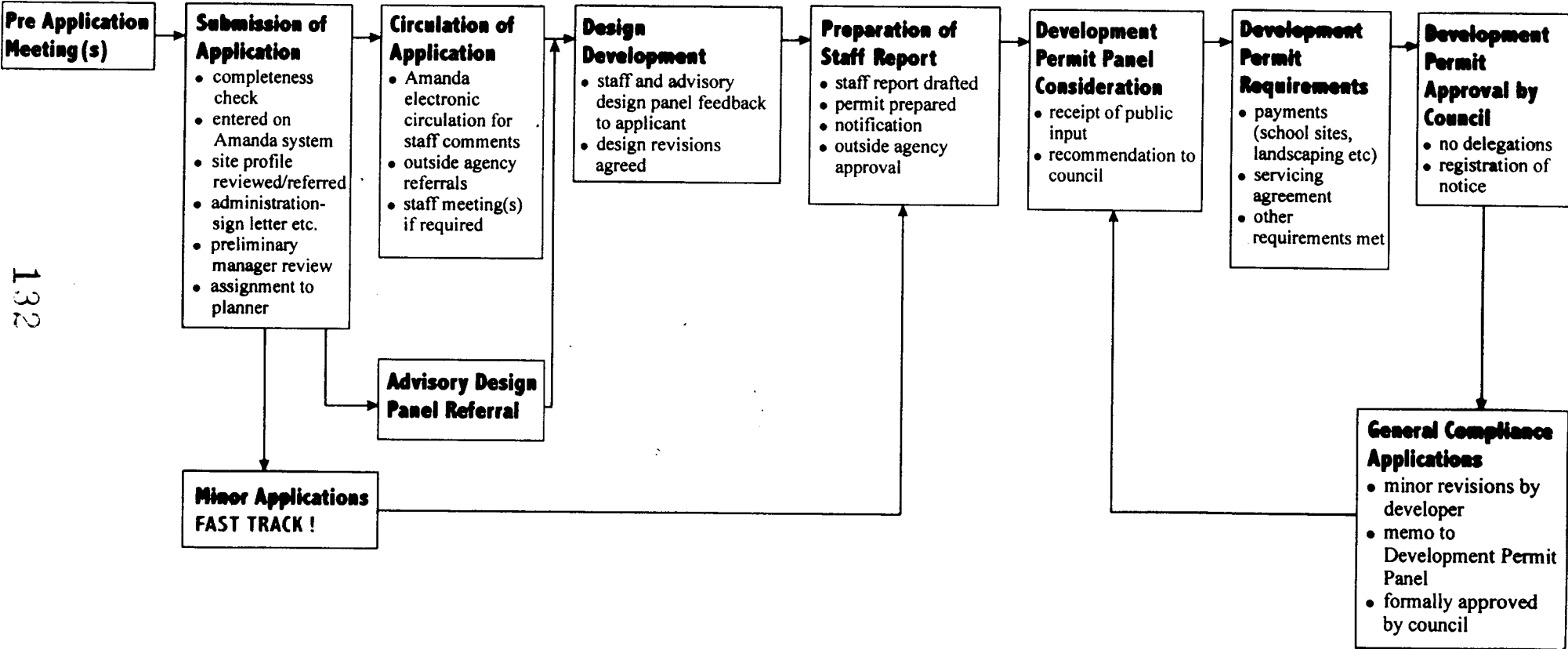
Completed

- ✓ implemented a fast track process (as outlined in attached flowchart) for minor/complete applications.
- ✓ established regularly scheduled staff meetings to discuss Development Permit applications (i.e. coordinate and resolve conflicting comments).
- ✓ promote concurrent Rezoning and Development Permit applications.
- ✓ timing of Development Permit process from date of application to Development Permit Panel has improved 38 percent since 1997 (average processing time now 5.25 months).
- ✓ staff meetings held when a new application is received to identify preliminary issues and to establish circulation process/time lines.
- ✓ applicant advised of preliminary staff comments/requirements earlier in the process (e.g. road dedications; servicing issues; additional information required; etc.).
- ✓ time lines and target dates established in consultation with managerial staff and communicated to applicant (assuming completion of applicable requirements).
- ✓ applicant advised of staff contact when letter requiring Development Permit sign is sent out (staff contact to coordinate application and City priorities).
- ✓ tracking system (Amanda) refined to establish a timely and effective circulation process.
- ✓ referral to Ministry of Transportation and Highways requests a response within 30 days.
- ✓ promote pre-application meetings.

