

**MEASUREMENT CANADA**

**FRAMEWORK DOCUMENT**

## TABLE OF CONTENTS

<b>1.0</b>	<b>Status</b> .....	1
1.1	Agency Name .....	1
1.2	Background .....	1
1.3	Purpose .....	1
1.4	Special Operating Agency Status .....	1
<b>2.0</b>	<b>Agency Management Framework</b> .....	2
2.1	Mandate .....	2
2.2	Mission .....	2
2.3	Vision .....	2
2.4	Values .....	3
<b>3.0</b>	<b>Business Overview</b> .....	3
3.1	Services .....	3
3.2	Clients .....	5
<b>4.0</b>	<b>Organization</b> .....	5
4.1	Organizational Structure .....	5
4.2	President .....	5
4.3	Employees .....	6
<b>5.0</b>	<b>Accountability and Reporting Framework</b> .....	6
5.1	Accountability and Relationships .....	6
5.1.1	<i>Ministerial, Deputy Ministerial and Sector Head Accountability</i> .....	6
5.1.2	<i>Accountability to the President</i> .....	6
5.1.3	<i>Relationship with Industry Canada</i> .....	7
5.1.4	<i>Relationship with Departmental Common Services</i> .....	7
5.1.5	<i>Relationship with Government Common Services Agencies</i> .....	8
5.1.6	<i>Responsibility to Clients and Other Stakeholders</i> .....	8
5.2	Planning and Reporting .....	9
5.2.1	<i>Performance Measurement Framework</i> .....	9
5.2.2	<i>Performance Reporting</i> .....	9
5.2.3	<i>Annual Business Plan</i> .....	10
5.2.4	<i>Financial Reports and Accounts</i> .....	10
5.3	Evaluation and Audit .....	11
5.3.1	<i>Audit</i> .....	11
5.3.2	<i>Evaluation</i> .....	11
<b>6.0</b>	<b>Authorities and Flexibilities</b> .....	11
<b>1.0</b>	<b>STATUS</b>	

## 1.1 Agency Name

The official name of the Agency is Measurement Canada.

## 1.2 Background

Measurement Canada was created from two closely related sub-activities, Electricity and Gas (E&G) and Weights and Measures (W&M). Both sub-activities have a long history of service within the federal government. The first *Gas Inspection Act* was established shortly after Confederation and was followed by the *Electric Light Inspection Act*. Weights and Measures has been in existence since Confederation, with the first *Weights and Measures Act* receiving assent in 1871. All industrialized countries have a government organization responsible for legal metrology (legal trade measurement), demonstrating the importance societies place on the accuracy and integrity of measurement to a nation's economic health and prosperity.

Both sub-activities have resided within a number of federal departments during their long history, including the Department of Trade and Commerce and the Department of Consumer and Corporate Affairs.

Services provided by Measurement Canada are intended to ensure the fair and accurate measurement of goods and services in the Canadian marketplace. The Agency operates under one of the most stable and consistent mandates for service in Canadian federal government history.

## 1.3 Purpose

This Framework Document serves as the charter or constitution for the Measurement Canada Agency and sets out its mission, mandate, and vision. It also details Measurement Canada's relationships with its home department of Industry Canada and other organizations, as well as the organizational and accountability framework. The Framework Document will be reviewed with the parent department at least every three years.

## 1.4 Special Operating Agency Status

On August 6, 1996, Treasury Board approved the establishment of Measurement Canada as a provisional Special Operating Agency (SOA) within Industry Canada. The Agency is confident that SOA status will enable it to foster a more business-like culture that will respond more efficiently and effectively to the needs of its clients, while furthering the Government's priority of jobs and growth.

## 2.0 AGENCY MANAGEMENT FRAMEWORK

### 2.1 Mandate

Measurement Canada administers and enforces the *Electricity and Gas Inspection Act* and the *Weights and Measures Act* through the exclusive constitutional authority of the Government of

Canada.

## 2.2 Mission

To fulfill its legislated mandate, the Agency has developed the following mission:

*Measurement Canada's mission is to ensure equity and accuracy where goods and services are bought and sold on the basis of measurement, in order to contribute to a fair and competitive marketplace for Canadians.*

The Agency plays an important role in Industry Canada's marketplace services framework, by contributing to consumer, business and investor confidence in the fair and efficient functioning of the marketplace.

