

Transforming Planning: Transition Summary



# Transforming Planning: Transition Summary

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THE CITY OF  
**CALGARY**  
PLANNING, DEVELOPMENT  
& ASSESSMENT

## Transforming Planning: Transition Summary

### EXECUTIVE SUMMARY

The Transforming Planning program was developed in response to Council's direction to re-engineer and simplify the planning process. The objective of the program was to deliver a planning system that focuses on outcomes – achieving the goals of the Municipal Development Plan (MDP), and providing excellent service to citizens and customers. The program has been delivered by a Working Group comprised of seven members of Administration (representing various teams and sections within Planning, Development & Assessment) and seven external volunteers (representing the development and building sector, the community sector and the planning and architecture sector). Ownership of the program was provided by the Internal Advisory Committee, comprised of the Mayor, two Councillors, the general managers of Planning, Development & Assessment; Transportation; and Community Services & Protective Services.

#### PROGRAM HIGHLIGHTS

- Extensive engagement process with City staff, industry and community representatives that has resulted in a new planning system for Calgary.
- Beginnings of cultural transformation in the planning system is resulting in a more collaborative approach and increased stakeholder satisfaction.
- A Decision Framework has been developed and validated by stakeholders that identify roles and responsibilities and an implementation strategy that delivers a long-term transformation for planning moving forward.

There have been a great number of achievements and successes during the course of the past eighteen months as a result of the program with some of these examples documented and lauded by private, public and internal stakeholders. As the Transforming Planning program winds down at the end of 2013, the transformational shift that it started is not over – rather, it will be handed over to those City divisions and stakeholders who have been engaged since the new planning system was introduced. That system has been developed to deliver the following elements:

- Implement an outcome-based approach rather than a process-based approach;
- Support stakeholders in being open to exploring new solutions so that issues are identified and addressed in a collaborative way;
- Activate newly established procedures that will result in time and money savings for all stakeholders involved;
- Increase stakeholder satisfaction by offering clients and community stakeholders more certainty and less risk;
- Offer a system to capture lessons learned from past projects to inform new projects to make them better and more efficient;
- Empower City staff to use professional judgement and experiences to make decisions that will be backed by leadership; and
- Offer more transparency and accountability to City Council and taxpayers.

### BACKGROUND

In 2012 June, Council directed Administration to examine the overarching planning system rather than continuing to rely on ongoing changes to existing processes. That direction highlighted the importance of outcomes (or mandate) and culture, as well as process. As part of Planning, Development & Assessment's (PDA's) "nextCITY" concept for delivering Calgary's planning vision, Transforming Planning engaged City staff and other stakeholders – including industry and community representatives – and delivered the outline of a new planning system that will help continue to build on The City of Calgary's vision of a vibrant, prosperous and sustainable city for everyone. The approach addressed some issues

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that had been long recognized as weaknesses in planning system prior to the introduction of Transforming Planning and included:

- Inconsistencies between the Municipal Development Plan (MDP) and Calgary Transportation Plan (CTP) and some existing City standards, guidelines and policies;
- The perceived lack of learning from past experiences to inform and enhance future policies and applications;
- Challenges related to lack of trust, poor communication, slow responsiveness, little tolerance for risk, perceived lack of decision-making abilities, and siloed perspectives across the Corporation;
- The desire to improve organizational performance and orient service delivery towards a citizen-centric point of view;
- Facilitate business development and support businesses in their efforts to expand or contribute to Calgary's economic base; and
- The need to ensure transparency and accountability to the citizens of Calgary.

### APPROACH - TRANSFORMATION VERSUS CHANGE

The establishment of the Transforming Planning program was recognition that success in changing Calgary's planning system would require a complete system rethink. In the past, incremental change and reform have not significantly made a difference on the planning system because real transformation requires a break from the past. The new system needed to be designed around delivering outcomes, not fixing the status quo.

The overall process aimed to be highly collaborative and strategic, based on a model of shared understanding. Collaboration between the various players and groups within the new system was considered a cornerstone of the overall approach, along with an emphasis on great outcomes. Part of this approach involved engaging City staff and external stakeholders at the ground level substantively so that not only was a new planning system designed and delivered, it was created and “owned” by those people who worked inside of it every day.

The collaborative approach was modeled by the composition of the Working Group tasked with delivering the program. With the understanding that the new planning system had to work for all stakeholders, a team of City staff and external stakeholders was selected to partner on the ‘hands on’ development and implementation of the Transforming Planning work plan. External stakeholders were selected from the planning and architecture professions; building and development industries; and Calgary communities. Together, the Working Group cooperated with other stakeholders to develop the projects, the System Outline and the Decision Framework of what would soon become the new planning system. This collaborative approach carried through the delivery of projects in the program, with extensive multi-stakeholder workshops and working sessions to test concepts developed by the Working Group.

#### WORKING GROUP GUIDING PRINCIPLES

- Build a city for the long term
- Deliver MDP vision
- Find opportunities for collaboration
- Seek working consensus in decision making
- Be accountable
- Listen carefully, act decisively
- Design for resilience

Whereas other projects are delivered in a way that can be implemented 'as is' once the program that has created them have been completed, Transforming Planning engaged in an approach of '*dynamic incompleteness*'. Simply put, the new planning system will continue to evolve and adapt over time so that it can continue to be relevant by growing with the city and with innovations – without requiring the establishment of a program like Transforming Planning to address known issues.

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### PROGRAM IMPACT

The Transforming Planning program has already begun to have a notable impact on the practise of planning for City staff, industry and community stakeholders. In a little over a year, the Transforming Planning program is well into implementation.

The new planning system is modelled on a culture of respect, accountability and collaboration. For City staff it means being empowered to make informed decisions, a demonstration of performance, more efficient workflows and a focus on outcomes for the good of the city rather than focusing on a set process to follow. For applicants it means greater efficiency, clarity and a savings of resources. For community stakeholders, it means better opportunities for engagement and enhanced dialogue on pending projects. The shift in culture is apparent in how stakeholders are interacting with one another within the new planning system – conversations are increasingly focused on outcomes, and there is evidence of change in how business is being done.

The creation of the system outline in itself was a collaborative effort, and a true example of Transforming Planning principles 'in action', in that it sought to design a system with a focus on outcomes and created clarity around roles and responsibilities. The utline captured the need to build the Calgary of tomorrow by working towards the common goals of today. It encouraged input and when completed, was validated by the stakeholders involved.

Transforming Planning has already created a state of readiness within the system and there is commitment from City leadership to embrace the new system and further advance it forward. The goal of the final phase of the program was to deliver the beginnings of a system-wide transformation, and set in motion continued implementation of transformation across City departments and stakeholder organizations, building on the work completed to date. Unlike other projects that conclude at the end of their mandate, the implementation of the new planning system will continue to evolve and adapt. This will especially be evident in the sustainment of a research and development (R&D) function within planning that has resulted as a product of the valuable work completed by the Pilot Project team.

