

RE: PROCESS FOR CORPORATE PLANNING IN 1982

MUNICIPAL MANAGER'S RECOMMENDATIONS:

1. THAT the attached Process for Corporate Planning be approved by Council; and
2. THAT Council approve the Corporate Planning Issues selected by the Management Committee to be addressed over the period January through April, 1982; and
3. THAT Council be prepared to meet informally with the Management Committee in May 1982 to review the results and establish the key Corporate Planning Issues to be addressed from May through December, 1982.

SUMMARY

The Management System and Organization Review that was prepared by Currie, Coopers & Lybrand concluded that a process should be developed to address and resolve planning issues on the corporate level. Adoption of the three recommendations in this report will permit staff to now proceed with the implementation of such a process.

REPORT

Council on 1981 November 02, in connection with a report from the Exempt Staff Committee of Council, adopted the following three recommendations:

- (a) engage Currie, Coopers & Lybrand Ltd. to undertake the work outlined in the report for the maximum sum of \$24,500;
- (b) hold in abeyance the portion of the review relating to the development of a management information system until the corporate planning and budget process is implemented; and
- (c) provide funding for a management information system in the 1982 Provisional Budget.

An essential component of the Management System and Organization Review is the need for a process to ensure that key planning issues are identified and resolved, priorities established and resources deployed as effectively and economically as possible. To achieve this end, the Management Committee and the consulting firm have developed a process which, if adopted by Council, would be followed on an on-going basis.

It is proposed that only four planning issues be selected for initial implementation of the process so that staff can become familiar with the format and procedure that is involved. These issues are: (a) Management of Human Resources Plan, (b) Information Requirements Plan, (c) A Process to Develop a Long Range Financial Plan, and a (d) Socio-economic Profile Trends and Implications.

It is proposed that we initiate the second major phase of the process in the early Spring of this year. This would essentially involve an informal working meeting at which Council and the Management Committee would establish corporate planning issues to be addressed from May through December, 1982.

In conclusion, Council's approval is now requested for the establishment of the orderly and on-going corporate planning process. If we proceed as proposed, Council will be kept informed on the status of the first projects to be undertaken and, in the Spring, would be requested to identify (with staff) the projects that are to be started in the latter half of this year.

Background information on the Management System and Organization Review has been forwarded to the three new members of Council.

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THE CORPORATION OF THE DISTRICT
OF BURNABY

PROCESS FOR CORPORATE PLANNING
IN 1982

January 6, 1982

M.J. Shelley
Municipal Manager

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1.

I. INTRODUCTION

To be effective, a corporate planning process must be based on a few key principles:

1. the commitment and involvement of those accountable for the major activities of the organization; all those involved should see the process as necessary and be willing to devote the time needed to achieve useful results
2. a planned approach which ensures that the purpose of corporate planning is clear and that the time of those involved is used as efficiently as possible
3. the depth of evaluation of planning issues is adequate; over-elaboration leads to a burdensome process and a degree of confidence about the future that practical managers cannot accept
4. corporate planning must not become an end in itself
5. the resulting corporate plans must not be implemented so rigidly that the inevitable gap between planning and reality destroys the credibility of the process
6. corporate planning must be integrated with the other planning, budgeting and management processes of the organization.

It is important to recognize that Corporate Planning must be a continuous process if it is to be successful. It is a process that aims at helping those responsible and accountable for results deal with the future effectively.

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2.

II. THE PURPOSE OF A PLANNED PROCESS FOR PLANNING

The essential purpose is:

- to establish an agreed approach process for Burnaby corporate planning
- to annually identify the key issues which must be and can be usefully resolved with the time and talents available.

Consequently, the Process for Planning establishes the results to be achieved, the management tasks required to resolve planning issues chosen by the participants, the role of the participants in the process, a practical calendar of realistic deadlines for the results of tasks accepted by those involved.