The Agency's credo is "Fair Measure for All".

## 2.3 Vision

- Our business is trade metrology.
- We are the cornerstone of fairness in all trade measurement.
- We make a difference; our contribution to a fair marketplace is recognized and valued.
- We are committed to exceeding our clients' expectations at every opportunity.
- We are evolving; we challenge the status quo; we seek out creative and innovative opportunities to maximize our effectiveness and efficiency.
- We are committed to an environment that values teamwork, effective communication, and the pursuit of knowledge and excellence.

Measurement Canada's mission and vision:

- support Industry Canada's mission of *fostering a growing, competitive, knowledge-based economy that gives consumers, businesses and investors confidence that the marketplace is fair and efficient*;
- contribute to the achievement of the Department's strategic objective of *building a fair, efficient and competitive marketplace for consumers, business and investors*; and
- advance the Operations Sector's vision *to be recognized as a world leader in delivering marketplace services*, and its mission *to promote confidence in a fair and efficient Canadian marketplace*.

## 2.4 Values

The following values will be reflected in all we do as a Special Operating Agency:

- We will deal with our clients and each other with honesty, integrity, respect and fairness.
- We will recognize and acknowledge efforts that contribute to the success of our organization.
- We will value one another; we will be a team; we will seek solutions through dialogue; and we will work together to achieve our goals.
- We will encourage learning and innovation that result in better service to our clients.
- We will pride ourselves in taking ownership of our work and responsibility for our actions and decisions.

### 3.0 BUSINESS OVERVIEW

#### 3.1 Services

Measurement Canada meets its statutory obligations and deliver its services through the following lines of business:

**Calibration and Certification of Measurement Standards:** Standards to measure mass, volume, pressure, temperature, length and various electrical quantities are calibrated and certified in accordance with a legislated schedule to achieve and maintain uniformity of measurement in domestic and international trade. These standards form the basis of all trade measurement in Canada.

**Trade Measurement Governance:** This line of business is delivered through four primary activities.

- *Trade Measurement Standards and Requirements:* Legislative standards and requirements for measuring instruments (including scales, electricity and gas meters, and gas pumps) and goods and services traded on the basis of measurement are continually evaluated and amended to ensure they are relevant, reflect changing technology and new business practices, minimize regulatory burden and the costs of legislative compliance, and provide a positive environment for business growth, consumer and investor confidence, trade and innovation. This activity provides a regulatory framework which supports fair and accurate measurement of goods and services, enhances Canadian businesses' global competitiveness and opportunities for growth and export, and provides businesses and consumers with a source of knowledge and expertise regarding domestic and international trade measurement standards and requirements and measuring instrument technology.
- *Trade Measurement Protection and Surveillance:* Prototype measuring instruments intended for trade use are evaluated for compliance with legislated requirements to ensure they are capable of measuring accurately under normal conditions of use and throughout their service lifetime and are approved for retail and/or commercial use. All approved measuring

instruments must be inspected before use in commerce begins, and are inspected thereafter to ensure they continue to measure accurately and are not used in a fraudulent manner. Goods and services traded on the basis of measure are also inspected to ensure that they are measured and priced accurately.

- *Dispute and Complaint Investigation:* Buyers and sellers of goods and services, including purchasers and vendors of electricity and natural gas, who are dissatisfied with the results of their measurement transaction may request to have the matter investigated. This activity provides consumers and businesses with an avenue of recourse if they feel they have received inaccurate measurement.
- *Alternative Service Delivery:* Private sector partnering arrangements are sought in the delivery of legislated services currently the exclusive responsibility of Measurement Canada. This activity includes the establishment of standards and criteria for organizations seeking delegated authority to provide services that would otherwise be provided by the Agency, accreditation of private sector organizations to provide these services, and auditing, by Agency officials, of accredited organizations to ensure they continue to meet established standards of performance. It provides for trade measurement accuracy and equity with less direct government intervention, and gives the Agency the opportunity to focus its resources on the delivery of services it is best suited and positioned to provide.