### HOW DID TRANSFORMING PLANNING MAKE A DIFFERENCE?

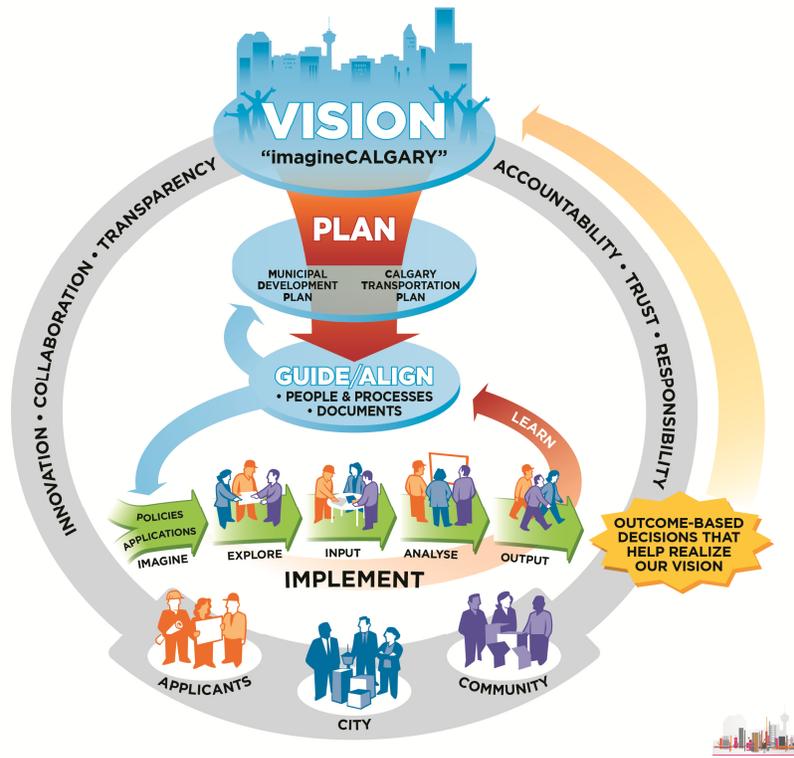
Feedback from staff and external stakeholders over the course of the past year has demonstrated substantial transformation. There is evidence of increased commitment to and focus on outcomes, strong buy-in for the outline of the planning system, and interest in and support for seeing the system implemented across all stakeholder segments. Industry has expressed a keen interest in using the new system for their upcoming projects and, internally, City staff are using the Planning (Guiding) Principles in a variety of new planning scenarios such as using new community engagement processes, working with applicants to resolve project issues together and offering a consistent Corporate-wide approach/voice to applications.

*"This wasn't a Transforming Planning pilot, it was just about already living in the system. Everyone was so open minded and so excited about the outcome and we could see ourselves in it. We knew that we could get it done."*  
- Ken Melanson, Planner, The City of Calgary and the Sunnyside ContainR Village Project

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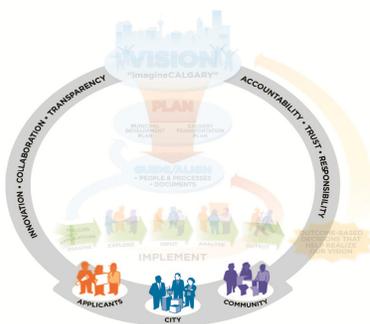
### SYSTEM OUTLINE AS AN ORGANIZING FRAMEWORK FOR DECISION MAKING

The intent of developing an outline of a new planning system was to design a system that strives to focus on outcomes, and that creates clarity and predictability around roles and responsibilities of stakeholders. The outline addresses an identified need for stronger alignment to Calgary's planning vision, and space for collaboration, innovation and co-creation. These needs were identified by stakeholders early in the program, and were validated by past engagement and research. Additionally, it highlighted challenges in planning related to mandate, capacity, and process and has guided the work completed to date and will continue to offer the focus for future work in 2014 and beyond. The system outline also provides the framework for performance monitoring and measurement as projects move forward and ensures that there is a complete picture of the strength of the new planning system.



The main components of the system, and the work done to build them out over the past year, are described below.

### CULTURE



Culture is intentional. Common observations of the old system culture related to a lack of trust, poor communication, the need for more collaboration, little tolerance for risk, lack of decision-making ability, siloed perspectives, and inconsistent application of policies and standards. Another common issue is too strong of a focus on regulating, with the perceived consequence of an inability to accommodate potential solutions that may result in better outcomes.

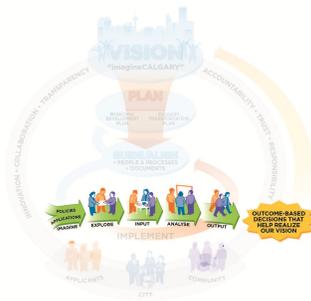
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Since the introduction of Transforming Planning, a change in attitude and engagement on the part of stakeholders has emerged. A much greater interest in cooperation has surfaced and industry has commented that The City is approaching applications differently and are offering more effort in providing comments that are more holistic in nature resulting in a more consistent approach. In addition, any conflicting comments on applications from the various City departments are now being resolved internally.

*"Over the last six months we've seen a cultural change at The City and it's become a little easier to work with (them). It's time to change the culture of thinking on both sides of the table and hopefully this is a step in the right direction. Let's make it a collaborative effort for everyone working together and make it an easier transition for everyone."*

- Mike Borkristl, President, Tricor Designs

## IMPLEMENT



IMPLEMENT is a predictable, flexible and scalable process that produces outcome-based decisions. It engages applicants, City staff and communities in the possibilities of a proposal at each appropriate stage in an effort to focus on outcomes and address competing stakeholder priorities. Specifically related to planning applications, the Working Group and the Pilot Project team have developed and have tested the framework intended to add role clarity and focus to the implementation and delivery of planning projects and applications.

A key element that provides clarity to the framework is the description of the main functions within the implementation of planning. The primary functions of IMPLEMENT have been named EXPLORE, INPUT, ANALYZE and OUTPUT:

- EXPLORE is a new planning tool that provides an opportunity for up-front, outcome-focused discussions with key stakeholders. It is intended to result in applications that reflect big-picture objectives and needs, which in turn results in smoother application processing and great projects.
- INPUT is where shared priorities determined in EXPLORE are clearly identified and communicated. Project timelines are determined based on scope and complexity.
- ANALYZE is the administrative circulation to City staff and external stakeholders. This phase includes all required inputs and examination by City staff and any external experts or stakeholders. There is a collaborative effort by all stakeholders to review the design in relations to initial shared stakeholder priorities identified in the EXPLORE phase.
- In OUTPUT, a decision is made regarding the proposal. The decision will clearly support the vision of the Municipal Development Plan (MDP) and Calgary Transportation Plan (CTP).

Through continuously piloting new applications, the Pilot Project team was able to develop a new workflow organized by these functions. The new workflow is shown in Appendix 1. It encompasses a number of tools and themes, included below:

- New workflows that reflect a more outcome-driven approach to file review:
  - The Workflow brought forward concepts such as involving the Community Association in the review process, enhanced discussion during the initial team review, and a new scheduling system for team meetings.
  - Combined land use and development permit submissions for a more efficient, consistent and outcome focused process for all stakeholders.
  - Streamlining of some land use items based on complexity.
- Working relationships, commitment to learning and corporate/civic perspectives:

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- Post decision debriefs, and live file applications in a research and development function.
- Creation of guiding principles that have been developed by the Pilot Project team, that can be applied across all planning teams.
- 'Road show' presentations to development teams to discuss how the Pilot Project team has handled applications, and solutions that have been developed around them.
- Outfitting guide for staff and stakeholders.
- Early collaboration in the application process:
  - Development of a tool for early collaboration: the EXPLORE Workflow, discussed in more detail below.
  - Earlier specialist involvement and increased attendance at application reviews.
- More efficient, focused communication and information sharing:
  - Context questionnaire to gather focused information from community circulations on how a proposed development will impact the street and community.
  - Focussing questions for specialists to flag specific issues for review and issue resolution.
- Clearer expectations around information required to support decision making:
  - Strengthened accountabilities related to submission of complete information to enable effective decision making.
- Better documentation of decisions:
  - Reasons for Decision document that provides clear rationale for considerations and decisions/recommendations of the Development Authority.

At the end of 2013, the focus of the Pilot Project team and the Transforming Planning program team shifted from testing new tools and workflows, to working with the Corporate Applications Group (CPAG) Business Office and other internal stakeholders to create a baseline of knowledge on the new tools and approaches. This in turn has informed the work being taken on across the department to implement and sustain the new planning system – so the items mentioned above will be either rolled out, or tested further, in 2014.