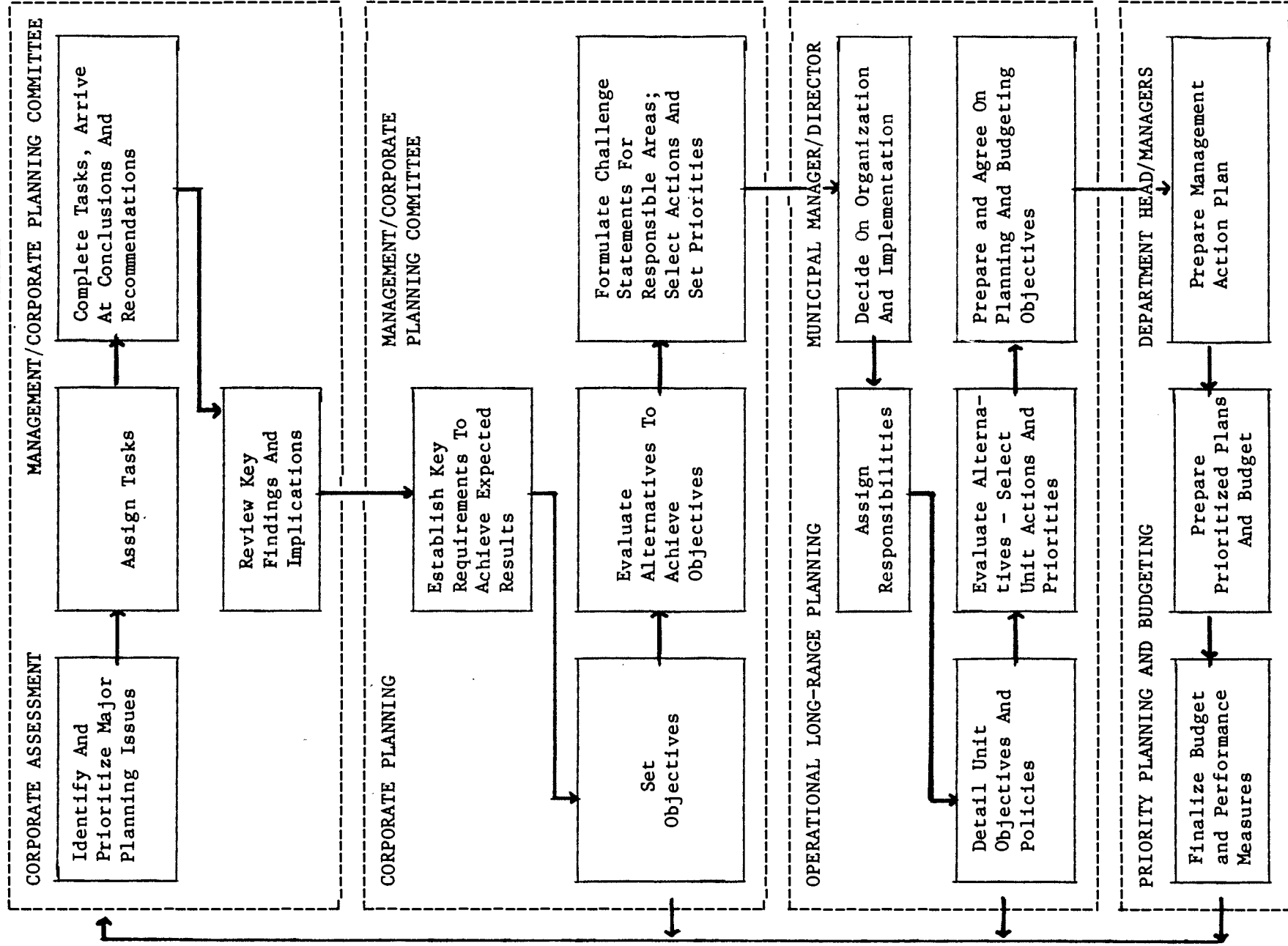
Successful Corporate Planning is based on the conviction that corporate planning is best learned by doing.

