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**Ministry of the Solicitor General**

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**1983-84  
STRATEGIC OVERVIEW PROCESS**

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## INTRODUCTION AND PURPOSE

The Ministry of the Solicitor General will in the next several days commence activities related to the preparation of the new Strategic Overview 1983-84 , in accordance with the schedule established in the government's Policy and Expenditure Management System.

At the same time, the Secretariat and the Agencies are currently preparing their Budget-Year Operational Plans, in response to the Strategic Overview prepared by the Ministry and submitted to the Ministry of State for Social Development in the spring of this year.

These planning activities are closely related to a wide range of internal as well as government-wide planning activities, documents and processes. The inter-relationship between the various elements is relatively complex, but not incomprehensible.

This presentation is designed to provide a guide to the government's Policy and Expenditure Management System, with regard to where, and in what fashion, the Strategic Overviews and Operational Plans fit in.

NOTE: This presentation provides a basic review of the Strategic Overview and Operational Planning functions, within the context of the government's overall system of management and control. Since the system itself is in an evolutionary stage, this presentation cannot represent a definitive statement on the government's planning systems. It will be continually revised and updated as new instructions are received from central agencies and as the inter-relationship between the various elements become more clear and apparent.

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## THE GOVERNMENT'S POLICY & EXPENDITURE MANAGEMENT SYSTEM

In recent years, the government has undertaken a number of major changes in the way in which it establishes control and direction over the policies and expenditures of departments and agencies.

These changes, made on the recommendation of various agencies including the Lambert Commission on Financial Management and Accountability, the Auditor General, and the Comptroller General, have been designed to achieve a number of broad objectives:

- establish a longer-term planning framework to better anticipate needs and allocate resources
- provide for more visible and direct control over expenditures
- better relate plans and resource requirements to government objectives
- improve policy direction and support at all levels
- promote improved management practices
- strengthen parliamentary scrutiny and control

The improvements are still underway, and hence the policy and expenditure management system described here can be seen to have a number of elements which are not yet fully defined, and which have been applied to varying degrees from department to the next. Nonetheless, it is clear that the government has a comprehensive game plan to strengthen all aspects of departmental and government-wide planning and management.

Central to the government's policy and expenditure management system are the Strategic Overviews and Operational Plans (both Budget-Year and Multi-Year). The following description of the government's policy and expenditure management system and processes accordingly focuses on the role which these planning documents play in the entire system.

The following review focuses on three major aspects of the government's system:

- the new system of Cabinet Committees and Resources Envelopes, which provide the institutional framework for government planning
- the more specific elements of the policy and expenditure management system, including the relationship of the Strategic Overviews and Operational Plans to other planning documents and processes
- the planning cycle, as it relates primarily to the Strategic Overviews and Operational Plans

### Cabinet Committees and Resource Envelopes

The new system of Cabinet Committees and Resource Envelopes provides the basic institutional structure for providing Cabinet direction and control over policy and expenditures of individual departments.

As shown in the following chart, Cabinet divides itself into a series of smaller committees, with any individual Minister sitting on one or more of the committees. Most of the work, in terms of review and consideration of policy options, is undertaken at the Committee level - with full Cabinet reserving the right to approve, modify or reject any decisions taken at Committee.

Four Policy Committees - Economic Development, Social Development, Foreign & Defence Policy and Government Operations deal with substantive programs and policy matters. Four coordinating committees - Treasury Board, Priorities & Planning, Legislation & House Planning and Communications play supporting roles in providing direction and coordination with respect to each of their areas of concern. In addition, there are several ad hoc committees which provide more specific focus to areas of special concern to Cabinet. Currently, these consist of Security and Intelligence, Labour and Relations, Public Service, and Western Affairs.

The committees most directly involved in the decision making process of the Policy and Expenditure Management System are the four Policy Committees plus Priorities and Planning and Treasury Board.

The Policy Committees are responsible for development of sectoral strategies for policy and program development within multi-year resource envelopes established in the government's Fiscal Plan, and in the light of government priorities and directions from the Priorities and Planning Committee. This responsibility includes guidance to departments and agencies for the ongoing development of the Strategic Overviews and Operational Plans. Policy Committees are responsible for the policy and program decisions which will

determine the allocation of the available financial resources among the various programs within their policy areas. This includes decisions on the introduction of new programs and changes - both increases and decreases - to the levels of activity, service or benefits of existing programs.

In order to facilitate the policy and expenditure decisions among programs ten policy sectors and their associated resource envelopes have been divided among the Cabinet Committees, thereby determining the specific responsibilities of the Committees.

The breakdown of these Committees with respect to the sector/envelope system and their specific responsibilities is as follows:

1. The Cabinet Committee on Priorities and Planning is the major forum for consideration of general government priorities and directions and also deals with particularly contentious policy issues. The Committee is supported by the Priorities and Planning Secretariat. The envelopes under this Committee's direction are:
  - a) Fiscal Arrangements
  - b) Public Debt
2. The Cabinet Committee on Economic Development formulates, develops evaluates and coordinates policies in relation to the programs and activities directly supporting economic development. The Committee is supported by the Ministry of State for Economic Development. The envelopes under its direction are:
  - a) Economic Development
  - b) Energy
3. The Cabinet Committee on Social Development initiates new policies and programs and evaluates existing and proposed policies to a view to improving and integrating the delivery of social benefits. The Committee is supported by the Ministry of State for Social Development. The envelopes under its direction are:
  - a) Social Affairs
  - b) Justice and Legal

4. The Cabinet Committee on Foreign and Defence Policy reviews and coordinates proposals by departments to develop an integrated approach to the government's foreign affairs and defence sectors. The Committee is supported by the Privy Council Office with the assistance of other interdepartmental mechanisms and central agencies. The assigned envelopes are:
  - a) External Affairs
  - b) Defence
  
5. The Cabinet Committee on Government Operations reviews policies affecting the financial, personnel and administrative framework for management of the public service and is concerned with policies having consequence for federal public administration. The Committee is supported by the Privy Council Office with the assistance of other interdepartmental mechanisms and central agencies. The assigned envelopes are:
  - a) Parliament
  - b) Services to Government

Treasury Board is not assigned any resource envelopes. Its responsibility is to determine the envelope ceilings in light of approved priorities set by Priorities and Planning to ensure that the policies and programs approved by the Policy Committees will be efficiently delivered. Treasury Board assists the Committees by providing information on the resource implications of policy or program proposals. The Board also provides information on resource allocation options for the Priorities and Planning fiscal planning function and through the Office of the Comptroller General, ensures the development and maintenance of adequate departmental systems for program planning, control and evaluation.

The general responsibilities of these committees to their respective policy sectors include:

- a) guiding the departments and agencies falling within the scope of their sectors for the ongoing development of their Operational Plans;

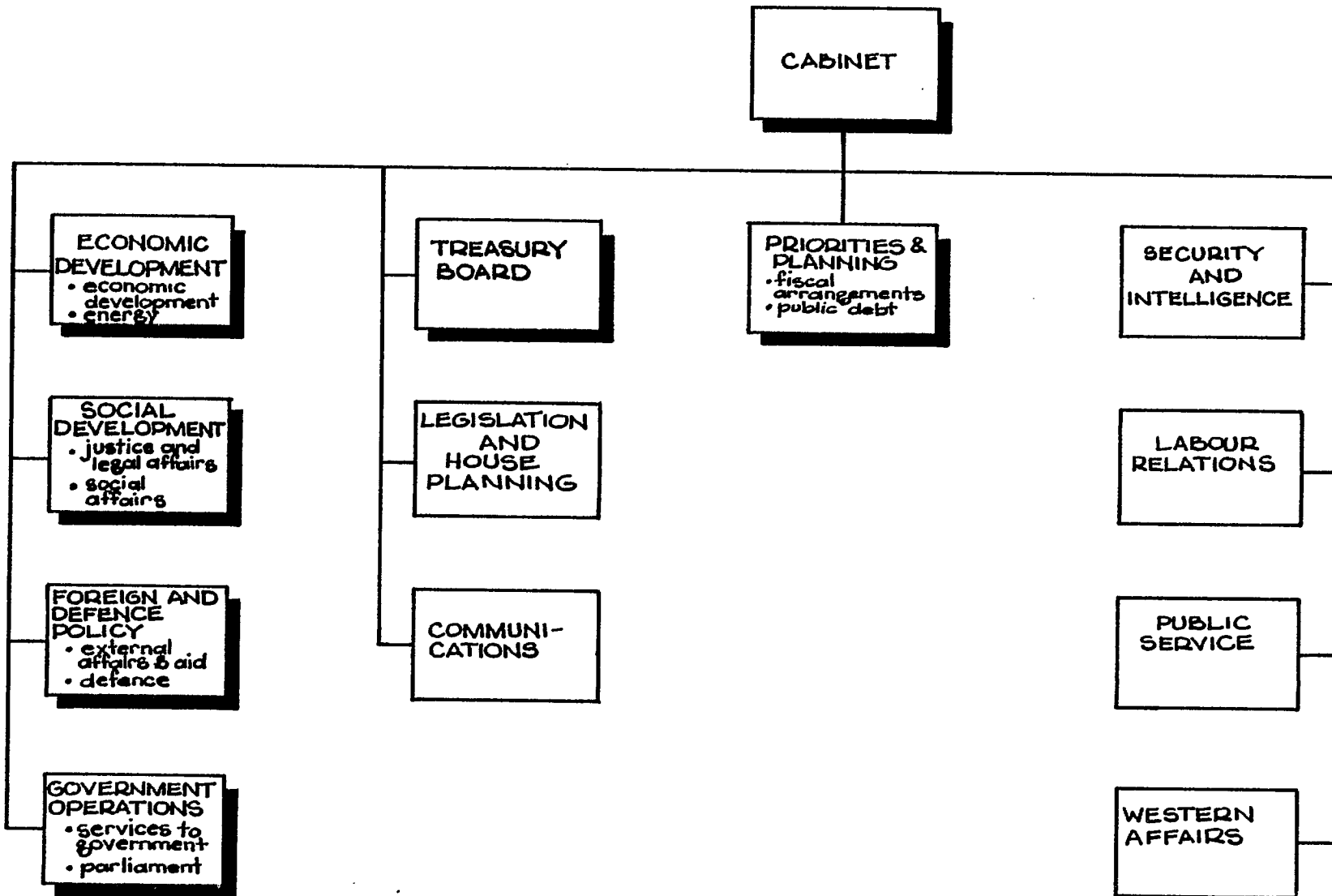
- b) policy and program decisions which determine the allocation of funds among the programs within the policy areas;
- c) decisions to introduce new programs and either an increase or decrease in the activity, service or benefits of existing programs;
- d) the determination of policy and program development in conjunction with directions from the Cabinet Committee on Priorities and Planning and the Multi-Year resource envelopes established in the Fiscal Plan.