The creation of statutory and non-statutory policy documents and guidelines that provide geographic area, typology or issue specific direction to decision making will follow the IMPLEMENT stream in the new planning system. Although not specifically tested within the Pilot Project team efforts (since the time line associated with policy creation is longer than the duration of the program), much of the policy work undertaken in 2013 by Land Use Planning & Policy was informed by the emerging planning system outline. Many policy projects used the intent and framework of EXPLORE with the engagement of stakeholders in the early stages of consultation. Projects that worked with the Transforming Planning team to include elements of the EXPLORE phase included the Stadium Shopping Centre Area Redevelopment Plan, and two new Area Structure Plans (Cornerstone and Rangeview) that are being funded by the development industry. Going forward in 2014, this alignment work will continue to enable new policy the ability to align with the new system.

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### EXPLORE

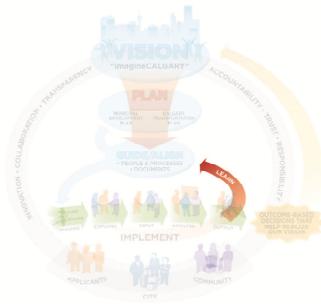
EXPLORE is a new model within the planning system that is focused on achieving extraordinary project outcomes by using up-front supportive problem solving rather than just problem identification. EXPLORE meets a documented need to identify issues, clarify needs from all stakeholders and understand the policy context (ie: Municipal Development Plan (MDP) & Calgary Transportation Plan (CTP)) earlier so that expectations from all stakeholders are defined and understood. For City staff this means more work is done up front and less work is done at the back end. For all stakeholders this means an opportunity to engage in conversations with the right people; arriving at a shared understanding of project intent; having access to the right information; discussing potential issues at the right time in the process; and getting clarity on expectations and reaching agreements. It also results in greater teamwork internally and externally that will result in better projects for the city as a whole.

*"The beauty of this approach is that you make the trade-offs then and there. Because if you circulate it, the trade-offs don't happen. My perception is that City staff are feeling more empowered and a collaborative approach is being encouraged and fostered."*

- Doug Leighton, Vice President Planning & Sustainability, Brookfield Residential and Rangeview Lands

The workflow for EXPLORE was built upon real-life testing provided by the Pilot Project team and served as an initial model on how the team handled some early development project conversations with industry and community members prior to applications coming in. Results were then discussed and upgraded through Working Group meetings and a series of multi-stakeholder workshops. Following ongoing testing, the workflow recognizes the need for scalability in both scope of review and time required, and balances this with the need for certainty of process. The workflow is shown in Appendix 2. It will be tested by the Corporate Planning Applications Group (CPAG) in 2014, including tracking of resources required to deliver it to inform the fee structure, then e-workflows will be built.

### LEARN



LEARN is a new function in the planning system that provides an approach for ongoing improvements. LEARN is a systematic tool to apply knowledge back into the system. It meets a need identified by stakeholders for timely continuous improvement in planning process and policy/bylaws through feedback from IMPLEMENT and all stakeholders. It represents a visible shift to a collaborative culture that values learning and constructive feedback from both mistakes and successes.

LEARN works by actively capturing insights and knowledge – explicit and tacit – through intentional mechanisms and processes from IMPLEMENT phases and from stakeholder feedback for overall system improvement and maintenance. The LEARN mechanisms recognize and analyse conflicts and gaps in policy and best practices. Knowledge that is captured through LEARN is then used to inform GUIDE/ALIGN for potential action.

*"Being able to learn from our project and allow ourselves to learn from it benefits everyone. The ability to learn helps people to make decisions rather than defer the decision."*

- Joe Starkman of Knightsbridge Homes and the University City Phase I Project

Initiatives are underway and will continue in 2014 that begin to deliver on the core pieces of the LEARN function. These key priorities will enable LEARN to begin to function in the new planning system. They include:

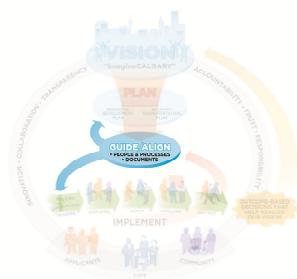
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- Development of a governance structure and learning plans to provide accountability and ownership for delivery and follow through on learning and development;
- A strategy for learning to consolidate and streamline existing learning initiatives across planning;
- A knowledge management system framework has already been developed, and this work can be leveraged to contribute to the delivery of LEARN.

Partnerships have been identified and established with external community and industry groups to deliver LEARN externally, and to support greater capacity of all stakeholders. For example, existing programs including Partners in Planning – an educational program co-sponsored by The City and the Federation of Calgary Communities – provide opportunities to support the function of LEARN in the new planning system.

Learning positively impacts business outcomes by offering the power and expertise to engage with internal and external stakeholders to identify issues and solutions together. Additionally it offers the tools necessary to increase efficiency and improve capacity for all stakeholders. By enhancing existing knowledge and experience, there is a system-wide effect that results in increased accountability, transparency, and efficiencies for everyone.

### GUIDE/ALIGN



GUIDE/ALIGN is a function in the planning system that synthesises inputs from LEARN and finds solutions to move the system towards outcomes. It educates stakeholders, enhances processes and clarifies documents. It provides clarity and predictability in future planning processes and establishes priorities both internally and externally. GUIDE/ALIGN maintains a systems view at all times to ensure that decision making and priorities are aligned with the vision.

The GUIDE/ALIGN function establishes a clear linkage between the vision and the operational part of the planning system. It was identified early on by stakeholders as a key element of the new planning system, necessary to give more clarity and predictability to all stakeholders, and to ground the MDP/CTP in day to day decision making.

GUIDE/ALIGN is an ongoing function that takes feedback and input from stakeholders, and integrates learning across the system. It has three main elements:

1. Prioritize documents and processes that require clarification or updating;
2. Analyze and resolve conflicts and gaps in documents and processes; and
3. Communicate/educate on changes to documents and processes.

These show up in four areas of the planning system:

- Accountability/Responsibility – through action in prioritization, analysis/resolution and communication of knowledge and feedback, the system maintains accountability to the vision of the MDP/CTP. All stakeholders are responsible to the MDP/CTP and decisions are outcome based and have a clear link to priorities.
- Ownership/Stewardship – analysis of prioritized conflicts and gaps or best practices is assigned to an owner to refocus/upgrade in alignment with the MDP/CTP and priorities of the organization.
- Structures/Processes – the GUIDE/ALIGN function must be integrated in the structure of the organization, to be sure the system is hard-wired to maintain the line of sight between vision and operations.

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- Resources – with a high-performing GUIDE/ALIGN function, the system will balance resources for IN and ON the business. A clear understanding of priorities, leadership endorsement, and empowerment will ensure that the system delivers on the vision of the MDP/CTP.

The Centre City Planning & Implementation team is a great example of the beginnings of the GUIDE/ALIGN function within the planning system. The team employs this perspective on a daily basis in grounding decisions in the MDP/CTP, and customer-centric exploration, quality control and using feedback learned from specific projects to GUIDE/ALIGN the existing process and policies. When something has been LEARNed as a result of a project, this information is used to then GUIDE/ALIGN and enhance future performance, clarity and predictability where needed.

### Demonstrating Performance

To measure performance of the planning system, metrics must be tied to The City's vision and objectives. When areas measured are tied to values as a corporation, then work is better aligned to achieve outcomes. Metrics drives performance and promote behaviours that are valued in the system.