III. THE PROCESS AND TIMING

The following chart of the Corporate Planning and Budgeting Process illustrates the framework within which Corporate Planning fits; the results of the Corporate Assessment and Planning Phases will provide action-oriented direction to Operational Planning and Budgeting by those who are responsible for results. Planning issues can be identified to and by the Management Committee at any Phase within the process. They can also come from the questions, concerns and planning issues raised by Council and the citizens of Burnaby. Once the distinction has been made between a Corporate Planning Issue, a Corporate Management Issue and an issue which is primarily the responsibility of a Corporate Manager e.g. Director Engineering, then the

3.

THE CORPORATE PLANNING AND BUDGETING PROCESS



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4.

Management Committee, sitting as a Corporate Planning Committee, will address only those issues appropriate to the Corporate Planning process.

It is proposed that the Management Committee devote at least one meeting out of every four to the resolution of chosen planning issues, based on the results of tasks accepted and undertaken by each member of the Committee. In effect, the Management Committee will be the Corporate Planning Committee for the purposes of that meeting.

A. THE ROLE OF THE CORPORATE PLANNING COMMITTEE

The general role of the Corporate Planning Committee is to advise and assist the Municipal Manager in formulating co-ordinated and implementable plans, to be implemented by the accountable members of the Management Committee under the direction of the Municipal Manager.

In summary, the scope of the Corporate Planning Committee's functions are:

- to initiate, consider and/or review conclusions, alternatives, and recommendations relating to the future of the Corporation and its major activities, including the objectives and priorities of the Corporation
- to advise and assist the Municipal Manager in the development and up-dating of implementable corporate plans, policies, controls and standards of performance to achieve corporate objectives and chosen priorities
- to monitor progress against these plans

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5.

- to serve as a forum for co-ordinating and integrating plans and related activities.

B. THE ROLE OF COUNCIL

If the Corporate Planning process is to be successful and useful, it is the responsibility of Council to ensure that the Corporation takes the necessary steps in all aspects of its work to prepare for and carry out the long range intentions of the citizens of Burnaby as established by Council. To exercise this responsibility, Council will review annually the Corporate Planning issues to be addressed, and be prepared to devote the time requested to review the conclusions and recommendations that result.

C. CORPORATE PLANNING MEETINGS

The process of making Corporate Planning Committee meetings useful will depend on:

1. the involvement of each member in developing the agenda for each meeting so that each member gets something out of each meeting
2. the quality of the work done on tasks and the submission of the results to each member of the Committee at least five days before the meeting
3. the degree to which the Municipal Manager, in chairing the meeting, initiates and encourages but disciplines discussion to keep ritual to a minimum and useful, informal exchange to a maximum

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6.

4. the degree to which each manager, as a Corporate Manager, plays an active role in determining the conclusions and recommendations of the Committee.

D. THE PROPOSED PLANNING CALENDAR

To exercise these responsibilities, it is proposed that the following planning calendar be established for both the planning process and the agenda of the meetings identified.

December 1, 1981

- Reviewed draft Process for Corporate Planning
- Discussed planning tasks
- Accepted responsibility for some tasks
- Established priorities and deadlines subject to review of staff availability and terms of reference (see Appendix I for outline)
- Decided on date and type of presentation to Council.

December 16, 1981

- Based on previously received document, reviewed final draft of Process for Corporate Planning
- Finalized presentation document and agenda for meeting with Council

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7.

- Established the key issues which will be addressed in the period January through April 1982, identified as "A" issues in this report. "B" and "C" issues are those Corporate Planning issues which will be addressed as time and resources permit during the process or more likely after April 1982.
- Established the deadline for distribution of draft terms of reference for each task to each member of the Committee by the member responsible
- Established the period for each member of the Committee to discuss comments, questions and suggestions on the terms of reference with the originator.

January 12, 1982

- Review and finalize terms of reference for assigned tasks
- Review results of those tasks underway or launched December 1 and 16, 1981.

January 18, 1982

- Presentation to Council of the Process for Corporate Planning:
 1. review and approve the Corporate Planning Process, including the role of Council
 2. obtain approval of the issues chosen by the Corporate Planning Committee, January through April 1982.