The program content of each sector has been designed to maximize the consideration of policy trade-offs within each, while recognizing that a Minister's responsibility for their respective departments and agencies should not be dispersed across several sectors and committees. The envelope system is intended to serve two purposes:

- a) to facilitate the management of the policy sectors; and
- b) to facilitate in the evaluation of objectives vis à vis expenditures among programs within a sector, and for the government as a whole.

An envelope represents the spending levels available to a particular policy sector over time as determined in the government's Multi-Year Fiscal Plan. Envelopes include proposals contained in the Main Estimates, as well as provisions for cost adjustments on non-statutory programs, contingencies and new initiatives over the planning period. As well, a central reserve is provided to cover adjustments to statutory programs. It is within these resource levels that policies and programs are developed and implemented. The Multi-Year envelope plan provides the lead time required to ensure that policy and program change resulting in changes to the level of distribution of expenditures can be planned and implemented in an orderly fashion. The resource envelopes, in comparison with the projected costs of existing programs, indicate where net expenditure increases or decreases must be planned in each policy sector. This system ensures that there will be closer integration of the governments priority setting, policy development and expenditure management decision-making process.

# Cabinet Committee and Resource Envelope System



### Elements of the Policy and Expenditure Management System

As outlined in the following chart, the Strategic Overviews and Operational Plans (both Multi-Year and Budget-Year) serve as the main driving vehicles of departmental and government-wide policy and expenditure management.

The Strategic Overview, prepared for the Ministry of the Solicitor General, (i.e. the Secretariat plus the Agencies) is designed as the principal vehicle for setting the long-range objectives and direction of the Ministry, and for planning and coordinating change in the policies and programs of the Ministry.

The Strategic Overview contains both an analysis of the Ministry's environment - all factors, trends, issues and government policies which the Ministry is to respond to over the course of the following five years - plus an indication of the priorities and changes to be pursued by the Ministry over the same time period. The strategic overview:

- provides an overall annual focus to the strategic planning process of the Ministry and its Secretariat and Agencies
- reviews, evaluates, establishes and changes:
  - objectives
  - strategies
  - policies
  - programs
- provides a forum to help Ministers relate Ministry plans to government policy priorities and the overall government and respective resource envelope framework
- confirms or modifies the Ministry's objectives, direction and alternative strategies, within the context of overall government priorities and policies

The following chart illustrates the main sources of direction and input to the Strategic Overview:

- Broad direction from Cabinet (plus the Minister of Finance and the Treasury Board), related to the economic outlook, the government's budget and related expenditure plans, and overall policy priorities as outlined in the Speech From the Throne
- More specific policy direction from the Ministry of State for Social Development (which administers the Justice and Legal Affairs resource envelope, and which plans and coordinates the government's social policy objectives), through such means as policy sector outlook documents and planning guidelines issued to departments in advance of preparation of their Strategic Overviews
- Direct input from the Secretariat and Agencies, which develop potential new initiatives and identify policy and expenditure issues to be dealt with in the Strategic Overview; plus other Ministry-wide special initiatives such as the development of program evaluation plans, communication plans, and management of the Security Service transition.
- Analysis of past results, drawing upon a wide range of reporting and evaluative activities, including audits, management reviews, program evaluation, analysis of the public accounts, performance measurement, annual reports to Parliament, and sub-program activity reports.

In addition, an assessment of broad social and criminal justice trends is an integral part of the "environment" section of the Strategic Overview.

The Strategic Overview is a document of the Minister, and as such represents the priorities, objectives and changes which the Minister is committed to pursuing over the planning frame. The approval of the Overview by the Minister's colleagues in Cabinet is achieved in two ways:

1. issues dealing primarily with the policy concerns of the social policy sector, and affecting the Justice and Legal Affairs envelope, are reviewed by the Social Policy Committee on the advice of the Ministry of State for Social Development - which is the recipient of the Strategic Overviews.

MSSD is responsible for reviewing, assessing and integrating the various overviews from all departments and agencies under its jurisdiction. Careful attention is paid to:

- ensuring consistency and compliance with the priorities of the social policy sector, and broader government policies
- ensuring that subsequent policy and resource requests and initiatives have been justified and approved in the department or agency's Strategic Overview and related operational plan

2. issues of a broader nature, with significant policy or expenditure implications, or otherwise requiring more extensive consideration by Cabinet, are submitted to the Priorities and Planning Committee of Cabinet for review and direction, together with MSSD's overall social policy sector strategy. P&P may accept, modify or reject individual items identified through this process, and at the same time sets overall direction and expenditure ceilings for each envelope. Priorities of a particularly significant nature may be highlighted in the subsequent Speech From the Throne.

Approved Strategic Overviews provide the overall direction and focus for subsequent Operational Plans. The latter are designed to "operationalize" the objectives, priorities and changes outlined in the Overview. Unlike the Overview, they are prepared for each of the Secretariat and the Agencies, and accordingly provide more detail as to the implementation of the Overview initiatives, including on-going programs.

Multi-Year Operational Plans are prepared at the same time as, and have the same planning timeframe as the Strategic Overviews. They are designed to:

- reflect the long-term (5-year) objectives and strategies of the Secretariat or Agency
- outline how the Agency is, and will pursue, its objectives and strategies, including:
  - linkage of programs and activities to objectives
  - assessment of expected benefits and results in relation to costs
  - methods of evaluating effectiveness and efficiency
  - projection of anticipated future demands for services and the required program resources to meet the demand

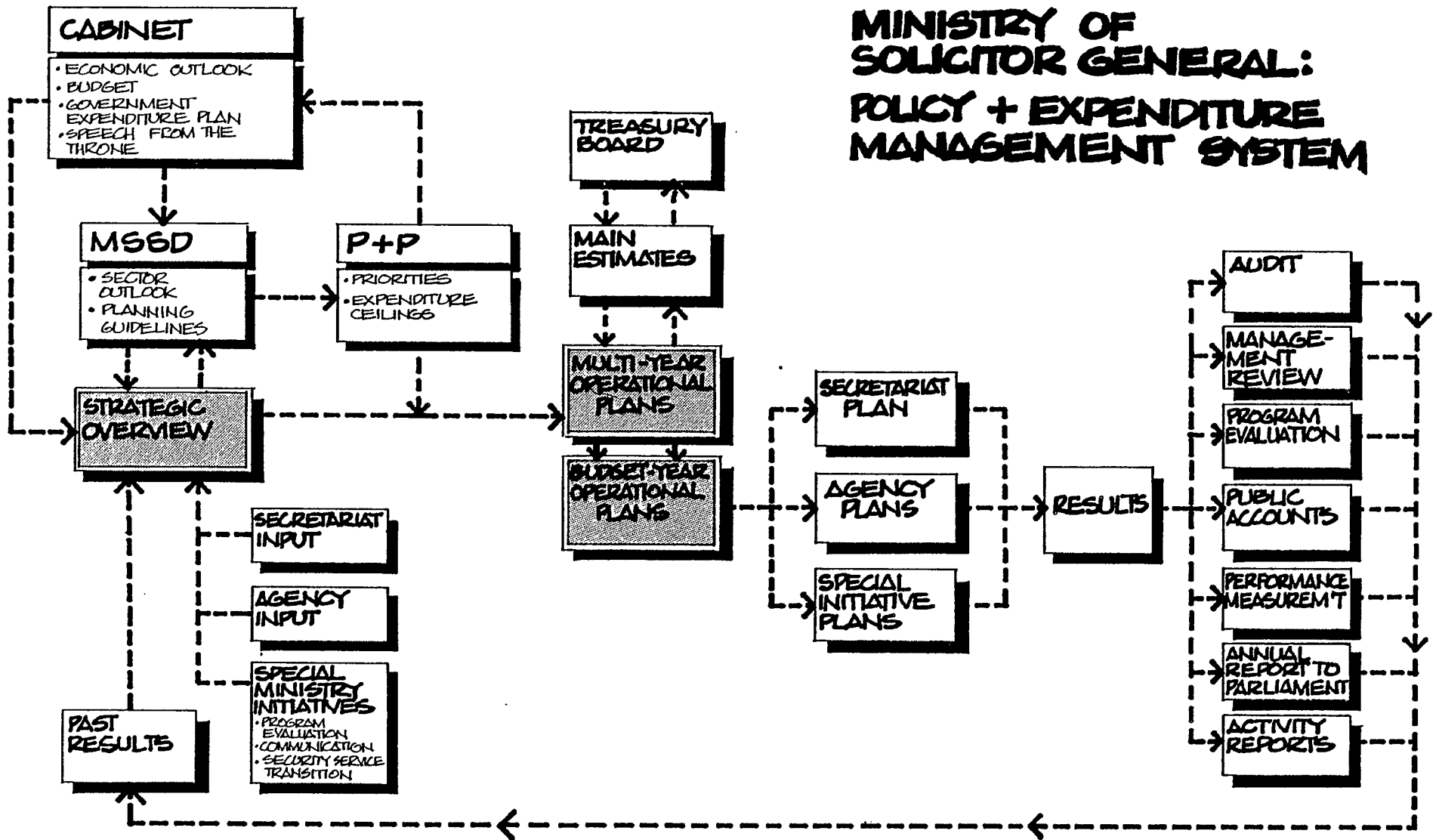
Budget-Year Operational Plans provide more detailed plans as to the implementation of Agency objectives. More specifically, they:

- relate detailed goals for the upcoming year to measurable end results
- outline key operational goals and thrusts, together with required resources

- establish the basis for management accountability and control by setting specific plans and targets
- include an evaluation plan which outlines the manner in which performance with regard to the established objectives is to be evaluated

Assignment of resources to put the Operational Plans into effect is achieved through the Main and Supplementary Estimates procedures, wherein the resource implications of the Operational Plans are articulated and submitted to the Treasury Board for approval.

Once Operational Plans are approved, and monies authorized through the Estimates procedure, concrete work plans for each of the Secretariat, the Agencies, and any special Ministry-wide initiatives are put into action. Results are recorded and measured in a variety of different ways, thereby providing the basis for evaluation, assessment and new directions in subsequent planning cycles.



# MINISTRY OF SOLICITOR GENERAL: POLICY + EXPENDITURE MANAGEMENT SYSTEM

### The Planning Cycle

The planning cycle below focusses exclusively on the annual events related to preparation of the Strategic Overview and the Operational Plans. Since the government operates on a five year cycle (i.e. a five year "rolling horizon", updated annually), the full cycle has not been shown. Moreover, there are many specific planning activities, with their own timetables, which are not shown.