Historically performance has been assessed by volume and time measures, which can drive behaviours that are sometimes at odds with achieving great outcomes. Focusing on process and time measures was not moving the system towards the goals of the MDP/CTP. Metrics in the new system will be grounded in the goals of the MDP/CTP and objectives of the corporation which will stimulate new conversations about performance within the planning system, not create a new dashboard. Metrics will focus on the following areas:

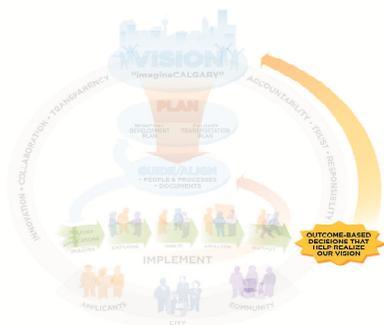
1. Accountability – through actively managing performance, the stakeholders within the system are held accountable to decisions and expectations of their role in the system.
2. Impact – by measuring decisions and progress towards the MDP/CTP vision and goals, the system gains a comprehensive view on how well it is delivering the MDP/CTP. It is important to measure what gets built on the ground in relation to the guiding vision, and it is also important to measure the consistency of actions with the prioritized areas of focus from GUIDE/ALIGN.
3. Customer Service – predictability, transparency and quality of interactions and decisions with stakeholders will be demonstrated in the measures. Measuring customer service includes various data areas such as the Customer Satisfaction Survey, eVoice, Case Study/Post-project Debrief and other areas of feedback from external stakeholders.
4. Effectiveness and Efficiency – demonstrating the system's ability to be effective and efficient in getting to outcome based decisions, partnering with stakeholders and using resources efficiently will reveal the health of system processes that achieve progress towards the MDP/CTP. Measuring effectiveness and efficiency includes for example time and process metrics, and Case Study/Post-project debriefings.
5. Learning and Growth – measuring key areas of the LEARN function will demonstrate the efforts at improving the experience and supporting of staff and stakeholders to achieve better outcomes.
6. Culture – in measuring behaviours, interactions and capacity between and with all stakeholders, as well as measuring the empowerment and leadership within the system, proactive steps can be taken to address issues and celebrate successes within the system. Measuring culture includes post-project debriefings, feedback opportunities and the Customer Satisfaction Survey.

As a comprehensive example, the monitoring of core and supplementary indicators (through the work of the MDP Implementation team) could be integrated with monitoring the performance of application outputs (through the work of the CPAG Business Office) and stakeholder satisfaction (through Planning,

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Development & Assessment's Customer Relations Management Project and The City's employee satisfaction survey) to present a comprehensive view of the system.

### DECISION FRAMEWORK



During the engagement process in the first half of 2013, stakeholders indicated that there is a need for greater clarity and consistency around decision making, along with better-defined roles and responsibilities. Decisions on new neighbourhoods, redevelopment, land use and policy shape Calgary for generations – and *how* each decision impacts the quality and vibrancy of the city. The message was clear: building a great city requires a focus on outcomes and the need to be more efficient in making decisions at all levels of the approval process. Keeping great outcomes in mind, the Decision Framework project evaluated how and where decisions are made within the planning system, not just

those projects that reach decisions under the review of City staff.

The intent of the project was to define and design a framework for the new planning system that would empower staff to make outcome-based decisions in conjunction with efficient application of decision authority at all levels of City approval processes. This included a review of current decision processes of Calgary Planning Commission (CPC), Urban Design Review Panel (UDRP), Subdivision & Development Appeal Board (SDAB), Council and City Administration. A review of other municipalities' best practices was also undertaken. The Internal Advisory Committee provided "Decision Framework Norms and Principles" to help form concepts and perspectives and to steer the conversations with the Working Group and all system stakeholders.

Transforming Planning developed an extensive stakeholder engagement process to augment the background information collected reviewing current processes, other cities approaches and previous stakeholder commentary. A program that included a series of five sequential workshops or discussion forums where Working Group ideas and concepts would be discussed, new ideas collected and new paths explored. Each stakeholder session would inform new Working Group discussions and be discussed at the next stakeholder session. This continuous developing framework was discussed individually with most members of Council in December of 2013 and then vetted at the final Internal Advisory Committee meeting.

#### DECISION (GUIDING) PRINCIPLES

- Apply knowledge and best practices and always focus on the quality outcomes.
- Empower and honour decision making as close to the front line as possible: "push decisions down" to empower City staff.
- Recognize and accept risk for outcome-based decisions in unclear, imperfect or incomplete environment: "move forward despite ambiguity."
- Make timely decisions, then action: attempt to get to "yes," or an early "no" are valid answers.
- Make decision criteria explicit, mutually exclusive, fair and essential.
- The process must be fair.
- Strategically apply resources to achieve quality outcomes.

The final Decision Framework is still yet to be completed. The new decision framework will affect the role of Calgary Planning Commission, the Urban Design Review Panel, City staff and members of Council. This framework should be informed by the new staff structure within the Planning, Development and Assessment department, this new organization will not be finalized until early 2014.

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Pending the new staff structure, changes to the items reviewed by Calgary Planning Commission (CPC) should be considered. It is suggested that a review of this list be initiated by the General Managers of Planning, Development & Assessment and Transportation (as Chairmen of CPC) with a goal of reducing the applications approved by CPC for development permit decisions; moving the decision closer to the highest content knowledge source in the planning system for that application. This short term change should be completed early in 2014 and only affect internal procedures that do not require any Bylaw changes.

A fully developed Decision Framework for all development permits, subdivision applications, new and amendments to land use policies (both statutory and non-statutory) and land use redesignations should be proposed to the Standing Policy Committee on Planning and Urban Development by the end of 2014. This new model for decision making will have the learnings from a testing period during the first half of the year. Testing of the new decision framework will allow staff to experiment with the best methods of injecting knowledge earlier into the IMPLEMENT stream and judge how best to support outcome based decisions.

### RESEARCH & DEVELOPMENT – MAKING A DIFFERENCE

By taking a ‘learn by doing’ approach, the Pilot Project was intended to serve as the research and development component of the new system. Applications accepted into the Pilot Project were required to meet a set of criteria that were intended to ensure repeatable, high-value lessons learned for the planning system. These initial criteria focused on:

1. Learning from a diversity of applications (both in type and location);
2. Piloting processes that could be repeatable and replicated consistently;
3. Having the potential to permeate through the planning system and generate feedback (cultivate engagement) from a variety of stakeholder groups.
4. The need for pilot applications to stimulate, support and further conversations around extraordinary outcome-based decisions, and offer communities the capacity to engage and offer feedback.
5. Have a strong likelihood of driving the change in behaviours and attitudes of all stakeholders within the system.

*"I have heard conversations by a number of our members who have been involved in the Pilot Projects and they are thrilled with the changes that they have seen occurring. I simply can't wait until this process is available (to) all of our members."*

- Donna Moore, CEO, Canadian Homebuilders' Association - Calgary Region

Pilot applications helped to focus efforts on outcomes rather than process, and to test elements of a new workflow. They were also critical to developing the capacity of all participants to collaboratively build a great city, by learning new ways to work together. Insights, innovative ideas, feedback and best practices from the Pilot Project were input directly into the creation of a new planning system.

#### PLANNING (GUIDING) PRINCIPLES

- Be prepared to engage and collaborate
- Be respectful and understanding of various stakeholder perspectives
- Be innovative, open and flexible
- Be accountable and act as leader
- Pursue the best possible outcomes for Calgary

In addition to the IMPLEMENT and EXPLORE workflows mentioned earlier, the Pilot Project team created and tested a number of new tools, mentioned earlier in this report. Most of these tools have been introduced to the teams that process development applications, and system-wide roll-out of the tools will continue in 2014. A series of case studies highlighting pilot team lessons learned have also been used to roll-out the behaviours and tools

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tested by the Pilot team. The case studies are available on the program website, and are also included as Appendix 3.