Pending

- delegation of Development Permit approval from Council to the Development Permit Panel. This suggestion has been investigated by staff and is recommended as a Council action within this report.
- new Development Permit application package (e.g. bulletins, handouts, guidelines, flowchart, application forms). Currently being prepared, estimated completion May, 2001.
- web-site to illustrate the Development Permit process and to obtain application package. Currently being prepared; estimated completion May, 2001.
- electronic circulation of applications to outside agencies and City staff outside the City Hall (e.g. e-mail, Amanda). Computer hardware/software upgrades nearing completion. Anticipated completion for installation of software and staffing training April, 2001.
- review of zoning bylaw to update, reduce variances and clarify provisions commenced by Manager – Zoning.

City of Richmond Development Permit Process



SUBDIVISION PROCESS REVIEW BACKGROUND

- ◆ **Roundtable Discussion Meeting Notes**
- ◆ **Survey Results**
- ◆ **Subdivision Process Review Improvements**
 - ◆ **completed**
 - ◆ **pending**
- ◆ **Updated Subdivision Process Flowchart**

Subdivision Process Review Meeting Notes

October 10, 2000

Present: Alison Davies Progressive Construction Ltd.
Olga Ilich Suncor Development Corporation
Norm Ferguson Belvedere Homes Ltd.
Lorraine Palmer Conway Richmond Ltd.
Anne Piche Piche Construction
Joe Erceg Manager - Development Applications, City of Richmond
Holger Burke Development Coordinator - Development Applications, City of Richmond
Al Schmidt Supervisor - Development Applications, City of Richmond
Bob Venturas Engineering Assistant - Development Applications, City of Richmond
Brian Guzzi Development Planner - Development Applications, City of Richmond

Questionnaire Only:

Shawn Lawson
Helen Yee

Invited But Unable To Participate:

Mark Sakai Fraserview Construction Co. Ltd.
Mr. Kause Feature Projects Ltd.
John Goertzen
Helen Yee
Ivan Krpan
Paula Litt

1. Welcome by Al Schmidt.
2. Introductions by Joe Erceg.
3. Overview of subdivision process by Al Schmidt, including flowchart, distinction between minor and complex subdivisions, and changes made and proposed to the subdivision process.
4. Roundtable discussion with the following specific suggestions or concerns from the subdivision customers present (although the consensus was that the City of Richmond has a very efficient subdivision process):
 - it would be helpful if the City could facilitate the referral process to outside agencies, particularly BC Hydro and BC Tel which take a very long time to respond and do not begin their review until the design process and until requested by the applicant. Perhaps the City could take a more proactive role to facilitate and speed the review of applications by these outside agencies.
 - developers appreciate the choice to register legal documents with the land title office because sometimes they can do it faster than the City (although the City's legal department has recently added a new solicitor and legal assistant).
 - appreciation was expressed for the improvements that have been made to the system in the last two years and the reduced amount of time it was taking to process a subdivision application

- the flowchart of the subdivision process is a good reflection of what actually happens.
- currently the City does not give notice when service connection work is scheduled. Perhaps the City could provide advance notice of pending service connections or other off-site works by the City crews when work orders are created.
- the City does not provide a break down of fees for off-site works and the customers present would appreciate this information. Some charges for work done by City crews seem very high (i.e. \$550.00 for the supply and installation of a street sign).
- consider contracting out more of the off-site works. The City work crews aren't up to speed with private contractors. Small lot projects require faster response time for off-site construction requirements. If the City crews can't perform the work faster give the developer the option to contract the work.
- during the internal review of Service Agreements the applications seem to get 'stuck' in some piles longer than others. Consider a more proactive approach in managing the Service Agreement process. (It was noted by staff that the Service Agreement process will be reviewed next year)
- the bulletins and notices regarding the subdivision process are helpful.
- consider extending the expiry date for approved subdivisions (i.e. from 90 days to 180 days).
- add the subdivision application forms to the City's web page.
- the subdivision approval process falls apart a little toward the end when the legal lots created need addressing in order for a Building Permit to be issued. Sometimes these tasks are assigned to the staff person on Thursday afternoon, the day before this staff person's Friday off (i.e. compressed day). Perhaps there could be earlier notice to the staff responsible for civic addressing and building permit issuance.
- there is lag time between the preliminary letter of approval (PLA) and the creation of the civic address and this costs money to the developers.
- identify the staff contact for each application in the initial letter of notification from the City.
- consider establishing a target date for subdivision approval at the outset of the process. The PLA is used as part of the sale process but it can sometimes take a lot longer than anticipated.
- the processing times should be related to the amount of development activity and since the number of applications are down the processing times should be faster. Concern was expressed about happens in the future when development activity picks up again.