For illustrative purposes, the current planning cycle has been used to highlight the major events and activities affecting the Ministry.

SEP - DEC 1982

Ministry of State for Social Development  
develops and issues Strategic Planning  
Guidelines

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- Based on the government's revised Fiscal Plan and directions from Priorities and Planning Committee, the Social Policy Committee through MSSD revises social policy strategies and develops guidelines and directives to departments to prepare their Strategic Overviews.

SEP - DEC 1982

Treasury Board issues Instructions on  
Preparation of Strategic Overviews and  
Operational Plans

- Treasury Board issues guidelines and technical instructions to all departments and agencies for preparation of the Multi-Year Operational Plan to be submitted at the end of March. Instructions include economic assumptions, as well as procedures and schedules for preparation and review of the Overviews and Plans.

JAN - MAR 1983

Final preparation of Strategic Overviews  
and Multi-Year Operational Plans

- Departments conclude preparation of Overviews and MYOP's, and submit both documents to Social Policy Committee (through MSSD) and Treasury Board (through TBS).

APR - JUN 1983

Overviews and MYOP's reviewed by MSSD and  
Treasury Board Secretariat

- both Secretariats review Overviews with the Ministry of Solicitor General in light of :
  - MSSD guidelines and directions
  - Social Policy Priorities and Strategies
  - Resources for existing programs as in currently approved MYOP
  - Social Policy sector resources available in Fiscal Plan
  - Results of program evaluations
  - Inter-program implications within Social Policy sector
- MSSD reports to Social Policy Committee on Overviews, including assessment and recommendations and resource implications.
- TBS reviews MYOP's to:
  - determine/update resources for approved policies and programs
  - examine program efficiency
  - insure means of delivery consistent with objectives
  - insure consistency with government management policies.
- TBS and MSSD consult to insure consistency between Overviews and MYOP's.

APR - JUN 1983

MYOP's reviewed by Treasury Board and  
Overviews reviewed by Social Policy  
Committee

- The treasury Board reviews MYOP's together with assessment reports from the TBS, and approves reference levels for expenditure planning purposes. These indicate resources required to deliver Policies and Programs, and are reported to Priorities and Planning Committee:
  - Social Policy Committee reviews Strategic Overviews, together with assessment reports from MSSD and approves and revises departmental strategies, for reporting and recommendations to Priorities and Planning Committee.

JUN - SEP 1983

Priorities and Planning Committee reviews and approves Sector Strategies in Context of Fiscal Plan

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- through a series of consultations with Social Policy Committees and special meetings of Cabinet, Priorities and Planning Committee reviews and approves Strategic Overviews, setting envelope ceilings and identifying major government priorities (for inclusion in Speech from Throne, where applicable).

JUN - OCT 1983

Ministry of Solicitor General Prepares  
Main Estimates and Budget-Year Operational  
Plan

- On basis of technical instructions from Treasury Board, Ministry prepares Estimates and BYOP's, reflecting content of Strategic Overview prepared in spring and most recent instructions from Priorities and Planning. (submitted to TB by end of October)

NOV - DEC 1983

Treasury Board Reviews and Approves Estimates  
and BYOP's

- Estimates are approved and BYOP's adjusted to reflect authorized levels.

FEB 1984

Main Estimates Tabled in Parliament

- President of the Treasury Board tables Main Estimates in Parliament, outlining government's spending plans for the immediately upcoming year commencing April 1.

MAR 1984

Parliament Appropriates Interim Supply On  
Main Estimates

APR 1984

Budget-Year Commences

- Authorized activities begin followed by subsequent Parliamentary approval of full supply on Main Estimates, supplementary estimates etcetera.

REVIEW OF THE 1982-83 STRATEGIC OVERVIEW PROCESS

In 1982-83, the Overview Planning Process was initiated in mid-September, and after consultation with Secretariat and agency planners, was discussed by SMC and SPAC in early October. It had been proposed that a consultative meeting with the Solicitor General take place in early December, to provide Ministerial guidance at an early stage of development of the proposed initiatives, rather than seeking approval of fully-developed proposals at a final meeting in March. However, this preliminary meeting did not take place.

Several innovations were employed in the 1982-83 Overview process from that of the previous year a notably stronger link to the government's fiscal/economic environment and the establishment of a working group comprised of a representative from each agency, and from each branch of the Secretariat.

This group served to coordinate the development of overview proposals, resulting in an improved level of cooperation and an increased sense of participation for those at the agency planning level.

At the end of last year's process, several modifications were identified to improve the 1983/1984 Overview exercise. Principal among these are:

- early consultation with the Minister;
- thorough assessment of the environment among branches and agencies
- improved coordination with branch/agency planning cycles through instruments such as the newly-implemented annual review process, the program expenditure plan, and the operational plans of the Secretariat and agencies;
- consultation with related departments, governments and the private sector.

By modifying the process in this way it is anticipated that the policy environment statement in the Overview would be more fully developed, resulting in more emphasis on long-term trends and objectives, rather than short-term focus in implementation of specific activities.

1983-84

CONSULTATION STRUCTURE1. Committees

The initial step in launching the current year process is the development of a Ministry steering committee and a working group. The steering committee would be comprised of senior officers of each of the agencies and Secretariat branches. The committee would develop a 1983/1984 work plan to be presented for discussion at SMC and SPAC and subsequently would oversee the development of overview proposals. The working group would also be comprised of a member from each agency and the branches of Secretariat. The role of the working group would be to ensure the implementation of the stages of the workplan in the respective operational areas.

Sub-Committee Structure

Concurrently, it is recommended that we form a sub-committee consisting of the Director of Finance, the Corporate Planner, and the Chairman of the Steering Committee, to ensure a better integration of the Secretariat financial and operational planning processes with the Strategic Overview. This committee would hopefully avoid some of the inconsistencies which developed in these activities last year, and would provide an improved basis for evaluation of existing activities as an integral part of the overview process.

2. Consultations

One of the major requirements of the strategic planning process is the establishment of clear, long-term guidance for the major policy thrusts of the Ministry. The function of the Strategic Overview in this sense is to carefully evaluate the present environment, to evaluate the viability of existing programs in this environment, to identify those areas where change is required, and to delineate those issues of major significance to the Ministry which should be carefully examined in the medium term.

In order to ensure a thorough and objective evaluation of the Ministry environment on which to base future decision-making, we are proposing a wide program of consultation, involving experts from various aspects of the criminal justice system, including Ministry officials, those in related departments of the federal and provincial governments, as well as private sector experts from a variety of organizations and institutions. The outcome of such a process of consultation, should be a revitalized examination of the Ministry's mission, and the means presently being employed to achieve established goals. This examination should extend to all of the major Ministry activities, and furnish an opportunity for the objective questioning of established, accepted concepts which is essential to the strategic planning process.

MINISTRY OF THE SOLICITOR GENERAL: STRATEGIC OVERVIEW TIMETABLE

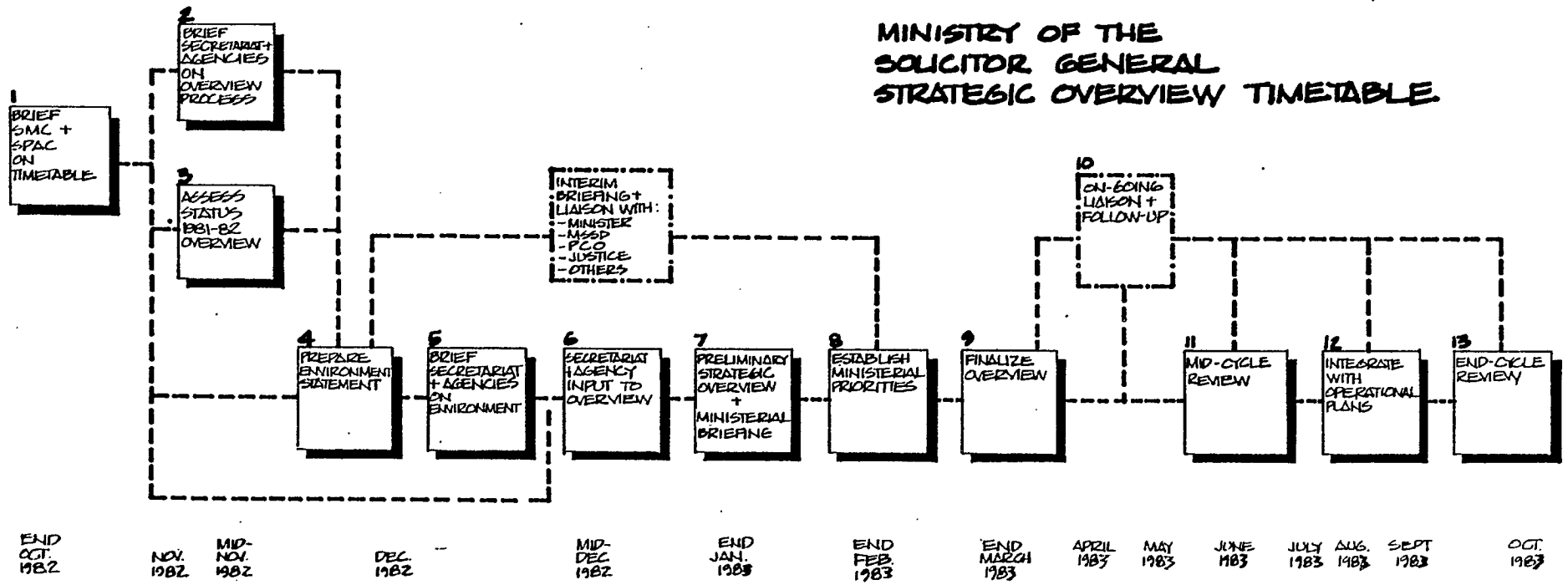
The following chart and explanatory notes outline the major steps involved in the preparation in the 83-84 Strategic Overview for the Ministry.

Although there are thirteen basic steps outlined, the overall process consists of only two major activities:

1. the preparation and approval of a statement describing the Ministry's ENVIRONMENT, including a description and assessment of all major factors, trends and government policies which should be addressed by the Ministry in its planning activities.
2. The identification and setting of PRIORITIES for the Ministry to pursue over the course of the next several years, together with an indication of the policy and expenditure implications of any proposed initiatives.

Responsibility for the co-ordination of the Strategic Overview - which is a Ministry-wide document - will rest with the Policy Branch of the Secretariat. Close working relationships with the corporate planners in the Secretariat and Agencies are being established to ensure the requisite consistency between the Overview and Operational Plans.