There continues to be a strong desire among stakeholders to participate in a research and development opportunity that furthers the intent of the original Pilot Project. In recognizing the benefit of this Research & Development (R&D) function to all stakeholders, a commitment has been made by the department to take over where the Pilot Project has left off, and make this function a permanent learning opportunity.

### SUSTAINING THE NEW SYSTEM

In partnership with stakeholders, Transforming Planning has progressed from a system design process to an integrated approach that implements the new planning system. The program has now progressed to a point where it is far enough removed from the old system that it would not be feasible to go back to what the system was before Transforming Planning was introduced.

The System Outline which describes how stakeholders want planning to work, and acts as an organizing framework for decision making, has been co-created and embraced by stakeholders. Having defined key parts of a successful planning system, the program has been leveraging existing forward-thinking programs and processes and individuals have been coached on the new culture of co-operation. Since the beginning, the approach for developing the new system has been collaborative and engagement-based and all stakeholders were encouraged to take ownership of the system and sustain it.

Transforming Planning has sent a strong signal to all stakeholders in the system as a whole that things can be done differently, and they are being done differently. In the coming months, the results of this program will continue to establish and further build out the various components of the new planning system so that it can succeed. Focussing on outcome-based decision making will ensure a focus on city and community building instead of being so strongly driven by process. The system has been created with the ability to self-improve, using functions such as GUIDE/ALIGN and LEARN which contribute to proactive and strategic growth.

*"Once you have learned what the issues are, you can start developing a framework that is focused on specific outcomes. Once the outcomes have been defined you can go back and align a lot of the existing policies and replace them to guide future policy."*

- Thom Mahler, Manager Established  
Community Planning, The City of Calgary

The goal of the final phase of the program is to deliver the beginnings of a system-wide transformation, and set in motion continued implementation of transformation across City departments and stakeholder organizations. Applicants and community representatives will continue to play a key role as they engage in and support system functions like IMPLEMENT and GUIDE & ALIGN. Going forward, ownership will continue to be shared across all stakeholder groups to create a collective perspective, and deliver coordinated and continued action in

2014 and beyond, in part through Planning & Development Approval (PDA) work plans and business plans. For the first quarter of 2014, there will be a transitional support team available to all stakeholders to ensure that the new planning system has been firmly established.

Other initiatives to sustain the new system include yearly Planning Symposiums, similar to one held in October 2013, and other opportunities for City staff and stakeholders to be included in forums where the sharing of ideas, lessons learned and best practices are encouraged.

## Transforming Planning: Transition Summary

### SUSTAINING THE NEW CULTURE

Over the past several months a significant shift in culture has emerged and City staff and other stakeholders have begun living the principles of the new system. From the beginning, Transforming Planning has sought to engage all stakeholders in the co-creation of the new planning system through collaboration and has encouraged everyone to contribute ideas towards creating an outcome focused planning system. Leaders have stepped out to show their support for the new system and have set the tone for their staff to do the same.

As a result of all the work and engagement over the past eighteen months, there has been visible shift in approach and thinking that encourages stakeholders to focus on outcomes that are mutually beneficial. Many external and internal stakeholders have been positive about the changes that are coming and are looking forward to having the opportunity to continue to contribute to the next wave of changes. The new organizational structure that will result from 'geORGe' will

*"The main perception I see is a change in attitude and engagement on all sides. Within The City, I see a much greater interest in collaboration and a collaborative process."*

- Doug Leighton, Vice President, Planning & Sustainability, Brookfield Residential

further enhance the work that has been done to date with Transforming Planning and will further facilitate the success of the new planning system by re-allocating resources in the appropriate areas allowing the system outline to function to its full capacity.

### MAKING IT ALL HAPPEN

It is apparent that planning is one of the most significant core competencies that The City of Calgary is responsible for on behalf of Calgarians. While the current planning system has produced some significant outcomes for Calgary's skyline and working relationships between all stakeholders have been productive, the Transforming Planning initiative has sought to improve the system to make it more collaborative and efficient. Improved working relationships between all stakeholders have begun to surface and City staff, applicants and community stakeholders are engaging in high-impact dialogue and

*"If a developer is willing to change their approach by being collaborative and establishing strong working relationships with stakeholders, then The City's willingness to do that as well transforms how planning can work."*

- James Robertson, President & CEO, West Campus Development Trust

cooperation which is leading to improved accountability, trust and respect in the planning system. Ultimately, this leads to greater alignment, greater stakeholder satisfaction and greater efficiencies achieved by focussing on outcomes and modelling culture not focusing on time or isolated 'fixes'. To continue to move the new planning system forward, the 2014 Work plan and 2015-2018 Business Plan and Budget support and validate the work that has been completed to date.

2014 will be a year of building on what Transforming Planning has already accomplished over the past year and a half. It will be a year of continuing to transition into the new culture and the new planning system. The focus will be on finding entry points and stewards to ensure that the new planning system continues to thrive and be pervasive through the Corporation.

### Short Term Priorities

1. IMPLEMENT – Continue Research & Development
  - Continue to roll out and test approaches for applications and policies
  - Deliver new tools across the system
2. EXPLORE – Continue to Engage with Stakeholders Early
  - Roll out EXPLORE with bigger populations and more complex applications and policies
  - Track resourcing to establish the fee for service

## Transforming Planning: Transition Summary

3. LEARN – Continuous Improvement
  - Develop a LEARN strategy and governance structure for learning across the system
  - Establish ‘Communities of Practice’ to incent and formalize learning amongst all stakeholders
  - Determine performance goals that support LEARN
  - Develop Knowledge Management approach
4. GUIDE/ALIGN – Continuous Alignment with Plans
  - Establish ‘General Manager Advisory Panel’ to prioritize and ensure alignment with MDP/CTP
  - Elevate MDP and CTP Implementation
5. Decision framework
  - Review of Calgary Planning Commission list of applications
  - Review of role and function of Urban Design Review Panel
  - Testing or ‘piloting’ the use of the commission as dispute resolution body earlier in the application or policy process.

### Long Term Priorities

1. Performance measurement and accountabilities
2. Realigned resources to support LEARN function
3. Realigned resources to support GUIDE/ALIGN function
4. IT requirements to deliver system:
  - IMPLEMENT workflows (including EXPLORE)
  - Customer centric web
  - LEARN