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8.

January 20, 1982

- Review results of Council Meeting and finalize Planning Calendar.

February 3, 1982

- Review results of tasks assigned for completion by this date

March 3, 1982

- Review results of tasks assigned for completion by this date.

March 31, 1982

- Review results of tasks assigned for completion by this date
- Review the draft Capital Improvement Program 1982-1986 prior to submission to Council.

April 28, 1982

- Review the results of tasks assigned for completion by this date
- Review and agree on the guidelines for developing the Capital Improvement Program for 1983-1987.
- Review the results of Corporate Planning to date and the Corporate Planning Issues to be addressed, May through December

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9.

- Review proposed approach to the design and implementation of performance planning and budgeting for the 1983 budget
- Develop the format of the proposed working session with Council for its approval.

Date to be Established

- At an informal working session with Council, up-date the Process for Corporate Planning and provide Council with the opportunity to establish the Corporate Planning Issues to be addressed May through December 1982.

IV. THE PLANNING ISSUES IN ORDER OF PRIORITY

During the interviews which led to the Currie, Coopers & Lybrand report, "Assessment and Recommended Approaches to Improving the Current Situation in Long Term and Annual Planning and Budgeting," and from our own experience, we developed Appendix III of that report, "Some Key Planning Issues and Concerns".

This appendix has been reviewed by the Corporate Planning Committee and the result is a re-ordering of the priorities and the addition of some planning issues not identified earlier. Appendix II to this report is the result.

V. THE WORK PROGRAM

The work program in Appendix III is based on Appendix II, the key issues and concerns. It has been set up as a worksheet for use during the January through April 1982 Corporate Planning Meetings.

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GUIDELINES TO DEVELOPING TERMS OF REFERENCE FOR EACH TASK

During the process of planning, there is a need to establish "terms of reference" for major tasks:

- to ensure that there is a clear understanding of what results are expected from the task being assigned,
- to ensure agreement among those responsible for taking decisions and action based on the results of the work,
- to ensure agreement between the person responsible for the task and those responsible for taking decisions and action based on the results,
- to ensure that the person undertaking the task plans to use and involve the right resources, and that access is assured,
- to agree on timing.

In other words, a flight plan.

Consequently, the terms of reference for a task should cover, on no more than six pages preferably one, the rationale and basic assumptions on which the Corporate Planning Issue is based, and then specific statements in the following subject areas.

1. Objectives of the Task

The basic purpose and intent of the task; that is, to collect and evaluate information on a specified situation and to arrive at action-oriented conclusions and/or be in a position to make a specified decision. The alternatives to be considered should be identified as well as any questions to be answered that will give an idea of the extent and depth of the work to be done.

2. Responsibilities for the Task

Those responsible for doing work should be named:

- For the task as a whole (prime, usually a member of the Corporate Planning Committee).
- For specified parts of the work.

3. Involvement

Who should be involved in the process and their role; that is, as resources to be drawn on for a specified purpose, for counsel and

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advice or as reviewers of the results of the task to ensure their understanding and commitment.

4. Proposed Approach

An outline of the methods and sources of information that will be used to collect and evaluate information and arrive at the results - a position paper, report or plan - with recommendations.

5. Resources Required

- Specified manpower, time and implications
- Calendar time
- Proposed budget
- Whose budget.

It is often useful to outline the subject headings of the anticipated report.

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APPENDIX II
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THE CORPORATION OF THE DISTRICT OF BURNABY

SOME CORPORATE PLANNING ISSUES AND CONCERNS

December 18, 1981

"A" PLANNING ISSUES TO BE ADDRESSED JANUARY THROUGH APRIL 1982

1. We must plan to improve the management of our human resources; such as:
 - Constructive management of our union relations.
 - Manpower planning (we have a shortage of applicants for skilled trades and technical fields).
 - Recruiting standards and practices.
 - Internal training, especially for newly appointed managers at each level.
 - Career planning - personal development - performance appraisal - promotion from within.
 - Outside training - subsidized courses - conferences.
 - Employee classification levels - compensation planning.
 - employee counselling.
2. Information requirements and the plan to satisfy these requirements; that is:
 - The continuing role and use of word processors.
 - The role and use of the computer-based mapping program.
 - The capacity of the Univac 9030 relative to forecast needs.
 - The role and use of the library computer resource.
 - The role and use of mini computers.
 - Computer-based programs for financial planning, cash management, municipal property management, personnel, council policies/decisions, land use planning, etc.
 - Other management information support systems.
 - Microfilm storage.