# MINISTRY OF THE SOLICITOR GENERAL STRATEGIC OVERVIEW TIMETABLE



STEP 1:

BRIEF SMC AND SPAC ON OVERVIEW TIMETABLE  
AND RESPONSIBILITIES

Objectives:

- ensure Secretariat and Agencies are aware of timetable and responsibilities for preparation of Strategic Overview
- facilitate Secretariat branches and Agencies in linking their internal planning activities with Ministry and government planning requirements, systems and timetables

Elements:

- presentation on basic steps in Strategic Overview process; expected inputs, processes and outputs; roles and responsibilities; and timetable

Steps:

- review process with MSSD and PCO
- assess roles and responsibilities
- finalize and present to SMC and SPAC for approval

Target Date:

- end of October

STEP 2:

BRIEF SECRETARIAT AND AGENCIES ON PURPOSE, PROCESS &  
IMPLICATIONS OF OVERVIEW PROCESS

Objectives:

- ensure proper understanding of purpose and use of strategic overview, and its relationship to agency operational planning
- inform secretariat and agency planners of work plan and timetable for preparation of overview

Elements:

- description of government's overall policy and expenditure management system
- description and review of last year's efforts and current status (i.e. follow-up on last year's)
- detailed work plan and timetable for this year's strategic overview

Steps:

- prepare presentation on PEMS (Government Policy and Expenditure Management System)
- prepare summary of conclusions and current status of last year's efforts
- prepare this year's work plan and timetable
- review all of above with central agencies to ensure accuracy
- present to Senior Management Committee and Senior Policy Advisory Committee for initial approval
- presentation(s) given to all key Secretariat and Agency staff
- distribute hard-copy as follow-up

Target Date(s):

- SMC/SPAC approval of content by first week of November
- presentation(s) by early November

STEP 3:

ASSESS STATUS OF 1981-82 STRATEGIC OVERVIEW

Objectives:

- establish starting position for new Strategic Overview by assessing status of, and progress on past initiatives from 1982-83 overview
- ensure integration of 1982-83 initiatives in to new Budget-Year and Multi-Year Operational Plans
- improve understanding of full cycle of process prior to commencing second generation overview; appreciate and understand problems and limitations

Elements:

- 1982-83 initiatives integrated into BYOPs and MYOPs
- report on status, accomplishments, problems and limitations of overview system and its application in the Ministry

Steps:

- review results, decisions and direction from 1982-83 strategic overview
- liaise with corporate planner to assess how initiatives have been integrated and dealt with in operational plans and to identify related problems
- liaise with Agency planners for same
- prepare revised guidelines, instructions, goals etc. for new generation overview; methods to overcome past problems, etc.

Target Date:

- mid-November

STEP 4:

PREPARE STATEMENT OF MINISTRY'S ENVIRONMENT

Objectives:

- establish factual basis for proposed initiatives
- provide key input to promote creative thinking/debate re: overall performance and direction of Ministry

Elements:

- social and economic trends
- broad government policy trends and objectives
- specific social policy trends and objectives
- criminal justice trends
- workload trends (MSG)
- status of broad organization, planning procedures, et cetera (eg. evaluation and communications plans)
- public opinion trends
- provincial and private sector conditions and views

Steps:

- review, analyze and summarize key government sources documents (Speech From Throne; Social Policy Committee reports on last year's overviews; Priorities and Planning Committee report on overviews; Government Expenditure Plan; Federal-Provincial Fiscal Relations Plan)
- liaise with MSSD, PCO (P&P) and Minister's office to identify nuances, additional perspectives
- liaise with regional consultants to obtain regional perspectives
- liaise with Agencies and Secretariat branches to obtain input from existing planning documents and sources
- review and incorporate findings and results of recent program evaluations, special research studies, commissions etc., including results and findings of special conferences, national and international workshops, etc.
- liaise with representatives from non-governmental groups and organizations involved in the criminal justice system

- prepare summary of multi-year operational plans (i.e. summary of A-Base program activities and objectives)
- review and extract selected trends from latest Selected Trends report, and augment with other key indicators
- liaise with Justice Department to ensure compatability and consistency, and to identify potential joint initiatives

Target Date:

- good draft ready by early December

STEP 5:

BRIEF SECRETARIAT AND AGENCIES ON MINISTRY'S ENVIRONMENT

Objectives:

- ensure all Secretariat and Agency planners exposed to, and understand, Ministry's overall environment and related trends, factors and government priorities
- pose leading questions to raise issues, challenge status quo, and identify and assess alternative approaches and directions
- provide forum for comparing and linking Ministry's environment with Agency and Secretariat policy environments
- provide detailed instructions and direction on required input to Ministry's Strategic Overview

Elements:

- series of presentations and discussions with Agencies (including Secretariat) on the contents and broad implications of current environment
- includes instructions on preparing responses and input from Agencies to Ministry's Strategic Overview

Steps:

- summarize Environment statement, convert into simple presentation format
- make presentations
- distribute hardcopy at presentation

Target Date:

- early December

STEP 6:

PREPARE INPUT TO STRATEGIC OVERVIEW

Objectives:

- in response to environmental statement as well as leading questions raised in step 5, Agencies and Secretariat assess Ministry's environment and implications for their Agency and/or branch
- Agencies to prepare statement of key issues, concerns and potential initiatives (including report on progress toward past initiatives and an assessment of the continuing relevance of ongoing programs and methods) as draft input to Strategic Overview

Elements:

- Agencies and Secretariat branches prepare report on progress on past initiatives, proposed adjustments to current initiatives and potential new initiatives
- Secretariat to liaise, to ensure appropriate Ministry ("corporate") perspective in response to major issues

Steps:

- Secretariat prepares proposed format for Agency reports/input
- liaison with operational Agencies and Secretariat branches
- liaison with Justice Department
- receipt, integration and summarizing of Agency inputs

Target Date:

- mid-December

STEP 7:

PREPARATION OF PRELIMINARY STRATEGIC OVERVIEW and MINISTERIAL BRIEFING

Objectives:

- prepare summary draft document integrating all Agency and Secretariat input to Strategic Overview
- highlight major changes, initiatives, issues etc.
- establish preliminary agreement on most significant trends, initiatives, and potential priorities, etc.
- ensure consistency with government policy concerns and with assessment of the environment
- provide Ministerial guidance at early stage of Overview development

Elements:

- environment statement, supplement with most significant specific trends etc. for each Agency
- statement of major issues and potential initiatives, and their broad policy, program and operational implications
- input and reaction from Justice Department, MSSD and PCO
- Ministerial direction

Steps:

- prepare summary document by Secretariat
- distribute and present to Agencies
- workshops to refine, and to focus on most significant issues and initiatives
- liaison with Justice Department and Joint Justice Committee
- prepare revised document, including issues requiring Minister's and/or Cabinet's review
- incorporate preliminary reactions from MSSD, TBS and PCO
- consult with Minister on Overview for further direction

Target Date:

- workshops and liaison throughout December and January.
- preliminary briefing for the Minister in mid-December
- report ready by end of January

STEP 8:

ESTABLISH MINISTERIAL PRIORITIES

Objectives:

- provide high-level forum for reviewing draft Overview, and obtaining inter-Agency directions for final drafting of Overview
- obtain Minister's views and direction on all identified issues
- identify and agree upon priorities
- develop and agree upon strategy and approach for new initiatives vis a vis MSSD, TBS and PCO
- Minister ensures commitment to major priorities from all Agencies; highlights linkage to government goals
- Deputy Minister ensures commitment; highlights inter-relationship between Ministry's overview and Agencies' operational plans

Elements:

- briefing on current status of past initiatives
- briefing on environment and linkage to draft proposals in preliminary Overview document
- discussion/assessment of individual major initiatives
- assessment of implications and priorities

Steps:

- prior briefing of Minister and staff
- plan agenda/agree upon process and substance of workshop/meeting with Minister
- conduct workshop/meeting with Minister
- immediate follow-up, first with Minister and DM, then with Agencies to ensure proper recording of results

Target Dates:

- end of February

STEP 9:

FINALIZATION OF OVERVIEW DOCUMENT

Objectives:

- final, approved Strategic Overview for submission to MSSD

Elements:

- final document, as per prescribed format
- briefing of MSSD officials on contents
- briefing of key Agency and Secretariat staff on final contents
- briefing of Justice Department and Joint Justice Committee

Steps:

- following meeting with Minister and related de-briefings, review results together with preliminary draft Overview with MSSD, TBS and PCO for last minute suggestions
- refine and revise final Strategic Overview
- distribute to Minister and Agency Heads
- present to central agencies

Target Date:

- central agency liaison on results of Minister's workshop by end of first week March
- final report by end of 3rd week March (to MSSD)
- distribution to key Agency planners by end March
- follow-up briefings on final document by mid-April

## FOLLOW-UP STEPS

- STEP 10: - liaison with Agencies and Secretariat to ensure follow-up to results of final overview; coordination of work in preparation for inclusion of new initiatives in subsequent operational plans; commencement of required detailed policy development and implementation plans (April through September)
- STEP 11: - "mid-cycle" review of progress on past and current initiatives; relevance of current and planned initiatives; minor adjustments (June)
- STEP 12: - integration of overview initiatives in Multi-Year and Budget-Year Operational Plans (September/October)
- STEP 13: - "end cycle" review of progress on, and relevance of, past and current initiatives (linked to program evaluation, annual review, audit, etc.) (October)

APPENDIX A: 1981-82 STRATEGIC OVERVIEW HIGHLIGHTS

1982-83 STRATEGIC OVERVIEW HIGHLIGHTS

## 1981-82 STRATEGIC OVERVIEW HIGHLIGHTS

Following are highlights of the Ministry's environment, goals and priorities identified in the 1981-82 Strategic Overview.

### The Ministry's Policy Environment

- . further demands for greater accountability
- . further demands for the articulation and assertion of individual and collective rights
- . rising crime against individuals and property
- . growing fear of crime
- . increasing overrepresentation of nations in the criminal justice system
- . greater awareness of womens issues in criminal justice
- . growing number of inmates in federal institutions
- . continuing advances in technology
- . implementation of international covenants and the entrenchment of civil rights
- . continuing poor national economic performance
- . further concern about government restraint in the delivery of social programs
- . growing federal-provincial tensions
- . continuing de-emphasis of social programs and policies

### Goals of the Minister

- the promotion of measures to make the criminal justice system more just and humane;
- the promotion of a more and cost effective criminal justice system;

- the reduction and prevention of crime and the effects of crime in Canadian society;
- the rationalization of federal/provincial jurisdiction within criminal justice;
- the improvement of research and statistical data on the criminal justice system and the improved dissemination and use of systematic data;
- to safeguard Canada's internal security consistent with approved principles of a democratic society;
- the promotion of increased public participation in criminal justice system.