### 3.2 Clients

Measurement Canada's clients include:

- Buyers and sellers of measured goods and services, and purchasers and vendors of electricity and natural gas.
- Measuring instrument manufacturers, dealers, owners and operators.
- Current and potential private sector partners willing and capable of delivering services on Measurement Canada's behalf.
- Owners and users of measurement standards (i.e. standards to measure mass, volume, temperature, pressure, length and various electrical quantities) including companies accredited to provide services on Measurement Canada's behalf, private sector organizations, and federal and provincial governments, agencies and crown corporations.

## **4.0 ORGANIZATION**

### **4.1 Organizational Structure**

Measurement Canada is a Special Operating Agency of Industry Canada. It currently consists of a central administration and laboratories, six regional offices and 17 district offices and sub-offices situated across Canada. The President will ensure that the organizational structure of Measurement Canada supports its business strategy and promotes responsiveness to clients and may, therefore, make periodic adjustments to that structure as conditions warrant.

### **4.2 President**

The Agency will be headed by a President with operational and legislative responsibilities. The President is accountable to the Assistant Deputy Minister of Operations, Industry Canada for providing long-term strategic direction, for ensuring that Measurement Canada meets its agreed upon objectives and performance targets, and for reporting upon actual versus target performance through the reporting framework described in this Framework Document.

### **4.3 Employees**

Employees of the Agency will retain the status of public servants with all the associated rights, benefits and responsibilities. Existing collective agreements will remain in force and staff will continue to be represented by their bargaining agents in all negotiations with Treasury Board. Further, the employees will continue to be covered by the *Public Service Employment Act*, the *Workforce Adjustment Directive*, the *Public Service Staff Relations Act*, the *Financial Administration Act* and other applicable legislation.

## **5.0 ACCOUNTABILITY AND REPORTING FRAMEWORK**

### **5.1 Accountability and Relationships**

#### *5.1.1 Ministerial, Deputy Ministerial and Sector Head Accountability*

The Minister of Industry Canada is formally accountable to Parliament for all activities of the Agency. The Deputy Minister of Industry Canada is accountable to the Minister of Industry Canada for the effective governance of the Department, including the Operations Sector and Measurement Canada. The Assistant Deputy Minister (ADM) of Operations is accountable to the Deputy Minister of Industry Canada for the overall performance of the Operations Sector, which includes Measurement Canada.

The Deputy Minister, with the recommendation of the Assistant Deputy Minister (ADM) of Operations, Industry Canada, is responsible for approving Measurement Canada's annual business plan. The ADM is responsible for approving the President, Measurement Canada's Accountability Accord, and for providing the President with a yearly Performance Appraisal.

### 5.1.2 *Accountability of the President*

The senior officer of the Agency is the President who is accountable, through the chain of departmental command, to the Minister for meeting its legislative mandate.

The President is responsible for the long term strategic direction and leadership of Measurement Canada, as well as the day-to-day management of the Agency. The President is accountable to the ADM of Operations, Industry Canada, for meeting the strategic and performance objectives mutually agreed to in the Annual Business Plan. In addition, the President is responsible for supporting, and where appropriate, contributing to the achievement of departmental and Operations Sector priorities and objectives, and for adhering to departmental and government policies and guidelines (i.e. the *Official Languages Act*, Federal Identity Program).

The President serves as an active member of the Operations Sector Senior Management Committee and the Departmental Management Board.

In all financial matters, the President is functionally accountable to the departmental Senior Financial Officer.

### 5.1.3 *Relationship with Industry Canada*

Due to the independently accountable nature of the Agency as an SOA, the Department will afford Measurement Canada the flexibility needed to meet its mandate in a more business-like, client-responsive, and efficient manner.

Given that the accountability for the performance of Measurement Canada rests with the President, he/she must have the ability to control the key elements of his/her operation on a national basis. This will require that all Measurement Canada employees, including regional and district employees of the Agency, continue to report to the President through the established chain of command.