### Governance

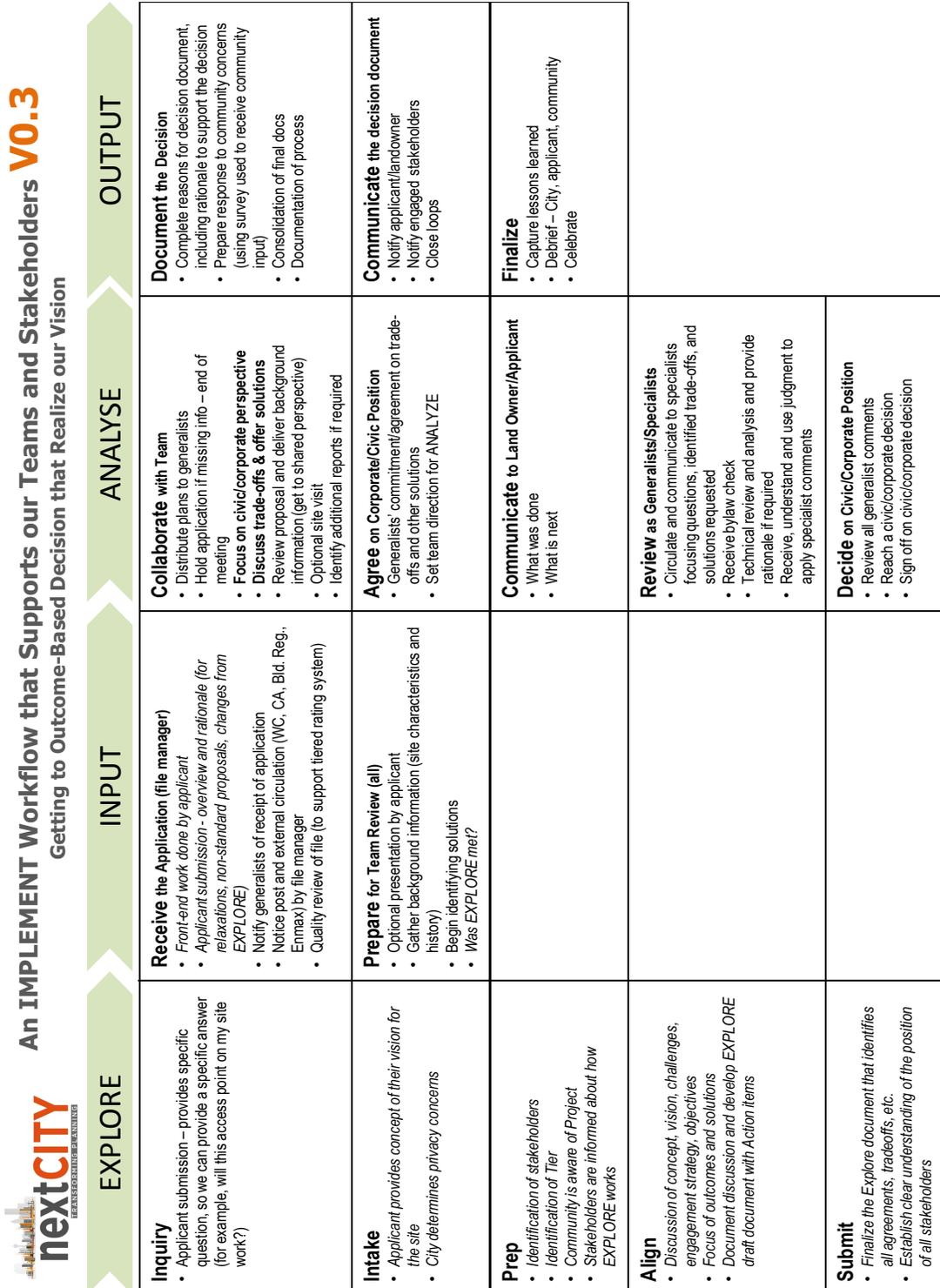
In recognizing the strong link between sustainment and leadership, the Transforming Planning Advisory Committee will be transitioned to a “nextCITY Advisory Committee”. The establishment of the new committee recognizes the inherent benefits of reviewing transformational changes with a group of executive leadership, prior to bringing items forward to committee or Council. Administration will engage the committee as needed on matters of transformational changes in achieving the goals of the Municipal Development Plan. To be effective, the committee will also include the Chair of the Standing Committee on Planning and Urban Development.

# APPENDICES

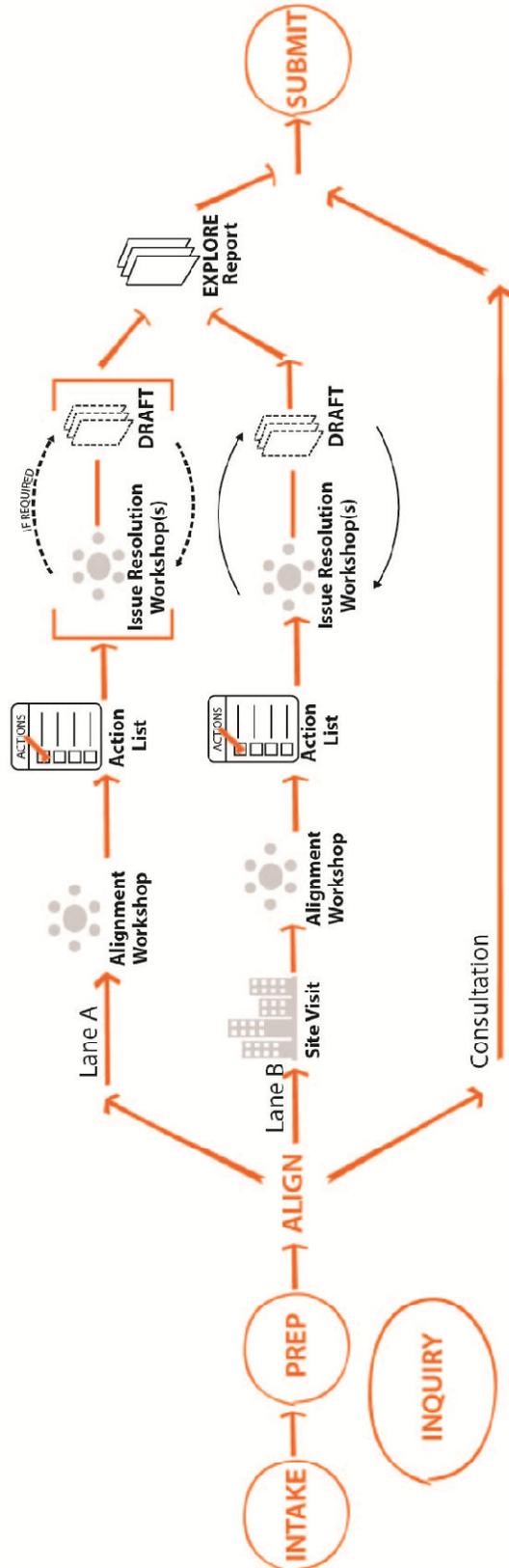
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Transforming Planning: Transition Summary

APPENDIX 1 – AN IMPLEMENT WORKFLOW THAT SUPPORTS TEAMS AND STAKEHOLDERS V0.3



APPENDIX 2 – EXPLORE WORKFLOW V0.4



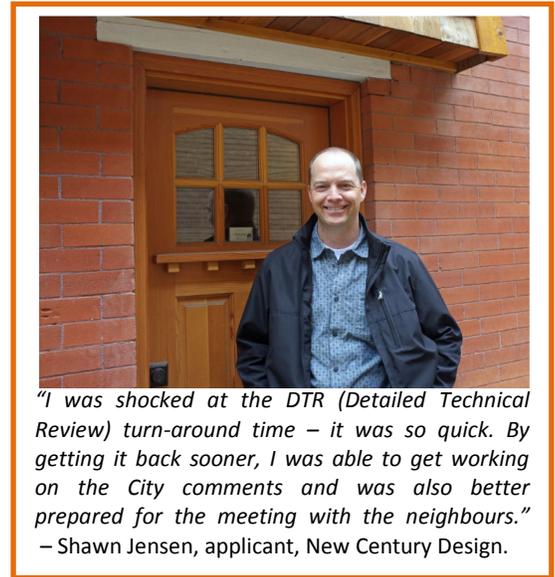
APPENDIX 3 – CASE STUDIES

Pilot Project Case Study #1

Application Type	Single Detached Dwelling
Community	Elboya

Highlights

- **Early City alignment** on application achieved across planning, transportation, parks & other City partners.
- New **Circulation to Community Association** package gathers substantive information & input.
- Early circulation & notice postings.
- New **Reasons for Decision** document communicates rationale & conditions of decision.
- **Reduced days to decision:** 47 days versus 106 and 99 days of closest comparables.



Summary

As the Pilot Project’s second decision, this discretionary application for a single-family house tested out several new concepts for a more collaborative planning process. This included direct early consultation between applicant, neighbours and community association. The City also sought out value-added comments from the community with a circulation that solicits feedback on an application's specific merits and concerns. This Circulation to Community Association was tested as an alternative to The City’s standard bylaw check, which provides information on a project’s relaxations and, in the past, hasn't been conducive to discussion of a project's challenges and opportunities. The application was approved with conditions, as outlined in the Reasons for Decision which communicates scope, rationale and how community concerns were addressed.