Priorities of the Minister

A. Priorities requiring Cabinet direction and/or resources

1. Improvement of Internal Security

A re-examination of the provision of internal security by the federal government in response to the recommendations of the McDonald Inquiry.

2. Law Enforcement Role

To define and assert the federal role in policing and law enforcement and the role of the RCMP within federal enforcement.

3. Conditional Release

To review and change where necessary, the current policies and procedures for the conditional early release and supervision of inmates.

4. Young Offenders

A reform of current legislation and practices concerning young offenders in Canada.

5. Victim Support

An effort to make the criminal justice system more responsive to the needs of crime victims.

6. Correctional Law Revision

To enact new federal corrections legislation through consideration and revision of the Penitentiaries Act, the Parole Act, the Prisons and Reformatories Act and the relevant sections of the Criminal Code.

7. Clemency Review

A fundamental revision of the Criminal Records Act and relevant sections of the Criminal Code, and a review of current procedures relating to the exercise of the federal clemency power.

8. Criminal Code Reform

To participate in a thorough review of the Criminal Code with emphasis on those provisions dealing with the police, sentencing, and post-sentencing procedures.

9. Responsive Corrections

To effectively deal with the increasing numbers, and changing nature of the federal inmate population.

B. Priorities not requiring any immediate Cabinet policy direction or envelope resources.

1. Native Justice

To ensure equitable and appropriate treatment for Native people in the criminal justice system.

2. Crime Prevention

To develop and promote community-based crime prevention strategies.

3. Reduced Incarceration

To reduce the number of people in prison while ensuring the

4.

adequate protection of society.

4. Private Sector

An expansion of community and private sector roles and responsibilities in crime control and the administration of justice.

## 1982-83 STRATEGIC OVERVIEW HIGHLIGHTS

Following are highlights of the policy environment, goals and priorities of the Minister identified in the 1982-83 Strategic Overview.

### The Ministry Policy Environment

- . growth in several major, visible crime areas
- . changing composition and behaviour of the inmate population
- . decreasing public confidence in the criminal justice system and a corresponding rise in fear of crime
- . shifting distribution and changing age composition of the Canadian population
- . increasing pressure to revise criminal legislation
- . general concern by public for accountability
- . entrenchment of a Charter of Rights with fundamental and pervasive impact across the entire system
- . increasing social service role by law enforcement officers
- . continuing growth in the cost of administering the criminal justice system during a period of difficult economic circumstances and consequent budgetary restraint
- . continuing pressure for further cooperation with provincial agencies
- . continuing concern that victims of crime receive an adequate level of services from the Criminal Justice System
- . continuing need to adequately address the problems native Canadians experience in the system
- . future implementation of the McDonald Commission recommendations
- . increasing role of the Ministry in international criminal justice issues

### Goals of the Minister

- . the reduction and prevention of crime and the effects of crime in Canadian society
- . the development of a more just and humane criminal justice system
- . the promotion of a more rational and cost-effective criminal justice system
- . the safeguarding of Canada's internal security consistent with the accepted principles of a free and democratic society
- . the encouragement of increased public participation in the criminal justice system

### Priorities of the Minister

#### Continuing Initiatives:

1. Federal Role in Law Enforcement.  
To initiate and develop policy on the federal role in law enforcement.
2. RCMP Role in Law Enforcement  
To initiate and develop policy on the RCMP role in federal law enforcement.
3. Direction and Accountability of the RCMP  
To propose mechanisms and procedures designed to re-define, develop and provide on-going ministerial direction to the Police.
4. Conditional Release  
To review and change where necessary the current policies and procedures for the conditional early release and supervision of inmates.

5. Young Offenders  
To reform current legislation and practices dealing with young offenders in Canada.
6. Victim Support  
To promote coordinated national policies to assist victims of crime.
7. Correctional Law Revision  
To review federal corrections legislation relating to the post-sentencing stages of the criminal justice process in order to propose draft revisions to the Penitentiaries Act, Parole Act, Prisons and Reformatories Act, and relevant sections of the Criminal Code.
8. Clemency Review  
To undertake a comprehensive review of the Federal Government's current clemency provisions, and to review current procedures related to the exercise of the federal clemency power.
9. Criminal Code Reform  
To participate in a thorough review of the Criminal Code with emphasis on those provisions dealing with police powers, and sentencing procedures and alternatives.
10. CSC Personnel Management System  
To obtain approval and implement separate employer status, under Part .II of Schedule I of the Public Service Staff Relations Act, for CSC.

to obtain approval and implement an early retirement program with related special benefits for correctional operations employees.

### Emerging Issues

1. Native Justice

To insure equitable and appropriate treatment for Native people in the criminal justice system.

2. Voluntary Organizations and Volunteers

Encourage, promote and support the greater sharing of responsibility for the prevention and control of crime and the administration of justice between government, citizens, and voluntary organizations in criminal justice.

3. Criminal Justice Costs

To conduct a Ministry-wide review of all avenues of cost reduction to achieve a more rational and cost effective system.

4. Northern Justice

To maximize the effectiveness of limited criminal justice resources to respond to the needs of Northern communities.

5. Crime Prevention

To reduce crime and its social and economic costs; to rationalize resource use directed to crime prevention; to reinforce cooperative endeavours with provincial and municipal governments and with the private sector.

## Communication Priorities

### 1. Crime and the Canadian Criminal Justice System

To develop a broadly based communications program aimed at furthering public knowledge of the nature and role of the criminal justice system.

### 2. Crime Prevention

### 3. Support for Victims of Crime

### 4. National Security, Police Accountability and Effectiveness

To reinforce latent public support for law enforcement agencies while increasing public understanding of the difficult task of countering all forms of crime.

### 5. The Role of Voluntary Organizations and Volunteers.

APPENDIX 1: DETAILED NOTES ON ELEMENTS OF THE  
GOVERNMENT'S POLICY & EXPENDITURE MANAGEMENT SYSTEM

(NOTE: This is being revised and up-dated  
to incorporate new elements  
and to reflect government plans  
for further development of these  
planning elements.)

DRAFT FOR ILLUSTRATIVE PURPOSES ONLY  
FINAL VERSION TO FOLLOW

## FISCAL PLAN

- ORIGINATOR: Priorities and Planning Committee of Cabinet
- PURPOSE:
- Provide the overall resource framework over a multi-year period within which government policies and programs are to be developed.
  - provide Policy Committees with direction on alternatives to be pursued within the framework.
  - revise, as required existing framework and guidelines for the intervening years.
- PROCESS:
- Conducted from June to September.  
Priorities and Planning reviews
- a) a report from Minister of Finance on medium term economic outlook.
  - b) a report from President of Treasury Board updating expenditure component of existing Fiscal Plan and projecting expenditures into the new planning year.
  - c) a report from Minister of Finance updating the fiscal outlook and recommending adjustment to revenue and expenditure levels.
  - d) reports from chairmen of Policy Committee updating and extending policy sector outlooks and strategies.
- identifies emerging major policy issues and resource implications.
  - Minister of Finance recommends total expenditure ceilings for each year of Fiscal Plan.
  - in consultation with President of Treasury Board, recommends policy sector envelope ceilings within the overall envelope limit.
  - Priorities and Planning then establish revised five year Fiscal Plan and by end of October confirm the expenditure planning figures for the upcoming year.
- CONTENT:
- Fiscal Plan will include:
- mutual ceilings for total expenditures and policy sector envelopes for planning year 3.
  - revised envelope ceilings for planning year 2, planning year 1

FISCAL PLAN (continued)

and the upcoming year mutually established and adjusted during previous reviews.

-adjustments to the envelope ceilings for the current fiscal year.

OUTPUT:

1. Fiscal Plan

-subject to update each September and

-update at any other time as major changes in economic outlook may require.

2. General Direction:

-to Policy Committees

-for each policy sector to guide the development of policies and programs within the approved expenditure plan.

PLANNING GUIDELINES FOR STRATEGIC OVERVIEW

- ORIGINATOR: Cabinet Policy Committees
- PURPOSE: To provide guidelines and direction for department as the basis for preparation of departmental strategic overviews.
- PROCESS: -conducted from September to December  
-in light of revised Fiscal Plan and General Directions from Priorities and Planning Policy Committees:  
-revise sectoral strategies and work plans, and  
-develop guidelines and directions to be issued to departments.
- CONTENT: -the guidelines and direction to departments will identify policy and program options that the Committee wishes to have considered in the Strategic Overview; and  
-such changes as may be required in the departmental evaluation plans.
- OUTPUT: 1. Guidelines and Directions to departments.

## STRATEGIC OVERVIEW

ORIGINATOR: The Ministry of Department

PURPOSE:

- to establish the department's role, it's long term objectives and the departmental strategies, policies and programs which meet those objectives.
- to ensure that the department's planning contributes to the development of, and remains responsive to, government policy and direction.
- to provide an overall perspective and annual focus to the strategic planning process in order that Ministers can relate departmental plans to the government's policy priorities and its overall expenditure framework.

PROCESS:

- to be prepared between January and March.
- in response to planning guidelines from the appropriate policy Committee all departments develop a multi-year Strategic Overview annually for submissions by the end of March to the Committee and to Treasury Board for information.
- the review by the Committee results in confirmation of or modification to, the department's objectives, general policy direction, and strategies.
- may also result in approval of some specific changes in policies and programs, or directions for further development of alternative changes for consideration by the Committee in due course.
- to be provided to the appropriate Policy Committee and Treasury Board by the end of March.

CONTENT:

- will vary according to the nature of the department's activities, but includes:
- a review of the objectives of the department in the light of the overall and relevant sectoral priorities of the government including the necessary changes to objectives.
- a review of alternative strategies for pursuing objectives identifying associated costs, benefits and other issues.
- a description of proposed changes to currently approved policies and programs in relation to the department's objectives and strategies.

STRATEGIC OVERVIEW (continued)

- CONTENT:            -includes new programs or program enrichment as well as  
                          elimination or reductions of service benefits or activity  
                          in existing programs; and
- a summary of the findings of program evaluations and the  
                          changes proposed as a result of these findings.
- OUTPUT:             -Strategic Overview.