- consider posting a staff directory with associated responsibilities on the web site so that customers on the outside can better understand who does what and when. At the minimum it's helpful to know who is the staff person responsible for coordinating each application.
- the City of Vancouver sets a meeting time and date for appointment with the approving officer to obtain Building Permits. Vancouver staff come to this meeting with all information necessary to issue a Building Permit if the applicant has done their homework. Consider dealing with Building Permits at one meeting.
- development standards vary throughout the City and it is sometimes confusing to understand the different policies and the background rationale. Street lighting in lanes is an example of a confusing policy. Consider more bulletins or pamphlets to explain these situations.
- there seems to be a duplication of efforts and concern regarding the landscape treatment of subdivided front yards and streets. Developers want to have landscaped front yards and for the most part require tree planting in the front yards however the City also requests a street tree. \$950.00 for a street tree seems very expensive. Developers can install trees for \$350.00 each.
- driveway construction standards are also a concern. Consider allowing a wider driveway crossing that relates to the width of garage door openings.
- the City should consider issuing the preliminary layout approval letter before final reading of a rezoning bylaw.
- don't add new fees (i.e. 'up-front' charges for a subdivision application or fee for pre-applications).
- clarification was provided as to when the BC Ministry of the Environment signs floodplain covenants.

Joe Erceg concluded the meeting by indicating that notes from this meeting will be prepared. The results of the subdivision, rezoning and Development Permit process reviews will go to Planning Committee in early December.

CITY OF RICHMOND
SUBDIVISION PROCESS REVIEW SURVEY RESULTS

1. Were you treated in a courteous and professional manner by Subdivision staff?

Yes - 7 No - 0

Comments:

- staff was friendly, helpful and explained things well.
- response to enquiries is prompt.
- staff are always professional.

2. Did you clearly understand the Subdivision process and time frames?

Yes - 6 No – 1

Comments:

- if at any time it was unclear, a call to Al or Holger clarified it immediately.
- application literature does not explain process clearly.

Suggestions:

- bulletins and handouts would be helpful to explain the process and time frame.
- keep application material simple for first time users/small developers.

3. Were City of Richmond policies and requirements for Subdivision clearly explained to you?

Yes - 5 No – 2

Comments:

- after discussing with several staff, the picture was more clear.
- staff probably did not think it was necessary (experienced developer).

Suggestions:

- a more detailed 1st letter than just explaining the file number and telling us it will take six weeks for the application to be processed.

4. Do you believe that the time taken to process your application was reasonable?

Yes - 5 No – 2

Comments:

- time line was not given so cannot judge what is reasonable. In total, it took four months; much too long.
- in the past it took longer, in the last year, the service has been timely and efficient.
- minor subdivisions should be faster than major subdivisions.
- when the market is slow, the process time should be faster.
- Law Department is always quick.

Suggestions:

- fast turn-around time by the Approving Officer is important.
- why does it take so long? Everything was submitted on my part. Can some applications be marked as rush or priority?

5. Do you feel that Subdivision policies and requirements were applied fairly and consistently?

Yes - 7 No – 0

Comments:

- Do not know what is fair and unfair policies and requirements. There were no options, you just do what you are told and pay whatever fees are presented.

Suggestions:

- fast track minor subdivisions.
- try to be more compassionate and lenient.

6. What aspects of the Subdivision process were well handled in Richmond?

Comments:

- staff was very helpful and knowledgeable.
- initial questions when first inquiring about subdivision potential were answered quickly and as realistic as possible; no false hopes.
- staff well prepared to handle the process and questions.
- Urban Development staff are approachable, making the process a pleasant experience.
- the actual subdivision approval; problems, if any, result from Engineering, Permits, Hydro and Works Yard.
- staff were flexible in dealing with developers financing problems. Were willing to seek solutions and look at different options.
- I find Planning and Engineering to be very helpful in estimating time frames and costs of potential development sites.

Suggestions:

- Clearer, more detailed literature required.

7. What aspects of the Subdivision process were not well handled in Richmond?

Comments:

- length of time it took to process entire application.
- coordination with Engineering and Works Yard.
- should not need to go through rezoning if 702 Policy exists.

Suggestions:

- improve feedback whether the application is acceptable to various departments.
- provide early advice if application cannot be approved so it can be withdrawn.

8. Do you have any other suggestions to improve the Subdivision process?

Comments:

- better detailed information for the non-tradesman.
- assign subdivision contact person to solve problems.
- allocate a civic address from the start, a "one write" system where you can indicate at the time of making the first application what future subdivision is proposed.
- extending the time of the approval letter.