3. Long Range Financial Planning:

BACKGROUND

Annually, a general purpose budget is prepared to provide funds to carry out programs which are primarily an extension or continuation of the previous year. If, during the year, programs have been added or deleted, these changes are reflected. No means exists to prioritize expenditures or to permit an examination of general purposes requirements for more than one year in advance, i.e. beyond the provisional budget.

Annually a five year capital program is prepared. The financing of a large portion of the program beyond the current budget year is unknown.

The municipality has accumulated and continues to accumulate reserves, the stated purpose and limits for which are not fully defined. In some areas such as vehicle and equipment replacement, stated policies exist. In other areas such as water and sewer, no policy for plant replacement exists.

The pay-as-you-go policy lacks definition.

The policy for the use of municipal lands designated for public use is unclear.

The budget planning process is complicated by forces over which the municipality has no control, e.g. revenue sharing grants, and G.V.R.D. decisions such as expansion of sewer treatment plants, solid wastes, etc.

OBJECTIVE

To identify and evaluate those elements which would form part of the financial plan, and to formulate a process to develop a long range financial plan, including periodic review. The process should identify the financial planning requirements of Council, Board and Commissions.

The plan should be developed initially at a macro level.

4. What are the Trends and Implications of the Changing Demographic, Social and Economic Mix Within Burnaby?

The changing socio-economic mix may have significant implications to municipal services and costs; for example: housing, recreation activities, health care programs, licensing and fire prevention services. Similarly, the changing population profile of Burnaby may have significant implications to the plans and priorities of Burnaby.

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"B" PLANNING ISSUES, TO BE ADDRESSED AS TIME AND RESOURCES BECOME AVAILABLE

- Solid waste disposal plans and implications; for example, transfer stations, incinerators, air pollution control, land use, traffic patterns, financing, etc.
 - The role, standards, management and cost of Rescue & Safety Services.
 - The translation of the Burnaby Transportation Plan into Action Plans and Results; specifically, for 1983, 1984 and 1985, for major roads and traffic management.
 - What can we plan to do to help managers improve productivity? Review and revise, if necessary, municipal performance standards, studies to establish acceptable performance standards and units of work so as to help employees and managers make more effective use of an employee's time; for example:
 - o The use of a general inspector as a means to improving the productivity of our existing human resources and as a means to improving the data base for planning, engineering, health, fire, licensing, etc.
 - o The transfer of some or part of municipal services to those demanding increasing levels of service such as the transfer of design inspection responsibility to architects and developers.
 - The health program and general management of priorities, standards of performance and cost.
 - Energy conservation - specific plans to achieve specific results
- C. SOME CORPORATE PLANNING ISSUES WHICH WILL BE ADDRESSED IN THE FUTURE
- Do we need more deliberate citizen input, for example, into budget priority setting? Are the present means (surveys, citizen complaints, etc.) adequate?
 - The role, relationships and implications of GVRD plans and activities on Burnaby plans, activities and costs.
 - The role, relationships and implications of other major institutions within Burnaby; e.g. B.C.I.T., Burnaby Hospital, S.F.U., P.V.I.
 - The implications of the rapid, massive change-over from oil to gas has specific and general implications; for example:

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- Fire-fighting capability and services.
- Fire inspection and prevention.
- Municipal by-laws.
- The type of Building Inspector required.

- Air and noise pollution programs - are present plans and programs sufficient?

- The role, relationships and implications of Burnaby School Board plans, decisions, policies, priorities and taxation.