POLICY COMMITTEE SECRETARIAT REPORT ON STRATEGIC OVERVIEWS

- ORIGINATOR: -Policy Committee Secretariat
- PURPOSE: -to provide departments and the Policy Committee with a summary assessment of the Strategic Overviews.
- PROCESS: -reviews to be conducted from April to June  
-the review of the Overview with departments and agencies is conducted in light of:  
    -the guidelines and directions provided by the Policy Committee for preparation of the overviews;  
    -overall priorities and strategy for the public sector;  
    -the resources referred to for existing programs as indicated in the currently approved MYOP's;  
    -the resources available within the policy sector envelopes in the Fiscal Plan;  
    -the results of program evaluations and ongoing departmental evaluation plans, and  
    -the inter-program implications within the scope of the Policy Committee's responsibility to ensure that proposed policy or program changes are complementary in achieving common objectives.
- prepare a report of the Policy Committees  
-exchange information with the Treasury Board, with respect to the Strategic Overviews, the Treasury Board Secretariat assists the Policy Committee Secretariats by:  
    -providing cost and other financial analysis of alternative program changes presented in the Strategic Overview;  
    -identifying any expenditure implications beyond the scope of a particular Committee's envelopes; and  
    -identifying specific components of programs which should be considered for more immediate efficiency and effectiveness evaluation.
- CONTENT: -an assessment of and recommendations on the alternative policy and program changes identified  
-an assessment of the resource implications of options for change

POLICY COMMITTEE SECRETARIAT REPORT ON STRATEGIC OVERVIEWS (continued)

in relation to the resources available in the policy sector envelopes

OUTPUT:

-Policy Committee Secretariat Report to Ministers of the Policy Committee

POLICY COMMITTEE REPORT ON STRATEGIC OVERVIEWS

- ORIGINATOR: -Policy Committee (i.e. Ministers)
- PURPOSES: -recommend revised strategy for each policy sector to  
Priorities and Planning
- PROCESS: -to be concluded by the end of June  
-review Strategic Overviews and reports prepared by its  
secretariat  
-revise strategies to be pursued by the departments and agencies  
-includes policy and program changes required to alter and  
extend the previously approved strategy to cover planning  
year 2 and to meet any new policy or resource requirements  
which have emerged for years covered by the previous strategy  
-prepare reports to Priorities and Planning on the basis of the  
foregoing deliberations and the earlier discussions with Priorities  
and Planning on the fiscal outlook and government priorities
- CONTENT: -revised strategy for each policy sector  
-indicates how the strategies would pursue sectoral objectives  
and how the associated resources would be provided within the  
approved envelopes
- OUTPUT: -Policy Committee Report to Priorities and Planning

PLANNING GUIDELINES FOR OPERATIONAL PLANS

- ORIGINATOR: -Treasury Board
- PURPOSE: -To provide guidelines and technical instructions to all departments and agencies for preparation of:  
-Multi-Year operational plan; and  
-costing of program alternatives in the Strategic Overviews.
- PROCESS: -issued between September and December.
- CONTENT: -will include the assumptions about the key elements of the economic outlook to be used;  
-in adjusting the costs in the current operational plans and extending them into the new planning year; and  
-in costing alternatives in Strategic Overviews;  
-will also provide procedural and scheduling information relating to preparation and review of Strategic Overviews, Operational Plans and Estimates.
- OUTPUT: -Instructions on Preparation of Strategic Overviews and Operational Plans.

MULTI-YEAR OPERATIONAL PLAN (MYOP)

- ORIGINATOR: -the Ministry or Department
- PURPOSE: -to monitor and control the allocation of resources within the longer term planning framework.
- PROCESS: -to be prepared between January and March  
-the departmental MYOP's are extended to cover a new planning year and are continually updated to reflect program or policy changes approved by Cabinet Committees or adjustments in requirements approved by the Treasury Board.  
-are to be submitted annually at the end of March to Treasury Board for review and to the appropriate Policy Committees for information.  
-an updated MYOP accompanies departmental Main Estimates submissions in October.
- CONTENT: -MYOP's include:  
-the long-range objectives and strategies which the department is pursuing;  
-the manner in which the department is pursuing its long-range objectives and strategies through its programs activities, and projects defined in a manner which makes it possible to clearly identify:  
-how each program and activity contributes to the objectives of the department;  
-the benefits and results (as related to resource inputs) anticipated for each program and activity for each year over the planning period, and the manner in which the efficiency and effectiveness of programs and activities can and will be evaluated as part of the department's program evaluation plan;  
-historical and projected future trends of the level of demand of program benefits or services and the associated costs.
- OUTPUT: -proposed Multi-Year Operational Plan.

TREASURY BOARD SECRETARIAT REPORT ON MYOP'S

- ORIGINATOR: -Treasury Board Secretariat
- PURPOSE: -to provide recommendations to Treasury Board on the level of resources required to carry out currently approved policies and programs through planning year 2.
- PROCESS: -reviews to be conducted from April to June  
-review MYOP's with departments and agencies  
-advise departments and agencies and Policy Committee Secretariats of its recommendations to Treasury Board  
-exchange information with secretariats of the Policy Committees  
-in respect of Operational Plans, Policy Committee Secretariats will bring to the Treasury Board Secretariat's attention, those instances where the Operational Plans appear to be inconsistent with the policies and programs previously approved by the Policy Committee  
-report assessment to Treasury Board
- CONTENT: -a determination or update of the level of resources required to carry out currently approved policies and programs in the upcoming year and planning years 1 and 2;  
-an examination of program design to ensure that the means of delivery are consistent with objectives and facilitate evaluation;  
and  
-an assessment of a program's consistency with government management policies.
- OUTPUT: -Treasury Board Secretariat Report to Treasury Board.

TREASURY BOARD REPORT ON MYOP'S

- ORIGINATOR: -Treasury Board
- PURPOSE: -to recommend reference levels for expenditure planning purposes to Priorities and Planning.  
-to inform Policy Committees and departments of these recommendations.
- PROCESS: -to be concluded by the end of June  
-reviews its secretariats report and considers appeals lodged by individual Ministers  
-approves reference levels and figures  
-reports to Priorities and Planning  
-these base figures will later be adjusted to reflect all policy and program changes approved by Policy Committees or technical adjustments approved by Treasury Board  
-those figures will then for the upcoming year, represent the basis upon which the Main Estimates are prepared  
-for planning years 1 and 2 they represent the revised and initial Operational Planning figures pending further Ministeriel decisions.
- CONTENT: -includes approval of reference levels for expenditure planning purposes indicating the level of resources equired to deliver approved policies and programs
- OUTPUT: -Treasury Board Report to Priorities and Planning

BUDGET-YEAR OPERATIONAL PLAN (BYOP)

- ORIGINATOR: -the Ministry or Department
- PURPOSE: -relates the goals for the up-coming year to measurable end results  
-a department sets out, in greater detail than in the MYOP, the key operational goals or thrusts to be realized in the year for which the Estimates are being prepared and the associated resource requirements  
-facilitates the assessment of departmental performance  
-establishes the basis for managerial accountability and control
- PROCESS: -each department also prepares a plan for the evaluation of its programs, to accompany the submission of the MYOP and Strategic Overview in March  
-indicates the planned timing of evaluations of those departmental programs which are amenable to evaluation  
-to be submitted to Treasury Board by the end of October  
-technical instructions are prepared in advance by Treasury Board  
-a detailed annual evaluation plan is submitted with the BYOP in October specifying the schedule for evaluation of program components during the upcoming year  
-BYOP's are based on resource reference levels issued by the end of June as adjusted  
-BYOP's are provided for the information of Policy Committees
- CONTENT: -key operational goals, resource requirements, detailed annual evaluation plan
- OUTPUT: -proposed BYOP

## ESTIMATES

- ORIGINATOR: -department or Ministry except Part 1 - by Treasury Board
- PURPOSE: -to communicate to Parliament the level and nature of the federal government's spending plans; and  
-to support the request to Parliament for the spending authority required for the operation of government programs
- PROCESS: -to be submitted to Treasury Board for approval by the end of October  
-technical instructions are provided in advance by the Treasury Board  
-are provided for the information of the Policy Committee
- CONTENT: -proposals for revisions to the Estimates are to be implemented over a four year period  
-are designed to meet the need for more information aimed at relating resources to the achievement of results thereby, providing a higher level of accountability by the government and its Ministers  
-the revised Estimates will be presented in three parts with a separate Guide to the Estimates developed that will explain the basic structure and accounting conventions  
1) PART I - THE GOVERNMENT EXPENDITURE PLAN  
-provides an overview of total government expenditure plans  
-it expands on the expenditure portion of the government's multi-year fiscal plan concentrating on the broad policy areas to which resources are allocated  
-will include:  
-the government's multi-year expenditure plan in total and according to particular policy areas;  
-a discussion of objectives and initiatives over planning period within each policy area;  
-a summary of the Estimates including a discussion of the major types of expenditures and programs included in the Estimates; and  
-supplementary analyses on a government-wide basis relating

## ESTIMATES (continued)

to selected aspects of the Estimates

### 2) PART II - ESTIMATES

-supports the government's request to Parliament for spending which is granted through the passage of an Appropriation Act

-this year, the "Blue Book", will constitute Part II

-in later years it will change as revisions are more fully implemented

-Part II expands on the information contained in Part I by providing information on each ministry and program

-forms the basis upon which Parliament grants spending authority to the government and as such it must set the framework for the government's ultimate accountability to Parliament

-will include:

-information by ministry on the programs of the departments, and agencies for which the minister is responsible;

-government-wide financial summaries similar to those contained in the front of the present Blue Book; and

-a draft of the proposed schedule to the Appropriation Bill, including the vote wording and forecast spending for all items that have not yet received parliamentary approval.

### 3) PART III - PROGRAM EXPENDITURE PLANS

-indicates how the program contributes to the objectives of the government

-intended for use by the Standing Committees of Government

-will highlight significant issues affecting the program and will present a breakdown of the program into its component activities and their associated financial requirements

-will discuss the mandate, major initiatives and goals, efficiency and effectiveness measures, analyses of resource requirements and resource justifications

-will also include supplementary information on selected aspects of the program and a description of the organization responsible for achieving the intended program results.

ESTIMATES (continued)

OUTPUT:

1. Guide to the Estimates
2. Part I - The Government Expenditure Plan
3. Part II - Estimates
4. Part III - Program Expenditure Plan

## GOVERNMENT EXPENDITURE PLAN

- ORIGINATOR: -Treasury Board Secretariat
- PURPOSE: -to provide an overview of total government expenditure plans and various analyses in order to facilitate a comprehensive understanding of aggregate government expenditures
- PROCESS: -represents Part I of the proposed three part presentation of the Estimates to Parliament  
-Part I describes the overall expenditure directions of the government thereby providing a context within which more detailed consideration of the Estimates of individual departments may be conducted
- CONTENT: -includes:  
-the Multi-Year Expenditure Plan in total and by broad purpose or envelope;  
-an expansion of the Expenditure Plan for each envelope including:  
    -a description of the purpose of the expenditure within the envelope;  
    -a discussion of the objectives and initiatives of the envelope over the planning period; and  
    -a discussion of the major programs included in the Estimates.  
-the Estimates in summary, including:  
    -the expenditure framework which will situate the Estimates within the overall expenditure plan of the government, and  
    -a discussion of the Estimates in total and by type of authority (i.e. budgetary, loans, investments and advances; and  
-supplementary analyses on a government-wide basis, as appropriate.
- OUTPUT: -Part I of the revised Estimates presentation - entitled "Government Expenditure Plan".