Measurement Canada will establish suitable links and continue to explore, and where appropriate, enter into partnerships and other types of accords with the Regional Executive Directors and other organizations within Industry Canada to further departmental priorities and objectives. The Agency will also actively participate in departmental initiatives, meetings and related activities.

Measurement Canada will contribute to the achievement of Industry Canada's mission through the provision of its statutory services and the realization of key results commitments and activities in support of departmental priorities and objectives.

The Department respects the basic tenet that new or additional demands placed on Measurement Canada by Industry Canada may require an adjustment to the Business Plan and could require additional resourcing.

### 5.1.4 *Relationship with Departmental Corporate Services*



The Deputy Minister is accountable for the administration of all sectors and SOAs within Industry Canada, and for all corporate functions, including comptrollership, human resources, information management and information technology, and communications. Heads of corporate services, in turn, are accountable for providing functional direction and services on behalf of the Deputy (e.g. the Corporate Comptroller as the Departmental Senior Financial Officer). Measurement Canada will support these corporate responsibilities and work with corporate areas in fulfilling these roles. Corporate Services will assist Measurement Canada in addressing operational requirements and achieving greater efficiencies, cost savings and improved client services.

The provision of corporate services will depend largely on the flexibilities and authorities negotiated with the Department through a Memorandum of Understanding (MOU) (refer to Section 6). The MOU will outline the extent, quality and costs of services to be provided to Measurement Canada, headquarters and regions, in the areas of human resources, finance, informatics, security, accommodation, communications and legal advice. Measurement Canada and the Department will work closely to determine the most effective, efficient and appropriate means of providing these services. The Department will continue to serve as the interface with the Treasury Board Secretariat (TBS) and other central agencies on such issues as the Departmental Business Plan, Estimates, Questions in the House, etc.

#### *5.1.5 Relationship with Government Common Services Agencies*

Measurement Canada will respect all governmental policies emanating from central agencies, including those pertaining to the introduction of new products or services. Initially, the working or service relationships between Measurement Canada (as recipient) and central service agencies (e.g. Treasury Board Secretariat, Public Works and Government Services Canada, Public Service Commission, etc.) will remain unchanged with Industry Canada central services taking the lead. However, as Memoranda of Understanding are negotiated with Industry Canada Corporate Services, these arrangements will be re-examined and a mutually effective approach for both Measurement Canada and the Department will be negotiated and adopted.

#### *5.1.6 Responsibility to Clients and Other Stakeholders*

Measurement Canada will be responsible for providing its clients and other stakeholders with high quality, timely and efficient services, consistent with its mandate. Measurement Canada will consult with its clients, using various mechanisms, to evaluate and establish service levels. It will offer quality service consistent with industry, and will deliver it in a professional, open, fair and impartial manner.

Stakeholders' needs, expectations and capabilities will form the foundation for the establishment of new products and services. STRATEGIS will be used as the principle vehicle for the provision of information products, where appropriate, and subject to stakeholders' capabilities.

## 5.2 Planning and Reporting

### 5.2.1 *Performance Measurement Framework*

Measurement Canada's performance measurement framework will be used by Agency management and staff to make informed decisions regarding the focus and delivery of Agency services and to report on the Agency's performance. Results-based performance measures which assess Measurement Canada's progress in achieving its mission and vision, assist the Agency in determining whether it is realizing its goals with respect to the delivery of responsive, relevant, quality services and evaluate the value of the organization's contribution to Industry Canada's strategic objectives and priorities will form the basis of the performance framework.

Measurement Canada will develop and sustain commitment to performance measurement by integrating the performance framework into its daily operations and actively engaging all levels of the organization in the framework's development and continuous improvement. Management commitment and leadership and the development of a culture where all staff understand and support the value and benefits of performance measurement are a key component of the successful achievement of Measurement Canada's mission and vision and the provision of relevant, high quality client services.

The Performance Measurement Framework will be reviewed each year (with a view to continuous improvement) and will be incorporated in an annual revision of the Business Plan.

### 5.2.2 *Performance Reporting*

Measurement Canada will provide Industry Canada with the performance information necessary to ensure the timely completion of the departmental Business Plan, Performance Report and the Report on Plans and Priorities. Performance information will also be provided to the ADM, Operations Sector as part of the Agency's annual business plan, mid-year review and year-end report.