- Will an 18-month Provincial Government planning cycle force municipalities into an integrated planning process and the development of provisional budgets a year in advance?

- A greater familiarity with and general management of municipal policing priorities, standards of performance and cost.

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CORPORATION OF THE DISTRICT OF BURBARY

WORK PROGRAM
CORPORATE PLANNING 1982

| COMMENTS | DEADLINE FOR WHICH MGMT COMM. MEETING | REPORT(S) FOR | SUPPORT | PRIME RESPONSIBILITIES | MAJOR TASKS INVOLVED | KEY PLANNING ISSUES |
|---------------------------------|---------------------------------------|---------------|---|--|--|---|
| TO BE ESTABLISHED JANUARY, 1982 | TO BE ESTABLISHED JANUARY, 1982 | | <ul style="list-style-type: none"> • D.F. Hicks • Other Directors | <ul style="list-style-type: none"> • M. Shelley • Director Administrative & Community Services when appointed • H. Karras to develop terms of reference | <ul style="list-style-type: none"> 1. Determine needs 2. Establish planning priorities and priority tasks 3. Develop action plans for 1982, 1983 and 1984 4. Develop implementation plan | <p>1. We must plan to improve the management of our human resources.</p> <p>2. Information requirements and the plan to satisfy these requirements.</p> <p>..A.. PLANNING ISSUES TO BE ADDRESSED JANUARY THROUGH APRIL 1982</p> |

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|---------------------------------|------------------------------------|------------------------------|--------------------------|---|--|--|
| TO BE ESTABLISHED JANUARY, 1982 | | | ● Staff to be identified | ● H. Karras to develop terms of reference | To identify and evaluate those elements which would form part of the financial plan and to formulate a process to develop a long range financial plan, including periodic review. | 3. Formulate a process to develop a <u>long range financial plan.</u> |
| TO BE ESTABLISHED JANUARY, 1982 | | | ● Staff to be identified | ● Management Committee | 1. What are the key questions and trends of interest to each department? The Planning Committee? 2. Analysis of data and identification of trends 3. Assemble, analyze and identify major trends | 4. What are the trends and implications of the changing demographic, social and economic mix within Burnaby? <u>The changing socio-economic mix may have significant implications to municipal services and costs; for example: housing, recreational activities, health care programs, licensing and fire prevention services.</u> Similarly the changing population profile of Burnaby may have significant implications to the plans and priorities of Burnaby. |

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|----------|---|------------------------------|---|---|--|--|---|------------------------------|----------|
| | | | <ul style="list-style-type: none"> • "B" PLANNING ISSUES TO BE ADDRESSED AS TIME AND RESOURCES BECOME AVAILABLE • Solid waste disposal plans and implications; for example, incinerators, air pollution control, land use, traffic management, taxation. • The role, standards, management and cost of Rescue & Safety Services, and who should pay. • Burnaby Library Services | <ul style="list-style-type: none"> • Identify issues, evaluate, establish implications and develop plans to resolve • Evaluate current position and prospects to arrive at conclusions and recommendations • Identify key issues and the general approach to planning for library services over the next few years | <ul style="list-style-type: none"> • E. Olson • Director & Administrative Services • M. Shelley • R. Bacon | <ul style="list-style-type: none"> • To be identified • To be identified | <ul style="list-style-type: none"> • A.L. Parr • C.I.P. Committee | | |
| | | | <ul style="list-style-type: none"> • The translation of the Burnaby Transportation Plan into Action Plans and Results; specifically, for 1983, 1984 and 1985, for major roads and traffic management. | <ul style="list-style-type: none"> 1. Review need for capital projects 2. Review timing for projects 3. Translate into a revised CIP | <ul style="list-style-type: none"> • E. Olson | <ul style="list-style-type: none"> • A.L. Parr • C.I.P. Committee | | | |