PROGRAM EXPENDITURE PLAN

- ORIGINATOR: -the individual department or agency
- PURPOSE: -to provide comprehensive detail of the programs and activities displayed in the Estimates  
-to indicate how the department and program contribute to the overall objectives of the Government, justify the resources requested, and to show what the department expects to achieve with those resources  
-to describe the manner in which the department is organized to achieve intended results
- PROCESS: -represents Part III of the revised Estimates presentation
- CONTENT: -each ministry presentation will be displayed on a program basis, organized as follows for each program expenditure plan:  
-Program Overview: concentrating on objectives, plans and program effectiveness and efficiency;  
-Analysis by Activity: focusing on financial requirements and expected performance to justify resources requested;  
-Supplementary Information: providing analyses of objects of expenditure and person-years and additional information relating to selective aspects of the Estimates
- OUTPUT: -Part III of the revised Estimates presentation in multiple volumes entitled - "Program Expenditure Plans".

APPROVAL OF MAIN ESTIMATES AND BYOP's

- ORIGINATORS: -approval first by Treasury Board and then by Priorities and Planning
- PURPOSE: -to ensure: consistency with previously approved departmental strategy and reflect the approved policy and program changes;  
-consistency with approved operational policies and practices of the government and Treasury Board  
-cost estimates are accurate and plans reflect the most efficient use of resources to achieve necessary results;  
-operational targets are realistic considering previous performance and previously approved programs and policies;  
-the format for Estimates is consistent with the requirements of Parliament and BYOP's are described to facilitate operational control and effectiveness evaluation; and  
-any significant change in previously approved resource levels for a program has been brought to the attention of the appropriate Policy Committee so that policy or program changes to reduce costs can be approved if necessary.
- PROCESS: -Main Estimates to be approved by the Treasury Board and rectified by Priorities and Planning by the end of December  
-Main Estimate levels to be conveyed to departments and agencies who adjust BYOP's accordingly  
-tabled in Parliament by President of Treasury Board in February  
-Parliament appropriates interim supply on the Main Estimates in March  
-about 3 months into the fiscal year Parliament appropriates full supply on the Main Estimates (June)
- CONTENT:
- OUTPUT: -Main Estimates and BYOP's

SUPPLEMENTARY ESTIMATES

ORIGINATOR: -departments and agencies

PURPOSE: -these submissions are intended to reflect decisions made by Policy Committees and Treasury Board since the approval of the Main Estimates the previous December

PROCESS: -submissions made by the beginning of October (6-7 months into the fiscal year)  
-are both Supplementary Estimate proposals and revisions to the BYOP's and MYOP's  
-submissions are reviewed and approved by Treasury Board  
-President of Treasury Board tables the Supplementary Estimates in Parliament  
-by the end of December, nine months into the fiscal year, Parliament appropriates supply on the Supplementary Estimates  
-in February, final Supplementary Estimate proposals are submitted by departments and agencies  
-Treasury Board reviews and approves  
-the President tables them in Parliament in March  
-Parliament appropriates supply before the fiscal year end

CONTENT:

OUTPUT: -Supplementary Estimates

APPROPRIATIONS

- ORIGINATOR: -Treasury Board Secretariat
- PURPOSE: -to provide detailed information on the Government's request to Parliament for spending authority
- PROCESS: -will replace the current "Blue Book" of Estimates representing Part II of the revised Estimates
- CONTENT: -will expand on the overview of the Estimates contained in the Government Expenditure Plan by providing information on each ministry and program  
-will establish the framework within which further detail will be provided in the Program Expenditure Plans
- OUTPUT: -Part of the revised Estimates presentation - single volume entitled "Appropriations"

COMMUNICATIONS PLAN

- ORIGINATOR: -Departmental Program managers and deputy heads
- PURPOSE: -to strengthen ability of government to inform Canadians of its goals, strategies, programs and services
- PROCESS: -Minister and deputy head to ensure their respective components clearly understand communication priorities and responsibilities  
-September - meeting of each DM and PCO Task Force  
-to review and evaluate existing practice of external and internal communication  
-identify areas for improvement  
-departments will be asked for detailed information on communications objectives and proposed resources as part of its Operational Plan this fall
- CONTENT:
- OUTPUT: -Communications Plan

ANNUAL REPORT (TO PARLIAMENT)

- ORIGINATOR: -department or agency
- PURPOSE: -to report on the operations of the department over the past fiscal year
- PROCESS: -report prepared from 1) departmental financial and operational records  
2) operational and background information from senior management  
-report is laid before the House of Commons by the responsible Minister
- CONTENT: -varies from department to department, may include:  
-department profile  
-financial and operational highlights of one year  
-performance measurement data
- OUTPUT: -Annual Report

## INTERNAL AUDIT

- ORIGINATOR: -Deputy Heads  
-Audit Committee composed of senior departmental officials  
-department
- PURPOSE: -evaluate program systems and procedures, and management activities with a view to advising departmental management on the efficiency, economy and effectiveness of internal management policies, practices, and controls.
- PROCESS: -periodic review  
-internal focus on program resources, activities and outputs, and the relationship among these elements  
-each internal audit results in a report to the audit committee  
-the Office of the Comptroller General on behalf of Treasury Board is responsible for monitoring this function and reviews audit programs and reports during its reviews of the departmental internal audit units.
- CONTENT: -scope of audit  
-objective of audit  
-audit criteria  
-audit findings  
-recommendations  
-includes assessing the effectiveness of:  
1) organizational structures and relationships  
2) operating procedures and systems  
3) personnel requirements and utilization
- OUTPUT: -Internal Audit

AUDITOR GENERAL'S REPORT TO PARLIAMENT

- ORIGINATOR: -Auditor General of Canada
- PURPOSE: -to provide, on behalf of Parliament, an independent assessment and certification of the financial statements of Canada
- PROCESS: -the Auditor General conducts inquiries into the various matters for which he is responsible under the Auditor General Act
- these inquiries are of an on-going nature and include the comprehensive analysis of departmental as well as government-wide programs
  - the Auditor General is also empowered to:
    - make special reports concerning matters of special importance and urgency
    - at his own initiative or at the request of the Governor in Council
    - inquire into and report upon; any matter relating to the financial affairs of Canada or to public property
    - any person or organization that has received financial aid from the Government of Canada or in respect of which financial aid has been sought
    - may advise officers and employees in the public service of Canada of matters discovered in his examinations
  - the Auditor General must submit his annual report to the speaker of the House of Commons on or before December 31st of the year to which the report relates
  - the Speaker must then lay each annual report and such special reports as from time to time must be submitted before the House of Commons at the earliest possible opportunity
  - the House of Commons Standing Committee on the Public Accounts is constituted at the beginning of the first session of each Parliament by resolution of the House to examine and inquire into such matters as may be referred to it by the House
    - this invariably includes the annual Public Accounts and the report(s) of the Auditor General
  - the Public Accounts Committee then reports the results of its review to the House

AUDITOR GENERAL'S REPORT TO PARLIAMENT (continued)

CONTENT:

- the Auditor General's annual report shall call attention to anything which he considers to be sufficiently important to be brought to the attention of the House of Commons including any cases where:
  - there has been insufficient accounting for or control of public resources;
  - money has not been expended for the purposes for which it was appropriated by Parliament;
  - money has been expended without due regard to economy or efficiency; or
  - where satisfactory procedures have not been established to measure and report the effectiveness of programs where such procedures could appropriately and reasonably be implemented

OUTPUT:

1. Annual Report of the Auditor General to the House of Commons
2. Special Report(s) of the Auditor General to the House of Commons on matters of pressing urgency or importance
3. Special report(s) issuing out of an inquiry launched by the Auditor General on his own initiative or at the request of the Governor in Council

## PARLIAMENTARY COMMITTEE REPORTS

- ORIGINATORS: -Standing Committees of the House of Commons  
-Standing Committee on National Finance of the Senate
- PURPOSE: -to review departmental Estimates and Supplementary Estimates  
-to review specific issues or concerns relating to national finance
- PROCESS: -Estimates are presented to Parliament in February  
-the Estimates are then reviewed by particular Standing Committee of the House and to the Standing Committee on National Finance of the Senate for detailed consideration  
The committees of the House of Commons are required to report to the House of Commons by May 31 of the fiscal year; the Senate Committee reports to the Senate about the same time  
-since Parliamentary review of the Estimates does not conclude until the end of June, interim supply is voted at the end of March for the period from the start of the fiscal year (April 1) to the end of June  
-usually comprises 3/12's of each vote in the Estimates  
-following the reports of the House and Senate Committees, an Appropriation Act is introduced and approved and subsequently given royal assent  
-release of the appropriation through a Warrant signed by the Governor General permits the expenditure proposed in the Estimates to actually take place  
-Supplementary Estimates are normally tabled in November (nine months after presentation of the Main Estimates) while final Supplementary Estimates are normally tabled in March  
-both are referred to the Standing Committees of the House and Senate for review  
-following review and report an Appropriation Act is introduced  
-once approved, procedures for release of supply are identical to those of the Main Estimates  
-Standing Committees of the House and Senate will from time to time review and report on issues of importance relating to national finance

PARLIAMENTARY COMMITTEE REPORTS (continued)

-these reports will then be tabled before Parliament

CONTENT:

-the Standing Committee reports on the Estimates are usually fairly detailed, focusing upon the proposed changes in expenditures from one year to the next

-reports resulting from specific inquiries not directly tied to a review of the Estimates will normally contain an in-depth review of the subject-area together with such recommendations as are deemed appropriate

OUTPUT:

-Standing House and Senate Committee Report

PUBLIC ACCOUNTS COMMITTEE REPORT

- ORIGINATOR: -the House of Commons Standing Committee on the Public Accounts
- PURPOSE: -to review the Public Accounts of Canada in order to ensure consistency between proposed and actual expenditures  
-to review the annual reports of the Auditor General  
-to examine and inquire into such other matters as may be referred to it by the House
- PROCESS: -the Public Accounts Committee is constituted at the beginning of the first session of each Parliament by resolution of the House  
-is chaired by a member of the opposition  
-is assisted by the Auditor General (who is an officer of Parliament)  
-the Public Accounts Committee performs a post-audit function, reviewing the nation's public accounts together with the analysis provided by the Auditor General
- CONTENT: -a detailed report includes observations and recommendations
- OUTPUT: -a report of the Public Accounts Committee of the House of Commons