What We Learned

- With this application, the Pilot team tried a different strategy on community input. The Circulation to Community Association helped The City gather better information to make an informed decision.
- The Community Association planning director was sent the Reasons for Decision document, yet it was not received. Improved communication among stakeholders is a continued priority.
- Early notice posting and circulation saved three weeks of time within the application review process.
- Overall efficiency of more than 50 per cent in days to decision is attributed to early City alignment and shared effort to create better working culture among all stakeholders.

Comments

- *"A lot of where we ended up with our [house] design was from those early meetings, which we undertook ourselves. Neighbours were very proactive."* – Applicant
- *"In this application, there was more engagement with all parties involved. The community does have concerns with The City’s consistency on relaxations from project to project."* – Community Association
- *"We received good comments in response to the Circulation to Community Association package. As part of the dialogue between City, community and applicant, we were able to ask: What are the merits of the proposed development? How could the development be improved? Are there impacts to neighbours and community?"* – Pilot team

Transforming Planning: Transition Summary

## Pilot Project Case Study #2

<b>Application Type</b>	Single Detached Dwelling & Secondary Suite
<b>Community</b>	Mount Pleasant

### Highlights

- **City alignment** across planning, transportation, parks & other City partners creates clarity for stakeholders.
- Scalable process allowed **inclusion of secondary suite** in a comprehensive and transparent way.
- Circulation to Community Association package **gathers substantive information & input**.
- Reasons for Decision document communicates rationale & conditions of decision.
- **Reduced days to decision: 88 days versus 246 days of closest comparable.**

### Summary

This discretionary application for a single-family house and secondary suite above a detached garage tested out several new concepts. The homeowner approached the Pilot Project after seeing City signage while initiating a demolition permit. The applicant expressed concern about his project as consultants had advised that he initially apply for a contextual development permit, then apply for his garage suite at a later date in an effort to get around City process and any objections from community and neighbours. “We were given repeated advice to go contextual and apply without a garage suite, then file for discretionary,” the applicant reported. “I didn’t want to mislead anyone, least of all my new neighbours.”

The Pilot Project approached the application in a comprehensive way. As part of this process, the City sought out value-added comments from the community with a circulation that solicits feedback on an application's specific merits and concerns. Tested as an alternative to The City’s standard bylaw check, which provides information on a project’s relaxations, the Circulation to Community Association gathered substantive feedback on the project's challenges and opportunities. The application was approved with conditions, as outlined in the Reasons for Decision document, which communicates scope, rationale and how community concerns were addressed. This included rationale to preserve a large public tree that the applicant proposed to be removed from the front of the property.

### What We Learned

- A collaboration-driven, scalable process allowed for an application that was clear about its outcomes, not one designed to work around perceived obstacles. The result was to create greater integrity and trust.
- The Circulation to Community Association gathered information to make an informed decision, yet the Community Association expressed concern about not receiving status quo bylaw check. The intent and rationale for the Circulation may have not been understood. However, the Reasons for Decision document can potentially close the feedback loop and help the community understand how their comments were used when the decision was made.
- Better working culture creates efficiency. Pilot team members report that a single phone call to a City specialist saved 14 days of review time.
- The applicant did not agree with The City’s decision to protect the large public tree but did not appeal the decision. The Reasons for Decision document delineated clear City policy and conditions on this issue.

### Comments

- *“I felt that with Transforming Planning, the people involved were open and reasonable. Doing both structures at the same time [single family infill and the garage with a rental suite] was the right approach.”* – Applicant
- *“We looked at positives first, before getting into issues. By running parallel processes within the review and initiating calls to specialists, we did something different and learned.”* – Pilot Team
- *“We wouldn’t approve of any end run in the process [to achieve a secondary suite]. We’re happy to listen if a developer wants to do something a little different. Just get in touch with us and say ‘this is what we want to do.’”* – Community Association

Transforming Planning: Transition Summary

**Pilot Project Case Study #3**

<b>Application Type</b>	Dual Development & Land Use
<b>Community</b>	Hillhurst Sunnyside

**Highlights**

- **Dual development & land use application** runs two major City planning reviews in parallel.
- **Timely, relevant information:** City and community are able to comment and review land use with benefit of a real building & design from to applicant’s development application.
- Applicant reports **combined application saved “at least 6 months.”**



**Summary**

A 19-unit residential development has been proposed for the site of [Palfreyville](#), a historic Sunnyside rooming house that sustained extensive fire damage early in 2013. The application was used to test an EXPLORE process of early consultation & engagement, as well as a new combined development permit & land use application. This case study speaks to the combined application, currently awaiting review by the Calgary Planning Commission.

Previously, the City has linked development permit (DP) and land use applications. “It’s called ‘tied to plans,’” explains Giyan Brenkman, City senior planner. “Meaning, if the DP gets approved, the land use and DP are approved, but if you want to change something, you have to re-do the land use – which can cause major delays. Instead, we looked at a process where both are approved but not tied. And here we are today, and we’re doing it. And that is absolutely excellent.”

Applicant Jason Curtis, S2 Architecture, identifies shared benefit in the combined DP/land use process for his firm’s multi-unit residential project, noting that the combined process saved a minimum of 6 months. “It’s not just about time savings,” he says. “It’s saving resources. That’s the real benefit to running a parallel process. It’s saving the community time and effort. It’s saving resources for The City as well. It’s about half the amount of effort for everyone. Efficiency is the name of the game, not time. And we’re really happy with the quality of the product as well.”

As well, community members and neighbours who attended the EXPLORE part of this process (see “Pilot Project Case Study #4) were able to comment on the proposed land use with knowledge of what had actually been designed for the site.

**What We Learned**

- Significant gains in efficiency can be achieved through focussing on outcomes and designing a process that is both comprehensive and inclusive.
- There is strong desire among many stakeholders to do things differently. Collaboration is required to innovate.

**Comments**

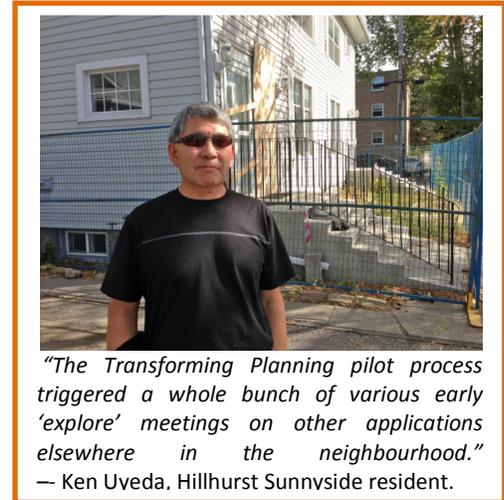
- *“The process has been very positive so far. The Pilot team’s comments on our DTR (Detailed Technical Review) were really constructive. Community engagement has been positive and added value. We expect to save at least 6 months by doing the development permit and land use as a combined application.” – Applicant*
- *“[Because] a DP has been submitted, it gave us more assurance that this [project] is just not speculative. There is a real development purposed for the site. And it was really refreshing to have that extra level of information. And it made the land use much easier to do. We were able to run between the DP and the land use to make sure they used the same language, to make sure they support each other.” – Pilot Team*
- *“They tried to take every consideration and complaint into account. They were willing to go back and reconsider the design. We’re waiting to see what’s next, after the development permit is submitted.” – Community*

## Pilot Project Case Study #4

<b>Application Type</b>	EXPLORE for multi-unit residential
<b>Community</b>	Hillhurst Sunnyside

### Highlights

- An applicant-led [EXPLORE](#) process tested a new planning tool that provides an opportunity for **outcome-focused discussions**.
- Clear gains from EXPLORE include: **substantive and well-timed engagement** with community and neighbours; **better collaboration** between City, applicant and community; and identification of desired **attitudes, approach and working culture** required for a collaborative design process.
- **EXPLORE “added value”** to applicant’s development.