9. Would you be prepared to discuss your survey response in more detail?

Yes - 6

No – 1

SUBDIVISION PROCESS REVIEW IMPROVEMENTS (October 10, 2000)

Completed

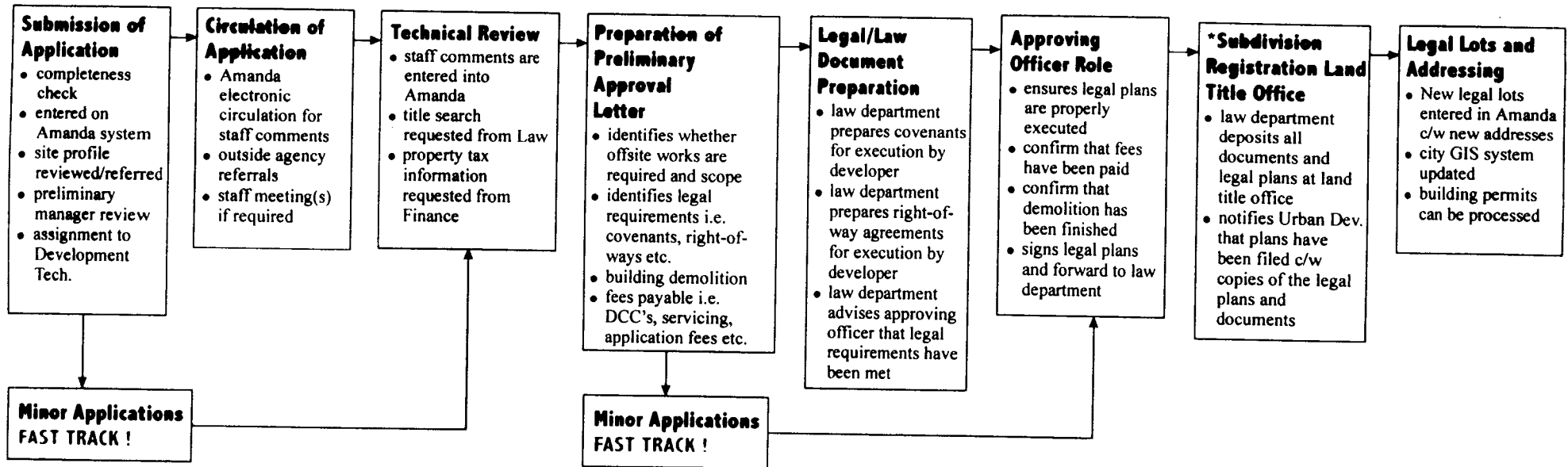
- ✓ implemented a fast track process for subdivision applications (as outlined in attached flowchart).
- ✓ timing of subdivision process from date of application to issue of preliminary letter of approval has improved 55 percent since 1997 (average processing time now 3 months).
- ✓ staff meetings held when a new application is received to identify preliminary issues and to establish circulation process/time lines, including identification of applications that can be fast tracked.
- ✓ applicant advised of preliminary staff comments/requirements earlier in the process (e.g. road dedications; servicing issues; additional information required; etc.).
- ✓ time lines and target dates established in consultation with managerial staff and communicated to applicant (assuming completion of applicable requirements).
- ✓ applicant advised of staff contact who is responsible to coordinate application and City priorities.
- ✓ tracking system (Amanda) refined to establish a timely and effective circulation process.
- ✓ referral to Ministry of Transportation and Highways requests a response within 30 days.
- ✓ applicants encouraged to apply concurrently for a subdivision when they apply for rezoning.
- ✓ promote pre-application meetings.

Pending

- new subdivision application package (e.g. bulletins, handouts, guidelines, flowchart, application forms). Currently being prepared; estimated completion May, 2001.
- web-site to illustrate the subdivision process and to obtain application package. Currently being prepared; estimated completion May, 2001.
- electronic circulation of applications to outside agencies and City staff outside the City Hall (e.g. e-mail, Amanda). Computer hardware/software upgrades nearing completion. Anticipated completion for installation of software and staff training April, 2001.
- extending the preliminary letter of approval expiry date from 90 days to 180 days.
- City Solicitor to investigate the legality of issuing the preliminary letter of approval for a subdivision prior to final adoption of the rezoning bylaw.
- utilize the current technology to track the Servicing Agreements during Engineering review.

- pursue with Public Works on advance notification of service connection installations. Discuss concerns regarding costs.
- work with BC Hydro and Telus on improving response time.
- review and amend subdivision/civic address/Building Permit steps to enhance efficiency.

City of Richmond Subdivision Process



***Minor Applications: Developer has option of depositing legal plans at the Land Title Office**