The Agency's progress in achieving its operational priorities and client service delivery commitments will be available to management and staff in near real time through its management information systems. Performance summaries will also be made available to Measurement Canada's clients and stakeholders through its web site on STRATEGIS.

### 5.2.3 *Annual Business Plan*

The Annual Business Plan provides the basic planning framework for the Agency. It sets out Measurement Canada's main performance objectives and the means of attaining them (i.e. key activities, performance targets), with particular emphasis on achieving its mission and vision, the Agency's contribution to departmental priorities and the Operations Sector's Achievement Framework, and internal objectives such as improved client service and satisfaction, and work force renewal.

The rolling three year plan will respect applicable departmental corporate governance and Operations Sector information requirements. The Business Plan will reflect any anticipated requirement for Policy Sector assistance, and include a pro forma statement of operations which spans the three year planning horizon.

Measurement Canada will report major mid-year and year-end variances in planned versus actual results to the ADM, Operations Sector, and will, as requested, develop an action plan to address any outstanding issues.

#### 5.2.4 *Financial Reports and Accounts*

Measurement Canada will work closely with the Department to establish the flexibilities and authorities necessary to meet client needs and achieve Agency, departmental and Sector objectives and priorities. The Agency will submit a Summary of Accounts to the ADM of Operations as part of the Sector's input to the Industry Canada Business Plan, Estimates and Public Accounts of Canada, Departmental Performance Report and Report on Plans and Priorities.

The Agency will also provide input, including budget, expenditure and variance reporting, to the departmental accounting system capable of supporting accrual accounting and costing by lines of business.

Measurement Canada will ensure all financial policies applicable to the Agency are implemented in an efficient manner.

Finally, in the event new or additional demands are placed on Measurement Canada for which its clients may not directly benefit, the President will work closely with the Assistant Deputy Minister, Operations and the Deputy Minister to develop mutually satisfactory funding solutions.

### 5.3 **Audit and Evaluation**

Measurement Canada will maintain adequate controls to ensure that government policies and regulations are strictly adhered to. It will maintain a financial control and management accounting system which permits regular reviews of actual costs, expenditures, operating performance, and cost recovery where applicable. Internal audits, evaluations and reviews will be conducted periodically.

#### 5.3.1 *Audit*

The Agency will be subject to audits which assess: (1) the cost-effectiveness of program delivery activities; (2) the reliability and integrity of information used for decision-making and accountability reporting; (3) prudence and probity in the use of public funds and the safeguarding of assets; and (4) compliance with statutes and policies.

#### 5.3.2 *Evaluation*

The Agency's key policies and programs will be evaluated and the findings used in decision-making, reporting and continuous improvement. Evaluations will include an assessment of: (1) the relevance of the Agency's programs and services; (2) objectives achievement; (3) the results, impact and effects of the objectives achievement; and (4) the cost-effectiveness of program and service design and delivery.

The President of Measurement Canada will ensure that information necessary to perform such evaluations is collected and made available. The President may also initiate periodic reviews/assessments at his/her discretion.

## **6.0 AUTHORITIES AND FLEXIBILITIES**

To operate in a business-like fashion within a strict accountability framework, Measurement Canada is seeking the delegation of a number of authorities and flexibilities in the areas of revenue control, finance and accounting, human resources, informatics and administration.

Authorities and flexibilities will be negotiated through an MOU with the Department. While these authorities and flexibilities can be changed as needed, they will be reviewed every three years to coincide with the formal review of the Framework Document. To date, these flexibilities have included:

- financial, contracting and human resources authorities equivalent to an ADM;
- grievance Levels 1, 2 and 3 (non-NJC);
- performance pay - other than for EX's;
- leave without pay to hold union office;
- conflict of interest determination;
- approval of requests for translation over 1,200 pages;
- staffing on an indeterminate basis from outside the Department;
- management of own awards program;
- pay in lieu of unfulfilled surplus period;
- informatics standards and policies to meet Measurement Canada's requirements;
- emergency purchase orders; and
- adapt the application of financial and administrative policies, in consultation with the responsible departmental authority, as needed.