MEDIUM TERM ECONOMIC OUTLOOK

- ORIGINATOR: -Department of Finance
- PURPOSE: -sets out the current Department of Finance projection of developments in the economy for six years ahead
- PROCESS: -projections based on expenditure levels approved for existing policies and program initiatives  
-assumes policies in force, including ones outlined in the budget will continue  
-economic sectors are studied and the results compiled into a consistent projection within the national accounts framework  
-aimed at Cabinet Priorities and Planning Committee in their review of the Multi-Year Fiscal Plan with a view to extending for an additional fiscal year the overall resource framework
- CONTENT: -delineates a set of likely trends for six years ahead for the main economic aggregates
- OUTPUT: -Medium Term Economic Outlook

FISCAL OUTLOOK

- ORIGINATOR: -Minister of Finance
- PURPOSE: -Forecast of the economy and the federal government's fiscal situation given the measures and spending plans announced in the Budget
- PROCESS: -used by the Cabinet Priorities and Planning Committee in its review of the existing Multi-Year Fiscal Plan
- CONTENT: -forecast of total revenues, expenditures and fiscal deficits or surpluses  
-assesses the financial and economic implications  
-expresses views on the necessity and magnitude of adjustments to revenue and expenditure levels
- OUTPUT: -Fiscal Outlook

MANAGEMENT REVIEW

ORIGINATOR: -Department Manager

PURPOSE: -ensures that operations are functioning satisfactorily

PROCESS: -an element in the management control process  
-carried out primarily for line management

CONTENT: -may involve a wide variety of monitoring and problem solving activities

OUTPUT: -Management Review

## PROGRAM EVALUATION

- ORIGINATOR: -Department or Ministry (Program Evaluation Branch - Office of the Comptroller General offers guidance)
- PURPOSE: -Departments and agencies of the federal government will periodically review their programs to evaluate their effectiveness in meeting their objectives and the efficiency with which they are being administered
- assists deputy heads of Departments and agencies
    - to make decisions on management resourcing
    - be accountable for programs
    - advise ministers
  - linked to other monitoring functions: internal audit; other management review (performance measurement, management review, quality review)
  - focuses on the structure of a program as a whole, on its impacts and effects and on the relationships between the impacts and effects and both the outputs produced and the resources used
- PROCESS: -conducted on periodic basis - suggested cycle - 3-5 years
- each department should establish appropriate cycle for individual programs
  - responsibility of individual deputy head of each department or agency
    - to establish departmental policy on program evaluation
    - approve departmental program evaluation plans
    - approve selection of specific issues to be examined
    - approve general approaches
    - approve terms of reference for each program evaluation study
    - assess findings and recommendations
    - decide on action
    - implement action
    - approve reports for release
    - approve evaluation frameworks for new programs
    - be accountable for effects of implementing the program evaluation function
  - deputy head is client of the evaluation studies

## PROGRAM EVALUATION (continued)

- as such, he or she should determine what is to be evaluated, and when
- nevertheless, the Policy Committees and Treasury Board will have a formal way to express their priorities and concerns on program evaluation to departments and agencies (see p. 45)
- Departmental Long Term Program Evaluation Plan (includes a Departmental Program Evaluation Profile and a Program Evaluation Schedule) is to be submitted along with the Multi-Year Operational Plan by March 31.
- Departmental Annual Program Evaluation Plan (indicating what is to be carried out in 12-18 months following the date of the plan) is to be submitted along with the Budget-Year Operational Plan by October 31.
- all program evaluations should consider the factor outlined in the document entitled: "Principles for the Evaluation of Programs by Federal Departments and Agencies" issued by the office of the Comptroller General in July 1981
  - without attempting to prescribe specifics of detailed evaluation techniques it identifies and discusses factors that are useful to consider in the planning, conduct and reporting of evaluations
  - these principles include:
    1. understanding the program and its environment
    2. identification of the users and purposes of the evaluation study
    3. identification of potential evaluation questions
    4. determination of evaluation approaches:
      - i) program rationale
      - ii) impacts and effects
      - iii) objectives and achievements
      - iv) alternatives
    5. estimation of costs and resources
    6. determination of evaluation options
    7. formulation of recommendations
- the Policy Committees and Treasury Board (Office of the Comptroller General) will review these plans and may recommend changes
- the Strategic Overview (due March 31) should contain in part

## PROGRAM EVALUATION (continued)

"a summary of the findings of program evaluations and the changes proposed as a result of these findings".

-therefore, program evaluations and departmental program evaluation plans are formally part of three of the principle instruments in new process

1. the departmental Strategic Overview
2. the Multi-Year Operational Plan
3. the Budget-Year Operational Plan

-an important element in the government-wide management system of concern to central agencies:

1. informal input to Policy and Expenditure Management System through its emphasis on objectives: Programs to Objectives; Results of Programs
2. formal input through the calling for summaries of findings of evaluations and Departmental Program Evaluation Plans to be submitted to Treasury Board and relevant Cabinet Policy Committee

### CONTENT:

-each program evaluation will address four basic issues:

1. Program Rationale (does program make sense?)
  - objectives and mandate still relevant?
  - activities and output consistent with mandate?
  - objectives, impact and effect being achieved?
2. Impacts and Effects (What has happened as result of Program?)
  - what impacts and effects resulted?
  - does program complement, duplicate, overlap or work at cross-purposes with other programs?
3. Objectives Achievement (Has Program achieved goals?)
  - manner and extent of achievements
4. Alternatives (Are there better ways?)
  - more cost-effective programs?
  - more cost-effective ways of using existing programs?

-Program evaluation must conform to Treasury Board Rulings (TBPC 1977-47) on coverage, objectivity, comprehensiveness, appropriateness and identification of evaluation requirements in new programs.

PROGRAM EVALUATION (continued)

OUTPUT:

1. Evaluation Assessment Report
  - documenting findings of an evaluation assessment study (analysis of nature and extent to which issues can and should be addressed)
2. Program Evaluation Report
  - documenting the program evaluation study and presenting findings and conclusions of study

PUBLIC ACCOUNTS

- ORIGINATOR: -Receiver General
- PURPOSE: -to provide a detailed accounting for the expenditure of public funds during the fiscal year
- PROCESS: -prepared from Accounts of Canada and departmental and agency records  
-laid before House of Commons by the Minister of Finance  
-tabled in Parliament in October, seven months after the end of the fiscal year
- CONTENT: -produced in three volumes  
-Volume I : summary and analysis of Government financial transactions  
-Volume II : financial operations of the Government  
-Volume III : financial statements of the Crown Corporations
- OUTPUT: -Public Accounts

## ACTIVITY REPORTS

- ORIGINATOR: -individual branches and divisions of departments and agencies
- PURPOSE: -to provide detailed information on activities, outputs and performance of sub-programs and organizational units
- PROCESS: -descriptive reports for the last relevant accounting year are prepared at most levels of aggregation and submitted to the next level of management  
-information used in the development of performance, measurement, program evaluation and annual report
- CONTENT: -reports vary depending upon the nature and level of activity  
-may include:  
a) a summary of expenditures  
b) a description of the scope of activity  
c) performance information (efficiency, effectiveness and responsiveness)  
d) description of objective vis à vis results  
e) significant program events, where applicable
- OUTPUT: -Activity Reports (inclusion in performance measurement program evaluation and annual report)

## PERFORMANCE MEASUREMENT

- ORIGINATOR: -departments and agencies (and the branches therein)
- PURPOSE: -to provide the basis for evaluating a department and its managers  
-to ensure accountability for public monies  
-to provide information with a view to maintaining, modifying or discontinuing programs
- PROCESS: -appropriate performance measures (indicators) are developed to aid the evaluation process  
-these measures are used to determine the economy, efficiency and/or effectiveness of a program, activity or sub-activity  
-results to be communicated to deputy heads of departments and heads of agencies and other relevant levels of management
- CONTENT: -there are many kinds of performance measures (indicators)  
-most indicators relate results achieved for either results planned or resources used  
-system of performance measurement includes:
1. clear definitions of planned results expressed in measurable terms
  2. clear definitions of activities expressed with measurable outputs
  3. appropriate performance measures (indicators)
  4. valid standards for performance
  5. an accurate system for measuring actual performance (i.e. units produced)
  6. timely reporting of actual performance
  7. management monitoring of actual performance and necessary follow-up action
  8. program evaluation
- OUTPUT: -series of continually up-dated performance indicators and related data

APPENDIX 2: READING LIST : MATERIALS DEALING WITH THE  
GOVERNMENT'S POLICY & EXPENDITURE MANAGEMENT SYSTEM

READING LIST

GENERAL POLICY AND EXPENDITURE MANAGEMENT SYSTEM:

Government of Canada

1981-82 Estimates Part I The Government Expenditure Plan

Government of Canada 1980

Guide to the Policy and Expenditure Management System

Ministry of State for Social Development

Social Development: Policy and Expenditure Management System

President of the Treasury Board of Canada March 1981

Accountable Management: A Progress Report to Parliament

Privy Council Office March 1981

The Policy and Expenditure Management System

SPECIFIC ELEMENTS OF THE POLICY AND EXPENDITURE MANAGEMENT SYSTEM:

Auditor General

Conspectus of the Report of the Auditor General of Canada to the House of Commons Fiscal Year ended March 31

Correctional Service of Canada

Part III Program Expenditure Plan 1981-82 Draft

Department of Finance October 28, 1980

Honourable Allen J. MacEachen

Deputy Prime Minister and Minister of Finance

The Budget

Department of Finance October 1980

The Medium-Term Prospects for the Canadian Economy 1980-85

Department of Industry, Trade and Commerce June 1981

Trade-Industrial Program Expenditure Plan 1980-81 Part III

Illustration of Structure and Content

READING LIST (continued)

Department of National Revenue      February 1981  
Customs and Excise Program Expenditure Plan 1980-81 Part III  
Illustration of Structure and Content

Department of Supply and Services      January 1981  
Supply Program Expenditure Plan 1980-81 Part III  
Illustration of Structure and Content

Office of the Comptroller General      July 1981  
Principles for the Evaluation of Programs by Federal Departments  
and Agencies (Draft)

Treasury Board      January 1978  
Performance Measurement: A Report to the House of Commons

Treasury Board of Canada      May 1981  
Guide on the Program Evaluation Function

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