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| | | | DEADLINE FOR REPORT(S) |
| <ul style="list-style-type: none"> • All Directors | <ul style="list-style-type: none"> • Director & Community Services | <ul style="list-style-type: none"> • Director Administrative & Community Services | SUPPORT |
| <ul style="list-style-type: none"> • To be identified | <ul style="list-style-type: none"> • Management Committee • Energy Conservation Committee | <ul style="list-style-type: none"> • E. Olson | PRIME RESPONSIBILITIES |
| <ul style="list-style-type: none"> 1. Identify current programs and known alternatives 2. Identify new developments | <ul style="list-style-type: none"> • Evaluate current position and prospects to arrive at conclusions and recommendations | <ul style="list-style-type: none"> 1. Carry to completion, the Building Audit currently underway - report on conclusions and recommendations 2. Complete testing of truck fleet with alternate fuel systems - conclusions and recommendations 3. New projects? | MAJOR TASKS INVOLVED |
| <ul style="list-style-type: none"> • What can we plan to do to help managers improve productivity? Review and revise, if necessary, municipal performance standards; studies to establish acceptable performance standards and units of works so as to help employees and managers make more effective use of an employee's time. • The health program and general management of priorities, standards of performance and cost. • Energy conversation - specific plans to achieve specific results. | | | KEY PLANNING ISSUES |

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|--|--|---|---|---|------------------------------|----------|
| <p>..C.. SOME PLANNING ISSUES WHICH WILL BE ADDRESSED IN THE FUTURE</p> <ul style="list-style-type: none"> • The role, relationships and implications of GVRD plans and activities on Burnaby plans, activities and costs. • The role, relationships and implications of other major institutions within Burnaby; e.g. B.C.I.T., hospitals, S.F.U., P.V.I. • Do we need more deliberate citizen input; for example, into budget priority setting? Are the present means (surveys, citizen complaints, etc.) adequate? | <ul style="list-style-type: none"> • What are they various relationships now? Are all "bases" of importance to Burnaby covered? • What are the various relationships now? Are all "bases" of importance to Burnaby covered? • Review current means and assess effectiveness o for purpose intended o for Corporate Planning purposes 2. Research and recommend improvements, alternatives and additional means | <ul style="list-style-type: none"> • A.L. Parr • A.L. Parr • A.L. Parr | <ul style="list-style-type: none"> • M. Shelley Management Committee • M. Shelley Management Committee • Other Directors | | | |

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|--|--|---|---|------------------------|------------------------------|----------|
| <ul style="list-style-type: none"> • The implications of the rapid, massive change-over from oil to gas has specific and general implications. • Air and noise pollution programs - are present plans and programs sufficient? • The role, relationships and implications of Burnaby School Board plans, decisions, policies and priorities. • Will an 18-month Provincial Government planning cycle force Burnaby into an integrated planning process and the development of provisional budgets a year in advance? | <ul style="list-style-type: none"> Identify and evaluate implications; conclusions and recommendations Review recent report to Council on noise pollution; a similar one on air pollution needed? Review the various relationships now. Are all "bases" of importance to Burnaby covered? In anticipation, assess the value to Burnaby of an integrated planning process and "planning calendar"; design alternative approaches covering the following key process: <ul style="list-style-type: none"> • Corporate Planning • Capital Improvement Program • Priority Setting and Budgeting • Objective Setting • Performance Measurement | <ul style="list-style-type: none"> • E. Olson • Director & Community Services • M. Shelley • M. Shelley | <ul style="list-style-type: none"> • A.L. Parr • Others to be identified • To be identified • Management Committee • G. Glavin | | | |

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|----------|------------------------------------|------------------------------|--|--|---|--|
| | | | <ul style="list-style-type: none"> • Director Administrative & Community Services | <ul style="list-style-type: none"> • M. Shelley | Develop a program of meetings with Officer-in-Charge, Burnaby R.C.M.P. and other resources people, designed to enable the Management Committee to become familiar with R.C.M.P. municipal policing plans, priorities, standards of performance, costs, statistics, trends and decision-making | <ul style="list-style-type: none"> • A greater familiarity with and general management of municipal policing priorities, standards of performance and cost. |

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