*“The Transforming Planning pilot process triggered a whole bunch of various early ‘explore’ meetings on other applications elsewhere in the neighbourhood.”*  
— Ken Uveda, Hillhurst Sunnyside resident.

### Summary

A 19-unit residential development has been proposed for the site of [Palfreyville](#), a historic Sunnyside rooming house that sustained extensive fire damage early in 2013. The application was used to test an EXPLORE process of early consultation & engagement, as well as a new combined development permit & land use application.

Applicant Jason Curtis of S2 architecture led the EXPLORE process, inviting approximately 500 neighbours within a several block radius to participate in a roundtable-style workshop. “There were a lot of interesting questions. It was great to have that conversation,” reports Curtis. Pilot team planners experienced the benefit of EXPLORE in a number of ways. “From a City perspective, EXPLORE helped us to understand what the community would consider for this specific site: What are their concerns and what are their desires? What do they want to see for the site? And we can look at their comments without the filter of an existing application,” says Giyan Brenkman, City senior planner.

Ken Uveda, Hillhurst Sunnyside resident and community association volunteer, participated in the EXPLORE process and reports that the pilot has created broader interest in early discussion and collaboration. “The applicant, S2, came to talk to us fairly early in their submission process,” he says. Uveda notes that community attendance at the EXPLORE meeting was good -- 30-35 people, mostly neighbours -- partially due to the applicant’s thorough approach to notifying the neighbourhood.

### What We Learned

- The applicant noted that after the EXPLORE meeting, a “really positive” City pre-application meeting was held with 15 people. Along with a smooth Detailed Technical Review (DTR), EXPLORE helped create a foundation for positive process.
- Community feedback from the workshop was positive and the applicant “did a great job of running that meeting, and explaining the design and planning process: the building, the setbacks, the building’s footprint.”
- The community also noted that third-party or professional facilitation would have helped focus the workshop as discussion “tended to gravitate towards having developer at the front and audience responding.” Some sort of process to share follow-up documentation later in the process might be desired by some stakeholders.

### Comments

- *“Many of the comments we got back were really brilliant. [And] we were able to incorporate a lot of positive comments from community into the design. ... I could see a lot more sites developed like this in the future.”* – Applicant
- *“EXPLORE cleared the path: issues had been sorted out, the applicant submitted their application and community has been heard. It made it a much more straightforward application, very streamlined.”* – Pilot Team
- *“Through the multi-stakeholder approach, we’re trying to develop a different relationship with developers. [Applicant was] willing to listen and change things. The community isn’t used to having that kind of relationship.”* – Community

## Pilot Project Case Study #5

### Highlights

- One of the first cases of the collaborative **EXPLORE** process used for a complex development proposal to **align the team and validate design principles from the start.**
- **Early alignment** on application achieved across Planning, Transportation, Parks & other City partners.
- **Applicant thoroughly prepared** with well-cited and well-reasoned application materials that went above and beyond the minimal requirements, enabling productive conversation and decision-making at the table.
- Applicant **engaged the community early in process** to address local concerns head on, providing the applicant with usable insights on community priorities.
- At the conclusion of their pilot experience, the applicant requested the opportunity to submit another development for consideration under the new process – **demonstrated value to applicant.**
- **Aggressive timeline to decision:** 107 days is shorter than average for a complex application such as a multifamily development.

<b>Application Type</b>	Discretionary Application (DP)
<b>Community</b>	Currie Barracks

### Summary

This discretionary application for a three-building multi-residential development tested out several emerging concepts for a more streamlined and cooperative planning process. This included using the new EXPLORE concept through a preliminary meeting with the applicant, as well as direct early consultation between applicant and the Community Association prior to City circulation. The City sent out “focusing questions” that had been used in other pilot applications to the Community Association. In reply, the Pilot Team received usable comments that went beyond common comments. The application was approved with prior to release conditions.

### What We Learned

- With this application, the use of the EXPLORE stage of the implementation stream resulted in increased alignment and trust up front between all stakeholders.
- Due to the unique circumstances of this project taking place in a Canada Lands community, combined with the diligence of the applicant and the alignment gained during EXPLORE, the resulting application was thorough and well thought out. This made it easy for the Pilot Team and City staff to see the information they needed to come to a decision quickly.
- The applicant was initially hesitant to connect with the community early in the process fearing their input would cause delays in the submission, but did so at the urging of the Pilot Team. The owner was pleasantly surprised by the quality dialogue that resulted with the Community Association, and saw the benefit to actively engaging the community early in the process.

### Comments

- *“[During EXPLORE] we sat with high-up decision makers from various departments and through the conversation we found several conflicting goals. In the typical system, you'd get isolated, sometimes conflicting responses from the various groups. But in the new system, by sitting in a room, we could see where the issues were, and people immediately looked for ways to compromise to get around the issues. If we had questions, we could have things clarified right away.”* – Applicant
- *“Having people in the room who can make decisions like that quickly, the small issues stay small and can often be dealt with in five minutes, where before they would turn into a mountain. As an applicant, that was the major, significant difference.”* – Applicant
- *“Developer and architect came in ready, so the team was able to react quickly at the table and decisions were made at the table. They had a lot of things figured out ahead of time - we didn't have to figure it out for them.”* – Pilot team

Transforming Planning: Transition Summary

**Pilot Project Case Study #6**

**Highlights**

- Taking a **collaborative approach** with even the most basic applications and “housekeeping items” has proven **more efficient and more enjoyable** for stakeholders.
- Common-sense solutions and modifications to standard evaluation procedures have, in some cases, led to dramatic **savings in City staff time and resources**.
- When all parties come to the table **exhibiting the behaviours and attitudes** encouraged by Transforming Planning, the process is **less adversarial and more productive**.

<b>Application Types</b>	Land Use, Outline Plan and Road Closure (L OC) Administration
<b>Communities</b>	Springbank Hill, Douglasdale, Marlborough

**Recent Examples**

As the Pilot Project progresses, several Land Use, Outline Plan, and Road Closure (LOC) applications have been evaluated using the Pilot Team Principals that demonstrate the benefits this approach has to the administrative functions and the positive impact on culture and behaviours.

**Springbank Hill – Land Use**

In this case of a narrow strip of grass leftover from a subdivision, The City worked with representatives from the community and the developer to re-designate the space from single family to green space. This application was brought directly to the Pilot Team by a file manager who recognized the opportunity to simplify an administrative request and get the input of various business units in one face to face meeting. Together, the group quickly agreed that circulation was unnecessary and a decision was made at the table. Because this matter was straightforward, the file manager was able to walk into the next Calgary Planning Commission meeting with a simplified one-page report reflecting the administrative nature of the re-designation. These logical adjustments to standard procedure throughout the application process saved staff resources.

**Douglasdale – Road Closure**

In this Land Use Road Closure application, the file manager was able to engage the Pilot Team to reach decision significantly faster than in similar cases. Through the Pilot Team, the other CPAG members in circulation were informed of the coming application ahead of time, enabling the review to be either very prompt or waived entirely. What is typically a two-week process from application receipt to signoff within The City was completed in three days.

**Marlborough – Land Use**

This is a case of a situation that was handled promptly, collaboratively, and respectfully - exemplifying the behaviour being fostered in the new planning system. In an earlier bylaw transition, an industrial property which was intended to transition to a commercial district was erroneously zoned as industrial. Recently the owner became aware of this fact when he was unable to apply for new permits due to the improper site designation. They rapidly moved forward to find a solution, with The City proposing a fix with a limited review, reduced fee, short circulation, and simple reporting. Utilizing several elements of templates developed by the Pilot Team, the group was able to quickly, collaboratively, and effectively resolve the issue.